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**Beyond Primary Education:  
Challenges and Approaches to Expanding Learning Opportunities in Africa**

**Parallel Session 4B**

**Public-Private Partnerships**

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**Enhancing Equitable Access to BTVET  
Through Coherent Governance, Public-Private Partnerships  
& Multimedia Campaigns Development**

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## Definition of Terms

### (a) TVET

The term “TVET” as used in this study follows the 1997 UNESCO International Standard Classification of Education definition, which is education and training to “acquire the practical skills, know-how and understanding necessary for employment in a particular occupation, trade or group of occupations or trades.” Its used simultaneously with TVET as applied in Uganda.

### (b) Governance

Governance in the context of this study entails structures, guidelines, and policies. Structures refer to the way things are organized, regulated, managed, and coordinated. Guidelines refer to the facts underlying the formulation of policies and structures. Policies refer to government deliberations aimed at achieving certain targets in education and policies form a basis for budgetary provisions of any undertaking.

### (c) Social marketing

Social marketing is the systematic application of conventional marketing alongside techniques as approaches other concepts to achieve specific behavioral goals for a social good. It involves planning and implementation of programs designed to bring about social change using concepts, skills/techniques adapted from commercial marketing. It is meant to create an enticing social "Product," to increase its demand.

The social marketing of TVET is the designing and implementation of functional processes for communicating and delivering the significance of TVET education to all stakeholders for national growth and development. It encompasses managing positive public relations collaboratively with the actors in the industrial sector (investors), the development partners, and the local community so as to ensure quality service delivery.

## List of Acronyms

BTVET	Business Technical and Vocational Education and Training
DED	German Development Service
DIT	Directorate of Industrial Training
EFA	Education for All
EFAG	Education Funding Agency Group
EPRC	Education Policy Review Commission
ESIP	Education Strategy Investment Plan
ESSP	Education Sector Strategic Plan
FTI	First Track Initiatives
GTZ	German Technical Cooperation
GWPE	Government White Paper on Education
ICT	Information Communication Technology
JICA	Japan International Cooperation Association
MDG	Millennium Development Goals
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MTBEF	Medium Term Budget Education Framework
MTBF	Medium Term Budget Framework
NCDC	National Curriculum Development Centre
NGO	Non-governmental Organization
PEAP	Poverty Eradication Action Plan
PEVOT	Programme for the Promotion of Employment Oriented Vocational and Technical Training
PMA	Plan for Modernization of Agriculture
PPET	Post Primary Education and Training
PRSP	Poverty Reduction Strategy Papers
SWAp	Sector Wide-Approach
UGAPRIVI	Uganda Association of Private Vocational Institutions
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
UPPET	Universal Post-Primary Education and Training
UVQF	Uganda Vocational Qualifications Framework

## 1. ABSTRACT

1. **I**n the last decade, Uganda has implemented comprehensive reforms in Post Primary Education and Training system in general and the BTVET sub-sector in particular. The reforms have not only revived the BTVET system, but have also made it one of the most budding sub-sectors of the education sector in the country. It is worth noting that this was a ministry of education led-reform programme implemented within its mainstream structures.
2. Findings show that the reform has been mainly successful and as a result, quality changes have occurred in policy; organization and management; delivery; regulation; planning and financing; quality assurance; public private partnership and social perception of BTVET. In addition, the fact that right from its inception the reform was planned and executed mainly by Ugandans themselves using home grown systems and structures appears to have provided an in-built mechanism for its sustainability.
3. Despite this however, BTVET continues to encounter formidable challenges that include budgetary constraints; high unit costs; strong social bias against manual work and stigma; and inadequate orientation to the world of work. These challenges have far reaching implications for the development of BTVET.
4. This paper highlights the developments and the outcomes of the reform process undertaken by BTVET sub-sector in the areas of governance, public-private partnerships, and multimedia campaigns development in Uganda.

## 2. EXECUTIVE SUMMARY

5. This study profiles Uganda's experiences of enhancing equitable access to BTJET through the implementation of reforms geared towards establishing coherent governance and management, increasing social demand for TVET and public-private partnerships during the last decade. This investigation comes at an opportune time as Uganda repositions itself to accommodate rapidly increasing numbers seeking opportunities for Post primary education and training. Through lessons learnt the study is expected to provide valuable experience and food for thought required to enhance the effectiveness of current policy framework for PPET.

6. A time series tracking of the various stakeholder attitudes towards BTJET reveals a slow but noticeable reorientation from a predominantly negative social perception of BTJET as a low grade investment alternative to the recognition of the pivotal role it can play in imparting applied knowledge and skills required by the majority of citizens (particularly located in the rural areas) to fully and meaningfully participate in both national development activities and the labour market.

7. This positive attitudinal shift has come against the backdrop of nascent evolution of several fundamental reforms that have helped to leverage and catapult BTJET into the limelight. These include the formulation of the Government White Paper on Education (GWPE), the formulation of the PEAP, the adoption of UPE in 1997, the formulation and adoption of the first Education Sector Investment Plan (ESIP : 1997-2003) and the successor Education Sector Strategic Plan (ESSP: 2003-2018), the Local Government Act of 1997, the Presidential Manifestos of 1996, 2001 and 2006; adoption of the Sector Wide-approach (SWAp) with its budget support logic and strict accountability regimes and the recently declared Universal Secondary Education (USE: 2007).

