



**External Evaluation of YDP and NUYEP Programmes:  
Final Evaluation Report  
23<sup>rd</sup> September 2016**

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## ABBREVIATIONS

BEST	Business & Enterprise Start-up Tool
BTC	Belgian Technical Cooperation
BTVET	Business, Technical, Vocational Education and Training
CBA	Cost-Benefit Analysis
DFID	Department for International Development
DIT	Directorate of Industrial Training
EUg	Enterprise Uganda
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GWC	Gateway Centre
HIV	Human Immunodeficiency Virus
KAP	Knowledge, Attitude, Practices
ILO	International Labour Office
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation, Learning
MIS	Management Information System
NUYEP	Northern Uganda Youth Entrepreneurship Programme
OMS	Operations Management System
QA	Quality Assurance
ROI	Return on Investment
SACCO	Savings and Credit Cooperative
SIDA	Swedish International Development Association
SLA	Savings and Loans Association
STD	Sexually Transmitted Disease
SWTS	School to Work Transition Survey
ToR	Terms of Reference
UGX	Uganda Shillings
UNICEF	United Nations Children's Fund
VfM	Value for Money
VSLA	Village Savings and Loans Associations
VSO	Voluntary Services Overseas
VTI	Vocational Training Institute
YBI	Youth Business International
YDP	Youth Development Programme

## 1. EXECUTIVE SUMMARY

Uganda has one of the fastest growing populations in the world.<sup>1</sup> This is particularly true for the Northern region of the country where, due to the high growth rate, the population is expected to double, increasing the labour force from approximately 3.1 million to 8.5 million in 2040.<sup>2</sup> In the Uganda National Household Survey 2012/13, the percentage of respondents who had never attended school was largest in the Northern region with 13.6% while the national average was only 7.6%.<sup>3</sup> Secondary school enrolment in Northern Uganda is half that of the national average (21.9%<sup>4</sup>) and the lowest in the country at 10.9% (12.9% male; 8.6% female). Youth skills and enterprise programmes aim to address these inequalities through vocational and entrepreneurship training schemes. However, skills development programmes have recently borne the brunt of immense criticism for their inability to generate employment as they are said to be ‘showing little impact on poverty or stability, especially to programme cost’.<sup>5</sup> These programmes are found to have high failure rate often due to their large nature and absence of informed market realities. Evidence supports arguments that greater success for youth and returns on investment are found in capital injection centred programmes that for example provide cash transfers, in-kind capital (livestock or tools) or subsidised credit.<sup>6</sup>

It is against this background that Montrose was contracted by DFID Uganda to conduct an independent final evaluation of two programmes focused on youth skills building in Northern Uganda; (i) Youth Development Programme (YDP) managed by VSO and; (ii) the Northern Uganda Youth Entrepreneurship Programme (NUYEP) implemented by Enterprise Uganda (EUG) in partnership with Youth Business International (YBI). NUYEP and YDP used a different approach in selecting beneficiaries and the methodology through which they implemented their programmes. The NUYEP programme selected people who were willing to invest an initial amount of their own money to receive the Business and Enterprise Start-up Tool (BEST) training before subsequently implementing a self-selection process through which the ‘high flyers’ received more intensive levels of support. In contrast, YDP targeted the ‘poorest of the poor’ focussing on particularly marginalised groups within society, and gave them vocational skills training, basic literacy classes and post-graduate support in the form of savings and loans, equipment and follow up. A thorough analysis assessing strengths, weaknesses, results, costs, benefits and Value for Money (VfM) of the two programmes was conducted by Montrose.

Value for Money (VfM) is the examination of the cost of producing a desired outcome relative to the value of an outcome. Applying VfM analysis enables stakeholders working in the public sector to assess potential investments and choose the most cost-effective alternatives or the alternatives with the best returns and improve the overall efficiency of public spending. Engaging in the assessment of VfM also enables stakeholders to better understand how the choices within initiatives impact on efficiency. A comparative analysis of cost-benefit ratios was carried out to ground the results of this evaluation within the wider context of youth skills programmes implemented in Uganda.

<sup>1</sup> Ministry of Finance, Planning and Economic Development, ‘Harnessing the Demographic Dividend; Accelerating socio-economic transformation in Uganda’, (2014).

<sup>2</sup> Oxford Economics, Northern Uganda Economic Recovery Analysis Phase II, 2014.

<sup>3</sup> Uganda Bureau of Statistics, ‘Uganda National Household Survey 2012/13’

<sup>4</sup> *ibid.*

<sup>5</sup> Christopher Blattman and Laura Ralston (2015) ‘Generating employment in poor and fragile states: Evidence from labour market and entrepreneurship programmes’.

<sup>6</sup> *ibid.*

This report provides the findings from the evaluation including the extent to which both programmes contributed to increased economic opportunities, business formation and expansion, changes in income levels and positive social engagement of youth in Northern Uganda. In addition, the extent to which both programmes impacted upon organisational and technical capacity of partner organisations such as Vocational Training Institutions (VITs), Gateway Centres (GWCs) and EUg was also assessed.

## Methodology

Methods of analysis included data collection utilising a ‘mixed methods’ approach to capture both the quantitative and qualitative aspects of the evaluation. Respondent groups included beneficiaries of both programmes and a control group who had not been associated with either programme but had similar demographic characteristics as the beneficiaries. A desk-based review of project material was also completed to provide a more thorough understanding on programmatic impact and results against outcome/ output indicators as a means to supplement and, where applicable, verify data collected. Material reviewed included programme reports, OMS data (NUYEP) and tracer studies (YDP).

The School to Work Transition Survey (SWTS), carried out by the Uganda Bureau of Statistics (UBOS) with support from the ILO and the MasterCard foundation, was used as the counterfactual against which to assess the impact of both the YDP and NUYEP programmes. This survey was chosen because it captures demographics, education, history of employment and training, current employment status, job characteristics and earnings for youth in Uganda aged 15 to 29 and so had the necessary data which was of a high enough standard to create benchmarks against which YDP and NUYEP could be assessed.<sup>7</sup>

As both the NUYEP and YDP projects identify economic outcomes measured in monetary terms in their results framework, benefit-cost analysis was utilised in assessing VfM and in comparing the two approaches to improving livelihoods for youth in Northern Uganda. A benefit-cost ratio (BCR) was estimated for each project as well as a range of alternative estimates sensitive to different assumptions about either the costs or benefits of the projects. The BCR is the cost of providing the project intervention to one additional participant divided by the present value of the economic gains expected per participant over a given period of time. Table 1.1 below outlines a comprehensive list of costs and benefits included and excluded when calculating the BCR for NUYEP and YDP programmes using the following formula:

***BCR = Cost of one additional participant / Present Value of expected benefit for one participant over X years***

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<sup>7</sup> Please note that the SWTS is a national Ugandan survey and not specific to the Northern Uganda region

	Factors included	Factors not included
<b>Youth Development Programme (YDP)</b>		
<b>Costs</b>	<ul style="list-style-type: none"> <li>• <b>Marginal costs:</b> the cost of delivering the YDP supported training to an additional beneficiary (estimate of total marginal cost – not just the cost of YDP investments)</li> <li>• <b>Direct costs</b> for programme activities, volunteer costs while in-country, national and international staff salaries and office overhead costs including vehicles and equipment.</li> <li>• <b>Costs of the installed physical and human infrastructure in the VTIs</b> necessary to provide training (VTI resources) estimated at 1,000,000 UGX as the annualised cost of providing the courses in the absence of YDP.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>International overhead costs</b> and VSO volunteer costs for recruitment and health insurance.</li> <li>• <b>Opportunity costs</b> to trainees of being out of labour market</li> <li>• Without detailed information on the <b>VTI costs for delivering different types of courses</b> a 1,000,000 UGX estimate was used. It is possible that the costs exceed this although the estimate was verified by VSO as being 'reasonable'.</li> </ul>
<b>Benefits</b>	<ul style="list-style-type: none"> <li>• <b>Change in the percentage of participants reporting having an income/job</b> at intake and annually as part of the tracer studies</li> <li>• <b>Amount of income earned</b> by participants at the end of the project</li> <li>• <b>The average monthly additional monthly income across all participants.</b> (For example, prior to training, 30 percent of YDP participants reported having an income. Post-participation 70 percent of participants reported an income. The average monthly income of the YDP participants at follow up was 140,000 UGX. The increase in income of the 40 percent of the participants who were previously earning 0 UGX spread across all participants translates to an average of 56,000 UGX of additional monthly income for all participants as a result of the project).</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Social returns on investment:</b> increased social interactions, enhanced self-esteem, improved knowledge, attitudes and practices regarding gender, health and other objectives</li> <li>• <b>Improved capacity at the VTIs</b> that would translate into higher earnings for future students</li> <li>• <b>Benefits to the other learners at the VTIs</b> who benefitted from improved equipment and capacity outside of the YDP specific interventions both during and after the programme intervention</li> <li>• <b>Increase in income to the VTIs</b> as a result of increased capacity (if any)</li> <li>• <b>Economy-wide benefits of improving diversification of economic activities</b> in the project regions (away from or in addition to agriculture)</li> </ul>
<b>Northern Uganda Youth Entrepreneurship Programme (NUYEP) Benefit-Cost Ratio:</b>		
<b>Costs</b>	<ul style="list-style-type: none"> <li>• <b>Per participant direct costs</b> for the five-day BEST training and the one-day follow-up or specialised training (Annual compensation converted to daily rate for project staff used as trainers. All consumable training materials, accommodation and food. Attendance figures used to calculate per participant unit costs)</li> <li>• <b>Per participant costs for counselling and mentoring</b> based on travel/incidental costs and honorariums associated with provision of these interventions</li> <li>• <b>An estimate of income (profit) from sales data:</b> As NUYEP did not measure income it had to be estimated so mean profit/net income from participants who received each level of support was estimated based on the relationship between sales and profits for categories (agriculture, metal fabrication, sewing/tailoring, etc.) from the School to Work Transition Survey (SWTS) which captured both gross sales and overhead costs<sup>8</sup></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Project support</b> including set-up and coordination expenditures were not included – only direct cost of the specific interventions.</li> <li>• <b>Institutional strengthening of EUg</b></li> <li>• <b>Opportunity costs</b> to trainees of being out of labour market</li> </ul>

<sup>8</sup> For example, where the SWTS survey indicated that for sewing/tailoring about 80 percent of sales represented profits, this 80 percent figure was applied to estimate profits for NUYEP participants in the same type of employment.



<b>Benefits</b>	<ul style="list-style-type: none"> <li>• <b>Net estimated income</b> from all participants who had monthly sales greater than the estimated monthly sales for non-participants. This figure was then divided by total participants as an estimate of project impact (in net income) per participant.</li> <li>• <b>The earnings of youths whose monthly sales were greater than those youths who were not involved in the project</b> when compared to the School to Work Transition Survey (SWTS) counterfactual.</li> <li>• <b>Estimated changes in income as a result of participation in the programme:</b> Net income from gross sales was estimated for project participants using SWTS information of sales and overhead costs by sector and type of business. The resulting figure was used as a measure of benefits of the project.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Social returns on investment:</b> increased social interactions, improved knowledge, attitudes and practices regarding gender, health and other objectives</li> <li>• Increased capacity, systems and MIS skills of EUg</li> </ul>
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**Table 1.1: A comprehensive list of costs and benefits included and excluded when calculating the BCR for NUYEP and YDP programmes**

A BCR of one would indicate that the project had a neutral impact – in other words the costs and benefits of the project are equivalent in monetary terms. A BCR ratio of greater than one indicates that economic gains attributable to the project are greater than the costs of the project while a ratio of less than one suggests that the costs of the project were greater than the monetary value of benefits.

## Results

### Return on Investment (ROI)

DFID invested £10.5 million on the NUYEP and YDP projects. This evaluation aimed to show the return on that investment in terms of economic and social outcomes. There are many caveats and assumptions to these calculations which are outlined below and the VfM analysis does not include the social returns on investment, only those which are economic. In summary, assuming a three -year programme and no changes such as job loss or failure of businesses following establishment, the cost-benefit analysis suggests a return of 0.9<sup>9</sup> for YDP and 3.1<sup>10</sup> for NUYEP. With an investment in YDP of around £8 million and an investment in NUYEP of around £2.5 million, this would result in a (very crude) return on investment (ROI) of £14,950,000 plus social returns which were not measured in monetary terms in this evaluation.

### Key Findings

In addition to the value for money analysis there were some key findings and lessons learned for both programmes:

- **Successful implementation gave a unique opportunity to review impact of methodology** – Both YDP and NUYEP implemented their programmes successfully, achieving positive results against each output and outcome. As a result, this offered a unique opportunity to review the effectiveness of the different methodologies confident that the evaluation can focus more specifically on the impact of the design rather than the quality of implementation and the implementing organisation's capacity.

<sup>9</sup> This is assuming all income is maintained for the entire three years

<sup>10</sup> This assumes all businesses are sustained for the entire three years and is weighted by type of support provided



- **Applying an innovative method of evaluating VfM** – Value for Money (VfM) evaluations such as this have not previously, to our knowledge, been used in such a way to evaluate the impact of youth enterprise programmes focussing on the Benefit Cost Ratio (BCR) of each methodology. Whilst there is no ‘one-size-fits-all’ to designing and facilitating youth enterprise programmes, being able to apply a bespoke form of cost-effectiveness analysis offered an opportunity to explore economic outcomes both at the micro level (the increase in employment and income of the beneficiary) and at the macro level (the overall return on investment for the donor). Applying VfM analysis equips stakeholders with the information they need to assess potential investments and choose the most cost-effective alternatives to improve the efficiency of public spending and influence financial investment policies.
- **YDP: Market diversification with respect to sources of income** - A thorough market analysis can identify gaps in the market and diversify the skills base in the area. As a result, YDP participants were much more likely to have income from non-agricultural sources - 97% of YDP beneficiaries have some income from non-agricultural sources compared to 47% of non-beneficiaries according to the SWTS counterfactual. Diversification of skills is important to ensure there is less saturation of the agriculture market thus increasing prices and, as a result, earnings.
- **YDP: Increased self-esteem as a result of being a YDP participant** - The impact of the youth-to-youth peer activities is a social return on investment in the form of young beneficiaries, who were amongst the poorest and most marginalised, now being viewed as role models within their society, both by other students and the communities in which they reside. This improvement in ability to communicate, manage conflict and socialise has led to a statistically significant ( $p < 0.001$ ) increase in self-esteem amongst the youth beneficiaries who, as a result of their participation in the YDP programme, now have a heightened belief in their ability to achieve positive things.
- **YDP: People with disability earned a higher income** – People with disability earned a higher monthly income than those without a disability. Statistical analysis demonstrated that the difference in income was not as a result of education, gender, course taken or sector of employment. Based on these results, it is hard to speculate as to why there is any difference in income levels between disabled and non-disabled people. It could be as a result of individual’s characteristics such as determination or motivation to succeed. However, further psychological investigation would need to be carried out before any definite conclusions could be made. What this finding does support is that disabled people should be included as part of a wider social inclusion policy which VSO ensured each VTI had in place and was actively implementing.
- **NUYEP: Higher monthly income correlates to intensity of support** – Findings from calculating VfM solely on economic outcomes show that the intensity of support received by the participant directly correlates to the amount of income earned per month. This is shown in table 1.2 below:

Intensity of support given to NUYEP participants	Percentage of participants receiving each level of support	Return on Investment: Benefit Cost Ratio (BCR)
BEST training only	26.8% (n=2,938)	-
BEST + 1 follow-up or specialised training	42.4% (n=4,652)	-
BEST + 2 or more follow-ups or specialised trainings	16.9% (n=1,854)	6.0
BEST + counselling or mentoring	13.9% (n=1,531)	8.9

**Table 1.2: A comprehensive list of costs and benefits included and excluded when calculating the BCR for NUYEP and YDP programmes**

The benefits and costs included in the calculation of the BCRs are outlined in table 1.1 above. The monthly income levels achieved by the NUYEP participants were compared to the SWTS survey to determine what would have occurred regardless of the NUYEP programme. Analysis found that 69.2% of participants did not benefit financially from participating in the programme compared to the general population. However, 30.8% of participants did see a return on the investment they and DFID made with an income of 6.0 or 8.9 times that of the costs spent for 16.9% and 13.9% of participants respectively. In very simplistic terms this suggests that 30.8% of beneficiaries are producing 100% of the results or 13.9% of the beneficiaries are producing 60% of the results. Once these results are weighted based on the proportion of participants in each category of intervention, the overall BCR for the programme is 3.1.<sup>11</sup>

- **NUYEP: Positive social outcomes were the same regardless of intensity of support** - The NUYEP social outcomes showed that the results of the KAP survey which looked at i) attitudes about entrepreneurship, ii) knowledge about business formation and development and iii) attitudes about gender and women's economic empowerment was consistently high across all levels of intervention. This suggests that whilst the economic outcomes of NUYEP are dependent on intensity of the intervention, social outcomes remain the same despite the level of intensity of the intervention. Similarly, had the ROI included aspects of a Social Return on Investment (SROI), the outcomes of this evaluation in terms of the value-for-money calculations may have shown the 'BEST Only' and the 'BEST + 1 follow-up training' as having positive benefit cost ratios along with the more intensive interventions.

#### LESSON LEARNED: Increasing female participation in youth enterprise programmes

Both VSO and YBI/EUG achieved immense success in increasing the number of female participants benefiting from their respective programmes. Ugandan society often associates a stigma with women attending vocational training institutes both because the skills offered are seen as more 'male' oriented, and because attending a VTI signifies that the individual did not manage to go to university either as a result of lack of finances or poor grades. In addition, women are often subjected to domestic labour and with high pregnancy rates amongst young women, childcare during school hours is a further barrier to accessing further education.

Both YDP and NUYEP learnt that there was a need to implement special measures to both encourage and enable more female participation. For example, crèche services were made available for those young mothers who were unable to access services as a result of having children to care for; affirmative action was taken to employ more women at the VTIs as a means to encourage more female learners; and sensitisation was done with families and communities to allow females to attend trainings. Without this additional commitment, NUYEP and YDP would never have achieved such noticeably high levels of female participation.

## Conclusion

Whilst both projects were targeting youth, focusing on improved livelihoods and operating in Northern Uganda, their approach to achieving increased economic outcomes was very different. YDP focused on up-skilling youth to increase their ability to qualify for employment opportunities, to diversify the market reducing the high reliance on agriculture for subsistence in Northern Uganda and

<sup>11</sup> This is assuming all businesses are sustained for three years

to target the poorest and most marginalised in society. In contrast, NUYEP focussed on building capacity of entrepreneurs; targeting anyone who was interested but self-selecting for those ‘high-flyers’ willing to invest their time and money to better their skills. Therefore, whilst the outcomes in terms of economic returns can be compared, the paths to those outcomes are vastly different. It could be argued that the best possible solution with the highest return on investment would be to create synergies; to create a synergised programme whereby the young people who graduated from YDP vocational institutions then enrolled in the NUYEP programme to expand their entrepreneurial skills-base. This would ensure beneficiaries are both highly skilled in their profession and have the capacity to grow and expand their business through improved entrepreneurship.

## Recommendations for youth enterprise programming

### **Change in ILO definition of a ‘decent job’ based on market realities**

The International Labour Office (ILO) standard definition of a ‘decent job’ is, amongst other things, employment for more than six months, working for 40 hours a week and earnings of more than 141,000 UGX per month. During the YDP project cycle, VSO realised that this was unachievable for the majority of the participants taking into consideration the market conditions and economic environment of Northern Uganda and given the targeted selection process through which only the ‘poorest of the poor’ were selected to participate in the YDP programme. Propositions were therefore made to revise the criteria as ‘employment for more than six months or an expectation to be in employment for more than six months and with the monthly earnings figure revised downwards to 85,000 UGX per month’. Therefore, when comparing the outcomes of this project to other similar projects on an international level, it is recommended that this change in definition be considered and the definition adapted for future programmes where applicable, as relevant to context

### **Identification of mentors and counsellors**

NUYEP beneficiaries who were able to demonstrate the highest return on investment had the benefit of more intensive mentoring and counselling support. However, the number of mentors and counsellors available was limited and therefore this minimises the scale at which this intervention could operate. Should similar interventions be implemented it is recommended that further capacity building and investment be made into identification and training of potential mentors and counsellors. There may be potential for successful entrepreneurs who were beneficiaries in previous programmes to become mentors themselves having been through the process of establishing and growing a profitable business.

### **In-depth analysis of beneficiaries who achieved the highest ROI**

Overall, the number of participants achieving real success and significant ROI formed a small percentage (13.9% in NUYEP and less than 20% in YDP). In addition, people with disability achieved a higher level of income than those without disability. The analysis completed as part of this evaluation showed no difference in terms of education, gender, course taken or sector of work between the higher and lower earning participants. Therefore, it is recommended that a more in-depth psychological assessment of those participants who were exceptionally successful be conducted to inform any future programme designs. As a result, the criteria for inclusion in a youth enterprise programme could be more than simply demographics whereby participants are no longer selected based on socio-economic status, gender, age or disability but instead the selection process could include criteria related to those people/personalities with a natural flair for business or with high motivation levels and thus a determination to achieve high levels of income. This form of selection could potentially result in higher returns on investment and thus even better BCR ratios and participant outcomes.

### **Catering for people with disabilities**

There are very few job aids available to support people with disabilities in the work place. This may be especially true for those with disabilities affecting their ability to communicate, making negotiations with suppliers and customers more difficult, for example. Therefore, it is recommended that when designing similar programmes, implementing organisations explore the possibility of creating aids or linking with other NGOs who create aids for those with physical disabilities. Similarly, creating linkages with innovators who could work with disabled beneficiaries to understand their challenges in the market place and design potential prototypes for beneficiaries to trial may provide a fruitful solution.

### **Challenging gender inequalities**

Addressing gender inequities, discrimination and roles within society through livelihood support is challenging. Whilst increasing women's access to finance can act to increase empowerment and reduce power imbalances within the household, it can similarly lead to increased Gender-Based Violence (GBV) as the males within the households feel threatened with the changes in power. Therefore, when addressing gender as part of a livelihoods programme it is important to have a holistic approach. Therefore, it is recommended that gender issues are addressed not just through training women to identify GBV and discrimination but using a multi-faceted approach focusing on:

- (i) the legal framework at national level advocating for policies to be in place to ensure women are paid equally, have equal access to jobs, are respected equally in the workplace and are not subject to sexual harassment;
- (ii) the role of men in championing the rights to equality in the workplace or in business through trainings on masculinity and using techniques such as Gender Model Families to re-distribute tasks within the household resulting in overall increased household income;
- (iii) the empowerment of women to have a voice in their communities, to understand how to face inequalities and to support one another to speak up safely.

### **Pragmatic ways of encouraging female participation in Youth Enterprise programmes**

Vocational and enterprise training in Uganda is culturally assumed to be more for males than females. As a result, there is a stigma associated with females attending such institutions. As mentioned in the box above, both YDP and NUYEP learnt that there was a need to implement special measures to both encourage and enable more female participation. Therefore, it is recommended that when designing future programmes or similar interventions, other actors learn from YDP and NUYEP's example and consider how to increase female participation by designing interventions that address the barriers to women's access and involvement in such programmes.

## **Assessing Value-for-Money in skills and entrepreneurship programmes**

### **Incorporating measures of value in the project design**

Having a means of assessing the relative VfM of alternative actions enables development partners and government to choose the mix of actions that maximize the impact of their limited resources on improving livelihoods for young people. Considering how to assess VfM is best incorporated into the project design phase to ensure all necessary information is being collected from the start of the project.

Typical project reporting, whilst relevant for evaluating the performance of a project in achieving its objectives, has limited use for the assessment of VfM. Project outcomes are usually presented as before and after measures of participant characteristics such as employment, income, changes in health or socioeconomic status. However, assessing the 'value' produced by a project requires that there be some rigor applied in attributing outcomes to project activities which take into consideration changes that would have happened even without the project as a result of a function of the passage of time, changing conditions or other confounding factors. The before and after measures can result in a significant over or under estimate

of the value produced by the project. When VfM is not utilised to guide choices among alternatives projects, programmes or policies, these errors in estimating benefits can result in inefficient choices.

The most robust method for attributing project outcomes to project activities is the use of a Randomised Control Trial (RCT). In RCT individuals from the target population of the project are randomly assigned to a participant group or a control group and information is gathered at the baseline and end-line for both participants and non-participants. Random assignment of individuals from the target population to a participant or control group, means the only real differences between the two are whether or not they received project support. However, whilst RCT is the most robust method for assessing the relationship between project activities and outcomes, implementing an RCT involves great expense, time and effort which can make governments and donors reluctant to employ this method of evaluation.

Fortunately, there are alternatives that fall between the rigorous experimental approach of RCT and the use of simple pre-post project changes without counterfactuals or controls. Some of these less intrusive and less rigorous alternatives can provide more reliable evidence of project value than pre-post project changes while not consuming large portions of project budgets. Whilst these alternatives do represent some sacrifice in terms of statistically robust estimates of project value they do offer improvements over simple pre-post project comparisons.

For example, a non-random sampling method such as the 'snowball' method, can be used. The project would recruit a control group of participants' acquaintances. Depending on the relevant question, a sample of participants could be asked to identify someone who was in their class at school and lived nearby, someone who had not finished school but was not participating in the project. While less rigorous than a natural experiment, if well-designed and implemented this type of non-random sampling would enable projects to assess the impact and value of a project without reliance on just the changes in participants over time.

#### **Using costs rather than budgets or expenditures**

Examining expenditure per participant provides government and partners important information about a project. However, expenditures per participant is not equivalent to cost per participant. The limitations and the consequences of using project budgets as a proxy for "cost" have been emphasised in section 3.1.4 and in section 6. The process of building an estimate of unit costs consistent with the economic concept of opportunity cost using the ingredients method should be undertaken once a final implementation strategy has been developed, tested and is underway. Where appropriate this calculation of unit costs should incorporate attrition into the calculation. If realising benefits is only possible upon completion of the project, the calculation of unit costs should answer the question, what is the cost of producing one additional person who completes the programme?

#### **Assessing economy and efficiency**

In the analysis of NUYEP and YDP, the evaluators were not in a position to assess the economy or efficiency of either project. It is only possible to assess the economy and efficiency of the mode of project implementation when it is compared to another technically feasible alternative. Constructing and costing these alternative scenarios of project delivery can begin once the project is underway and requires a significant input and feedback from project implementing partners. Therefore, it is recommended that this is included in future programme designs.

## 2. INTRODUCTION

Uganda has one of the fastest growing populations in the world.<sup>12</sup> This is particularly true for the Northern region of the country where due to the high growth rate, the population is expected to double increasing the labour force from approximately 3.1 million to 8.5 million in 2040.<sup>13</sup> However problems of poverty, low sectoral productivity, unemployment and underemployment continue to plague the region that is only beginning to recover from the effects of decades long conflict. The effects of the conflict are evident with a widened poverty gap between the North when compared to other regions of the country; it is reported that 44% of people in Northern Uganda currently live below the poverty line as compared to 20% nationally with the North additionally accounting for over half of Ugandans in poverty. Furthermore, while the North accounts for almost one quarter of the country's population, it's contribution to the national GDP is estimated to be only 8-9%.<sup>14</sup> These factors combined with a growing urban population have the capacity to hamper recent strides in securing peace and stability and importantly impact primarily on youth's economic opportunities and social integration.

The conflict in Northern Uganda shattered traditions and social cohesion, destabilising old and new generations, shifting social values and profoundly affecting the psycho-social well-being of youth in the region.<sup>15</sup> Effects of the conflict resulted in unequal gender relations that perpetuate sexual and gender based violence, youth unemployment, lack of opportunities and disillusionment.<sup>16</sup> Children and youth were severely affected by violence, abductions, insecurity and instability during the two decades of conflict and consequently, there is a significant need for psycho-social rehabilitation, counselling and capacity building in relation to conflict resolution and peace building. Decades of dependency on humanitarian aid and relief appear to have created a dependency syndrome with youth who received minimal education during the conflict lacking both the motivation and skills to engage in income generating activities.<sup>17</sup>

In the Uganda National Household Survey 2012/13, the percentage of respondents who had never attended school was largest in the Northern region with 13.6% while the national average was only 7.6%.<sup>18</sup> Net enrolment for primary school was also lower than that for the country with only 78.9% (80.2% male; 77.6% female) as compared to 82.3%. This trend was also similar for secondary school net enrolment for the region the lowest in the country at 10.9% (12.9% male; 8.6% female) when compared to a national average of 21.9%.<sup>19</sup> As is evident, females in this region remain particularly affected with lower enrolment rates than their counterparts.

Whilst the donor landscape in Northern Uganda is crowded, donor investment in young people's skills training and entrepreneurship/livelihoods is limited with most donors including UNICEF focussing on improving primary and secondary education – an intervention justified by the high percentage (56%) of the Ugandan population being under 18 years of age.<sup>20</sup> That said, in Karamoja, a sub-region of

<sup>12</sup> Ministry of Finance, Planning and Economic Development, 'Harnessing the Demographic Dividend; Accelerating socio-economic transformation in Uganda', (2014).

<sup>13</sup> Oxford Economics, Northern Uganda Economic Recovery Analysis Phase II, 2014.

<sup>14</sup> *ibid.*

<sup>15</sup> Meredith McCormac & Judy A. Benjamin 'Education and Fragility in Northern Uganda' (2008) American Institutes for Research under the EQUIP1 LWA.

<sup>16</sup> Monica Llamazares 'Northern Uganda Conflict Analysis' (2013) Advisory Consortium on Conflict Sensitivity (ACCS).

<sup>17</sup> Nanna Jordt Jørgensen 'Young people's possibilities for influence in Uganda' Danish Youth Council

<sup>18</sup> Uganda Bureau of Statistics, 'Uganda National Household Survey 2012/13'

<sup>19</sup> *ibid.*

<sup>20</sup> [https://www.unicef.org/uganda/UNICEF\\_Uganda\\_AR\\_2015\\_final\\_v6.pdf](https://www.unicef.org/uganda/UNICEF_Uganda_AR_2015_final_v6.pdf)



North-Eastern Uganda, Irish Aid are investing in the government's plan, '*Skilling Uganda*' by partnering with the Belgian Technical Cooperation (BTC) to further develop and enhance Business Technical Vocational Education Training (BTJET) centres.<sup>21</sup> Similarly, the International Labour Organisation (ILO) are looking to support youth entrepreneurship by taking a broader approach to capacity and skills development supporting national partners to design strategies, build systems and train personnel with the aim of enhancing the productivity of young entrepreneurs.<sup>22</sup> To complement these efforts, SIDA, through their '*Working Future in Uganda*' programme will aim to increase young people's access to capital through Village Savings and Loans Associations (VSLAs) whilst also providing business support, training and internships with the aim of creating multi-sector platforms to encourage partnerships between various actors within the labour market. This model will encourage private sector, government, civil society and young people to work together to build entrepreneurship within Northern Uganda.<sup>23</sup>

Interestingly, recent studies have shown skills development programmes have borne the brunt of immense criticism for their inability to generate employment; '*showing little impact on poverty or stability, especially to programme cost*'.<sup>24</sup> These programmes are found to have high failure rate often due to their large nature and absence of informed market realities. Evidence suggests that greater success for youth and returns on investment are found in capital injection centred programmes that for example provide cash transfers, in-kind capital (livestock or tools) or subsidised credit.<sup>25</sup>

It is against this background that Montrose were asked to evaluate and compare the extent to which the two skills training programmes implemented in Northern Uganda, impacted on youth's economic and social gains, particularly female, disabled, marginalised and disadvantaged youth; and furthermore, whether the investment was well-placed in terms of the returns it offered.

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## 2.1. Youth Development Programme (YDP)

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The **Youth Development Project (YDP)** implemented by Voluntary Services Overseas (VSO) targets 15,400 marginalised and disadvantaged youth with little or no education. The intended impact of the programme is to contribute towards a peaceful, stable and prosperous Northern Uganda with reduced poverty and marginalisation for youth and their families. The expected outcome is "*increased economic opportunities and positive social engagement of youth in Northern Uganda, measured against the indicators*". This is measured against the following indicators:

- Number of YDP youth with decent jobs<sup>26</sup>;
- Percentage of YDP youth reporting increase in social capital; and
- The increase in organisational and technical capacity of the Gateway Centre and partner staff as measured by capacity assessment scores pre and post intervention.

Support is provided by 36 institutions; seven Gateway Centres (GWCs) and 29 Vocational Training Institutes (VTI) with guidance from VSO volunteers and programme staff and broadly covering two main strands:

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<sup>21</sup> <file:///C:/Users/charl/Desktop/FINAL-Uganda-CSP-print-version.pdf>

<sup>22</sup> <http://www.ilo.org/public/english/bureau/program/dwcp/download/uganda.pdf>

<sup>23</sup> <http://www.sida.se/English/where-we-work/Africa/Uganda/>

<sup>24</sup> Christopher Blattman and Laura Ralston (2015) 'Generating employment in poor and fragile states: Evidence from labour market and entrepreneurship programmes'.

<sup>25</sup> *ibid.*

<sup>26</sup> Early indication suggests that the ILO definition set the bar too high.



- The economic strand, whereby interventions include literacy, numeracy, vocational skills training, enterprise and soft employability skills training, and post-training support (e.g. apprenticeships, seed funding, job search support, mentoring); and
- The citizenship strand which includes psycho-social support; appropriate life skills (e.g. reproductive health, conflict resolution, hygiene, nutrition); self-empowerment and personal agency sessions, engagement activities (youth-to-youth) and bridging activities (youth-to-community).

Both strands are delivered through six-month training courses at partner VTIs followed by six months of post-training support. Long term capacity building of the VTI colleges aims to ensure elements of institutional sustainability. Capacity building focuses on financial management, curriculum quality and market relevance, delivery of social development services, and governance amongst other aspects.

As per the proposal document, the YDP project is based on the following key assumptions about challenges in the socio-economic context:

- Little or no formal education or training;
- Market-relevant skill shortages;
- Weak access to markets and weak infrastructure;
- Gender issues including customary law practices coupled with a prevalence of female-headed households, child mothers and women affected by war or domestic violence;
- The impact of the conflict in Northern Uganda on the work culture;
- Psychosocial effects of the conflict;
- A lack of community connection and social networks after years of displacement;
- Continued insecurity and prevalence of arms; and
- Access to land and ownership challenges.

The project therefore aims to provide vulnerable youth with adequate skills to enable them to develop economic and social empowerment and in effect overcome these barriers. In support of this aim the project provides a number of infrastructural and human resource inputs to the Gateway Centres (GWCs), which are responsible for recruitment and referral of youth to participating VTIs. Moreover, a cluster model has been developed whereby seven GWCs support and mentor a cluster of smaller, less developed VTIs thereby building their capacity.

The assumption is that these inputs will enable the delivery of efficient, relevant services that will contribute to the development of economic and social empowerment skills amongst vulnerable youth. The activities initiated were market analysis; curriculum development; guidance sessions; personal development plans; economic interventions; citizenship interventions; post training support and person-to-person capacity building.

*An overview of the Project Theory of Change can be found in section six of this report.*

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## 2.2. Northern Uganda Youth Entrepreneurship Programme (NUYEP)

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The **Northern Uganda Youth Entrepreneurship Programme (NUYEP)** aims to support 13,500 participants through entrepreneurship training and follow-on activities. At least 80% of participants (10,800) are youth (aged 18-35) and 40% of these are female. The programme offers an approach that trains entrepreneurs to establish and run an enterprise, transforming unemployed and under-employed youth and their household members into business owners with an improved flow of income. Youth Business International (YBI) are the overall Grant Manager with Enterprise Uganda acting as the Project Implementing Agency. Training is delivered initially through mass-training events

of up to 800 participants in a purpose built marquee over five days, with various forms of follow up support available thereafter.

The project is based on the following key assumptions regarding the challenges in the socio-economic context:

- Lack of employment, economic opportunities or entrepreneurship support for young people;
- Recent conflict and resulting lack of business infrastructure;
- Perceptions of self-employment as inferior to employment in the formal sector;
- A reliance on 'hand-outs' and a lack of responsibility for self;
- Lack of confidence and 'can-do' attitude;
- Over-exaggeration of barriers to getting started in small business activity;
- Gender issues and specific constraints for young women in starting a business;
- Lack of basic business management/ financial literacy skills;
- Lack of access to information regarding access to finance; and
- Lack of access to markets for small-scale entrepreneurs

The programme design and content are based on these ten key assumptions of need in the target area. In the project's Theory of Change, the focus is put on supporting youth to develop their economic and entrepreneurship capacity. In order to target the constraints above, inputs include financing staff and volunteer mentors; resources such as vehicles and office space, promotional materials, training programmes, partnerships and networks and activities such as capacity building, market assessments, sensitisation and outreach campaigns, Business & Enterprise Start-up Tool (BEST) training, follow-up clinics, other specialised trainings, business counselling and mentoring. These are then followed up by a significant research and learning component and evaluations.

The Theory of Change foresees that through these inputs and activities, the project will achieve outputs including:

- A change in youth's mind-set and attitude from reliance to self-confidence;
- Increased motivation for youth to act;
- Youth will be equipped with an understanding of business planning, local market, financial literacy and opportunities; and
- Female youth are supported to overcome barriers to successful implementation.

These outputs are expected to lead to the main outcome of the project which is creation and expansion of 6,000 youth or family owned businesses in Northern Uganda, of which 1,000 create additional jobs. This is expected to contribute to a peaceful and productive youth population with improved livelihood in Northern Uganda.

*An overview of the Project Theory of Change can be found in section six of this report.*

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### 2.3. External Evaluation

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Since inception in 2013, the two programmes have been exploring synergies with the aim of maximising impact for programme participants. YDP and NUYEP represent different and potentially complementary approaches to addressing the challenge of youth unemployment and under-employment in Northern Uganda. The two programmes each address social and economic integration of youth in Northern Uganda as follows:

- YDP targets vulnerable youth focusing on vocational skills development for job and self-employment, social skills and attitude change whilst;
- NUYEP focuses on supporting entrepreneurs on attitude change and development of technical entrepreneurship skills for starting or expanding their business.

It is against this background that Montrose were contracted to conduct an independent external evaluation of both the YDP and NUYEP programme including a comparative analysis of the two programmes. The overall objectives of this evaluation are:

- Provide accountability for the £10.5m of DFID Uganda's expenditure;
- Generate lessons to shape the design of future projects under DFID Uganda, VSO, YBI, EUG and other relevant development actors; and
- Generate lessons to understand the relative costs and benefits of skills interventions.

