REPUBLIC OF UGANDA

JUST TRANSITION FRAMEWORK

Ensuring sustainable development transitions are inclusive and fair

December 2025

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FOREWORD

Uganda is committed to promoting and investing in a sustainable development pathway, as laid out in the fourth National Development Plan (NDP IV), Vision 2040 and the Uganda Green Growth Development Strategy.

The pathway to a green, resilient, low carbon economy and society will involve structural changes across Uganda's economy in coming years. These changes will affect many different sectors including energy, transport, agriculture, minerals, industry, information and communication technology, urban development, tourism, and biodiversity conservation, among others. Sustainable development will create many social and economic benefits for Ugandan society, in the form of new jobs, private investment and the creation of new businesses, and cleaner and safer environments for our communities to live and work in.

At the same time, structural change can also create unintended effects, including disruption to some people's livelihoods or welfare. Further, the benefits of change will not automatically be distributed equally across society. The shift to new technologies and production methods, for example, might mean some jobs disappear. Although new jobs will be created, some people may not have the skills or finances to be able to participate in these new opportunities. People grappling with persistent poverty could experience greater hardship if the changes affect the costs or availability of basic needs like food, energy or mobility.

The Government of Uganda wants the costs and benefits of developing a more sustainable, resilient economy to be equitably shared, and to ensure those people most affected by the transition are supported through the process. The pathway to sustainable development should be fair and equitable for all Ugandans.

With this objective in mind, the Uganda National Planning Authority has led development of the Just Transition Framework, with input from many government and non-government stakeholders. The Framework prompts planners, policy makers and program implementers to consider how the costs and benefits of transitions that promote sustainable development are likely to be distributed across society. It requires potential welfare risks to be evaluated, and practical, targeted measures to mitigate any significant social welfare impacts to designed and implemented where needed.

As a supporting framework to NDPIV, all government ministries, departments and agencies, and local governments, as well non-government actors, are expected to integrate the principles and the guiding process of the Just Transition Framework into their plans, implementation arrangements, and budgets under the NDPIV.

Prof. Pamela Kasabiiti Mbabazi
CHAIRPERSON
NATIONAL PLANNING AUTHORITY

ACKNOWLEDGEMENTS

The Just Transition Framework was developed over an 18-month period in parallel with, and aligned with, preparation of the fourth National Development Plan (NDP IV). A comprehensive stakeholder engagement process was led by the National Planning Authority, inviting involvement, and contributions from ministries, departments and agencies of the Government of Uganda, civil society, and the private sector.

I wish to thank the Technical Working Group which provided guidance on content and stakeholder engagement as the Framework was developed. This comprised representatives of the Ministry of Finance, Planning and Economic Development, Ministry of Water and Environment (MWE), Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), Ministry of Energy and Mineral Development (MEMD), Ministry of Works and Transport (MoWT), Ministry of Lands, Housing and Urban Development (MoLHUD), as well as the Economic Policy Research Centre (EPRC), the Advocates Coalition for Environment and Development (ACODE), and Environment for Development (EfD) Makerere University Centre.

Many other stakeholders, too, participated in workshops and meetings to help guide the Framework (listed in Annex 1). These included representatives from other ministries including the Ministry of Gender, Labour and Social Development (MoGLSD), the Ministry of Education and Sports (MoES), and the Ministry of Local Government (MoLG), as well as the National Environment Management Authority (NEMA). Civil society and the private sector were represented by diverse non-governmental organisations (NGOs) and private sector associations.

Finally, the NPA is grateful to the Climate Investment Funds (CIF) and the African Development Bank (AfDB) for their technical and financial support as the Just Transition Framework was developed.

The Just Transition Framework is about ensuring an equitable distribution of the costs and benefits of implementing Uganda's sustainable development agenda.On behalf of the NPA, I welcome stakeholders to integrate the objective of a just transition into their NDP IV Planning and Implementation.

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Dr Joseph Muvawala
EXECUTIVE DIRECTOR
NATIONAL PLANNING AUTHORITY

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ACRONYMS

AfDB	African Development Bank
CFU	Climate Finance Unit
CIF	Climate Investment Funds
CoC	Certificate of Compliance
ESIA	Environmental and Social Impacts Assessment
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MEMD	Ministry of Energy and Mineral Development
MDAs	Ministries, Departments and Agencies
MLHUD	Ministry of Lands, Housing and Urban Development
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoWT	Ministry of Works and Transport
MWE	Ministry of Water and Environment
NDC	Nationally Determined Contributions
NDP IV	Fourth National Development Plan
NEMA	National Environment Management Authority
NPA	National Planning Authority
PIAP	Programme Implementation Action Plan
RPFs	Resettlement Policy Frameworks
SEA	Strategic Environmental Assessments
UGGDS	Uganda Green Growth Development Strategy

EXECUTIVE SUMMARY

Uganda's NDP IV and transition risks

Achieving the sustainable development targets of Vision 2040 and implementing Uganda's fourth National Development Plan 2025/26-2029/30 (NDPIV) requires promoting economic and social transformation, or "transitions", across different sectors. Core economic and social transitions are planned in energy, transport, agriculture, forestry, water management, biodiversity management and conservation, and urban planning, among other sectors.

Sustainable development transitions will create many benefits for the country: enhanced income and livelihoods, including decent new jobs, improved food and nutrition security, enhanced social welfare, and economic growth. Pursuing green growth pathways in Uganda could generate four million jobs by 2040, reduce fuel imports and the accompanying fiscal pressure on national accounts, improve air quality, and reduce the health risks from indoor air pollution which particularly affect women.

The structural changes that are required on the path to sustainable development must be carefully managed to equitably balance the costs and benefits of the transition. If not, significant social and economic disruptions might negatively affect some people's livelihoods or welfare. Workers and communities whose livelihoods are tied to today's practices are particularly vulnerable if the transition process lessens demand for certain jobs and technologies. Conservation initiatives and infrastructure development may affect access to land or other resources that communities today use for their livelihoods. These changes could, therefore, have ramifications for some people's livelihoods and welfare.

Ensuring a "just transition" means that both the process and outcomes of implementing Uganda's development strategy are examined from the perspective of fairness and inclusivity. It means the benefits and costs of the transition process should be distributed equitably across society.

Purpose of the Just Transition Framework

The Just Transition Framework is intended to help planners, policy makers and program implementers to assess, and then mitigate, any significant potential welfare risks that may result from implementing NDPIV or Uganda's broader sustainable development efforts, so that no one is left behind. Its purpose is to ensure that the costs and benefits of developing a more sustainable, resilient economy, are well considered and equitably shared, and that those most affected by the transition are identified and supported through the process.

The Framework describes seven priorities, or "principles", for planning just transitions across any sector and a practical process that planners can follow to operationalize these principles. It also outlines how just transition objectives will be integrated across government planning and budgeting and how this will be coordinated and supported over time.

Principles for just transition planning

Through a wide process of stakeholder engagement, seven principles of just transition planning have been defined to guide Uganda's approach to sustainable development.

1. Support livelihoods: Where transition results in job losses or significantly affects small businesses or livelihoods, those affected must be supported to alleviate additional hardship.

2. Create decent jobs: Transitions should be explicitly designed to create new, decent jobs and improve livelihoods.

3. Support affected households: Where transition creates financial or other hardship for vulnerable households, adequate support measures must be available to support those affected to cope with the changes.

4. Protect people's rights: Transitions should not compromise the fundamental rights of people.

5. Remediate historical environmental damage: Transitions should not leave behind unaddressed environmental risks or degradation that impact people's health and safety or diminish their livelihood opportunities.

6. Wide social engagement in decisions: Affected stakeholders must be meaningfully included in transition planning and have influence over how these changes are implemented and how their local development priorities and needs are defined.

7. Use transition to reduce social inequality: Transitions should be designed to contribute to the wider goal of reducing multidimensional poverty and socio-economic inequality between individuals and different groups in society.

Guidance on practically applying the just transition principles

To apply these principles to a planning process, greater consideration of social welfare risks is needed within Uganda's national planning and budgeting processes, including when preparing and implementing government-led projects and programs.

At various key moments in the planning cycle, integrating a just transition lens requires policymakers, planners, and project developers to broaden the potential risks, benefits, and costs they consider – specifically, to assess how any risks, benefits or costs associated with successful implementation of the programs or projects will be distributed. To ensure this happens, various government institutions have a role to play in updating guidance and criteria that will be used for assessment and review processes, as indicated in the figure below.