8. Among other things, these reforms have led to the restructuring of the MoES and a redefinition of its roles and responsibilities as well as organizational structure. For example, the restructuring has redirected the focus of the MoES from day to day administration of the education sector activities to a higher order managerial mandate involving policy formulation, development of performance indicators, policy regulation, monitoring and evaluation, coordination and providing technical back-up support in a manner consistent with the Results Oriented Management (ROM), efficiency and efficacy imperatives.

9. It has also led to complete reformulation of the BTJET mandate, role and restructuring of power and authority relationships. Furthermore, the private sector has been formally acknowledged as a partner by government and its role in BTJET provision acknowledged. These developments have given birth to a completely new department of BTJET in MoES, as well as streamlining of the public BTJET through transfer of all hitherto line ministry based para-professional training institutions, (including the Directorate of Industrial Training) to MoES. This has not only simplified coordination and management but has enhanced efficiency and cost effectiveness as a result of mitigation of wasteful duplication and minimisation of transactional costs.

10. Furthermore, the above improvements have galvanised the efforts of government and other stakeholders of BTJET towards sustained reform of BTJET to enhance its relevancy to the needs of the economy through increased employability of its outputs. This is to be achieved through further refinement of the BTJET policy framework to enhance its efficacy, increased budgetary allotments, a more aggressive social marketing strategy and a rationalized governance & management structure. Moreover, the SWAp mechanisms and process that integrate financial instruments such as the Medium Term Budget Framework (MTBF), allows for selective resource targeting to address concerns of relevance, gender, regional and income-group disparities in the BTJET sub-sector.

11. The combined effect of all the interventions undertaken on BTJET in the last ten years among other things is to scale up its enrolment figures as depicted in the *Table 2.1, Graph 2.1 & 2.2*

12. However, while this upward trend in BTJET enrolments is commendable, inadequate budgetary resources, the high unit cost, relevance and equity (in terms of gender composition of the student population



which is still lop-sided in favor of males and regional disparities) still present a challenge. For example, out of the 19,379 registered BTVET students in 2006, only 3,982 (*i.e. a little less than 20%*) are females. And although the majority of the BTVET institutions are located in the rural areas, their prohibitively high unit costs of operation discourage the majority poor, particularly from the northern Uganda, from accessing BTVET. With regard to the budget, BTVET continues to have the smallest share of the total educational budget that is not protected against budget cuts. This together with the lingering inferior valuation of BTVET and the continuing dominance of the theoretical/academic delivery teaching/learning techniques are a sad reminder of the presence of some missing links and the enormous task still ahead.

13. A synthesis of these access, equity, financial and valuation concerns highlight the areas of particular urgency that stand out as priorities for corrective action. Accordingly, there is still need to;

- (i) address the issue of the high unit costs of BTVET to increase the participation of large sections of society particularly in the rural areas
- (ii) further socially market BTVET as a viable arm of education for acquisition of applied knowledge and skills training required for national development;
- (iii) expand the budget allocations to facilitate the effective implementation of activities such as monitoring, profiling of courses, among others;
- (iv) institute research to enable the BTVET training systems to always be in harmony with the labour market;
- (v) train more teachers for quality enhancement; and,
- (vi) strengthen further cooperation between the public and private sector.

## 3. INTRODUCTION

### 3.1 Background to the study

14. Decades of socio-economic stagnation and retrogression, forced Uganda to implement Structural Adjustment Programs (SAP) prescribed by IMF and the World Bank as panacea for economic recovery and social development in Africa. This resulted in adoption of macro-economic restructuring programs in the early 1990s. Alongside these, the country also adopted a separate reform programme in the education sector to revitalise it after years of decay.

15. Despite the impressive economic growth posted throughout the 90's (*which on average stood at 6%*), the incidence of poverty escalated and by 1997, the population of Ugandans living below the poverty line continued to increase and was estimated at 56%. Deepening poverty forced the country to formulate its first poverty eradication action plan (PEAP, 1997). The PEAP (designed with five pillars, each representing key socio-economic priorities of the country); (a) made poverty eradication a core goal of development in Uganda; (b) Acknowledged that poverty was being exacerbated by increasing social disparities; (c) Recognized unequal access to quality education as a source of social inequalities; and, (d) Identified poverty and lack of opportunities as challenge to structural development in the country.

16. As one of the strategies to the operationalisation of the PEAP, education and training (particularly that which imparts applied knowledge and skills to its beneficiaries) was emphasised. This meant that TVET had to be prioritised to enable it deliver skilled manpower required to successfully implement the PEAP. Some of the objectives of the education reform programme therefore, included enhancing the relevance of TVET (through injection of practical skills in the various curricula); curbing of rampant youth unemployment ; and provision of skilled labor force.