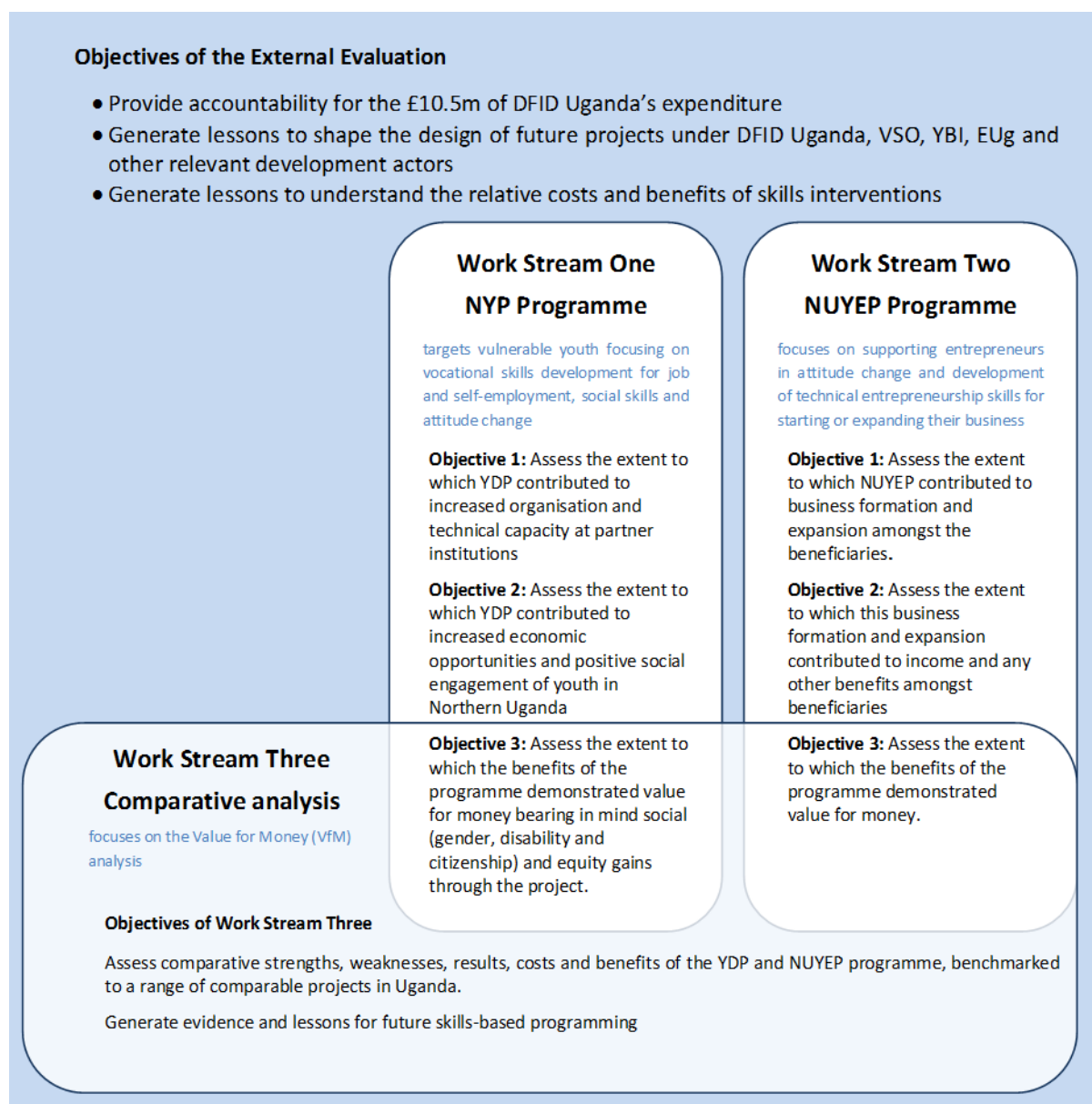
This joint evaluation moves beyond the typical individual project evaluation and includes a Value for Money (VfM) Cost-Benefit Analysis (CBA) which is an innovative and unique method for assessing the impact of youth enterprise projects. The CBA enables quantitative comparisons to be made between each project which adds to the richness of the findings and offers additional lessons learned.

The analysis comprises three main work streams; the analysis of the YDP project, the analysis of the NUYEP project and the comparison of the two projects with an emphasis on costs and benefits as benchmarked against a range of similar skills-based programmes. This analysis focuses on the efficiency, effectiveness, relevance, sustainability and impact of each individual project, common benefits and challenges, a comparison of outcomes as well as outlining lessons learned.

The evaluation is split into three work streams:

- Work Stream One: Evaluation of the YDP Programme
- Work Stream Two: Evaluation of the NUYEP Programme
- Work Stream Three: Comparative analysis including Value for Money Analyses

Figure 2.1 below shows an overview of the evaluation and how the work streams align with one another:



**Figure 2.1: An Overview of the Work Streams for the Final and Comparative Evaluation of the YDP and NUYEP Programmes**

*The ToR for this project can be found in Annex 10.2*

### 2.3.1. Work Stream One - The YDP Programme

The analysis framework for work stream one includes three main themes for analysis:

- The Gateway and VTI capacity analysis focusing on validation of the results of the internal capacity analysis, assessing the progress made by the Gateway centres and VTIs. An additional aim is to identify enabling or hindering factors for efficient performance as well as the underlying causes and dynamics hindering or supporting this.
- The youth outcome analysis focusing on verification of the short and medium term outcomes identified through the project impact analysis and identification of aspects that positively or negatively influence the impact. Another aim of this analysis is to understand the underlying dynamics that either help to reduce or create barriers to the economic and social integration

of vulnerable people. The analysis falls into two parts; analysis of the economic strand and analysis of the citizenship strand.

- The value for money analysis assessing whether the programme represented value for money.

#### YDP Evaluation Objectives

**Objective one:** Assess the extent to which YDP contributed to increased organisation and technical capacity at partner institutions

**Objective two:** Assess the extent to which YDP contributed to increased economic opportunities and positive social engagement of youth in Northern Uganda

**Objective three:** Assess the extent to which the benefits of the programme demonstrated value for money bearing in mind social (gender, disability and citizenship) and equity gains through the project. *(To be addressed as part of Work Stream Three)*

### 2.3.2. Work Stream Two - The NUYEP Programme

The analysis framework includes three main analyses:

- The NUYEP project and capacity analysis focusing at assessment of EUg's capacity building and assessment of the efficiency, effectiveness and sustainability of relevance of the services delivered. It includes analysis of the entrepreneurship environment.
- An analysis of the short and medium term outcomes of the project at individual and family level, a comparative analysis of different cohort outcomes and an overall investigation of impact at family level.
- The value for money analysis assesses the extent to which the benefits of the programme secured value for money.

#### NUYEP Evaluation Objectives

**Objective 1:** Assess the extent to which NUYEP contributed to business formation and expansion amongst the beneficiaries.

**Objective 2:** Assess the extent to which this business formation and expansion contributed to income and any other benefits amongst beneficiaries

**Objective 3:** Assess the extent to which the benefits of the programme demonstrated value for money. *(To be addressed as part of Work Stream Three)*

### 2.3.3. Work Stream Three – Value for Money Analysis of YDP and NUYEP

Work stream three will be highly integrated into work streams one and two. Each of the two projects were reviewed for efficiency, effectiveness, relevance, sustainability and impact as relates to the value for money analysis outlined in the sections above. Additionally, a comparative assessment into the costs and benefits of the programmes was also undertaken.

The objectives of the third work stream are as follows:

**Comparative Analysis Evaluation Objectives**

**Objective one:** To assess comparative strengths, weaknesses, results, costs and benefits of the YDP and NUYEP programme, benchmarked to a range of comparable projects in Uganda.

**Objective two:** To generate evidence and lessons for future skills-based programming

A Value for Money (VfM) analysis will assess the extent to which each programme demonstrated value for money, bearing in mind social (gender, disability and citizenship) and equity gains through the project. Where relevant data exists, this was then drawn into the broader comparative analysis and cross referenced against regional or Ugandan benchmarks wherever possible.

In this evaluation, Value for Money (VfM) refers to the optimal use of resources to achieve the intended outcomes, where optimal is considered to be the most desirable possible given expressed or implied restrictions or constraints. To assess the VfM of the two programmes the criteria of Economy, Efficiency, Effectiveness and Equity were used.

The results of the analyses from each of the three work streams are summarised in a concluding 'Theory of Change Analysis' that will establish how accurate the 'Theory of Change' is for each Project; assess whether the 'Theory of Change' has been effective; where there were gaps and how it can be adapted and improved. This also includes lessons learned and proposals on how lessons can be used to inform future interventions.

### 3. METHODOLOGY

The evaluation methodology was comprehensive and complex in terms of both the geographical coverage and the diversity and magnitude of respondents. Field work was conducted in Northern Uganda where both the YDP and the NUYEP programmes were implemented. In each of the five districts outlined below, both urban and rural areas were covered to ensure diverse and adequate representation:

West Nile	Acholi	Lango	Teso	Karamoja
<ul style="list-style-type: none"> <li>•Zombo</li> <li>•Nebbi</li> <li>•Arua</li> </ul>	<ul style="list-style-type: none"> <li>•Gulu</li> <li>•Kitgum</li> </ul>	<ul style="list-style-type: none"> <li>•Lira</li> <li>•Dokolo</li> <li>•Apac</li> </ul>	<ul style="list-style-type: none"> <li>•Amuria</li> <li>•Katakwi</li> <li>•Soroti</li> <li>•Ngora</li> </ul>	<ul style="list-style-type: none"> <li>•Moroto</li> <li>•Abim</li> <li>•Kotido</li> </ul>

#### 3.1. Research Team Composition

The overall Research Study Team consisted of individuals including technical, management and logistical personnel (as shown in the organogram below) and had the following sub-teams:

1. Research Study Core Team (RSCT)
2. Survey Enumerators Team (SET)
3. Operations Team (OT)

The composition and roles and responsibilities of each sub-team are described below. Please note that some individuals had both technical and operational roles.

### **Montrose Quality Assurance and Oversight**

Quality assurance and contract management was undertaken by Ms. Charlotte Walker, Director of Programmes - Africa and Ms. Bridget Brown, Africa Regional Director, both of whom are based in the Kampala office.

### **Research Study Core Team (RSCT)**

The RSCT was responsible for ensuring the research study's overall quality (including the rigour of the data collection, management and analysis processes), relevance, inclusion-sensitivity (disability-gender- and conflict-sensitivity) of the data collection process and the efficient and effective management of the research study processes.

The RSCT consists of the following individuals:

- Ms. Kirsten (Team Leader/Independent Consultant): Overall leadership, strategic framework, management and quality assurance for the research study approach and process, data collection and analysis, and reporting. Expertise in youth enterprise, inclusive development and field research, particularly qualitative research methods.
- Mr. Anthony Dewes (Economist/VfM and ILO Specialist/Independent Consultant): Overall responsibility for bringing in-depth technical knowledge and experience in Value-for-Money principles/analysis, ILO operations, all quantitative data analysis, management, statistical calculations and visualisations; liaising with Ms. Larsen and the Montrose Programme Management team.
- Ms. Agasha Tabaro (Research Study Project Manager/Montrose): Overall responsibility for ensuring the success of the research study, in particular through working closely with the TL on all aspects of the research study, liaising with VSO, YBI and EUg during the preparation stage and subsequently, liaising and planning with the community mobilisers to ensure an effective, efficient and rigorous survey administration process and qualitative workshops and meetings; ensuring the Research Study Team's sensitivity to and understanding of the context; following the field work, following up on survey data cleaning, analysis, visualisation and drafting the quantitative research report.
- Community Mobilisers from VSO and EUg: Overall responsibility for ensuring that survey respondents who fit the profile have been selected and contacted and that Survey Enumerators and respondents have a clear schedule, quiet and private meeting places and ensuring that participants in the focus group discussions have been contacted and are present.

### **Survey Enumeration Team (SET)**

The SET consists of 16 researchers proficient in English and in the spoken regional languages from the sub-regions of Acholi, Lango, Teso, Karamoja and West Nile. Where necessary, they were accompanied by a local language translator who understood the specific sub-regional dialect. The enumerators worked in sub-regional teams with a Survey Supervisor/Quantitative Data Lead in each team. The SET members interacted on a daily basis with the Montrose research Study Project Manager who oversaw the technical work of the SET members and provided coaching where needed.

### **Operations and Data Management/Analysis Support Team (OT)**

The OT consists of logistical support from Montrose Kampala and VSO/EUg community mobilisers – to facilitate the mobilisation of the researchers, research participants and field logistics.



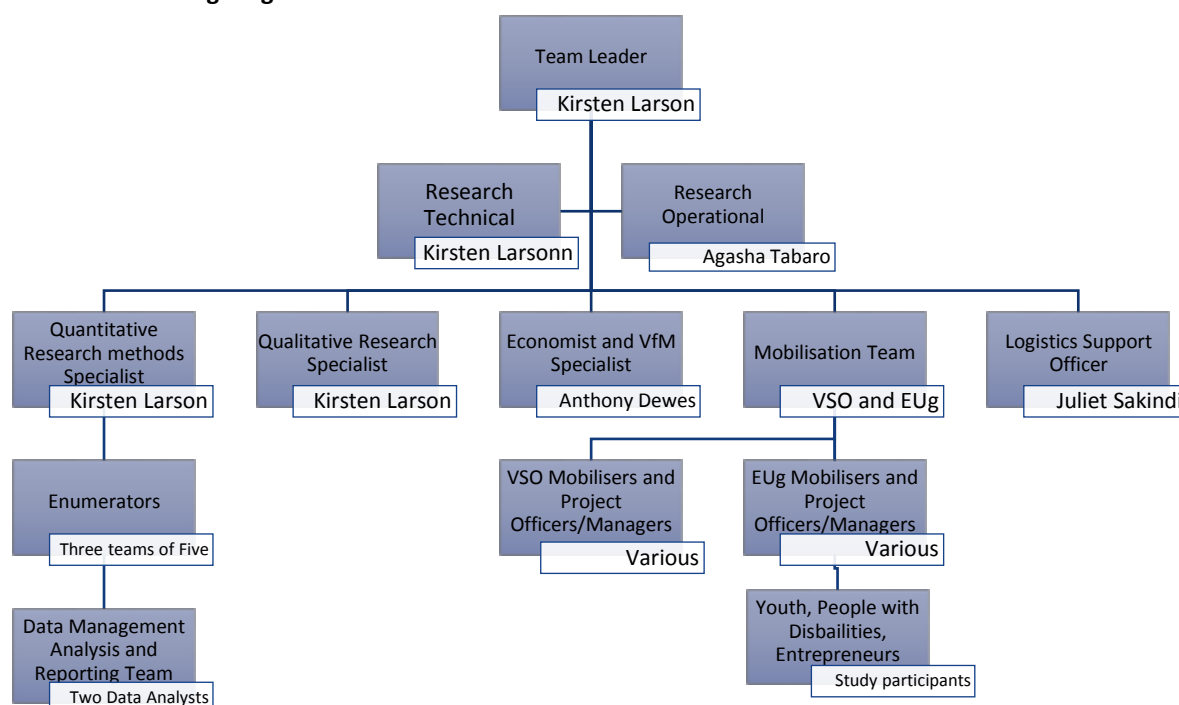
These individuals were heavily involved in the:

- Pre-mobilisation activities
- Planning of and preparation for the field research stage
- Management, cleaning and analysis of data, especially the survey data
- Supporting the Team Leader and Research Study Project Manager

The Data Management/Analysis personnel also participated in team discussions around the quantitative and qualitative data and emerging patterns and themes and reflections on the research study questions and fill gaps in the Research Study Team's knowledge and help to provide answers to questions as they arise.

*For details of the Evaluation Team Members background, qualifications and prior experience please see Annex 10.3*

#### Research Team Organogram



### 3.2. Comprehensive Methodological Approach

A 'mixed methods' approach was utilised in order to capture both the quantitative and qualitative aspects of the evaluation questions raised in the Terms of Reference (ToR). The methods utilised and the number of people sampled to participate in this evaluation are shown in table 3.1 below (see Annex 10.4 for a more detailed list of interview and FGD participants):

Tool	Type of analysis	No. of participants sampled
Focus Group Discussions	Primarily Qualitative	<ul style="list-style-type: none"> <li>• YDP: 141</li> <li>• NUYEP: 175</li> </ul>
Key Informant Interviews	70% Qualitative 30% Quantitative	<ul style="list-style-type: none"> <li>• YDP: 130</li> <li>• NUYEP: 69</li> </ul>
Score Cards	Quantitative	<ul style="list-style-type: none"> <li>• YDP: 781</li> <li>• NUYEP: 436</li> </ul>

Quantitative Questionnaires	Quantitative	<ul style="list-style-type: none"> <li>• YDP: 548</li> <li>• NUYEP: 114</li> </ul>
Dataset analysis	Quantitative	NUYEP and YDP datasets

**Table 3.1: Overview of Tools Utilised in Data Collection and Number of Participants Interviewed**

The respondent groups included beneficiaries (graduates and participants in the YDP and NUYEP trainings) and non-beneficiaries that were further disaggregated into categories including female, disabled, employed, self-employed, unemployed, in business and failed in business.<sup>27</sup> Key stakeholders including local government officials, district officers, employers, private sector representatives, community leaders and members as well as project staff and management were also interviewed. These stakeholders were chosen according to their position, knowledge and engagement in the projects. Stratified sampling techniques were employed to ensure that the pool of respondents for the individual interviews and focus groups had sufficient representation of key target groups such as women, youth, people with disabilities and other such marginalised groups outlined as specifically targeted through these programmes.

### 3.2.1. Qualitative Analysis

A series of **Focus group discussions (FGDs)** were held with a variety of stakeholders, beneficiaries and non-beneficiaries. Focus group discussions with beneficiaries provided information about the relevance, usefulness and effectiveness of the services received. The focus group interviews with employers established their views on relevance and effectiveness of the training and their assessment of post-graduate activities, work placements, mentoring and counselling. These FGDs also provided information on the market relevance of training programmes, entrepreneurship schemes and general market or business trends. Focus groups with community members and representatives from the youth sector were carried out to validate and analyse the effectiveness and relevance of the citizen strand and social benefit activities and trainings and for understanding of how beneficiaries capitalise on these. An overarching theme of these was to focus on the future perspective of institutional and technical sustainability of both the YDP and NUYEP programmes.

**Key informant interviews** were conducted with key resource persons such as partner staff, management, beneficiaries and non-beneficiaries from each programme. The key informant interviews with representatives from the youth sector (economic and social) were conducted to understand the framework and dynamics of the economic social inclusion of youth and youth network or group activities as well as the business sector environment. Where possible this was coordinated with other interviews. The interviews were used to validate the internal capacity analysis, identify the strengths and weaknesses in the efficiency, effectiveness, sustainability and relevance of the programmes. Interviews also provided information for identification of enabling or hindering factors allowing for good performance and the underlying causes.

Key informant interviews and focus group discussions were guided by question guides used by the interviewers, which include open-ended questions allowing more explorative, in-depth analysis of qualitative answers, as well as more ‘closed’ questions regarding specific aspects of the project which went on to be analysed using quantitative analytical methodology.

*All qualitative tools are available in a separate accompanying document*

<sup>27</sup> The non-respondent group interviewed during the field work comprised of similarly aged individuals to those that participated in the programme (18-35). The non-beneficiaries were selected through mobilisers and by Montrose staff making useful comparisons as similarly placed beneficiaries were interviewed.

### 3.2.2. Quantitative Analysis

A short quantitative **Score Card** was used to supplement data from the focus group discussions with project beneficiaries and non-beneficiary youth. This focuses on assessing the usefulness, efficiency and relevance of practical, employability and social or interpersonal skills. It was initiated at the beginning of the focus group discussions and the results were then cross-referenced with information from the focus group discussions. The scorecards verified findings from the quantitative interviews related to beneficiaries' assessment of the usefulness and relevance of the training and the extent to which they had been able to use the skills they developed.

A structured survey in the form of **Quantitative Questionnaires** was conducted with a select group of project beneficiaries and non-beneficiary youth. This tool focused on their social sphere activities, how they transformed their social capital into action, their quality of life, their ability to contribute to family expenses such as health and education, their level of engagement in networking and youth-to-youth activities and changes in their leadership capacities. This also provided additional quantitative information to enable comparisons between beneficiaries' social empowerment, including their ability to control important social factors, with that of their non-beneficiary peers.

All data was collected on tablets to reduce on potential areas for enumerator and data entry errors. This increased the fidelity of the data collected. The tools required only an ID number was entered for each participant which ensured that all data collected by Montrose was confidential and could be shared with the VSO and YBI/EUG teams whilst protecting the identity of the participant.

*All quantitative tools are available in a separate accompanying document.*

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### 3.2.3. Pre-testing and validation of qualitative and quantitative tools

Prior to their use, there was a series of consultations on the tools including feedback from VSO and YBI/EUG as key stakeholders in this evaluation. Furthermore, as part of the enumerator's training, a session was held with a group of young people and entrepreneurs to allow the enumerators to both practise using the tools on the tablets and to pre-test the tools to assess their level of efficacy. Feedback on the tools was sought from the enumerators, the participants and included feedback on their appropriateness both at collecting the correct information for the purpose of the study and their ethical appropriateness. A gender, conflict and social inclusion lens was also applied to the tools using in-house technical experts at Montrose to ensure data was collected in a respectful manner. All tools were amended according to the feedback to ensure an inclusive validation process was maintained.

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### 3.2.4. Analysis of secondary data

A **desk-based review** was carried out prior to the analysis to establish an understanding of general enabling and challenging factors; to establish internal impact and outcome indicator results and assess the needs for further validation. The desk review included project reports and data sets, as well as external reports regarding entrepreneurship and business environment in Uganda. To supplement the self-assessment, the consultants also conducted reviews of the OMS data, MEL reports, KAP analysis, cohort one and two tracer studies, programme progress reports amongst other things in a bid to validate and cross reference information from management and staff whilst verifying findings from key informant interviews and focus group discussions.

To a large extent, the findings from the qualitative interviews held with key external stakeholders, programme staff and management regarding the quality and relevance of the training supported findings from the desk review. Similarly, the quantitative interviews with beneficiaries confirmed

findings from the desk review. Beneficiaries' claims of weak market and economic conditions were also confirmed through the desk review. However, the ability of the programmes to empower beneficiaries in changing their life situations was not highlighted in the desk review but made clear through the interviews held.

### 3.2.5. Value for Money Analysis

Value for Money (VfM) is the examination of the cost of producing a desired outcome relative to the value of an outcome. When outcomes cannot readily be measured or converted into monetary terms, VfM analysis typically utilises cost-effectiveness analysis (CEA). When outcomes can be expressed in monetary terms VfM can best be assessed utilising one of a number of cost-benefit (CBA) analysis measures.

The underlying methods used in VFM; CEA or CBA always involve a comparison. This comparison can be a comparison between different approaches or strategies for producing the same or a similar outcome (CEA) or a comparison among alternative actions that produce different outcomes where the different outcomes can be converted to money terms (CBA). The methods are also forward looking; attempting to compare approaches and strategies on the basis of the cost of providing a service to one additional person relative to the expected benefit.

Applying VfM analysis enables stakeholders working in the public sector to assess potential investments and choose the most cost-effective alternatives or the alternatives with the best returns and improve the overall efficiency of public spending. Engaging in the assessment of VfM also enables stakeholders to better understand how the choices within initiatives impacts efficiency.

As both the NUYEP and YDP projects identify economic outcomes measured in monetary terms in their results framework, benefit-cost analysis was utilised in assessing VfM and in comparing the two approaches to improving livelihoods for youth in Northern Uganda. A benefit-cost ratio (BCR) was estimated for each project as well as a range of alternative estimates sensitive to different assumptions about either the costs or benefits of the projects.

#### 3.2.5.1. Capturing Costs: the ingredients approach

If alternatives are to be compared in a meaningful manner all the costs of delivering each approach or strategy must be captured. While budgetary information is useful for understanding the prices for necessary inputs, a project budget is not typically equivalent to the cost of delivering an approach or strategy in economic terms. Project budgets may exclude inputs provided from other sources (other programmes or projects, participants, communities) that are necessary for delivering a particular approach or strategy. Whether these excluded inputs are monetary or in-kind inputs converted to monetary equivalents through the use of shadow prices, they are components of the cost of delivering a given approach or strategy and failure to capture them may result in a biased comparison of BCR amongst alternatives.

Project budgets also fail to capture the cost implications of different mixes of recurrent and capital inputs amongst the alternatives to be compared. Investment in capital inputs (like equipment, buildings and – in some cases – training) during the project period would be expected to produce benefits over an extended period. By including the entire cost of this type of spending in the short term, but not including the benefits of the investment past the project end date, the relationship between cost and benefits is not accurately captured. Relying solely on the project budget that treats

these types of spending as the same creates a bias against more capital intensive approaches included in the analysis.<sup>28</sup>

Finally, project budgets may include significant “sunk costs”. Sunk costs are costs that have been incurred and cannot be recovered but are not required to continue to deliver a project. Examples of sunk costs include: research and development on a strategy or approach, a curriculum, materials development, costs of initial negotiations and mobilisation. While sunk costs are incurred at some point in a project cycle they are not relevant to providing service to one additional participant.

In order to address the issue of excluded inputs and the mixture of capital and recurrent inputs, economists apply an ingredients method to estimate the opportunity cost of each of the alternatives being compared. In this approach all necessary inputs are converted into an annual unit cost (cost per one additional participant per year).

Applying an ingredients methodology to the VfM assessment of NUYEP and YDP requires:

- Developing an ‘ingredient’ list that captures all inputs required to provide a service for one additional person (excludes sunk costs)
- Working with project managers to determine “prices” for ingredients for each component (including non-budgeted inputs)
- Translating cost information for each component into an annualised unit cost (incorporating shadow prices for non-monetised ingredients, applying time discounting to capital goods and using assumptions about typical scale)

### 3.2.5.2. Measuring benefits: changes attributable to the projects

In order to assess VfM by comparing BCRs among alternatives it is necessary to estimate the economic outcomes that can reasonably be attributed to the project interventions. Data provided by both projects capture information on participants at their intake into the project and shortly after they complete participation in the project. Unfortunately, changes in individual economic indicators before and after project completion are not robust estimates of the impact of project activities because they do not incorporate a counterfactual; what would have been participant outcomes without the project. In the case of the two projects being assessed – NUYEP and YDP – before and after measures of economic activity would be reasonable estimates of the impact of the projects only under the assumption that no changes in employment, earnings, sales, etc. would have happened in the absence of the project. Given the need for youth in Uganda to generate some type of income, it is unreasonable to assume that their status would not have changed over the project period regardless of participation in the projects. This lack of a counterfactual is a serious challenge for assessing the VfM of the projects.<sup>29</sup>

In order to provide some indication of typical labour market and business outcomes for youth in Uganda, a recent Uganda Bureau of Statistics (UBOS) survey of youth employment was used to estimate benchmark comparisons as proxies for more robust counterfactuals. These benchmarks

<sup>28</sup> An alternative that was much more capital intensive would likely have a higher nominal cost than an alternative that was predominantly recurrent costs. However, the capital investments may continue to produce benefits beyond the project or evaluation period. This is why converting capital costs to an annualized equivalent is necessary for comparing VfM across different projects or different strategies for delivering the same project.

<sup>29</sup> Potential strategies for incorporating reasonable counterfactuals into project M&E strategies are described in Section 7: Recommendations and Lessons Learnt for Future Programming

were calculated utilizing the School to Work Transition Survey (SWTS) realised 2015. The SWTS was implemented with support from the ILO and the MasterCard foundation and captures demographics, education, history of employment and training, current employment status, job characteristics and earnings for youth aged 15 to 29. The age group included in the SWTS sample approximates the age range of NUYEP and YDP participants. The sample of size of three thousand youth is large enough to estimate differences in employment outcomes between rural and urban youth but not large enough to provide robust differences by region.

While there are limitations in using the SWTS data<sup>30</sup>, it is clearly superior to assuming that all pre-post changes in incomes, sales, employment status and other characteristics of participants in both projects are solely attributable to project participation. Using the benchmarks calculated from the SWTS data as proxies for a counterfactual also requires incorporation of other assumptions. These assumptions are specified in the analysis of the projects and in some cases a range of results are estimated using different assumptions.

#### 3.2.5.3. Assessing VfM: Calculating a Benefit Cost Ratio (BCR)

VfM was assessed by calculating a BCR for each project. The BCR is the cost of providing the project intervention to one additional participant divided by the present value of the economic gains expected per participant over a given period of time. Just as capital investments (inputs that have a useful life of more than one year) are discounted to reflect their true economic or opportunity costs, a social discount rate<sup>31</sup> is used to convert a nominal stream of benefits to their present value. For example, an economic impact of five thousand GBP per year over three years has a present value of 14,143 GBP rather than 15 thousand if a social discount rate of 3 percent is used for the discounting.

***BCR = Cost of one additional participant / Present Value of expected benefit for one participant over X years***

A BCR of 1 would indicate that the project had a neutral impact – in other words the costs and benefits of the project are equivalent in monetary terms. A BCR ratio of greater than one indicates that economic gains attributable to the project are greater than the costs of the project while a ratio of less than 1 suggests that the costs of the project were greater than the monetary value of benefits.

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#### 3.2.6. Involvement of stakeholders

Montrose was keen to have VSO and YBI/EUG involvement throughout the evaluation to ensure transparency and legitimacy of results. VSO and YBI/EUG were invited to feed in to the process at several points from the tool development to analysis of findings. A meeting was held to present the VfM analysis to DFID, VSO and YBI/EUG and a series of skype calls was subsequently held to ensure all key stakeholders were able to understand the evaluation results and correct any assumptions made to ensure increased accuracy of the resulting BCRs. VSO and YBI/EUG were also asked to read and comment on this report. All comments were answered and amendments made. The final validated report will be circulated to all stakeholders for their records.

To ensure young people and entrepreneurs involved in the projects were consulted, as well as broader organisations working on youth enterprise projects, a presentation was made of the findings at a joint

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<sup>30</sup> SWTS data was used and relevant indicators were calculated by the consultants.

<sup>31</sup> The social discount rate reflects the overall return to capital in the economy. Discounting benefits to a present value incorporates the concept that having benefits today is more valuable than the same benefit tomorrow because benefits today can also be utilized to produce additional returns.

seminar to showcase both YDP and NUYEP programmes, questions were asked and discussions with stakeholders who had feedback was held in the breaks and after the event.

### 3.3. Methodological Limitations

Whilst the implementation of this evaluation went relatively smoothly there were some challenges. For example, Montrose were provided the data for the desk-based analysis very late into the evaluation process making it difficult to maintain timelines and delaying the production of results in time for internal reviews with the partners which happened later than originally anticipated. That said, Montrose were able to finalise the analysis in time for the dissemination event which took place in early April.

Challenges concerning the VfM analysis are outlined above in section 3.1.4. Additional challenges to both the VfM and the economic outcome analysis relate to the timing of the evaluation as the results only show short- or medium-term economic gains; no longer term gains. Longer-term gains in terms of VTIs providing improved quality of training to more youth post YDP are also not possible to measure at this time. Similarly, the longer-term outcomes of businesses newly established as a result of the YDP and NUYEP programmes cannot be assessed as many youth fresh from the programme may or may not still have viable businesses a year from now.

## 4. RESULTS: WORK STREAM ONE – YOUTH DEVELOPMENT PROJECT (YDP)

This part of the report builds on focus group discussions carried out with instructors, managers and counsellors at VTIs. Institutes were visited by Montrose evaluators who used a ‘spot check’ method to further inform the impact of the capacity building. Nine institutions of which two are Gateway Centres and seven are VTIs were selected as they comprised one-third of the sample (29 institutes). Further visits were carried out by enumerators to conduct key-informant interviews the results of which supplemented analysis findings. As only nine institutes were visited, the extrapolation of findings presented is interpreted with this limitation reflected. Additionally, the evaluation of the VTIs was completed using the parameters from the VSO standards as developed to measure the VTI status and progress during the project period. This was done to ensure the same criteria for external analysis was used. However, it is important to note that these criteria may not have been applicable to the reality of the VTIs in their measurement of governance and quality as they were developed by volunteers with western standards for VET.

### 4.1. Objective 1: Assess the extent to which YDP contributed to increased organisational and technical capacity of partner institutions

To ensure more effective training of youth beneficiaries as part of the YDP project, VSO worked to increase the efficiency and effectiveness of the training centres, investing financial and human resources in the capacity building of VTIs with the goal of improving both the immediate training outcomes for beneficiaries as well as the sustainability, management and training delivery of the VTIs and GWCs. Table 4.1 below outlines the organisational aspects of the VTIs which were addressed and the methodology employed by VSO to build capacity of the VTIs.

Organisational Area	Methodology
<b>Management</b>	
Board	Training by VSO staff and volunteers



Financial management	Training and on the job coaching from VSO's Sub-Grants Officers to GWC and VTI staff Mentoring from GWC to VTI staff Follow-up from VSO and GWC Introduction of new or change in procedures
Management Information System (MIS)	Training, mentoring, follow-up
<b>Planning</b>	
Strategic planning	Introduction of new or change in procedures
Subject and lesson-planning	Training, mentoring and follow-up Volunteer support
<b>Human Resources</b>	
Pedagogy	Training and mentoring from VSO volunteers
Technical skills	
Knowledge and skills in new subjects	Training
Financial incentives	Direct financial support
<b>Infrastructure</b>	
Improvement of workshops	Direct financial support, supervision; mentoring in procedures and systems e.g. maintenance plans; health and safety
Investment in tools/machines/equipment	Direct financial support, supervision
<b>Programs and Curricula</b>	
Additional technical programs	Direct financial support; capacity building and coaching
Additional subjects (literacy, entrepreneurship, life skills)	All-round support (capacity building of teachers included pedagogical supervision, support in lesson planning and upgrading of technical skills)
New curricular in new subjects	VSO volunteer support
<b>Extracurricular activities</b>	
Extracurricular activities	Training; mentoring and coaching
Psycho-social counselling	Training; mentoring and coaching
<b>Preparing for Employment (Beneficiaries)</b>	
Career counselling and personal development plan	Training; mentoring and coaching
Post-graduate services	Training and mentoring support to entrepreneurship managers to provide post-training follow-up support to the graduates Post-training follow-up support to graduates (in work places) by VSO volunteers and staff Capacity building on forming and maintaining contacts and linkages to private sector for employment and apprenticeships
Seed money for business start-up	Direct financial support for tools and equipment; coaching in business planning
<b>Sustainability</b>	
Income generating project/incubator	Direct financial support; coaching in business plan development and implementation

Table 4.1: VSO Methodologies for Implementing the Capacity-Building Activities of YDP

The capacity building was implemented using a two-pronged strategy: (i) implementing a 'cascade model' whereby following completion of training, GWC staff and management go on to train, mentor and build the capacity of VTIs within their cluster and; (ii) through VSO volunteers and staff with relevant experience in areas such as vocational training, education, entrepreneurship; life skills and institution management who would work directly with the VTIs to establish systems and build capacity of the staff through trainings and on the job coaching and mentoring. The cluster system entailed a grouping of VTIs with a lead GWC in a specific geographical area. The lead GWC was expected to head the capacity building of the other VTIs and also facilitate exchange of learning through meetings and regular follow-up. A total of seven VTIs functioned as GWCs whilst 26 other VTIs were included in the different clusters. In addition, there were three stand-alone VTIs.

The cascade model of capacity building appears to have had differing levels of impact depending on whether the GWC staff member who was responsible for training other cluster members felt confident to roll out what he/she had learnt. Additionally, in interviews with VSO staff and management, it was raised that in some cases, GWC staff and management lacked the motivation to take up their role as Trainer or Trainers. The level of benefit received by staff at the VTIs therefore varies significantly and out of the VTIs visited by the Team Leader during the in-depth analysis, two had never been visited by the trainer within their cluster; one had been visited three times; and two were visited mainly in connection with the follow-up for data collection rather than to carry out mentoring support and/or capacity building. This finding was also verified by VSO staff, management and volunteers in interviews held as part of this evaluation. In the final year of implementation VSO recognised that the cascade model was not working as effectively as was intended. As a result, there was a change in methodology and all VTIs were then trained by VSO volunteers rather than relying on training to be passed from GWCs to VTIs.

The use of volunteers appears to have contributed significantly to the organisational capacity building, monitoring and evaluation (M&E), technical skills capacity building, and development of the infrastructure. Nevertheless, there have been difficulties faced using the VSO volunteer approach including limited or no systematic learning management system, which impacts upon knowledge retention following completion of the volunteer's term. It was stated that there was limited to no handover to new volunteers which posed difficulties in monitoring and evaluation. This impacted the institutional knowledge and in some cases has led to lapses in capacity building.

An assessment tool was developed to provide a baseline for capacity of VTIs and Gateway Centre' management, training delivery and quality assurance (QA) capacity. The tool was also meant to provide guidance and evidence for the progress made in the capacity building of the VTIs. Results show that the tool was a good starting point as it facilitated the design of the capacity building programme. However, it also had its limitations in providing adequate information on the progress made by VTIs as it was based on self-assessment and moreover, was found to be complex and time-consuming by the institutions. As such, the use of the tool, the validity of the data and the use of analysed results in the learning and capacity building of VTIs and GWCs has been mixed.

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#### 4.1.1. Overall Management Capacity

The management capacity building saw the introduction of improved financial procedures including budget planning, IT-based systems and increased use of bank accounts. This has resulted in increased transparency and a system that should enable institutions to track income and expenses as well as follow-up on outstanding school fees. The employment of financial managers at the facilities has also increased financial management capacity and overall efficiency. In interviews at institutions, management and staff were clear that financial literacy has greatly improved with recording systems in place, increases in savings for future purchases and long-term planning. In addition, the

establishment of key management systems such as procurement protocols, inventory management and resource planning mechanisms which were in place in all VTIs and GWCs visited has further improved financial accountability.

Support to develop and operationalise strategic plans was provided in response to a need raised by VTI management/boards as well as following identification as a gap by many VTIs during OCAs. According to interviews held with VSO and VTI management, this has proven to be a difficult exercise for most centres as it presented the first time for many where long term planning was part of the management tasks. In those centres visited as part of the evaluation, strategic plans were either not finalised or not made available. None of the centres visited had presented a strategic plan to their board, let alone had it approved as a road map for future strategic development of the centre. Nonetheless, three of the nine centres visited were following some of the visions set forward in the plan and were already implementing changes or carrying out investments as per their plans.