Medium term planning and budget cycle	**Strategic Environmental Assessment** could be undertaken on future NDPs, so that social welfare risks arising because of its implementation are well considered **NPA guidance to Program leads** will be amended to include requirements to consider social welfare risks and to identify mitigation strategies and support measures in case of significant risks **NPA review criteria for PIAPs** will be amended to include consideration of social welfare risks and whether mitigation strategies are sufficient **Sector leads** will be required to assess social welfare risks as part of applying the SEA process to sector plans, with updated guidance on SEA scope to widen consideration of social welfare risks
Annual planning and budgeting cycle	**Development Committee guidelines for the preparation of projects** will be amended to include the consideration of social welfare risks, and the need to identify mitigation strategies for significant risks **List of issues to be considered by NPA in reviewing for Certificates of Compliance** will be amended to include the consideration of social welfare risks and adequacy of mitigation strategies identified to address any impacts **NEMA guidelines for conducting ESIAs** will be amended to explicitly include consideration of social welfare risks
External funding	**Climate Finance Unit (MoFPED) guidelines and review criteria for project proposals** will be amended to explicitly include the consideration of social welfare risks

In practice, planners and practitioners are expected to consider in detail whether the changes they are introducing are likely to result in:

- Loss or creation of jobs or livelihoods for any groups, whether formal or informal;
- Significant change in households' access to basic services such as energy, food, transportation or mobility, including changes in affordability for poor households;
- Stakeholders losing access to land or other resources that they rely on for their livelihoods;
- Significant changes in economic outcomes, such as impacts on small businesses including those in the informal economy and along value chains, or lost revenue for local governments; or
- Environmental risks or degradation being left behind as a legacy of past practices, or new environmental risks emerging because of the transition.

If an initial screening suggests the answer to any of the above could be yes, a more detailed analysis must be undertaken to understand and map the distribution of the costs or risks, to define which specific stakeholders are likely to be most vulnerable to these impacts, and to assess the ability of affected stakeholders to cope or adapt.

Where significant social welfare impacts are anticipated, it is expected that support measures for affected groups are identified and designed so that the outcomes of transition are consistent with the principles above. Wide stakeholder involvement throughout this process is crucial, across government and involving those most affected.

Finally, the support measures needed to ensure a just transition should be consolidated in such a way that the budgetary implications and the responsible institutions are clear, and a monitoring and evaluation process can be put in place to check outcomes over time for vulnerable groups.

Supporting implementation

The government will take various steps to ensure the enabling environment is in place to implement this Framework over time. MDAs will be expected to integrate the principles of the Just Transition Framework into updates of sectoral and cross-cutting policies, with support provided from the NPA and MoFPED as needed.

The NPA and MoFPED will also play an active role in seeking opportunities for financial and technical support that can help build the capacity of institutions to implement the Framework, particularly those institutions which are tasked with a review role (NPA, MoFPED and NEMA). New operational guidance for these institutions will also be needed.

To ensure continued stakeholder engagement with implementation of the Framework, the NPA will convene and maintain a multi-stakeholder group tasked with providing strategic advice to government on just transition planning, helping government institutions to apply the principles of the Just Transition Framework in practice.

1. NEED FOR A JUST TRANSITION FRAMEWORK

Embracing and managing change on the path to sustainable development

Major structural changes to re-orient the economy are a necessary – and beneficial – part of Uganda's sustainable development agenda, to improve livelihoods in a changing climate whilst protecting the resources needed for sustainable growth into the future.

Achieving sustainable development, towards the objectives of Vision 2040[1] and guided by Uganda's National Development Plan 2025/26-2029/30 (NDPIV)[2], requires promoting economic and social changes, or "transitions", across different sectors – affecting energy, transport, agriculture, forestry, land and water management, biodiversity management and conservation, and urban planning, among other sectors.

Change is also being driven by external factors such as new technologies and changing market conditions. Action in other countries – such as increased demand for products with lower greenhouse gas or environmental footprints – could change the competitiveness of Uganda's current exports and require a shift from today's production methods.[3] At the same time, these external pressures could also present new opportunities for Uganda by creating new comparative advantages, such as in the supply of critical minerals for renewable energy technology value chains.

If well designed and implemented, these structural changes – or "transitions" – should be able to deliver significant benefits, including job creation, improved health outcomes, and in some cases reduced fiscal pressures. For instance, the the Uganda Green Growth Development Strategy (UGGDS)[4] envisaged that adopting green growth pathways would potentially generate around 4 million jobs in Uganda by 2040, many of which would be involved with higher-productivity agriculture. Moreover, initiatives such as cleaner vehicles and more widely available mass public transport can slow the growth in vehicles and fuel imports, thus reducing the associated fiscal pressure on national accounts and improving air quality. Similarly, a large-scale shift to cleaner cooking will reduce the health risks associated with indoor air pollution, particularly enhancing the welfare of women who today bear most of these health burdens.

Major transitions can create welfare risks for certain groups

Although these transitions will generate net benefits for society, they also have the potential to create some new challenges for groups or regions:

- Major changes to systems like energy, transport, and food production, if not carefully managed, may negatively affect some workers in these sectors[5], small businesses tied into these value chains, and communities whose local economies are closely linked to today's practices;

- Physical or economic displacement of communities can arise from implementing major infrastructure projects, upgrading informal urban settlements, or rehabilitating natural ecosystems like wetlands;

- Community livelihoods could be affected by changes in forestry and conservation practices, for instance if the access of local foragers to forest resources is curtailed;

Transitions can lead to price rises, which affect poor people most. Some stakeholders worry that energy might become more expensive if cheap fuels like charcoal or wood are banned, or that food prices might be affected by the adoption of more sustainable farming practices. Transportation prices might be affected by a move to cleaner fuels or a switch to more mass public transport systems. Price increases would disproportionally affect low-income households, and could restrict their access to basic household needs, increase their financial hardship, or exacerbate hunger and malnutrition.

The case of mining transition in Kasese

If poorly managed, transitions can lead to whole regions being left behind. An example of this occurred in Kasese district, a prosperous copper and cobalt mining centre from the 1950s to the 1970s when a railway from Kasese took copper ore to a smelter in Jinja.

When mining ceased in the early 1980s for economic reasons, miners lost their jobs and the area around the mine went into rapid economic decline. The abandonment of Kilembe mines also left behind a legacy of environmental degradation, increasing the risk of flash floods that pose risks to settlements and ecosystems downstream. These are problems that persist in the area today, and the impacts are magnified by the lack of proactive regional planning for this economic transition, or measures to mitigate its livelihood impacts.

Mineral debris and gravel accumulated in the flow of River Nyamugasani in Kasese District[6]

The risk of transitions causing hardship for some people is exacerbated by Uganda's socio-economic context. Uganda has high unemployment rates, and sectors like transport and agriculture today provide some of the only opportunities for young Ugandans to earn income.

Transitions that, for instance, expand the availability of bus rapid transport systems or hasten the shift to electric vehicles could impact some workers in today's public transport sector. Many of these people – e.g. farm workers, charcoal producers and sellers, boda boda riders – are employed informally and have little or no access to social protection systems if they do lose their jobs. High rates of informality also mean there is limited accurate data on the workforce, which can make it challenging to accurately assess labour-related impacts or to target support measures to the people most affected.

Small businesses in these sectors are often informal and small-scale. Most Ugandan farmers, for instance, are smallholders and typically have limited financial capacity or production assets, and make limited use of mechanical inputs, which can translate into low productivity. Some farmers, particularly for export crops, are also vulnerable to international price fluctuations. This combination of characteristics can limit farmers' ability to invest in production changes, meaning many could be left behind by agricultural transition unless dedicated support programs are available.

People whose livelihoods are already precarious – more often women, youth, and the poor – may experience great hardships due to some of these changes. Compounding these risks is the fact that many of the stakeholders who may be most affected by transitions in key sectors are likely to be unaware of what changes are coming, how they might be impacted, or what skills or resources they might need to take advantage of any emerging economic opportunities.

The concept of "Just" Transition

The Government of Uganda wants to ensure that, as the NDP IV and future development plans are implemented, any unintended social welfare impacts arising from these structural changes are recognized and carefully planned for. If such transitions create new hardships that are not addressed, Uganda risks moving forward on some of its sustainable development objectives at the expense of others.

Promoting a Just Transition means fairly managing the social consequences of the major structural changes underpinning Uganda's sustainable development agenda. It means the costs—and benefits—of the transition process are distributed equitably across society and that these changes do not create new welfare risks for vulnerable groups.

