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YOUTH PARTICIPATION IN GOVERNMENT PROGRAMMES IN UGANDA

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The Uganda Parliamentary Forum on Youth Affairs (UPFYA) was first initiated in 2008 by a cross section of youthful members of the 8th Parliament of Uganda. It was motivated by the legislators' desire to harness their collective energies for a more effective and meaningful representation of issues of concern to the youth fraternity in Uganda through legislation, budget appropriation and oversight. The forum was inspired by the search for mechanisms of strengthening national attention and responsiveness to the challenges affecting young people, who constitute a significant and increasing majority of the Ugandan population. Find out more at www.upfya.org

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Foreword

The Uganda Parliamentary Forum on Youth Affairs (UPFYA) champions the promotion of national policies and programmes that place young people at the core of Uganda's governance and development processes. The UPFYA achieves this through legislation, advocacy, networking and outreach, in order to realise a responsible, active and empowered youth citizenry.

As part of this project, entitled 'Enhancing Youth Participation in Governance Issues through Legislation', the UPFYA commissioned a baseline survey on key government programmes focused on the youth. The 'Youth Participation in Government Programmes in Uganda' report is a product of the survey, which had the following objectives:

- To assess the appropriateness of the approaches employed by the National Agriculture Advisory Services (NAADS), Northern Uganda Social Action Fund (NUSAF), Skilling Uganda and Youth Venture Capital Fund (YVCF) programmes to achieve youth participation objectives;
- To assess the effectiveness of these programmes in addressing the key issues, needs or problems identified, concerning the youth at the inception of these programmes;
- To track the flow, allocation and utilisation of programme resources in the process of producing the required quality of outputs/outcomes/impact;
- To identify and analyse the factors that have impacted on the implementation of these programmes; and
- To identify and describe the benefits from these programmes accruing to youths so far.

The report highlights best practices and shortcomings in delivery. It assesses the programmatic strengths and weaknesses, and analyses the effectiveness of youth participation in implementing the NAADS, NUSAF, Skilling Uganda and YVCF programmes.

These government policies and programmes are, in theory, good interventions, aimed at improving the lives of young people. However, they have suffered very poor implementation over the years. The report gives an analytical overview of the actual performance of these programmes on the ground. Furthermore, its findings and recommendations are vital and will inform the development of responsive policies by both government and parliament. They will also guide advocacy strategies for the UPFYA, the National Youth Council and civil society organisations.

As UPFYA, we offer relentless commitment in ensuring that the planned government interventions, geared towards improving the lives of young people in Uganda, are implemented successfully to their logical conclusion so that the aspirations of the Uganda youths are realised.



Monicah Amoding
Chairperson
Uganda Parliamentary Forum on Youth Affairs

Abbreviations

ATP	Assessment and Training Package
BTVET	Business, Technical and Vocational Education and Training
CBET	Competence-based education and training
CBO	Community-based organisation
CDI	Community Demand Initiative
CSO	Civil society organisation
DCDO	District Community Development Officer
DEO	District Education Officer
DFID	Department for International Development
FGD	Focus group discussion
IGA	Income-generating activity
KII	Key informant interview
LC	Local Council
LGDP	Local Government Development Project
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDI	Micro Deposit-taking Institution
MFPED	Ministry of Finance, Planning and Economic Development
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NDTO	NUSAF District Technical Officer
NGO	Non-governmental organisation
NUMU	NUSAF Management Unit
NUSAF	Northern Uganda Social Action Fund
PMA	Plan for Modernisation of Agriculture
PPS	Probability Proportional to Size
PRDP	Peace, Recovery and Development Plan
PWD	Person with disability
SACCO	Savings and Credit Cooperative
SPSS	Statistical Package for Social Sciences
UIRI	Uganda Industrial Research Institute
UPFYA	Uganda Parliamentary Forum on Youth Affairs
UVQF	Uganda Vocational Qualifications Framework
VGS	Vulnerable Groups Support
VSLA	Village Savings and Loan Association
VTI	Vocational training institute
YOP	Youth Opportunities Programme
YVCF	Youth Venture Capital Fund

Executive summary

In February 2013 the Uganda Parliamentary Forum on Youth Affairs (UPFYA) commissioned a study on youth participation in government programmes in Uganda. This report contains findings of the study, which was conducted in the districts of Kayunga, Koboko, Kotido, Kumi and Ntungamo, focusing on the participation of youths in the National Agricultural Advisory Services (NAADS), Northern Uganda Social Action Fund Youth Opportunities Programme (NUSAF YOP), Skilling Uganda and Youth Venture Capital Fund (YVCF) programmes. The respondents of this study were youths and also participants falling under any of the four programmes and hence could give firsthand experience. The objectives of the study were to assess the appropriateness of the approaches employed by the NAADS, NUSAF YOP, Skilling Uganda and YVCF programmes to achieve youth participation objectives, namely, to assess the effectiveness of these programmes in addressing the key issues facing the youth; to identify and analyse the factors that have impacted on the implementation of programmes; and to identify and describe the benefits accruing from these programmes to the youth.

Methodology

This assessment was a cross-sectional survey that employed triangulation of both qualitative and quantitative research methods. Data was collected from youth beneficiaries and other participants in the programme areas through interviewer-administered questionnaires. This was followed by observation of key outcomes of interest among the youths regarding farming practices, business opportunities and skills development. The NUSAF project offices for the YOP provided records of the beneficiaries from which the NUSAF respondents were identified. The YVCF participating banks provided lists of beneficiaries from which respondents were also selected and interviewed, and the same method was used to select respondents from other programmes. Multi-stage probability proportional to size (PPS) sampling procedure was used to select the initial¹ 292 youth beneficiary respondents.

Key findings

Participation of youth beneficiaries in NAADS programme activities

Unlike the other three programmes in the report, NAADS is not a youth-specific programme. While the youth were targeted for this survey, there were sporadic cases of beneficiaries who having benefited from the programme were now slightly above the youth age bracket (18–35). The majority (88.7%) of beneficiaries of the NAADS programme are mainly engaged in crop production, while 72.9% are in livestock production. Other significant NAADS activities reported included savings and credit (19.5%), community sensitisation (18.2%) and agricultural marketing (11.6%). NAADS is hence focusing on the priority areas that directly contribute to the goal of increasing agricultural productivity and profitability. However, the findings also indicate that agricultural marketing is not getting the emphasis it deserves, which should be an area for future consideration by the government.

¹ The initial round of interviews (March/April 2013) gathered primarily quantitative data, while the second round (July 2013) focused on qualitative data. The latter round gathered 246 attendants during the validation meetings across the 5 districts and 76 key informant interviews (KIIs).

Of the 153 respondents who were beneficiaries of the NAADS programme, just over half (54.9%) reported participating in planning/selecting enterprises, 45.8% reported participating in the development of constitutions/bylaws, while 38.6% reported participating in the establishment/management of demonstration sites. About 38.0%, 35.0% and 29.0% reported participating in exchange visits/study tours, monitoring and evaluating group enterprises, and setting standards for the quality of goods and services, respectively. The lowest participation (20.9%) was registered in the procurement of goods and services. Limited participation in these NAADS activities is an indicator that the youth beneficiaries are not getting appropriate value from the programme. In addition, the report reveals, overall, the lack of access to information about NAADS, especially by the youth in rural areas, as a critical issue hindering their participation.

According to the NAADS Master Document (MAAIF, 2000), the programme aims at ensuring that all interventions, including design and implementation, are gender-responsive and gender-focused such that both men and women are included. Of the 153 respondents who were beneficiaries of the NAADS programme, only 44 (29.0%) were females while the rest (109; 71.0%) were males. The report highlights a number of issues that are hindering the full participation of the different genders, such as preference for short-term benefits rather than long-term NAADS projects, and an inferiority complex on the part of female youths – thinking that group activities are for males only. Specifically, the participation of female youths in NAADS programme activities was affected by the burden of having to do most of the home chores; lack of land and money to enable them to practise agriculture; and cultural beliefs surrounding the future residence status of the unmarried females.

Participation of persons with disabilities (PWDs) in NAADS programme

Regarding the participation of PWDs in their NAADS groups, only 61 (40.0%) of the respondents reported having PWDs in their groups, while 55.8% of them believed that PWDs generally participate/benefit equally like all other youths. Some of the key issues affecting the participation of PWDs in the NAADS programme mentioned in the findings include difficulty in mobility and stereotyping PWDs as a group who would fail to successfully implement NAADS projects.

Youth participation in Youth Venture Capital Fund (YVCF)

The report indicates that start-up/operating capital was, as cited by 79.7% of respondents, by far the biggest obstacle to starting/running an income-generating activity (IGA). Others include lack of markets (34.9%) and lack of information on how to start an enterprise (32.3%). These findings, therefore, indicate that the YVCF programme should be very timely and appropriate in supporting youth employment, given that it was established to address the two major issues of capital and entrepreneurship skills. Over two-thirds (67.2%) of those who have ever run an IGA reported having used their own savings to start their IGAs. Others reported having borrowed from relatives/friends/family (20.8%), savings group (12.5%) and borrowing from a financial institution (12.5%). The low usage of financial institutions is a result of lack of requirements for eligibility to access funds from these institutions. Entrepreneurship training is one of the core strategies under the YVCF. The idea behind providing entrepreneurship training as a complementary service alongside the loan capital was to teach the youth beneficiaries better financial management skills, which can enable them to better utilise the funds they access. According to the findings, about 30.0% (87) of respondents reported having ever attended training on entrepreneurship/business management. The rest of the respondents (70.0%) had never attended such training.

Youth participation in Skilling Uganda

In 2011 the Government of Uganda drew up a Business, Technical and Vocational Education and Training (BTJET) Strategic Plan 2011–2020, which has been called the Skilling Uganda programme. Building on the previous reforms in the BTJET system, the Skilling Uganda

programme is aimed at addressing the major challenges regarding relevance, quality, access and equity, management and financial sustainability of the BTVET system in Uganda. The report gives some characteristics of the programme. For example, the average distance to the nearest BTVET institute is about 10.2 km and the maximum distance reported was 40 km. With regard to the education levels of the BTVET students prior to joining the institutes, assessment findings indicate that about half of them (48.0%) had completed secondary education, 27.0% had reached some secondary level, 9.6% had completed primary education and 7.7% respondents had reached some primary level. However, 65.4% of respondents said that they did not know the admission criteria – indicating that the Skilling Uganda programme approach has not taken root in the selected districts.

The report notes that most respondents were aware of the common courses taught in the BTVET institutions. These were carpentry and joinery – cited by 42.0% of the respondents. Other popular offered courses included bricklaying (36.0%), mechanics (32.5%) and tailoring (30.5%). Agricultural production was among the least offered courses (6.2%).

Youth participation in NUSAF YOP

Launched by the Government of Uganda in February 2003, the NUSAF was aimed at empowering communities in Northern Uganda by enhancing their capacity to systematically identify, prioritise and plan for their needs, and implement sustainable development initiatives that improve socio-economic services and opportunities. The first phase of NUSAF (referred to as NUSAF I) ended in March 2009. NUSAF II is expected to run for a period of five years (25th November 2009 to 24th November 2014). The YOP, although not a stand-alone component of NUSAF, was added in 2005 as a principal youth-focused programme in NUSAF, with specific funding allocated especially under NUSAF's Vulnerable Groups Support (VGS) and Community Demand Initiative (CDI) components to target the unemployed/underemployed youths aged between 15 and 35 who live in conditions of poverty.

The earliest year when the NUSAF YOP respondent beneficiaries received government funding was 2004. The majority of the 31 NUSAF YOP respondents (25; 81.0%) reported having received the group funding in the previous three years. Of the 25 youths who received funding, 19 (76.0%) of them utilised the funds to carry out agricultural production including cattle rearing, poultry and tree planting, while 9 (36.0%) utilised the funds for businesses including salons. Consultations with youths from Kotido revealed that the model seemed to be working well, as noted in the excerpts from the consultation report from Kotido.

The NUSAF YOP beneficiaries did not report receiving any training in tailoring, carpentry and joinery or mechanics, while bricklaying and metal fabrication courses were only received by one beneficiary. The most popular training course was agricultural production (77.0%), followed by barbering/hairdressing (23.0%). Whereas it is understandable for agriculture skill to be the most common training course, the beneficiaries indicated that they would have loved to learn other skills, especially electrical installation and mechanics, but that the trainers of these skills are not readily available in their communities. Regarding the mode of training, only two respondents reported receiving their training from a vocational school. The rest of the beneficiaries reported receiving the training from individual artisans or in workshops. In most cases, the decision of who the trainer should be and what course the beneficiary should train in was made by a non-member, for example the facilitators and officials.

Conclusions and recommendations

Conclusions

This study revealed that the major issues and concerns for the youths are largely the concerns of the wider section of the population of Uganda, that is, poverty and unemployment. What might be different are the dimensions and causes of the problem. The youth attribute their poverty to unemployment.

The programmes under assessment have had limited success in addressing the key issues and concerns of the youth. One strong reason for this is the limited say, participation and influence the youth have in these programmes. The study findings reveal very low participation in the design and implementation of the four programmes studied. This partly explains why these programmes – including those that specifically target the youth, such as Skilling Uganda – have largely not been responsive to their needs and concerns, thus resulting in limited benefits to the youth. Where there have been attempts to involve the youth, it is mainly the elite (educated urban-based youth) who have been involved, leaving out the majority rural-based youth. Provision of guidelines on how to benefit from the programmes already designed is not good enough for the youths. The youths have structures such as Youth Councils through which they can be mobilised to participate in decision-making as well as influencing policy. Unfortunately, the four programmes in this study were found not to have used this structure, thus leaving the youth as dormant participants – mere recipients of the programmes with no control and influence.

Furthermore, if the purpose of the four programmes under study is to reduce poverty among Ugandans, including the youth, then this study helps to explain why such programmes have not been fully effective. Unemployment among the youth is still very high. This can only be reduced by making the agricultural sector more predictable, profitable and attractive to the youth, on the one hand, while, on the other, providing them with the right/appropriate skills to enable them to engage in the sector.

Recommendations

Central government

When young people are engaged in planning, the resulting programmes tend to articulate their concerns. It is, therefore, recommended that the central government provides clear policy directives on youth participation on the supply side. However, in order to increase demand for participation by the youth, it is important for the government to provide adequate funding for the Youth Council structures at various levels to ensure that they mobilise the youths, especially those from the rural areas, coach them on how policies and programmes are designed and implemented, as well as explain to them their role in monitoring and evaluating these programmes.

There is a need for adoption of approaches and strategies that can ensure substantive participation of the youth in development processes. The youth should be allowed opportunities and powers to participate in agenda-setting, but also be given decision-making roles. This requires the government to make a deliberate effort to build skills of the youths and young people, in general, in participative governance and decision-making. It is also important to maintain a free flow of information they need to participate effectively, and preferably using information and communication channels that are youth-friendly and conducive.

The government should reform the education system, putting greater emphasis on technical and vocational skills. If such reforms are made, the education system would be able to mould young people whose skills are required by the labour market and thus enhance their chances of being employed.

Development partners

Development partners should carry out independent audits on how programmes are implemented as a matter of course in order to determine their (programmes') impact on the youth. This will help to influence youth-friendly designs.

Local governments

Local government should ensure that the special NAADS programme for the youth, which had been designed and publicised well by the government, is speedily implemented. There should be more youth involvement at all stages, right from planning and budgeting, procurement, implementation and monitoring of the programme. In particular, implementation should be timely, especially in distribution of inputs to match up with the appropriate seasons. Youth representation at the committee level should be increased to ensure that they can influence the allocation of NAADS resources for the youth. It has been suggested that the committee should include at least two youths – one male and one female.

Civil society

The report findings reveal that civil society organisations (CSOs) were not sufficiently involved in implementing youth empowerment and development projects.

The youth recommended that CSOs can engage in advocacy for the right approaches and transparency in utilising the resources that have been allocated.

CSOs should also support government efforts and be more proactive in organising mid-term reviews and dialogues for the youths to air their achievements as well as grievances.

Youths and Youth Councils

The youths, as beneficiaries, are urged to be more proactive in their leadership roles and to ensure that adequate mobilisation of the masses takes place. The leaders are also tasked with always holding meetings with lower-level leaders as well as the ordinary youths, so that they are informed of any development programmes, new updates and possible partnerships with non-governmental organisations (NGOs).

It is also recommended that the youths at the grassroots should engage more with government programmes, so that they do get out of poverty and move to another level. They should desist from unnecessary boycotts of meetings and conferences.

While it is recommended that government increases funding for Youth Councils to enable them to function, the Youth Council leaders and the secretariat members also need to be trained in lobbying and advocacy skills, resource mobilisation and other skills that can enable them to become more vibrant.

Local communities

Local communities, particularly local leaders (faith leaders, local chiefs, elders and opinion leaders), as well as the general community members, ought to consider the concerns of the youth in their midst. The success of the youth on these government programmes directly translates into benefits to the communities in which they live (let alone the country at large). The contrary holds true. The involvement of non-youths in the mobilisation and sensitisation of the youth to take advantage of the opportunities offered by the programmes should in no way imply the hijacking of the control and benefiting of the programmes by non-youths.

1. Introduction and background

1.1 Background to the study

Founded in 2008 by a cross-section of youthful members of the 8th Parliament of Uganda, the Uganda Parliamentary Forum on Youth Affairs (UPFYA) is a body consisting of Members of Parliament. Its formation was motivated by the legislators' desire to harness their collective energies for a more effective and meaningful representation of issues of concern to the youth in Uganda through legislation, budget appropriation and oversight.

The mandate of the UPFYA includes:

- Representing the voices of the youths in parliament;
- Advocating and lobbying for youth programmes and services;
- Auditing and scrutinising existing legislation to ensure the rights and interests of the youths are therein embedded;
- Scrutinising budget estimates to ensure increased funding for youth programmes at both central and local government levels; and
- Monitoring and ensuring that funds appropriated for youth programmes are expedited and utilised properly.

In order to deliver on its mandate, the UPFYA periodically assesses policy formulation and implementation of government programmes with a view to establishing the extent to which youth issues are being taken care of, and whether youths are participating and benefiting from such programmes. Armed with facts from such assessments, the UPFYA becomes better placed to deliver on its mandate of representing, advocating and lobbying for youth issues.