In five of the VTIs and two GWC visited, it was noted that the board training had resulted in positive changes in cooperation between the board and the institutions. For example, boards had developed a better understanding of their roles and responsibilities and were, according to centre managers, taking their mandate more seriously. This among others included greater participation at board meetings, interest in improved financial management procedures and greater attendance at parents' meetings. In addition, the participation of some of the board members in the fraud management training had seen an increased interest in the efficient financial management of the centres.

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#### 4.1.2. Management Information System (MIS)

The National BTJET Strategic Plan 2011-2020 identifies the lack of a tracing system and appropriate student management as major deficits of most VTIs in Uganda. The absence of these systems negatively affects the relevance, efficiency and effectiveness of VET management and training delivery.

As part of the YDP project, resources were allocated for the development of an IT-based MIS for student management functions. These functions refer to collection of data regarding the individual students' participation, absence, classes, programmes and pass rate amongst other indicators. Introduction of the system was expected to replace the paper-based student recording system thus improving the VTI/GWC efficiency and effectiveness with regards to administration and analysing the relevance of the programme portfolio through the tracing of students' ability to get work or start a business. Despite training to allow for capacity building and the provision of necessary equipment such as a computer, most institutions had however not been able to ensure correct data collection and systematic data entry. In interviews held with VSO staff and Centre staff, it was reported that the system was used regularly and allowed for necessary data to be collected and entered during the programme period. However, due to lapses in VTIs' capacity to maintain the system, the overall management of the system was transferred to Gateway Centres. As such, data entry remained poor and the system was not fully functioning. As a result, paper-based data collection was re-introduced and the MIS system therefore demoted to mainly serving as a project management tool. This resulted in inefficiencies in the VTIs management and administration as these institutions were unable to use the data to further improve their management systems, training delivery or to assess the performance of their students.

Nevertheless, all VTIs and GWCs visited carried out systematic recording of enrolment and participation rates with VTIs using paper-based systems, while the GWCs used the computer-based MIS system for final entry. The capacity building can therefore be seen, to some extent, to have improved the institutions' quality of student records. Whilst reviews showed differences in quality

and frequency of records, all VTIs and GWCs visited reported improvements in their completion rates of student records as a result of the systematic follow-up conducted by VSO and GWCs with regards to the MIS data entry.

#### 4.1.3. The physical learning environment

The quality of the physical learning environment was not included in the VSO capacity assessment despite the quality of infrastructure and the availability of sufficient, tools and equipment being a key factor for effectiveness, quality and relevance of VET.



**Picture 4.1: Before (left) and after (right) the upgrading of the external learning environment at a VTI**



**Picture 4.2: Before (left) and after (right) the upgrading of the internal learning environment at a VTI**

The VTIs visited differed significantly in both quality and availability of workshop space and the availability of tools and other equipment necessary for delivery of the training prescribed in the DIT training curricula. Some VTIs had appropriate and well-kept buildings, with enough physical space to accommodate both workshop lessons and theory classes. Others, however, had few physical buildings that remained in poor condition and did not have adequate workshop space or classrooms. All institutions visited utilised hand tools for trainings. However, as the evaluation occurred outside of term time, most workshops at the institutions were closed. It was therefore not possible to fully examine the extent to which these institutions utilised electrical machines in trainings. It was however mentioned at three rural VTIs visited that the frequent electricity cuts hampered training and the use of electrical machines. At the VTIs visited, the availability of hand tools and equipment differed significantly from being very well equipped with what seemed to be enough tools for a class, to only having 8-10 sets of tools per programme for a class of 30 students. According to managers of the

Centres, all new programmes where VSO has supported purchase of equipment remain well equipped. This was, however, not possible to verify as equipment was in some cases locked away due to the evaluation taking place during school holidays.

The development fund introduced after a year has supported centres in improving both workshops and the availability of tools and equipment.<sup>32</sup> This has impacted on the quality of training offered. It was noted that the investment has enabled the facility to adhere to DIT curriculum standards and improve function overall.

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#### 4.1.4. Assessment of students

The Directorate of Industrial Training falls under the Ministry of Education and Sports and is the national body tasked with vocational and technical skills quality assurance. All centres visited completed a summative testing of students at the end of the training and most offered a Directorate of Industrial Training (DIT) accredited exam evaluated by external DIT accredited assessors and certified by DIT. The DIT accreditation and exam is of significant importance with regards to beneficiaries' employability. Not only does the accreditation allow for a recognised certificate, it allows participants to access further DIT training such as a full level one exam before further continuation in the vocational education system. VSO has initiated payment of the formal DIT exam (approximately 70,000 UGX) for students at some centres but has not been able to extend this to all due to budgetary constraints. This leaves some of the students with a certification of participation as their only proof of participation which is not nationally recognised. In addition, the centre managers reported a serious delay in DIT's delivery of certificates which affects the student's ability to quickly progress further in their studies. Despite continued follow-up by VSO with DIT, they are more than three years behind in issuing certificates country-wide. More importantly for the development of the VTIs and GWCs, none of the institutions recognised the benefit of using these exam results as a basis for internal assessment of the courses offered, to review the quality of the training delivery or as a systematic review of the institution itself.

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#### 4.1.5. External Links

Private VTIs are members of the Uganda Association of Private Vocational Training Institutions (UGAPRIVI) as membership is obligatory in order to acquire accreditation from DIT

The VTIs and GWCs visited all reported some type of link with local politicians and district level officials. In addition, it was found that all government-owned VTIs have an established relationship with the local or district department of education and other government entities and members therefore form part of their board. On the other hand, for some of the other VTIs, there appeared to be a limited focus on developing affiliations with external stakeholders.

VTI engagement with the local community was found to be fair overall. Two centres in particular reported active commitment by parents and cooperation of the local community with regards to open days organised to engage parents and other community members. However, none of the centres reported organised contact to former students by way of alumni groups.

Lastly, as referenced above, links to local employers for the 9 sampled VTIs remain informal as none of the VTIs or GWCs visited had Memorandums of Understanding or other contractual agreements with employers. As such, VTIs visited did not indicate that employers played a significant role in

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<sup>32</sup> The development fund was also used by some VTIs to develop income generating activities towards sustainability of the VTI.



advising on curricula, market analysis, appropriate subjects or training delivery. At the VTIs visited, there were indications that relationships with employers who could potentially offer work placements were often informal with limited follow-up. None of the VTIs and Gateway Centres visited reported receiving support from any other NGOs outside of the VSO partnership although faith-based VTIs and GWCs were receiving financial support from religious communities.

#### 4.1.6. Post-graduate services

All VTIs and GWCs that were visited indicated that they support the organisation of work placements for a number of students. It was, however, not possible to verify the exact number of placements organised per centre as records at the VTI/GWC level were limited. As such, it was also not possible to identify any work placement contracts or agreements between VTIs/GWCs and employers. Moreover, when questioned further with regards to the extent of support, only two of the nine centres visited reported actively supporting students in finding work placements whereas the majority limited the support to providing a letter of introduction.

Links to employers varied between the 9 VTIs visited with all reporting to have weak connections to employers found in the rural areas due to the absence of employers in rural localities, especially those offering employment in the fields students had been trained in. The centres visited did not report having a formal or operational system for providing feedback from employers regarding students' performance during their work placement.

All VTIs provide a number of graduates with seed funding; tools, equipment and materials. However, only two institutes; one VTI and one GWC, provide business groups with linkages to other financial sources such as micro finance, revolving funds or saving clubs. According to interviews held with VTI/GWC staff and VSO, the seed funding support given to business groups established amongst post-graduates is not sufficient to purchase tools and equipment that groups identify that they need for starting a business. This is especially true for trades that require more sophisticated tools and equipment. Additionally, as seed funding is only given to groups and not individuals, because many beneficiaries prefer to start their own individual businesses, groups experience difficulties in managing group dynamics and are reported to often split up as a result of internal conflict. A learning drawn from this is that youth entrepreneurs need business mentoring, more significant follow up and access to funds.

The YDP programme adopted the DIT curriculum for informal vocational training. Additionally, a number of new curricula were introduced in the form of the literacy and numeracy, entrepreneurship and life skills training courses. However, the link between the entrepreneurship training and the practical training was limited. In only three VTIs/GWCs visited did interviews with technical teachers and entrepreneurship managers indicate that they were advising students on development of business plans and none were engaged beyond the level of providing basic information about market and prices. In addition, most VTIs and GWCs had limited or no contact with external enterprise support or institutions offering further entrepreneurship training.

With respect to post-graduate referrals, in five of the centres visited, the NUYEP programme was reported to have been introduced. Entrepreneurship managers in VTIs were also trained by NUYEP staff (EUg) on entrepreneurship skills. Two VTIs indicated that they referred two business groups for an application for government-funded loans although this could not be directly verified and their success in receiving the loans was not known.

Overall there appeared to be a significant increase in the capacity of VTIs and GWCs as a result of VSO's intervention both in terms of the physical learning environment, the management capacity and the MIS systems all of which are sustainable and will impact young people's learning experience even

after the YDP programme has ended. However, more focus should be made on what happens to learners once they have graduated from the schools so they are supported to use their new skills as a means to increase their economic opportunities, although it is noted that as VTIs do not feel it is their remit to provide this service, changing their mind-set to that which wants to support learners even after graduation is a challenge for VSO.

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#### **4.2. Objective 2: Assess the extent to which YDP contributed to increased economic opportunities and positive social engagement of youth in Northern Uganda**

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This section of the report refers to data as analysed from the YDP MIS system as well as through interviews conducted as part of the data collection exercise. This chapter also builds on VSO KAP and tracer studies as they provide an analysis of graduates from cohort one and cohort two. An analysis of results from cohort three was not possible due to completion of the KAP and tracer study report for this cohort outside the evaluation timeframe. The analysis therefore does not draw from cohort three data and this limitation is recognised.

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##### **4.2.1. Relevance of course offered compared to market analysis**

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The programme was fairly well aligned to Labour Market (LM) needs. Three market assessments were completed throughout the span of the programme including one during the first year of the programme that was used to support VTIs adapt curriculum and introduce new courses. This assessment was further supplemented by local market intelligence collected across the programme region. This information was collected from a wide range of actors including small and medium scale entrepreneurs and local government and district officials. This information was then shared with GWCs and VTIs to guide their mobilisation and recruitment of youth as well as ensure youth enrolled for courses that were deemed market relevant.

Indeed, at the time of the second assessment completed to further feed into the programme in the final year, the Project can be seen to have been responsive to market demands through some of the courses offered such as building and concrete work, hair dressing, motor cycle repair and knitting and weaving and the corresponding number of students enrolled.<sup>33</sup> Building and concrete work, a sub-sector within the building and construction sector had the largest number of beneficiaries enrolled (2,594) matching what is reported to be the sector with the highest employment potential.<sup>34</sup> Similarly, hair dressing enrolled the second highest number of beneficiaries (2,165), and according to the VSO Labour Market Analysis, this sector has comparably good employment opportunities.<sup>35</sup> The same applies to motor cycle repair where the high number of beneficiaries enrolled is justifiable as it is cited as a sector with good employment opportunities. Knitting and weaving, described as a sector with good employment potential had more satisfactorily relevant results with 684 students enrolled. The offer of these programmes can therefore be seen to have been reflective of growing market demands.

However, most centres offer the DIT curricula for informal VET which can be seen to be limited in matching programmes to market needs and furthermore does not allow adjustment of skills to meet local demands. Whilst this is a constraint of the DIT system, it has a knock-on impact for the YDP programme. However, some exceptions can be seen such as a centre in the Karamoja region. While this centre introduced market relevant programmes as done by other institutions in other regions across the programme, it went further in extending these programmes beyond the DIT curriculum

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<sup>33</sup> Laurie Bell 'Market Relevant Vocational training, Market assessment and Good practice review' (2015) Northern Uganda Youth Development Programme (YDP).

<sup>34</sup> *ibid.*

<sup>35</sup> *ibid.*



concentrated on traditional VET adding programmes such as agro-forestry, water technics and animal health care.

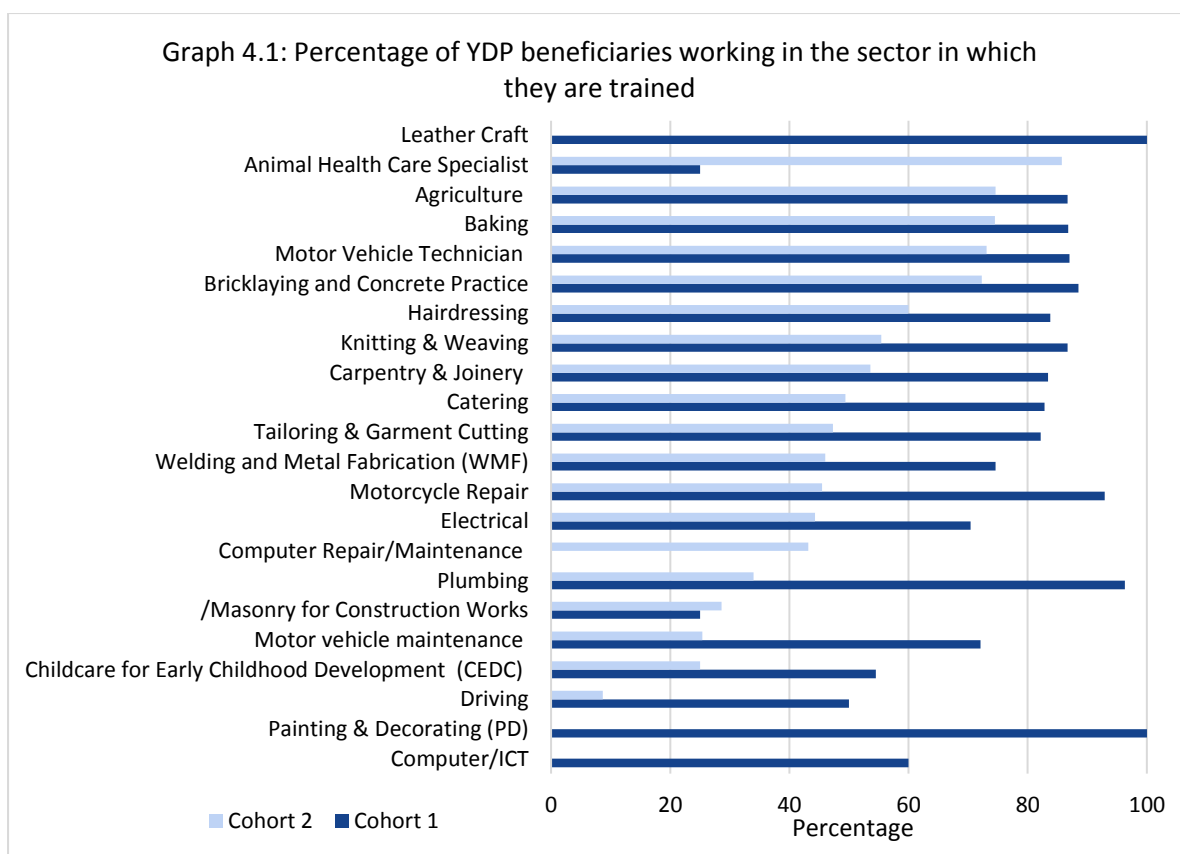
#### 4.2.2. Overall employment rate of beneficiaries

The KAP and tracer surveys from the first cohort show that 83% of YDP youth are employed (employed or self-employed in the formal or informal economy). However, only 39% of the youth from this cohort meet the criteria set out by YDP to define a 'decent' job. In this context a 'decent job' is defined as employment for more than six months, working for 40 hours a week and earnings of more than 141,000 UGX per month.

The KAP and tracer study for cohort two show that a total of 61% of beneficiaries are in full or part time employment (part-time employment is defined as less than 30 hours per week) of which 22% are self-employed, 24% are employed part-time and 15% are in full-time employment. Furthermore, 39% of beneficiaries from this cohort are reported to have a decent job. This figure is significantly lower than the indicator for outcome one of the VSO project which anticipates 71% of beneficiaries being in decent employment by the end of the programme. It was therefore stated in the second annual project report, that this indicator may be over-ambitious. VSO had introduced the 'decent job' standard as a parameter for the project envisaging that 71% of beneficiaries would be able to find a 'decent job'. However, it became clear that taking into consideration the market conditions and economic environment of Northern Uganda, the expectation of 71% was too high and perhaps unrealistic. Propositions were therefore made to revise the criteria as employment for more than six months or an expectation to be in employment for more than six months and with the monthly earnings figure revised downwards to 85,000 UGX per month.

Had VSO continued with the original definition of a 'decent job' then the achievement against this indicator would have been very low. At the end of cohort 2, only 21% of participants was earning UGX 141,000 per month or above. It is not possible from the tracer study data to understand how many of those earning above UGX 141,000 per month had been employed full-time for at least six months as only start date and not end date of employment data was collected. Given the time when the tracer surveys were conducted compared to the start dates of employment, it is likely that significantly less than 21% of participants would have met the original ILO criteria for a decent job.

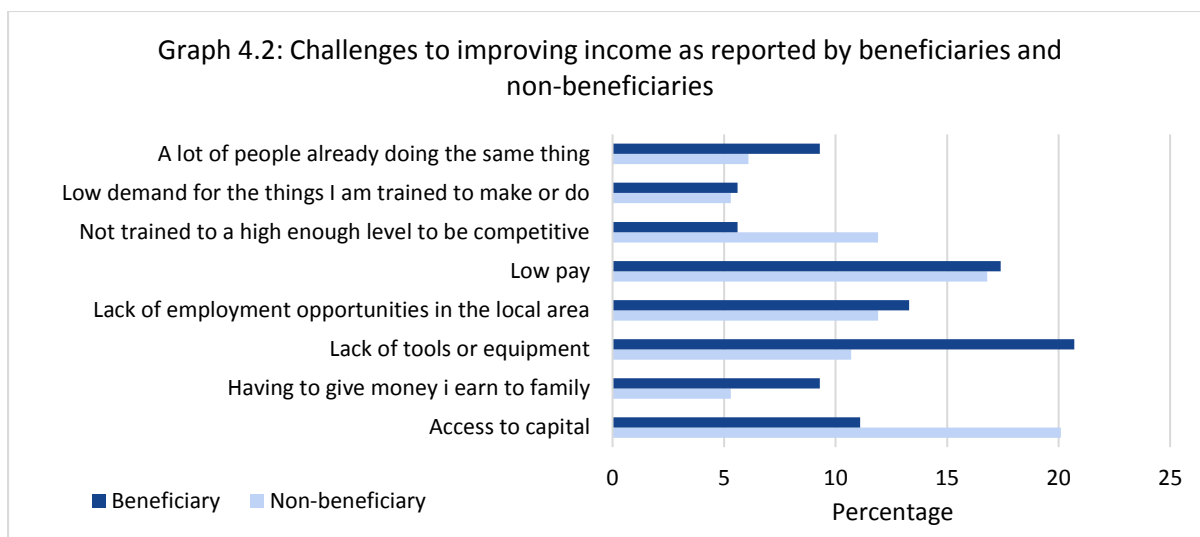
The quantitative analysis of the cohort data revealed that youth were more likely to have an increased income if they went into business or were employed in the sector within which they were trained. Graph 4.1 below shows the percentage of beneficiaries in cohort 1 and cohort 2 who went on to find employment in the sector in which they were trained. Whilst it appears that overall cohort 1 have higher employment/self-employment rates, it should be noted that cohort 1 graduated before cohort 2 and therefore, had more time in which to find employment or establish a business. It can therefore be inferred that the impact of YDP increases with time. On average more youth from cohort 1 than from cohort 2 or 3 had been able to find employment or establish a business in the sector in which they had been trained at the time of the evaluation.



In addition to a review of the cohort data supplied by VSO, Montrose also carried out an independent survey of both beneficiaries and non-beneficiaries of the YDP programme. A comparison of employment status shows a positive trend in beneficiaries' employment status as compared to non-beneficiaries. Data collected indicates that a greater percentage of beneficiaries (81%) are employed compared to non-beneficiaries (62%).<sup>36</sup> In Northern Uganda where the primary source of income is agriculture this demonstrates the extent to which YDP has contributed to the diversification of skills-base within the region.

That said, there are still some challenges to finding employment as outlined in graph 4.2 below. Interestingly the most significant differences between beneficiaries and non-beneficiaries concerns the beneficiaries 'lack of tools and equipment' and the non-beneficiaries 'access to capital' or 'not achieving skills that are relevant and of a quality that make them competitive in the market to be competitive'. This could suggest that whilst the skills training is making the beneficiaries more competitive in the market, the post-graduate services (see section 4.1.6 above) are having a mixed impact on the beneficiaries depending on whether they receive tools, equipment or seed funding once they have successfully qualified in their respective trades.

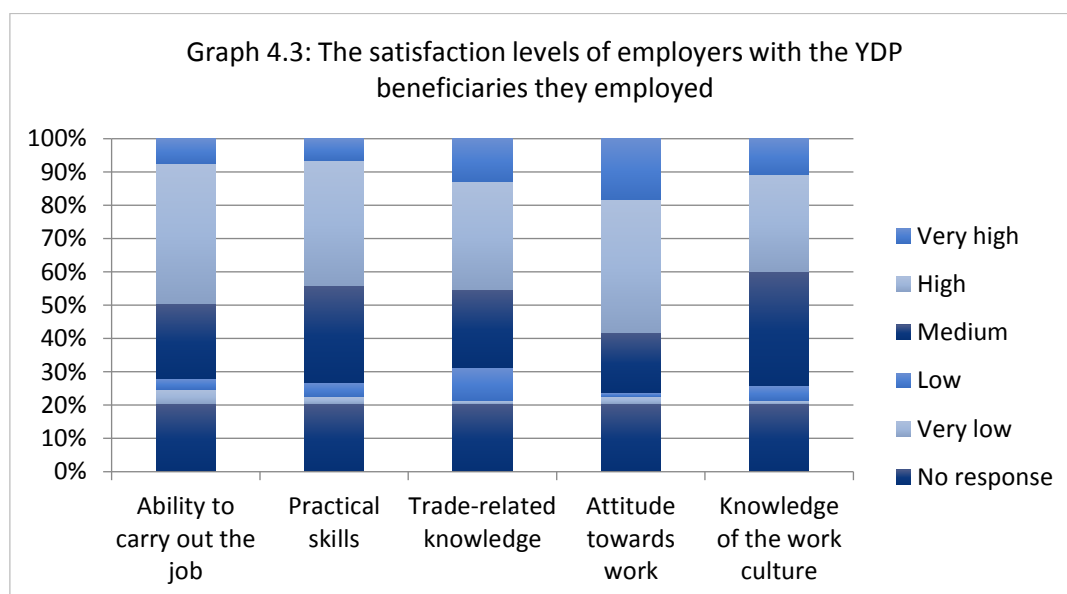
<sup>36</sup> This includes full-time, part-time, self-employed and in industrial placements



#### 4.2.3. Employer satisfaction with YDP beneficiaries

Interviews were carried out with a cross-section of 93 employers from 15 different skills sectors<sup>37</sup> to determine whether the graduate beneficiaries they had employed both as paid employees or as part of an apprenticeship scheme had the skills and attitudes expected by employers of their employees.

When asked about their overall satisfaction with the beneficiaries they employed either part-time or full time, 42% reported they were highly satisfied and a further 8% reported they were very highly satisfied with only 8% reporting low or very low satisfaction with the beneficiaries overall. As shown in Graph 4.3 below, there appears to be slight variations in satisfaction in specific areas. For example, employers appeared more satisfied with the beneficiary's ability to carry out the job and their attitude towards work than their practical skills or their knowledge of the working culture.



<sup>37</sup> Agriculture (3), Banking (1), Carpentry (13), Catering (6), Construction (6), Early Childhood Development (1), Hair Dressing (11), Hotel Management (9), ICT (1), Knitting (3), Mechanics (13), Pastor (2), Plumbing (2), Tailor (15), Welding (7)

If VSO and VTIs are to increase their rates of employed beneficiaries following future vocational training programmes, employee satisfaction might be an area where improvement could be sought by way of engaging employers who have previously employed beneficiaries and understanding where the gaps are and how these could be addressed. Creating a reputation within the market which brands YDP beneficiaries as highly trained with a good attitude to work and positive work ethic could ensure higher rates of employment of beneficiaries in the future.

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#### 4.2.4. Changes in youth income levels

The Youth Development Project invested in strengthening the capacity of Vocational Training Institutes (VTIs) – primarily in Northern Uganda. The investments in strengthening VTIs included improving management systems and capacity; enhancing the skills of VTI instructors; adding support for students in literacy and life skills and improving vocational and guidance counselling.

YDP assessed economic outcomes through tracer studies of project beneficiaries conducted approximately one year after participation. The YDP results framework posits a change in household income – compared to a reference figure from the 2009/10 Uganda Household Survey (UHS) - as a measure of economic impact. While YDP did collect information on income of participants in the tracer studies, the income captured was individual income rather than household income. Income in the tracer studies was captured categorically by ranges of income rather than estimates of discrete income. Project reporting used the mid-points of these categories in order to calculate summary statistics. The external evaluation also utilised the mid-point of the categorical income variable for analysis. While there were no alternatives, using the mid-point of the income categories utilised in project data collection leads to a significant underestimate of the variance in income. This artificial reduction in the variance of income also adversely affects the ability to generate robust estimates of income differences among groups like gender and disability or to estimate the impact of project investments on economic outcomes.

For the evaluation, data from two tracer studies (cohort 1 and cohort 2) were combined and a common identification number was created to enable the matching of the records in the tracer studies to the intake and programme information gathered on beneficiaries at each VTI.

Montrose was able to construct 13,652 complete records, of which 3,072 records included both intake/programme information as well as information gathered in the tracer studies. Therefore, the number of complete records that Montrose was able to construct may not match exactly the information reported by the YDP project. The primary challenge for Montrose was aggregating the participant information from more than 30 separate databases maintained by the VTIs. A few of the individual VTI databases transmitted to Montrose were corrupted or blank. Overall the number of records used in the evaluation is not significantly different than the numbers reported by the project and the evaluation data can reasonably be assumed to be an unbiased measure of project outcomes.

The first step of the analysis of economic outcomes was to examine the follow up data for potential sample bias. Table 4.4 presents the distribution of total participants and follow up observations by categories that could have an impact on economic outcomes. The tracer study sample is nearly identical to the project population in terms of gender, age, education, disadvantage, pre project income and courses completed.

		Participant Characteristics (13,652)		Tracer Study Characteristics (3,072)**	
		N	%	N	%
Gender	Female	6,380	48%	1,477	47%
	Male	6,882	52%	1,634	53%
Mean Age		20.7		20.8	
Education					
	P6 or less	5,216	38%	1,160	38%
	P7	3,509	26%	726	24%
	P8 and above	4,927	36%	1,186	39%
Disadvantage					
	Disabled	683	5%	219	7%
	War affected*	5,941	44%	1,360	44%
Pre participation conditions					
	Had cash income	3,288	24%	732	24%
Courses					
	Agriculture	312	2%	77	3%
	Building	3,931	29%	933	30%
	Catering	652	5%	135	4%
	Computer	26	0%	9	0%
	Electrical	378	3%	84	3%
	Hairdressing	2,041	15%	338	11%
	Kintting & Weaving	313	2%	115	4%
	Mechanic	1,397	10%	347	11%
	Tailoring & Garment				
	Cutting	1,867	14%	517	17%
	Welding & Metal				
	Fabrication	458	3%	107	3%
	Other	2,277	17%	449	15%

\*abducted, injured/disabled, lost parents, lost siblings, internally displaced

\*\* unique individuals surveyed in tracer study of cohort 1 or tracer study of cohort 2 who could be matched with a record from the participant database of any VTI

**Table 4.4: Distribution of Total Participants and Follow-up Observations**

The tracer studies capture the post-project employment status of project participants as well as their earnings.<sup>38</sup> Table 4.5 below presents mean earned monthly income for all participants included in the tracer study as well as a separate mean earned income for those youths in the tracer studies that were working in the sector of their training. In order to assess whether participation in the training supported by YDP contributed to higher earnings, the earnings of youth in the tracer studies were compared to similarly educated youth in the population (SWTS). To avoid any skewing of data as a result of extreme outliers, particularly as a result of incorrect data entry in the tracer study, a 2.5% trimmed mean was used.

<sup>38</sup> The tracer studies also capture income from other sources. However, if the goal is to attribute changes in employment status and earnings to the project it is necessary to use only earned income.

	YDP Tracer Study		SWTS* current job tenure			
	Mean	2.5% trimmed mean	2 or less	3 or less	4 or less	all
Mean income (000) UGX	189,000	141,000	139,800	174,200	198,500	220,700
Median (000) UGX	130,000	130,000	100	100	130	130
Income >= UGX 100,000 months	56%	56%	54%	59%	53%	58%
<b>When training course matches employment sector</b>						
		2.5% trimmed mean				
Mean income (000) UGX	198,000	148,548				
Median (000) UGX	130,000	130,000				
Income >= UGX 100,000 months	59%					

\*Persons between 18 and 29 years of age and with educational attainment no higher than secondary

**Table 4.5: Mean earned monthly income for participants as per the YDP tracer study and counterfactual, SWTS survey**

As the YDP participants were recent graduates of training programmes, their earnings were compared to youth with similarly short job tenure in the SWTS. Mean monthly earnings for YDP project participants were very similar to those for youth of a similar age, education and job tenure in the population as per the SWTS data. YDP participants who were working in the sector of their training had somewhat better results.

A comparison of the mean monthly earnings of YDP participants with youth in the population (SWTS) does not provide strong evidence that participation in the enhanced VTI training results in higher earnings than similar youth in Uganda. However, the YDP project recruited youth in Northern Uganda who were particularly disadvantaged. The information in the SWTS survey does not provide information that enables a comparison group of similarly disadvantaged youth from that region.

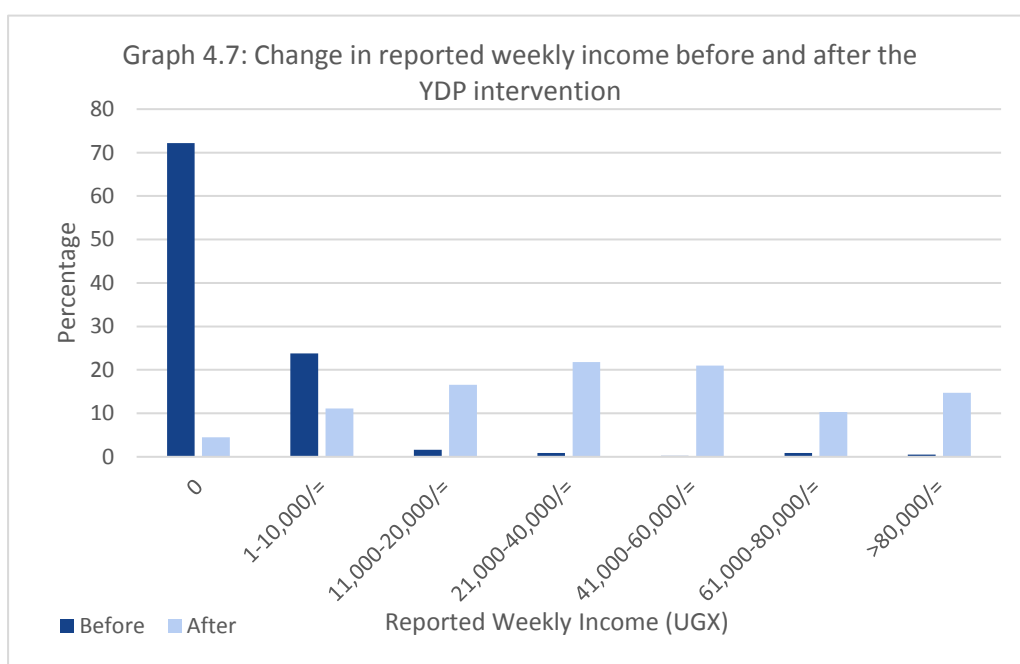
The focus of the programme on the most disadvantaged does, however, provide a basis for other alternatives for examining the economic benefits of YDP. Table 4.6 presents a number of comparisons of YDP participants as well as comparisons of participants with the youth in the population of similar age and education (SWTS). Compared to youth in the population, YDP participants were more likely to be in paid employment. YDP participants were also much more likely to have income from non-agricultural sources (97% of YDP beneficiaries have some income from non-agricultural sources compared to 47% of non-beneficiaries). The percentage of beneficiaries without income was reduced by more than half, with those participants working in the sector corresponding to their training demonstrating a larger increase in the percentage of youth reporting that they now had an income.

Status	YDP Tracer	SWTS*
Active (employed, unpaid work, enrolled in education or training)	73%	86%
Employed	70%	62%
Percent of employed with non agricultural income	97%	47%
Working in sector of training	54%	na
Percent with no income pre project	69%	na
Percent with no income post project	32%	na
Percent with no income pre project working in sector of training	70%	na
Percent with no income post project working in sector of training	16%	na

\*Persons between 18 and 29 years of age and with educational attainment no higher than secondary complete.

**Table 4.6: Comparisons of YDP Participants and Similar Standing Youth (Age and Education) as per the SWTS Survey**

Whilst table 4.6 touches briefly on pre and post-YDP comparisons, graph 4.7 below outlines the reported change in weekly income levels before and after participation in the YDP programme. Crude analysis of the midpoint weekly income values was carried out and the average weekly income was found to be UGX 2,930 before the programme increasing to UGX 41,995 after the programme. This suggests an overall change in income of UGX 39,065 per week as a result of the intervention. What this doesn't take into account however, is the change which would have happened to some of these beneficiaries even without YDP's intervention. It also does not allow for increased cost of living or decrease in value of the Ugandan shilling during the 3-year project timeframe.





In addition, a multivariate model was also utilised to better understand the net impact of individual (age, gender), project support (course taken) and employment sector. The estimating model shown in table 4.8 below enables an estimate of the “net” impact of a particular individual characteristic or project intervention controlling for other differences to be made.

Residual standard error: 6.218 on 2696 degrees of freedom (270 observations deleted due to missingness) Multiple R-squared: 0.1882, Adjusted R-squared: 0.1782 F-statistic: 18.94 on 33 and 2696 DF, p-value: < 2.2e-16					
<b>Dependent variable = natural log of earnings</b>					
<b>Coefficients:</b>					
	Estimate	Std. Error	t value	Pr(> t )	
(Intercept)	4.193	0.9613	4.362	1.34E-05	***
Male	0.5932	0.3364	1.763	0.07798	.
training sector matches employment sector	1.5958	0.4995	3.195	0.001415	**
course agriculture	omitted				
course building	-3.2298	0.9258	-3.489	0.000493	***
course catering	-0.4212	1.0617	-0.397	0.69158	
course computer	-3.4212	2.4497	-1.397	0.162661	
course electrical	-4.4116	1.4175	-3.112	0.001876	**
course hairdressing	-3.8831	1.0472	-3.708	0.000213	***
course knitting and weaving	-3.8832	1.2455	-3.118	0.001841	**
course mechanic (auto or moto)	-4.5266	0.9846	-4.597	4.47E-06	***
course other	-1.5381	0.9848	-1.562	0.118434	
course TGC	-4.4101	0.9781	-4.509	6.80E-06	***
course metal fabrication	-1.7017	1.2707	-1.339	0.180618	
no pre course income reported	-0.1021	0.2647	-0.386	0.699781	
education P 6 or less	omitted				
education P7	-0.4011	0.32	-1.254	0.210099	
education P8 or higher	-0.1436	0.3111	-0.462	0.644332	
age lt 19 years	omitted				
age 19-24 years	0.2002	0.2827	0.708	0.478914	
age 25 years and higher	0.6753	0.3815	1.77	0.07685	.
war affected (abducted, injured, lost parents, lost siblings)	-0.4708	0.2465	-1.91	0.05622	.
emp. sector agriculture	omitted				
emp. sector building	5.4532	0.6681	8.162	4.98E-16	***
emp. sector business	10.5524	4.4333	2.38	0.017371	*
emp. sector catering	4.7567	0.8507	5.591	2.48E-08	***
emp. sector computer	2.5253	1.7662	1.43	0.152884	
emp. sector driving	9.6936	1.9547	4.959	7.52E-07	***
emp. sector electrical	4.953	1.2523	3.955	7.85E-05	***
emp. sector hairdressing	6.4071	0.8356	7.668	2.42E-14	***
emp. sector knitting and weaving	5.4715	0.8717	6.277	4.02E-10	***
emp. sector mechanic	5.2054	0.7399	7.035	2.51E-12	***
emp. sector other	0.8497	0.4797	1.771	0.076639	
emp. sector plumbing	6.7708	1.1532	5.871	4.85E-09	***
emp. sector tailoring	5.4059	0.748	7.227	6.39E-13	***
emp. sector welding	5.8567	0.9366	6.253	4.66E-10	***
Disabled	1.3854	0.5295	2.616	0.00894	**
Received seed funding	1.3588	0.2912	4.666	3.21E-06	***

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**Table 4.8: Results of the Estimating Model**

Unadjusted mean monthly reported earnings for men were about 27% higher than those for women. Examining the results of the estimating model for earnings indicates that the gender differences in earnings are not explained by other factors. Women were also somewhat less (about 20% less, controlling for other factors) likely than men to have positive income post-project.

Unadjusted mean monthly earnings for persons identified as disabled in the tracer study group were higher than the mean earnings for the non-disabled. Examining the estimating model indicates that the difference in income was not as a result of differences between disabled and non-disabled with regards to gender, education, course taken or sector of employment. Based on these results, it is hard to speculate as to why there is any difference in income levels between disabled and non-disabled people. It could be as a result of individual's characteristics such as determination or motivation to succeed, however, further psychological investigation would need to be employed before any definite conclusions could be made, which is outside the remit of this evaluation.

About 24% of those included in the tracer studies indicated that they had received "seed funding". The mean earnings for those who did receive the seed funding was slightly lower than those who did not receive the seed funding. However, the results of the estimating model controlling for other individual differences and differences in course completed and sector of employment indicated that receiving seed funding was associated with higher monthly earnings. Part of this difference is explained by differences in sector of employment between those who received seed funding and those who did not. Those receiving seed funding were much less likely to be working in agriculture and much more likely to be working in knitting and weaving, hair dressing, mechanic (auto and motorcycle) and tailoring.

Using the qualitative analysis, indirect parameters for increased income and financial stability include ability to meet basic needs for oneself and one's family, being able to afford payment of school fees for family members and taking care of medical expenses as required.<sup>39</sup> The majority of beneficiaries interviewed (80%) indicated that they are now able to take care of their basic needs compared to just 68% of non-beneficiaries, with 59% of beneficiaries compared to 43% of non-beneficiaries stating they are in a position to assist with medical expenses when necessary. Similarly, 60% of beneficiaries reported having improved their/their family's life situation while only 38% of non-beneficiaries reported having done the same. That said, 60% of beneficiaries still reported being unable to afford school fees for their family members'.