When put into practice, a deliberate just transitions approach is one that:

- Mitigates any significant negative social, economic, and environmental effects of sustainable development transitions on workers, communities, and regional economies;

- Involves at-risk stakeholders in planning, from the outset and throughout implementation, to ensure that their local experience and visions inform the strategies and support measures implemented; and

- Uses the window of transition as an opportunity to tackle historical or pre-existing inequalities and vulnerabilities so that society and the economy become more just. This transformation aspect includes fostering wide benefit sharing in the new economic opportunities, particularly ensuring that vulnerable or marginalized groups are beneficiaries.

Strategically, adopting a just transition lens in planning is an instrument for improving cohesion across Uganda's sustainable development agenda. It helps planners and policymakers ensure that the advancement of some development objectives does not come at the expense of other development objectives, which can (and does) happen if plans and interventions are designed in a siloed way and do not fully account of what risks will be created by transition and how these will be distributed.

By introducing this Just Transition Framework, the government of Uganda aims to ensure that the shift towards a green economy is fair and inclusive, minimizing negative impacts on vulnerable groups and maximizing the benefits for everyone. Where the process of change creates significant burdens or costs, or other social welfare risks, on certain groups of people, it prompts action be taken to avoid or mitigate any new hardships arising, so that no one is left behind as Uganda advances its development agenda.

A just transition lens in planning is an instrument for improving cohesion across Uganda's sustainable development agenda

Overview of the Just Transition Framework

The Just Transition Framework is a guide to government planning, program design and investment decisions. The document:

- Sets out key principles for planning just transitions across any sector;
- Describes a practical process that planners and others can follow to operationalize these principles; and
- Outlines how just transition objectives will be integrated across government planning and budgeting and how this will be coordinated and supported over time.

Together, these elements aim to support stakeholders in Uganda in adopting a Just Transition lens during planning, as an instrument for improving cohesion across Uganda's sustainable development agenda.

The Framework's scope is national and multisectoral, meaning it should guide the way structural changes are approached in different sectors and regions of the country. It does not prescribe specific sector development pathways. Instead, it focuses on ensuring that the social and economic consequences of transition are recognised and adequately understood, so that they can be managed equitably. How any such impacts are managed in different sectors – i.e., the practical reforms, programs and investments needed to support the objectives of just transitions – will need to be fleshed out by stakeholders over time, as they plan for and promote specific transitions.

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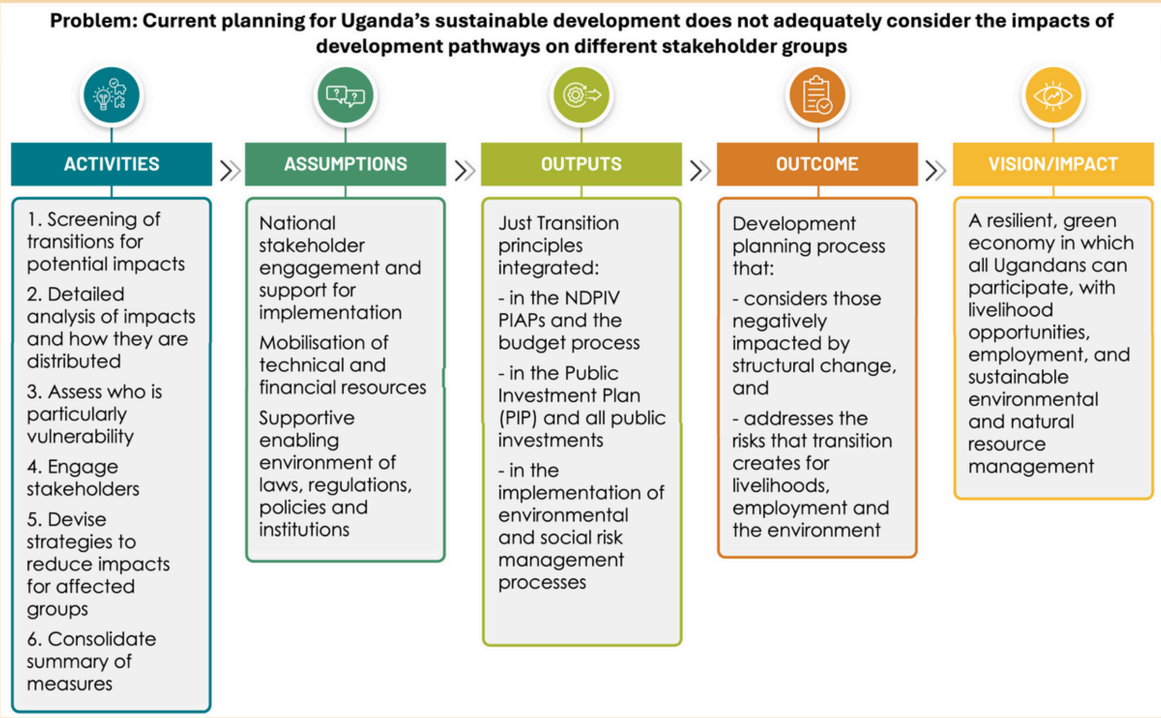
Theory of change

The rationale behind the Framework is laid out in the Theory of Change (Figure 1). There is currently a gap in the way unintended impacts on social welfare are being considered and addressed in planning. To address this, the Framework's principles define what a just transition means (Section 2). It describes a series of steps (Section 3) that planners, policy makers and project developers should follow to integrate these principles as they design and implement programmes. It outlines some key processes, or moments, in the planning and budgeting process where greater consideration is needed of transition risks and those most affected (Section 4), so that implementation of the NDP, PIAPs, and sectoral policies and plans support the objectives of just transition.

Figure 1: Theory of Change



2. JUST TRANSITION PRINCIPLES FOR UGANDA

The core themes of the just transition concept are:

- Supporting people whose livelihoods are significantly affected by change (sometimes called *distributive justice*);
- Including those who are likely to be affected in decision making around how best to respond to these impacts (*procedural justice*); and
- Using transition as a catalyst for tackling wider socio-economic inequality including ensuring a fair distribution of the benefits and costs of transition (*restorative justice*).

A set of seven priorities, or 'principles', have been defined, collaboratively with a wide range of Ugandan stakeholders. These translate the broad themes above into more tangible criteria that decision makers can use to ensure equity issues are integrated into national, local and sectoral transition planning. The principles draw on international best practice but also reflect the country's unique national circumstances, needs, and development objectives.

These principles imply the types of risks and opportunities that may be anticipated because of transition and emphasize the inclusivity and stakeholder engagement needed when planning. They should then also guide the selection of strategies to manage these risks and opportunities equitably.

01. Support livelihoods

Where transition results in job losses or significantly affects small businesses or livelihoods, those affected must be supported to alleviate additional hardship

Planning for transition should consider how workers may be affected, directly or indirectly, by the transition and ensure any who lose their jobs are supported in finding new jobs and/or have adequate social safety nets available if new, decent jobs cannot be found. This includes people who are informally employed and their families.

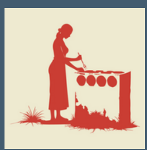
Support will be needed for affected small businesses, including informal vendors, to re-skill, re-tool or otherwise re-orient to new opportunities. If job losses or other indirect economic effects are geographically concentrated, there can be significant risks for the economic vitality of whole communities or regions. Transition planning must consider these risks too, and ensure adequate measures are in place to mitigate against them. Further, local governments may need financial support in cases where their revenues are affected by transitions (e.g., loss of royalties or other tax revenues).

02. Create decent jobs

Transitions should be explicitly designed to create new, decent jobs and improve livelihoods

Employment is a key challenge, given Uganda's high background unemployment rates. Hence, not only is it crucial to manage the impacts of any job losses (as described in Principle 1), it is also imperative that transitions are explicitly designed to maximise new job creation.

Promoting decent employment for more people is central to achieving many of the objectives of just transition. Sectoral planning, therefore, is an opportunity to consider strategies that maximise employment creation in the future economy. Practically, this means considering what kinds of jobs will be created and who will likely be able to access these jobs. It also means working deliberately to introduce strategies or programmes that will maximise job creation, and skills planning and upgrading among the labour force (including updating education curricula), so that the skills of the workforce matches those needed for the future economy.