17. The PEAP thus manifests the sudden recognition of the positive role TVET could play in national development in general and poverty in particular after many years of apparent neglect. It is perceived as an instrument for empowerment of poor communities through inculcation of skills and as a precondition for production of skilled and entrepreneurial labour force required to create wealth and reduce poverty in a sustainable manner. Rampant illiteracy (in basic education in the past decades) makes it difficult for the generalization of skills education and training in the population.

18. The reform process commenced earnestly in 1989 following the publication of the Education Policy Review Commission (EPRC) Report. This report made extensive recommendations on education sector in general and TVET in particular. These were subsequently enshrined into the Government White Paper on Education (GWPE), and provide the basis for the current education policy framework and reforms that were implemented in TVET sub-sector.

#### **Box 3.1: Key recommendations on TVET.**

- (i) Expand of access of TVET through; Provision of one technical institute and one vocational school in each district; Development of a teacher development and management plan; and Sensitization of the general public on TVET
- (ii) Increase quality and relevance of TVET provided through; Review of the curricular with emphasis on science and technology; and Increase in the use of applied knowledge and skills
- (iii) Enhance of vertical and horizontal linkages within TVET and other sub sectors; and,
- (iv) Strengthen institutional partnership with the private sector and other stakeholders

### 3.2 National context

19. The mutual interdependence that invariably exists between Uganda's education system and its external environment calls for an evaluation of the linkages and symbiotic features that exist between the broader macro-economic context and the TVET service sub-sector. Features such as the geography, demography; social trends; the economy; political governance; and the structure of the education system have significantly influenced the delivery of TVET in the country in the past decade.

#### 3.2.1 Geography

20. Uganda is a small, poor and landlocked country located in East Africa. Consequently, it relies on external markets for most of its products. The country has a sound resource base including, diverse fauna and flora, minerals, fresh water, natural forests and petroleum. However, because the country has to attract external techniques and capital in order to exploit these potential resources that remain unexploited or are inefficiently exploited. Also, being landlocked puts the county at a comparative disadvantage in exploiting its mainly bulky primary products. In addition the country's potential still remains inefficiently exploited largely on the account of inadequate applied knowledge and skill in the country's human resource base. This means that the need to enhance human capital development for value addition and employable skills is large and constitutes a challenge to TVET today.

### 3.2.2 Demographic and social trends

21. Uganda has a rapid growing population currently estimated at 27 million, with a growth rate of about 3.4 %, (*one of the highest in the world*). This population is predominantly young, with roughly half under 15 years of age; while more than one-fourth between the ages of 15 and 29. This rapid growth and young population has exerted pressure of providing rapidly increasing numbers of places for primary seven completers on the national education system.

22. With regard to social trends, although the Ugandan society highly values education, social demand for TVET has over the years remained relatively low due to mainly negative social perception and stigma. In addition, the slow growth in both the agricultural (which provides livelihoods to 80% of the population) and manufacturing sectors are contributing to escalating youth unemployment and underemployment.

### 3.2.3 The Economy

23. The macro-economic reforms and liberalisation adopted in early 1990s have restored macro-economic stability, increased economic growth rate to above 5%, contained inflation to single digits and brought the fiscal deficit (*both before and after accounting for grants*) to more or less under control. In addition, both domestic revenue as a percentage of GDP and Foreign Direct Investment have been rising over the years.

24. However, with a GDP per capita of about US\$300, Uganda still remains classified among the poorest countries in the world. Despite the reduction in the proportion of the population living below the poverty line from about 58% (1993) to 31% (2006), The country continues to face unfavourable Terms of Trade, while agriculture which is the main stay of the economy has failed to substantially transform from predominantly subsistence methods to modern market oriented production systems. Its growth also remains sluggish (i.e. it grew by only 0.2% in 2006). This limits the public resources accorded to TVET sub-sectors. The discovery of substantial oil deposits coupled with unexploited tourism potential however, provide ground for optimism in the future of the country's economy.

### 3.2.4 Politics and Governance

25. Following its ascendancy to power in 1986, the national resistance movement (NRM) government launched popular and participatory grass root democracy. These reforms necessitated macro-economic reforms that were underscored by the government's post-war recovery plan popularly known as "the 10 Point Program". In the education sector, the commissioning of the EPRC (1987), which later paved way for the crafting of the Government White Paper on Education (GWPE 1992), the restructuring of the education ministry (1998), and the government fronting of education as a core strategy to fight poverty (pillar five of PEAP) marked key milestones in the reform and development of the entire education system.

26. As a measure to improve TVET service delivery, institutional restructuring was instituted to lay the foundation for better management, transparency and accountability in the sub-sector. As a result, TVET mandate was reformulated and entirely new structures needed to pre-position TVET for the new role it is poised to play in national development were created.

### 3.2.5 Structure of TVET within the education system

27. The system of formal education in Uganda is comprised of early childhood education meant for 0-5 years. Those who complete enroll for primary education that takes seven years. Primary schools completers have the option to either join vocational school or secondary school. Those who join secondary school takes 4years in lower secondary and after this stage can join technical education for 3 years, advanced level for 2 years, primary teachers colleges for 2years or lower level health institutions. Those who join advanced level can join tertiary education (*see Figure 3.1*).