Overall, as a result of increased, more stable income rates, 80% of all beneficiaries felt confident about the future as compared to 69% of non-beneficiaries. This suggests that YDP is having a positive effect on the lives of their beneficiaries as well as increasing the quality of life of indirect beneficiaries such as family members who are also benefitting from the changes in income levels resulting from the YDP programme.

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#### 4.2.5. Positive social engagement of youth

The BTVET Strategic Plan "Skilling Uganda" states that both the DIT programme and formal vocational training do not emphasise development of soft skills necessary for employment culture. The YDP programme has addressed this need through the introduction of life-skills training, youth-to-youth activities and psycho-social counselling. All centres visited also had established youth-to-youth activities. As this component formed part of curriculum activities, the participation rate was similar to the general enrolment rate at VTIs/GWCs. It was not possible to observe youth as they participated in the activities as the evaluation was conducted outside of term time. However, from documentation

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<sup>39</sup> Blaise Gadanecz and Kaushik Jayaram 'Measures of financial stability – a review' IFC Bulletin No 31; VSO Parameters as per MIS Evaluation System

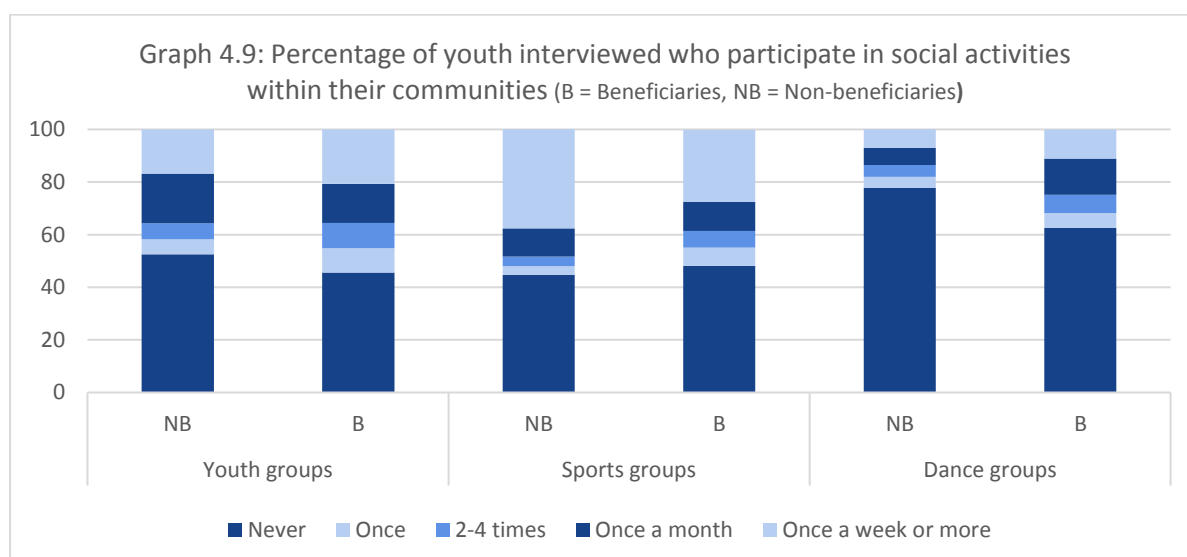
available it was clear that activities were organised every week and thus formed an integral part of the learning schedule. However, according to VTI/GWC managers, the activities were planned and organised by the counsellor with limited opportunities for youth to take leadership. According to VTI/GWC managers, the activities were planned and organised by the counsellor with limited opportunities for students to take part in the organisation, planning or implementation and thereby further develop their leadership skills.

The centres visited all had established a support system to assist participants with personal and psycho-social issues. The service was operated mainly by staff with counsellors trained by VSO. Most of the counsellors interviewed had undergone supplementary counselling training. None of the centres had direct external specialist support although three counsellors indicated that they referred students for further support where necessary, for example for HIV counselling services.

According to VTI staff, prior to the inclusion of counselling services and life skills training as part of the VTI/GWC courses, beneficiaries had difficulty in communication and interacting or cooperating with others which caused conflict that many youths found challenging. The youth-to-youth activities therefore addressed these challenges and by implementing a combination of peer education, life skills and psycho-social counselling, gradual improvement was seen specifically in methods of social interaction such as communication, interpersonal skills and conflict management.

Interviews with counsellors, teachers and managers at VTIs/GWCs found staff describing beneficiaries as often difficult to manage, with a negative attitude, suffering from distress and having difficulties adapting to the more structured school environment, when they enrolled in the project. The group and individual counselling during their participation in the project helped youth to better manage their life situation and in coping with their psycho-social problems, beneficiaries were provided with tools to enable them to more easily solve conflicts both at a family and wider community level.

In the respondent group that included 514 youth, a total of 267 of the 514 interviewed (52%) reported to have been part of some kind of social group within the last 12 months. As shown in graph 4.9 below, on average the beneficiaries show a slight preference for social activities as compared to non-beneficiaries although the margins between the two groups are negligible. Whilst this suggests the programmes are not having a significant impact on youth attending social activities, it does not discount the possibility that the schools are having an impact on building social skills such as life skills, leadership or conflict management. Also if youth are more productively engaged they will have less time for social activities than before the programme.



Leadership skills are essential for youth participation in decision-making and research suggests that low education levels can negatively affect the development of such skills.<sup>40</sup> Both life skills training and youth-to-youth activities target the development of beneficiaries' leadership skills and, according to interviews with VTI and GWC staff and management, have proven to be a success. Stakeholders also stated that the beneficiaries' leadership skills had greatly improved with the youth more readily taking on leadership roles at community level and more proactive in leadership initiatives.

To reward positive progress in leadership skills, some VTIs/GWCs introduced a prefect system that contributed to peer-managed aspects of disciplinary procedures and increased dialogue between VTI/GWCs managers, teachers and the young beneficiaries themselves. This system has a two-fold impact having a positive influence on the beneficiaries' conflict management skills whilst simultaneously enhancing their leadership skills. Beneficiaries were therefore cited as being better able to manage group challenges and make more informed decisions as well as increasingly participate in peer discussions.

Stakeholders cite YDP 'project youth' as making more informed and knowledgeable decisions thanks to their involvement in the programme. This further extends to their role in community engagements with the beneficiaries or 'project youth' cited as being more vocal and contributing boldly in community decision-making. This is shown in the following quotes from the qualitative interviews with stakeholders below:

#### Quotes from qualitative interviews with Stakeholders:

*"The Project has enhanced the youth's leadership and social engagement skills; better social interactions of project youth within the community can be cited"*

*"Youth actively participate and influence decisions in the community due to participation in the Project. Improved social integration can be cited through encouragement by the Project of youth to participate in community works. The youth feel more recognized and part of the community"*

*"Project youth are passing on skills learned to other youth in the community"*

*"The Project has improved the coordination of youth among themselves in the community"*

*"Many Project youths have developed interest in social gatherings"*

Statements from stakeholders regarding beneficiaries' participation in decision-making:

- *"Youths of the project have the decision making ability"*
- *"There are more youth voices among the project youth during community engagements"*
- *"Project youths love taking part in decision making"*
- *"Project youths are more knowledgeable and contribute boldly in community decision making gatherings"*
- *"Project youths are knowledgeable and make informed decisions"*

The overarching impact of the youth activities is a social return on investment in the form of young beneficiaries, who were amongst the poorest and most marginalised, now being viewed as role models within their society, both by other students and the communities in which they reside. This improvement in ability to communicate, manage conflict and socialise has led to a statistically

<sup>40</sup> Jørgensen (n 3) & Esuruku et al. (n 6).

significant ( $p < 0.001$ ) increase in self-esteem amongst the youth beneficiaries who, as a result of their participation in the YDP programme, now have a heightened belief in their ability to achieve positive things.

#### 4.2.6. People with disability

The YDP KAP and tracer study cohort 2 states *“The unemployment status was similar among the disabled and non-disabled youth. Thirty-nine percent of the youth had a decent job (fulfilled all the two definitions of a decent job). This was slightly higher among male youth than female youth (46% vs 31%) and was much higher among the disabled compared to the non-disabled (48% vs 38%).”*

Statistical analysis of the data provided as outlined in section 4.2.4 found that unadjusted mean monthly earnings for persons identified as disabled in the tracer study group were higher than the mean earnings for the non-disabled. Examining the estimating model indicates that the higher earnings for persons identified as disabled were not a function of differences among disabled and non-disabled participants in gender, level of education, courses or sectors of employment. Controlling for differences in other individual characteristics, type of course attended and sector of employment, disabled participants were somewhat more likely than non-disabled participants to report that they were earning income in the follow up period.

According to focus group interviews with YDP beneficiaries and non-beneficiaries, people with disabilities want to be productive members of society and are trying hard to get a job or start a business, despite a general perception that they are not able to or do not want to work. This finding is confirmed both by an ILO report (ILO 2009) and by the YDP student led-research on disabled youth. Disabled YDP beneficiaries clearly indicate that employers are reluctant to employ them as they have negative assumptions about their ability to work and to perform as well as non-disabled people. This makes it hard for people with disabilities to find employment. As one interviewee stated *“as disabled it is hard to convince people to employ you, it takes a lot of time and effort”*.

According to interviews, disabled beneficiaries and non-beneficiaries feel they face limitations in accessing employment as they do not feel as strong as non-disabled people and feel they are limited in the type of jobs that they can do, especially those with physical disabilities who cannot move around as freely as their non-disabled peers, which is often cited as a requirement by employers. In addition, many indicate that they find it hard to communicate and socialise due to negative attitudes from others and feelings of low self-esteem. People with disabilities who are self-employed (both beneficiaries and non-beneficiaries) also stated that they face constraints as there are no special tools or aids available to support them and improve their ability to compete with more abled people operating in the same market place. In particular, those youths with poor eyesight or hearing impairments find communication with customers and suppliers is a problem.

From the interviews, there is no indication that disabled people who are self-employed feel that customers discriminate against them or have a negative attitude towards them but some employees have been known to be disrespectful to their disabled employers. Furthermore, some beneficiaries with disabilities indicate that their immobility affects their competitiveness in the market as they are not able to move around to check prices or to take goods to customers. They may also have difficulty finding suppliers willing to deliver at a rate which allows them to price their goods competitively compared to prices offered by those sellers who can collect supplies themselves.



#### 4.2.7. Gender

When evaluating the impact of gender on economic outcomes, both beneficiaries and non-beneficiaries interviewed indicated that generally it is hard for women to find employment. The main challenges reported by the female respondent group included marriage (as often their spouse restricts employment), social expectations whereby women are seen as caretakers of the family home and a general societal perception that women are not 'fit to work'. Respondents also cited sexual harassment as a further challenge faced once in employment. Moreover, both those beneficiaries and non-beneficiaries who were employed mentioned difficulty maintaining a balance between paid employment and family responsibilities. Non-beneficiary females also indicated that the lack of requisite skills and education is a hindrance in finding employment as there is high competition in the market. This distinction could suggest that the project was having a positive effect in that women who benefit from vocational training feel they now have the skills and education required to qualify them for employment.

The vast majority of YDP beneficiaries (85%) indicated that they were able to cope with the gender-related challenges to employment which they faced compared to a lower percentage of the non-beneficiary group (54%). The YDP beneficiaries stated that gender challenges faced in business were common in business and other fields of work. YDP beneficiaries however added that their skills and education made it easier for them to deal with the discrimination. Whilst this suggests a programmatic success in psychosocial wellbeing through creating a happier state of mind, it could be argued that being better equipped to cope does not necessarily address the issue of gender discrimination and a better outcome might be to educate women in their rights to equal opportunities and their rights to work without fear of sexual harassment.

With regards to inequity in earnings, the statistical analysis presented in section 4.2.4 above found that unadjusted mean monthly reported earnings for men were about 27% higher than those for women. Examining the results of the estimating model for earnings indicates that the gender differences in earnings are not explained by other factors. Women were also somewhat less (about 20% less, controlling for other factors) likely than men to have positive income post-project.

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#### **4.3. Objective 3: Assess the extent to which the benefits of the programme demonstrated value for money bearing in mind social (gender, disability and citizenship) and equity gains through the project**

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*See section '5. Results: Work Stream Three – Value for Money' below*

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### **5. RESULTS: WORK STREAM TWO - NUYEP PROGRAMME**

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The source of information for this chapter comes from secondary data, provided by EUG, qualitative and quantitative interviews with beneficiaries, and key stakeholder

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#### **5.1. Objective 1: Assess the extent to which NUYEP contributed to business formation and expansion amongst the beneficiaries**

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The NUYEP target group according to the analysis of the OMS data includes a total of 10,079 individuals, 45% women (4,904) and 55% males (6,075)<sup>41</sup>. The number reflected however builds on

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<sup>41</sup> Please note these numbers may not match those of NUYEP reports as data cleaning eliminated those participants with incomplete data which could not be included in the evaluation analysis

incomplete data as the project was still being implemented at the time of the evaluation. Of the 10,079 sampled as part of the evaluation, 79% of beneficiaries were aged between 18-31 and 42% had an incomplete secondary education. A total of 39 % had a business prior to starting the NUYEP training, and all paid a compulsory UGX 5,000 to join the first training.

The NUYEP programme operates a self-selection process whereby only those who have shown promise are eligible for business counselling and mentoring. By definition, therefore, those with the highest investment of resources are already those who are most likely to be entrepreneurial and go on to develop a successful business.

The level and intensity of interventions received by the beneficiaries varied, the majority of beneficiaries (42%/4,656) surveyed attended the BEST training plus one follow up, whereas 27% (2,938) of beneficiaries took part in the BEST training only, 17% (1,854) attended BEST plus 2 or more follow ups, and 14% (1,531) BEST and follow up training.

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#### 5.1.1. Business support services, counselling and mentoring

The counselling services offered as part of the NUYEP programme builds on EUg's previous training and experience of supporting the growth and development of entrepreneurs. According to YBI, the counselling facet was unique to Northern Uganda and it has added value and innovation to business development in the region with few if any other organisations providing a similar service. In interviews held with EUg staff and management, the counselling programme was cited as building directly on the needs of the beneficiaries through a systematic process, helping them find their own solutions to their problems. Additionally, the counselling addressed attitude problems that may otherwise negatively affect the development of an 'entrepreneurial' attitude.

Qualitative interviews held with beneficiaries indicated that as a result of the business counselling offered, they developed improved financial management and customer care skills, had improved market knowledge and a better understanding of business in general. These findings are in line with the EUg 2016 Counselling Report where 96% of respondents (640) are reported to have experienced business growth as a result of counselling.

Nonetheless, there are limiting factors affecting the impact of the counselling scheme offered. Firstly, the number of counsellors offering support is often limited partly due to project budget constraints and also due to the shortage of qualified persons available. This limits the number of beneficiaries who can receive the counselling and also puts pressure on the counsellors already engaged to expand their activities in order to meet the need. In addition, this often leads to counsellors carrying out more group activities than anticipated in order to meet the high demand resulting in a high beneficiary to counsellor ratio. This restricts the possibility for a close counsellor-recipient relationship to be formed. In interviews with EUg management, staff and counsellors, it was found that sustaining counselling relationships may be challenging due to the remuneration expected by counsellors. It is likely that few beneficiaries will be able afford this investment whilst they are attempting to start their business which require capital.

The business mentoring service is another innovation in Northern Uganda as it appears the NUYEP programme is the only project providing this type of support. The engagement of business entrepreneurs as mentors in their local communities offers NUYEP beneficiaries the opportunity to learn from their mentors' knowledge and experience. The mentoring component of the programme encourages beneficiaries to gain practical and hands-on support from experienced entrepreneurs and importantly, allows the beneficiaries access to well-functioning business networks through their mentors' professional contacts. This ability to access wider networks makes a difference in the



legitimacy and survival of a new businesses and was seen to have been highlighted as one of the major benefits of the programme by EUg staff and counsellors.<sup>42</sup>

Both the mentoring and counselling components of the programme depend very much on the knowledge of the mentor or counsellor, availability of systematic market information and on the opportunities for referral of beneficiaries to business support services. Both mentors and counsellors are trained to increase capacity and knowledge however not all the counsellors engaged have a practical business background although this was the original intention. According to interviews with EUg regional programme officers, this did not affect the counselling negatively as it was being supplemented with business mentorships, where mentors had sector specific knowledge. A difficulty did arise however regarding the market information available in Northern Uganda as it is usually informal with systematic market information missing. Counsellors therefore often relied on informal business intelligence from their networks when advising beneficiaries. According to the interviews held, this may have impacted on entrepreneurs' businesses as supplier and pricing information may have been limited.

Referral to other business support services for example to improve technology or to provide links to market value chains, were only used to a limited extent. Explanations given by EUg coordinators, and staff for this include beneficiaries' businesses being too young to warrant additional support at this stage, some of the services offered were not applicable or irrelevant to the types of businesses in which beneficiaries were engaged or simply because no relevant support was available.

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#### 5.1.2. Business formation and expansion

It is interesting to note that when asked whether they had the necessary skills to start a business, 75% of the beneficiaries interviewed and 73% of the non-beneficiaries interviewed reported that they had the necessary skills. Whilst this is a high amount, there is little difference between the two groups. Although 82% of beneficiaries reported having acquired new skills as a result of the NUYEP project trainings, only 74% rated their ability to use the new skills highly. Similarly, 72% indicated a high ability to use skills acquired in the Business and Enterprise Start-up Tool sessions; 69% felt able to use the advice gained during the counselling or mentoring sessions and; 61% indicated a high ability to use their skills gained through participation in Savings and Investment clubs.

The difference in terms of business formation compared to the level of intensity of the intervention was noticeable. Some beneficiaries received BEST training only, others BEST training plus additional technical trainings and a few select individuals received BEST training plus counselling or mentoring. The outcome in terms of business formation and expansion is not only apparent in the level of sales (see *Work Stream Three*) but was also picked up by the Counsellors who indicated differences between the entrepreneurs based on the level of support they required as cited below:

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<sup>42</sup> Rebecca Namatovu et al. 'Rural Youth Entrepreneurs in East Africa: A view from Uganda and Kenya' (2012) Investment Climate and Business Environment Research Fund

### Quotes from qualitative interviews with NUYEP Counsellors:

*“Most beneficiaries only attending the introduction and motivation training have failed to manage their businesses, and their businesses have collapsed”*

*“Those who attended the basic training have better management skills and their businesses are expanding”*

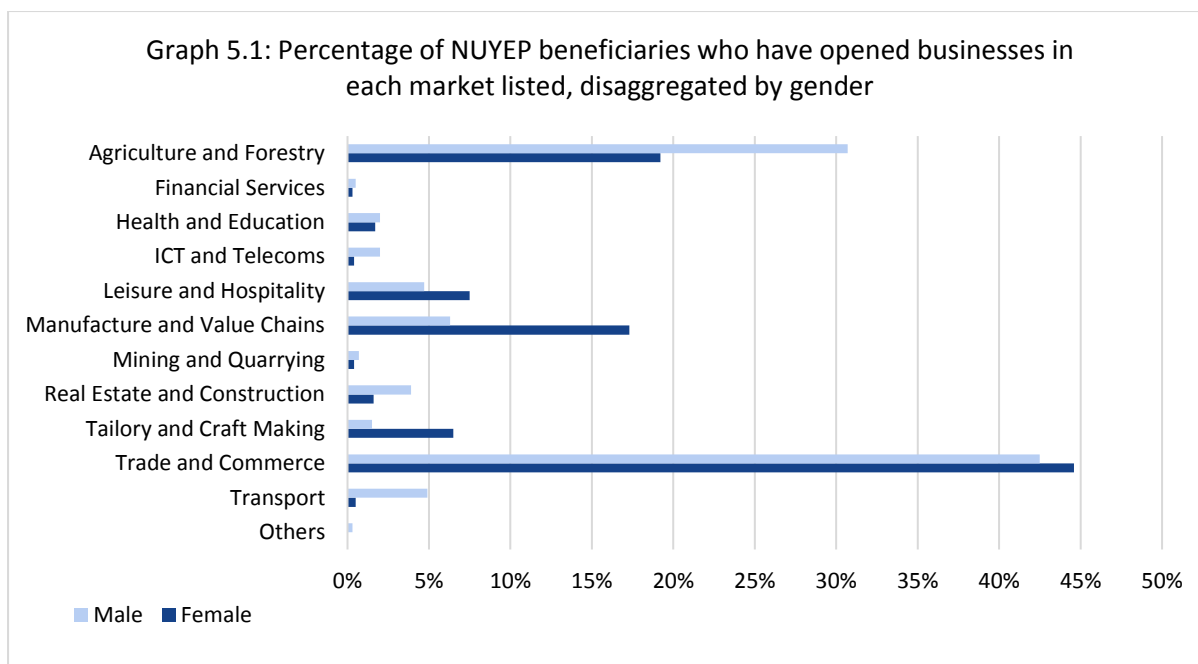
*“Those who attended the BEST training are trying as much to do few things on their own (taking initiative) as compared to those who attended a six months’ training course where these beneficiaries are not implementing what they learned”.*

*“Generally, those who took more programmes are assertive, have improved managerial skills, and tend to be diversified in their approach to business”*

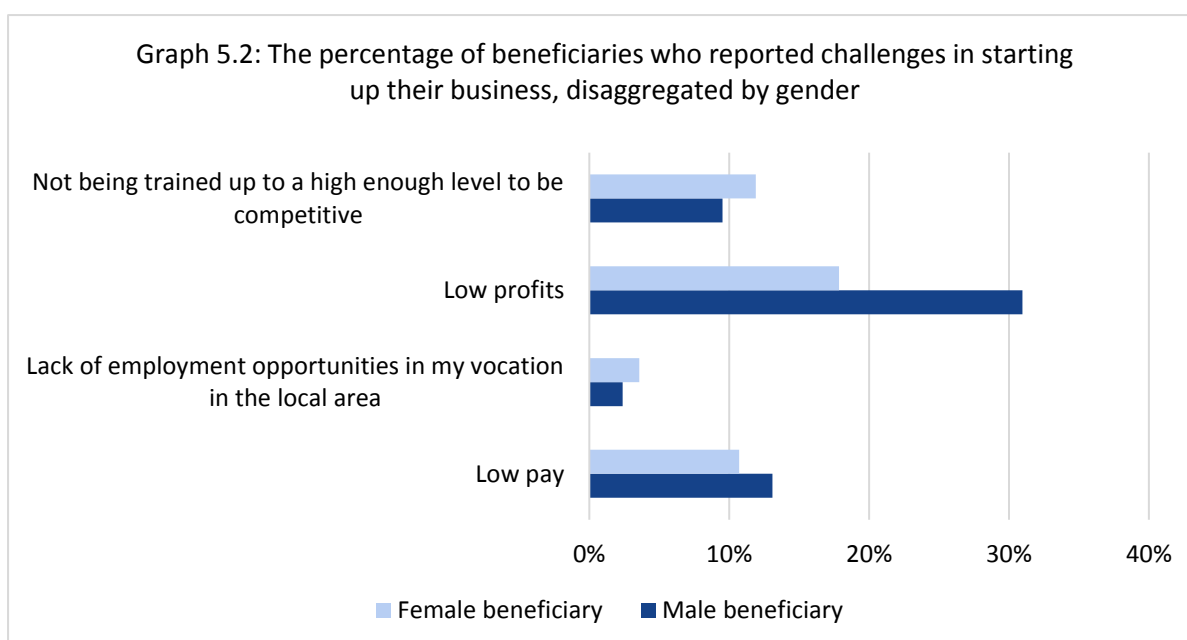
That said, the caveat to these findings are that as NUYEP uses a self-selecting model to determine the level of beneficiary support received, only those who were performing better were able to access additional support meaning there is already a distinction with respect to entrepreneurship and business management ability.

According to data acquired from the NUYEP MEL/OMS system, a total of 8,261 (82%) beneficiaries of which 3,512 (43%) are female 4,749 (57%) are male, are reported to have a business at the end of the project. A total of 415 (5%) beneficiaries are reported not to have a business of which 198 (48%) are female and 217 (52%) are male. This indicates that 82% of the total number of beneficiaries are putting their business skills into practice in a variety of market segments as shown in graph 5.1 below<sup>43</sup>:

<sup>43</sup> ‘Agriculture and Forestry’ includes farming, animal husbandry; ‘Financial Services’ includes mobile money, money lending, SACCOs; ‘Health and Education’ includes clinics, drug stores, nurseries, day care, primary and other education institutions; ICT and Telecoms includes computer repairs, computer sales and mobile phone shops; ‘Leisure and Hospitality’ includes restaurants, bars, lodges, video halls, salons, hairdressers, beauty treatments, pool tables; ‘Manufacture and Value Chain’ includes food processing, local brew production, juice production and sales, carpentry; ‘Mining and Quarrying’ includes stone quarry and sand mining; ‘Real Estate and Construction’ includes property rental, land or house brokering, builders, masons, brick-layers; ‘Trade and Commerce’ includes retail and wholesale of goods; ‘Transport’ includes taxis, boda-bodas, pick-ups, lorries.



Research suggests that globally on average around 90% of business start-ups fail in the first year.<sup>44</sup> Whilst 57% of beneficiaries and non-beneficiaries interviewed reported finding it easy to start a business, many reported facing challenges such as initial low profits and pay and poor levels of training making them less competitive in the market as shown in graph 5.2 below. That said, the vast majority of beneficiaries (99%) who reported being employed have been employed for more than six months.



Moreover, interviews with groups of beneficiaries and non-beneficiaries failing in business, 62% of beneficiaries and 69% of non-beneficiaries reported finding it easy to start a new business. This may therefore suggest that the biggest limitations in entrepreneurship faced by both beneficiaries and non-beneficiaries concerns sustainability of businesses rather than the start-up. This is supported by

<sup>44</sup> <http://www.forbes.com/sites/neilpatel/2015/01/16/90-of-startups-will-fail-heres-what-you-need-to-know-about-the-10/#1850363a55e1>

secondary data whereby the start-up of businesses is not seen to be a major challenge but rather the sustainability and development of businesses is where the challenge lies.<sup>45</sup> Other challenges cited by all types of entrepreneurs interviewed included poor location of businesses and poor road networks that hinder access by customers; low capital; high competition, low demand and customer base, no market for goods and high expenditures faced in maintenance. The lack of consistent mentorship for those who did not benefit from the mentorship programme, was also cited by the respondents to be a challenge to starting and sustaining a successful business. Similarly, counsellors and other stakeholders interviewed also mentioned that the business environment is often tough with very few formal employment opportunities resulting in high competition for those positions. Due to the slow economy, unemployment remains high and where employment is found, this is often with low pay.

When asked in interviews why businesses had failed, both beneficiaries and non-beneficiaries reported poor performance and support, poor customer care, poor financial management, external lifestyle choices including the abuse of alcohol as well as the lack of dedicated time to build their capacity in running a business. Financial constraints and a lack of adequate knowledge were reported to have been the main issues faced in attempting to overcome the noted problems.

Nevertheless, some members of the respondent group reported overcoming the challenges through support offered by family members, following the example of others, joining saving groups and changing their business focus. Others also reported accessing some type of business support including loans or moving towards more innovative and improved products. Respondents in business and those reported to be failing in business raised access to capital repeatedly in interviews as a major challenge to securing start-up capital. To overcome this, some had accessed capital via securing loans, employment and savings, sale of agricultural goods, livestock and other assets as well as financial support from family and friends. The majority of beneficiaries (63%) indicated having access to loans compared to only half of the non-beneficiaries interviewed. Both beneficiaries and non-beneficiaries reported accessing loans through banks, village saving groups, micro finance and saving cooperatives (SACCOS).

According to the NUYEP Savings and Investment Clubs Status Report, the total membership of the NUYEP saving and investment clubs at the time of publication was 867 members in a total of 60 saving clubs of which 48% had been in existence over one year.<sup>46</sup> Sustainability can be inferred through the steady increase in savings through the clubs over time; for example, over a four-month period, there was an increase of 41% in Karamoja 58% in West Nile, 41% in Teso; 26% in Lango and 70% in Acholi. Moreover, approximately half of the beneficiaries (52%) interviewed reported being part of a NUYEP savings group with a slightly higher percentage reported to be females (53%) compared to males (51%). Whilst the criteria for membership in a saving group was not specified in the selection of those respondents who took part in this evaluation, the data from the NUYEP Savings and Investment Club Report may point towards the possibility that field work findings may have been skewed with better performing and more involved participants selected as 63% of beneficiaries interviewed reported access to savings groups.

Of the NUYEP beneficiaries interviewed 164 reported being in business of which, 71% reported having expanded their business. Similarly, of the 86 non-beneficiaries interviewed, 77% had expanded their business while 23% had not. The respondent group of both beneficiaries and non-beneficiaries reported the injection of funds, loans, savings and using profits from their businesses as the main methods used in expanding their businesses. Moreover, 74% of beneficiaries interviewed reported having started their business without help from others as compared to only 54% of non-beneficiaries.

<sup>45</sup> Namatovu et al.

<sup>46</sup> NUYEP Savings and Investment Clubs Status Report, EUg, August 2015

This was supported in interviews held with beneficiaries where many asserted their confidence in their own abilities and self-reliance in starting and managing a business.

Whilst both beneficiaries and non-beneficiaries in business reported to have some overall knowledge about the different kinds of formal support available for business people, 67% of beneficiaries and 87% of non-beneficiaries had not accessed these services. Reasons given for not accessing the services were that both beneficiaries and non-beneficiaries found that the selection criteria are hard to meet and that selection takes a long time.

More than half (56%) of the beneficiaries reported to be members of a saving support group. Moreover, only 28% of beneficiaries interviewed who had failed in business reported to have been in similar groups. This could suggest a positive correlation between business support groups such as Savings and Loans Associations (SLAs) and successful outcomes in business.

Beneficiaries who reported membership in a saving group cited the group's benefits in providing soft loans, the sharing of ideas, troubleshooting and group support, increased scope of access to business and customers as well as the encouragement of savings as reasons for membership. That said, those respondents who do not claim to be members of a business and/or saving group cited a lack of awareness of such groups, the long distances involved in travelling for meetings and the lack of security as reasons for non-membership. It was reported that most business groups gain members through referral from family or friends or affiliations to other businesses which could suggest an inequality in access to such services.

#### Quotes from Beneficiaries about the Benefits of Business Groups

*"Being a member has improved my life skills"*

*"Business groups give access to capital through loans and savings"*

*"We have opportunities to share our problems"*

*"They (business groups) bring people together, sharing knowledge and ideas"*

*"We are united, so we all cooperate and share experiences on business that we can all use"*

*"I can save to buy larger things for my business"*

*"I have some security if things go wrong"*

*"I can reinvest in my business"*

*"When I am saving I do not depend on others for investment"*

Counsellors and other relevant stakeholders were interviewed about the impact of the NUYEP programme in relation to inspiring an entrepreneurship culture in the community. They reported that the programme changed the attitude of the young people involved and now many are gradually believing in their potential with some people inspired to start their own businesses making it a sector of interest for many youths. Attitudes towards self-employment have also changed with many young people now engaged and productive. Moreover, through the trainings and counselling offered, youth have been able to get support and advice on how to expand their businesses. The programme has also

enabled beneficiaries to establish business relations and become members of the local business network and informal business structures.

#### Quotes from qualitative interviews with NUYEP Stakeholders:

**Stakeholders were asked 'What differences do you see between the performance of the entrepreneurs who participate in the NUYEP project and those who do not?'**

*"NUYEP entrepreneurs are more engaged and active in their businesses as compared to others also employing good customer care"*

*"Entrepreneurs involved in the NUYEP project are self-motivated and have positive attitudes thus they handle challenges more readily"*

*"NUYEP entrepreneurs form efficient and effective investment clubs"*

*"NUYEP entrepreneurs are more organised and have good record keeping skills knowing the importance of financial management and savings"*

*"NUYEP businesses appear to be producing good returns with reported improvements in standard of living"*

*"Those who participated are more skilful putting their skills into good use including diversifying their businesses"*

*"NUYEP businesses tend to be more sustainable"*

#### 5.1.3. Review of the MEL/OMS as a programme management tool

A major component of the NUYEP project was the development and implementation of a Monitoring, Evaluation and Learning (MEL) system and an Operations Management System (OMS). YBI supported EUG with training on the technical use of the systems as well as their practical implementation. Prior to this development with YBI, EUG did not measure impact of their programmes and there was nothing systematic in place to show the evidence of their programmes with the organisation relying on an anecdotal system. The OMS and MEL system were developed through participatory processes that included EUG participation at all stages of design (testing, piloting and adjustment of the system) implementation and management<sup>47</sup>. EUG staff also received training from YBI on how to use the programme. This acted to increase ownership and capacity of EUG whilst ensuring the system created was locally and contextually appropriate.

At the time interviews were conducted with EUG management and staff, the MEL/OMS systems were fully functioning and formed an integral part of the broader organisational management of EUG programmes, not just for the NUYEP project. Programmes such as the Development of Inclusive Markets for Agriculture and Trade (DIMAT), the Strengthening Women's Entrepreneurship Programme (SWEP) and the government programme utilised the systems for measurement of impact with improved rigour in findings as programmes at EUG are now all data-driven. Staff and management interviewed reported increased confidence not only in using the system, but also in their ability to cite the changes programmes have contributed to backed with evidence. The greatest strength in this system therefore is that as it was made tailor-made for EUG's organisational setup, it has

<sup>47</sup> This information derives from interviews with EUG management, staff and YBI manager, as well as the consultant who was leading the process with development of the system.



become relevant and useful beyond the lifetime of the project. However, while the system is appropriate for project management and administration, follow-up reporting, monitoring of individual's progress over time and can act as the evidence-base to inform management decisions related to improving the services offered, it was never designed to be an appropriate tool for evaluating the impact of the project and its limitations in this respect should not be overlooked.

EUG has made significant improvements in project management due to implementation of the OMS/MEL and the technical support from YBI. As a result, according to YBI, EUG now has the capacity to manage grants independently and not just as a sub-grantee under YBI's guidance and supervision as has always been the case previously.<sup>48</sup> This has allowed EUG as a member within the YBI global network to serve as a best practice example to other members enabling South to South learning, particularly to YBI members seeking to now replicate aspects of the EUG model, such as the use of OMS/MEL. As a result of the successes of this project, YBI has also been asked to support the Ugandan government in implementation of youth business projects using the approaches and methods developed during the NUYEP project.<sup>49</sup>

Overall, the organisational sustainability can be seen to have been enhanced through YBI's technical assistance and in capacity building with respect to project management, the development and implementation of the MEL/OMS system and the introduction of a range of new services through the NUYEP programme, for example EUG's mentoring service was built from scratch. The MEL/OMS system has improved management, administration and has introduced new monitoring procedures to aid in decision-making. Technical sustainability can also be seen to have been enhanced as staff and management have been trained in the daily use of the MEL/OMS system and have seen improvements in their performance as a result.

## **5.2. Objective 2: Assess the extent to which this business formation and expansion contributed to income and any other benefits amongst beneficiaries**

The extent to which the NUYEP project contributed to business formation and expansion amongst beneficiaries was high with 82% of beneficiaries reporting to have a business at the end of their involvement with the project. However, the difference in the level of success of that business was proportional to the intensity of support each beneficiary received with those beneficiaries who had the highest level of support faring better than those with only the BEST training.

A challenge in attributing economic outcomes to project support is the fact that nearly 40 percent of the project participants reported at intake that they currently had a business. While it is not clear how developed or advanced these businesses were at intake, there are considerable differences in mean monthly sales in the follow-up surveys between participants that reported having a business at intake and those that did not. An argument can be made for attributing some portion of the sales of businesses that were formed as a result of participation in NUYEP to participation in the project, however it is more difficult to make assertions about the sales of business that existed at intake. Initial sales levels for these businesses were not captured so it is not possible to assess whether- or to what degree – participation in NUYEP increased sales or expansion of businesses.

<sup>48</sup> This was quoted in an interview with the YBI Director December 2015, when discussing the progress made by YDP. The quote was supported by statements from staff and management in EUG.

<sup>49</sup> This statement is quoted from an interview with EUG senior management, done December 2015



Table 5.3 presents the mean monthly sales by type of programme support for participants that did not report a business at intake, participants that did report having a business at intake and for all individuals captured in the follow up surveys. As the follow up surveys are administrative data not subjected to the level of data quality checks in a more formal population based survey, there is greater possibility for inadvertent data capture and transcription errors. In examining the sales data in the follow up surveys it was noted that there were a few outlier data points that were likely to be errors in data capture. As these extreme values can have a large effect on summary statistics the “2.5 percent trimmed mean” (a mean calculated by excluding the 2.5 percent of extreme low and extreme high values) was used.

	Mean monthly sales and type of project support								
	Without existing business			With existing business			All participants in follow up		
	mean	2.5% trimmed mean	N	mean	2.5% trimmed mean	N	mean	2.5% trimmed mean	N
<b>BEST Only</b>	272,000	<b>222,800</b>	274	506,000	<b>414,000</b>	162	360,000	<b>293,000</b>	436
<b>BEST and 1 follow up or specialized training</b>	303,000	<b>227,000</b>	2,317	624,000	<b>455,000</b>	1,640	436,000	<b>311,000</b>	3,957
<b>BEST and 2 or more follow up or specialized trainings</b>	854,000	<b>294,000</b>	933	807,000	<b>590,000</b>	803	832,000	<b>421,000</b>	1,736
<b>Best and mentoring or counseling</b>	515,000	<b>396,000</b>	826	970,000	<b>686,000</b>	627	712,000	<b>513,000</b>	1,453

Reference = mean monthly sales of similarly educated 18-29 year olds with businesses in School to Work Transition Survey in 2015 = 336,000

**Table 5.3: Mean Monthly Sales and Type of Project Support**

To provide a reference for examining reported monthly sales for NUYEP beneficiaries, mean monthly sales for youth aged 18-29 with levels of education similar to those of NUYEP beneficiaries was estimated from the 2015 SWTS. The estimate of mean monthly sales for youth engaged in business was UGX 336,000<sup>50</sup>. As indicated in table 5.3 the mean monthly sales for NUYEP beneficiaries who participated in only the BEST training or the BEST training plus one additional follow-up/specialised training were lower than the estimate for youth of similar age and education in the population (SWTS estimate of 336,000) while the mean monthly sales for NUYEP beneficiaries who received more intensive levels of support were higher than the population estimate. Therefore, the intensity of support directly correlated to positive outcomes as the more intensive the capacity building the more sales they earned each month. That said, the NUYEP programme is self-selecting so it is possible that ‘high flyers’ were more likely to be offered mentoring and counselling services resulting in favour a more intensive portfolio of support and a higher investment per beneficiary.