03. Support affected households

Where transition creates financial or other hardship for vulnerable households, measures must be available to support those affected to cope with the changes

ETransitions should avoid increasing hardship, particularly for marginalized and vulnerable groups, or deepening socio-economic inequalities. The economic, social and personal impacts of transition should not result in new hardships for those already considered most vulnerable in society, including children, women and girls, the elderly, indigenous people, tribal groups, internally displaced people, refugees, people living with disabilities, and people living with HIV/AIDS.

Beyond impacts on jobs and small businesses, households could be negatively affected in other ways too. If transition results in price changes for basic needs like energy, food, and mobility, low-income households may find this difficult and their health, nutrition and/or financial outcomes could be negatively affected. Some transitions will affect land use or land access, which can result in physical and/or economic displacement of communities. This scenario can be a significant source of stress and welfare risk especially given that many Ugandans live without secure land tenure, and can result in financial impoverishment, job losses, increased competition for livelihood resources in the communities where displaced people resettle, greater exposure to environmental health risks, and a weakening of community institutions and social networks.

Transition planning must consider and mitigate any significant impacts on people or communities in cases where transitions deprive them of access to resources that sustain their livelihoods or otherwise affect their well-being. If resettlement is triggered, displaced persons must be informed of their rights, consulted on their options, and allowed to participate meaningfully in resettlement planning. They must also be offered technically, economically, and socially feasible resettlement alternatives and/or fair and adequate compensation.

04. Protect people's rights

Transitions should not compromise the fundamental rights of people

Transitions should not undermine or diminish the rights of people, and ideally should enhance human rights. This means not diminishing people's access to nutritious food, housing and safe living environments, health services, clean water and sanitation, energy, education, safe and decent working conditions, or land rights, nor adversely affecting the rights of women, workers, or Indigenous Peoples.[7]

Further, transitions should not reduce corporate or government accountability. Workers and communities should have the right – and practical mechanisms – to challenge entities they consider committing economic and environmental injustices, including governments, corporations, and international organisations.

05. Remediate historical environmental damage

Transitions should not leave behind unaddressed environmental risks or degradation that impact people's health and safety or diminish their livelihood opportunities

Some economic practices can leave behind highly degraded land or water. Mining, for example, can result in landscapes scarred with open pits. If not rehabilitated, these can pose health and safety hazards to local communities and reduce the options that communities have available to pursue new economic activities. Therefore, transition planning should identify these legacies and ensure they are rehabilitated so there are no ongoing risks to communities or nature, and that degraded land can be revitalised for community development and job creation. Where possible, the polluter pays principle should be implemented to ensure that those who caused the harm also bear the cost of repairing it.

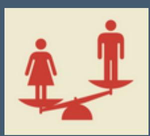
Additionally, transition should not worsen or extend environmental degradation (e.g., conversion of important natural habitat), create a significant or unjustified increase in greenhouse gas emissions, or have any other significant negative impacts on public health. These outcomes typically affect poorer people most and so are not just. Planners must consider what strategies are in place to manage any new waste streams arising from transition.

06. Wide social engagement in decisions

Affected stakeholders must be meaningfully included in transition planning and have influence over how these changes are implemented and how their local development priorities and needs are defined

Planning and implementing transitions must be inclusive and transparent, based on wide social dialogue. Engagement with affected stakeholders is crucial to understand, for instance, how transition might impact them, what coping mechanisms they have available or may need support with, and what visions they have for their livelihoods in the future economy.

Approaches to stakeholder engagement must consider the diverse needs and living and working conditions of different regions and communities. Further, careful consideration should be given to who is selected to represent the voices of various groups since even within a specific stakeholder type (e.g., workers), there are likely to be different perspectives and circumstances that should be reflected. The process should ensure all affected parties can access the information they need to make informed contributions.



07. Use transition to reduce social inequality

Transitions should be designed to contribute to the wider goal of reducing multidimensional poverty and socio-economic inequality between individuals and different groups in society

The way transitions are designed and implemented should not only avoid creating new hardships, as per the principles above, but should also help to address existing hardships. This means tackling the underlying factors that create social inequality or vulnerability today. Promoting social equity and the empowerment of vulnerable social groups should be an explicit goal in designing transitions.

Ensuring fair and equitable access to the benefits arising from transition is important. Opportunities should be sought to provide the benefits of change to as many different people (and regions) as possible. Women and men should have equal opportunities to participate in new economic and employment prospects and receive comparable social and economic benefits from participation.

Examples of using transition to transform social equality might include:

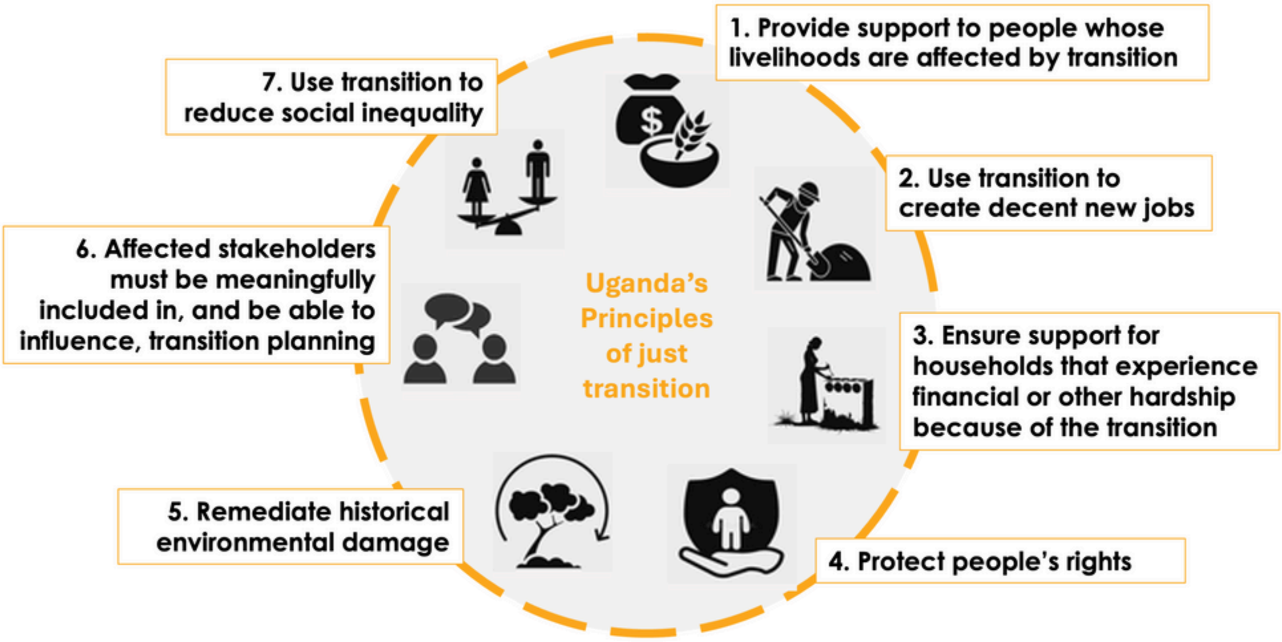
- Promoting community ownership of forest plantations, or small-scale renewable energy systems;
- Targeting smallholder farmers, including women, with technical and financial support that improves their ability to participate in more sustainable agricultural practices and hence benefit from improved yields and new market opportunities;

- Developing new education and training curricula aimed at building the capacity of youth to find employment opportunities in new areas of the green economy;

- Coupling project-based interventions with broader policy and fiscal reforms that improve gender equality by tackling the barriers women face in accessing education, health care, finance or other livelihood resources; and

- Prioritising aspects of sectoral transition that particularly benefit women, such as expanding their access to clean cooking options.

Figure 2: Uganda's principles for just transition planning



Principles help to translate just transition themes into tangible criteria for decision makers, so that equity issues are integrated into national, local and sectoral transition planning

3. APPLYING THE JUST TRANSITION PRINCIPLES

For planners, policy makers and project developers, applying the Just Transition Principles begins with an initial screening of the potential for significant social welfare risks to be created by the changes being promoted. This determines whether further action is needed.

If the screening suggests there may be significant impacts, a more detailed analysis of potential social welfare risks, and how they will be distributed, needs to be undertaken. This should identify and quantify not only what kinds of welfare impacts that could be created but also which groups of people might be particularly vulnerable to these. The Just Transition Principles point to the types of risks that should be considered - impacts on jobs or livelihoods, on households (e.g. financial situation, safety, access to basic goods and services), economic impacts (e.g. on small businesses or traders, whether formal or informal), as well as risks of unremedied environmental degradation affecting communities.