Therefore, it is on this basis that in February 2013 the UPFYA solicited proposals from qualified individuals/firms and subsequently hired consultants to conduct a study on youth participation in selected Uganda government programmes, specifically the National Agricultural Advisory Services (NAADS), the Northern Uganda Social Action Fund Youth Opportunities Programme (NUSAF YOP), Skilling Uganda and the Youth Venture Capital Fund (YVCF), in the districts of Kayunga, Koboko, Kotido, Kumi and Ntungamo.

The assessment team conducted field data collection between 25th March 2013 and 18th April 2013. A total of 344 respondents were interviewed during the data collection exercise. These included 292 youth beneficiaries of the named government programmes who were interviewed using the quantitative questionnaire, and 52 key informants who were interviewed through individual interviews. Further qualitative data, involving 96 respondents, was collected in the five districts, in collaboration with International Alert, between 20th and 27th July 2013. The key informants included representatives of banks participating in the YVCF programme, technical officers in the various government programmes under study, heads of Business, Technical and Vocational Education and Training (BTVET) institutions, youths and youth leaders who were invited to participate in the qualitative study and validation workshops, as well as local political leaders.

1.2 Objectives of the assessment

The goal of the study was to assess the participation of youths in the government programmes of NAADS, NUSAF's YOP, Skilling Uganda and the YVCF in the aforementioned districts in Uganda. Specifically, the study aimed at:

- Assessing the appropriateness of the approaches employed by the NAADS, NUSAF, Skilling Uganda and YVCF programmes to achieve youth participation objectives;
- Assessing the effectiveness of these programmes in addressing the key issues, needs or problems identified concerning the youths at the inception of these programmes;
- Identifying and analysing the factors that have impacted on the implementation of programmes; and
- Identifying and describing the benefits from these programmes accruing to youths.

1.3 Scope of the assessment

As indicated above, the assessment was conducted in five districts of Uganda, strategically chosen to represent all the regions of the country, namely: Kayunga District (Central), Koboko District (Northern), Kotido District (North-Eastern), Kumi District (Eastern) and Ntungamo District (Western).

In each of these districts, assessment was made on the participation of youths in the four selected government programmes – wherever each of the programmes applied.

1.4 The programmes

NAADS

NAADS is mandated to contribute to the modernisation of the agricultural sector, with the aim of increasing productivity of the land and the work invested therein. The key objectives of the programme include: promoting food security, nutrition and household incomes through increased productivity and market-oriented farming; enabling the farmers to access agricultural advisory services; and developing the private sector's capacity and systems and assuring quality of advice. It should be noted that NAADS is not a youth-specific programme, although the youth benefit from it and they form the bulk of the respondents of the current study (see section 2.2.1 for further details).

YVCF

The YVCF is a government entrepreneurship project aimed at enabling the youth to access funds for designed and approved business ventures. The Government of Uganda, in partnership with dfcu Bank, Stanbic Bank and Centenary Bank, initially made available UGX 25 billion (approximately US\$9.5 million) for the fund. The fund would be used to support the growth of viable small and medium-sized youth enterprises in the private sector (see section 2.3.1 for further details).

Skilling Uganda

At the inception of the programme, the Government of Uganda aimed at working with the private investors – both employers, on the demand side of skills, and the private training providers, on the supply side. The exploitation of the international experience by both employers and trainers would underline the fact that effective and relevant skills development systems are built on strong

alliances. Reference to the international element is based on the fact that, until recently, Ugandan employers have been passive beneficiaries of technical-vocational training. Nevertheless, there is an increasing interest in skills development (see section 2.4.1 for further details).

NUSAF YOP

NUSAF YOP is a programme designed to address the persistent youth unemployment problem prevalent in post-conflict Northern Uganda. Like the Peace, Recovery and Development Plan (PRDP), NUSAF YOP is effective in the Northern Uganda districts affected by more than two decades of armed conflict, as well as in the spill-over districts. The programme was conceived to address unemployment as a potential source of negative economic and security issues. NUSAF YOP offered cash transfers to groups of youths in order to increase employment and reduce conflict. In particular, female beneficiaries showed an 84.0% higher income level compared with the females who had not benefited from the programme in similar settings. However, no differences were recorded on social outcomes such as community participation, aggression and social cohesion (see section 2.5.1 for further details).

1.5 Organisation of the report

The report is presented in three sections. The first section is the introduction – including the background to the UPFYA and the objectives and scope of the assessment. The second section presents the findings on participation of youths in each of the programmes assessed – including the challenges as reported by the respondents. The third section outlines the conclusions and recommendations proposed by the assessment team based on the assessment findings. Appendices have been added at the end of the report, namely, on the distribution of NAADS agricultural enterprises and the methodology used in the study.

2. Assessment findings

2.1 Socio-demographic characteristics of respondents

The assessment considered a few socio-demographic characteristics to describe the target population. The characteristics included geographical location, gender, age structure, occupation and main sources of income, level of income, level of education and marital status.

2.1.1 Geographical location

The assessment was conducted in the five districts of Kayunga, Koboko, Kotido, Kumi and Ntungamo. Table 1 shows the distribution of respondents by district and gender. Kumi District had the biggest proportion (24.0%) of respondents interviewed, followed by Kayunga, Kotido and Ntungamo at 21.9%, 21.2% and 20.5%, respectively. Koboko had the lowest proportion (12.3%) compared with other districts. These percentages were dictated by the population size of the programme beneficiaries in each district. As shown in Table 1, there were more male respondents than female ones throughout the five districts surveyed, with Kayunga District recording the highest figure of this difference (48 males versus 16 females). Koboko District registered the least disparity of 20 males versus 16 females, although proportionally the figures (15.8% females versus 10.5% males) seem to favour female respondents.

Table 1: Distribution of respondents by district

District	Male		Female		Total	
	No.	%	No.	%	No.	%
Kayunga	48	25.1	16	15.8	64	21.9
Koboko	20	10.5	16	15.8	36	12.3
Kotido	36	18.8	26	25.7	62	21.2
Kumi	46	24.1	24	23.8	70	24.0
Ntungamo	41	21.5	19	18.8	60	20.5
Total	191	100	101	100	292	100

2.1.2 Regional distribution

Table 2 shows the distribution of respondents by region. The Northern Region (where Kotido and Koboko districts fall) had the biggest proportion of respondents (33.6%), followed by the Eastern Region (where Kumi District falls) with 24.0% respondents. The Central (Kayunga District) and Western (Ntungamo District) regions were represented by 21.9% and 20.5% respondents, respectively. Overall, male respondents (191) far outstrip female respondents (101) – representing 65.4% and 34.6%, respectively.

Table 2: Distribution of respondents by region

Region	Male		Female		Total	
	No.	%	No.	%	No.	%
Central	48	25.1	16	15.8	64	21.9
Eastern	46	24.1	24	23.8	70	24.0
Western	41	21.5	19	18.8	60	20.5
Northern	56	29.3	42	41.6	98	33.6
Total	191	100	101	100	292	100

2.1.3 Representation of youth beneficiaries under the programmes assessed

The study used purposive sampling while selecting the youth respondents to participate in the study. Specifically, youths benefiting from the programmes under study were being targeted, and, to ensure that this was achieved, selection for participation was informed by the available sampling frames that included beneficiary lists. Table 3 shows the distribution of respondents by programme.

Table 3: Distribution of respondents by programme

	Male		Female		Total	
	No.	%	No.	%	No.	%
NAADS						
Kayunga	29	60.4	5	31.3	34	53.1
Koboko	15	75.0	5	31.3	20	55.6
Kotido	17	47.2	12	46.2	29	46.8
Kumi	22	47.8	10	41.7	32	45.7
Ntungamo	26	63.4	12	63.2	38	63.3
YVCF						
Kayunga	4	8.3	1	6.3	5	7.8
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	0	0.0	0	0.0
Kumi	19	41.3	4	16.7	23	32.9
Ntungamo	22	53.7	7	36.8	29	48.3
NUSAF YOP						
Kayunga	0	0.0	0	0.0	0	0.0
Koboko	4	20.0	11	68.8	15	41.7
Kotido	36	100.0	26	100.0	62	100.0
Kumi	5	10.9	11	45.8	16	22.9
Ntungamo	0	0.0	0	0.0	0	0.0
Skilling Uganda						
Kayunga	16	33.3	11	68.8	27	42.2
Koboko	1	5.0	0	0.0	1	2.8
Kotido	0	0.0	0	0.0	0	0.0
Kumi	1	2.2	3	12.5	4	5.7
Ntungamo	15	36.6	5	26.3	20	33.3

Note: Multiple responses were allowed.

As shown in Table 3, the biggest proportion of the youths interviewed (52.4%) were beneficiaries of the NAADS programme. This can be explained by the fact that the NAADS programme now covers all the districts in Uganda and, therefore, existed in all the districts visited. It was also partly because it was easier for the field team to access the NAADS beneficiaries than other programme beneficiaries during this assessment.

The YVCF programme was the second most represented programme, with a proportion of 19.5% of youth participants. Just like the NAADS programme, the YVCF programme is country-wide. However, as shown in Table 3, there were no YVCF beneficiaries interviewed from Koboko and Kotido districts largely because of limited coverage by the participating banks in these districts. For example, in Kotido District, only one participating bank (Stanbic) has a branch there, while, in Koboko District, only Stanbic has a fully-fledged branch, with Centenary Bank having a service centre there. In addition, because some of these banks were not very cooperative in providing the lists of beneficiaries, it was not possible to identify the beneficiaries, especially in Koboko. In the case of Kotido District, a discussion with one official of Stanbic Bank, Kotido Branch, revealed

that the YVCF programme took a long time to kick off in the district, and, although eventually some youths applied for funding, none of them was successful, as a result of which there was no beneficiary. The lack of beneficiaries of the YVCF in Koboko and Kotido may also be attributed to the high levels of deprivation experienced by communities in these regions – including the youth – thus rendering it impossible for the would-be beneficiaries to meet the requirements outlined in section 2.3 below.

The representation of the Skilling Uganda programme was a mere 17.7% proportion. This is partly because, although the Skilling Uganda programme implementation targets all the districts in Uganda, it is a relatively new programme, given that its strategic plan was drawn up in 2011 and it is not fully operational yet. During the assessment, the field team tried to identify the existing BTVET institutions in the districts covered, and interviewed the District Education Officers (DEOs), Principals/Heads of the BTVET institutions as well as students who could be traced. The following BTVET institutions were visited during the assessment: Kibatsi Technical Institute in Ntungamo District, Koboko Technical Institute in Koboko District, Kotido Technical Institute in Kotido District, Kumi Technical School in Kumi District and Ahamed Seguya Memorial Technical Institute in Kayunga District. As shown in Table 3, only one student of the BTVET programme was interviewed in Koboko District. This was because of the difficulty in tracing the beneficiaries. In the case of Kotido District, there were no BTVET students at all because it was established that the only technical school in the district was not functional, as illustrated in the following paraphrased statement from the DEO, Kotido District:

‘The District constructed the technical institute in financial year 2003/04 but the Ministry of Education and Sports, after coding it, did not allocate funding and staffing. The institute, therefore, has not been operating. The structures were last renovated in 2012 and, currently, the school is empty, but being guarded by Uganda Police to safeguard it from vandalism and theft by any wrong characters.’²

NUSAF YOP had the smallest proportion of representation (10.6%) of respondents due to the fact that the programme is being implemented in only three (Koboko, Kotido and Kumi) of the five districts that were visited during the assessment. Suffice to note that, although Kotido is a participating district in NUSAF YOP, the assessment team could not trace any beneficiary because of challenges concerning the selection and implementation of the programme as noted by the district youth chairperson:

‘The programme was not well done. Proposals were written but some technical staff pooled the money and selected a few students who were sponsored in Nsamizi Training Institute where they studied irrelevant courses as opposed to studying courses that impart technical skills.’³

It should be noted that the District NUSAF Technical Officer, Kotido District could not be reached to verify the above assertion as at the time of the assessment.

The cases of Koboko and Kotido Districts with regard to the implementation of the YVCF and Skilling Uganda, and to some extent Kumi District with regard to Skilling Uganda, is evidence of the marginalisation in development terms that the Greater North has suffered over the years. Even post-conflict programmes of a national character have not been proportionately distributed. Moreover, as in the cases of respondents’ distribution by district or region, programme participation leans more towards male participation.

² Key informant interview (KII), Kotido District, April 2013.

³ KII, Kotido District, April 2013.

2.1.4 Age of respondents

Table 4 shows the age distribution of the survey respondents.

Table 4: Distribution of respondents by age group

	Male		Female		Total	
	No.	%	No.	%	No.	%
Below 18 years	5	2.6	8	7.9	13	4.5
18–35 years	181	94.8	87	86.1	268	91.8
Above 35 years	4	2.1	3	3.0	7	2.4
N/R*	1	0.5	3	3.0	4	1.4
Total	191	100	101	100	292	100

*N/R = Not Revealed.

The majority of the respondents (91.8%) were between 18 and 35 years, while 4.5% and 2.4% of respondents were below 18 years and above 35 years, respectively, with 1.4% not willing to reveal their age, as shown in Table 4.

2.1.5 Gender of respondents

The majority (65.4%) of the respondents were male, while 34.6% were female, as indicated in Table 5. Suffice to note that these respondents were randomly sampled from lists of beneficiaries available from the different Technical Officers responsible for the implementation of the assessed programmes. This distribution, therefore, points to the likelihood that there are more male beneficiaries than female ones.

Table 5: Distribution of respondents by gender

Gender of respondent	No.	%
Male	191	65.4
Female	101	34.6
Total	292	100.0

2.1.6 Marital status of respondents

Table 6 shows the distribution of respondents by marital status. The majority (54.1%) of the respondents were single, while 43.5% were married – with 2.4% opting not to reveal their status.

Table 6: Distribution by marital status of respondents

	Male		Female		Total	
	No.	%	No.	%	No.	%
Single	105	55.0	53	52.5	158	54.1
Married	84	44.0	43	42.6	127	43.5
N/R	2	1.0	5	5.0	7	2.4
Total	191	100	101	100	292	100

2.1.7 Level of formal education

Table 7 presents the distribution of respondents by level of formal education attained.

Table 7: Distribution by education level of respondents

Level of education	Male		Female		Total	
	No.	%	No.	%	No.	%
No formal education	11	5.8	14	13.9	25	8.6
Some primary	22	11.5	18	17.8	40	13.7
Completed primary	18	9.4	13	12.9	31	10.6
Some secondary	55	28.8	19	18.8	74	25.3
Completed secondary	34	17.8	15	14.9	49	16.8
Tertiary/Vocational/Technical certificate	8	4.2	10	9.9	18	6.2
Tertiary/Vocational/Technical diploma	20	10.5	8	7.9	28	9.6
Degree	21	11.0	3	3.0	24	8.2
N/R	2	1.0	1	1.0	3	1.0
Total	191	100	101	100	292	100

Only 25 (8.6%) respondents reported having no formal education, implying that the majority of the respondents had attained some level of formal education. A total of 8.2% of the respondents had attained degree level of formal education, while a similar proportion of respondents (9.6%) had attained tertiary/technical level. Formal education level is indeed a good indicator of the likelihood of youths comprehending the requirements for full participation in government programmes. However, it cannot be generally taken to mean that the majority of the youths in the selected districts have some level of formal education, bearing in mind that the study targeted those youths already benefiting. Instead, it is more likely that youths who have some level of formal education easily participate in government programmes compared with their counterparts who have no level of formal education.

2.1.8 Occupation and main source of income of respondents

Table 8 shows the distribution of respondents by main source of income. One-third (33.6%) of the respondents reported that agriculture/farming was their main source of income, while 19.5% reported that business was their main source of income. A total of 16.8% of the respondents were still students, the majority of whom fell under the Skilling Uganda programme, since, under this programme, the assessment targeted current students in BTVET institutions. Drawing from the current data, it should be noted that some activities are gender-exclusive, namely, fishing and technical work for females and males, respectively.

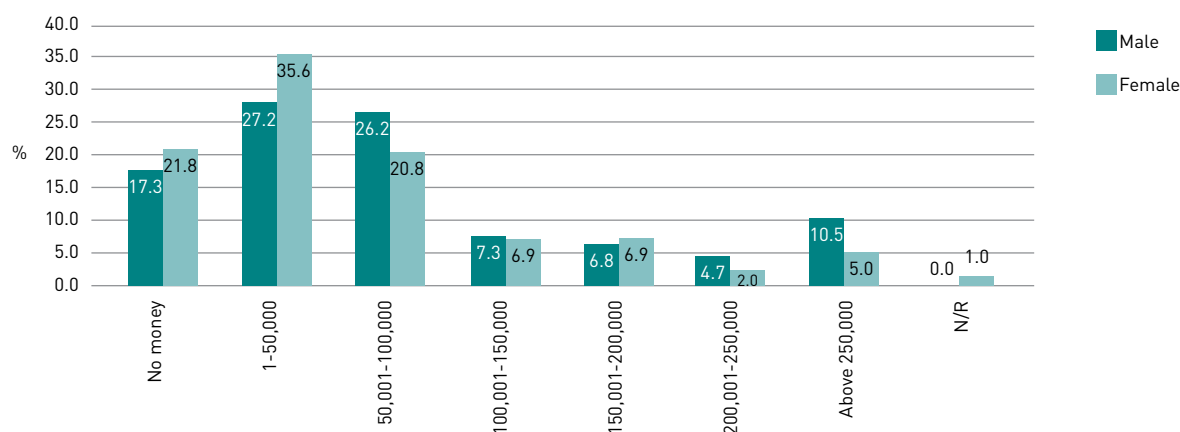
Table 8: Distribution of respondents by main source of income

Occupation	Male		Female		Total	
	No.	%	No.	%	No.	%
No occupation/Unemployed	4	2.1	10	9.9	14	4.8
Still a student	30	15.7	19	18.8	49	16.8
Salaried employee (Govt./NGO/Company)	13	6.8	5	5.0	18	6.2
Farmer/Agriculture	60	31.4	38	37.6	98	33.6
Casual labour/Physical work	20	10.5	7	6.9	27	9.2
Business person	42	22.0	15	14.9	57	19.5
Arts and crafts	2	1.0	1	1.0	3	1.0
Fishing	0	0.0	1	1.0	1	0.3
Technician, e.g. Carpentry, Joinery, Builder, Masonry, Mechanics, Fabrication, Welding	15	7.9	0	0.0	15	5.1
Services, e.g. Hairdressing, Barber, Tailoring, etc.	3	1.6	4	4.0	7	2.4
Other	1	0.5	0	0.0	1	0.3
N/R	1	0.5	1	1.0	2	0.7
Total	191	100	101	100	292	100

2.1.9 Level of income

As a proxy for level of income, the respondents were asked about the amount of money they had earned in the previous month. The responses are shown in Figure 1 (in Ugandan shillings).