While NUYEP participants and youth surveyed in the SWTS are similar in terms of age and levels of education, the composition of the businesses is quite different between the two groups. Different types of businesses have different relationships between top line sales and net income or profits. About 25% of the NUYEP participants report agriculture as their main business activity, while more than 50% of the youth with their own business surveyed in the SWTS are in the agriculture sector. Similarly, 40% of NUYEP participants are engaged in trading compared to 13 percent in the SWTS survey. In order to compare these two dissimilar groups of businesses an effort was made to estimate net income or profits.

The SWTS survey captures net income for individuals involved in business by subtracting business costs from sales. In order to refine the comparison of NUYEP outcomes to youth business income from the SWTS survey and to examine VfM, SWTS net profits from business by sector were used as a means of estimating profits or net income for NUYEP participants. From the SWTS survey it was estimated that net income or profits in the agricultural sector were approximately 85% of sales while the figure

<sup>50</sup> Mean monthly sales for NUYEP participants as well as the estimate from the SWTS were rounded to the nearest 1,000 UGX.

for businesses involved in trading was approximately 65%. The average across other sectors was approximately 70%.

These sector-specific estimates of net profits were used to estimate net profits or income from the monthly sales reported in the follow up survey of NUYEP participants. Table 5.4 presents estimated mean monthly net income or profits from sales by type of NUYEP support. As was the case with total sales, mean income/profits for participants with BEST only or BEST with one follow up/specialised training are not greater than the mean for youths of similar age and education levels in the population (SWTS estimate). Conversely, means for participants with more intensive levels of support are higher than means for youth with businesses in the population.<sup>51</sup>

Mean monthly net profits/income and type of project support			
	mean	2.5% trimmed mean	N
BEST Only	252,000	206,000	436
BEST and 1 follow up or specialized training	343,000	218,123	3,957
BEST and 2 or more follow up or specialized trainings	583,000	295,823	1,736
Best and mentoring or counseling	493,000	358,184	1,453
Reference = mean monthly net income/profits for similarly educated 18-29 year olds with businesses in School to Work Transition Survey in 2015 = 237,000			

**Table 5.4: Mean Monthly Net Income or Profit from Sales by Type of NUYEP Support**

One of the more salient features of the economic outcomes for NUYEP is the apparent relationship between economic outcomes (sales and profits) and intensity of project support. This feature was also identified by Enterprise Uganda and Youth Business International as an important evaluation question. While the means for monthly sales and estimated net profit/income are greater for participants provided more intensive levels of support, there may also be an element of self-selection of individuals into this group which is influencing the results.

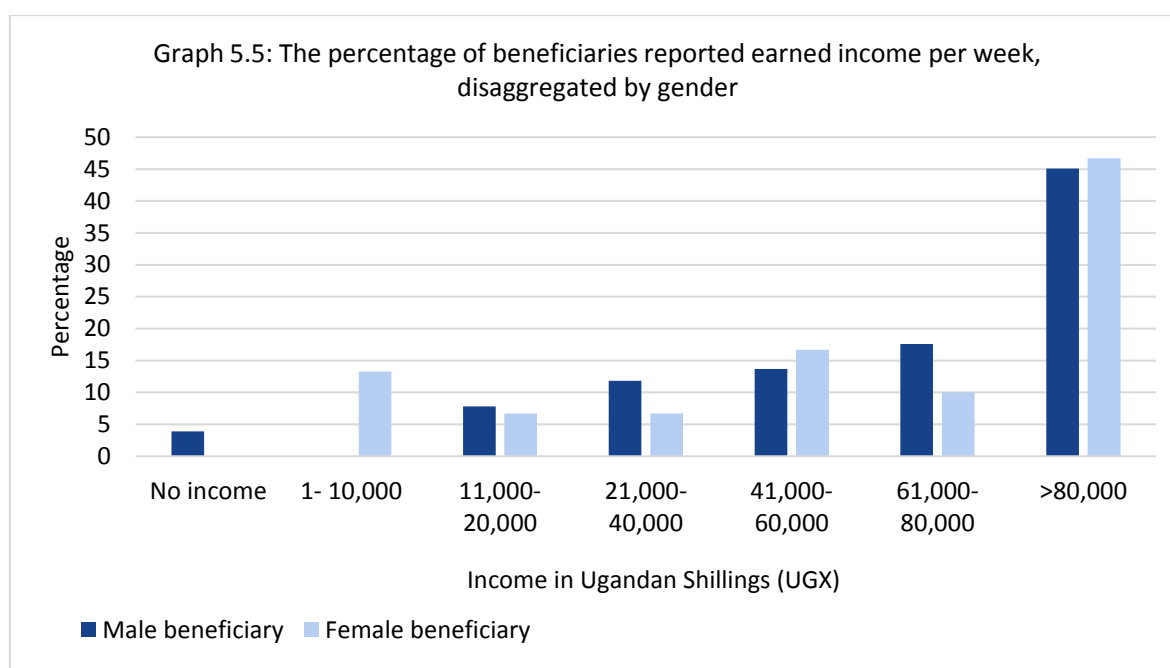
A logistical regression model was used to examine the potential impact of self-selection on the observed economic outcomes. The model estimates the marginal impact of observable characteristics: whether the participant had a prior business; level of education; age; wealth of household at intake and sub region on receiving more intensive support (participation in 2 or more trainings or counselling/mentoring). Age, education and household wealth at intake had no statistically significant relationship with the probability of participating in more intensive levels of support. Having a prior business was associated with a statistically significant increase in the probability of receiving more intensive support but the substantive effect was quite small with having a prior business being associated with just a 10% increase in the probability of receiving more intensive support. There were differences by sub region with participants in Karamoja having an increased probability of receiving more intensive support compared to other regions and participants in Teso being less likely to have received more intensive support.

Overall, observable characteristics do not appear to have played a significant role in determining the level of project support received. However, there is still the possibility – perhaps the likelihood – that some of the differences in observed economic outcomes in terms of sales and income correspond to unobservable characteristics that sorted more dynamic, committed or competent individuals into the group of participants that received more intensive project support.

<sup>51</sup> For SWTS sector-specific estimates of net income/profit were not required as the survey captures directly the net income/profits from each individual in the sample who has a business.

As another check on the observation that more intensive levels of support yielded better economic outcomes, two regression models were fitted to the NUYEP follow-up survey data. One model estimated the impact of gender, age, education, household wealth, region and level of support on sales while the other model estimated the relationship between the same characteristics and estimated income/profits. Whilst the overall explanatory powers of the models were low<sup>52</sup>, the results did indicate that the higher level of sales and income/profits of participants who received more intensive support could not be explained by differences in other observable characteristics. Holding other participant characteristics constant, receiving two or more follow up or specialised trainings or receiving periodic counselling was associated with top line sales and estimated income/profits between 2 and 6 times of the amount associated with participants who received less support (BEST only or BEST plus 1 follow-up/specialised training). These higher expected sales and profits for more intensive support held true even when participants who had businesses at intake were excluded from the analysis.

In addition to an in-depth statistical analysis of the data collected by the NUYEP project team, Montrose also carried out a verification exercise with a select group of NUYEP beneficiaries to collect weekly income data to compare to the sales data in the OMS/MEL system, the results of which can be seen in graph 5.5 below. On average, 46% of NUYEP beneficiaries interviewed reported making more than 80,000 UGX per week or roughly UGX 320,000 per month which is slightly higher than the mean monthly earnings in the SWTS survey of UGX 237,000 per month but does not disaggregate by intensity of support in terms of BEST only through to BEST plus counselling/mentoring.



### 5.2.1. Knowledge, Attitudes and Practices (KAP): social gains for beneficiaries

The NUYEP project assessed participants' knowledge, attitudes and practices regarding entrepreneurship and business development at the initial stage of participation and then at the end of participation. The identical 19 item questionnaire was administered at baseline and follow up. For

<sup>52</sup> The variable in the models only explained about 5-7 percent of the variation in sales or income/profits.

the analysis the 19 items were grouped by themes and treated as “Likert-type scale”<sup>53</sup> indexes of values regarding: i) attitudes about entrepreneurship, ii) knowledge about business formation and development and iii) attitudes about gender and women’s economic empowerment.<sup>54</sup> Creating the indexes required reversing the scale in some of the items so that higher values in the combined index represented desired outcomes.<sup>55</sup>

Initial KAP baseline survey records were provided for 8,557 participants. This represents nearly 80 percent of the individual participant records provided (10,989). There was some attrition in the KAP survey population for the final KAP survey with 6,495 responses. The total number of complete KAP observations (initial and final) represented about 60 percent of the project participant population.

The rate of participation in the KAP survey was examined across relevant categories of participants to assess potential bias in interpreting changes in knowledge and attitudes. The rate of participation in the complete (initial and final) KAP survey was similar across gender, age, wealth quintile<sup>56</sup> and sub-region. Project participants with university education were somewhat under-represented in the KAPs relative to their numbers in the participant population. Participants who had received only the 5-day BEST training (no additional support) were also under-represented in the complete (baseline and final) KAP surveys. However, there were still sufficient complete observations for BEST only participants (1,519) to provide a robust estimate of pre-post project changes in attitudes and knowledge for participants who received only this level of project support.

The overall change in index scores in percentage terms was an increase of 35% for attitudes about entrepreneurship; 19% for knowledge on business formation and development and 56% with respect to gender and women’s economic empowerment. In general, the pre-post changes were similar across the different age groups, different levels of education and the type of support provided by the project as shown in table 4.3 below. This suggests that whilst the economic outcomes of NUYEP are dependent on intensity of the intervention, social outcomes remain the same despite the level of intensity of the intervention.

<sup>53</sup> A Likert like scale is an interval scale where responses are scored along a range. In the case of the NUYEP KAP questionnaire, the range of responses was 1 = Strongly Disagree; 2 = Disagree; 3 = Not Sure; 4 = Agree; 5 = Strongly Agree.

<sup>54</sup> The composite measure of attitudes utilized questions 1,3,5,11 and 12. The business knowledge composite included questions 2,4,7,8,16,17 and 18. The gender and women’s economic empowerment index was composed of questions 13,14 and 15.

<sup>55</sup> For example, an item where the scale was reversed so that higher values reflected desired outcomes was: Q2. Women should not get loans because they cannot pay back since they lack assets

<sup>56</sup> Calculated on the basis of household asset value.

Knowledge and Attitudes about Entrepreneurship and Business Development									
Pre-Post Scores (mean by group)									
	Attitudes <i>max = 25</i>			Knowledge <i>max = 40</i>			Gender <i>max = 15</i>		
	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>
<b>Total</b>	13.3	18.0	35%	24.2	28.7	19%	6.3	9.8	56%
<b>Gender</b>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>
Female (3,006)	13.1	17.8	36%	23.9	28.5	19%	6.5	9.7	49%
Male (3,489)	13.4	18.1	35%	24.4	29.0	19%	6.1	9.8	62%
<b>Age</b>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>
Under 18 (399)	13.4	17.6	32%	23.9	28.1	17%	6.8	9.5	41%
18-21 (1,722)	13.2	17.9	36%	24.1	28.6	19%	6.3	9.8	57%
22-25 (1,683)	13.2	18.1	37%	24.2	29.0	20%	6.2	9.9	61%
26-31 (1,622)	13.5	18.1	34%	24.5	28.9	18%	6.2	9.8	57%
32 and older (1,755)	13.2	17.8	35%	24.2	28.6	18%	6.3	9.6	53%
<b>Education</b>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>
None (366)	12.5	19.3	54%	25.4	30.6	20%	5.6	10.1	81%
Complete primary (1,936)	13.6	17.0	25%	23.9	27.4	15%	6.8	9.3	36%
Incomplete secondary (2,891)	13.1	18.3	40%	24.3	29.1	20%	6.1	9.9	63%
Complete secondary (506)	13.8	17.1	24%	23.6	27.5	17%	6.8	9.5	39%
Post secondary diploma or certificate (631)	12.9	18.8	45%	24.6	29.8	21%	5.6	10.1	79%
University (165)	13.0	18.7	44%	25.0	30.2	21%	5.9	10.0	70%
<b>Type of project support</b>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>	<i>Pre</i>	<i>Post</i>	<i>chng%</i>
BEST only (1,519)	13.3	18.0	36%	24.2	28.8	19%	6.2	9.9	59%
BEST plus one follow-up (2,774)	13.2	17.9	35%	24.2	28.7	19%	6.2	9.7	56%
BEST plus two follow-ups (1,215)	13.4	18.1	35%	24.3	28.8	19%	6.4	9.8	54%
BEST plus other (987)	13.3	17.9	34%	24.2	28.7	18%	6.3	9.8	55%

Table 5.6: Results from pre- and post-KAP surveys with NUYEP beneficiaries

### 5.2.2. Gender

Beneficiaries and non-beneficiaries interviewed both indicated a lack of family (spousal) support as well as the community perception of women as caretakers in the family home being barriers in pursuing business. Difficulties routinely mentioned by new entrepreneurs such as lack of capital and lack of requisite business skills were also cited as challenges.

NUYEP female entrepreneurs in business additionally emphasised jealousy, domestic violence and bad marriages as further problems faced. Having more business experience, these respondents also indicated that it is often difficult for women to access loans as they have little or no collateral and have fewer assets than men. Furthermore, customers who get goods on credit are often less likely to pay female business owners compared to males. Female beneficiaries also reported difficulties in accessing business connections as they generally had smaller networks and less time to build and expand their business networks compared with men. There was general agreement from both beneficiaries and non-beneficiaries that whilst men and women share the same general challenges faced in starting up a business such as limited market, lack of skills and poor business location, it is easier for men as they have the support from their family and community when compared with female entrepreneurs.

With respect to economic differences between male and female beneficiaries, once differences in education, age and location were considered there was no statistically significant difference between males and females with respect to gross or estimated net monthly sales.

Once again, the extent to which this business formation and expansion contributed to income and any other benefits amongst beneficiaries correlates with the level of support they received from NUYP. Those who received more intensive support fared better when it came to establishing and growing their business. What these results cannot account for is the self-selecting mechanism employed by NUYP to ensure those ‘high flyers’ are given the opportunities to maximise their entrepreneurship abilities and enthusiasm to achieve better results in terms of sales and income.

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### 5.3. Objective 3: Assess the extent to which the benefits of the programme demonstrated value for money

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See section ‘5. Results: Work Stream Three – Value for Money’ below

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## 6. RESULTS: WORK STREAM THREE – VALUE FOR MONEY (VFM) ANALYSIS

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Information on project participants used to assess the economic outcomes of YDP (section 4.2.4) and NUYP (section 5.2) was combined with additional information that enabled the evaluators to estimate project costs and assess the VfM of each initiative. Only economic outcomes were used in the assessment of VfM and benefit-cost analysis was used to assess each project (benefit-cost ratio - BCR.) Where projects were successful in promoting non-economic outcomes like improved knowledge, attitudes and practices regarding gender, health, social participation and other objectives, VfM was estimated using only economic outcomes and therefore should be seen as a biased estimate (low) of the value produced by the project.

As mentioned, assessing VfM is always a comparison – either a comparison between two or more alternative investments or a comparison between investing and not investing. When outcomes can be measured in monetary terms these comparisons can be made using benefit-cost analysis. Benefit-cost analysis can also be used to assess the efficiency of a single investment against the overall rate of return on investment in a given country context.<sup>57</sup> Benefit-cost analysis is also always forward looking; using information about project costs and outcomes to describe the cost of the project activities going forward relative to the expected benefits in the future. This future orientation is necessary in order to avoid bias in assessing VfM. Prospective investments have different mixes of capital and recurrent inputs and are organised in ways that result in differing amounts of sunk costs.<sup>58</sup>

For example, providing skills training using technology (self-guided tablets as an example) versus teachers would likely have different implications for assessing VfM. During a typical short-term project period the technology alternative would incur costs for developing the interactive programme, purchasing the technology, ensuring connectivity and training teachers how to use the technology. This would likely be more costly than training and providing additional teachers. However, the investment in developing the interactive programme and the tablets that students use to access the

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<sup>57</sup> The “hurdle rate” – the rate of return at which point an investment represents an efficiency improvement in public sector calculations is usually the social discount rate. The social discount rate is an estimate of the productivity of capital in the economy at large.

<sup>58</sup> The term “sunk costs” reputedly comes from the oil and gas industry. When evaluating whether to operate a well, the decision is made on the basis of cash flow versus operating expenses – the initial cost of drilling the well is irrelevant.

training programme would continue to provide benefits (new skills) after the short term project had ended, while the provision of teachers would end with the project. Comparing the two approaches with respect to their costs and outcomes retrospectively may provide a misleading assessment as to which project provided better VfM. While this example is overly simple, it does illustrate the limitations of using a truncated analysis of short term project expenditures and outcomes to provide an indication of VfM and why the forward looking orientation using the ingredients method for estimating costs is necessary for assessing the projects.

A benefit-cost ratio was estimated for YDP and NUYEP on the basis of marginal costs and marginal benefits; the cost of producing one more unit of output in relation to the marginal benefit of that unit of output. In the case of both NUYEP and YDP, the unit of analysis is the unit cost of providing the interventions to one additional participant who completes the project in relation to the estimated expected additional benefits that accrue to a participant because of her/his participation.

Marginal costs – the cost of one additional participant – are estimated using the ingredients method<sup>59</sup> rather than budget costs. While budgets provide guidance for estimating the costs of the ingredients necessary to provide the interventions to one additional participant, they are usually aggregated into accounting rather than functional categories. Budgets are also quite likely to include development costs, that from the perspective of providing support for one additional participant should be considered as a ‘sunk cost’ and excluded. For example, both NUYEP and YDP included set up costs and coordination costs between their international and Uganda-based entities. From the perspective of decision-making about whether providing the project services for one additional participant represents good value for money, those costs are irrelevant, hence they were excluded.

Both projects provided extracts from their data systems that captured individual participant characteristics at project intake and outcomes for a sample of participants. As discussed in sections 4.2.4 and 5.2 (analysis of economic outcomes), assessing VfM requires examining the investment cost in relation to benefits *attributable* to the project. Simple pre-post calculations do not capture the benefits attributable to the project because they do not incorporate a counterfactual of what would have been the likely status of participants in the absences of the project. In the absence of information captured by the projects enabling a more robust estimation of benefits attributable to the project interventions, a recent survey on youth employment by the UBOS<sup>60</sup> was used to construct benchmarks serving as proxies for more directly estimated counterfactuals.

Project implementing partners have asserted that the benchmark comparisons from the SWTS are not representative of youth in the project population drawn from Northern Uganda and that the benchmarks should be adjusted downward. While the VfM analysis does present a range of results incorporating alternative underlying assumptions, evidence supporting the assertion to which these references should be adjusted downward is not strong. While household income in Northern Uganda is lower than in other parts of Uganda, the mean estimated household income in Northern Uganda is in part a function of the mix of livelihood activities in the household. As both NUYEP and YDP have as objectives moving young people into more productive employment (more young people moving from livelihoods of subsistence agriculture into business or more skilled employment) the argument for adjustment to these reference benchmarks on the basis of lower household income in Northern Uganda is not compelling.<sup>61</sup>

<sup>59</sup> See Section 2.1.4 and <http://www.c3l.uni-oldenburg.de/cde/econ/readings/levin95.pdf>

<sup>60</sup> The ILO/MasterCard Foundation funded School to Work Transition Survey

<sup>61</sup> There would be a stronger argument if it was possible to estimate income differences by education, employment type, sector, etc. However, the proposed adjustments were based on only household income.



A concern was also raised regarding sales data and net profit estimates for businesses. Implementing partners argued that NUYEP participants were engaged in new businesses and comparisons to the business income for youth estimated from a random sample or 18-29 year-olds from the SWTS survey did not recognise the fledgling nature of the NUYEP participants' businesses. This argument is also problematic. Nearly 40% of the participants in the follow up data for NUYEP reported that they were engaged in business at project intake. Results (sales) captured in follow up surveys include business that were recent as well as businesses that may have been functioning for some unknown length of time before participation in the project. With the inclusion of a mix of new and established business in the follow up surveys there is little basis for assuming that the NUYEP businesses were more recently established than the business of the random sample of 18-29 year olds in the SWTS.<sup>62</sup> Even with an *ad hoc* unsubstantiated downward adjustment of SWTS sales to represent some notion of lower economic activity in Northern Uganda the results would be almost identical to those presented in table 6.5 below. The necessary alternative assumptions about the failure rate of the businesses has a much larger impact on the estimation of a BCR. The VfM analysis presents a range of estimates incorporating alternative assumptions about the results of entrepreneurship and business development support. However, this range of assumptions is a reflection of uncertainty in the sustainability of new benefits rather than an adjustment for the age of the businesses or a different benchmark counterfactual.

Finally, project funders have legitimate interest in assessing their investment choices in the context of potential returns among alternatives. Unfortunately, assessments of projects that address costs and benefits in a reasonably robust manner are rare. To provide this contextual information Montrose solicited information from other youth employment and enterprise development projects in Uganda. The other actors were asked to provide information on the cost of their programme, the number of beneficiaries reached and the impact their programme had on beneficiaries in terms of the change in their sales or income before and after the project (in some cases the change rather than pre-post levels were provided). Where possible a benefit-cost ratio using a three-year post project period was estimated.

Interpreting these results must bear in mind a number of important caveats:

- There was no specification in terms of what was included in the 'cost per programme' and therefore the costs which were presented to Montrose may have varied considerably between different organisations and even between different programmes implemented by the same organisation. These costs are also likely to differ considerably from the type of opportunity cost approach necessary for a reasonable benefit-cost analysis. For example, a project that invested in capital goods like equipment should be estimated at their annualized equivalent over the time period of the BCR estimation rather than the nominal project cost.
- Some programmes measured changes in earnings to be changes in income whilst others measured changes in earnings as changes in sales. Whilst sales and income are related the two are not exactly the same and high sales with high overheads could result in less income than lower sales and no overheads for example. There was no information provided on attribution of changes in income or sales to project activities. Most benefits estimates were likely measures of pre-post changes without incorporating a robust counterfactual.

<sup>62</sup> Given the young age of the SWTS sample population and the precarious nature of small business in Uganda for non-professionals, the income reported in the SWTS is also likely to be from recently established businesses.

### 6.1. FROM WORK STREAM ONE – Objective 3: Assess the extent to which the benefits of YDP demonstrated value for money bearing in mind social (gender, disability and citizenship) and equity gains through the project

The YDP project provided Montrose with the project budget and actual expenditures against the project budget categories. It was not possible to gather detailed information about the wide array of institutional strengthening investments as the project worked in more than thirty VTIs. Without this detailed information about implementation it was not possible to apply the ingredients method and estimate the economic cost per participant of the project. In order to approximate the cost of providing services to one additional participant, only the budget categories most closely linked to the direct cost of investments in strengthening the participating VTIs was utilised.

YDP project spending covers just a portion of the opportunity costs of providing skills training to one additional participant. While YDP investments enabled participating VTIs to improve the quality and scope of their programmes, YDP spending did not cover the costs of the installed physical and human infrastructure in the VTIs necessary to provide the training.<sup>63</sup> As training requires these inputs (VTI resources), they must be included in the estimation of costs of improving employment outcomes.

To estimate a complete opportunity cost<sup>64</sup> of providing the enhanced programme of skills training a figure of 1,000,000 UGX<sup>65</sup> per participant was added to the expenditures of the YDP project in strengthening the training institutions as can be seen in table 6.1 below:

Costs per participant YDP	
Direct training costs (unit cost of VTIs)	1,000,000 UGX
Institutional strengthening and support to training YDP (unit cost)*	2,300,000 UGX
<b>Total unit costs</b>	<b>3.300,000 UGX</b>

**Table 6.1: The Cost per participant calculations for YDP**

The benefits of completion of the YDP skills programme were calculated on the basis of increasing the percentage of youth who had an income. As presented previously, the percentage of project participants that had an income at intake was about 30 percent, while the tracer studies found that 70 percent of youths had an income post-project. Using the mean monthly income from the tracer studies of 140,000 UGX, increasing from 30% to 70% the percentage of youth represents a net economic increase in earnings of 56,000 UGX per project participant.<sup>66</sup>

Table 6.2 below presents estimates of the benefit-cost ratio for the YDP project. The ratio is nearly positive after 3 years (0.8 or 0.9 depending on assumptions about annual job loss) and positive after

<sup>63</sup> Facilities, electricity, communications, base salaries of instructors and support staff, etc.

<sup>64</sup> In order to compare strategies and approaches it is necessary to capture the complete cost of all ingredients necessary for implementation – including using shadow costs for necessary inputs that may be provided without direct monetary costs (volunteers, the use of facilities, time of participants, etc.)

<sup>65</sup> Whilst this amount may appear arbitrary, it was not possible to collect exact information of ‘real’ costs for every different course offered at every VTI. Therefore, this amount was estimated and discussed with YDP who agreed to the estimation when it was presented to partners

<sup>66</sup> Using 140,000 UGX as the wage and increasing from 30 percent to 70 percent the percentage of youth receiving the mean wage results in a 56,000 per month increase in wages per project participant.

5 years. The benefit-cost ratios suggest that the returns to the YDP project were positive with more than one UGX of benefit for every 1 UGX of cost after 5 years.

<b>All income maintained</b>						
<b>Benefit - Cost Ratio</b>						
	"Benefits": average additional monthly income for participants	Costs	Present Value of benefits in 3 years	Present Value of benefits in 5 years	Benefit-Cost Ratio (3 years)	Benefit-Cost Ratio (5 years)
YDP (average all courses)	56,000	2,150,000	1,901,000	3,078,000	0.9	1.4
<b>15% per year job loss</b>						
<b>Benefit - Cost Ratio</b>						
	"Benefits": average additional monthly income for participants	Costs	Present Value of benefits in 3 years	Present Value of benefits in 5 years	Benefit-Cost Ratio (3 years)	Benefit-Cost Ratio (5 years)
YDP (average all courses)	56,000	2,150,000	1,635,000	2,304,000	0.8	1.1

Table 6.2: The Cost-Benefit Analysis for YDP against various scenarios and assumptions

## 6.2. FROM WORK STREAM TWO – Objective 3: Assess the extent to which the benefits of the NUYEP programme demonstrated value for money

The NUYEP project assessed economic outcomes through follow up surveys administered between six months and one year after participation in the project. Individual data for the final evaluation was provided for three follow up surveys administered at different points in time. The follow up surveys were not intended to be sequential and the sample populations for the three surveys are independent – although there are individuals who are represented in more than one survey. For the analysis of the economic outcomes of the project and the assessment of VfM the three follow up surveys were combined into a single post participation follow up in order to increase the sample size. In those situations, where individuals appeared in more than one survey, the most recent record was used.

While the NUYEP project results framework includes changes in income as an indicator of economic impact, only one (the final) follow up survey contained income information. In order to maximize the sample size, sales which were captured in all three follow up surveys were utilised. Sales expressed as sales per day, sales per week or sales per month were all converted into a 'sales per month' equivalent. Individual records from the follow up surveys were matched to participant information collected from individuals at intake. The final data file for analysis included:

- demographic characteristics of participants
- level of education and training
- household composition
- prior business experience
- household wealth and current business income
- type/intensity of project support provided and
- follow-up information capturing the status of the business, current sales and the current number of branches and employees

Using the individual level records from the follow up surveys matched to the most recent extract of complete project participants from the NUYEP data system, complete records could be constructed for 10,989 individuals. The difference between the number of complete cases Montrose was able to construct and the totals in project reporting is small enough to suggest that there is unlikely to be any bias in the analysis resulting from these differences in total number of participants. The discrepancies are likely the result of issues regarding the sequence of when the different tables were extracted from the live central database system and the aggregate numbers reported in the final evaluation should not be interpreted as an assertion that the project reporting was inaccurate.

Overall 69% (7,578) of the 10,989 participants provided responses to at least one of the three follow up surveys. To examine for potential selection bias in interpreting the results of the follow up surveys, the probability of participants providing responses to at least one of the surveys was calculated across different categories that might be expected to have some effect on the measures of economic outcomes. The probability of being selected for a follow up survey for various categories of participants are presented in table 6.3:

**Table 6.3: Analysis of the probability of selection for follow-up by NUYEP**

		Probability of selection for follow up		
		Participants	Follow up	Prob
Overall probability		10,989	7,578	69%
Gender	Female	4,907	3,318	68%
	Male	6,078	4,260	70%
Age	under 18	600	349	58%
	18 -21	2,624	1,768	69%
	22-25	3,467	2,399	67%
	26-31	2,539	1,817	72%
	32 +	1,755	1,245	71%
Education	Not complete primary	432	200	46%
	Complete primary	585	424	72%
	Incomplete Secondary	4,660	3,276	70%
	Complete Secondary	3,263	2,403	74%
	Post secondary cert/dip	879	548	62%
	University completed	1,166	727	62%
Wealth (assets)	bottom 20%	2,121	1,198	57%
	Quintile 4	2,180	1,484	68%
	Quintile 3	2,228	1,554	70%
	Quintile 2	2,227	1,661	75%
	top 20%	2,123	1,598	75%
Sub Regions	Acholi	1,449	909	63%
	Karamoja	1,529	947	62%
	Lango	2,740	2,236	82%
	Teso	2,053	1,597	78%
	West Nile	3,218	1,889	59%
Had business at initial training	Yes	4,329	3,230	65%
	No	6,656	4,348	75%
Type/level of support	BEST training only	2,938	436	15%
	BEST and one follow up or specialized training	4,652	3,957	85%
	BEST and two follow up or specialized trainings	1,854	1,732	93%
	BEST plus mentor or counseling	1,531	1,453	95%
note: not all subgroups sum to 10,989 due to missing values				

The probability of a participant being included in any follow up survey was 69%. The probability of being included in the follow up sample was roughly the same for men and women and across age groups. Participants that had less than a complete primary education and those that had post-secondary education were somewhat under-represented in the follow up surveys. There was relative parity in the probability for inclusion in the follow up surveys across households of different wealth quintiles (at intake) except that the very poorest 20 percent were under-represented. The percentage of participants included in the follow up surveys was higher in Lango and Teso than in the other sub-regions of Northern Uganda. The participant characteristic that had the largest effect on the

probability of being included in the follow up survey was the level or intensity of project support received.

Beneficiaries who participated in the 5-day BEST training and no other type of additional support had only a 15% probability of being included in any of the three following surveys, while participants who received additional training and/or mentoring had an 85% to 95% probability of being included in at least one of the follow-up surveys. Rather than an intentional bias, this discrepancy is likely the result of participants who had more contact with the project presenting themselves for follow up surveys than those who only participated in a once-off five-day BEST training.

While this selection bias in relation to type and intensity of programme support was not intended to influence the reporting of results, the non-random probability of being selected across different levels of support does mean that follow up data is not representative of project participants and that any differences in pre-post results generated from the follow up data represent an unknown combination of project impacts and the self-selection of more successful participants into the follow up data pool.<sup>67</sup> The data does, however, allow an examination of how economic outcomes differ by level/intensity of support.

Enterprise Uganda provided Montrose their direct internal costs for the five-day BEST training and the one-day follow up or specialised training. Enterprise Uganda also provided a description of the counselling and mentoring modalities as well as the travel/incidental costs and honorariums associated with these interventions, where applicable.

These costs were expressed as costs per training or costs per participant. Enterprise Uganda also provided information about attendance for the different types of training. These typical attendance figures were used to calculate per participant (unit) costs. The professional inputs into the trainings were provided by a combination of Enterprise Uganda staff and contracted consultants. For Enterprise Uganda staff, their annual compensation was used to estimate opportunity cost for providing the five-day and one-day training. The unit costs for the different modalities of NUYEP support was used to estimate the opportunity cost of providing the different levels of support provided to NUYEP participants<sup>68</sup>; BEST training only, BEST plus one additional follow up specialised training, BEST plus two or more follow up or specialised trainings<sup>69</sup>, and BEST plus counselling or mentoring as seen in table 6.4 below:

<b>Cost per participant NUYEP</b>	
<b>Unit cost BEST</b>	<b>234,723 UGX</b>
<b>Unit cost BEST + 1 follow up</b>	<b>267,974 UGX</b>
<b>Unit cost BEST + 2 or more follow up (3)</b>	<b>334,477 UGX</b>
<b>Unit cost BEST + counseling</b>	<b>459,723 UGX</b>
<b>Weighted cost (all levels of support)</b>	<b>279,146 UGX</b>

**Table 6.4: Cost-per-participant for NUYEP; calculations based on intensity of support given**

For NUYEP enterprise/entrepreneurship promotion a benefit cost ratio over three years (post project) completion was estimated using the marginal costs of providing the four levels of project support and

<sup>67</sup> The impact of this non-random inclusion would be to overestimate the project impact.

<sup>68</sup> As captured in the NUYEP follow up surveys

<sup>69</sup> An assumption of three trainings were used to estimate the unit cost.

the mean profit/net income from participants who received that level of support.<sup>70</sup> The estimation of benefits in table 6.5 are those benefits that accrue to individuals in excess of what would be the expected level of sales for a business owned/run by a young person (18-29 years of age) in Uganda.

Table 6.5 below presents estimates of the benefit-cost ratio of NUYEP enterprise promotion and entrepreneurship training. The second column, additional benefits, was calculated on the basis of comparing the mean “net” income from reported sales for each type of NUYEP programme participant to the income from sales estimated for youth 18-29 years of age in the SWTS survey. Net income for NUYEP participants was estimated on the basis of reported sales using a method described in section 5.2 and summarised in table 5.4. NUYEP participants who received BEST only or BEST plus 1 follow up or specialised training did not have estimated net income from sales that exceeded net income from sales for other similarly educated youth in Uganda reported in the SWTS survey. This results in an estimated benefit attributable to participation of 0 UGX. NUYEP participants with more intensive support did have estimated net income from reported sales that exceeded the benchmark figure estimated on the basis of net income for youth involved in business in Uganda (SWTS) by 58,800 UGX per month for participants attending BEST and 2 or more follow up trainings and by 121,200 UGX per month for those attending BEST and receiving business counselling.

Additional monthly net income was converted to a present value over three years and over five years using a 3% social discount rate. A benefit cost ratio is calculated by dividing the present value of the benefits by the unit cost for the different levels of NUYEP support. Each section of the table provides an estimation of the BCR over a 3-year and a 5-year period with a different assumption about the sustainability of the businesses – all businesses were sustained for 5 years, 15% of businesses failed each year and 25% of businesses failed each year.

The last row in each of the sections provides an estimate of the overall BCR of the project. This overall BCR is estimated by weighting the results for each of the levels of support by the percentage of participants that received that level of support in the project.<sup>71</sup> These costs, additional net income, present value of net income and BCRs are estimated using the distribution of programme participants in table 6.3. For example, average benefits per month were estimated incorporating the results that indicated that for the 2,938 that participated in BEST only and the 4,652 participants that participated in BEST plus one follow up or specialised training there was no additional income attributable to the programme. This results an estimated average additional monthly income per programme participant of 26,816 UGX (total new monthly income/10,989 participants).<sup>72</sup> The same logic – using the proportions in the original participant population - was applied to estimate an average cost of 297,146 UGX per participant.

<sup>70</sup> Benefits that accrue to individuals involved in enterprises are net income / profits from sales. The net income/profits have been estimated on the basis of reported monthly sales and adjusted by the sector-specific ratio net income/profits derived from youths with businesses in the SWTS described earlier in the evaluation.

<sup>71</sup> See table 5.3 for distribution of participants by characteristics, including type of support received.

<sup>72</sup> 10,989 was the number of participants where the evaluators were able to construct a complete record. This may vary from project reporting. The reasons for this variance are discussed in section 4.



Benefit - Cost Ratio						
<b>Assumes all business sustained for 5 years</b>	<b>"Benefits":</b>					
	mean additional		Present Value of	Present Value	Benefit-Cost	Benefit-Cost
	monthly income		benefits in 3	of benefits in 5	Ratio	Ratio
	for participants	Costs	years	years	(3 years)	(5 years)
BEST only	0	(234,723)	0	0	0.0	0.0
BEST and 1 follow up or specialized training	0	(267,974)	0	0	0.0	0.0
BEST and 2 or more follow up or specialized training	58,800	(334,477)	1,996,000	3,231,000	6.0	9.7
BEST and counselling*	121,200	(459,723)	4,114,000	6,661,000	8.9	14.5
<b>NUYEP overall: weighted by type of support provided</b>						
	<b>26,816</b>	<b>(296,785)</b>	<b>910,225</b>	<b>1,473,713</b>	<b>3.1</b>	<b>5.0</b>
<b>Benefit - Cost Ratio</b>						
<b>Assumes 15% per year business failure</b>	<b>"Benefits":</b>					
	mean additional		Present Value of	Present Value	Benefit-Cost	Benefit-Cost
	monthly income		benefits in 3	of benefits in 5	Ratio	Ratio
	for participants	Costs	years	years	(3 years)	(5 years)
BEST only	0	(234,723)	0	0	0.0	0.0
BEST and 1 follow up or specialized training	0	(267,974)	0	0	0.0	0.0
BEST and 2 or more follow up or specialized training	58,800	(334,477)	1,749,000	2,420,000	5.2	7.2
BEST and counselling*	121,200	(459,723)	3,604,000	4,987,000	7.8	10.8
<b>NUYEP overall: weighted by type of support provided</b>						
	<b>26,816</b>	<b>(296,785)</b>	<b>798,000</b>	<b>1,103,000</b>	<b>2.7</b>	<b>3.7</b>
<b>Benefit - Cost Ratio</b>						
<b>Assumes 25% per year business failure</b>	<b>"Benefits":</b>					
	average					
	additional		Present Value of	Present Value	Benefit-Cost	Benefit-Cost
	monthly income		benefits in 3	of benefits in 5	Ratio	Ratio
	for participants	Costs	years	years	(3 years)	(5 years)
BEST only	0	(234,723)	0	0	0.0	0.0
BEST and 1 follow up or specialized training	0	(267,974)	0	0	0.0	0.0
BEST and 2 or more follow up or specialized training	58,800	(334,477)	1,547,000	2,004,000	4.6	6.0
BEST and counselling*	121,200	(459,723)	3,189,000	4,131,000	6.9	9.0
<b>NUYEP overall: weighted by type of support provided</b>						
	<b>26,816</b>	<b>(296,785)</b>	<b>705,557</b>	<b>914,000</b>	<b>2.4</b>	<b>3.1</b>

\*includes a limited number of participants mentoring (less than 10)

**Table 6.5: The Cost-Benefit Analysis for NUYEP against various scenarios and assumptions**

The most relevant BCRs are those that are weighted to reflect the entire participant population since the follow up population (participants in the follow up) is not representative of all project participants (see section 5 and table 5.3). Under each of the assumptions about the sustainability of businesses, the calculated BCRs are positive - indicating that adding new participants produces benefits in excess of costs. However, another caution in interpreting these results is that all the net profits from sales in the follow up were treated as new income attributable to NUYEP participation.<sup>73</sup> As about 40% of participants had existing businesses, the calculated additional benefits is likely to be an over estimate of changes produced by the project.