Once these risks are clearly understood, it is necessary to identify:

- How the design of the transition(s) aims to avoid these impacts; and
- The measures that will be adopted to support groups whose livelihoods will be significantly affected.

Different parts of government, and other stakeholders, will need to be engaged in this process, so forming partnerships and engagement forums for this cooperation is necessary.

A summary of the assessment, and of the measures needed to ensure a "just" transition, should be compiled and accompany the underlying policy, plan or project documents when they are submitted for approval or funding. Once measures to support those most affected are identified, they ultimately need to be resourced and implemented.

Figure 3. Steps that planners, policy makers and project developers should follow to apply the Just Transition principles

The effort needed in applying this Framework will depend on the type(s) of transitions being promoted, as well as their scale, location and complexity. In some instances, it may be a relatively simple and brief exercise – for example, where an initial screening suggests the sectoral changes being introduced are unlikely to create any adverse impacts on social welfare, no further action is needed. In other cases, applying the Framework will require substantial analysis and stakeholder engagement.

1 DEFINING WHAT THE TRANSITION IS AND SCREENING FOR IMPACTS

A qualitative screening assesses possible impacts on social welfare, considering direct and indirect impacts on jobs, households, and local economies and communities. For impacts associated with sector-wide transitions (e.g. changes in energy systems), consider what could happen if the main changes occur at a scale beyond a single project or intervention, because different impacts could emerge as the scale of transition increases.

Guidance questions

- What are the main changes envisaged by this plan or program and the wider transition it aims to trigger or accelerate?
- Are there likely to be any significant changes in employment outcomes (e.g. job losses or new jobs created)?
- Are there likely to be any significant changes in social outcomes (e.g. households' financial security, access to land, personal or property rights, or other aspects of well-being)?
- Are there likely to be any significant changes in economic outcomes (e.g. loss of tax or royalty revenue for national or local governments, impacts on small businesses or the informal economy)?
- Will any significant environmental risks be left behind or created by the transition (e.g. risks of historically degraded lands and waters being left unaddressed)?
- Are there likely to be any significant changes in social inequality broadly (e.g. will the transition broaden gaps in access to basic services, or job opportunities)?

2 ANALYSING IMPACTS AND HOW THEY WILL BE DISTRIBUTED

The scope of analysis should go beyond applying only project-focused social and environmental safeguards. It requires thinking about how structural reforms at scale might impact different stakeholders – households, workers, small and medium-sized businesses (both directly and along supply chains), regional and local government revenue, and other community stakeholders.

Guidance questions

Employment impacts

- Whose jobs may be at risk – where are these located?
- What kinds of new jobs might be created, and where are they located?
- What skills will be needed for the new economy – and how do they match the skills available?

Social impacts

- How might household finances be affected?
- Are there displacement risks and what are the likely consequences of displacement?
- How might community cohesion be affected?
- How might cultural practices be affected?
- Could these impacts increase the risks of gender-based violence, or mental health impacts?

Economic impacts

- How might local economies be affected (e.g. direct and indirect effects on firms, informal traders and service providers)?
- How will government revenues be affected, if at all?

Environmental risks

- Will any environmental risks be left behind as a legacy of past practices?
- Will any new environmental risks emerge?

3

ASSESSING WHO IS PARTICULARLY VULNERABLE

The scope of this analysis should go beyond applying any project-focused social and environmental safeguards. It requires thinking about how structural reforms at scale might impact different stakeholders – households, workers, small and medium-sized businesses (both directly and along supply chains), regional and local government revenue, and other community stakeholders.

Guidance questions

- How will gender affect the distribution of transition risks, or the ability of those affected by transition to cope?
- What is the skill level of workers likely to lose jobs, and what alternative employment is available? Are decent jobs available locally, or will people have to migrate elsewhere?
- Do affected households have other sources of income? Do they have secure land tenure?
- What social protection mechanisms do affected groups have access to that could help alleviate the hardships created by the transition? What are the gaps in social protection?

4 CREATING PARTNERSHIPS ACROSS GOVERNMENT AND ENGAGING STAKEHOLDERS

To prepare a just transition strategy, the lead ministry driving the transition should initiate dialogue with other government ministries. This could include other relevant sector line ministries but also various other parts of government.

Guidance questions

- Which parts of government should be discussing the impacts of transition and/or the strategies that may be needed to help manage these?
- Which vulnerable groups and other key stakeholders should be engaged on questions relating to transition planning, and how can they be reached?
- What approaches to stakeholder engagement are needed so that the needs and limitations of different groups are addressed, and these people can practically participate?

5 DEVISING STRATEGIES TO REDUCE RISKS OR HARDSHIPS FOR VULNERABLE GROUPS

Concretely described measures should address significant impacts on social welfare. If well designed, they should also be targeted to help address broader societal inequalities or vulnerabilities. The actions might include policy and fiscal reforms, dedicated support programs (e.g., for affected stakeholders such as workers), strategic investments (e.g., in infrastructure that creates new jobs while addressing poverty and promoting future economic development opportunities), and financial sector reforms.

Guidance questions

- What options are available to minimise negative impacts for particularly vulnerable groups, and what additional actions are needed to support the most impacted people?
- What skills gaps exist and need to be addressed for affected workers?
- What support do affected SMEs need, such as re-orienting their business to new opportunities?
- What opportunities exist to productively use formerly degraded land to create new economic opportunities?
- What are the gaps in access to suitable social protection support for vulnerable groups?
- How can wide benefit sharing be promoted in the transition, so that particularly vulnerable stakeholders benefit from new employment or economic opportunities?
- What measures could be undertaken as part of the transition to ensure it helps to address the underlying drivers of socio-economic inequality, for instance by empowering women or the poor?

6

CONSOLIDATING A SUMMARY OF JUST TRANSITION MEASURES

A summary of the analysis in Steps 1-3 and the transition support strategies identified in Step 5 should accompany the underlying policy, plan or project documents. This summary of just transition measures, which could be formulated as an action plan, should provide clear, tangible direction to different government ministries and agencies on the projects and programs needed to mitigate any significant social welfare impacts and maximise benefit sharing.

Summary of measures should include:

- The actions or interventions that have been prioritised to support affected groups;
- How these support the objectives of other plans or policies (e.g., how these actions help achieve other development goals);
- The finance (or reforms) needed to implement these; and
- Who is responsible for leading implementation of each measure.

4. INTEGRATING JUST TRANSITION PRINCIPLES INTO UGANDA'S PLANNING AND BUDGET PROCESSES

It is important that the principles of just transition planning, described in Section 2, are practically integrated across the government's planning and budgeting processes. This specifically includes integration within:

- the Comprehensive National Development Planning Framework (CNDPF);
- the annual planning and budgeting cycle for government and non-government institutions; and
- proposals for external funding by Uganda's development partners and international climate funds.

As NDP IV describes, the NPA and Ministry of Finance, Planning and Economic Development will lead on this integration, supported by other government ministries and agencies.

Practically, applying the principles ensures that future programmes and projects fully consider the how the changes envisaged for key sectors could impact on different groups in society. As Figure 4 highlights, there are various opportunities for greater consideration of social welfare risks within Uganda's national planning and budgeting processes, including in the preparation of projects and programs. These are described below, and include integrating just transition principles in:

- Strategic Environmental Assessments (SEAs);
- Preparation of future medium-term development plans, including by subjecting plans to a Strategic Environmental Assessment;
- Programme Implementation Action Plan (PIAPs), which requires modifying the guidance provided to Programme and Sector leads during preparation of PIAPs and additional review criteria to be used when NPA assess PIAPs for inclusion in the NDP and for financing;
- Sector strategies, when the SEA process is triggered;
- Guidelines issued by the Development Committee to MDAs for preparation of plans during the annual project development cycle;

- Assessment of annual plans by NPA and issuance of Certificates of Compliance for the national budget;
- Environmental and Social Impact Assessments (ESIAs), requiring NEMA to update guidelines on the scope of risks to be considered; and
- Review of project and programme proposals seeking external funding, requiring MoFPED (Climate Finance Unit) to expand the review criteria it uses when assessing proposals.

In each of these identified entry points, integrating a just transition lens means, practically, broadening the set of potential risks and costs that are considered during assessment of the proposed transition(s). As indicated below, and further in Annex 2, various ministries and agencies are responsible for executing these changes.