28. Technical education, in particular, is an overlapping three-tier system; craftsman level offered by technical schools and institutes, technician level offered through technical colleges and Uganda Polytechnic, and graduate engineer level offered through university programs. The technical schools offer three-year full time courses to primary school leavers leading to the award of Uganda Junior Technical Certificate (UJTC).

29. Technical Institutes offer two-year full time courses leading to the award of a Uganda Craft Certificate (Part I) and also one year advanced craft courses leading to the award of craft certificate (Part II). Courses offered include Carpentry and Joinery, Mechanics, Plumbing, Pottery, Leatherwork, Agriculture Mechanics and Electrical Installation. Students admitted to these courses must have passed the O'level examinations in Mathematics, Physics and English. However, the present structure presents limited linkages (both horizontal and vertical), for TVET. This tends to reinforce the negative social perception and stigma of TVET as “dead-end” sub-sector.

### **3.3 Purpose, Rationale, and Scope of the study**

30. This study highlights Uganda’s experience in the implementation of reforms in TVET over the last ten years. It identifies, analyzes, and documents examples of good practices of coherent governance, public-private partnerships, and social marketing employed in an effort to enhance equitable access to TVET.

31. The developments in TVET in Uganda represent an informed consensus about its role in meeting the human resource requirements of a growing economy. Various policy documents emphasize; learning achievement, flexible and varied delivery modalities, the building of new partnerships and an overall popularization of the TVET process. This re-orientation was triggered-off by the realization that, investment into TVET generates higher social returns than investment in university education (Psacharopoulos, 1985).

32. However, in order for the interventions now being undertaken by government and other partners to prove effective, efficient and sustainable, a holistic understanding of their internal dynamics, strengths as well as pitfalls is essential. This study provides a basis for a meaningful re-examination of the governance, public-Private Partnership and multi-media campaigns that have been put in place for TVET. It is believed that these ideas could reveal models and examples of good practices that can be emulated by others, particularly in Sub-Saharan Africa.

33. Data/information requirements were obtained using a qualitative study design commonly used by ADEA to conduct similar studies. It is a research strategy hinged on a praxis approach; it integrates synthesized products of archival analysis and in-depth interviews.

### **3.4 Conclusion**

34. Evidently, BTVET reform process in Uganda has benefited from overall post-war recovery plan launched in early 1990s. The process however, gained more impetus following the formulation of Uganda’s first Poverty Eradication Action Plan (PEAP 1997). The PEAP made poverty eradication a core of the national social economic development process. Consequently, the role of BTVET in the national economy suddenly increased because its capacity to impart applied knowledge and skills. However, rampant poverty, rapid population growth, and persistent social negative stigma have shaped the pace and scope of the TVET reform in the country.

## 4. OVERVIEW OF BTVET IN UGANDA

### 4.1 Introduction

35. Technical, Vocational Education and Training (TVET) is referred to as Business, Technical, Vocational Education and Training (BTVET). It is a budding but an amorphous segment of education system which spans both formal and informal delivery systems. Consequently it has an exceedingly diverse institutional mix drawn from business, health, agriculture, technical and para-professional fields. Until early 90s, BTVET had not only declined but retrogressed due to low prioritization that starved it of the necessary resources badly needed for operations and expansion.

### 4.2 The notion and perceived role of BTVET in national development

36. BTVET is the type of education and training which imparts applied knowledge and skills, and inculcates into learners the virtue of work. In this sense, BTVET is expected to empower its beneficiaries to use their hands rather than depend on increasingly scarce white collar jobs in the formal sector of the economy. It targets different individuals (in terms age, educational level and social economic status), who demand it for specific knowledge or skills training and who are able to pay for it. Its training programmes are also relatively more flexible in terms of space and time.

37. One of the immediate outcomes of the reforms was the re-conceptualization of TVET that resulted in the slight shift of the TVET concept from the international perception. Clearly both the definition and concept was found to be narrow and applicable mainly to public provision. It ignored the largest proportion of TVET and is not integrated in the general education system as it is localized carried out in a wider number of centers and places of work. In addition, it did not reflect the changed role of government in the provision of skills training and its diversity.

38. TVET was thus renamed Business, Technical Vocational Education and Training (BTVET), in order to acknowledge the reality about its diversity; private providers' roles and government as a facilitator of development in the country.

### 4.3 The Structure, Organization and Scope of BTVET

39. BTVET is constituted by formal public private institutions, private training providers (PTP) and private companies. Whereas formal BTVET covers, business, technical, vocational, health, agriculture, para-medical and para-professional fields, non-formal BTVET takes places every where (homes, places of work, institutions like in formal and other organized arrangements) and integrates school-based provision with other non-formal training arrangements (*see Tables 4.1, 4.2 & 4.3*).

40. The BTVET scope is amorphous and not clearly defined. It varies according to perceptions of stakeholders, keeps mutating and is determined by interplay between theory and practice on one hand and formal and informal delivery systems on the other. Box 4.1 illustrates further the main features of BTVET.