Figure 1: Distribution of respondents by level of income (UGX)



Exchange rate: US\$1 = UGX 2,620 as at the time of the study

About half of the respondents (49.9%) reported earning only up to UGX 50,000 (US\$19), which included about one-fifth (18.8%) of the respondents who reported earning no money the previous month. Almost a quarter of the respondents (24.3%) reported earning between UGX 50,001 (US\$19) and UGX 100,000 (US\$38). Only 22.6% of the respondents earned above UGX 100,000 (US\$38). If this one-month income is to be used as an indicator of the amount of money these youth beneficiaries live on, it can be seen that about three-quarters (74.2%) of the respondents live on or below UGX 100,000 (US\$38) a month. Using the US\$1.25 per day international poverty line, it can be concluded that the majority of the youths interviewed are below the poverty line. This is an alarming statistic, especially as the respondent youths are beneficiaries of government programmes that are expected to get people out of poverty.

2.2 National Agricultural Advisory Services (NAADS) programme

2.2.1 Description of NAADS programme

NAADS is a 25-year programme that the Government of Uganda put in place to increase the efficiency and effectiveness of agricultural extension services. It is a semi-autonomous body formed under the NAADS Act of June 2001, with a mandate to develop a demand-driven, farmer-led agricultural service delivery system targeting the poor subsistence farmers, with emphasis on women, the youth and people with disabilities.⁴ Its development goal is to enhance rural livelihoods by increasing agricultural productivity and profitability in a sustainable manner. The programme was officially launched in March 2002. Its objectives and functions are to:

- Promote food security, nutrition and household incomes through increased productivity and market-oriented farming;
- Empower farmers to access and utilise contracted agricultural advisory services; and
- Develop private sector agricultural advisory delivery capacity and systems and assure quality of advice.

⁴ NAADS (2007). *NAADS Implementation Guidelines*. Ministry of Agriculture, Animal Industry and Fisheries, Kampala.

NAADS is one of the seven components under the Plan for Modernisation of Agriculture (PMA) – the government’s planning framework for the transformation of subsistence agriculture to a market-oriented outlook for commercial production. The NAADS programme aims to redress past shortcomings in the provision of the agricultural extension services through far-reaching reforms and innovative approaches in service delivery.

Implementation of the NAADS programme started in July 2001 in the six districts of Arua, Kabale, Kibale, Mukono, Soroti and Tororo, operating in only four sub-counties in each district in what was termed the trail-blazing phase. Following the completion of the trail-blazing phase in 2002, NAADS has continued to expand to new districts and, within the existing districts, to new sub-counties. Currently, all districts are covered.

The NAADS Act 2001 defines the institutional framework for the implementation of the NAADS programme to include the following:

- Farmer institutions are responsible for organising, formulating and prioritising farmers’ needs. These institutions should then contract and monitor service providers. These farmer institutions include farmer groups at village and parish levels, and farmers’ forums at sub-county, district and national levels.
- Local governments, right from the sub-county to the district councils, are responsible for policy, assessment of effectiveness and general oversight of NAADS activities and for voting of counterpart financial contributions in their areas of jurisdiction. They are also responsible to the Ministry of Local Government, which ensures the integration of NAADS into Local Government Development Projects (LGDPs) and all other local government capacity-building initiatives in the districts.
- The private sector is responsible for delivering advisory services to the farmers on a contractual basis.
- NGOs collaborate with NAADS during the start-up activities of farmer mobilisation and farmer institutions’ capacity development, and may opt to be contracted as service providers.
- The NAADS board is responsible for providing guidance on policy, coordination of the NAADS programme, supervision and support to the NAADS secretariat, and setting targets and approving work plans and budgets for NAADS.
- The NAADS secretariat is responsible for providing technical guidance and operational oversight to programme implementation and for facilitating outreach and impact.
- The Ministry of Finance, Planning and Economic Development (MFPED) is responsible for the release of funds for the implementation of NAADS activities and for providing the supervisory role on the flow of funds and accountability.
- The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) has the overall responsibility for supervising the NAADS programme implementation through the NAADS board and the secretariat, and is accountable to parliament on all matters relating to NAADS.

The NAADS programme, currently in its second phase, has four main components under which it delivers on specific objectives in line with its mandate. These components are:

- ***Technology development, promotion and farmer access to information:*** Under this component, NAADS aims to increase farmer group coverage and ensure appropriateness, quality, affordability and timely availability of improved technologies.
- ***Agri-business development for supporting market access:*** Under this component, NAADS aims to build the capacity of value chain actors; support the development of higher-level farmer organisations to enhance bulk production, product standardisation, joint marketing and high bargaining power; establish a challenge fund that provides matching grants, on a competitive basis as a way of facilitating progression of farmers towards commercialisation;

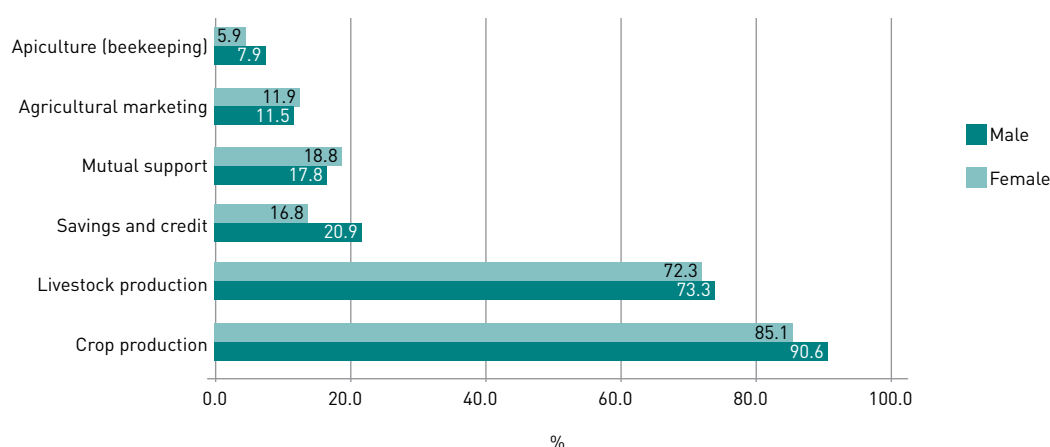
facilitate improved farmers' capacity and access to post-harvest handling and agro-processing services; facilitate access to market information by all farmers and agri-business players; and attract private sector involvement in pro-poor value chains. The approach used here has been to shift from direct interventions by NAADS in supporting farmer enterprises to facilitating the performance of value chains and businesses that can provide production support services.

- ***Institutional development and programme management:*** Under this component, NAADS aims to improve its internal governance and performance management mechanisms; streamline the roles of different players in the programme; improve farmer institution ownership of NAADS by channelling funds directly to them; and ensure value for money in procurement of goods and services.
- ***Planning, monitoring and evaluation:*** Under this component, NAADS aims to develop the human, organisational, financial, institutional and network capacity for planning, monitoring and evaluation; ensure effective planning, monitoring and evaluation of programme activities; and enhance the use of planning, monitoring and evaluation information in management decision-making.

2.2.2 Major activity focus of NAADS programme

All the respondents were asked to state the activities/areas that the NAADS programme focuses on in their community, and Figure 2 presents the responses.

Figure 2: Responses on NAADS focus by activity



As reported by the respondents, the NAADS programme majorly focuses on crop production (88.7%) and livestock production (72.9%). Other significant NAADS activities reported included savings and credit (19.5%), mutual support (18.2%) and agricultural marketing (11.6%). Other minor NAADS activities as reported by 4.8% of respondents included: aquaculture, music, dance and drama, religious activities and other non-farm activities.

It can thus be seen that the NAADS programme in the assessed districts is focusing on the priority areas, that is, crop and livestock production, which directly contribute to the goal of increasing agricultural productivity and profitability. However, the above findings indicate that agricultural marketing is not getting the emphasis it deserves to be able to create the intended market-oriented crop and livestock production. With limited market-oriented production, there is a likelihood that the NAADS programme may not contribute to increased incomes and ultimately poverty reduction, yet this was the rationale for its establishment. Appendix I shows the distribution of specific agricultural enterprises in which the NAADS youth beneficiaries are engaged.

2.2.3 Participation of youth beneficiaries in NAADS programme activities

According to the NAADS Master Document (MAAIF, 2000), fostering participation is one of the principles of the NAADS programme. This is promoted for purposes of creating ownership by the key stakeholders – the farmers – so as to provide a learning platform for all involved, thereby ensuring programme success and long-term effectiveness. As target beneficiaries, farmers are expected to be involved actively in the identification of needs, setting of priorities, formulation of plans as well as monitoring and evaluation of outputs and outcomes.

During the study, the 153 youths who reported participating in the NAADS programme were asked whether they had participated in the following specific NAADS activities: planning/selecting of enterprises, setting quality standards of goods and services, procurement of goods and services, monitoring and evaluating group enterprises, establishment/management of demonstration sites, development of group constitution/bylaws and participation in exchange visits/study tours. Table 9 shows the distribution of the responses.

Table 9: Distribution of participation of NAADS beneficiaries in programme activities

Areas of youth participation in NAADS	Male		Female		Total	
	No.	%	No.	%	No.	%
Planning/selecting enterprises	60	56.1	23	53.5	83	55.3
Setting standards of quality of goods/services	38	35.5	5	11.6	43	28.7
Procurement of goods and services	25	23.4	6	14.0	31	20.7
Monitoring and evaluating group enterprises	36	33.6	17	39.5	53	35.3
Establishment/management of demonstration sites	40	37.4	18	41.9	58	38.7
Development of group constitution/bylaws	52	49.1	17	39.5	69	46.3
Participation in exchange visits/study tours	41	39.0	15	34.9	56	37.8

N = 153 beneficiaries.

Just over half of the NAADS beneficiaries (55.3%) reported participating in planning/selecting enterprises, 46.3% reported participating in the development of constitution/bylaws, while 38.7% reported participating in the establishment/management of demonstration sites. About 38.0%, 35.0% and 29.0% reported participating in exchange visits/study tours, monitoring and evaluating group enterprises, and setting standards of quality of goods and services, respectively. The least participation was registered in the procurement of goods and services (20.7%).

Limited participation in these NAADS activities as reported in Table 9 is an indicator that the youth beneficiaries are not getting appropriate value from the programme. For example, the development of group constitution/bylaws is a critical activity if members are to appreciate their roles and responsibilities, and for the expected sustainability of the group – as expressed by a youth leader:

‘The youths need to be involved as decision makers. Some decisions are made by the Executive without representation from the youth.’⁵

Participation in enterprise selection is supposed to ensure that farmers are making the best alternative choices considering profitability, local knowledge and resources to manage the enterprise, markets, capital needed to start production and previous experiences on the enterprises, if any.

However, consultations with the key stakeholders in Kotido District revealed that youth participation in the NAADS programme was also affected by the attitude of the youth:

⁵ Female youth councillor, Koboko District, 25th July 2013.

‘The NAADS agricultural activities do not appeal to the youths in town who consider it a thing for the uneducated, not suitable to a person aspiring for a white-collar job.’⁶

The same view is shared in Koboko District:

‘Most of the youths don’t want to get involved in agriculture. When called to meetings, they come for the sitting allowances.’⁷

Another critical activity that has been reported in different forums is the procurement of goods and services. This is partly because procurement is a function vested in a committee comprised of members from the Sub-County Farmers’ Forum. Therefore, if most of these youths are not members of the farmers’ forum, it is expected that they will not be aware of the proceedings of the procurement.

Overall, lack of access to information about NAADS, especially by the rural youths, was reported by many youths as a critical issue hindering their participation and benefit:

‘We believe the information about these programmes arrives timely at the districts. Unfortunately, we are denied access to it, or in some cases we get to know at implementation stage when the beneficiaries have already been selected.’⁸

Indeed, during the validation meeting in Koboko, the District Community Development Officer (DCDO) noted that there was insufficient sensitisation of the youth, especially those in the rural areas. It is only the few informed ones benefiting:

‘It is always the same youths who are trained, mainly the educated, while the uneducated in the villages are neglected.’⁹

Therefore, the levels of participation reported by the NAADS beneficiaries (as shown in Table 9) are below average and are likely to hinder the achievement of desired outcomes of the programme. In fact, in some districts such as Kayunga and Ntungamo, the youth held negative sentiments towards NAADS as a programme that was designed not to target the youths, and the few beneficiaries were benefiting by default and not because of being targeted as youths:

‘The NAADS programme did not specifically target the youth. In my group, we were selected on merit since we were already hard-working. The youth who got a heifer qualified simply because he was the best farmer in the sub-county. I also happened to get the calf from this heifer because I am also equally hard-working.’¹⁰

In Ntungamo, another youth politician and a successful farmer echoed this sentiment, stating that he too was already a successful farmer when he was in primary school in the late 1990s. NAADS only supplemented his achievements, and only because he was already a youth leader and knew what to do, where to go and who to push. He remarked:

‘NAADS helps those who have already taken off. I have benefited from NAADS not because I am a youth, but because I was already a practising and successful farmer.’¹¹

⁶ KII, Kotido District, 23rd July 2013.

⁷ KII, Koboko District, 25th July 2013.

⁸ KII, Kotido District, 22nd July 2013.

⁹ KII, Koboko District, 25th July 2013.

¹⁰ KII, Kayunga District, 22nd July 2013.

¹¹ KII, Ntungamo District, 25th July 2013.

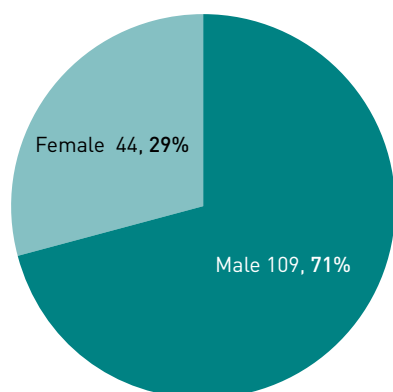
One of the other challenges that hinders youth participation is competing demands on their time, for instance, the ability to strike a balance between pursuing their formal education, while at the same time being successful farmers – as one youth beneficiary from Panyagara Sub-County (Kotido District) recounted:

‘At my level I was lucky enough to be selected as a commercial farmer beneficiary. With all the enthusiasm, I embraced my farming activities until when I got admission to the university where I was forced to sell all the inputs and some produce to sponsor myself in school.’¹²

According to the NAADS Master Document (MAAIF, 2000), gender mainstreaming is one of the principles of the NAADS programme. This is in recognition of the different roles men and women play in agricultural production. The programme aims at ensuring that all interventions, including design and implementation, are gender-responsive and gender-focused such that both men and women are included.

Of the 153 respondents who were beneficiaries of the NAADS programme, only 44 (29.0%) of them were females, while the rest (109; 71.0%) were males (see Figure 3).

Figure 3: Gender distribution of NAADS beneficiaries



During the quantitative assessment, all the respondents were asked to state whether youths of all genders were participating/benefiting equally under the programme. About 65.1% of the total respondents reported that youths of all genders participate/benefit equally from the NAADS programme. The respondents, however, reported a number of issues that are hindering the full participation of the different genders, as indicated in Table 10.

¹² KII, Panyagara Sub-County, Kotido District, 23rd July 2013.

Table 10: Issues hindering the participation of male and female youths in the NAADS programme**Issues affecting males**

	Male		Female		Total	
	No.	%	No.	%	No.	%
Lack of trust in male youths in some communities on the use of NAADS inputs	4	16.7	2	66.7	6	22.2
Preference for short-term benefits rather than long-term NAADS projects	5	20.8	0	0.0	5	18.5
Discrimination based on real or perceived political affiliation	5	20.8	0	0.0	5	18.5
Lack of adequate information about the NAADS programme	2	8.3	1	33.3	3	11.1
Lack of money for meeting co-funding requirements	2	8.3	0	0.0	2	7.4
Lazy lifestyle and preference of most male youths for non-income-generating activities like watching football	2	8.3	0	0.0	2	7.4
Lack of land for farming	1	4.2	0	0.0	1	3.7
Low motivation to engage in agriculture	1	4.2	0	0.0	1	3.7
Lack of time to participate in NAADS activities due to studies	1	4.2	0	0.0	1	3.7
Inferiority complex	1	4.2	0	0.0	1	3.7
Total	24	100	3	100	27	100

Issues affecting females

	Male		Female		Total	
	No.	%	No.	%	No.	%
Inferiority complex – thinking that group activities are for males only	15	48.4	7	53.8	22	50.0
Lack of adequate information about the NAADS programme	3	9.7	1	7.7	4	9.1
Lack of land for farming	4	12.9	0	0.0	4	9.1
Lack of money for meeting co-funding requirements	3	9.7	1	7.7	4	9.1
‘They are overpowered during group decisions’	2	6.5	2	15.4	4	9.1
Discrimination based on real or perceived political affiliation	2	6.5	1	7.7	3	6.8
Discrimination against unmarried female youths in relation to uncertainty of their residence status in the community	1	3.2	1	7.7	2	4.5
Lack of time to participate in NAADS activities due to studies	1	3.2	0	0.0	1	2.3
Total	31	100	13	100	44	100

As shown in Table 10, both male and female youths face issues and challenges that hinder their participation in the NAADS programme. It is worth noting that a relatively balanced percentage of 53.8% of the 13 female respondents and 48.4% of the 31 male respondents perceive an inferiority complex – thinking that group activities are for males only. Other areas that figure significantly in why males do not participate in the NAADS programme include: males’ preference for short-term benefits rather than long-term NAADS projects; discrimination based on real or perceived political affiliation – as viewed by male respondents and affecting them as males. Surprisingly, none of the 13 female respondents during the quantitative survey mentioned lack of land as an obstacle affecting females, as opposed to during the qualitative interviews. Even then, it was mainly male key informant interviewees who mentioned lack of land as a hindering factor for female would-be beneficiaries of the NAADS programme – as represented below:

‘Culture does not favour women. Land ownership dictates that men dominate on perennial crops while women, at 52%, dominate on food security crops which take shorter periods to grow. You may say that women are considered squatters on their family land owned by their husbands.’¹³

In spite of the challenges mentioned above, the few youths that were participating showed satisfaction:

‘I have become a better person with money in my pocket and not looking back since NAADS supported my farming activity...Our last group harvest of sorghum and maize fetched us millions of shillings and we are still expecting even more.’¹⁴

2.2.4 Participation of persons with disabilities (PWDs) in NAADS programme

The NAADS programme, as one of the government’s strategies for poverty eradication, is expected to target the vulnerable poor who include people with disabilities. The 153 NAADS beneficiaries were asked about the participation of PWDs in their NAADS groups, and only 40.0% of them reported having PWDs in their groups. In addition, about 55.8% of the total respondents believed that PWDs generally participate/benefit equally like all other youths.