Figure 4: Entry points and pathways for integrating just transition principles into Uganda's national planning and budgetary processes

Medium term planning and budget cycle National Development Plan Program Implementation Action Plans (PIAPs) Medium Term Expenditure Framework Sector Plans and Strategies	**Strategic Environmental Assessment** could be undertaken on future NDPs, so that social welfare risks arising because of its implementation are well considered **NPA guidance to Program leads** will be amended to include requirements to consider social welfare risks and to identify mitigation strategies and support measures in case of significant risks **NPA review criteria for PIAPs** will be amended to include consideration of social welfare risks and whether mitigation strategies are sufficient **Sector leads** will be required to assess social welfare risks as part of applying the SEA process to sector plans, with updated guidance on SEA scope to widen consideration of social welfare risks
Annual planning and budgeting cycle Annual project proposals Environmental and Social Impact Assessments	**Development Committee guidelines for the preparation of projects** will be amended to include the consideration of social welfare risks, and the need to identify mitigation strategies for significant risks **List of issues to be considered by NPA in reviewing for Certificates of Compliance** will be amended to include the consideration of social welfare risks and adequacy of mitigation strategies identified to address any impacts **NEMA guidelines for conducting ESIAs** will be amended to explicitly include consideration of social welfare risks
External funding Project proposals for international climate finance	**Climate Finance Unit (MoFPED) guidelines and review criteria for project proposals** will be amended to explicitly include the consideration of social welfare risks

Why is it necessary to integrate the principles of just transition at plan *and* project level?

Some of the impacts of development activities are not likely to be easily foreseeable at the level of a masterplan like the NDP. For example, the NDP IV highlights expansion of Uganda's road network as a key priority. Some impacts from the execution of this priority may not become visible until the specific interventions are designed. Therefore, assessing social welfare risks at the project level is important.

Similarly, some livelihood or welfare risks may only become fully apparent as the scale of transition expands. Take the example of an ambition to shift households from biomass to cleaner cooking fuels and technologies. At the project level where, for example, a clean cookstoves intervention is being rolled out, the full scale of potential livelihood impacts that could arise if clean cooking and fuel switching happens at scale may not be apparent. While an isolated project may have limited effect on overall charcoal demand, by contrast a sector-wide transition away from charcoal would significantly affect the livelihoods of tens of thousands of charcoal producers and distributors. Hence, assessing this transition at the macro-level is necessary.

Integrating just transition principles into Strategic Environmental Assessments for policies and plans

Under the National Environment Act Cap 181, Strategic Environmental Assessments (SEAs) are required for major policies and plans; although, in practice they are not always undertaken. SEA applies to all government bodies and agencies responsible for formulating and implementing policies, plans, and programs that could have significant environmental impacts. This includes ministries, departments, local government authorities, and other public entities involved in planning and development activities.

The National Environment Management Authority (NEMA) will update the guidance specifying what risks should be included in SEAs, to include more specific consideration of how transitions at scale will affect social welfare outcomes and how these risks will likely be distributed in society.

Strategic Environmental Assessment of the NDP

In future iterations of the national development plan, it is recommended that the draft plan be subjected to a SEA process. The NDP sets the overall direction for the country's economic and social development and emphasises key transitions expected to drive sustainable development across different sectors. Although it does not include all the details of the interventions that will be rolled out to support these transitions, the plan clearly describes the character of the changes expected. Subjecting the NDP to a SEA process would help ensure meaningful consideration of what kinds of social welfare risks might be created by its implementation. This, in turn, should drive identification of tangible measures to mitigate any significant adverse impacts on affected groups.

Integrating just transition principles into PIAPs

During preparation of Program Implementation Action Plans (PIAPs) under the NDP, Program Leads are expected to follow the steps outlined in Section 3 of this Framework.

The NPA also has a role here. The NPA issues guidance to Program Leads on the development of PIAP objectives, sub-programs, interventions, projects, outputs, activities, and indicators. It also must review all draft PIAPs before the MoFPED approves them for inclusion in the Medium-Term Expenditure Framework.

> The NPA will expand its guidance for Program Leads on PIAP preparation to specifically require consideration of the risks of successful implementation creating unintended effects on other development objectives, particularly the social welfare of different groups.
>
> The NPA will broaden the scope of its own PIAP review criteria so that the review considers how adequately the PIAP assesses the potential for social welfare risks to arise from its implementation and whether corresponding actions are identified to mitigate significant risks.

Integrating just transition principles into sector strategies

Under the PIAPs, each line ministry involved in a program must prepare a sector plan or strategy. Sector strategies are expected to detail not only the vision for the sector (i.e. the technical and market changes anticipated) and the types of actions that will be needed to realise this vision, but also assess the stakeholders whose livelihoods or welfare are most vulnerable to these changes. Where significant welfare risks are created, the lead ministries are responsible for bringing forward, alongside the sector strategy, a clear set of recommended actions to ensure that these risks are mitigated and affected stakeholders are supported.

> The NPA will issue guidance to ministries explaining that, during preparation of sector strategies, explicit and comprehensive consideration of the social welfare risks arising from implementing the plan is needed.

Integrating just transition principles during development of projects under PIAPs

For approved PIAPs, the MoFPED issues a budget for implementation each year. Once the budget is announced, the Program lead coordinates the preparation of various projects that will be implemented in that financial year to meet the Program objectives.

The Development Committee provides guidelines for the preparation of these projects, and then has a review role at every stage of project development and approval.

The NPA also has a role here. At the project approval stage and prior to the submission of project proposals to MoFPED, NPA issues a Certificate of Compliance which indicates that the project has met relevant criteria and is eligible to be included in the budget. At present, risks to social welfare are not included in the criteria used by NPA.

The MoFPED, NPA and NEMA will ensure that the guidelines issued by the Development Committee include just transition elements, including the requirement that social welfare risks will be fully considered by proponents.

The NPA will amend its review criteria for issuing Certificates of Compliance, to include deeper consideration of social welfare risks.

Integrating just transition principles into Environmental and Social Impacts Assessment (ESIA)

Under the National Environment Act Cap 181, projects that may significantly impact the environment or other social outcomes must undertake an Environmental and Social Impact Assessment (ESIA). The requirements for an ESIA are stipulated in the National Environment (Environmental and Social Assessment) Regulations 2020 (S.I. No. 143 of 2020).[8] The NEMA has a review role for all ESIAs and can require further assessment or further development of strategies to mitigate any significant risks that have been identified.

NEMA will add requirements to the guidance on preparing ESIAs and their internal review criteria. This will specify the need to assess a broader set of social welfare risks that could arise from successful implementation of projects.

Integrating just transition principles into proposals for external climate finance

Where Ugandan institutions prepare funding proposals for external (international) support from development partners and climate funds, the Climate Finance Unit (CFU) at MoFPED has a review and endorsement role. The CFU specifies a checklist of criteria that projects must meet before they are considered eligible to be put forward. International climate funders are, increasingly, including elements of just transition as a key criterion for their funding.

The MoFPED/CFU will expand the review checklist by adding questions about screening and mitigating social welfare risks. As a result, project developers will need to explicitly consider whether their activities could create negative impacts, assess the distribution of risks, and, where required, propose strategies to mitigate these.

Integrating just transition principles in cross-cutting policies and plans

In addition to sectoral policies and plans, just transition principles should be considered in the preparation - or updating - of cross-cutting policies and plans, including those relating to themes such as climate change and green growth. These plans typically imply significant transition agendas for Uganda, so it is important to ensure they adequately consider social welfare risks arising from these change processes and, where needed, detail support measures to be implemented for those people and regions most affected.

5. SUPPORTING IMPLEMENTATION OF THE FRAMEWORK

The previous section describes how just transition objectives and principles will be mainstreamed across government in Uganda's planning and budgeting process. This section summarises actions needed to ensure there is adequate capacity for implementing the Just transition Framework, particularly how the necessary information, resources, and coordination will be activated.

The enabling environment for a just transition comprises institutional technical capacity, availability of spatial and socio-economic data, and analyses of the impacts of structural transformation on society. Additionally, financial appropriations will be needed to implement measures that ensure a just transition for affected stakeholders, and enhance government capacity to work with the concept including by addressing coordination and governance gaps.

Responsibilities across government

The sections above describe some important roles to be played in implementing the Just Transition Framework. Other institutions too have a role to play.

The Ministry of Gender, Labour and Social Development has mandates to, among other things, manage social protection systems and to provide guidance to other ministries on measures to empower women and youth. MGLSD can support the Just transition Framework by, as needed, reviewing Uganda's social protection mechanisms and advise on the extent to which protections are available (and adequate) to workers and households that could be most affected by sustainable development transitions (including those executed by individual projects), in sectors like energy, transport, agriculture, urban planning and others.