Finally, cost estimates presented are marginal costs – the cost of providing the NUYEP project to one additional participant. As described previously, the use of an ingredients method and marginal costs are necessary to construct an unbiased comparison of investment alternatives. This method does not include a number of set-up and coordination expenditures that would not be relevant to providing services to one additional participant.

What these methods cannot provide is an assessment of what DFID refers to as “economy” and “efficiency” of the project.<sup>74</sup> Without constructing alternative scenarios for how the project was delivered it is not possible to assess whether the project procurement of human and material resources were at a reasonable cost (economy) or the effectiveness of the implementation strategy at transforming these project inputs into the provision of enterprise development support and

<sup>73</sup> It was not possible for those with existing businesses at intake to make a reliable assessment of net income from sales versus pre project levels.

<sup>74</sup> DFID’s Approach to Value for Money (VfM). Department for International Development. 2011

entrepreneurship training (efficiency). As an alternative to assessing NUYEP delivery against feasible options, the Uganda DIFID office asked Montrose to gather information from other enterprise development and entrepreneurship initiatives for comparison. These comparisons are presented in section 6.3.

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### **6.3. Assess comparative strengths, weaknesses, results, costs and benefits of the YDP and NUYEP programme, benchmarked to a range of comparable projects in Uganda.**

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In order to provide project funders some capability to assess the relative economy and efficiency of YDP and NUYEP, Montrose solicited costs and outcomes information from youth employment, enterprise development and entrepreneurship training projects recently implemented in Uganda. For each of these projects the consulting team constructed a table providing: a description of the approach or strategy of the project, the characteristics of project participants and an expenditure per participant calculated on the basis of total project expenditure and the reported number of participants. On the basis of self-reported outcomes, the consulting team also calculated a BCR (where possible) incorporating the assumption that all benefits were maintained over a three-year period. The same type of calculation was also developed for the NUYEP and YDP projects.

The calculations in the table utilise expenditures rather than costs. As discussed previously, if a project is to be analysed from an investment perspective, then costs must be calculated as opportunity costs.<sup>75</sup> Costs can differ quite significantly from project expenditures depending on the nature of the inputs and activities (capital investments versus recurrent spending). The expenditure per participant in table in Annex 10.5 also does not reflect loss/attrition of participants – which can in some cases have a relatively large impact on project costs.

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#### **6.3.1. Comparing expenditure per participant**

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Expenditure per participant ranged from 88 GBP to more than 700 GBP. NUYEP expenditure per participant (195 GBP) was toward the lower end of the range of comparable expenditures whilst YDP expenditure per participant (478 GBP) was among the higher expenditure per participant examples. However, it is important to keep in mind that YDP sought to improve employment and livelihood outcomes through strengthening existing VTIs and some of this investment in enhancing the capacity of those institutions would be expected to continue to produce benefits for young people while other projects with spending focused on a specific intervention (like NUYEP) only provide benefits to youth who were participants during the project period.

Projects with lower expenditure per participant tended to be focused on working with upper-secondary school youth reaching them with entrepreneurial capacity building through their schools. Using existing schools resulted in efficiencies reaching a large number of beneficiaries at once. Other projects with low expenditure per-participant included one-to-one mentoring over Skype from business professionals around the world thus ensuring a low overhead cost with a more bespoke capacity support tailored to each beneficiary.

Amongst the programmes with the highest expenditure-per-beneficiary, activities included paid on-the-job training and apprenticeships or training with additional mentorship support for 6 months including placement with host employers mainly in Kampala with a few placements in the Northern and Eastern regions of Uganda. With both of these programmes overhead and activity costs were high

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<sup>75</sup> Assessing VfM requires weighing the benefits attributable to a project investment relative to all other potential uses for those resources (the opportunity cost).

due to the intensity of direct support each beneficiary received and the long time-period they were engaged with full time mentors/employers.

### 6.3.2. Comparing benefit-cost ratios

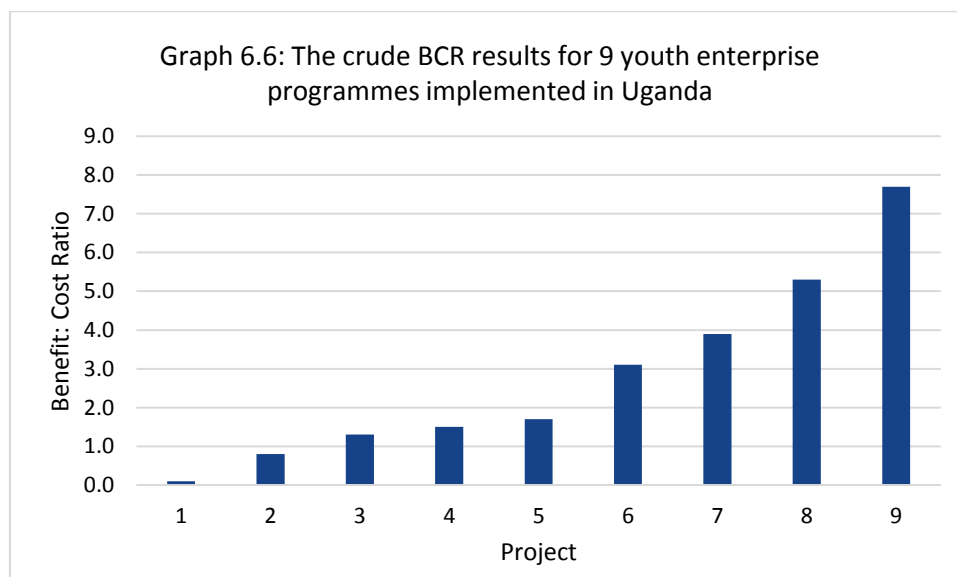
A “benefit-cost-ratio” was calculated for each project that was able to report economic outcomes (changes in income, sales, etc.). While these calculations are presented as benefit-cost-ratios it is important to emphasise that these estimates are more properly the ratio of:

#### **Project expenditures per participant : Per participant benefit**

as reported by the project. These would likely differ markedly from a more methodologically sound estimate of a BCR.

Project economic benefits were provided to Montrose by project implementers. These were typically on the basis of some type of “pre-post” analysis. These pre-post measures include changes in economic outcomes that may not be attributable to participation in the project. Another important consideration which cannot be determined from the information provided by the projects was whether the participants used to estimate the “post-project” benefit were representative of the total population of programme participants. Having no means to assess the selection bias in the pre-post estimate of benefits is also a serious limitation.

Of the 12 programmes whose expenditure per participant was calculated, only 10 were in a position to offer the information required to calculate the changes in participant earnings (sales or income) before and after the programme. The BCRs were calculated as previously outline and the results plotted in order of magnitude as seen in graph 6.6 below:



As can be seen, the BCRs range greatly from 0.1 to 7.7, meaning that for every 1 GBP spent the return on that investment varied from extremely negative with just 10 pence to almost 9 times the initial investment. As mentioned earlier in section 6.0, YDP’s BCR for a 3-year programme was 0.9 and NUYEP’s BCR for the same time period was 3.1.

Interestingly, of the two programmes in graph 6.6 with the highest cost-per-beneficiary, one programme had a negative CBA of 0.2 whilst the other had a positive CBA of 5.4. Therefore, it cannot be assumed that a programme with a high cost-per-beneficiary will result in a poor return on investment and rather, more importantly, it is how that money is invested and utilised that is the most important factor when assessing the value for money of any youth enterprise programme.

## 7. CONCLUSION

### 7.1. Consolidating the results: Theory of Change analysis

#### 7.1.1. YDP

The Theory of Change (ToC) model assumes outputs to be achieved during the course of the project and outcomes to be evaluated at the end of the project, with impact often being a goal the project contributes towards which is achieved many years after the end of the programme. Therefore, for the purpose of this evaluation, analysis of achievement against proposed outcomes will be carried out based upon the results presented earlier in this report.

Figure 6.1 below outlines the Theory of Change proposed by VSO for the Youth Development Project carried out in Northern Uganda. The proposed outcome is *'Increased economic opportunities and positive social engagement of youth in Northern Uganda'*. Given the results presented in this report, it can be concluded that this outcome has, to date, been largely achieved. However, it could be too early to evaluate the real, long-term increase in economic earnings of the participants considering many have only recently finished their training and are currently in the process of establishing themselves in their chosen area of employment.

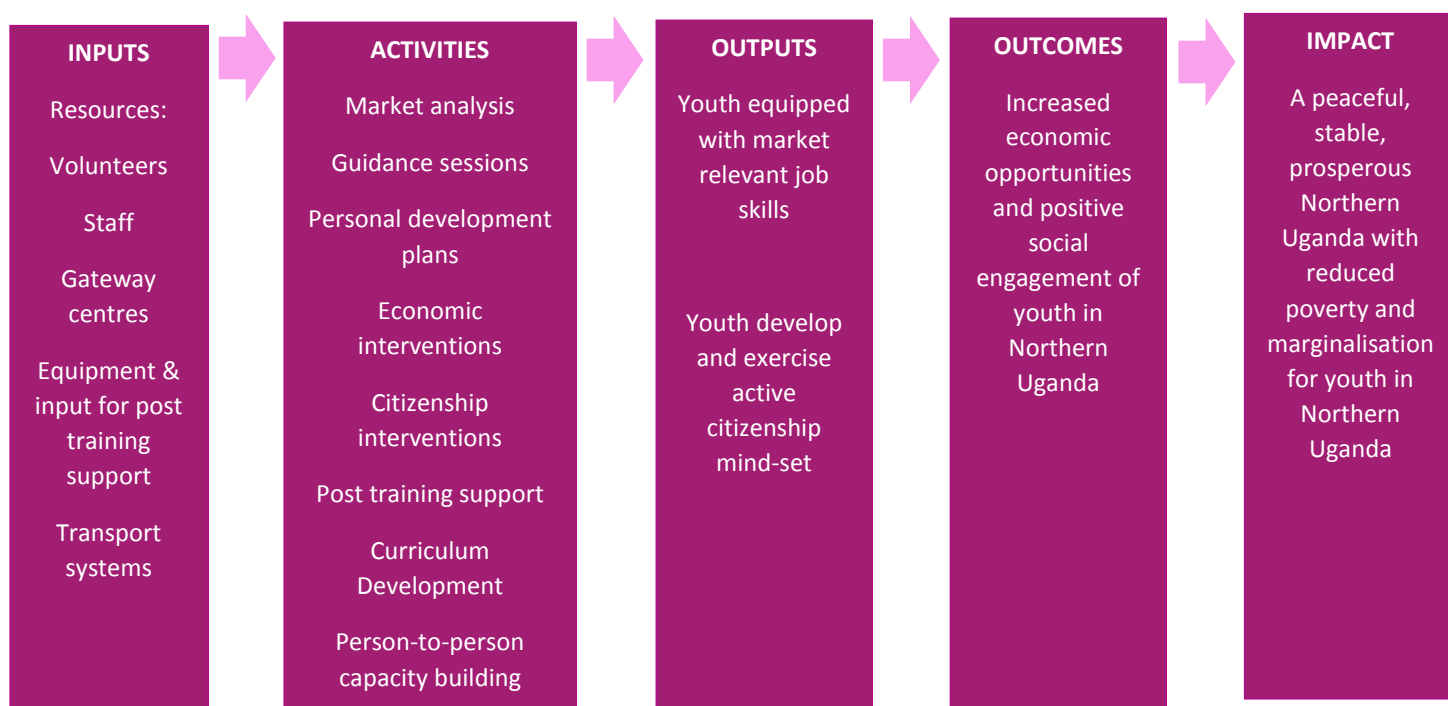


Figure 6.1: YDP Theory of Change Model

Earnings are determined by labour market demand and the supply of labour, so it is not surprising that YDP participants do not have higher earnings when compared to the general population of youth with similar levels of education. The economic impact on YDP participants is providing access to wages or self-employment in the form of a trade. Upon acquiring new skills, the number of beneficiaries without income declined dramatically. Compared to the overall youth population, YDP participants enjoyed a diversification in the source of their income away from (or supplementing) reliance on agriculture. Estimating the magnitude of the economic impact of increasing access to paid employment and self-employment is dependent on assumptions about the relative disadvantage of YDP participants compared to other youth. In the subsequent section on VfM a range of assumptions are used to estimate the magnitude of this impact.

While economic benefits to individual project participants are the focus of the project results framework and the evaluation, these benefits are realised through investments in enhancing the capacity of the more than 30 participating VTIs. These investments (in institutional capacity) would be expected to continue to produce benefits for subsequent cohorts of students, making any estimate based on project beneficiaries an underestimate of project benefits over the medium term.

In terms of 'social engagement', the YDP project also invested in developing broader outcomes for participants. To measure the impact of these activities, YDP assessed pre-post changes in individual knowledge, behaviour and practices. These results were generally positive as presented in the YDP KAP Surveys and Tracer Study reports where knowledge levels were above 90%, attitudes towards women improved with statistical significance and practices such as being able to manage money and seeking SRH services increased greatly. These social gains represent another category of positive economic outcomes whose longer-term impact on society cannot be easily captured during the short project and evaluation period but are nevertheless important to recognise and acclaim.

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#### 7.1.2. NUYEP

In comparison to the YDP programme, the NUYEP Theory of Change is complex and multi-faceted as shown in figure 6.2 below. Based on the results presented in this report, it appears the short- and medium-term have been largely achieved but, as with YDP, there are elements of the longer-term outcomes such as entrepreneurship being culturally imbedded in society and improvements in standards of living which results suggest it is too early to assess.

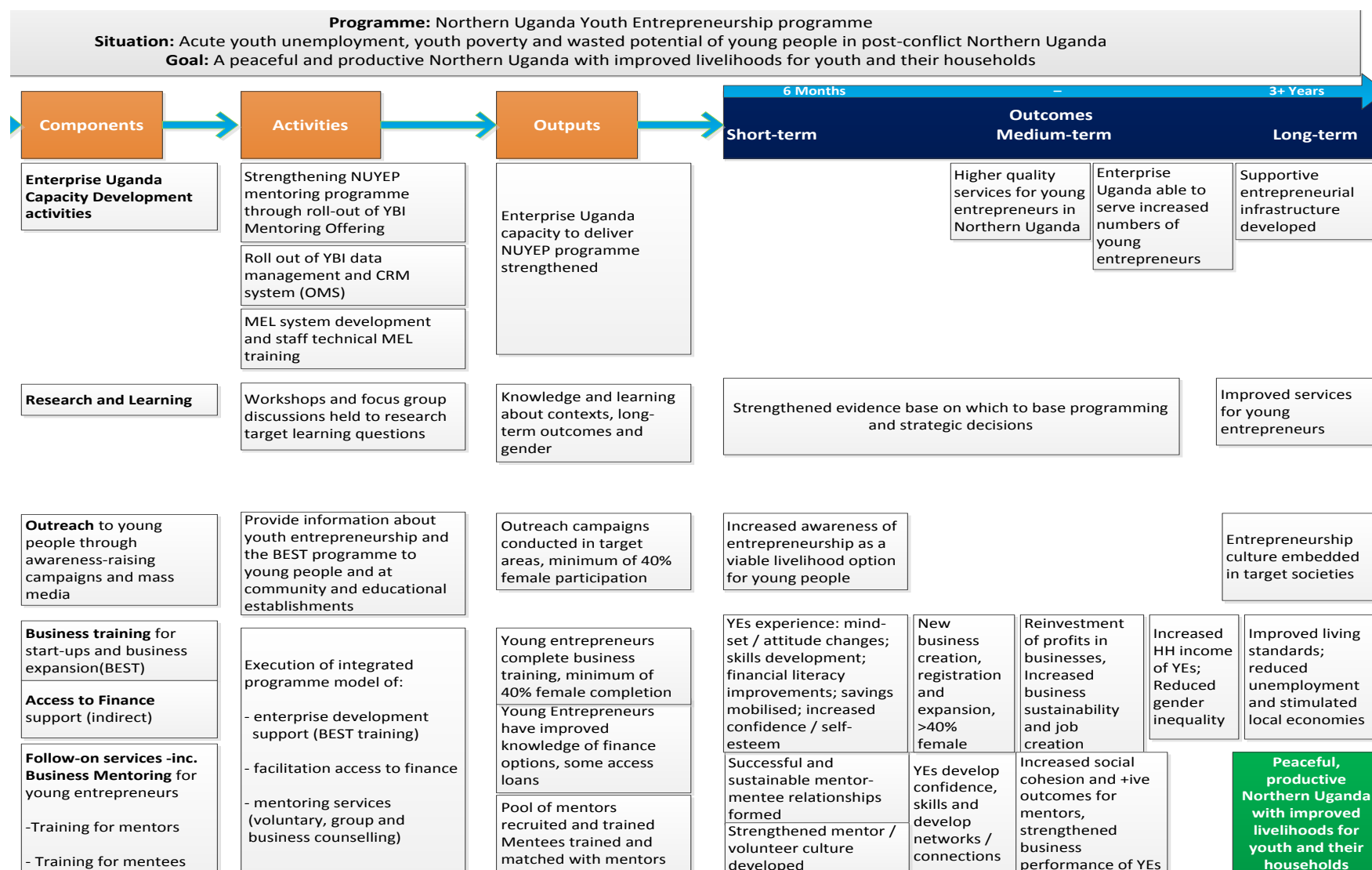


Figure 6.2: NUYEP Theory of Change Model



The analysis presented in this report suggests that the NUYEP project did have an economic impact for some beneficiaries. Those who received more intensive levels of support had higher levels of sales and estimated profits than a sample of similarly educated youth. Youths who received less support did not appear to outperform estimates from the population of youths involved in small businesses. A confounding factor in analysing outcomes for NUYEP was the fact that nearly 40 percent of the participants in the three follow up surveys had reported that they already had a business.

Another very important limitation in the evaluation is that economic outcomes (sales) were measured shortly after project intervention. A major challenge in enterprise development and youth employment in Uganda is the instability of these opportunities. By limiting the analysis to short term outcomes the evaluation is unable to incorporate more meaningful medium term outcomes.

Claims about the project creating new enterprises and new employment in those enterprises are difficult to evaluate. In the SWTS more than 85 percent of youths 15 to 29 years of age were economically active (working paid or unpaid, involved in business or currently in school/training). This would mean that any group of young people not currently active would very likely become active at a future time with or without participating in the NUYEP project.

In addition to direct indicators of economic impact, NUYEP invested in activities intended to enhance the knowledge, attitudes and practices (KAP) of participants. The desired changes included, amongst others: improving knowledge about the labour market and business development practices, life skills training, promoting positive attitudes about entrepreneurship possibilities and sensitisation to issues of gender and women's empowerment. As outlined in section 4.3 of this report, there was success in initiating changes in knowledge, attitudes, practises and gender of beneficiaries across the board regardless of the level of support they received. While the economic impact of successfully promoting these kinds of changes in participants are difficult to capture-especially in the short term – it is important to recognise that these project outcomes are also economic outcomes.

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## 7.2. Comparisons and synergies between YDP and NUYEP

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Both the NUYEP and YDP initiatives use indicators of economic impact in their project results frameworks including direct measures of economic impact such as increase in income for project participants and changes in employment status or – in the case of enterprise promotion – the formation of new business among participants and new jobs in those new enterprises. NUYEP and YDP measure and report their economic outcomes by comparing the status of a sample of individuals<sup>76</sup> before and after participating in the project.

While the “pre-post” measures of economic outcomes reported are useful for project management and reporting, they do not readily translate into a consideration of value for money (VfM). An assessment of VfM is intended to enable stakeholders to compare strategies and approaches on the basis of their impact relative to their costs. In order to make these types of comparisons it is necessary to understand the complete costs of the projects as well as outcomes that can reasonably be attributed to participation in the project.

Both NUYEP and YDP proposed to measure economic impact as the change in participants' income<sup>77</sup> relative to a baseline figure estimated from the Uganda 2009 Household Survey. However, few youths in Northern Uganda remain economically inactive. Whether this activity is subsistence agriculture, small scale trading, casual labour or self-employment in a trade, many of the youth who were initially

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<sup>76</sup> Follow up surveys in the case of NUYEP and tracer studies in the case of YDP.

<sup>77</sup> Estimated from a “follow up” or “tracer study” sample of participants.

identified for participation in the projects were recruited on the basis of lack of employment and low income even though they would likely have become economically active anyway thus increasing their income over the same period of time regardless of their participation in a training or enterprise/entrepreneurship promotion initiative. That said, both projects appeared to have some level of return on investment when considering the non-monetary economic benefits of the social gains in addition to the improved economic outcomes.

Whilst both projects were targeting youth, focusing on improved livelihoods and operating in Northern Uganda, their approach to achieving increased economic outcomes was very different. YDP focused on up-skilling youth to increase their ability to qualify for employment opportunities, to diversify the market reducing the high reliance on agriculture for subsistence in Northern Uganda and to target the poorest and most marginalised in society. In contrast, NUYEP focused on building capacity of entrepreneurs, targeting anyone who was interested but self-selecting for those 'high-flyers' willing to invest their time and money to better their skills. Therefore, whilst the outcomes in terms of economic returns can be compared, the journeys to those outcomes are vastly different and it could be argued that the best possible solution with the highest return on investment would be to create synergies; to create a synergised programme whereby the young people who graduated from YDP vocational institutions are then enrolled in the NUYEP programme to expand their entrepreneurial skills-base. This would ensure beneficiaries are both highly skilled in their profession and have the capacity to grow and expand their business through improved entrepreneurship.

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## 8. RECOMMENDATIONS AND LESSONS LEARNT FOR FUTURE PROGRAMMING

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### 8.1. Considerations in assessing Value for Money in skills and entrepreneurship programmes

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#### 8.1.1. Incorporating measures of value in the project design

Having a means of assessing the relative VfM of alternative actions enables development partners and government to choose the mix of actions that maximize the impact of their limited resources on improving livelihoods for young people. Consideration of assessing VfM is best incorporated into the project design phase or in evaluating project proposals.

Typical project reporting – while relevant for evaluating the performance of a project in achieving its objectives – has limited use for the assessment of VfM. Project outcomes are usually presented as before and after measures of participant characteristics (employment, earnings, sales, etc.). However, assessing the value produced by a project requires that there be some rigor applied in attributing outcomes to project activities. Simple before and after measures capture all changes in participants – those that could reasonably be attributed to the project (the treatment effect) as well as other changes that are a function of the passage of time, changing conditions or other factors. This inclusion of all changes can result in a significant over or under estimate of the value produced by the project. When VfM is utilised to guide choices among alternatives projects, programmes or policies, these errors in estimating benefits can result in inefficient choices.

The most robust method for attributing project outcomes to project activities is the use of a randomised control trial (RCT). In RCT individuals from the target population of the project are randomly assigned to participation or a control group and information is gathered at the baseline and end-line for both participants and non-participants. Random assignment of individuals from the target population to a participant or control group, reduces the differences in the participant and control groups to whether or not they received the project support.

While RCT is the most robust method for assessing the relationship between project outcomes – or value – and project actions, there are many practical and political reasons government and development partners infrequently engage in this type of experimental research. Implementing an RCT involves time and effort in developing selection criteria, elaborating selection protocols guaranteeing random assignment and collecting information from individuals who may not receive any project support or benefits. In most cases both government and development partners prefer to allocate resources to provide services to more participants rather than utilize scarce resources to implement an RCT.

Fortunately, there are alternatives that fall between the rigorous experimental approach of RCT and the use of simple pre-post project changes without counterfactuals or controls. Some of these less intrusive and less rigorous alternatives can provide more reliable evidence of project value than pre-post project changes while not consuming large portions of project budgets. While these alternatives do represent some sacrifice in terms of statistically robust estimates of project value they do represent improvements over simple pre-post project comparisons.

One possible means of developing more valid assessments of project benefits is to look for possible natural experiments. In a natural experiment similar individuals are assigned to participation in the project or non-participation by “natural” factors outside the control of the researcher. The classic example of a natural experiment was the analysis by John Snow of the cholera epidemic in London in 1849. Snow studied the impact of a change in the source of piped water to households made by one of the two providers of piped water in London. When one provider moved its intake source for its system further from London the source of water changed for all households served by that company while the source remained the same for households served by the other provider. When Snow examined the results of this natural (not under researcher control) change in the source of water he clearly demonstrated the link between drinking water and cholera. Other examples include an analysis of the impact of a change in minimum wage on employment in the USA.<sup>78</sup> The researchers examined changes in employment in fast food restaurants in adjoining states – one which implemented an increase in minimum wage and another that did not. By comparing employment, prices and wages in the two adjoining states before and after the minimum wage increase, the researchers were able to assess the employment impact of the minimum wage increase.

The number of participants in a project is usually a function of the project budget rather than the population of potential participants. This “natural” assignment of some young people to participation and others to non-participation is frequently on the basis of geography. As in the example of the study of minimum wage, comparing youth in similar and geographically proximate locations could provide a means of establishing a reasonable estimate of the impact of participation in a project without the burden of a formal random assignment to participation or control. The additional costs would include collection of data in the non-participating communities. As would be the case for RCT, a power analysis would provide the necessary sample size.

Another possible strategy for developing a more reliable estimate of project impact is the use of non-random sampling methods. In the snowball method the project would recruit a control group of participants’ acquaintances. Depending on the relevant question, a sample of participants could be asked to identify someone who was in their class at school and lived nearby, someone who had not finished school but was not participating in the project, their closest acquaintances, etc. While less rigorous than a natural experiment, if well-designed and implemented this type of non-random sampling would enable projects to assess the impact and value of a project without reliance on just

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<sup>78</sup> Minimum Wages and Employment: A Case Study of the Fast Food Industry in New Jersey and Pennsylvania. David Card, Alan B. Krueger. NBER Working Paper No. 4509. September 1993

the changes in participants over time providing the sample was large enough to be statistically significant.

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#### 8.1.2. Using costs rather than budgets or expenditures

Examining expenditure per participant provides government and partners important information about a project. However, expenditures per participant is not equivalent to cost per participant. The limitations and the consequences of using project budgets as a proxy for “cost” have been emphasised in section 3.1.4 and in section 6. The process of building an estimate of unit costs consistent with the economic concept of opportunity cost using the ingredients method should be undertaken once a final implementation strategy has been developed, tested and is underway. Where appropriate this calculation of unit costs should incorporate attrition into the calculation. If realising benefits is only possible upon completion of the project, the calculation of unit costs should answer the question, what is the cost of producing one additional person who completes the programme?

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#### 8.1.3. Assessing economy and efficiency

In the analysis of NUYEP and YDP, the evaluators were not in a position to assess the economy or efficiency of either project. It is only possible to assess the economy and efficiency of the mode of project implementation when it is compared to another technically feasible alternative. Constructing and costing these alternative scenarios of project delivery can begin once the project is underway and requires a significant input and feedback from project implementing partners. Therefore, it is recommended that this is included in future programme designs.

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### 8.2. Beneficiary branding, certification and franchising

When designing future youth enterprise projects, to ensure beneficiaries are competitive within the market a branding or certification scheme could be created to accompany the government DIT certification which represents the additional training that the project beneficiaries have had outside of the basic vocational skills training such as literacy, numeracy and entrepreneurship. Creating a reputation within the market which brands project beneficiaries as highly trained with a good attitude towards work and positive work ethic could ensure higher rates of employment of beneficiaries in the future, thus increasing the value for money of the intervention.

Should future programmes employ a similar approach to NUYEP, this lends itself to create a form of social franchise. Once the beneficiaries pay their initial 5,000 to be part of the scheme that could be seen as their ‘franchise fee’, as people self-select into more intensive support they could upgrade to a ‘Silver’ and ‘Gold’ type franchise. With the correct marketing to create reputation within the market, this branding could increase both the fees project entrepreneurs are able to charge their customers and as well as increasing their customer base as they would be seen as ‘Gold Standard’ businesses.

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#### 8.3. Capacity building and identification of mentors and counsellors

It is clear from the analysis presented that those NUYEP beneficiaries who see a real return on investment have had the benefit of more intensive mentoring and counselling support. However, the number of mentors and counsellors available is limited and therefore this minimises the scale at which this intervention can operate. Therefore, should similar interventions be implemented it is recommended that further capacity building and investment be made into identification and training of potential mentors and counsellors. Since the programme is now well-established with some highly successful entrepreneurs emerging, there may be potential – should the NUYEP programme continue

- for those NUYEP beneficiaries who have been the most successful to become mentors themselves having been through the process and experienced establishing and growing a business.

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#### 8.4. In-depth analysis of beneficiaries who achieved the highest ROI

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Only 13.9% (n=1,531) of NUYEP participants received BEST plus counselling and mentoring. The NUYEP approach encourages self-selection of those 'high flyers' who are already successful or showing real business potential and they receive this more intensive level of support. Thus they are the people who have achieved far higher returns on investment. Similarly, with the YDP programme there were some outliers who achieved very high income levels, hence why the 2.5% trimmed mean was applied to the BCR analysis. In addition, analysis showed that people with disabilities earned a higher income than those without. The analysis completed as part of this evaluation showed no difference in terms of education, gender, course taken or sector of work between the higher and lower earning participants. What would be interesting would be a more in-depth psychological assessment of those participants who were exceptionally successful. This could inform future programme design with respect to who should be targeted and whether the criteria for inclusion in a youth enterprise programme was more than demographic e.g. rather than selecting participants based on socio-economic status, gender, age, disability, instead the selection process could include criteria related to those people/personalities with a natural flair for business or with high motivation levels thus a determination to achieve high levels of income. This form of selection could potentially result in higher returns on investment and thus even better BCR ratios and participant outcomes.

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#### 8.5. Disabilities

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Whilst the YDP project, and to a lesser extent the NUYEP project, catered for people with disabilities as a key beneficiary target group the disabled beneficiaries, despite gaining the same skills as their more able-bodied peers, continue to face challenges when it comes to remaining competitive within the market. Those with disabilities which affect communication often find it hard to negotiate with suppliers and customers, whereas those with disabilities which affect their ability to move around or carry heavy loads often have to rely on paying additional costs for transportation of goods. Therefore, it is recommended that when designing similar programmes in the future, implementing organisations explore the possibility of creating aids or linking with other NGOs such as Handicap International<sup>79</sup> who create aids for the visually impaired and those with physical disabilities. Similarly, linkages with innovators such as the UNICEF Innovation Lab in Uganda<sup>80</sup> who could be interested in a partnership whereby they work with disabled beneficiaries to understand their challenges in the market place and design potential prototypes for beneficiaries to trial may provide a fruitful solution.

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#### 8.6. Gender inequalities

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Addressing gender inequities, discrimination and roles within society through livelihood support is challenging. Whilst increasing women's access to finance can act to increase empowerment and reduce power imbalances within the household, it can similarly lead to increased Gender-Based Violence (GBV) as the males within the households feel threatened with the changes in power. Therefore, when addressing gender as part of a livelihoods programme it is important to have a holistic approach. Giving women the tools they need to cope with gender-based discrimination is important in the short-term to ensure their psycho-social wellbeing is maintained and remains positive.

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<sup>79</sup> <http://www.handicap-international.us/uganda>

<sup>80</sup> <http://www.unicefstories.org/2014/07/17/unicef-brings-together-bright-minds-in-uganda-to-tackle-tough-problems/>

However, this does not address the more complex longer-term issues of challenging women's roles and promoting them as equal members of society.

Therefore, when designing youth enterprise programmes, it is recommended that gender issues are addressed not just through training women to identify GBV and discrimination but using a multi-faceted approach focusing on:

- (iv) the legal framework at national level advocating for policies to be in place to ensure women are paid equally, have equal access to jobs, are respected equally in the workplace and are not subject to sexual harassment;
- (v) the role of men in championing the rights to equality in the workplace or in business through trainings on masculinity and using techniques such as Gender Model Families to re-distribute tasks within the household resulting in overall increased household income;
- (vi) the empowerment of women to have a voice in their communities, to understand how to face inequalities and to support one another to speak up safely.

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## 9. KEY LEARNING POINT: FEMALE PARTICIPATION

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Vocational and enterprise training in Uganda is culturally assumed to be more for males than females. As a result, there is a stigma associated with females attending such institutions. Both YDP and NUYEP learnt that there was a need to implement special measures to both encourage and enable more female participation. For example, crèche services were made available for those young mothers who were unable to access services as a result of having children to care for. Similarly, affirmative action was taken to employ more women at the VTIs as a means to encourage more female learners. Without these actions NUYEP and YDP would never have achieved such noticeably high levels of female participants. Therefore, it is recommended that when designing future programmes or similar interventions, other actors learn from YDP and NUYEP's example and consider how to increase female participation by designing interventions that address the barriers to women's access and involvement in such programmes.





## 10. ANNEXES

### 10.1. Annex 1 – Bibliography

- Ministry of Finance, Planning and Economic Development, *'Harnessing the Demographic Dividend; Accelerating socio-economic transformation in Uganda'* (2014).
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## 10.2. Annex 2 - Terms of Reference for the NUYEP Evaluation

### DFID Uganda: Post Conflict Development Project Terms of reference: Final and comparative evaluation of the Youth Development and Northern Uganda Youth Entrepreneurship programmes and Project Completion Report

#### Contract Summary

<b>Tender Release Date:</b>	Monday August 10th, 2015	<b>Deadline for submission of proposals:</b>	5pm Uganda time, Friday , September 9th, 2015
<b>Name/Title:</b>	Final and comparative evaluation of YDP and NUYEP	<b>Work Dates:</b>	September 28st 2015 – January 31st 2016
<b>Work Sites:</b>	Up to 12 selected districts across Northern Uganda  Kampala	<b>Debriefings to be Held with:</b>	VSO, Enterprise Uganda, YBI, DFID Uganda  1 public meeting
<b>Purpose:</b>	Three main work-streams:  1.End of programme evaluation: The Youth Development Project (YDP) 2.End of programme evaluation The Northern Uganda Youth Entrepreneurship programme (NUYEP)  3. Comparative analysis of YDP and NUYEP with cost benefit analysis	<b>Date of Debriefings:</b>	Approx December 2015
		<b>Date of interim report</b>	December 31 2015
		<b>Date(s) of Final Reports:</b>	Work stream A: January 31 Work stream B: January 31  Work stream C: February 28
<b>Total estimated budget:</b>	£100,000 (including travel, expenses and taxes)		

## I. INTRODUCTION

DFID Uganda plans to commission a team of evaluation consultants to conduct a final and comparative evaluation of the programmes outlined below. The two programmes are focused on youth skills in Northern Uganda, delivered by Voluntary Services Overseas (VSO) through a) Technical and Vocational Education Training (TVET) colleges and b) Enterprise Uganda's (EUG) 'BEST' entrepreneurial training package, and run from June 2013 to December 2015, supported by Youth Business International (YBI). The programmes target income and other benefits for a total of 25,900 beneficiaries. Benefits are measured from baseline data for beneficiaries entering the programme, and then from follow up data captured at intervals following the interventions. In the case of VSO and the TVET colleges, an additional focus is on the sustained improvements in capacity of the TVET colleges, measured by capacity assessments. In the case of YBI and EUG, an additional focus is on capacity development with EUG in the areas of Monitoring, Evaluation and Learning (MEL), Mentoring and Technology.

Skills projects are under considerable scrutiny globally due to perceived and actual failings in delivery, impact, cost and evaluation. Projects are usually evaluated in isolation, limiting the lessons available for the development community. As a result, this evaluation contains a third 'comparative' component. The aim is to attempt a benchmarking based on costs and benefits of the two programmes, in addition to those other relevant benchmark projects currently operating in Uganda. All together, the three main work-streams will enable the evaluators to draft the DFID Project Completion Report documentation.

The evaluation should provide accountability for DFID's £10.5m investment in the projects, and should also provide important learning for the future design of related interventions in the skills area.

The work will consist of three linked work streams:

- A. Final evaluation of YDP
- B. Final evaluation of NUYEP
- C. Comparative analysis across YDP, NUYEP and other relevant interventions, including a Project Completion Report

Extension discussions are underway which may result in either or both projects running to end March. If additional training or other activities are undertaken during or after the evaluation process, these will not be included as part of the evaluated programme.

### About the programmes

#### Post Conflict Development Project

DFID Uganda's Youth Skills interventions are part of its Post Conflict Development Project (PCDP). PCDP is a multi-component, six year project with a value of £100m, covering health, private sector development, reconstruction and governance in the North of Uganda, which runs to December 2016. These terms of reference refer only to the evaluation of the youth skills sub-components, operating between June 2013 and March 2016. The VSO Youth Development Programme has a value of £7.9 million; the YBI Northern Uganda Youth Entrepreneurship Programme has a value of £2.7 million.

#### Youth Development Programme, VSO

YDP, led by VSO, targets 15,400 marginalised and disadvantaged youth with little or no education. Support provided by the TVET colleges, with the guidance of VSO volunteers and programme staff, cover two main strands:

1. The economic strand: Interventions include literacy, numeracy, vocational skills training, enterprise and soft employability skills training, and post-training support (e.g. apprenticeships, seed funding, job search support, mentoring).

2. The citizenship strand includes psycho-social support; appropriate life skills (e.g. reproductive health, conflict resolution, hygiene, nutrition); and self-empowerment and personal agency sessions, engagement activities (youth-to-youth), and bridging activities (youth-to-community).

Both strands are delivered through 6 month training courses at partner TVET colleges.

Long term capacity building of the TVET colleges aims to ensure elements of institutional sustainability. Capacity building focuses on financial management, curriculum quality and market relevance, delivery of social development services, and governance amongst other things.

### **Northern Uganda Youth Entrepreneurship Programme, Enterprise Uganda, YBI**

The Northern Uganda Youth Entrepreneurship Programme (NUYEP) aims to support 10,500 participants through entrepreneurship training and follow on activities, 80% of whom are youth (aged 18-35).

The programme offers an approach that emphasises starting and running an enterprise, transforming unemployed and under employed youth and their household members into business owners with an improved flow of income. YBI are the overall Grant Manager, with Enterprise Uganda acting as the Project Implementing Agency.