Despite the reasonable level of participation of PWDs, the respondents mentioned the following as key issues affecting the participation of PWDs in the NAADS programme:

- **Mobility:** Given that a number of NAADS programmes are conducted at parish and sub-county levels, some PWDs (depending on the disability) fail to travel or even afford securing transport to enable them to attend/participate in NAADS activities – including meetings. They, therefore, end up not getting adequate information about the programme that would otherwise facilitate their full participation.
- **Stereotyping PWDs:** Some respondents reported that PWDs are considered unable to perform or personally engage in agriculture to the standards of other people. As a result, they are usually overlooked when it comes to participation in NAADS programmes, for example, being invited to meetings/trainings.

2.2.5 Sources of advisory services/training for farmers

The NAADS Revised Guidelines (2007)¹⁵ define advisory services as including three basic types of services, namely:

- (i) Advice on participatory planning and enterprise selection, land use planning and natural resource management, including farm (resource) management; nutrient flows, farm soil and water management; labour (human and animal draught) relations on the farm;
- (ii) Technical advice on enterprise-specific technologies and management practices and methods; and
- (iii) Farm business management including enterprise profitability, financial services (credit management) and market extension.

During the assessment, all the respondents were asked whether there was any provider of agricultural advisory services in their communities. A majority (82.2%) reported that indeed these service providers exist.

¹³ KII, Koboko District, 25th July 2013.

¹⁴ KII, Kotido District, 23rd July 2013.

¹⁵ Ministry of Agriculture, Animal Industry and Fisheries (2007). *NAADS Implementation Guidelines*. Kampala.

It was established that NAADS-contracted service providers are the most common providers of agricultural advisory services, as reported by 83.3% of the respondents, followed by government extension service providers, that is, district and sub-county technical staff (28.5%). This was followed by NGOs, including the International Labour Organization, People Intervention Worldwide and the Uganda Coffee Development Authority (10.1%), as well as other farmer groups (4.2%), as shown in Table 11.

Table 11: Distribution of advisory service providers

Service provider	Male		Female		Total	
	No.	%	No.	%	No.	%
NAADS-contracted service providers	131	82.9	68	84.0	199	83.3
Government extension service providers	38	24.1	30	37.0	68	28.5
Other farmer groups	7	4.5	3	3.8	10	4.2
NGO not affiliated to government or NAADS	12	7.6	12	15.0	24	10.1

The establishment of demonstration sites and subsequent mobilisation of farmers to attend demonstration trainings are key activities in advisory service provision. Demonstration sites, among others, provide a practical learning experience for farmers, especially when it comes to new technologies.

From the assessment findings, 188 (64.4%) respondents reported the existence of a NAADS demonstration site in their communities, while 69 (23.6%) reported not knowing whether or not these demonstration sites existed in their communities. This is possibly due to low interest in agricultural practices and the ignorance of some youths towards the need for improved farming practices.

2.2.6 Enterprise-specific training/advice received by the youth

The 153 youth beneficiaries of the NAADS programme were asked about the enterprise-specific trainings they had received, and the distribution of the responses is shown in Table 12.

Table 12: Distribution of beneficiaries by enterprise-specific training received

Training/Advice	Male		Female		Total	
	No.	%	No.	%	No.	%
Improved crop production	99	93.4	43	100.0	142	95.3
Improved livestock production	67	62.6	33	78.6	100	67.1
Improved fish farming	23	22.1	9	23.1	32	22.4
Improved beekeeping	35	33.7	14	36.8	49	34.5
Market information on crop production	72	69.2	26	68.4	98	69.0
Market information on livestock farming	60	57.7	26	68.4	86	60.6
Market information on fish farming	25	24.0	10	25.6	35	24.5
Market information relating to beekeeping	34	32.7	16	42.1	50	35.2
Post-harvest handling	64	61.5	28	71.8	92	64.3

As shown in Table 12, improved crop and livestock production are the most common enterprise-specific training received, as reported by 95.3% and 67.1% of the NAADS youth beneficiary respondents, respectively. This would be expected, given that crop and livestock production were mentioned as the major activities that NAADS focuses on in the communities visited (section 2.2.1 above). Additionally, market information on crop production and livestock farming were also reported as being received by a sizeable proportion of beneficiaries.

2.2.7 Farmer institutional development and capacity-building

Farmer institutional development and capacity-building is one of the critical strategies under the NAADS programme aimed at organising farmers into efficient institutions that can enable them to control and gain access to advisory services and be able to make their voices heard in decision-making processes, and, ultimately, determine, control and own the development agenda.¹⁶ The whole process involves the following steps:

- (i) Community mobilisation and sensitisation where farmers are given basic information about the NAADS programme and their roles in programme implementation;
- (ii) Farmer group identification/formation/registration; and
- (iii) Capacity-building in various areas including group dynamics, planning, leadership skills, and monitoring and evaluation, among others.

Table 13 presents the distribution of the farmer institutional development and capacity-building initiatives received, as reported by the NAADS youth beneficiaries.

Table 13: Frequency of institutional development/capacity-building initiatives

Institutional development/capacity-building training	Male		Female		Total	
	No.	%	No.	%	No.	%
Group dynamics	68	64.8	22	61.1	90	63.8
Planning	68	65.4	25	67.6	93	66.0
Leadership skills and development	56	53.8	19	50.0	75	52.8
Entrepreneurship/Business management skills	63	60.0	25	64.1	88	61.1
Monitoring and evaluation	59	59.6	22	56.4	81	58.7
Natural resource/Environmental management	44	42.7	16	41.0	60	42.3
Conflict resolution	26	25.2	6	15.4	32	22.5
Gender in group development	40	39.2	13	33.3	53	37.6
HIV/AIDS in group development	44	42.7	17	42.5	61	42.7
Savings mobilisation, credit access and management	54	54.0	17	43.6	71	51.1

It can be seen from Table 13 that the NAADS programme has tried to support youth groups particularly in planning, group dynamics and entrepreneurship skills trainings. Suffice to note that some cross-cutting themes such as natural resource management, gender, HIV/AIDS, savings and credit, and conflict resolution have also been tackled, albeit on a smaller scale.

2.2.8 Availability of agricultural technologies in the community

NAADS (2007)¹⁷ defines *technology development* as

‘a process of introducing, multiplying, adapting and disseminating of the recommended practices, methods, approaches, item or product of a given enterprise. Technology development is aimed at creating demand for technologies and increasing adoption.’

As part of technology development under the NAADS programme, improved agricultural inputs (for example, seeds, breeding animals, materials for technology sites) and appropriate equipment are usually made available to farmers in the community. These are used for subsequent learning and adoption/utilisation for improved agricultural production, productivity and profitability.

¹⁶ Ibid.

¹⁷ Ibid.

The respondents were asked about the availability and accessibility of agricultural production technologies in the community provided by NAADS, and the responses are presented in Table 14.

Table 14: Availability and accessibility of production technologies

Production technologies	Male		Female		Total	
	No.	%	No.	%	No.	%
Availability						
Improved seeds/Planting materials	137	72.1	65	67.7	202	70.6
Improved livestock breeds	119	62.6	62	64.6	181	63.3
Improved fish farming technologies	1	0.5	0	0.0	1	0.4
Improved beekeeping technologies	14	7.6	10	10.8	24	8.6
Inorganic fertilisers	37	20.0	19	20.4	56	20.1
Pesticides/Herbicides	53	28.6	23	24.7	76	27.3
Farm equipment and tools	69	37.5	43	46.2	112	40.4
Accessibility						
Improved seeds/Planting materials	69	43.7	30	38.0	99	41.8
Improved livestock breeds	51	35.2	23	31.5	74	33.9
Improved fish farming technologies	1	1.0	1	2.0	2	1.3
Improved beekeeping technologies	5	4.7	3	5.7	8	5.0
Inorganic fertilisers	7	6.0	3	5.2	10	5.7
Pesticides/Herbicides	13	10.5	5	8.3	18	9.8
Farm equipment and tools	33	26.6	24	36.4	57	30.0

The most available agricultural technologies in the community were reported as improved seeds (70.6%), followed by improved livestock breeds (63.3%) and farm equipment (40.4%). The least available agricultural production technologies were reported in the areas of improved fish farming (0.4%) and improved beekeeping (8.6%). It was noted, however, that, although a number of these technologies were available in the community, their accessibility by the youth farmers was limited, and yet that is crucial for the youths, as the District NAADS Coordinator, Koboko District, observed:

‘Youths prefer mechanised agriculture. The non-mechanised agriculture of using a hand hoe has not been attractive to the youths. The technology of animal traction and walking tractors is not yet widespread.’¹⁸

2.2.9 Adoption of improved production technologies and practices

NAADS beneficiary respondents were asked to state the agricultural production technologies they had adopted as a result of participating in the programme. Table 15 shows the distribution of the responses.

¹⁸ KII, Koboko District, 25th July 2013.

Table 15: Distribution of improved production technologies and practices adopted

Farming practices adopted	Male		Female		Total	
	No.	%	No.	%	No.	%
Improved seeds/Planting materials	76	71.7	31	72.1	107	71.8
Improved livestock breeds	53	49.5	24	55.8	77	51.3
Improved fish farming technologies	2	1.9	0	0.0	2	1.4
Improved beekeeping technologies	5	4.7	2	4.7	7	4.7
Inorganic fertilisers	25	23.4	12	27.9	37	24.7
Pesticides/Herbicides	36	33.6	14	32.6	50	33.3
Soil fertility management	41	38.3	18	41.9	59	39.3
Agro-forestry	20	18.9	13	30.2	33	22.1
Post-harvest handling	37	34.6	18	41.9	55	36.7
Soil and water management	43	40.6	16	37.2	59	39.6

It can be seen that the use of improved seeds/planting materials is the most adopted practice/technology by the youths as reported by 71.8% of them, followed by keeping improved livestock breeds (51.3%). There has been low adoption of agro-forestry (22.1%) and inorganic fertilisers (24.7%).

2.2.10 Benefits realised from participating in NAADS programme

As a result of engagement in NAADS activities, youth beneficiaries reported on some benefits they felt they had realised, and the responses are shown in Table 16.

Table 16: Distribution of benefits realised by NAADS youth respondents

Benefits	Male		Female		Total	
	No.	%	No.	%	No.	%
Access to extension advice	77	70.6	33	78.6	110	72.8
Access to production inputs	60	55.0	28	66.7	88	58.3
Exchanging ideas	42	39.6	23	54.8	65	43.9
Exchanging labour	5	4.8	3	7.3	8	5.5
Accumulating savings	40	38.1	16	39.0	56	38.4
Access to loans	2	1.9	5	12.2	7	4.8
Collective marketing	7	6.7	3	7.3	10	6.8

As shown in Table 16, NAADS youth beneficiaries reported benefiting more from access to extension advice (72.8%), access to production inputs (58.3%) and exchanging ideas (43.9%). These are indeed the core activities and expected outcomes of the NAADS programme and, therefore, are a good indicator that, to some extent, the programme is delivering the intended results.

2.3 Youth participation in Youth Venture Capital Fund (YVCF)

2.3.1 Description of YVCF

The YVCF is a job creation and employment strategy by the Government of Uganda targeting youths who, according to the World Bank report (2008),¹⁹ comprise 83.0% of the Ugandan population. The Government of Uganda's initiative of venture capital funding dates back to 2008/09 when the government supported a partnership of the Uganda Industrial Research Institute (UIRI) and the Food Science and Technology Department of Makerere University to

¹⁹ World Bank (2008). *Agriculture for Development*. Washington: World Bank.

support student projects' processing and manufacturing needs with financing and mentoring. The government subsequently expanded on the idea of venture capital funding in 2010/11 by allocating UGX 4 billion (US\$1.5 million) to establish a processing venture capital fund that focused on making financing available for bankable start-up ventures for university and college graduates as a strategy for addressing unemployment issues of youths.²⁰

However, the initiative was streamlined in the financial year 2011/12 budget speech, when the Minister of Finance, Planning and Economic Development announced the allocation of UGX 44 billion (US\$16.7 million) to fight youth unemployment, specifically to address the following components:

- UGX 25 billion (US\$9.5 million) to establish the YVCF in partnership with banks so that youths can be provided with loan capital to start or expand their business enterprises;
- UGX 3.5 billion (US\$1.3 million) to facilitate a youth entrepreneurial programme to instil business management skills in the youth, to enable them to join the job market or create their own enterprises;
- UGX 1 billion (US\$0.38 million) to support business development skills clinics for the purposes of imparting technical skills to the youth, using non-formal vocational training programmes; and
- UGX 16.5 billion (US\$6.2 million) to establish dedicated work spaces in markets starting in Kampala, in which youths and other small-scale manufacturers under the job stimulus programme can undertake manufacturing and other processing activity.

In the financial year 2012/13, the government allocated an additional funding of UGX 3.25 billion (US\$1.2 million) for the YVCF, and UGX 16 billion (US\$6 million) to establish a Graduate Venture Capital Fund specifically to cater for the needs of graduates who have bankable project proposals but lack the requisite funding.

The Government of Uganda has subsequently partnered with dfcu Bank, Stanbic Bank and Centenary Bank, which were expected to make the venture capital debt finance available to youths country-wide using their branch networks. The participating banks were also expected to provide mentoring services to the youths. Eligible sectors for funding included manufacturing, agro-processing, primary agriculture, fisheries, livestock, health, transport, education, ICT, tourism, construction, printing and service contractors, among others. For any youth entrepreneur to be eligible for funding, they were expected to be aged between 18 and 35 years.

In a document released by the participating banks, for youths to benefit from the YVCF, they must meet the following basic criteria:

- Comply with their local business licensing requirements;
- Own enterprises that must have been in operation for a minimum of three months;
- Present a business project that is able to provide employment to at least four people by the end of the loan period;
- Present at least two guarantors who must be persons of good repute within the local community;
- If approved, be willing to receive advice and be ready to participate in financial skills training and mentoring for proper business management;
- Provide proof of age;
- Provide proof of nationality and residence;
- Acquire a credit reference bureau card, on approval of application, from the participating bank by making a once-only payment of UGX 50,000/= (US\$19) for individuals and UGX 60,000/= (US\$22) for companies/partnerships;
- Present copies of certificate of registration, incorporation or partnership deed (for companies/partnerships); and
- Present a certified memorandum and articles of association (for companies/partnerships).

20 The Republic of Uganda (2009). 'Enhancing Strategic Interventions to Improve Business Climate and Revitalize Production to Achieve Prosperity for All'. Budget Speech – Financial Year 2009/10. Kampala: MFPED.

The following are the basic features of the debt financing provided under the YVCF:

- **Purpose:** The loan funding applied for should be for purposes of business growth/expansion.
- **Currency:** The loan funding is provided in Ugandan shillings.
- **Loan amount:** The loan size can be up to 10 times the existing value of the business, including owner(s)' cash, and can range from a minimum of UGX 100,000 (US\$38) to a maximum of UGX 5,000,000 (US\$1,900) for individual borrowers, or a minimum of UGX 500,000 (US\$190) to a maximum of UGX 25,000,000 (US\$9,540) for a legal entity with at least five partners/shareholders.
- **Loan period:** The loan period allowable to a borrower is a maximum tenure of four years, inclusive of a maximum one-year grace period.
- **Interest rate:** Interest rates under this facility are fixed over the entire loan period. The fixed annual interest rate applicable to loans is 15.0%, to be reviewed by 1st July of each year.
- **Origination fee:** A once-only fee (1.0% of the approved loan amount) is charged and is payable only on approval of the loan.
- **Loan security:** These should be personal guarantees of the eligible borrowers and the assets of the borrowing enterprise.
- **Borrowing:** Each borrower can benefit from the fund *only* once.
- **Disbursement method:** Loans are disbursed through bank accounts systems.

2.3.2 Identification of beneficiaries

Beneficiaries of the YVCF were traced through lists made available by the participating banks (dfcu, Stanbic and Centenary) in the districts visited. As shown in section 2.1.3, only 57 (19.5%) YVCF beneficiaries were interviewed during the assessment. Suffice to note that no YVCF beneficiary was interviewed in Koboko and Kotido Districts because of difficulty in accessing them in Koboko and there being no single beneficiary in Kotido.

Under the YVCF programme, youths benefit through trainings, mentorship and accessing funds for business improvement. Of the 57 youth beneficiaries under the YVCF, 52 youths reported actually receiving the funding, implying that the remaining five youths were beneficiaries of entrepreneurship training only.

During the assessment, respondents were generally asked different questions relating to the YVCF and the responses are discussed in the following sections.

2.3.3 Youth engagement in income-generating activities (IGAs)

The respondents were asked to state whether they have ever engaged in any income-generating activities (IGAs) and, if so, whether they were still engaged in an IGA at the time of the assessment. The aim was to establish the contextual relevance of the introduction of the YVCF. About two-thirds (66.1%; 192) of the total respondents reported ever engaging in an IGA, and 144 of these (representing 49.3% of the total respondents) reported having a running IGA at the time of the interview. These may not necessarily be bad statistics given that some of the respondents were students and may not have started planning to engage in IGAs. Nevertheless, they indicate that there is a need for improvement if youth entrepreneurship acumen and ultimately employment creation are to be attained.