Many line ministries – including Ministry of Agriculture Animal Industry and Fisheries, Ministry of Energy and Mineral Development, Ministry of Lands, Housing and Urban Development, Ministry of Works and Transport, and Ministry of Water and Environment – will play a key role in implementing the Framework, as they prepare and implement PIAPs, projects, and update sectors policies and plans.

All other votes of Government based on the NDPIV Programmes will also be responsible for integrating the principles and objectives of the Framework into their work on implementing the national development plan.

Further guidance on implementing the Just Transition Framework is available for some sectors – energy, transport, agriculture, and urban planning – in the form of Sector Fact Sheets produced as part of the Framework development process and published in parallel by the NPA. Guidance for other sectors may also be produced in future.

Ensuring current policies are well suited to support just outcomes

Beyond integrating just transition principles and approaches into future planning and budgeting processes, it is important to ensure that current policies are well suited to ensuring that social welfare risks are identified and, where needed, adequate support measures will be identified and implemented.

Achieving this mainstreaming requires reviewing policies, plans and guidelines to integrate just transition objectives and responsibilities. It also requires identifying where it may be necessary to reform policies or fiscal incentives to ensure they promote, and do not inhibit, just transitions.

Several immediate opportunities for this are as follows.

- D*isplacement and resettlement policy framework* - Displacement is a key risk for some sectoral transitions. Thus, it is essential that the frameworks for supporting people who are involuntarily resettled are adequate to ensure just outcomes. There is no national policy framework governing resettlement. Instead, individual Resettlement Policy Frameworks (RPFs) are developed on an ad hoc basis, usually only for externally funded projects where they are a requirement of the funder's operational procedures.[9] A clear Resettlement Policy Framework for Uganda that covers displacement risks in different sectors and interventions would help ensure consistent, adequate valuation methodologies for calculating losses and compensation of affected households. Such a policy framework would also likely clarify the hierarchy of avoiding displacement as a first objective in designing measures that could affect land use.

- U*pdated Nationally Determined Contributions to the UNFCCC* - Introducing *t*he principles of the Just Transition Framework into the third iteration of Uganda's NDC[10] would help to articulate - both for domestic and international audiences - that promoting "just" climate transitions is a priority for Uganda. It would highlight that climate actions in Uganda, including externally funded programmes, should also promote sustainable development more broadly.

- *Uganda Green Growth Development Strategy performance monitoring* - Future performance monitoring for the UGGDS needs to ensure that indicators relating to the social welfare impacts of the green economy transition are included and reported upon. The UGGDS includes commitments to increase green jobs, to enhance living conditions for all people, and participation of youth and women, among others. In addition to the economic performance indicators, progress in identifying and mitigating any negative impacts also needs to be monitored.

- *A monitoring and evaluation framework for just transition under NDP IV* - The monitoring and evaluation framework for NDP IV should integrate indicators and metrics relating to the specific objectives and principles of the Just Transition Framework.

- *National Adaptation Planning* - Several new cross-cutting plans are being prepared that could integrate a just transition approach. They would do so by clearly considering social welfare risks and impacts as part of their selection of actions and including relevant welfare-related criteria for any interventions/projects that emerge in the future under the plan. An immediate opportunity is the preparation of the current National Adaptation Plan.[11] The NAP should reflect the principles of the Just Transition Framework so that adaptation programs and interventions do not inadvertently create new risks or vulnerabilities.

Addressing information gaps

Institutional capacity building is needed to address the twin challenges of availability of suitable tools (e.g. up to date models of the Ugandan economy and labour market) and data sets which are needed as inputs to these models (e.g. detailed information about the labour market, disaggregated by sector, sub-sector, gender and other variables).

Critical data gaps that may constrain planning for a just transition include data on the labour market, particularly since many jobs are in the informal sector. Maintaining a reliable, up-to-date data set on these workers is very difficult. Other crucial data gaps include indicators for just transition by NDP IV Programmes, interventions taken and their associated costs, and the net savings achieved through just transition actions.

In addition to data, up-to-date and comprehensive economic models are needed to assess how changes in specific sectors could impact social welfare and how such impacts will be distributed in society. For example, to understand how a shift in energy production systems might affect jobs, it is necessary to effectively model how these changes manifest in the national economy and how the economy adjusts in response – which requires economic models specific to Uganda's economy. Furthermore, given the highly informal nature of Uganda's labour market including in sectors like energy, these models ideally need to incorporate adjustment mechanisms for the informal sector too.

Mobilising funds to plan for, and implement, just transitions

Making better use of existing finance

Some actions to promote more just transition outcomes can be implemented within existing ministerial and project budgets. For instance, there are existing programs that provide social protection to vulnerable groups and aim to tackle gender inequality. When scaling these up over time, as is needed, there are clear opportunities to ensure they consider which groups in society are most at risk from major sectoral transitions and to align future programmes, so they benefit the most vulnerable groups.

In education and training, Uganda already has budgeted programs that prepare the workforce for the future economy. A section of the UGGDS is dedicated to "Education, Training and Skills Improvement" which identifies short-, medium- and long-term interventions to better prepare the Ugandan workforce for the future green economy. Short-term efforts include integrating sustainable development into ongoing curriculum reviews, designing inclusive education projects, mainstreaming green growth into on-the-job training, and formulating green jobs standards. Medium-term priorities include producing green growth learning material and identifying alternative livelihoods and safety nets, while longer-term support is envisaged for developing technological incubation centres across the country. There are also programs to strengthen SMEs, such as under the Green Jobs and Fair Labor Market Program[12] and the National Small and Medium Enterprises (SME) Portal[13] launched in 2023 by the Uganda Investment Authority. Efforts such as these can directly support just transition objectives if they are well targeted towards those groups and regions most at risk from major transitions.

Accountability and justification for just transition financial appropriations

The MoFPED and NPA will periodically evaluate the benefits of implementing a Just Transition. The benefits may include increased economic performance of all actors in the economy, reduced expenditure on restoration from environmental and climate change related impacts, and reduced costs of social welfare compensations associated with projects. The evaluation will provide justification for the financial appropriations or resource mobilisation towards a just transition and improve targeting of just transition measures to where they are more efficient and effective

Mobilising more finance

New economic sectors, such as the oil and gas sector, will generate revenues for the government that will help implement the sustainable development agenda. Some of these could be explicitly earmarked for supporting measures that promote the objectives of the Just Transition Framework.

Finance can also be mobilised from subsidy reform, for instance, by removing subsidies that encourage or facilitate unsustainable energy sources and shifting them to enable clean energy use.

Mobilising international finance is also an option. International development partners have a catalytic role in helping the Government of Uganda and communities implement its sustainable development objectives in a way that reduces vulnerability, poverty, and inequality and ensures no one is left behind because of transitions. The Just Transition Framework can provide a basis for mobilising financial support from external funders: Just transition has become a key pillar of international discussions on climate change and is increasingly being integrated by international funders and development partners in their approaches to cooperation. At the same time, it is important to remain cognisant of the implications of more debt. Grant funding opportunities should be prioritised.

There is also a clear justice element to the question of international development and climate finance. For instance, climate change is driven by industrialised and rapidly industrialising countries yet poses significant risks to Uganda's sustainable development agenda. It also imposes high additional costs associated with actions needed to adapt to climate change and to reduce greenhouse gas emissions. Therefore, the notion of justice, or fairness, requires that developed countries and other major carbon emitters provide international financial and technological support (or compensation) to help Uganda transition to more resilient, low carbon systems of food production, mobility and energy supply. At the same time, it must provide sufficient support so that these changes can be well planned and do not introduce new social welfare risks for vulnerable groups or increase Uganda's indebtedness.

Mobilising more funds for the Just Transition

The MoFPED will communicate to external development partners the need to integrate additional funding for measures that ensure the sectoral transitions they promote are also delivering just outcomes aligned with the principles of this Framework.

The Climate Finance Unit in the MoFPED will, as outlined, integrate in its review criteria for proposals seeking external climate finance the need to assess transition risks, for social welfare particularly, and to identify measures to mitigate any significant risks as part of the funding proposal. This will help ensure that external funders are presented with clear funding needs and opportunities in relation to the support measures needed.