Training is delivered initially through mass-training events of up to 700 participants in a purpose built marquee over five days, with various forms of follow up support available.

### **Programme linkages**

Since inception, the two programmes have been exploring synergies with the aim of maximising impact for programme participants. YDP and NUYEP represent different and potentially complementary approaches to addressing the challenge of youth un- and under- employment in Northern Uganda. Overall objectives of the evaluation

The overall objectives of the evaluation are:

- Provide accountability for £10.5m of DFID Uganda expenditure
- Generate lessons to shape the design of future projects under DFID Uganda, VSO, YBI, EU, and other relevant development actors.
- Generate lessons to understand the relative costs and benefits of skills interventions
- Specific evaluation objectives for each work-stream are identified in the following sections

### **High-level projected timelines**

Work stream	Key tasks	Time period	Location
<b>Inception work</b>	Upfront alignment of key metrics across evaluations to allow meaningful comparisons and coherence	Sept 28 <sup>st</sup> – Oct 12 <sup>th</sup>	Open
<b>Final evaluation of YDP</b>	Full evaluation of YDP, meeting VSO objectives outlined below	Oct 12 <sup>th</sup> – Dec 20 <sup>th</sup>	Field work in northern Uganda (potentially in parallel with NUYEP)

<b>Final evaluation of NUYEP</b>	Full evaluation of NUYEP, meeting objectives outlined below	October 12 <sup>th</sup> – Dec 20th	Field work in northern Uganda (potentially in parallel with YDP)
<b>Comparative analysis</b>	Bridging comparative evaluation of YDP, NUYEP and other relevant programmes	October 12 <sup>th</sup> – Dec 20th	Open
<b>Report finalization and communication</b>	Delivery of draft report Presentation to stakeholders Finalization of report and PCR	20th December January 2016 Jan-Feb 2016	Kampala

See below for further details on each work stream and how these will link together.

## II. WORK-STREAM ONE: END TERM EVALUATION FOR THE YOUTH DEVELOPMENT PROGRAMME (YDP) IN NORTHERN UGANDA

### Section 1: Project Background

#### 1. Programme objectives

The impact<sup>2</sup> of the programme is to contribute towards a peaceful, stable, prosperous Northern Uganda with reduced poverty and marginalization for youth and their families. The outcome is *'increased economic opportunities and positive social engagement of youth in Northern Uganda'*.

The outcome target is measured by the following three main indicators:

##### 1. Number of YDP youth with decent jobs

##### Data Sources:

*Data: MIS Reports; tracer study records; and final VSO Tracer study with 50% sample*

In this context a decent job is measured as meeting at least one of the following criteria<sup>3</sup>:

- Working 40 hours or more a week;
- Attaining a minimum monthly income of UGX.141,000=; or
- Having been employed or self-employed for 6 months or expect to be in current employment for at least 6 months.

A counter-factual/control group is not available, but the evaluation should attempt to understand the added value of the project in relation to graduates employment and income.

##### 2. Percentage of YDP youth reporting increase in social capital (e.g. Increased networks amongst peers and community).

##### Data Sources:

*Primary data: Knowledge Attitudes and Practices Survey 2 and 3; Focus Group Discussion reports, Case studies*

Social capital is a contested concept; a key element in most definitions is a focus on positive social relations at a peer level (bonding) and/or between parts of the community (bridging). With respect to YDP this would translate as bonding: youth-to-youth and bridging: youth-to- community. There are a

number of dimensions or aspects of social capital including trust, networks, social inclusion, and volunteerism. The project has involved students in numerous community and social activities, with data concerning number and their impact captured.

*3. Gateway Centre and partner staff have increased organisational and technical capacity as measured by capacity assessment scores pre and post intervention.*

Data Sources:

*Capacity assessment scores during Annual Partner Review Process, volunteer capacity development reports*

## **2. The Establishment of Gateway Centres**

VSO's competitively selected six TVET Colleges to act as 'Gateway Centres' for the duration of the project. As well as delivering skills training courses and other related services, the Gateway Centres were required to competitively sub-contract an additional Vocational Training Institutes (VTIs) colleges. A total of 37 TVET colleges/VTIs were therefore involved in the project.

The Gateway Centres:

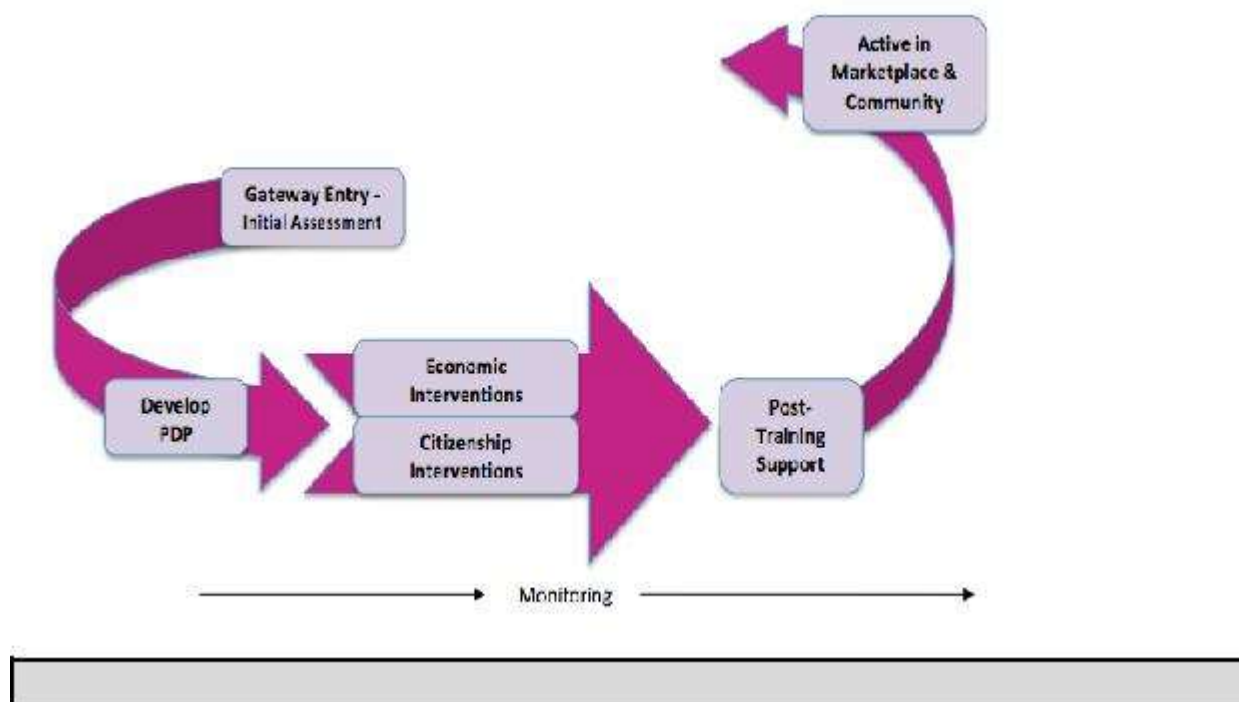
- provide or link beneficiaries to appropriate vocational and literacy/numeracy courses provided in the community or provided by the partnering VTIs
- provide or signpost youth to appropriate soft/life skills
- enable youth connected to the Centre to arrange 'engagement' activities
- support youth to access other services (other donor or government programmes and funds)
- provide post-training opportunities, including incubation space
- Act as an information hub for local jobs, apprenticeships, and industrial placements.
- Partner VTIs:
  - provide appropriate vocational and literacy/numeracy courses as required by local youth enrolled on the programme
  - provide appropriate soft/ life skills support for the enrolled youth
  - enable youth to arrange 'engagement' activities
  - provide post-training opportunities including incubation space if required
  - Provide information on local jobs, apprenticeships, and industrial placements.

## **3. Beneficiary selection**

Project Gateway Centres provide public notice of the programme, and receive applications from youth seeking admission in the coming school year. Application forms are obtained from the Gateway Centres, while Guidance counsellors are available to assist with application and registration. The role of the designated guidance counsellors ensures that the application forms are correctly filled and submitted. In each Gateway Centre, an assessment committee screens applicants based on the following criteria:

- Not in education or training for at least 6 months
- Out of school for at least 6 months
- Not in employment for at least 6 months
- Belong to age range 14 to 35
- Belong to the Gateway Centre location/district





Where there is an excess of students applying for the places available, preferential places will be given if the student is in one of the following categories:

- Child mother, orphan, formerly adducted, disabled, other vulnerable condition/s.
- Subjected to abuse or neglect (psychological abuse, physical abuse, sexual abuse, neglect)
- Suffered chronic disease/disability (HIV/AIDS, Sickle Cell, Epilepsy, other)

Fifty percent of the total eligible beneficiaries per gateway centres should be female.

Individually tailored packages of support for the youth (the beneficiaries) are developed as 'personal development plans'. The youth are interviewed when they first access the programme to develop the best pathway to achieve a secure livelihood.

#### The youth pathway from initial assessment:

Beneficiaries typically undertake a six month course at a TVET ('economic and citizenship interventions') in a market relevant vocational course, and then receive six months post training support.

## Section 2: Objectives of the YDP Evaluation

**Objective 1:** Assess the extent to which YDP contributed to increased economic opportunities and positive social engagement of youth in Northern Uganda.

**Objective 2:** Assess the extent to which YDP contributed to increased organization and technical capacity at partner institutions.

**Objective 3:** Assess the extent to which the benefits of the programme demonstrated value for money bearing in mind social (gender, disability and citizenship) and equity gains through the project.

## 4. Key evaluation questions

### Effectiveness:

- To what extent have the youth acquired new skills?
- To what extent have the youths put into practice the skills acquired?
- To what extent do youths participate in improved forms of community and social networks?

- To what extent have the GWCs and the VTIs capacity improved?

#### Relevance:

- To what extent were the skills taught relevant to the needs of the youths?
- To what extent are the vocational skills responsive to market demands?

#### Impacts:

- Have the youths used the acquired employability skills to obtain decent jobs?
- To what extent do youths benefit from improved personal, social or community skills/networks?

#### Sustainability

- To what extent are innovation and capacities introduced to the GWCs and VTIs by the project likely to be sustained and/or replicated?
- To what extent are skills acquired likely to be of sustained value to beneficiaries?

#### Efficiency

- What elements of the project could have been delivered better/more cheaply?

### **Section 3: Methodology**

The evaluation is expected to employ mixed methods of data collection. The consultants will be expected to analyse data provided, such as the baseline, follow up and post completion data, and institutional capacity assessment data. The evaluators will conduct focus group discussions and individual interviews with key informants, direct observations, stakeholders review and other suitable methodologies to get the relevant qualitative information. Consideration will be given to the possibility of interviewing a comparison group. Therefore the evaluation will include:

- a) Analyzing and verifying (through field trips) available project data,
- b) Generate limited data from comparison groups of youth
- c) An in-depth qualitative study to further investigate underlying causes which have led to the outcomes/findings in relation to increasing youth employment, income and social capital.
- d) A cost-benefit and Value for Money analysis of the programme
- e) Consideration of attribution and lessons for skills interventions

#### **Data availability**

A full M&E plan, consistent with the programme logical framework has been developed, generating the data required to assess programme performance. Data include:

- **Beneficiary Baseline data:** 50% of beneficiaries (selected at random) complete a Knowledge, Attitudes and Practices survey on registration and at key points during their development process. The initial survey also gathers demographic [e.g. age, gender, marital status, number of children & dependants, income, level of education & literacy etc.] and other relevant background information. This therefore provides baseline data for each cohort or programme intake and the programme as a whole.
- **Beneficiary monitoring and end-line data e.g. KAP surveys, post-training follow up and final tracer studies.**
- **Capacity assessments:** Each vocational training institute have undergone a series of capacity assessments – during tendering process, on award of grants, and additional follow up visits. Data captured includes scores for such categories as: curriculum, entrepreneurship, sustainability, guidance and counselling, partnership, information management, literacy and numeracy.
- **Management Information System:** A bespoke MIS database has been developed for partners and their sub-partners. Additional data captured in the system includes **Student**

**details** (attendance, DIT assessment results, seed funding, early exit from the course, etc.), **counselling/support** (e.g. business incubation, career, emotional, employment search, employment application/interview, financial, industrial placement, health, etc.), **active citizenship** (community activity e.g. community sensitization, community training, debating, games and sports, etc.), **post completion** (industrial placement, full time work, part time work, self-employed, etc.), **course attendance** and **course assessment**.

### Roles of the consultant/Firm

In addition to the tasks above, the consultant/firm will:

- a. Review relevant documents including: programme action research studies (Market, Gender & disability studies), the programme concept note, log frame, work plans, progress reports and other relevant literature. VSO will provide all orienting materials
- b. Work with the VSO M&E Coordinator, Head of Programmes and other relevant project staff to develop evaluation study tools (quantitative and qualitative).
- c. Pre-test evaluation tools and materials with communities/groups having similar characteristics as those of the targeted survey population. Review and finalize the tools prior to the study.
- d. Oversee the entire field processes including but not limited to identifying data collectors and facilitating their training and validating data collection tools and the actual data collection in the two programme regions.
- e. Establish the viability of conducting additional surveys with youth (including possible comparison groups) and undertake them. Conduct an in-depth qualitative study with other stakeholder groups identified and agreed by VSO.
- f. Conduct a full analysis including integration of data from KAP/baseline, follow up, post-completion and evaluation data (both surveys and qualitative).
- g. Submission of an end of project evaluation study report, datasets and field notes for review and further analysis (if required).

### Role of VSO

VSO will provide the following support to the consultant:

- Internal background materials to facilitate the TOR
- List of suggested resources and references for additional information.
- Regular check-ins to answer questions and facilitate progress towards the deliverables.
- Contacts to facilitate the tasks e.g. with mobilization of different participant groups.
- A full list of programme beneficiaries disaggregated by course, gender, location and partner to be used as a sampling frame for the intervention group.
- A list of competent Research Assistants for consideration/final selection by the consultant/firm (where possible).

### Section 4: Outputs and Deliverables

The following minimum outputs are expected from the Consultant:

- Inception report detailing the work plan, evaluation tools & comments to the TOR, list of documentation and reports to reference in the report, outline of final evaluation report within two weeks of contract start.
- Short workshop presentation to present the evaluation plan to key staff. Within two weeks of contract start.
- A detailed final report from a full analysis outlining among others; background characteristics of respondents, income and employment status, youths' exposure to various activities and platforms from the interventions, levels of social capital and how this compares to baseline data and to the comparison group. A draft for comment to be delivered December 31st 2015 and a final report by January 31st 2016

- Presentation of evaluation findings (design of PowerPoint of key findings) to VSO for sharing with key stakeholder including but not limited to programme partners and beneficiaries, DFID, the programme reference group, and high level ministry officials during a dissemination workshop and other forums. Before end of February 2016
- Final and cleaned raw data, field notes, including any pertinent documents generated through the data the collection processes. More generally this point encompasses the safe harbour as well as safe return of all documents or property belonging to VSO as provided or generated by the process. Before contract completion.
- Supporting documentation (e.g. geographical maps, sampling framework, etc., photographs generated during fieldwork) which would normally function as appendices to such a report. Before contract completion.
- Brief field report recording the process of data collection: what went well, what didn't work and why, recommendations for future studies. By January 31st 2016.

### III.WORK-STREAM TWO: END OF PROGRAMME EVALUATION: NORTHERN UGANDA YOUTH ENTREPRENEURSHIP PROGRAMME

#### Section 1: Project Background

##### 1. Programme objectives

The impact<sup>4</sup> of the programme is to contribute towards a 'peaceful, stable, prosperous Northern Uganda with reduced poverty and marginalization for youth and their families'. The outcome is: *the creation and/or expansion of 6000 sustainable youth and family-owned enterprises in Northern Uganda (3,500 Male owned, 2,500 Female owned(40%)), of which 1,225 enterprises create an additional job*

NUYEP targets. 13,500 people through its training. A key outcome target is that 70% of these beneficiaries see a 50% increase in income.

##### 2. What are the key Programme activities?

Enterprise Uganda is implementing their Youth Empowerment Programme Cycle (YEP Cycle) in five different regions (Acholi, West Nile, Lango, Teso and Karamoja). Activities fall into six stages:

**Stage 1:** Entrepreneurship Awareness and Mobilisation

**Stage 2:** Business and Enterprise Start-up Tool (BEST), mass training workshop for which participants must pay a nominal, one-off fee - **13,500 participants**

**Stage 3:** BEST follow up workshops, offering follow-on support – **6,250 participants**

**Stage 4:** Specialised Business Skills Clinics - **6,250 participants**

**Stage 5:** One-on-one Mentoring and Business Counselling Services - **1,550 participants**

**Stage 6:** Linkage to Finance, with a focus on Savings and Investment Clubs and Savings and Credit Co-operatives (SACCO) – **20 clubs to be established**

**Target groups:** The programme targets 40% participation of women, and 80% youth participation (aged 18-35).

**Capacity Development** An integral part of this programme was also the enhancement of Enterprise Uganda's capacity to deliver, monitor and learn from the NUYEP. As such, YBI worked with the Enterprise Uganda team in order to:

- Strengthen the EU's mentoring programme through drawing on international best practice, tools and support;
- Roll out YBI's Operations Management System (OMS) – a centralised, multi-lingual, internet-based system, running on the Salesforce platform;

- iii. Set up a Monitoring, Evaluation and Learning (MEL) system for the programme and build staff capacity in MEL.

## Section 2: Objectives of the Evaluation

**Objective 1:** Assess the extent to which NUYEP contributed to business formation and expansion amongst the beneficiaries.


**Objective 2:** Assess the extent to which this business formation and expansion contributed to income and any other benefits amongst beneficiaries

**Objective 3:** Assess the extent to which the benefits of the programme demonstrated value for money.

Key evaluation questions:

- a) **Relevance** – the extent to which the objectives were consistent with participant needs and priorities
  - To what extent do NUYEP activities respond to the needs expressed by youth in the youth-led needs assessment conducted at programme inception?
  - To what extent do NUYEP activities address Uganda’s key youth development priorities (social and economic)?
  - To what extent is NUYEP responsive to market conditions and demands?
- b) **Effectiveness** – the extent to which the targeted project objectives were achieved
  - To what extent have the attitudes of participating youth changed as targeted by NUYEP?
  - To what extent have the relevant skills and practices been acquired by youth?
  - To what extent has EUG capacity been developed in the targeted areas?
- c) **Efficiency** – how economically resources/inputs were converted into results
  - How efficient has NUYEP been in converting programme inputs into the targeted outputs?
  - Where could efficiencies be maximized?
- d) **Sustainability** – the extent to which the benefits are likely to continue after the project
  - To what extent are any capacity development advances by EUG likely to be sustained and / or replicated?
  - To what extent are the youth businesses established likely to survive for more than a two year period?
  - To what extent are any initial benefits (incomes, jobs created etc.) resulting from initial business creation likely to be sustained?
- e) **Impact** – the long-term effects produced by the project (directly, indirectly, intended and unintended).
  - To what extent have any improvements in skills and attitudes translated into improved outcomes for youth?
  - What unintended long-term outcomes have been produced by the programme?

11

Intervention pathway	Selection method	
5-day initial BEST training only	Self-selection on payment of nominal fee – first come, first served (targets for gender and age) – excess demand exists	 <p>Lowest intensity of support</p> <p>Highest intensity of support</p>
BEST training + 1/2/3 follow-up training(s) only	Self-selection upon receiving outreach message*	
BEST training + 1/2/3 specialised training(s) only	Self-selection – as above	
BEST training + follow-up training(s) + specialised training(s) only	Self-selection – as above	
Any of the above + volunteer mentoring OR business counselling (paid for by EUG)	Perceived 'high fliers' selected by EUG – potentially affected by geography and other external factors	

In recognition that female youth face different and additional constraints to young males, we require a gender analysis relating to all relevant evaluation questions.

The evaluation should consider the following sub-questions:

#### What?

- Who has benefited (men, women, youth), in what ways?
- To what extent has the achievement of the changes / outcomes been influenced by external / other factors? To what extent can we conclude that NUYEP activities have contributed to the outcomes?

#### How?

- How accurate is the 'theory of change' (attached at Annex 7) that was articulated near the beginning of the project? Is it effective, where were the gaps, how should it be adapted and improved?
- What were the most effective approaches used to bring about change? (see below)
- What overall lessons have been learned and how should they be taken forward?

#### Special focus of the evaluation

NUYEP involves multiple intervention strands, with different potential pathways for participants. The diagram below illustrates these different 'pathways' more clearly:

We are specifically interested in exploring the comparative effects of the different potential packages of support available through NUYEP and would like this assessment to be as rigorous as possible. Our specific questions are as follows:

- I. Do participants who receive the highest intensity support perform better than those who attend initial training only? If so, to what extent and at what additional cost?
- II. Do those who receive paid business counselling perform better than those who receive volunteer mentoring or vice versa? If so, to what extent and at what additional cost?
- III. What is the level of impact (if any) on those who receive initial training only?
- IV. What combination of activities has the strongest impact on participants for the highest possible return on investment?
- V. How, if at all, does gender affect the above questions?



We are interested to explore evaluation designs that could employ a form of control group, internal to the programme. For example, participants who have not attended any further follow-on activities due to external reasons (availability, non-receipt of the message etc.) could potentially be used as a control group for comparison with participants who did receive further follow-on support to explore the additional value of such activities.

### Section 3: Methodology

We envisage that activities will cover the following:

- Desk and literature review of programme documents as well as relevant external literature;
- Inception report, including evaluation design and plan for comment
- Field work and data collection across 3 out of the 5 targeted northern sub- regions as is realistically possible, including in-depth interviews with a sufficient sample of relevant individuals
- Direct observation of ongoing programme where possible
- Draft findings shared with programme staff and partners and final report

NUYEP staff will be available to provide logistical support as reasonably required.

#### Data Availability:

Baseline data is available on 8,935 (83% of) participants so far, and follow-on data is available for 6,660 participants to-date – this includes a small sample of follow-up surveys (at varying points in the project lifecycle) conducted with participants who attended initial BEST training only and did not return for any further support. Data will be collected as planned for remaining participants.

Baseline data includes (but is not limited to)

- Level of education
- Quality and type of housing
- # meals per day
- Amount of monthly income
- Amount and method of cash savings
- Types of personal assets
- Business status
- If participant owns existing business, baseline data measures basic business performance (including number employees, sector, legal status, sales amount etc.)

Follow-on data tracks the data points included in the baseline that are expected to change as a result of the programme. For example: business status and performance, incomes, meals per day, quality of housing etc. Please see questionnaires in Annexes 8-10 for more details.

Throughout the programme, the NUYEP monitoring, evaluation and learning (MEL) system has allowed collection of a significant amount of data on participants to monitor progress of youth and this data is accessible on our cloud data base system (OMS). While data quality issues may exist on such a large volume of data, we expect this information to feed into the evaluation but would like the evaluation consultants to boost, interrogate, verify and triangulate the data using both quantitative and qualitative methods.

#### Evaluation tools and Interviews

Contracted evaluators will develop all tools for this evaluation, with input from YBI and EUG MEL teams and access to existing NUYEP tools. We are particularly interested in tools that make use of technology to streamline data collection, – for example use of tablets to automate data collection in the field, or short SMS-based surveys to boost samples. All tools must be piloted with a small group of participants prior to use. Stakeholders to participate in evaluation activities should include:

- Relevant programme staff
- Programme participants
- Household members of programme participants
- Local leadership / relevant community stakeholders
- Relevant local government leaders
- Volunteer mentors
- Business counsellors

### Conclusions and Recommendations

Based on the above objectives and methodology, the evaluation report should provide concise, clear, conclusions and recommendations, including:

- Detail of any unintended outcomes and related recommendations
- Lessons that can be drawn from the those elements that have worked well and those that have not
- Conclusions we can draw relating to the level of contribution of NUYEP to the programme outcomes
- Recommendations for further action upon completion of the programme

### Deliverables

The consultant will be required to provide the following:

- Inception report within two weeks of contract start including:
  - ✓ Evaluation plan with detailed evaluation methodology and sampling framework, tools
  - ✓ Evaluation timeframes marking clear points for EUG and YBI review
  - ✓ Any changes / suggested improvements to scope
  - ✓ Definitions table
  - ✓ Qualitative and quantitative protocols for data collection and analysis
- Short workshop presentation to present the evaluation plan to key staff. Within two weeks of contract start.
- Training materials for any assistant enumerators
- Presentation of preliminary findings in December 2015
- Evaluation report written in English that encompasses an executive summary, background, findings, and recommendations. Draft report to be delivered by December 2015 and final report by January 13st 2016.
- One (1) electronic file of the clean (final) qualitative and quantitative data collected delivered with the final report
- Presentation of findings for sharing at joint-learning workshop in Kampala. By February 2016

## IV. WORK-STREAM THREE: COMPARATIVE ANALYSIS

### Objectives

- To assess comparative strengths, weaknesses, results, costs and benefits of the YDP and NUYEP programme, benchmarked to a range of comparable projects in Uganda.
- To generate evidence and lessons for future skills-based programming
- To complete the DFID Project Completion Report

### Activities

We envisage that activities will cover the following:

- Literature review of any additional relevant programme documents, not covered in the Work-streams above
- Literature review on the theme of skills interventions and their evaluations

- Inception report: Development of comparative analysis design and plan as part of an inception report for comment
- Validation of existing comparative data, and additional data collection where possible
- Draft findings shared with programme staff and partners before completion of the Project Completion Report, including final comparative assessments, drawing as required from all three workstreams.

### Cost Benefit Analysis

Below is an indication of the types of cost / benefit metrics would be interested in exploring.

#### Costs:

Intensity and type of support delivered - frequency, duration, method of delivery, location etc.	Nature of beneficiary targeted - gender, age, geography, characteristics, self-selection / project selection criteria	Total project cost	Number of beneficiaries	Cost beneficiary	/Marginal cost additional beneficiary
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#### Benefits:

Indicator	Example cost/benefit calculations
Increase in income	Estimated cumulative additional income over 1 year per beneficiary / total project cost per beneficiary
Number of jobs created	Cost per job created
Number of businesses started / expanded	Cost per business started / expanded
Number of programme graduates working above the poverty line	Cost per programme graduate job
Sustainability of businesses and / or jobs*	Tbd

\*Net Present Value and Internal Rate of Return calculations must be applied regarding any metrics where value is expected to be derived in the future.

The evaluators may decide to include intangible / non-financial items within the analysis. In this case, all assumptions regarding monetary values assigned must be made explicit.

#### Data availability

DFID Uganda will attempt to prepare data as applicable to the tables above prior to the consultant arrival, from participating projects. Consultants are likely to visit each of the participating projects for data validation and further insight

#### Programme Synergies

To date, YDP and NUYEP have been exploring synergies between the two programmes and ways of collaborating to maximise impact. Examples of joint / collaborative activities include:

- Joint studies
- Sharing of adult literacy programme between YDP and NUYEP to equip NUYEP beneficiaries with numeracy skills which can improve record keeping
- Sharing of savings and investment club methodology between NUYEP and YDP

- Secondment of YDP graduates to NUYEP entrepreneurship training
- Secondment of NUYEP graduates to YDP

We would like this comparative analysis to assess the early results of these synergies and collaborative activities to draw lessons learned and recommendations

### Deliverables

The consultant will be required to provide the following:

- Inception report within two weeks of contract start including:
  - ✓ Outline of any external literature to be reviewed
  - ✓ Comparative analysis plan with detailed methodology, including CBA methodology and any tools where relevant
  - ✓ Study timeframes marking clear points for DFID review
  - ✓ Any changes / suggested improvements to scope
  - ✓ Definitions table
  - ✓ Qualitative and quantitative protocols for data collection and analysis (where relevant)
- Short workshop presentation to present the study plan to key staff within two weeks of contract start
- Presentation of preliminary findings in December 2015
- Draft Project Completion Report in the standard DFID format (Annex 1), drawing as appropriate from all three workstreams by January 31st 2016.
- Presentation of findings for sharing at joint-learning workshop in Kampala in February 2016
- Final delivery of PCR by February 28th 2016

## V. Overall contract issues

### Final deliverables

The final version of the evaluation report covering each of the work-streams and draft Project Completion Report (PCR – template available at Annex 1) should be submitted in electronic format (MS Word) and hard copy to DFID Uganda **by February 26th, 2016** along with clean, raw datasets. PCRs of approximately 10 to 12 pages will be completed for each of the two components. The overall evaluation report should not exceed a total of 50 pages (inclusive of all three workstreams). We are especially interested in evaluation consultants who use innovative methods to present information so that it is digestible and appealing, thus increasing its use.

### Required Qualifications and Experience

- ✓ Experience working in Uganda (local languages would be an advantage)
- ✓ Knowledge of the Theory of Change approach
- ✓ Experience of facilitating and analysing qualitative feedback from Focus Group Discussions, Key Informant Interviews and participatory methodologies
- ✓ Strong quantitative data collection and analysis skills and experience
- ✓ Experience of conducting in-depth cost benefit analysis studies
- ✓ Experience with rigorous, quasi-experimental evaluation design and implementation
- ✓ Evidence of previous TVET evaluations undertaken as the lead consultant
- ✓ Knowledge of entrepreneurship, gender and livelihoods
- ✓ Previous demonstrated experience of conducting similar or related evaluations

**Consultant reports to:** DFID Uganda Private Sector Adviser, with regular consultation with VSO M and E Officer, and YBI MEL coordinator.

The final report will be subject to review from DFID's Specialist Evaluation Quality Assurance Service ('SEQAS' - <http://devtracker.dfid.gov.uk/projects/GB-1-203197/>), as well as to DFID.

## Payment

Full payment will be contingent on receipt of all deliverables. A payment of 20% of the contract value can be made on against approval of inception report. 30% of the contract value can be charged on acceptance of the draft reports for workstreams 1 and 2. Final payment will be made on acceptance of the final evaluation report and final PCR.

**Applicants must submit the following documentation before Friday September 9th at 5pm East African Time (British Summer Time +2 hours) No late submissions will be accepted:**

*Exclusion criterion is an incomplete proposal submission, one not adhering to the guidance below or the deadline outlined above.*

Technical and financial proposal demonstrating understanding of the terms of reference and detailing:

- A one-page cover letter detailing at a high-level how you meet the requirements for this assignment (outlined above)
- The proposed methodologies, sampling frameworks, work-plans and tools to be used for each work-stream – no more than 10 pages
- Clear costing of planned activities *including all applicable taxes and fees* (in **GBP**) An example of at least one similar assignment
- Curriculum vitae of proposed team member no more than 6 pages detailing only relevant experience

**Please email all applications to:** John Kisembo at J-Kisembo@dfid.gov.uk

The successful consultant(s)/firm(s) will be notified within two weeks of the deadline and may be invited for interviews and to provide references.

**Anticipated start-date** of no later than: September 28th, 2015.

## Job location

The consultant will need to be able to travel to the North of Uganda where the programmes operate, as well as to VSO's offices in Kampala and Gulu and Enterprise Uganda's offices in Kampala. Report write-up and comparative analysis may be done remotely, but an in-person presentation of findings would be strongly preferred.

### 10.3. Annex 3 - Research Evaluation Team

The research team consisted of two technical experts with operational support from the Montrose team in Kampala (including the education project manager, programme oversight, financial and admin support). Full CVs have been provided below for the technical team and for the management support unit.

#### KIRSTEN LARSEN- TVET EXPERT

**Nationality:** Danish

**Expertise:** TVET Policy, Strategy and Evaluation  
Employment and Job Creation  
Capacity Building and Analysis  
Curriculum Development

Ms. Kirsten Larsen is a TVET expert with over 20 years' experience in the education sector including general education and adult learning, as well as in the employment sector in areas such as job promotion and entrepreneurship. Ms. Larsen has worked as a team leader, facilitator and supervisor on a number of projects for organisations such as DANIDA, The European Union, The World Bank and Save the Children in diverse settings in Africa, Asia and Europe. She has therefore gained a variety of skills including capacity building of TVET centres in training delivery, management and establishment of partnerships for apprenticeships and employment as well as programming in entrepreneurship and livelihoods all whilst including gender and youth perspectives in her work. Ms. Larsen holds a Master of Sociology from Aalborg University, Denmark.

#### Education and qualifications

**M.Sc. Sociology (2005)**, Aalborg University, Denmark

**Post-Graduate Diploma Labour Market and Human Resource Management (1995)**, Aalborg University, Denmark

**Development Study (1992)**, Uppsala University, Denmark

**Post-Graduate Diploma English (1989)**, Silkeborg Teacher Training College, Denmark

**B.A. (Higher National Diploma as a Secondary School Teacher) Adult Education (1978)**, Jelling Teacher Training College, Denmark

#### Consultancies

<b>Ethiopia</b> Aug '14- Mar '15	<b>World Bank/Aarhus Tech, Consultant, Women Entrepreneurship development program.</b> As lead consultant, was tasked with planning and implementation of TVET teacher competency assessment in 11 TVET colleges in Ethiopia, focusing at TVET colleges' capacity to deliver entrepreneurship training and business development services for women entrepreneurs. Additionally: <ul style="list-style-type: none"> <li>• Analysed TVET teachers' competencies in entrepreneurship, TVET and delivery of business development services to women entrepreneurs; and</li> <li>• Used mixed approach as qualitative interviews and focus group discussions, key informant interviews, secondary data analysis and quantitative data collections and comparison of outcomes from individual centers</li> </ul>
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Duties also comprised training and capacity building whereby:  
 Developed a modularized entrepreneurship sensitization course, including entrepreneurship sensitization, adult learning and gender methodologies;  
 Trained staff from 11 TVET centers, and 25 One stop Shops in Entrepreneurship, and methodologies relevant for working with women MSEs

**Uganda &  
East Africa**  
Feb'10-  
Mar'14

**Save the Children, Regional Technical Adviser,**

Led Save the Children's youth programs in Africa (Somalia, Southern Sudan, Ethiopia, Uganda, Rwanda, Tanzania and Sierra Leone), "Education for Youth Employment programs, targeting economic social and political empowerment of vulnerable youth.

- Team leader: at evaluation and assessments within TVET and youth organisation analysis.
- Evaluations and assessments: TVET capacity evaluations (quality, relevance, efficiency, ability, labour market need analysis, Training needs assessments, youth organisation capacity analysis, tracer studies, organisation capacity assessment, documentation of best practices, Midterm and end of project reviews.
- Use of mixed approach as qualitative interviews and focus group discussions, key informant interviews, secondary data analysis and quantitative data collections and comparing outcomes and impact.
- Team leader planning and implementing end of project evaluations and midterm analysis, as well as supervising staff and partners in doing this within youth TVET employment, entrepreneurship and social inclusion projects.
- Monitoring: technical support to Country offices in M&E of projects (EC, bilateral), within TVET, Employment, entrepreneurship, youth projects. VET and youth entrepreneurship/employment promoting: quality assurance mechanisms in TVET and youth employment/SME promotion, and of youth program delivery.
- Working with TVET centres to improve quality and performance (efficiency effectiveness, sustainability, quality and relevance Capacity building and training capacity building of SC country offices in TVET, employment promotion, youth entrepreneurship, establishment of private sector cooperation, job and self-employment support services, counselling and career guidance, establishment of youth one stop, youth led labour market assessment, adult pedagogy. A specific focus was put on gender and social inclusion of vulnerable youth

Ms Larsen worked in Uganda during the period 02.10 – 04.14, and visited the country frequently.

**China**  
Feb-May '08

**GOPA/NELEA, Consultant, Vocational Qualification and Employment Promotion in the Western Region of China (GIZ)**

Supported the newly established employment centre in developing and delivering customer friendly and relevant labour market and employment services to private companies, job seekers and the unemployed in order to become the leading provider of employment services in Yan An City and surrounding 13 counties. Tasks included: Evaluations and Assessments:

- Organisational capacity and gap analysis;
- Job tasks, workflow, structural and management analysis;
- Service delivery with recommendations for new services and structures, and enhance staff capacity, as well as relevant and quality services; and
- Comparison of outcomes with best praxis performance job centers.

Responsibilities also included:

- Capacity building in career guidance and service delivery;
- Cooperation with VET and other partners;
- Curricula, training materials and documentation.
- Partnerships building including giving recommendations for how to build social partnerships with private sector, and interest organisations.

**Moldova**  
May-Jul '07

**NELEA, Consultant, Support to development of national curricula for entrepreneurship for TVET youth and unemployed**

Evaluation support to national ministries of Education and Labour to develop a national curriculum for entrepreneurship training, TVET and employment promotion. This included a desk study and development of “White Paper for Entrepreneurship Training and Development; Analysis of EC Policies, Strategies and Best Practices and Assessment of Existing Moldovan Practices. This work additionally included implementation strategies, training manuals for entrepreneurship in VET and labour market services.

**Syria**

Aug '06-Apr '07

**ATC/HIFAB/NELEA, Consultant, Modification of Vocational Education and Training Syria (Europaid)**

Support to Ministry of Education for preparation of a TVET reform in Syria. Evaluation and analysis duties included:

- Analysis of the efficiency, effectiveness, relevance, capacity, and sustainability of 17 National VET centres and provision of recommendations for reform;
- Analysis of stakeholder context for establishment of private public partnerships and apprenticeships in TVET and corresponding recommendations for reform.
- Use of mixed approach as qualitative interviews and focus group discussions, key informant interviews, secondary data analysis and quantitative data collections and comparing outcomes from individual centers and best praxis in VET.

Work also included policy and strategy support and establishment of partnership including analysis of opportunities for establishment of social partnerships and for ensuring TVET quality and employment for graduates as well as facilitating social partnership dialogue for development of the TVET sector.

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**Professional Experience**

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**Regional Technical Adviser East Africa – Youth Programs, Save the Children Denmark, February 2010- March 2014**

Served as Regional Technical Adviser for Save the Children’s youth programs in Africa (Somalia, South Sudan, Ethiopia, Uganda, Rwanda, Tanzania and Sierra Leone). Overall responsibilities included:

**Evaluation and Assessments:**

Served as team leader for evaluation and assessments within TVET and youth organisation analysis on the “Education for Youth Employment Programs, targeting Economic, Social and Political Empowerment of Vulnerable Youth”. Duties included:

- TVET capacity evaluations (quality, relevance, efficiency, ability, labour market need analysis);
- Training needs assessments
- Youth organisation capacity analysis
- Tracer studies
- Organisation capacity assessment, documentation of best practices
- Midterm and end of project reviews.

Served as team leader for planning and implementing end of project evaluations and mid-term analysis, as well as supervising staff and partners in doing this within youth TVET employment, entrepreneurship and social inclusion projects.