2.3.4 Obstacles faced when engaging in IGAs

Those respondents who reported having ever engaged in running IGAs were asked to state the various obstacles they faced at the time of starting these IGAs. Table 17 presents the frequencies of the obstacles mentioned.

Table 17: Distribution of obstacles faced when engaging in IGAs

Obstacle	Frequency (N=192)	%
No obstacle	9	4.7
Lack of start-up finance and/or operating finances	153	79.7
Lack of information on how to start an enterprise	62	32.3
Low self-confidence/esteem	31	16.1
Combining this work with other roles/duties	45	23.4
Lack of market	67	34.9
Diseases/Pests	29	15.1
Theft	52	27.1
High taxation and duties	49	25.5
Stringent legal requirements	11	5.7

The assessment findings indicate that lack of start-up/operating capital was by far the most reported obstacle (79.7%) to starting/running an IGA. Other notable obstacles include lack of market (34.9%) and lack of information on how to start an enterprise (32.3%). These findings, therefore, indicate that the YVCF programme is very timely and appropriate in supporting youth employment, given that it was established to address the two major issues of capital and entrepreneurship skills. However, lack of market is a major hindrance that the government and other stakeholders should consider addressing, although the YVCF partly addresses it through training on marketing skills as part of entrepreneurship training.

2.3.5 Source of funding for IGAs among the youth

The 192 youths who reported having ever operated an IGA were further asked to state the source of the funds they used to start those IGAs.

Table 18: Distribution of IGA source of funding

Source of funds	Male		Female		Total	
	No.	%	No.	%	No.	%
Own savings	90	69.8	33	51.6	123	63.7
Family/Friends/Relatives	19	14.7	19	29.7	38	19.7
Savings group	11	8.5	13	20.3	24	12.4
Borrowing from financial institutions	17	13.2	5	7.8	22	11.4

Over two-thirds (63.7%) of those who have ever run an IGA reported having used their own savings to start their IGAs. Others reported having borrowed from relatives/friends/family (19.7%), a savings group (12.4%) or a financial institution (11.4%). Using own savings is generally a preferred source of funds for beginners in business, although borrowing is also appropriate as long as the terms are fair and the entrepreneur has a clear strategy on how to get the best out of the funds. The low usage of financial institutions is more likely a result of lack of requirements for eligibility to access funds from these institutions.

2.3.6 Requirements for youths to access YVCF

Possession of birth certificate

A birth certificate is one of the requirements for eligibility to benefit from the YVCF. This is for the purposes of establishing the correct age of the applicant so that non-eligible people do not benefit at the expense of the eligible ones. About 61.0% (177) of the quantitative assessment respondents reported having birth certificates.

Possession of valid identification documents

Possession of valid identification documents is also a requirement for eligibility to benefit from the YVCF. These may include: a Local Council (LC) identity card, a passport, a voters card, an employer's identity card, a driver's permit and/or a school identity card, among others. About 89.4% (261) of the quantitative assessment respondents reported possessing at least one form of a recognisable and valid identification document.

Duration in business

The experience of an applicant in running a business is one of the requirements for eligibility to benefit from the YVCF. Specifically, eligible enterprises must have been in operation for a minimum period of three months. Of the 144 youths who reported having current businesses at the time of the assessment, only one (0.7%) reported that their business had been in operation for fewer than three months. The rest had been in operation for over three months.

Formal registration of group enterprises

One of the YVCF requirements is for businesses run as a group/company/partnership to have a formal registration/incorporation. Of the 144 youths who reported having current businesses, 54 (37.5%) of them were operating under a group/company/partnership arrangement. Of these 54 businesses, only 13 (24.1%) of them were formally registered/incorporated.

Trading licences

Eligibility for YVCF funds requires that the applicant's business is in compliance with the local regulations, the most important of which is the possession of a valid trading licence. Of the 144 youths who reported having run enterprises, slightly less than half (48.6%; 70) had valid trading licences. Whereas this is an indicator that more than half of them are operating without a trading licence, it is also possible that they do not have licences because, as a number of the youths are engaged in production agriculture, they are exempted from having one by law.

Possession of collateral

Banks demand collateral, which the youth must have in the form of possessions such as land purchase agreements.

2.3.7 Managing personal financial needs

The study set out to establish the approaches used by the youths in managing their personal financial needs, with a focus on managing savings and credit needs. The findings are discussed in this section.

The respondents were asked to state the methods/schemes/institutions they use when it comes to saving their money and accessing credit services. The responses are shown in Table 19.

Table 19: Distribution of methods used in saving money and accessing credit

Institution/Scheme/Method	Male		Female		Total	
	No.	%	No.	%	No.	%
Bank	63	33.0	29	28.7	92	31.5
Microfinance institution	7	3.7	0	0.0	7	2.4
Savings and Credit Cooperative (SACCO)	34	17.8	17	16.8	51	17.5
Village savings groups and burial fund groups	45	23.6	29	28.7	74	25.3
Savings in property, e.g. livestock, land	31	16.2	10	9.9	41	14.0
Money lenders	4	2.1	4	4.0	8	2.7
Friends and relatives	35	18.3	21	20.8	56	19.2
Keeping money at home	39	20.4	18	17.8	57	19.5

The assessment findings indicate that a significant number of youths use commercial banks (31.5%) as well as village savings groups (25.3%) to either save or access credit. About a fifth of the respondents reported using friends and relatives, and/or keeping their money at home (19.2% and 19.5%, respectively). This implies that formal financial institutions (banks and Savings and Credit Cooperatives (SACCOs)) are as popular with the youths as the traditional methods of friends and relatives, keeping money at home, saving in property and using village savings groups when it comes to saving money or accessing credit.

2.3.8 Presence of financial institutions in the districts visited

The respondents were further asked to state the formal financial institutions that have a presence (branch) in their district, and Table 20 shows the findings.

Table 20: Distribution of formal financial institutions

Financial institutions	Male		Female		Total	
	No.	%	No.	%	No.	%
Centenary Bank	175	91.6	96	95.0	271	92.8
Stanbic Bank	177	92.7	96	95.0	273	93.5
dfcu Bank	2	1.0	0	0.0	2	0.7
Standard Chartered Bank	1	0.5	0	0.0	1	0.3
Post Bank	61	31.9	21	20.8	82	28.1
Barclays Bank	3	1.6	0	0.0	3	1.0
Equity Bank	25	13.1	13	12.9	38	13.0
KCB	2	1.0	0	0.0	2	0.7
FINCA	1	0.5	0	0.0	1	0.3
Opportunity Bank	6	3.1	1	1.0	7	2.4
Finance Trust Bank	53	27.7	21	20.8	74	25.3
UGAFODE	10	5.2	1	1.0	11	3.8
BRAC	27	14.1	7	6.9	34	11.6

The assessment findings in Table 20 indicate that Stanbic Bank, followed by Centenary Bank, have the biggest coverage of branch networks in the districts that were visited. This statistic, therefore, vindicates the government's decision to include them among the participating banks in the YVCF programme. Other institutions that had significant coverage in the study areas include Post Bank, Finance Trust Bank and Equity Bank. Suffice to note that dfcu Bank, one of the participating banks, is almost non-existent in the districts visited, as it was only mentioned by two respondents, thereby limiting youths from making a choice among all the participating banks.

2.3.9 Possession of savings accounts

Given that each of the selected districts had at least one commercial bank operating there, and mindful of the fact that even SACCOs and Micro Deposit-taking Institutions (MDIs) also provide savings services, the assessment was also interested in establishing whether the youths interviewed possessed a savings account as one of the ways of managing their finances.

As shown in Figure 4, the majority of the respondents (158; 54.0%) reported not possessing a savings account, while the rest of the respondents (134; 46.0%) had a savings account. Of those who possessed savings accounts, over three-quarters of them (101; 75.4%) were using the accounts for savings/current/time deposit transactions; about a quarter of them (33; 24.6%) used the accounts for money transfer services; while about 18.7% (25) used the accounts for loan services.

Figure 4a: Percentage of respondents reporting having bank accounts (female)

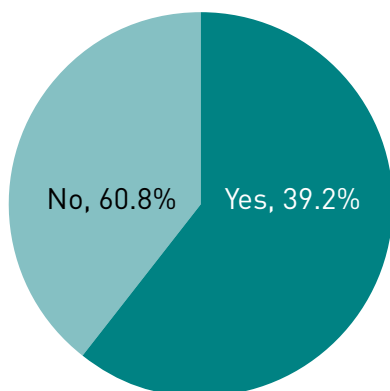
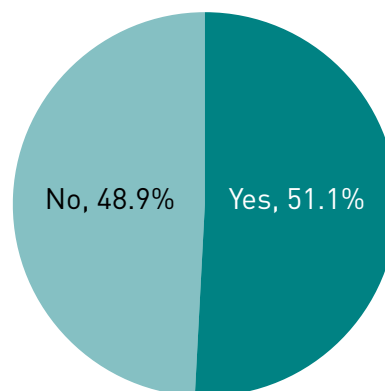


Figure 4b: Percentage of respondents reporting having bank accounts (male)

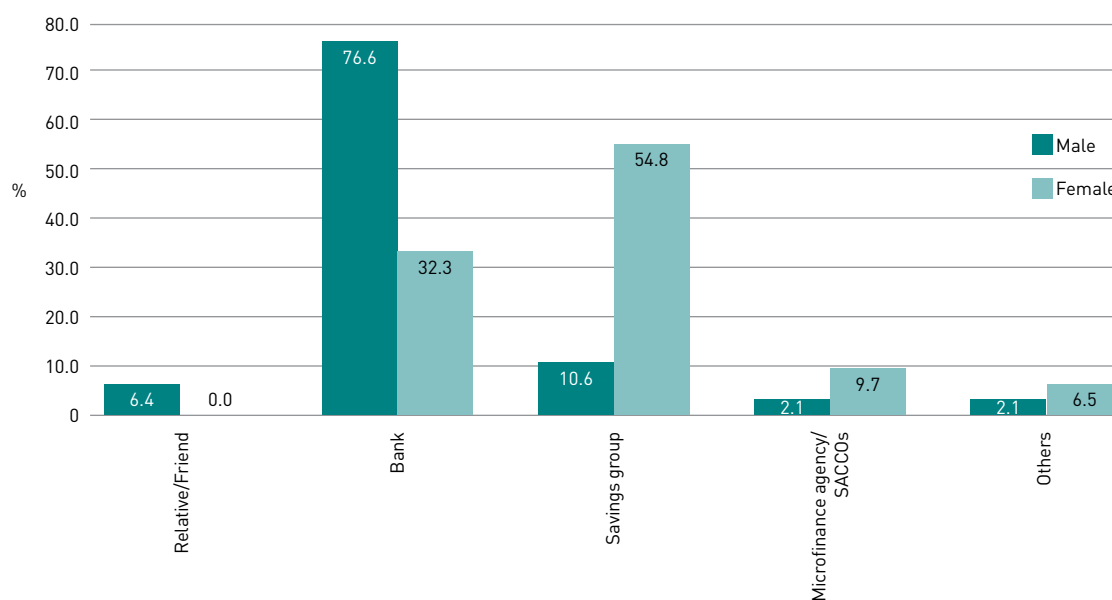


The assessment further wanted to establish whether those who had bank accounts had deposited any money in them in the three months prior to the interviews. About 65.0% (87) had indeed made at least a deposit to their accounts. This implies that, for a significant proportion of the account holders (35.0%), their accounts were not active.

2.3.10 Availability and sources of loan facilities

The assessment findings also indicate that only 78 (26.7%) of the youths interviewed had accessed a loan facility in the previous one year.

Figure 5: Percentage of respondents reporting source of loan facility



Of those who had accessed loan facilities, the majority of them (60.0%) had accessed them from commercial banks, while about a third of them had accessed the loans from village savings groups (see Figure 5). This generally indicates that commercial banks are the preferred choice for accessing credit.

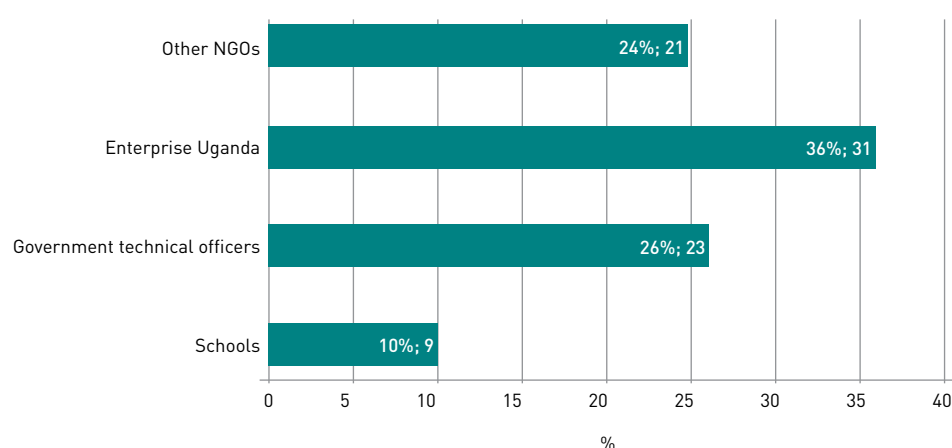
2.3.11 Entrepreneurship training

Entrepreneurship training is one of the core strategies under the YVCF. The idea behind providing entrepreneurship training as a complementary service alongside the loan capital is to teach the youth beneficiaries better financial management skills, which can enable them to better utilise the funds they access in order to achieve the intended objectives, and ensure accountability and easier recovery of loans. This will result in continuity of the funds to benefit more youths in the future.

During the assessment, the respondents were asked whether they had ever attended any training on entrepreneurship or business management and who provided the training. Below are the findings from this enquiry.

Only about 30.0% (84) of respondents reported having ever attended training on entrepreneurship/business management. The rest of the respondents (205) had never done so. This statistic indicates a big gap in the area of entrepreneurship skills, which requires due attention irrespective of whether the youths are going to benefit from the YVCF programme, as, armed with these skills, youths can chart their own future.

Figure 6: Percentage of respondents reporting providers of entrepreneurship training



N = 87.

As shown in Figure 6, Enterprise Uganda, one of the service providers contracted by the government under the YVCF programme, was reported as the major provider of entrepreneurship training. This indicates that these youths have only recently participated in the training programme, as the link between Enterprise Uganda and the YVCF is a recent one – spelled out in the 2011/2012 financial year. Other key providers of entrepreneurship training were reported as: government technical officers (especially NAADS officials, community development officials and NUSAF officials); NGOs, including the International Labour Organization, Abi Trust, STRIDES, Technoserve and People Intervention Worldwide; and schools.

A further analysis of entrepreneurship training recipients by district indicates that Kumi had the highest proportion of trained youths, followed by Ntungamo, and then Kayunga District. Kotido and Koboko Districts had the smallest proportion of trained youths (see Table 21). These findings are in line with those of section 2.1.3 where indeed Kotido and Koboko had no YVCF beneficiaries interviewed; Ntungamo and Kumi had the biggest proportions for the reasons that it was difficult to trace YVCF beneficiaries in Koboko, while no youth received YVCF funding in Kotido District. This, therefore, indicates that the programme should put more effort into the underserved districts of Kotido, Koboko and Kayunga.

Table 21: Distribution of respondents reporting entrepreneurship training by district

Attended Entrepreneurship/Business Management Training	Male		Female		Total	
	No.	%	No.	%	No.	%
Kayunga	15	31.3	1	6.3	16	25.0
Koboko	3	15.8	1	6.7	4	11.8
Kotido	5	14.3	1	4.0	6	10.0
Kumi	22	50.0	12	50.0	34	50.0
Ntungamo	20	50.0	7	41.2	27	47.4

2.3.12 Challenges/setbacks facing YVCF

The following were listed as the key challenges facing the youth as they try to access and benefit from the YVCF:

The maximum amount stipulated of a UGX 5 million loan under the programme is small: The YVCF guidelines provide UGX 5 million (US\$1,900) as the highest amount that can be borrowed by an individual, and UGX 25 million (US\$9,540) for registered companies. The amount for individuals is too small for serious businesses. Worse still, none of the youth beneficiaries who participated in the assessment had succeeded in getting the maximum amount (UGX 5 million):

*'I am a graduate from the School of Hygiene in Mbale but with no formal employment. I submitted my proposal worth five million Uganda shillings to Stanbic Bank so as to benefit from the Youth Venture Capital Fund but was terribly disappointed when after a very long time I was approved for only 700,000 shillings! I could not accept this offer since my plan was to set up a functional communication centre for farmer groups. After spending 200,000 shillings, all I got was a bank account number and a financial card.'*²¹

There were similar experiences in Ntungamo District:

*'I asked for UGX 2 million only from Centenary Bank to boost my business. The bank officials that visited my business and my home doubted my ability to have such kind of properties including bibanja [land, plur.] and house. So they decided to give me only UGX 1 million, but they took all my bibanja agreements worth over UGX 20 million as collateral.'*²²

Grace period for repayment of loan is short: The YVCF guidelines provide for 'Maximum tenure of four years inclusive of a maximum one year grace period'. However, youth beneficiaries consulted by the research team complained that banks were giving them much shorter periods. Consultations in the four districts revealed that managing banks (Centenary Bank, Stanbic Bank) changed the guidelines on the loan repayment period and this has affected the process of applying for these funds.