#### **Box 4.1 Main Features of BTVET in Uganda.**

- Localized and less integrated into the general education.
- Carried out in a wide number of centers, places of learning and work.
- It is education and skills training that takes place in wide no of localities.(e.g. from family level to technical colleges).
- Encompasses Business, Technical and Vocational Education and Training.
- Has wide range of applications
- Vast measures of BTVET are offered by private training providers.
- Comprised of centers of learning and training owned privately by profit and non-profit merits.
- Complex to co-ordinate and therefore administer and also to map and describe.

41. Although the total number of formal BTVET is known (i.e.136 public and 450 private respectively) and offer over 10,000 training places, the numbers of non-formal institutions remain indeterminate but are estimated at (1000 Private Training Providers (PTP) & over 600 private companies). The private sector offers about 40,000 training places.

## 4.4 Planning and Management

42. The TVET department has the primary mandate of the sub-sector; it is responsible for policy development, planning, coordination, management and administration, support supervision, quality assurance; Monitoring and Evaluation. Box 4.2 illustrates the main responsibilities of the TVET department. The Education Management Information System (EMIS) provides up-to-date information on key variables about TVET, which constitute the basis for formal TVET planning. However data on many private TVET particularly non-formal remain scanty and therefore not included in EMIS. Insufficient data on non-formal TVET implies that this component is not fully integrated in planning and management processes at the national and at institutional level.

### Box 4.2 Other responsibilities of the TVET department, MoES

- Identify crafts persons with excellent competencies to be trained as trainers;
- Organize seminars, workshops and in-service training courses to retain them to serve the needs of the CBT approach at all levels of the TVET system;
- It equips and establish centers of excellence to serve as TVET as Staff Training and /or Assessment Centers and liaises with industry and informal sector operators in providing practical training;
- Provides training scholarship schemes and tailor-made programmes;
- It pays salary for TVET staff; and,
- It employs staff mainly with a high preference on female institutions so that they participate in Vocational training

43. The department has oversight responsibility for the Directorate of Industrial Training (DIT), which in turn has a primary mandate for formal and non-formal vocational training and apprenticeship schemes. It also supervises vocational training and testing or assessment of vocational training institutions.

44. At local level, the District Education Officer (DEO) is the overseer of public and private formal TVET. The district education staff operate under the control and supervision of the Chief Administrative Officer (CAO), who is the accounting officer, while the District Local Council is the main budgetary unit in the district.

45. At the institutional level, public TVET institutions have Governing Councils that are charged with the responsibilities of managing the institutions under their charge. Each institution has a principal. For private institutions, management structures differ from institution according to the wishes of the owner. However, the new regulations require all private TVET institutions to have regularly appointed Governing Councils.

46. To enhance coordination, monitoring and supervision of the commonly agreed standards with a very expansive private TVET, the ministry works closely with an umbrella body called Uganda Private Vocational Institutions (UGAPRIVI), which brings together all private institutions. Non-formal TVET however doesn't have streamlined management structures (see Figure 4.1). Its structures are flexible and readily responsive to prevailing labor market conditions. However a number of private providers (particularly those that) collaborate with DIT, while others registered with UGAPRIVI. Though a majority of them remain unknown.

## 4.5 Current policy framework

47. The overall policy of the Education and Sports Sector is derived from the recommendations of the Education Policy Review Commission (EPRC 1989). These were subsequently refined into the Government White Paper on Education (GWPE 1992). This White Paper underpins the current vision and mission of the sector (see box 4.3).

### Box 4.3: Vision and Mission of the MoES

*The vision of the Ministry of Education and Sports is "Quality Education and Sports for All".*

*Its mission is to "guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for National integration, individual and national development".*

48. The education policy is operationalized by the education sector strategic plans. These are in turn integrated into the PEAP. Within the Poverty Eradication Action Plan (PEAP) 1997, the education sector constitutes part and parcel of Pillar 5 (i.e. Human Development Pillar), which is devoted to all the social sectors. The PEAP also provides a framework for planning and management in the entire public sector, attainment of the MDGs including Education for All (EFA) and the First Track Initiative (FTI) targets by 2015.

## 4.6 TVET within the overall Education Sector Policy Thrust

49. The current education and sports policy thrust priorities include access, equity, quality, relevance and efficiency. (See Box 4.4).

### Box 4.4 Broad Policy Objectives

- a) Making significant and permanent gains in achieving equitable access to education at all levels,
- b) Improving the quality of education and ensure an education system that is relevant to Uganda's development goals,
- c) Enhancing the effective and efficient management of education service delivery at all levels,
- d) Developing the capacity of MoES to plan, programme and manage an investment portfolio that will effectively and efficiently develop the education sector.

50. Specifically these policy objectives aim at; the development of a vibrant economy; sustainable poverty eradication; and transformation of a subsistence agro-based economy into a modern agricultural and industrial economy. They therefore, emphasize the development of an education system which imparts applied knowledge and skills. The overall education policy therefore prioritizes TVET.