**Monitoring**

- Provided technical support to country offices in M&E of projects (EC, bilateral), within TVET, employment, entrepreneurship, youth projects.
- Provided quality assurance mechanisms in TVET and youth employment/SME promotion, and of youth programme delivery.
- Worked with TVET centres to improve quality and performance (efficiency effectiveness, sustainability, quality and relevance

**Capacity building and Training:**

- Capacity building of SC country offices in TVET, employment promotion, youth entrepreneurship, establishment of private sector cooperation, job and self-employment support services, counselling and career guidance
- Establishment of Youth One stop, a youth led labour market assessment

## Selected Memberships

Member, Danish Evaluation Society  
Member, Network for Female Entrepreneurs

Further details available upon request.

## ANTHONY DEWES – ECONOMIST, VFM AND ILO EXPERT

Nationality: American

Expertise: Labour economics, special needs education, programme/impact evaluations, economics and sociology of education and development, social protection finance, social sector finance, education finance, child protection and child rights, multi sector analysis and policy development, integrated comprehensive Early Childhood Development, Human Rights Approach to Programming (HRAP).

Dr Anthony Dewees is an Economist with 40 years of experience in designing and evaluating programmes addressing **youth** employment and skills development, youth and women's empowerment, child labour, human resources, analysis of labour market returns, impact assessments of labour legislation and analysing labour market institutions in across Africa, Latin America and Asia. Dr Dewees has also performed programme and impact evaluations as well as Value for Money Assessments for a range of DFID-funded programmes. Most recently, Dr Dewees served as Quantitative Expert for the DFID Uganda final evaluation and comparative analysis of the Youth Development Programme and the Northern Uganda Entrepreneurship Programme (which included support to women, youth and people with disabilities). In addition, he has been serving as Montrose's Value for Money Expert on the Evaluation of the DFID-funded South Sudan Textbook Project. Dr Dewees also holds a **Master of Arts in Special Needs Education**.

## Education and qualifications

**PhD Education Economics (1997)**, Florida State University (USA)

**M.A. Special Needs Education (1981)**, Indiana University (USA)

**B.A. Education (focus on beginning literacy) (1976)** Indiana University (USA)

## Selected Consultancies

<b>Uganda</b> Nov 2015 – Aug 2016	<b>Montrose for DFID</b> Evaluation of enterprise development and vocational training initiatives in Northern Uganda. Task involved analysis of projects' data systems for measuring project outcomes and assessment of Vfm.
<b>Malaysia</b> Nov. 2014 – present	<b>UNICEF, Public Finance for Children Consultant (PF4C)</b> Analysis of Public Finance Management reforms in Malaysia and their impact on resource allocations for children. Develop background paper and materials for a national consultation meeting on Public Finance for Children (PF4C) and develop proposed support plan for UNICEF Malaysia CO. Support regional UNICEF office in developing programme and strategy for support in PF4C for UNICEF regional office.
<b>South Sudan</b> Oct 2013 - present	<b>Montrose for DFID</b>

Value for Money (VfM) consultant for evaluation of large scale textbook and educational materials investment by DIFID for primary schools in South Sudan. Tasks include: i) utilizing EMIS school level data to establish baseline indicators of survival rates by school ii) developing multivariate model of expected survival rates iii) assessing impact of new textbook provision on survival rates iv) analysing costs of procurement and delivery of texts v) developing cost scenarios for alternatives in procurement and delivery vi) developing in-depth questionnaire on textbook utilization and management practices at school level, vii) estimating VfM and projecting alternatives.

**Peru**

Aug. 2012

**Academy of Educational Development**

Elaborated a publication examining the economic consequences of investing in improved educational outcomes for children in Peru from households where Spanish is not the first language. Task involved utilising education data sources and national household survey to estimate the impact of language on educational outcomes and educational outcomes on employment and earnings.

**Indonesia**

Nov. 2011 – October 2012

**ADB and Gol, *Early Childhood Strategy Study*** (ADB and Gol)

Team leader for an integrated holistic early childhood development strategy study. Mixed methods study combining a survey of practitioners and sites, application of inferential statistical methods to analyse policy relevant questions from existing data sources, assessing quality of ECD delivery with systematic observation protocols, and the utilization of Appreciative Inquiry methods with community focus groups to identify opportunities and constraints for improving delivery of holistic ECD.

**MENA Region**

May 2011 - Aug. 2011

**International Labour Organisation**

Author synthesis review of youth employment and women's empowerment initiatives supported by ILO 2003-2013. The synthesis review reports on specific lessons learned and good practices in youth and women employment promotion in the MENA region providing concepts and lessons for theories of change with demonstrated relevance and with proven effectiveness and efficiency for the MENA countries.

**Indonesia**

May 2011 – Aug. 2011

**International Labour Organisation**

Team leader for final evaluation of ILO executed Education and Skills Training for Youth Employment (EAST). This 5 year project addressing both child labour and youth skills development was the largest project ever executed by ILO in Indonesia. Task includes assessment of the relevance and validity of project design, efficiency in execution, impact and planning for opportunities to integrate project innovations into ongoing Government of Indonesia delivery systems.

**Indonesia**

May 2011- Aug. 2011

**Creative Associates**

Final evaluation of four year child labour initiative IPEC (International Programme for the Elimination of Child Labour). Analysis of programme education and vocational training outcomes against M&E framework.

**Equatorial Guinea**

June 2010

**AED / Government of Equatorial Guinea**

Develop estimates of ongoing resource requirements and the fiscal impact of adopting an "active schools" approach as national policy. Identify all resource needs (human resources, materials and equipment, infrastructure) and project medium term ongoing budgetary implications.

**Rwanda**

October 2009

**UNICEF, *Integrating high impact child friendly school elements into Rwanda Education Sector Strategic Plan***

Technical support to Rwanda Ministry of Education (MINEDUC) in incorporating relevant high impact elements from the Child Friendly Schools pilot into the 10

	<p>year Education Sector Strategic Plan (ESSP). Development of a concept paper identifying high impact elements from the pilot initiative and, integration of the high impact elements into the ESSP along with estimates of financial impact on MTEF.</p>
<p><b>Liberia</b> June 2009</p>	<p><b>UNICEF, <i>Development of a school fee abolition policy</i></b> Development of a school fee abolition policy for Government of Liberia. Describe transfer scheme to schools that promotes equity and the elaboration of estimates of school level requirements and the fiscal impact of fee abolition.</p>
<p><b>Ghana</b> May 2009</p>	<p><b>International Labour Organisation</b> Final evaluation of four year child labour initiative IPEC (International Program for the Elimination of Child Labour). Analysis of programme education and vocational training outcomes against M&amp;E framework.</p>
<p><b>Zambia</b> March 2009</p>	<p><b>Government of Zambia</b> Development of budgeting and costing model in support of Ministry of Education Strategic Plan (2009-2015). Simulations of financial requirements for alternative policy scenarios and estimating fiscal impact as well as the incorporation of econometric methods for support of decision making.</p>
<p><b>Ghana and Guyana</b> Jan. 2009 – Feb. 2009</p>	<p><b>US Department of Labour, <i>Evaluation of National Child Labour Programs</i></b> Evaluator for final evaluation of US DOL child labour initiative in Guyana. Objective of the evaluation was to draw on DOL funded program activity and generate insights into future DOL sponsored initiatives globally and for potential supporters of new child labour initiatives in Guyana.</p>
<p><b>Somalia</b> Feb. 2007 – June 2007</p>	<p><b>UNICEF Somalia</b> Analysis of education finance in Somalia and the development of a framework for improving efficiency, access and equity in education as well as preliminary estimates of financial need.</p>
<p><b>South Sudan</b> Dec. 2005 – Jan. 2007</p>	<p><b>Montrose Africa/DFID</b> “Value for Money” (VfM) consultant for evaluation of large scale textbook and educational materials investment by DIFID for primary schools in South Sudan. Tasks include: i) utilizing EMIS school level data to establish baseline indicators of survival rates by school ii) developing multivariate model of expected survival rates iii) assessing impact of new textbook provision on survival rates iv) analysing costs of procurement and delivery of texts v) developing cost scenarios for alternatives in procurement and delivery vi) developing in-depth questionnaire on textbook utilization and management practices at school level, vii) estimating VfM and projecting alternatives.</p>
<p><b>Lebanon</b> Dec. 2005 – Jan. 2007</p>	<p><b>The World Bank – Lebanon (Helsinki Consulting Group)</b> Analyse the current distribution of education resources to schools and households in Lebanon. Identify factors that determine the variation of resources available by sector, region and by household characteristics. Develop and implement a framework for analysing the effect of policy options on the total resource package required for education and training policies, the efficiency and rationality of resource distribution and the equity of the distribution of resources for general and technical education. Provide a strategy and action plan for strengthening an integrated planning and monitoring function in the Lebanese Ministry of Education and Higher Education.</p>
<p><b>South Africa</b> Nov. 2005 – Feb. 2006</p>	<p><b>South Africa National Department of Education</b></p>

Provide basic research and technical assistance with respect to the labour market for teachers. Evaluate proposed incentive schemes for teachers and recommend alternative schemes and outcome measures.

**Rwanda**  
Aug. 2005 – Sept. 2005

**UNICEF, *Evaluation and plan for scaling up national program for out of school children***

Provide support to the Rwandan Ministry of Education in the development of a costed plan for expanding the “rattrapage” (catch up) initiative for out of school school-aged children. Plan must identify the efficient mix of regular Government of Rwanda resources in the Education Sector Strategic Plan, the appropriate investments for non-governmental development partners and geographical priorities.

**El Salvador**  
May 2004 – June 2004

**Academy for Educational Development**

Authored report, Equidad, Calidad Educativa y Desarrollo en El Salvador (Equity Educational Quality and Development in El Salvador). Task involved analysing the equity in the provision of education in El Salvador using regular Ministry of Education sources as well as other sources such as the annual household survey and developing a set of policy recommendations to promote greater equity in the public education system.

**South Africa**  
Jan. 2004 – April 2004

**Paul Musker and Associates and University of Witwatersrand**

Lead economist in education finance task estimating the recurrent costs of a “basic minimum” curricular package at all levels of the South Africa Education system as well as estimating the fiscal impact of implementing a minimum basic package driven school funding formula and its potential impact on equity of opportunities in South Africa.

**Various**  
Oct. 2003 – Jan. 2005

**Juarez and Associates (Los Angeles California/Washington DC) for US Dept of Labour and International Labour Organization**

Work with NGO grantees in DOL/ILO funded programme to reduce child labour in Uganda, Afghanistan and other participating countries. Task involves developing a set of progress measures for the initiative as well as management systems and indicators. Subsequent provision of technical assistance in analysis and reporting.

**Uganda**  
Mar. 2000 – Jul. 2000

**UNICEF, *Evaluation of large scale alternative basic education initiatives***

Lead an evaluation of the COPE and ABEK alternative basic education initiative. Task included: estimating the costs and outcomes of both programs, estimating the actual and potential contribution of alternative programs to overall efficiency and quality of formal primary schooling, making recommendations for modifications to increase the cost effectiveness of both COPE and ABEK, and making recommendations regarding strategies for integrating NGO efforts in education into a country wide Education Strategic Investment Plan.

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## Professional Experience

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### Independent consultant: 2003 to present

Evaluation, policy development/assessment and strategic planning support provided to clients in more than 20 countries in Africa, Latin America and Asia. Sectoral work focusing on economic evaluation and impact evaluation in Education, training/youth livelihood development, Health and Social Protection. Application of quantitative and qualitative methods for evaluation and policy development.

### Program Officer Education and Integrated Early Childhood development - UNICEF South Africa, Dec 2000 – April 2003

Provided technical assistance to Government of South Africa in Education and Early Childhood development sectors. Managed USD 5 million girls’ education initiative.



### Impact Evaluation Specialist - Save the Children (USA), Nov 1997 – April 1999

Provided technical assistance in the development of evaluation plans across education/training, early childhood development, health, livelihoods and microfinance. Technical lead on grant funded initiative to incorporate economic analysis into country level offices' program development and planning.

### Selected Publications and Papers

- Klees, S., Rizzini, I. and A. Dewees. *"A new paradigm for social change: Social movements and the transformation of policy for street and working children in Brazil,"* in *Children on the Streets of the Americas: Globalization, Homelessness and Education in the United States, Brazil, and Cuba*. Roslyn Arlin Mickelson (Editor), Routledge 2000.
- Dewees, A. *"A Socio-Economic Analysis of Households, Farms and Bazaars in Tajikistan."* Westport CT and Tbilisi Republic of Georgia: Save the Children Foundation.
- Dewees, A., S. Klees & I. Rizini. *"Popular Mobilization and Public Policy for Children and Youth in Brazil."* in R. Mickelson Ed., *Children on the Streets of the Americas: Globalization, Homelessness and Education in the United States, Brazil and Cuba*. Boston: Routledge; in press.
- Dewees, A and S. Klees. *"Social Movements and Social Change in Brazil: A Transformation of National Policy for Street and Working Children."* Comparative Education Review. Vol. 39, No. 1; 1995.
- Battle, B. et al. *Honduran Labor Force Assessment*. Cambridge MA: WPI Inc./USAID; 1994.
- Dewees, A. & S. Klees. *An Assessment of Education and the Labor Market in El Salvador*. (Contract for USAID/ El Salvador); 1994.
- Dewees, A., H. Hobson, P. Easton & G. Papagiannis. *"Lessons from Street and Working Children Programs: Implications for Decentralization."* The Forum for Advancing Basic Education and Literacy. V.2 No. 3 (May); 1993.
- Easton, P. et. al *Street and Working Children: Lessons From the Field*. New York: UNICEF. (in press).
- *Programming for Students with Autism*. Bloomington, IN: Indiana University Developmental Training Center; 1986.

### CHARLOTTE WALKER – MANAGEMENT OVERSIGHT/ INTERNAL TECHNICAL QUALITY ASSURANCE

<b>Nationality:</b>	British (Ugandan Resident)
<b>Expertise:</b>	Programme Design, Implementation and Management Strategic Planning Financial Management Monitoring & Evaluation Capacity Building

### Education and qualifications

**MSc. Control of Infectious Diseases** (2005) London School of Hygiene and Tropical Medicine

**BSc. Medical Microbiology - Zoology Joint Honours** (2004) University of Leeds

### Professional Experience

#### Director of Programmes - Africa, Montrose International (Kampala, Uganda) Jan 2016 - Present

Providing senior level management support and oversight for Montrose projects in the Africa region. All aspects

of programme management including strategy development, review and coordination of deliverables according to budget/timeframe, developing and maintaining reporting/monitoring tools and communications procedures; provision of technical assistance including technical inputs to project activities, review and quality assurance of technical reports and deliverables, and supervision/management of junior technical personnel.

Management oversight for education projects focused on development of teaching and learning materials; effects of textbook distribution on teaching and learning outcomes; development of benchmarks and standards; and early grade reading and mathematics assessments.

#### **International Consultant (UK, Sierra Leone, Nigeria) Jun 2015-Jan 2016**

Contracts including: External evaluation of the usability of a mobile application developed to assist with contact tracing during the Ebola epidemic – London School of Hygiene and Tropical Medicine (LSHTM), Sierra Leone; Strategy Development for Social Mobilisation Action Consortium (SMAC) – GOAL Sierra Leone; Youth Strategy Development – Marie Stopes International Organisation Nigeria (MSION); Youth Strategy Development – Marie Stopes Sierra Leone (MSSL).

#### **Director, DFID Ebola Emergency Response Fund (DEERF) and Assistant Country Director - Programmes, GOAL Ireland (Sierra Leone) Nov 2014- May 2015**

Director of DEERF (implemented by GOAL on behalf of DFID) directly managing team of 7 and indirectly managing team of over 300 staff. Review of applications; managing portfolio of partners; liaison with District Ebola Response Centres (DERCs) and DFID to identify and address gaps in Ebola response; successfully managing £5 million fund, monitoring expenditure and project implementation; deputised for the Country Director offering strategic direction to wider GOAL programmes during the Ebola epidemic and into post-Ebola health system strengthening.

#### **International Consultant (UK, France, Pakistan, Kenya, Burundi, Nigeria, Sierra Leone) Sep 2013 - Nov 2015**

Contracts including: Lead consultant on external evaluation of Comic Relief-funded HIV stigma prevention programme in Ethiopia, Mozambique and Swaziland - International Planned Parenthood Foundation (IPPF); Programme Communications - International Planned Parenthood Foundation (IPPF); Qualitative Research with faith leaders in Kenya, Burundi and Nigeria - Christian Aid (CA); Mentoring and Coaching (Distance support to capacity building of national organisations) - Safe Abortion Action Fund (SAAF); Fund Application Review - Safe Abortion Action Fund (SAAF); Innovations Training Development and Facilitation - Marie Stopes International (MSI)

#### **Programme Specialist, Asia and Middle East Team (AMET), Marie Stopes International (London) Jun 2011- Sep 2013**

Advising programme strategy and monitoring progress against KPIs whilst supporting country programmes to deliver results and access funding. Strategic and annual business plans for country programmes in India, Vietnam, Afghanistan; financial oversight including income-to-cost, balance sheets, project spend, budget verses actual (BVA), services delivered and financial projections; capacity building of country teams in innovation, policy engagement, organisational development, PCM; recruitment and management of a team of Grants Officers.

#### **Treatment Development Worker, HIV i-Base (London) Jan 2010- Jun 2011**

Managing a treatment information helpline for HIV positive people, including managing a web-based question and answer service, researching user needs, evaluating the quality of current publications and re-structuring the organizational governance.

#### **HIV Programme Manager, Christian Aid (Sierra Leone) Apr 2007-Dec 2009**

Developing and implementing strategic plans, building technical capacity of local civil society organisations, representing Christian Aid on national and international fora, proposal development, monitoring and evaluation, report writing and managing funds from multiple donors of up to £1,200,000. Achievements included successful implementation of an EC-funded programme with a team of 6 partner organisations as evidenced by an

extremely complementary external evaluation; development of a 3-year strategic plan to guide the CA and partner HIV work in Sierra Leone; HIV legislation amended to protect rights of PLHIV.

**HIV Programme Support Officer, Christian Aid (Sierra Leone) Apr 2006- Mar 2007**

Providing technical support to a home-based care and support programme for people living with HIV (PLHIV), establishing financial and programmatic management systems, developing a strategic home-based care plan and ensuring successful implementation of all programme objectives.

**Research Consultant, Christian Aid (London/Sierra Leone) Sep 2005- Mar 2006**

Design of a baseline research project for a large EC-funded programme. Fieldwork collecting and analysing data and subsequently writing a report of findings subsequently submitted to the EC and used as the basis for future monitoring and evaluation in Sierra Leone assisting development of monitoring tools for on-going programmatic monitoring.

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**AGASHA TABARO – PROGRAMME MANAGER**

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**Nationality:** Ugandan

**Expertise:** Human Rights Protection; Research; Comparative and International Law; Criminal Law and Criminal Justice

Miss Agasha Tabaro is a Project Manager at Montrose Africa with promising and growing experience in international development and project management. Her role includes providing technical inputs and management support on a range of programmes which usually require collaboration between multiple stakeholders. She has previously managed the comparative evaluation and Project Completion Report of the Youth Development and Northern Uganda Youth Entrepreneurship programmes. She is currently managing the DFID's Using Extractive Industry Data for Transparency and Accountability (USEDATA) programme in Tanzania which focuses on making data on the extractives industry more accessible and understandable to all stakeholders. This programme has required her to actively engage in a number national and local stakeholder engagements including project beneficiaries. This has been done to ensure that the project is aligned to government priorities and is tailored to meet the specific needs of the different project beneficiaries. Agasha is also equipped in criminal law and has had the privilege is completing an internship at the Chambers of the Judiciary - International Criminal Court at The Hague.

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**Education and qualifications**

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**Master of Laws (LLM) International Law (2014)**, University College London, London, United Kingdom, Pass with Merit

**Bachelor of Laws (LLB) Degree (2013)**, University of Pretoria, Pretoria, South Africa, Upper-Second Class (2:1)

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**Languages**

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English, Spanish and French

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**Professional Experience**

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**Project Manager, Montrose International, April 2015 – Present**

Provided project management support and business development support of social investment initiatives and programmes including developing work plans with deliverables and timeframes and monitoring project progress throughout the duration of projects. Managing consultants and ensuring compliance to consultants' contracts, tracking client contracts (time line, reporting, payments) and deliverables, and ensuring all contractual obligations to clients are met on time. Ensuring project compliance to health, safety, security and environment

(HSSE), ethical conduct, IFC standards and/or compliance to any other standards dictated by the client. Support the development and review of project documentation in English to a high standard.

Responsible for providing project management on projects such as:

- *DFID Using Extractive Industry Data for Transparency and Accountability (USEDATA) Programme, Tanzania*
  - Conduct and report on field and desk based research on key issues in the extractives industries of two data pilot countries
  - Conduct stakeholder consultation to support the design of each country's data pilot
  - Actively engage in coordinating the identification of personnel for the project
- *DFID final and comparative evaluation and Project Completion Report of the Youth Development and Northern Uganda Youth Entrepreneurship programmes*
  - Conduct and report on field and desk based research on key issues affecting Youth in Uganda and in Northern Uganda specifically
  - Supported the planning and delivery of the evaluation of the Youth Development Programme (YDP). This included providing support to consultants to conduct an assessment of YDP's contribution to economic opportunities and positive social engagement of youth and examine how the benefits provided by the programme demonstrated value for money bearing in mind social (gender, disability and citizenship) and equity gains.
  - Supported the planning and delivery of the evaluation of the Northern Uganda Youth Entrepreneurship Programme (NUYEP). This included providing support to consultants to assess the extent to which NUYEP contributed to business formation and expansion amongst the beneficiaries and gauge to what magnitude business formation and expansion contributed to income and any other benefits amongst beneficiaries.
  - Supported the planning and delivery of a comparative analysis, including a cost benefit analysis of both the YDP and NUYEP programmes to inform future skills-based programming.

**Volunteer at Trial Watch Project; TRIAL (Track Impunity Always), Geneva, Switzerland (January 2014-Present)**

Provided supported by working online with the Non-Governmental Organisations on the Trial Watch Project that served as a multilingual online database. Provided assistance on Drafting profiles after conducting legal on both domestic and international criminal law case law, edited existing profiles by writing updates and translated existing profiles on the online database.

**Intern at Chambers of the Judiciary; International Criminal Court, The Hague, The Netherlands (May-October 2013)**

Completed a clerkship with Judge Aluoch in the Chambers of the Judiciary to improve topical knowledge on international criminal justice and the workings of the Court. Additionally, supplemented research, legal, administrative and IT management skills including Comparative and International Law, country specific and political research, researching case law, completing evidence analysis, drafting memoranda, drafting memoranda, maintaining databases and assisting with the drafting of decisions.

**Intern at Kasirye, Byaruhanga and Co. Advocates, Kampala, Uganda (January-February 2012)**

Completed a supervised internship with the firm gaining experience and a comparative understanding of how theory is put into practice by attending court for proceedings, drafting notices, completing legal research in relation to client's cases and completing legal briefs.

#### 10.4. Annex 4 - List of Qualitative Key Informant Interviews and Focus Group Discussions

	Quantitative questionnaires (Individual interviews)	Beneficiaries/ providers/ Stakeholders	Non- beneficiaries	Persons met
<b>Quantitative questionnaires (100% quantitative)</b>				
YDP	YDP Quantitative Questionnaire Beneficiaries and Non-Beneficiaries	x	x	319
NUYEP	Final NUYEP beneficiary family	x		114
YDP	Final KAP survey		X	229
<b>Focus group discussions (Primarily qualitative)</b>		<b>Beneficiaries/ providers/ Stakeholders</b>	<b>Non beneficiaries</b>	<b>Interviews carried out</b>
NUYEP	Disabled	x	x	22
NUYEP	Persons failing in Business	x	x	34
NUYEP	Females	x	x	38
NUYEP	Persons in business	x	x	47
YDP	Disabled	x	x	24
YDP	females	x	x	33
YDP	Youth in employment	x	x	22
YDP	Self-employed youth	x	x	36
YDP	Unemployed	x	x	34
YDP	YDP FGD Teachers Manager	x		26
<b>Key informant interviews (70 % qualitative /30 % quantitative)</b>		<b>Beneficiaries/ providers/ Stakeholders</b>	<b>Non- beneficiaries</b>	<b>Persons met</b>
NUYEP	NUYEP Counsellors	x		19
NUYEP	NUYEP Stakeholders	x		50
YDP	Employers of graduates	x		82
YDP	FINAL YDP KI Stakeholders	x		48
<b>Score cards (100 % quantitative)</b>		<b>Beneficiaries/ providers/ Stakeholders</b>	<b>Nonbeneficiaries</b>	<b>Persons met</b>
NUYEP	Mixed group of beneficiaries in business, not in business, females and disabled	x		345
NUYEP	Stakeholders, Staff, Counsellors	x		91
YDP	Beneficiaries mix of employed, unemployed, disables males and females	x		395
YDP	Employers of graduates	x		77
YDP	Stakeholders	x		309

## 10.5. Annex 5 - Table of comparative Benefit:Cost Ratios of youth enterprise programmes in Uganda

Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
Educate! Experience - (Educate!)	Educate!'s flagship programme is the Educate! Experience. The Educate! Experience provides upper secondary school students across Uganda with 1) two years of world-class leadership, entrepreneurship, and workforce-readiness training, 2) long-term mentorship, and 3) practical experience actually creating an enterprise to solve a challenge facing their own lives or the community.	We target in-school upper-secondary youth, aged 15. At least 30% of our students participate in Educate! to generate enough income to pay their own school fees.	3,521 GBP <i>per school</i>	40 <i>per school</i>	88 GBP	Project reported increase income of 118 GBP per year. Present value over 3 years = 344 GBP  <b>Montrose BCR = 344/88 = 3.9</b>  NOTE- Calculation of Present Value for all examples uses a social discount rate of 3 percent.	The programme takes a combined approach in offering both lifeskills and entrepreneurship training. However, as the programme targets youth in upper secondary school, it could be assumed that the target beneficiaries are already comparably well-off as most parents cannot afford to send their children to secondary school. The additional income reported is likely an overestimate of the impact (no counterfactual)  Very low cost initiative
Grow Movement Uganda	- 12 sessions of approx. 1 hour delivered by Skype or mobile across 6 months - Skills: Finance, marketing, HR, legal, strategy - Delivery: Business professionals around the world	- English speaking entrepreneurs with a business that has been running for a minimum of 3 months - Selection: Interview by Grow team and application form - Both rural and urban subject to mobile connectivity - All ages, both genders, all religions	24,000 GBP <i>(NB This excludes UK HQ costs proportion)</i>	210 entrepreneurs 14,000 employees and families	114 GBP per entrepreneur 1.71 GBP per employee and family member	1. £24K/581 jobs= £42 per job 24,000 GBP/581 jobs = 42 GBP/job  <b>Montrose BCR - not possible to compute</b>	An innovative model using mobile/internet technology for delivery of the programme, Grow Movement work with existing entrepreneurs to support them to grow their business to the point where they can employ additional staff creating roles such as sales assistants, hairdressers, drivers, cleaners, accountants and book keepers. Each entrepreneur employs on average two or more people within six months of their involvement with the project. They are then provided business expertise through a consultancy like scheme offered by business professionals (senior business professionals) who volunteer their time. Using Skype reduces the cost per beneficiary of providing this level of expertise and ensure the mentoring and coaching is tailored to the individual entrepreneur

Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
NUYEP Project - (EUg/YBI)	See description in section 2.2 above	18-35, rural, post-conflict area, typically youth with low levels of education, low levels of incomes, savings and assets, un or under-employed.	2,783,984 GBP	14,339	195 GBP	See section 6.2 above for details of the calculations and analysis  <b>Montrose BCR = 5.0</b>	Changes in income are measured as differences in pre-post means. Without a counterfactual there is no way to assess whether and/or how much of the income changes can be attributable to the project.  Post project income were measured for participants in a follow up survey. Characteristics of the group providing the baseline income may be different than those participants providing income in the follow up.
Sustainable Livelihoods Programme for Karamajong Youth - (Restless Development)	<p>The project will support 1,680 young people across three districts of the Karamoja over 3 years to increase their income and food security by pursuing an appropriate pathway to employment or self-employment. Youth networks will be supported to gain the knowledge and skills and access resources to generate income</p> <p>The project is delivered through the peer to peer model and also provides young people with information about SRH and links them to local decision makers for youth-led advocacy</p>	The project targets young people both male and female aged between 15-30 years, who live in abject poverty in the remote areas of Karamoja. The project is delivered in the poorest community targeting young people living below the poverty line	826,047,157 UGX 175,344 GBP	840	GBP 209	<p>Project reports the average cumulative increase in income per youth for 1 year is about 600,000 shillings derived from the monthly increase in income.</p> <p>Present value over 3 years = UGX 1,697,000, GBP 360P</p> <p><b>Montrose BCR = 360 / 209 = 1.7</b></p>	<p>As, the target beneficiaries are young, marginalised people living below the poverty line, although the increase in income is low per beneficiary at approximately only 50,000 per month, due to the marginalised and vulnerable nature of the youth, these results are positive. The programme can be seen to provide them access to a range of services they wouldn't otherwise have access to such as improved access to finance and employability.</p> <p>The estimated increase in income is likely to overstate the impact of the project as there is no counterfactual and income over time may be expected to increase even for the very poor.</p>



Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
	<p>The project will support 1,680 young people across three districts of the Karamoja over 3 years to increase their income and food security by pursuing an appropriate pathway to employment or self-employment. Youth networks will be supported to gain the knowledge and skills and access resources to generate income</p> <p>The project is delivered through the peer to peer model and also provides young people with information about SRH and links them to local decision makers for youth-led advocacy</p>	<p>The project targets young people both male and female aged between 15-30 years, who live in abject poverty in the remote areas of Karamoja. The project is delivered in the poorest community targeting young people living below the poverty line</p>	731912006 (Total Project Cost)	990	<p>UGX 739,305</p> <p>GBP 155</p>	<p>The average cumulative increase in income per youth for 1 year is about 1,086,777 shillings derived from the monthly increase in income from group savings and IGAs over one year.</p> <p>Project cost per beneficiary is UGX 739,305  <math>1,086,777/739,305 = 1.5</math></p> <p><b>Montrose BCR: 1.5</b></p>	<p>A large component of the programme is on soft skills development &amp; capacity building, which translate into technical expertise in groups to undertake VSLA activities &amp; income generating projects. Returns are tracked more at group than individual level, hence cumulate income calculated by that accrued from groups to individual members over one year. 1,680 is the total project target for the 3 years, while 990 is the actual reached in the project's first year 2014/2015. Average cumulative increase is obtained from group savings, IGA profits &amp; Government Financial support accruing to each group member over the 12 months' period of the project taking 30 members per group for the 28 groups established during the year.</p>
YELG Programme - (VSO)	<p>Technical training, Co-funding, Literacy classes, Exposure visits. Skills targeted are agronomy, post-harvest handling, business skills development, animal husbandry, Literacy and numeracy</p>	<p>Vulnerable youth affected by conflict-aged between 15-35 and living in Lira, Gulu or Nwoya and Amuru Districts.</p>	108,000 GBP	470	GBP 230	<p>Group savings increased from an average of UGX 407,437 per group per annum to UGX 791,772 per group per annum representing an increase by 51.5%.</p> <p><b>Montrose BCR - not possible to compute</b></p>	<p>It isn't clear from information in table what assumptions were made in calculating this figure. Group savings is a snap shot in time and alone isn't a good indicator of economic impact hence why there were several indicators (number of enterprises; livestock; acres cultivated; group savings); VSO also measured group performance looking at stability and functioning of the groups. Group savings also doesn't include individual savings and isn't an actual measure of income only what has been saved by the group (at that time) rather than re invested into enterprises and assets; loans to group members. Note also increased income wasn't the aim of the project but increased economic stability.</p>
AVSI Foundation	<p>Farmers: skills trainings, business capital and coaching, related to market oriented crop</p>	<p>The beneficiaries range from unemployed</p>	3,740,000 GBP	8,950	GBP 418	<p>The baseline average income is UGX 85,467 Current income per</p>	<p>This appears to be a very high return on investment and the question of whether the baseline income is per year or per month was</p>

Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
	and livestock production.  Youth (15 and 25): technical, managerial and life skills; start-up kit  Youth and farmers: strengthened business incubation, coaching and access to fun	youth, school dropouts, rural small holder farmers, and SME businesses from the Acholi and Lango sub-regions				production cycle = UGX 520,000 (2 cycles/year = UGX 1,040,000). Agribusinesses have seen their monthly income increase from UGX 255,000 to UGX 1,409,602.  The agribusinesses' income has risen from GBP 60 to GBP 329/month, giving a difference of GBP 269/month or GBP 3228/year  <b>Montrose BCR = 3228/418 = 7.7</b>	not answered. This could be where the inaccuracy lies. Assuming the agribusiness market is fairly saturated, it could be argued that the potential for scale-up of this project may be limited without fully saturating the market.
Strengthening Rural Youth Development through Enterprise (STRYDE)* - (TechnoServe)  <i>*STRYDE is a regional program, with operations in Uganda, Kenya, Rwanda, and Tanzania. For the purpose of this exercise, we have</i>	The STRYDE model - 3-month training programme on entrepreneurship, financial literacy, agribusiness, and personal effectiveness skills such as goal-setting, communication, and negotiation; an experiential business exercise; and a 9-month aftercare phase which fosters the development of technical and business skills and helps youth to identify opportunities in their rural communities and start their own business, find a job, or return to the family farm using their new commercial skills.	Targets: Rural youth aged 18-30 yrs (70% below 25 years), 50-50 boys/girls ratio in Central Uganda (Kayunga, Mukono, Mityana) and Northern Uganda (Arua, Amuru, Gulu and Lira). These youth are unemployed with little or no marketable skills and perhaps working as casual labourers. They	Phase 1: \$2,407,028	5,000	GBP 362	The incomes for STRYDE 1 in Uganda increased from an average of \$47 per month to an average of \$99 per month per beneficiary (\$562 per year to \$1,188 per year). The increase should be \$626  GBP 471 increase in income per year for STRYDE 1 Cost per beneficiary: GBP 362 for STRYDE 1 <b>Montrose BCR = 471/362 = 1.3</b>	The calculation of this BCR mixes many different things which would have different costs and outcomes so whilst it is possible to make a calculation the result is likely to be incredibly inaccurate

Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
<i>provided detailed information focusing solely on Uganda.</i>	Phase 2: STRYDE is taking on a blended approach, by both scaling its current model while also introducing a market facilitation approach to foster sustainable system change. Under this facilitation approach, TechnoServe is identifying partners, developing and socializing the business case, aligning incentives, and building the capacity of existing local market actors, such as government ministries, vocational training institutes (VTIs) and community-based organisations.	must commit to the 3 months of training and would therefore be youth who desire to better themselves	Phase 2: \$4,658,328	13,386	GBP 262		
Youth Development Programme(YDP) - (VSO)	Vocational skills training in various trades; delivered by 35 VTIs in Acholi, Lango, West Nile, Teso and Karamoja sub regions; through 6 months of institution based training and 6 of post training support.	Vulnerable war affected youth (e.g. orphans, formerly abducted, child headed households) who have dropped out of formal education; aged 15-35	7,584,985 GBP	15,875	GBP 478	<i>See section 6.1 above for details of the calculation and analysis</i>  <b>Montrose BCR = 1.1</b>	Estimated new income is pre-post difference rather than income attributable to project interventions. As such it is likely to be an overestimation of the impact. Calculation also assumes that all new income is maintained (no job or income loss) over 3 years
The YouthMap Internship Programme - (Restless Development)	The YouthMap Internship Programme aims to equip fresh graduates with employability skills (life skills, workplace skills and career development skills)  One-week training with additional mentorship support for 6 months including	Programme targets fresh graduates from vulnerable backgrounds (households with more than 7 siblings, single headed families,	99,266,207 UGX  21,071 GBP	30	GBP 702	Estimated cumulative income over 1 year per beneficiary = 6,000,000 UGX  Present value GBP over 3 years = 3,740 GBP	The project cost indicated is per year, over the period the beneficiary is on placement including Restless Development contribution to their stipend. We intensively work with the beneficiary for 7 months, then post placement support is not very intensive and given based on need/ request of beneficiary. The income indicated is cumulated with 80% of the beneficiaries transitioning to gainful

Organisation and Project	Approach/Activity (narrative)	'Typical' Beneficiary	Total Project Expenditure	Number of Participants	Expenditure per participant	Cost - Benefit Analysis (Based on benefits reported by project)	Observations
	placement with host employers mainly in Kampala with a few placements in the North and Eastern regions of Uganda	orphans and disabled); young people 23-30 years of age, include both female and male candidates from both rural and urban areas, graduates with excellent academic performance (first class or second class upper)				<b>Montrose BCR = 3740/702 = 5.3</b>  Cost per job created: 99,266,207 /24 = UGX 4,136,091	employment earning on average 500,000/= per month, hence the six million Uganda shillings accumulated in a year as total income earned by the beneficiary. The more intensive support provided to the beneficiary translates to greater advances in benefits received. The model is both adaptable and scalable with a few adjustments depending on the context under which it is applied/operates.
Girls Apprenticeship Programme (GAP) - (TechnoServe)	On-the-job training delivered by business women (graduates from previous entrepreneurship programme) Targeted skills are in tailoring, hairdressing, baking, and crafts making with training period varying based on the trade/skill (i.e. baking takes 3 months while the other trades require 5 months)	Delivered to vulnerable young women between 18-24 years (including young mothers and school dropouts) in urban and peri-urban areas of Central Uganda. Priority is given to single mothers.	Phase 1: \$75,000	30	GBP 1,875	GBP 153 increase in annual income for phase 1 Cost per beneficiary: GBP 1875	This seems to form a reasonable increase in annual income for beneficiaries. However, the extremely high cost per beneficiary has resulted in a very negative BCR. That said, the costs per beneficiary are diverse depending on the intensity and type of intervention and this will impact on the accuracy of the calculation. In addition, the beneficiaries are women who bear the brunt of domestic responsibilities and are limited in the time in which they can run their enterprise. In addition, women tend to have lower levels of education which could also impact on their ability to learn a skill in 3-5 months to the extent that they can compete within the market in which they have chosen to start their business.
	Girls also receive additional classroom-style soft skills training in personal effectiveness and entrepreneurship, delivered by Business Counsellors from the STRYDE program over the course of 6 days (2 days per month for 3 months).		Phase 2: \$100,000	60	GBP 1,250	<b>Montrose BCR = 153/1875 = 0.1</b>	