Unfavourable conditions in accessing funds limit number of beneficiaries: Banks demand collateral in the form of, say, land purchase agreements or car logbooks, before one can access a loan. The majority of the youth do not have such collateral unless they get it from their parents, which is not feasible. One unskilled youth in Panyagara Sub-County, Kotido District lamented:

*'How do I give my father's land title to access a loan when I am not the actual owner, and where will my siblings obtain theirs from?'*²³

21 KII, Kumi District, 23rd July 2013.

22 KII, Ntungamo District, 25th July 2013.

23 KII, Panyagara Sub-County, Kotido District, 23rd July 2013.

Similar sentiments were expressed by a youth from Ntungamo, during a validation workshop:

‘When they announced the youth fund, I went to the bank and they asked for the following: UGX 20,000 for transport to visit my home, UGX 20,000 for photographs, UGX 50,000 to open an account, UGX 50,000 to “straighten” my name (through a deed poll). They asked me to have more capital, and then they offered me UGX 1 million, instead of the UGX 5 million I wanted. I found it ridiculous after spending UGX 300,000 chasing the loan, that I could be offered such a mockery sum. I refused the offer and went away.’²⁴

Stanbic Bank does not recognise youth proposals to access loans: During consultations with the youth in the majority of the districts, Stanbic Bank was criticised for not being responsive to the needs of the youths. In Koboko, Kotido and Ntungamo Districts, for instance, the youths recounted that none of the youths who had opened accounts and applied for loans had ever received any. The following testimonies succinctly sum up the frustration of the youths with Stanbic Bank:

‘I tried to join the YVCF through Stanbic [Bank]. I actually fulfilled all the requirements but to no avail. There was no clear explanation but people thought that maybe the youths are slippery. So, I gave up and did not even bother to go to Centenary [Bank] where two of my friends succeeded. Even most of the requirements they [banks] want, most youths don’t have [them].’²⁵

‘I think Stanbic Bank just wanted to dupe us of our money, because we opened the said accounts and have not seen the outcome yet.’²⁶

Although somewhat better at facilitating the acquisition of loans under the YVCF arrangement, Centenary Bank also does not seem very favourable to the financial needs of the youths:

‘...the money came purposely for the youth about two years ago. We approached Stanbic Bank, but they had stringent conditions that could not be met by any youth. So I decided to go to Centenary Bank. There, I presented a business plan, tendered my Kibanja [land, sing.] agreement. The bank took pictures of my business. I had asked for UGX 5 million, but I was given only UGX 3 million. You can imagine if I, a youth leader, found it very difficult to access this fund, how about a rural youth with no known bank customers to sign as his guarantors, and has no collateral, and probably does not know how to read and write...as a youth leader, I have approached the RDC and the bank to try to soften the conditions, so that more youth [can benefit] but with no success.’²⁷

More radical views and with a sense of desperation were expressed:

‘Stanbic should not handle YVCF again; if this continues it will take another 1,000 years for youths to benefit!’²⁸

Lack of adequate information on how to get venture funds: The youth have not been sensitised. It is not even clear who should do this. Is it government or the banks? In the banks, the YVCF has no promotional materials. It is even worse for the youth in rural areas:

²⁴ Youth respondent, Ntungamo District, 25th July 2013.

²⁵ Female youth councillor, Koboko District, 25th July 2013.

²⁶ Youth councillor, Kotido District, 23rd July 2013.

²⁷ Youth chairperson, Ntungamo District, 25th July 2013.

²⁸ Youth PWD respondent, Kumi District, 23rd July 2013.

‘The Youth Venture Capital Fund as a programme is not clear. The youths didn’t realise that it was a loan. Stanbic [Bank] was a disaster but at least Centenary [Bank] gave out some loans.’²⁹

Targeting and accessibility: Given the many conditionalities attached for one to access the YVCF, so far the few beneficiaries of the fund have been the youth staying in towns and not the youth from rural areas. In some cases, it is not even the youth. Documents such as birth certificates and trading licences have been forged for non-youths to benefit from the programme:

‘It is civil servants, teachers or privileged youths who are getting the loans.’³⁰

Negative attitudes towards the youth: There is a general tendency by the adult population and some policymakers to perceive the youths as not a serious and productive group. On the flip side of this, there is also a negative attitude towards government programmes by the population.

Limited participating banks: Many districts do not have a presence of the participating banks:

‘The banks are located in the big towns, thus rendering the cost of accessing the loans extremely costly. In some of our districts, you spend up to UGX 30,000 on transport costs to reach the bank.’³¹

2.4. Youth participation in Skilling Uganda

2.4.1 Description of Skilling Uganda programme

The Government of Uganda has, notably through the Ministry of Education and Sports, supported the Business, Technical and Vocational Education and Training (BTJET) system, which imparts vocational skills to the learners. Recent reforms by government to support the BTJET system have included the enactment of the Business, Technical, Vocational Education and Training Act, 2008 and the establishment of the Uganda Vocational Qualifications Framework (UVQF) – a certification system based on the principles of competence-based education and training (CBET) which implements flexible training/learning modules packaged in the form of Assessment and Training Packages (ATPs).³²

The BTJET system has been criticised for having a number of challenges and inadequacies, including the following:

- The training programme is theoretical.
- The system neglects the training needs for informal sector employment.
- There is limited linkage of the BTJET programme with stakeholders in research, industry, farming and, generally, employers and the business sector.
- There is limited and inadequate funding for training institutions.
- Long durations of study (usually two to three years) might not be convenient for some learners.
- There is limited recognition of the qualifications obtained in the BTJET system.
- There is a negative attitude from the parents, students and the trainers who look at vocational training as being for failures.

In 2011 the Government of Uganda drew up the the BTJET Strategic Plan 2011–2020, which has been dubbed the Skilling Uganda programme. Building on the previous reforms in the BTJET

²⁹ Male youth councillor, Koboko District, 25th July 2013.

³⁰ KII, Dranya Sub-County, Koboko District, 26th July 2013.

³¹ Youth respondent, during a validation workshop, Ntungamo District, 25th July 2013.

³² The Republic of Uganda (2011). *Skilling Uganda: BTJET Strategic Plan (2011–2020)*. Kampala: Ministry of Education and Sports.

system, the Skilling Uganda programme is aimed at addressing the major challenges regarding relevance, quality, access and equity, management and financial sustainability of the BTVET system in Uganda. The programme represents a paradigm shift towards skills development in Uganda, with graduates expected to acquire employable skills and competencies relevant to the labour market instead of educational certificates. The programme is expected to embrace all Ugandans in need of skills, including (but not only) primary and secondary school leavers.

Skilling Uganda focuses on five objectives:

- Raising the relevance of BTVET to the economy's productivity and growth;
- Increasing the quality of skills provision;
- Increasing equitable access to skills development;
- Increasing effectiveness in BTVET organisation and management; and
- Increasing internal efficiency and resources available for BTVET.

Notable among the priority sectors under Skilling Uganda is agriculture, which has previously not been given due attention in BTVET even though it is the backbone of Uganda's economy. The programme emphasises the involvement of private sector players, and a short and practical skills training curriculum with a parallel internationally recognised certification system where certificates, diplomas and even degrees are offered to learners without necessarily going through the formal education system. The programme is implemented under the Ministry of Education and Sports in partnership with other ministries, especially the MAAIF. Currently, as the Skilling Uganda programme takes shape, the Office of the President/Office of the Prime Minister has appointed a taskforce to oversee the implementation of the BTVET Strategic Plan until a time when a skills development organisation has been formed.

In order to review Skilling Uganda, the assessment focused on the available BTVET institutions in the selected districts (see Table 22) and proceeded to interview sampled students/beneficiaries from these institutions as well as the principals. This is because the current functioning and structure of the BTVET sector is critical if the new Skilling Uganda programme is to succeed. Indeed, Skilling Uganda seeks to build on the recent reforms in the current BTVET sector and make it more relevant for the youths in Uganda as far as employment creation is concerned.

Table 22: Presence of BTVET institutions in districts

Presence of a BTVET institution in district	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	110	74.8	54	76.1	164	75.2
No	37	25.2	17	23.9	54	24.8
Total	147	100	71	100	218	100

2.4.2 BTVET institutions

The following BTVET institutions were visited during the assessment: Kibatsi Technical Institute in Ntungamo District, Koboko Technical Institute in Koboko District, Kotido Technical Institute in Kotido District, Kumi Technical School in Kumi District and Ahamed Seguya Memorial Technical Institute in Kayunga District.

A total of 52 BTVET students and beneficiaries were reached, of whom 27 were from Ahamed Seguya Memorial Technical Institute in Kayunga District; 20 from Kibatsi Technical Institute in Ntungamo District; 4 from Kumi Technical Institute; and only 1 from Koboko Technical Institute. As noted earlier (see section 2.1.3), no student beneficiary or staff of Kotido Technical Institute was interviewed, as the institute has never received government funding since it was established in financial year 2003/04 and, therefore, is not operational.

The assessment also sought to establish the types of courses offered at the institutions, as indicated in Table 23.

Table 23: Courses offered by BTVET institutions

Training courses/skills provided by the BTVET institution	Male		Female		Total	
	No.	%	No.	%	No.	%
Metal fabrication/Welding	38	34.5	20	37.0	58	35.4
Mechanics	70	63.6	24	44.4	94	57.3
Carpentry/Joinery	90	81.8	32	59.3	122	74.4
Tailoring	60	54.5	29	53.7	89	54.3
Hairdressing/Barbering	21	19.1	14	25.9	35	21.3
Bricklaying and fabrication	76	69.1	29	53.7	105	64.0
Agricultural production	11	10.0	7	13.0	18	11.0

The assessment also indicated that, on average, the distance to the nearest BTVET institute was about 10.2 km and the maximum distance reported was 40 km.

With regard to the education levels of the BTVET students prior to joining the institutes, assessment findings indicate that about half of them (48.1%) had completed secondary education; 26.9% had reached some secondary level; 9.6% had completed primary school; and 7.7% of respondents had reached some primary level (see Table 24).

Table 24: Distribution of BTVET students by level of education

Level of education	No.	%
No formal education	0	0.0
Some primary	4	7.7
Completed primary	5	9.6
Some secondary	14	26.9
Completed secondary	25	48.1
Tertiary/Vocational/Technical certificate	4	7.7
Tertiary/Vocational/Technical diploma	0	0.0
Degree	0	0.0
Total	52	100

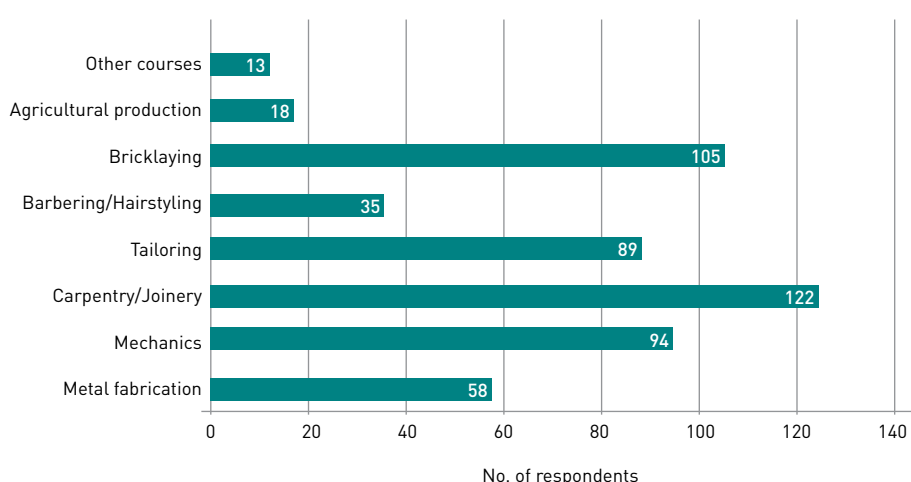
As can be seen from Table 24, about 92.0% of the students had at least completed primary-level education prior to joining the BTVET institute. Furthermore, about 32.0% of the total respondents reported that BTVET institutions do not admit youths who have not gone to school or dropped out after primary, while about 65.4% of respondents said that they did not know the admission criteria. These statistics indicate that the Skilling Uganda programme approach has not taken root in the selected districts, with the structure of the current BTVET system still following the old system where intake eligibility is usually tagged to being at least a primary level holder. This is a very grey area that Skilling Uganda needs to concentrate on, especially through sensitisation, so that all the stakeholders, especially the youths, become aware that the programme targets school drop-outs and those who have not gone to school at all. Table 25 shows the knowledge level about the minimum qualifications for entry into BTVET.

Table 25: Knowledge of minimum qualification levels for entry into BTNET

Does BTNET admit youths who have not gone to school?	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	40	37.0	18	33.3	58	35.8
No	16	14.8	12	22.2	28	17.3
Don't know	52	48.1	24	44.4	76	46.9
Total	108	100	54	100	162	100

2.4.3 Training courses provided by BTNET institutions

All the respondents were asked whether they knew the courses offered by BTNET institutions in their district, and the responses are illustrated in Figure 7.

Figure 7: Courses offered by BTNET institutions visited

The most common course taught in the BTNET institutions was carpentry and joinery, as revealed by 122 (42.0%) of the respondents. Other popular courses included bricklaying (105; 36%), mechanics (94; 32.2%) and tailoring (89; 30.5%). Agricultural production was among the least offered courses, as revealed by just 18 (6.2%) of the respondents. There is therefore a big gap, which the Skilling Uganda programme intends to fill with its Strategic Objective Number 5 of 'Expanding and improving agriculture training'. Other courses mentioned include catering, plumbing, electrical installation and computer training.

2.4.4 Attitudes towards BTNET programme

Asked whether they would be willing to participate in the BTNET programme if there was an opportunity, over two-thirds of the respondents (68.6%) expressed their willingness. This is a good indicator of the readiness of youths and the value they have started placing on BTNET courses, an opportunity that Skilling Uganda can build on to ensure its success.

Table 26: Willingness to participate in BTNET programmes

Willing to participate in BTNET programmes	Male		Female		Total	
	No.	%	No.	%	No.	%
Yes	71	67.0	38	71.7	109	68.6
No	35	33.0	15	28.3	50	31.4
Total	106	100	53	100	159	100

However, despite this willingness of the youths to participate, they reported that the general public still has a negative attitude towards the BTVET sector largely because it is seen as a sector ‘for academic failures and the needy’.

2.4.5 Challenges of youth participation in BTVET/Skilling Uganda

Ill-prepared BTVET institutions

In her article in the *New Vision*, Gloria Nakajubi³³ quotes the Minister of State for Higher Education, Dr John Chrysostom Muyingo, as stating that ‘most vocational and health institutions in the country are not adequately prepared for the Skilling Uganda project’.

Negative attitude towards vocational training

Probably the biggest challenge that the project has encountered is the attitude of the parents, students and the trainers themselves. Minister Muyingo has noted that parents and students have a feeling that doing tailoring or a certificate in computer studies is for failures.³⁴

Youth are not aware of Skilling Uganda programme

Consultations in almost all the sampled districts revealed that the youths have very scant information about the Skilling Uganda programme, and many youths had not even heard about it. In Kotido, out of the total number of youths who turned up for the validation, barely 2.0% could say anything about Skilling Uganda – a reflection that the programme is not operational in the district. The technocrats present at the meeting themselves could not adequately describe this programme. Asked whether there has been any attempt to run this programme, the District School Inspector intimated that they are trying to revamp the defunct technical school in the district:

‘The District received some support towards the only Vocational and Technical School in the District but the programme got interfered with when new districts were created, leaving the management in the hands of inexperienced individuals.’³⁵

Lack of funds

Although on paper the Skilling Uganda programme seems to be heavily funded, in reality, very little goes to the participating BTVET institutions. For instance, the headteacher at Kumi Technical School stated that the Skilling Uganda programme would have performed better if the funds from government had been increased and allocated on time. The government, through the Ministry of Education and Sports, transfers UGX 800,000 (US\$305) to the institute every financial year. These funds are meant to complement the BTVET programme through acquisition of tools and equipment. The district itself has a very low revenue base; according to the DCDO, almost 95.0% of the finances utilised at the district and within the sub-counties are conditional grants. This renders it difficult for the authorities to make independent decisions.

Other challenges listed by the youths affecting their participation in the Skilling Uganda programme include:

- Lack of BTVET that is limiting accessibility and some districts such as Kotido having no functioning BTVET institutions;
- Unevenly distributed BTVET centres;
- Lack of support for some courses in government programmes, for example, electrical installation and mechanics;
- Poor buildings for the technical schools;
- Limited tuition fees;

33 Gloria Nakajubi, ‘Schools not ready for Skilling Uganda – minister’, *New Vision*. Available at <http://www.newvision.co.ug/mobile/Detail.aspx?NewsID=639859&CatID=6>

34 Ibid.

35 KII, district school inspector, Kotido District, 22nd July 2013.

- Inadequate teaching staff and practical tools;
- Lack of sensitisation and career guidance of the communities about the importance of BTVET; and
- Youth belief that BTVET is a last resort for failures and, therefore, a need to change community perception about BTVET.

2.5 Youth participation in NUSAF YOP

2.5.1 Description of NUSAF YOP

The assessment of youth participation in NUSAF YOP was only conducted in Koboko, Kotido and Kumi Districts, as these are the only districts of those selected for the study where the programme is being implemented. Launched by the Government of Uganda in February 2003, NUSAF is part of the government's broader Northern Uganda Reconstruction Programme. NUSAF was established as a transitory tool and funding mechanism to assist Northern Uganda to catch up with the rest of the country in matters of development. It was introduced after the government realised that, despite significant gains in reducing poverty recorded throughout most parts of Uganda, the North had continued to lag behind. The aim of NUSAF is to empower communities in Northern Uganda by enhancing their capacity to systematically identify, prioritise and plan for their needs and implement sustainable development initiatives that improve socio-economic services and opportunities. The first phase of NUSAF (referred to as NUSAF I) ended in March 2009, and had the following original components:

- **Community Demand Initiatives (CDIs)**, which supported the communities' accessibility to small-scale socio-economic services such as health, education, transport and water/sanitation infrastructure;
- **Community Reconciliation and Conflict Management**, which supported initiatives in community reconciliation and conflict management, peacebuilding, traditional systems and psycho-social programmes;
- **Vulnerable Groups Support (VGS)**, which supported a variety of vulnerable groups' strategies of poverty eradication; and
- **Institutional Development**, which supported training and capacity-building for different sets of stakeholders.

Following the expiry of NUSAF I, the government designed the second phase of NUSAF (referred to as NUSAF II) to build on the achievements and draw from lessons learned in the implementation of the first phase of NUSAF. NUSAF II, expected to run for a period of five years (25th November 2009 to 24th November 2014), is implemented in the 55 PRDP districts in Acholi, Bukedi, Bunyoro, Elgon, Karamoja, Lango, Teso and West Nile sub-regions. The broader objective of NUSAF II is to improve access of beneficiary households in Northern Uganda to income-earning opportunities and better basic socio-economic services.