51. BTJET has two broad goals; (a) To stimulate intellectual and technical growth of students in order to make them productive members of the community; and, (b) To produce craftsmen, technicians and other skilled manpower to meet the demands of industry, agriculture and commerce as well as the teaching of technical and vocational subjects. In order to achieve these goals, all BTJET programmes are expected to satisfy one or more of the criteria reflected in box 4.5.

### Box 4.5 Criteria to be satisfied by BTJET programmes

- BTJET programmes should;
- Facilitate interpretation, application and translation of basic knowledge and understanding of fundamental facts and principles of scientific processes and techniques to be able to produce and use tools and labour saving devices for productive work.
  - Inculcate an appreciation of, and respect for ,the dignity and decisive importance of labour in all processes of production, and the regard of the environment as an important resource base
  - Impart skills necessary for the protection, utilization and conservation of environmental heritage;
  - Refine and consolidate indigenous artistic and technological skills in order to produce things of aesthetic and cultural value;
  - Consolidate, synthesize and apply the ability to use the head, the heart and the hands towards the innovations, modernization and improvement in the quality of life; and,
  - Broaden and increase technological awareness and the capacity of the learner to engage in productive activities for becoming self-reliant.

## 4.7 Linkages of BTJET with the labour Market

52. BTJET is one of the nine departments that constitute the Ministry of Education and Sports. These together with the semi-autonomous bodies that include Uganda National Examinations Board (UNEB), National Curriculum Development Centre (NCDC), Education Service Commission (ESC), National Council for Higher Education (NCHE), public universities and the private sector constitute the education sector in Uganda. It is an integral part of the Post Primary Education and Training system in the country. Indeed a specific policy was formulated to re-emphasize this fact. However, vertical and horizontal linkages within the education sector remain limited and a factor contributing to the negative social perception towards BTJET (see figure 4.2).

53. The PEAP being the overarching national plan links the education sector (including BTJET) with other sectors including the labour market. Within the PEAP, the education sector is both a component and a core strategy for the implementation of the PEAP. The role of education in the PEAP is to produce skilled manpower required in all sectors of the economy.

## **4.8 Constraints and Challenges**

54. Although Uganda has made great strides in the expansion and development of its TVET system, there are still concerns over high unit cost, inadequate funding as well as limited access and participation in TVET. Besides, concerns about the inadequate orientation of TVET to national development still remain high. This has reinforced existing disparities (i.e. gender and regional) as well as lowered its relevance to social economic needs of the country. The implication of this is that the majority of the population (women and rural dwellers) cannot meaningfully participate in the national development activities and in labour market due to lack of marketable skills.

55. TVET also still lacks a comprehensive tutor training and management system which contributes to the chronic shortage of qualified instructors necessitating use of untrained tutors. This situation reinforces social perception of TVET as a non viable area and hence affects the overall performance of its graduates in the job market.

56. In addition the amorphous structure of non-formal TVET renders coordination and management difficult thereby increasing transactional costs within the sub-sector. This has implications for efficiency and cost effectiveness of the sub-sector.

## **4.9 Conclusions**

57. Uganda has a budding TVET system structured around the TVET Department of MoES. It is backed up by a coherent policy framework and credible organizational, planning, policy development, management and delivery structures. Overall coordination particularly with the private sector has been streamlined. However, the system still has limited articulation within the TVET sub-sector itself and other sub-sectors of education sector as well as sectors of the economy including the world of work.



## **5. GOVERNANCE AND MANAGEMENT REFORMS**

58. The goals of Uganda's TVET system include the inculcation of applied knowledge and practical skills; quality assurance; development and maintenance of applied knowledge and skills for individual and national development. These goals and objectives can't be achieved without effective, structures and clear procedures required to guide the implementation process. This section outlines key governance and management reforms implemented in the BTVET sub-sector during the past decade.

### **5.1 The Context of the Reforms**

59. Following independence in 1962, a new education policy to suit the needs and aspirations of a free Uganda was formulated. However, this policy prioritized production of high level manpower for civil administration. This meant that expansion of both primary and technical education was, restricted in favor of secondary education. Also, existing technical schools were converted to secondary schools.

60. The Idi Amin coup-de -tat (1971) led to the expulsion of expatriates including Ugandans of Asian origin. It also ushered in over 20 years of civil war that ruined the economy and led to wide spread destruction of educational infrastructure and equipment. This reduced funding to the public sector and created manpower shortages that persist up to today. Also, throughout this period, TVET remained an insignificant unit within secondary education department enjoying low priority in terms of policy and budgets. In addition, it was not attractive to most donors, including the World Bank and other bi-lateral agencies save those of Japan and Germany.

61. By 1986, the whole country including the education sector was in dire need of rehabilitation, reconstruction and development. Unfortunately the country's economy could not afford the massive costs of post-war reconstruction. This prompted the country to seek financial support from the Breton Woods institutions (i.e. IMF & World Bank) resulting in the implementation of the Structural Adjustment Programmes (*SAPs*).

62. However, the turning point for TVET came with the adoption of the immediate post-war education policy in early 1990s that prioritized reforms in education in order to restore it to pre-war status as well as expand technical and vocational education and training to meet urgent manpower needs.