5.4 Building capacity within government

To facilitate the ongoing integration of just transition principles into planning, assessment and budgeting, opportunities will be sought for capacity building of government staff across different ministries. Given the roles described in Section 4, the NPA, NEMA and MoFPED particularly would benefit from:

- Broad capacity strengthening among technical staff about the objectives of the Just Transition Framework, how its principles should be applied in practice, and the scope and suitable methods for assessing social welfare risks; and

- A simple tool or guideline that can help technical staff involved in reviewing draft plans and project proposals to assess whether Just Transition elements have been well integrated. A simple version might consist of questions related to: (i) Screening of risks, e.g. "Does the PIAP have a specific section on just transition or social welfare risks?"; (ii) Outputs, e.g. "Are there specific outputs included that are intended to mitigate any significant risks identified?"; and (iii) Indicators, e.g. Are there any indicators included that relate to social welfare outcomes?" Where the answers to any of these questions is "no", the Program Lead should be asked to amend the proposal. Such a tool could also guide how to assess the quality of the information provided in these sections of any proposal submitted.

In addition to national government staff, capacity strengthening may be required also among local and regional authorities, not least because these bodies will play a crucial role in guiding and implementing place-based aspects of transition.

Mobilising resources for capacity building

NPA and MoFPED will approach international financial partners seeking financial and technical support for the creation of a learning program and resources for government staff, including from NPA, MoFPED, and NEMA, among other ministries, agencies, and local government bodies.

5.5 Working together across government

Coordination within government is required to implement the Just Transition Framework effectively. To be successful in promoting a just transition, many different stakeholders will have to work collaboratively and co-create the strategies needed to manage social welfare risks for different groups in society. Action will be required across a wide range of public sector ministries and organisations, by civil society organisations, and within the private sector.

Further, a cross-government commitment is needed to wide and meaningful stakeholder involvement throughout the planning and implementation process of transitions in different sectors. This will ensure that problems and solutions are locally defined and that support measures are aligned with local visions of future well-being and prosperity.

NPA will provide leadership for Government

The NPA will convene and maintain a multi-stakeholder group tasked with providing strategic advice to the government on just transition planning and helping government institutions apply the principles of the Just Transition Framework in practice.

The NPA will prepare a communications strategy to outline how the framework and its implications will be communicated to different stakeholder groups.

Source: UN Uganda

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1. Government of Uganda, 2013. Uganda Vision 2040. National Planning Authority. https://www.npa.go.ug/

2. National Planning Authority, 2025. Fourth National Development Plan –2025/26-2029/30. Government of Uganda. https://www.npa.go.ug/wp-content/uploads/2025/06/Fourth-National-Development-Plan-NDPIV-1.pdf

3. For example, new standards required under the African Continental Free Trade Area (AfCFTA) (African Union, 2018), which were ratified by the Government of Uganda in 2018, or new requirements by the European Union concerning coffee production under which Uganda must demonstrate that all coffee exports to the European Union market are deforestation-free and traceable to the farmer.

4. National Planning Authority, 2017. Uganda Green Growth Development Strategy 2017/2018 - 2030-2031. Government of Uganda. https://climate-laws.org/document/uganda-green-growth-development-strategy-2017-2018-2030-2031_7e67

5. For instance, the World Bank highlights in its 2020 report on the ACFTA that job losses are likely in a few sectors because of the free trade agreement, and that governments will therefore need to be ready to support workers with adequate safety nets and retraining opportunities. See: https://www.worldbank.org/en/topic/trade/publication/the-african-continental-free-trade-area

6. Source: Ministry of Water and Environment, 2023. Natural Resources, Environment, Climate Change, Land and Water Management Annual Programme Performance Report 2023. http://www.mwe.go.ug

7. For Indigenous Peoples, this means: (i) Respecting and preserving culture by respecting their human rights, land tenure and resource rights, access to traditional practices and resources, and knowledge systems; (ii) Supporting their effective and informed participation in relation to matters affecting their rights; and (iii) Minimizing, mitigating and/or properly compensating for any unavoidable impacts, and promoting access to benefits and opportunities for indigenous peoples.

8. NEMA, 2020. The National Environment (Environmental and Social Assessment) Regulations 2020. National Environmental Management Authority, Kampala. http://www.nema.go.ug

9. Examples include: Resettlement Policy Framework for the Irrigation Development and Climate Resilient Project (IDCRP) (see: https://www.mwe.go.ug/projects/resettlement-policy-frameworkrpf); Resettlement Policy Framework for Uganda Digital Acceleration Program (see: https://ict.go.ug/wp-content/uploads/2021/03/RESETTLEMENT-POLICY-FRAMEWORK-RPF.pdf); and Uganda Development Response to Displacement Project – Additional Financing – Updated Resettlement Policy Framework (see: https://documents1.worldbank.org//522871532689822293/pdf/DRDIP-Updated-Resettlement-Policy-Framework-RPF-June-2018.pdf)

10. Ministry of Water and Environment, 2022. Updated Nationally Determined Contribution (NDC). Government of Uganda. https://unfccc.int/sites/default/files/NDC/2022-09/Updated%20NDC%20_Uganda_2022%20 Final.pdf

11. Preparation of a National Adaptation Plan was launched in 2023, led by the Climate Change Dept at MWE with funding from the Green Climate Fund and UNEP. See: https://www.unep.org/gan/news/press-release/uganda-tackle-climate-crisis-national-adaptation-plan

12. Ministry of Gender, Labour and Social Development. The Green Jobs and Fair Labour Market Programme. https://mglsd.go.ug/green-jobs-fair-market-programme/

13. The National SME Portal is coordinated by the Uganda Investment Authority, and serves to foster collaboration among businesses, service providers and support programs. It offers a platform for services including financing, capacity building, business advisory, entrepreneurship, leadership, and events, as well as sector-specific programs. See: https://mybusiness.go.ug/

ANNEX 1.
STAKEHOLDER INVOLVEMENT IN PREPARING THE JUST TRANSITION FRAMEWORK

The Just Transition Framework was prepared over the course of eighteen months in 2024-2025. During this process, many stakeholders provided input to the framing, content and priorities identified through the Framework.

Engagement of different groups was supported through various formats for dialogue:

- Workshops – National-level workshops were convened for government and non-government stakeholders in April 2024. During these workshops, participants were introduced to the intent of the Just Transition Framework, and basic concepts and principles. The participants worked collaboratively to provide input on key framing issues, to identify some of the challenges associated with transitions in key sectors (including agriculture, forestry, energy, transport, and urban planning) and to identify stakeholder groups who may be particularly vulnerable to social welfare impacts because of these transitions. Participants also discussed and prioritised different principles of just transition, as a guide to planning.

- Sector workshops – Sector experts from within and outside government were invited to these half-day sector workshops. The sector experts were introduced to the Just Transition Framework and its basic principles. Participants were invited to discuss some of the challenges associated with specific sectors (agriculture and forestry, energy and mining, industry, transport, and urban planning) and invited to contribute to draft Sector Profiles (which subsequently became Sector Fact Sheets).

- Technical Working Group meetings – A Technical Working Group (TWG) was established to guide the drafting process and the stakeholder engagement approach. The TWG consisted of representatives from the Ministry of Finance, Planning and Economic Development, Ministry of Water and Environment (MWE), Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), Ministry of Energy and Mineral Development (MEMD), Ministry of Works and Transport (MoWT), Ministry of Lands, Housing and Urban Development (MoLHUD), as well as the Economic Policy Research Centre (EPRC), the Advocates Coalition for Environment and Development (ACODE), and Environment for Development (EfD) Makerere University Centre. TWG meetings discussed the outcomes of the stakeholder workshops and helped to consolidate information as input to the drafting of the Framework. A final TWG review was undertaken prior to validation and launch.

- Interviews – One-on-one discussions with various government and non-government stakeholders were conducted at various stages during Framework development. These were used to map existing processes in Uganda that may be relevant to planning for just transitions, and to share and refine elements of the draft Just Transition Framework as it was advanced.

- Meetings with key implementing institutions – Various meetings with MoFPED and NEMA staff were held throughout development of the Framework, to discuss how just transition principles could be better integrated into current assessment and review processes, and to support development of a checklist to help officers tasked with implementing these principles in formal reviews. NPA also held frequent internal meetings on similar issues, and to review mainstreaming of the Just Transition Framework into the NDP IV.

- Other online meetings – These were used during drafting and review of the Framework document, including with institutions such as MEMD, MoFPED, MoLHUD, MAAIF, Economic Policy Research Centre (EPRC), Climate Action Network Uganda (CANU), Environment for Development (EFD) and Makerere University.

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