YOP, although not a stand-alone component of NUSAF, was added in 2005 as a principal youth-focused programme in NUSAF, with specific funding allocated especially under NUSAF's VGS and CDI components to target the unemployed/under-employed youths aged between 15 and 35 who live in conditions of poverty. The main objectives of YOP were:

- To provide the youth with specific vocational skills and toolkits to enable them to earn incomes and improve their livelihood;
- To contribute towards community reconciliation and conflict management; and
- To build capacity of NGOs, community-based organisations (CBOs) and vocational training institutes (VTIs) to respond to the needs of the youth.

Under YOP, groups of 15 to 30 youths self-organise, identify a vocational skill of interest and a VTI, and apply to NUSAF District Technical Officers (NDTOs) for funding. The NDTOs process and recommend proposals to the district and the central NUSAF Management Unit (NUMU), who screen for complete and appropriate proposals. Youth groups with successfully approved proposals receive a cash transfer of up to the equivalent of US\$10,000 to a community bank account. These funds are used to enrol in the VTI, purchase training materials, and equip graduates with the tools and start-up costs for practising the trade after graduation. NDTOs are tasked with providing supervision and technical assistance throughout. At group level, the YOP beneficiary groups are assigned a dedicated local management and extension facilitator, paid by NUSAF and supervised by the district, who supports the group in, among others, drawing the proposal and budget, record-keeping and reporting, group management and general implementation of projects. The focus, therefore, under YOP was youth vocational training and IGA support.³⁶

2.5.2 NUSAF funding

The earliest year when the NUSAF YOP respondent beneficiaries received government funding was reported to be 2004. The majority of the 31 NUSAF YOP respondents (25; 81.0%) reported having received the group funding in the previous three years. Of the 25 youths who received funding, 19 (76.0%) of them utilised the funds to carry out agricultural production, including cattle rearing, poultry and tree planting; while 9 (36.0%) utilised the funds to run businesses including salons.

2.5.3 Facilitation of group activities

As detailed in section 2.5.1 above, the approach of NUSAF YOP is to allocate a local facilitator. The NUSAF YOP respondents were, therefore, asked to state if their groups had facilitators and the method used to choose the facilitator.

Overall, NUSAF II has been more successful than NUSAF I, as noted by some respondents:

‘The successes are quite many. For NUSAF II, there is a lot of improvement compared to NUSAF I. We have at least 30 projects.’³⁷

About 94.0% of the NUSAF YOP respondents reported having a group facilitator attached to their group. As regards the method of selecting the trainers, only 22.5% reported that it was the group that selected a facilitator, while 71.0% of them reported that the facilitator was assigned to them by the NUSAF office in the district.

2.5.4 Vocational skills training

Vocational skills training is NUSAF YOP’s major component, intended to provide the youths with specific vocational skills and toolkits. The assessment, therefore, sought to establish the specific vocational skills in which the beneficiaries trained; the mode of delivery of the training; and the process of selecting the training courses and trainers. The responses are presented in Table 27.

36 C. Blattman, N. Fiala and S. Martinez (2009). *Impact Evaluation of the Northern Uganda Social Action Fund Youth Opportunities Project, Uganda. A Baseline Report*. Kampala.

37 Male youth councillor, Dranya Sub-County, Koboko District, 26th July 2013.

Table 27: Skills offered by NUSAF YOP

Skills training attended under NUSAF YOP	Male		Female		Total	
	No.	%	No.	%	No.	%
Metal fabrication/Welding	1	11.1	0	0.0	1	3.3
Mechanics	0	0.0	0	0.0	0	0.0
Carpentry/Joinery	0	0.0	0	0.0	0	0.0
Tailoring	0	0.0	0	0.0	0	0.0
Hairdressing/Barbering	0	0.0	7	33.3	7	23.3
Bricklaying and fabrication	0	0.0	1	4.8	1	3.3
Agricultural production	8	88.9	16	76.2	24	80.0

As shown in Table 27, the NUSAF YOP beneficiaries did not report receiving any training in tailoring, carpentry/joinery and mechanics, while bricklaying and metal fabrication courses were only received by one beneficiary each. The course most trained in was agricultural production (80.0%), followed by hairdressing/barbering (23.3%).

Whereas it is understandable for agriculture skills to be the most widely trained course, the beneficiaries indicated that they would have loved to learn other skills, especially electrical installation and mechanics, but that the trainers of these skills were not readily available in their communities.

Box 1: Benefits from YOP

'The YOP intervention had two official aims: to raise youth incomes and employment and to improve community reconciliation and reduce conflict. The programme, targeted at youth from ages 16 to 35, required young adults from the same town or village to organise into groups and submit a proposal for a cash transfer to pay for: (i) fees at a local technical or vocational training institute of their choosing, and (ii) tools and materials for practising a craft.

The average applicant group had 22 members. Group cash transfers averaged nearly UGX 12.8 million (US\$7,108), and varied by both group size and group request. The average transfer size per member was UGX 673,026 (US\$374) – more than 20 times the average monthly income of the youth at the time of the baseline survey.

Overall, the programme seemed to have strong economic effects. Four years later, beneficiaries of the YOP programme had 41% higher income and were 65% more likely to practise a skilled trade, such as carpentry, metalworking, tailoring, or hairstyling. Hours worked were 17% higher, nearly entirely accounted for by these new professions – while most still farmed part-time, hours spent in agriculture were not different. They were also 40% more likely to keep records, register their business, and pay taxes.

Within the sample, gains were highest for those who had the highest initial credit constraints, those with fewest initial assets and access to loans. The effects were particularly strong for women. Women who received the cash grants, four years later had 84% higher incomes than women who did not, while men were earning 31% more than their counterparts in the comparison group. This gender difference may reflect particular capital constraints faced by women...

Overall, the data show that the poor used the money effectively; investing in training and tools needed to start businesses and experiencing a significant growth in income, even after four years. Even though impacts in social domains were negligible, the economic outcomes show the potential of alleviating capital constraints for spurring economic growth among the poor.'

Source: C. Blattman, N. Fiala and S. Martinez (2013). *Credit Constraints, Occupational Choice, and the Process of Development: Long Run Evidence from Cash Transfers in Uganda*. Kampala. Available at <http://www.poverty-action.org/project/0189>

2.5.5 Benefits of NUSAF to the youth

The initial quantitative study carried out in March/April 2013 by the UPFYA focused on the packaging and benefits from YOP. The supplementary qualitative study, carried out in July 2013, looked at NUSAF in its entirety, but also reviewed the findings of a scientific evaluative study by Christopher Blattman *et al* conducted in May 2013 – as summarised in Box 1.³⁸

This seems to be corroborated by the findings from the supplementary qualitative research, which consulted the beneficiaries from the districts of Koboko, Kotido and Kumi. In Kumi District, for instance, NUSAF was largely considered a success during the first phase – NUSAF I. This was because, under NUSAF 1, the YOP targeted unemployed youths aged between 15 and 35 years living in conditions of poverty. Many youths were trained in vocational skills to enable them to earn incomes and improve their livelihoods.

Under NUSAF II, the youths have also benefited, although indirectly because the programme encountered changes in its design and application. The youths used the services that were put in place through the infrastructure.

In Nyero Sub-County, some of the youth leaders who had been cited as having capacity were contracted to provide services to the populace under the NUSAF programme:

‘Our association was given the responsibility of distributing technologies to farmer groups...’³⁹

Some youths, mainly leaders, admitted that they really benefited from the NUSAF I as well:

‘Our group was allocated UGX 17 million under the re-stocking component whereby we bought 63 cows. I was given one cow by them and now have six cows. This is success to reckon with.’⁴⁰

2.5.6 Challenges of NUSAF YOP

Some challenges were highlighted during the assessment and these include:

- Unlike NUSAF I, the NUSAF II programme does not have specific provisions for the youth, although it is supposed to embrace the training of the youth and facilitate them to develop project proposals. It does not have specific indicators against which to measure the benefits for the youth.
- Most of the youths want early and immediate results. According to the NUSAF Desk Officer, Koboko District, ‘when they [results] are not seen quickly, they [groups] tend to disintegrate’.
- The level of (formal) education affects participation especially in decision-making. In most cases, it is only the (formally) educated youths who occupy leadership positions.
- Few facilitators are willing to travel within communities and attend to the issues of the youths.
- There is a lack of information on NUSAF YOP.
- Youths are not fully engaged in the monitoring and evaluation of the projects.

38 C. Blattman, N. Fiala and S. Martinez (2013). *Credit Constraints, Occupational Choice, and the Process of Development: Long Run Evidence from Cash Transfers in Uganda*. Kampala.

39 Youth leader, Nyero Sub-County, Kumi District, 23rd July 2013.

40 Female youth councillor, Kumi District, 23rd July 2013.

3. Conclusions and recommendations

3.1 Conclusions

This study revealed that the major issues and concerns for the youths are largely the concerns of the wider section of the population of Uganda, and that is poverty and unemployment. What might be different are the dimensions and causes of the problem. The youths attribute their poverty to unemployment. Statistics from the Ministry of Gender, Labour and Social Development reveal that around 400,000 youths are released into the job market annually to compete for only about 9,000 available jobs. Worse still for those without educational qualifications, the only option is employment in the agricultural sector, but this sector is unattractive to them. The youths generally perceive agriculture as non-profitable.

The programmes under assessment have had limited success in addressing the key issues and concerns of the youths. One strong reason for this is the limited participation and influence of the youths in these programmes. The study findings reveal very low participation in the design and implementation of the four programmes studied. This is, therefore, why these programmes – including those that target the youths such as Skilling Uganda – have largely not been responsive to their needs and concerns, thus resulting in limited benefits to the youths. Where there have been attempts to involve the youths, it is mainly the elite (formally educated urban-based youths) who have been involved, leaving aside the majority rural-based youth.

Provision of guidelines on how to benefit from the already designed programmes is not good enough for the youths. The youths have structures such as Youth Councils, through which they can be mobilised to participate in decision-making as well as policy influencing. Unfortunately, the four programmes in this study were found not to have used this structure, thus leaving it redundant and leaving the youths as only passive participants – mere recipients of the programmes with no control and influence. In short, the approaches and strategies used by the government in the design and delivery of the development programmes targeting the youths are flawed and may not achieve much unless they are refocused to become youth-friendly.

Furthermore, if the purpose of the four programmes under study is to reduce poverty among Ugandans, including the youths, then this study reveals that such programmes have not been effective. Currently, unemployment among the youths is estimated at about 62.0%. This can only be reduced by transforming the agricultural sector to become more predictable, profitable and attractive to the youths, on the one hand, while, on the other, providing them with the right/appropriate skills to enable them to engage in the sector.

3.2 Recommendations

3.2.1 Central government

There is unequivocal evidence that, when the youths are engaged, the outcomes of the planning process articulate the concerns of the youths. A good example is the National Development Plan (NDP) process, where, Restless Development together with the Department for International Development (DFID) deliberately organised a process that enable the youths to participate in the process. As a result, the NDP included clearly youth-targeted interventions. It is, therefore, recommended that the central government provides clear policy directives on youth participation on the supply side. However, in order to increase demand for participation by the youths, it is

important for the Government of Uganda to provide adequate funding for the Youth Council structures at various levels to ensure that they mobilise the youths, especially those from the rural areas, and mentor them on how policies and programmes are designed and implemented, as well as on their role in monitoring and evaluating these programmes.

Furthermore, the study findings reveal passive participation of the youths – mainly as beneficiaries and not people who are actively involved in governance and influencing policies as well as decision-making. There is a need to adopt approaches and strategies that can ensure substantive participation of the youths in development processes. To achieve this, the youths should be given opportunities and powers to participate in agenda-setting as well as decision-making roles. However, this requires the government to make a deliberate effort to build the skills of the youths and young people in general in participative governance and decision-making. It is also important to maintain a free flow of the information they need to participate effectively, and preferably using information and communication channels that are youth-friendly and conducive.

One of the reasons why the youths are poor and unemployed is that they are not effectively participating in agriculture – the sector that sustains over 80.0% of the population of Uganda. The youths despise agriculture, because its benefits are unpredictable and hitherto considered non-profitable. In spite of this stance, the majority of the youths in the rural areas remain involved in agriculture as smallholder farmers. Their participation, however, is hampered by a lack of access to productive inputs and extension services, capital, skills and markets for their produce. In order to change the negative attitudes and make agriculture more attractive to the youths, there is a need for increasing investment in the agricultural sector, particularly targeting smallholder youth farmers and all smallholder farmers in general. The government should design special packages that target the youths and increase their participation and productivity in agro-related activities within the mainstream agriculture programmes, such as the PMA, NAADS, among others. Experience from the YOP of NUSAF I has shown that such special programming strategies increase benefits to the youths.

One critical issue for the youths is access to and ownership of land. Because of the fast population growth rate and commercialisation of land, the possibilities for the youths to access, own and control land are increasingly dwindling, yet land in Uganda is a key element of production and access to financial services. The youths are, therefore, left with limited options but to migrate to urban areas where they can fend for their survival using other means. In order to attract and enable the youths to engage in meaningful production, the government should take deliberate measures to acquire and lease land for agricultural production for the youths who are interested in agriculture, with possibilities of turning such leases into freehold ownership if the beneficiaries prove profitable in the use of such land over a period of 20 years, for instance.

Furthermore, one of the reasons for the youth not engaging and benefiting from the four programmes in this study is a lack of relevant skills that can make them innovators and job creators. The education system in Uganda produces graduates who are job seekers rather than job creators. The Skilling Uganda programme mainly targets the drop-outs and unskilled youths. However, this does not address the needs of the graduates from the formal education system. The curriculum still produces graduates who despise agriculture and unskilled labour-based enterprises. The government should reform the entire education system with a bias towards appreciation and rewarding of technical and vocational skills. If such reforms are made, the education system would be able to mould young people whose skills are required by the labour market and thus enhance their chances of being employed. Skilling Uganda, therefore, should move beyond the traditional approaches of only using BTVET institutions and go for work-based training and certification. Many youths already have considerable experience in various proven practical skills, but cannot use this experience to search and gain higher-value employment – given the job system that emphasises academic qualifications. Therefore, the Ministry of Education and

Sports should devise a system for certifying the experience of those who are skilled but without formal qualifications to enhance their opportunities and possibilities for gaining access to the job market.

The assessment has also revealed that the four assessed programmes are complementary in their objectives as far as the youths are concerned. They all aim at reducing poverty among the population and, in this case, the youths through equipping them with skills (Skilling Uganda, YOP), provisions of inputs, capital grants to boost their enterprises (NAADS, NUSAF) and accessing capital (YVCF). Unfortunately, these programmes run parallel to each other, under different sectors. There is a need for the government to take an integrated approach in planning for the youths. Integrated planning of such programmes would increase value for money.

Unlike NUSAF and NAADS, which have local secretariats/desks at district level, allowing for an interface with the local government planning, Skilling Uganda and the YVCF have been found to be purely centrally bred and driven by the central government. The field consultations with local governments have revealed little knowledge among the district officials, for instance, about Skilling Uganda and the YVCF. There is even poor information exchange between the line ministries that are responsible for these programmes with the local governments. It is, therefore, very difficult for local governments (which are supposed to monitor the implementation of such programmes) to be effective without being informed and involved in their designs. There is, therefore, a need to involve local governments and the local government-level youth structures during the design, implementation, monitoring and evaluation of such programmes if they are to generate optimal effects on the population, especially the youths in their local areas.

Despite having the zeal to start up income-generating enterprises, the youths lack sufficient funds to facilitate these processes, and thus most of them remain unemployed. The YVCF in its current form cannot solve the problem of access to credit. It is, therefore, recommended that a policy be formulated requiring every bank/financial institution operating in the country to establish a facility/product that targets the youth entrepreneurs to access business loans at low interest rates and less stringent conditions. For instance, the loans could be provided on equity terms.

The study has revealed that implementation of development programmes especially at the local government level has become politicised. In some cases, instead of the government structures, the ruling party structures were being used to influence the selection of beneficiaries. In extreme situations, the civil servants and political protégés from State House were influencing who should benefit and who should not. This is political interference, which is affecting the programme implementation and breeding corruption. In addition, the political governance structures, particularly the Office of the President and State House, were found to be creating parallel programmes and initiatives such as Model Village Initiatives in the south-western districts of Bushenyi, Ntungamo, Kamwenge and many others. These were then being used to influence the selection of groups to benefit from NAADS, hence creating confusion. The government should streamline the programmes and leave their implementation to technical structures. There is no need to run parallel programmes from State House, which creates uncertainties, confusion and, in some cases, corruption.

The study has revealed that unemployment among the youths is overwhelmingly high but also that many youths do not possess the necessary skills to compete for the few employment opportunities/jobs in the private sector. The public works model espoused by NUSAF II, which targets the youths, especially the unskilled, to provide paid labour in public works, can play a critical role in providing incomes and employment opportunities for youths, which can effectively reduce unemployment and thus poverty among the youths. There is a need to document the processes, outcomes and lessons from this model being employed by NUSAF II in its target regions for possible replication by other development programmes.

As well as these general recommendations for central government, there are also specific recommendations, in particular, emerging out of the validation workshops, regarding each of the four programmes under study:

NAADS

- The policy programming and guidelines for the NAADS programme should be restructured in such a way that youths can be directly targeted for support.
- The NAADS strategy should be revisited in enterprise selection and support for the youths.

NUSAF

- The central government should restore the YOP, which was a more effective strategy that targeted and benefited the youths directly and thus produced visible results.

YVCF

- There should be another channel created to ensure that funds reach the youths directly. Banks should completely be phased out of the picture. The youth suggested institutions such as SACCOs and Village Savings and Loan Associations (VSLAs), which do exist at the grassroots level.
- In the event that banks are maintained, they should be strictly regulated to avoid any misgivings by the youth beneficiaries. For example, bank officials should be involved in dissemination of information to the beneficiaries of the YVCF and should publicise the beneficiary lists for transparency purposes.
- The government should publicise the amount of money disbursed to each bank so as to inform the youth.
- The government should adjust the process or requirements for the youths to acquire a loan, especially business beginners.