### **5.2 The Process of the Reform**

#### **5.2.1 Formation of coherent education sector policy framework**

63. The first step was to create a coherent policy framework, In order to achieve this; Parliament ratified the recommendations of the EPRC (1989), to constitute the blue print for the new education policy. Subsequently, these were enshrined in the Government White Paper on Education (GWPE 1992). This formed the basis of the current education sector policy. The new policy redefined the mandate, goals and broad objectives of the education sector. It also legalized the establishment of new structures to facilitate education service delivery.

64. The GWPE (1992) laid the foundation for BTVET reforms by defining the broad goals and objectives of the education sector. Of more significance was that these objectives recognized the inevitable role BTVET would be expected to play in the reduction of poverty through acquisition of skills and generation of incomes. They also underscored the need to orient BTVET towards employment and satisfaction of national economic needs (See Box 5.1).

#### **5.2.2 Re-defining the scope and mandate of the BTVET Sub-sector**

**Box 5.1: Objectives of TVET in Uganda**

- (i) Enable individuals acquire and develop knowledge and understanding of emerging needs of the society and economy;
- (ii) Provide up-to-date and comprehensive knowledge in theoretical and practical aspects of innovative production, modern management methods in the field of commerce and industry and their application in the context of socio-economic development of Uganda;
- (iii) Enable individuals develop basic scientific, technological, technical, agricultural and commercial skills required for self-employment;
- (iv) Enable the individual to apply acquired skills solving problems of the community; and
- (v) Instill positive attitudes towards productive work.

65. The redefinition of the scope and mandate of TVET involved a critical review of both its main components and key actors. The review indicated that TVET was much more than public provision as it included a larger proportion of private provision as well. In addition private sector provision is more diverse, localized and delivered in a wide range of centres (*i.e. both formal and informal*), places of work; informal business (*i.e. secretarial training in local institutions*), including technical colleges.

66. Since the range of application of TVET is wide and encompasses technical, vocational, business education and training programs, the concept of TVET was changed to BTVET to reflect its diversity and overextended scope (i.e households, informal businesses, public and private formal training institutions, farm schools, as well private training providers).

### **5.2.3 Restructuring of MoES and establishment of new structures for BTVET**

67. BTVET had failed to fulfill the aspirations of both its graduates and society at large. New structures were deemed necessary to facilitate the delivery of the expanded mandate of the sub-sector. To achieve this, there was need to realign both the mandates and structures of individual ministries/sectors that had hitherto been responsible for some aspects of TVET (*see figure 5.1 & 5.2*). This was in line with the policy of nationwide restructuring of Government ministries of 1998, which gave the primary responsibility for education and sports to MoES. Consequently all training institutions automatically came under the mandate of MoES (*see table 5.1 & figure 5.1*).

## **5.3 Key Governance reforms**

68. The major governance reforms that have occurred in the past ten years include the reorganization of the BTVET sub-sector; creation of the BTVET department; strengthening of quality assurance mechanisms and regulatory framework; establishment of a coordination mechanism for public and private provision of BTVET; establishment of Uganda Vocational Qualifications Framework; transfer of Directorate of Training (DIT) as well as departmental-based training institutions to MoES.

### **5.3.1 Re-organization of BTVET sub-sector**

69. Prior to the reform, the TVET unit which was under secondary education department was synonymous with the TVET sub-sector. Private TVET was not formally recognized despite the fact that it had existed alongside public provision right from the inception of formal education in Uganda. The restructuring of MoES however, led to the integration of public and private components into a BTVET sub-sector.

### 5.3.2 Establishment of New structures for BTJET delivery in MoES

70. Within the education sector new structures were also created to enhance BTJET service delivery. These include formal establishment of the BTJET sub-sector; creation of a BTJET department in MoES; creation of Uganda Vocational Qualifications Framework as well as an umbrella organization for the coordination of private BTJET component, known as UGAPRIV (*See figure 4.1*).

### 5.3.3 Quality Assurance Reforms

71. By early 1990's most of the legal framework for regulation of BTJET required either updating or review. In order to upgrade the legal framework, commissioned studies and broad consultation with stakeholders under the auspices of the Education Policy Review Commission were undertaken. Subsequently guided mainly by the White Paper on education a more coherent policy and legal framework was crafted to support the implementation of planned interventions (*see Box5.2*).

72. To enhance the quality assurance function, two complementary measures were implemented. The first relates to the transfer of the Directorate of Industrial Training (DIT), which had hitherto been under the mandate of Ministry of Labor- to MoES. This is achieved by ensuring that relevant training materials and equipment are available for training and testing of the different skills. Its core responsibilities include assessment and certification.

73. The second initiative was the establishment of Uganda Vocational Qualifications Framework (UVQF) in 2000. Hitherto Uganda lacked a unified established qualification system that compares and integrates different qualifications. As a result, it was impossible to determine the equivalent of a particular qualification or trade obtained from public institutions, with that from private providers or even from overseas institutions. The establishment of Uganda Vocational Framework is meant to achieve both greater coherence within the diverse BTJET system and provide a mechanism for awarding qualifications based on the achievement of specified learning outcomes prescribed by the world of work.