Skilling Uganda

- The government through the Ministry of Education and Sports should design a more comprehensive communication strategy for the Skilling Uganda programme. In particular, this should ensure that the youths, especially those who have never attended school, and those who did not complete primary school level, are aware of and actually apply for the available training opportunities.
- The vocational institutions in this programme, as well as the number of vacancies and courses available, should be part and parcel of the information disseminated to the public regarding the Skilling Uganda programme.
- Courses that are friendly (but not restricted) to female youths should be included in the curriculum to attract this category of people. Such courses and their design ought to take into consideration gender-specific needs and cultural settings.

3.2.2 Development partners

According to the World Bank, one reason why poverty has remained stubbornly high in Africa for many decades in spite of huge amounts of resource investment is due to inappropriate approaches used to alleviate it. It blames top-down plans, donor-driven investment programmes that have been less than successful, and, therefore, recommends a people-centred vision of prosperity through the empowerment of local communities. The World Bank recommends a strategy that puts local governments and rural and urban communities at the core or driving seat and which gives them a new set of powers, rights and obligations. The people should be treated as people with capabilities, and should have the power to plan, implement and maintain projects to serve their needs. Local governments have the obligation to be accountable to local people, not just to central governments or donors. Local governments also have the obligation to enable people to participate fully in the economic development activities. These principles are espoused by the majority of the bilateral and multilateral development partners that have been supporting programmes such as NAADS, NUSAF and education programmes including BTVET.

Development partners, therefore, should demand that the central government, which is charged with overall oversight of development planning, should reorient the planning and implementation of the development programmes they are party to, to espouse such pro-youth-centred approaches. It is, therefore, recommended that development partners carry out an independent audit of guidelines for implementing all development programmes, and particularly NAADS, NUSAF, Skilling Uganda and the YVCF, to ensure that they are pro-youth and thereafter take the lead in engaging with government to introduce youth-friendly approaches such as the three-lens⁴¹ approach to youth participation.

3.2.3 Local governments

Local governments, especially district level, do engage with central government particularly when designing programmes either through technical or political structures of the district administration. However, it seems from the study findings that the structures of local governments do not allow or promote institutional learning horizontally across sectors, and vertically from technical personnel to politicians. Furthermore, local governments showed apathy towards programmes that do not involve their structures in their implementation, especially the YVCF and, to some extent, Skilling Uganda. In order to improve each of the four programmes under study, the following recommendations were made with an input from the participants in the study:

NAADS

- The special NAADS programme for the youths, which had been designed and publicised well by the government, should be speedily implemented. This would ensure that the aspirations of the youths whose expectations had been raised by the publicity of the programme are met.
- NAADS should be an independent programme not controlled by politicians. The administration and management should strictly follow the regulations and remain impartial at all times.
- There should be more youth involvement in all the stages, right from planning and budgeting, to procurement, implementation and monitoring of the programme. In particular, implementation should be timely, especially in distribution of inputs to match up with the appropriate seasons.
- Youth representation at the committee level should be increased to ensure that they can influence the allocation of NAADS resources for the youths. It was suggested that the committee should include at least two youths – one male and one female.
- Supervision by the NAADS coordinator at the district level should be enhanced. The sub-county technocrats must be closely supervised so that they implement quality projects together with the beneficiaries by involving communities, their representatives and religious leaders during the selection of beneficiaries.
- Training should be an important aspect of the beneficiary groups right from the time they apply for the different services, during the implementation, and even at phase out. The training should address issues of group dynamics and prevent membership withdrawals. It should also include introducing agri-business as a new innovation.
- Farmers are given enterprises without analysis of their success and, thus, there is a need to carry out enterprise analysis/feasibility study before deciding the enterprise to support. Further training on enterprise development should be extended to the youths so that they are assisted in selecting the kind of enterprise they can best manage and also in managing them instead of just implementing projects that have never been their choice.
- There is a need for NAADS coordinators to regularly visit farmers and farmer groups to provide additional training on how to market their products, as well as follow up for successful recovery of inputs given to farmers.

⁴¹ This approach is espoused by the World Bank and recommends that development assistance (programmes) should work for the youths as target *beneficiaries*, with youths as *partners*, and be shaped by youths as *leaders*. This is an assets approach to youth participation in development, which appreciates and mobilises individual or group talents and strengths, rather than focusing only on deficits (needs), problems or threats and is referred to as the three-lens approach to youth participation (World Bank Development Report 2007).

YVCF

- The majority of the youths have not been sensitised about the fund. There is a need for awareness creation concerning the YVCF.
- Repayment schedules should take into consideration the maturity of the project; hence, youths' interests should not be overlooked during loan negotiations with financial institutions.
- Eligibility criteria for funding should bear in mind that most youths lack collateral. The group guarantee approach should instead be encouraged by all the financial institutions targeting the youths.

Skilling Uganda

- The programme implementation should be accountable and transparent in dealing with the youths.
- Programmes that benefit the youths should be designed with clear structures and implementation plans that can ably be monitored by the youths.
- Locally available facilitators should be employed so that they can be approached at all times by the programme beneficiaries.

3.2.4 Civil society organisations (CSOs)

The report findings reveal that CSOs were almost invisible during the time of implementing youth empowerment and development projects, more especially in regard to the government programmes. The youths still recommended that CSOs can engage in advocacy for the right approaches and transparency in utilising the resources that have been allocated. They called on civil society to help mobilise the masses so that they can access the support under the various programmes.

CSOs should also support government efforts and be more proactive in organising mid-term reviews and dialogues for the youths to air their achievements as well as grievances. This applies to all components of the four programmes.

The youths as well as the duty bearers at district level are, however, concerned that the recommendations given to the assessment team would take too long to become a reality. Arising from this concern, the responsibility was given to CSOs to act as watchdogs in ensuring that the recommendations are practically handled in a proactive manner.

Since CSOs had the capacity to mobilise additional resources, they were charged with making financial contributions towards the following aspects: curriculum reform (BTJET), pro-youth enterprise financing policy, as well as a communication and advocacy strategy that will enable equitable distribution of the projects under each programme.

The managers of these programmes both at district and central government levels require constant engagements at regional levels as a way of ensuring quality control. This can ably be managed by CSOs, as they will be impartial in regard to this aspect and their major goal would be to attain positive development of the youths.

3.2.5 Youths and Youth Councils

The youths, as beneficiaries, are urged to be more proactive in their leadership roles and ensure that adequate mobilisation of the masses takes place. The leaders are also tasked with always holding meetings with lower-level leaders as well as the ordinary youths so that they are informed of any development programmes, new updates and possible partnerships with NGOs.

It is also recommended that the youth at the grassroots should be more enthusiastic about government programmes so that they do get out of poverty and move to another level. They should desist from unnecessary boycotts of meetings and conferences.

The National Youth Policy 2001 provides for Youth Councils at national, district and sub-county levels, whose roles and functions, among others, include: to mobilise, sensitise and organise the youths of Uganda in a unified body for political, economic and socio-cultural activities; to engage the youths in activities that are of benefit to them and the nation; to protect the youth against any kind of manipulation; and to advocate and mobilise resources to support and fund Youth Council programmes and activities. Other functions include: liaising with development organisations to ensure that youths gain access to resources, services and programmes; and acting as a voice and bridge to ensure that government and other decision/policymakers are kept informed of the views and aspirations of the youths. So far, apart from existing, the Youth Council members are not doing much – citing lack of funding from government.

However, the major handicap the Youth Council members are facing is just lack of initiative, assertiveness, innovation and probably politicisation. While it is recommended that government increases funding for Youth Councils to enable them to function, the Youth Council leaders and the secretariat members also need to be trained in lobbying and advocacy skills, resource mobilisation and other skills that can enable them to become more vibrant. Vibrant Youth Councils can then engage and demand accountability from government and other stakeholders engaged in designing and implementing development programmes, such as the four under review.

3.2.6 Private sector

The report has revealed that the private sector is increasingly being used by government in the delivery of services to the people through either Public–Private Partnership (PPP) arrangements, as in the case of the YVCF, or purely contracting private companies to supply services and inputs, especially in the case of NAADS, Skilling Uganda and NUSAF. In the case of the YVCF, the study has revealed that the bank conditions and requirements, especially in Stanbic Bank, were not youth-friendly, while, on the other hand, all banks just follow the bank guidelines and treat the youths as any other customer. Largely, the youths feel let down by the banks and the programmes. It is recommended that the banks should lay down youth-friendly conditions to enable the youths to benefit from the programmes.

Likewise, the other programmes – NAADS, NUSAF, Skilling Uganda (BTJET Directorate of Ministry of Education and Sports) – should orient their pre-qualified service providers (private companies) in youth-friendly approaches. The programmes should also develop guidance notes with clear terms and approaches for effective engagement with the youths.

3.2.7 Local communities

Local communities, particularly local leaders (faith leaders, local chiefs, elders and opinion leaders), as well as the general community members, ought to consider the concerns of the youths in their midst. The success of the youths on these government programmes directly translates into benefits to the communities in which the youths live (let alone the country at large). The contrary holds true. The involvement of non-youths in the mobilisation and sensitisation of the youths to take advantage of the opportunities offered by the programmes should in no way imply the hijacking of the control and benefiting of the programmes by non-youths.

Appendices

Appendix 1: Distribution of specific agricultural enterprises in which NAADS youths are engaged

	Male		Female		Total	
	No.	%	No.	%	No.	%
Legumes						
Kayunga	0	0.0	0	0.0	0	0.0
Koboko	0	0.0	0	0.0	0	0.0
Kotido	4	11.1	0	0.0	4	6.5
Kumi	12	26.1	4	16.7	16	22.9
Ntungamo	0	0.0	0	0.0	0	0.0
Cereals						
Kayunga	1	2.1	0	0.0	1	1.6
Koboko	11	55.0	5	31.3	16	44.4
Kotido	12	33.3	11	42.3	23	37.1
Kumi	5	10.9	2	8.3	7	10.0
Ntungamo	1	2.4	0	0.0	1	1.7
Banana						
Kayunga	1	2.1	1	6.3	2	3.1
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	0	0.0	0	0.0
Kumi	0	0.0	0	0.0	0	0.0
Ntungamo	11	26.8	7	36.8	18	30.0
Goats						
Kayunga	0	0.0	0	0.0	0	0.0
Koboko	0	0.0	0	0.0	0	0.0
Kotido	2	5.6	0	0.0	2	3.2
Kumi	0	0.0	0	0.0	0	0.0
Ntungamo	17	41.5	10	52.6	27	45.0
Fruit farming						
Kayunga	8	16.7	2	12.5	10	15.6
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	0	0.0	0	0.0
Kumi	0	0.0	1	4.2	1	1.4
Ntungamo	0	0.0	0	0.0	0	0.0
Piggery						
Kayunga	6	12.5	2	12.5	8	12.5
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	0	0.0	0	0.0
Kumi	1	2.2	0	0.0	1	1.4
Ntungamo	1	2.4	0	0.0	1	1.7
Cattle						
Kayunga	1	2.1	0	0.0	1	1.6
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	1	3.8	1	1.6
Kumi	1	2.2	1	4.2	2	2.9
Ntungamo	1	2.4	1	5.3	2	3.3
Poultry						
Kayunga	2	4.2	3	18.8	5	7.8
Koboko	0	0.0	0	0.0	0	0.0
Kotido	0	0.0	1	3.8	1	1.6
Kumi	2	4.3	2	8.3	4	5.7
Ntungamo	0	0.0	0	0.0	0	0.0

Appendix 2: Study methodology

Study population

The assessment had two study units: the programme staff and youth/political leaders who served as key informants, on the one hand, and the youth members participating in the various programmes under study, on the other. The respondents were randomly selected from districts of the study, and were found in the communities. The District NAADS Coordinators, Youth Leaders/Councillors, DCDOs at the district/sub-county level, staff of participating banks under the YVCF, BTVET principals, DEOs and NUSAF staff were the key informants in this assessment.

It should be noted that the NAADS, YVCF and Skilling Uganda programmes target the whole of Uganda, while NUSAF YOP targets only the Northern (including Eastern, West-Nile and North-Eastern) parts of Uganda. Therefore, the assessment was targeting the applicable programmes in each of the regions.

Design and sampling

This assessment was a cross-sectional survey that employed triangulation of both qualitative and quantitative research methods. Data was collected over a period of an accumulated four weeks. Data was collected from youth beneficiaries in the programme areas through interviewer-administered questionnaires. This was followed by observation of key outcomes of interest among the youths regarding farming practices, business opportunities and skills development. The NUSAF project offices for the YOP provided records of the beneficiaries from which the NUSAF respondents were identified. The YVCF participating banks provided lists of beneficiaries from which respondents were also selected and interviewed, and the same method was used to select respondents from other programmes. Multi-stage probability proportional to size (PPS) sampling procedure was used to select the 292 youth beneficiary respondents.

Inclusion criteria

The respondents in the study were selected based on the following criteria:

- Direct programme beneficiaries who were resident in the selected districts at the time of the assessment;
- Programme staff involved in the direct implementation and supervision of programme activities; and
- District youth/political leaders directly or indirectly involved in the programmes or with knowledge of the programmes.

Exclusion criteria

The following categories of people were not considered for this study:

- Direct programme beneficiaries who were not found in the selected districts at the time of the assessment; and
- Key programme staff members who were either absent or on leave during the data collection process – surrogate interviewees were used instead, where necessary.

Study area and sample size

The assessment targeted staff from the indicated programmes, other relevant organisations and various stakeholders at different levels at the district level. This was aimed at getting a clear understanding about the programmes in general. For quantitative data collection, the selection

of respondents (youths) was carried out using the multi-stage sampling technique. The following statistical equation was used – borrowing from Glenn D. Israel’s works:⁴²

$$\text{Equation 1: } n = \frac{Z^2pq}{d^2}$$

Where:

n = the desired sample size when the population is large

Z = the standard normal deviation whose value is obtainable from under the area under the normal curve; assuming a 90% confidence level, Z=1.65

p = population of the target population estimated to have a particular characteristic; 50% is normally used because it is the recommended measure if there is lack of reasonable estimate

q = 1.0 – p

d = degree of accuracy desired; in this context set at 0.05

The sample size of 272 respondents (Rs) will be obtained by substituting in the above formula as indicated below:

$$\text{Equation 1: } n = \frac{Z^2pq}{d^2} = [(1.65)^2 \times 0.5 \times 0.5] / (0.05)^2 = 272 \text{ Respondents (Rs)}$$

This implies that a sample size of 272 Rs was sufficient for this study. Therefore, the actual sample of 344 Rs reached during the assessment was more than adequate.

Data collection techniques

The methods of data collection included:

- a) Individual interviews with youth beneficiaries;
- b) KIIs with the programme staff, service providers, farmer group leaders, farmer association leaders and youth councillors; and
- c) Observation of aspects such as farming practices.

Data collection tools

The following data collection tools were used in the assessment:

- a) Document review guide;
- b) KII guide;
- c) Programme performance checklist; and
- d) Individual questionnaire/youth assessment questionnaire.

Qualitative methods

Respondents for the KIIs were purposively selected. In-depth interviews using predetermined question guides were conducted targeting NAADS Coordinators, youth councillors, NUSAF staff, and DEOs and DCDOs. KIIs were conducted up to saturation point. The study team used a KII guide to collect data on youth involvement and participation in the four programmes. Key informants also had the opportunity to recommend areas and strategies for performance improvement.

42 Glenn D. Israel (2003). *Determining Sample Size*. Institute of Food and Agricultural Sciences, University of Florida.

Quantitative methods

The youth beneficiary assessment tool was used to collect data from the youths. A total of 292 youths were interviewed from the five districts of Kayunga, Koboko, Kotido, Kumi and Ntungamo.

Data management

When the filled-in tools arrived at the data management centre, they were cross-checked for consistency and validity. The tools were checked to see if they were fully completed. Where the information was incomplete, it was noted and reasons for incompleteness established. The data collection tools had been developed with coded questions. This was followed by the data entry process whereby double data entry was done with the aid of the Statistical Package for Social Sciences (SPSS) computer package.

Data cleaning was also done by cross-checking for any errors in data entry in the two data entry sheets with the aid of data analysis outputs. Where there was a difference in the data entered, the questionnaires were selected and one of the databases corrected; this was subsequently used as the final database for analysis. Computer data cleaning, editing and immediate storage with back-up copies were carried out on a daily basis. A random sample of the original completed questionnaires was compared with the computer print-out to assess the accuracy of the entered data. Frequency distributions of all variables were generated. All the raw data forms were put in coded box files and securely kept to avoid losing them during the course of the study.

Quantitative data analysis

Quantitative data analysis was carried out with the aid of an SPSS computer software package. Outcomes were expressed as proportions and percentages. Simple proportions were generated as appropriate to describe the data. Data was then summarised and presented as tables, graphs and pie charts in this report.

Qualitative data analysis

The investigators cross-checked all data received for completeness, validity, consistency and accuracy. Content was analysed on the basis of emerging themes and sub-themes in line with the assessment objectives. Participants' responses were coded and typed in Microsoft Word 2007, and later proofread. The data was then transferred to Nvivo Statistical package to aid analysis.

This qualitative data was analysed by formulating tentative themes and sub-themes, which were continuously analysed before, during and after data collection. Descriptive summaries and quotes were used. Trend analyses of the KIIs were useful for identifying the major issues for each of the study themes and sub-themes. This also facilitated comparisons and contrasts of participants' views within and among the different sites.

Limitations of the assessment

Most of the respondents/beneficiaries were not keeping records and, therefore, the assessment had to rely on their ability to remember. Consequently, a number of beneficiaries who were interviewed did not answer some questions, leading to non-responses. In addition, the baseline surveys had not been conducted and hence the programmes' logframe was short of baseline benchmarks on which to base quantitative changes brought about by the programmes. Therefore, the assessment based its findings on unlimited indicator values.

Ethical considerations

Before data collection began, due care was taken to ensure that informed consent was obtained from all respondents. The informed consent included explanations about the purpose and objectives of the assessment, the benefits and risks that could accrue from the assessment, the rights of the respondents, reimbursement arrangement and reassurance on confidentiality. Each respondent was given an opportunity to ask questions and/or seek further clarification. Respondents were free to refuse to participate in the study and this did not affect their right to benefit from the programme interventions or their relationship with the programme staff. This assessment had no explicit risks to the respondents, but its findings could inform processes for improving the programme.

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