#### Box 5.2: Regulatory framework for BTJET

- **The national constitution for the republic of Uganda.** The document underscores the fact that education is a right of every Ugandan. The constitution also stipulates the role of government and other stakeholders in providing education;
- **Local Government Act (1997)**, which transferred primary and secondary education services to local government
- **Revised School management Committee Regulations (2000)** updates the framework for managing education in Uganda. This Bill is yet to be assessed;
- **HIV/AIDS policy.** Government has developed a policy on HIV/AIDS secondary including plans for addressing HIV/AIDS in the sector. Establishment of Universities and Tertiary Institutions 2001. The policy framework is to follow soon.
- **University and other Tertiary Institutions Act (2001).** Establishment of Universities and other tertiary institutions was assented by H.E the president, thus providing a legal framework for managing institutions that fall in this category currently underway to establish the National Council for Higher Education (NCHE), this being the organ to regulate the operations, oversee quality assurance issues with regard to universities and other institutions.

### 5.3.4 Improving the Management of BTJET

74. Strategies for improving the management of BTJET prioritized planning and policy analysis; private sector partnerships; coordination; resource mobilization; monitoring & evaluation; assessment and regulation.

75. BTJET like all other sub-sectors suffered severely from inadequate capacity for planning and policy analysis. Virtually all its programmes were designed by donors in an adhoc manner and were not based on a credible database or policy framework. The result was that BTJET activities became compartmentalized and distorted (since they lacked a firm basis for their conceptualization) and they could therefore, not achieve their planned targets.

76. In order to empower the new department not only to plan effectively but also to carry out other recurrent functions of budget preparation, policy development and management; institutional management and the related recurrent function; planning and policy development reforms were designed. These initiatives emphasized the integration of BTJET activities into the macro-economic policy framework as well as to the education sector strategic plans. These short term policy priorities were achieved through the formulation of the Poverty Eradication Action Plan (PEAP, 1997); the Education Sector Investment Plan (ESIP 1 1998) and the draft policy on BTJET (2001).

77. The PEAP<sup>1</sup> is the overarching national plan that integrates education sector activities. It links education sector to poverty reduction concerns and has become Uganda's comprehensive development framework and medium term planning document. Within the PEAP, the Education sector is not only one of the key priorities, but also a core strategy for achievement of PEAP goals. Therefore, education sector strategic plans (i.e. ESSIP I and ESSP) represent detailed plans for implementation of PEAP in the education sector. They are also the medium term planning documents for the education sector, since they provide a basis for a number of sector policy priorities as well as sector strategies and programmes.

78. What is more, they are integrated into Medium-Term Budget Framework (MTBF), a measure intended to guarantee funding on a three year cycle. In this sense, they constitute a basis for medium-term and annual planning and budgeting for the entire sector including TVET. The Education Strategic Plans also articulate the medium term broad policy thrusts of MoES. To augment data management process, the MoES established Education Management Information System (EMIS, 2000). This database annually captures formal education for planning, policy analysis and budgeting. TVET is integrated into EMIS.

## 5.4 Overall Coordination and Management

79. Before the inception of TVET reforms in early 1990's only public provision was formally regarded as the true TVET department and sub-sector. Although private TVET sub-sector existed it was not fully acknowledged in official circles. Furthermore, TVET institutions were scattered across a number of line ministries and within the private sector. There were no mechanisms for coordination within the various ministries that managed departmental-based TVET training institutions. Coordination between the public and private providers was also poor. Even within the private sector, there were no established structures for collaboration.

### 5.4.1 Adoption of Sector-Wide-Approach (SWAp)

80. Perhaps the most fundamental reform that was implemented to improve overall coordination and management is the adoption of SWAp (*see Box 5.3*) to facilitate the implementation of the PEAP in the education sector. It has been operationalised through education sector strategic plans (i.e. ESIP 1 and ESSP).

81. ESIP I defined the organizational framework for the establishment of governance and management mechanism as well as mobilization of resources for its development. It also created a platform for greater participation by the private sector (*i.e. public-private partnership strengthening of planning and management; coordination mechanisms and improvement of TVET service delivery in the country*).

82. Within the SWAp framework, the donors have also created the Education *Funding Agencies Group* (EFAG). The common aim of EFAG is to coordinate budget support, project support and Technical Assistance to the education sector. Whereas SWAp created a platform for increased stakeholder participation in the education sector in general, complementary initiatives were however, implemented for the TVET sub-sector.

#### Box 5.3: Objectives of SWAp in Uganda

- Improve institutional and financial sustainability;
- Improve service delivery;
- Reduce dependence on donor aid;
- Provide a framework for policy dialogue; performance monitoring; coordination and management of education sector;
- Improve coherence between macro-economic management, public sector reform, sector policies and programmes;
- Reduce overlaps, duplication of efforts and uncoordinated interventions;
- Enhance stakeholder participation in education;
- Strengthen public private partnership in the provision of education; and
- Increase national ownership.

83. To improve coordination with the private sector, government supported separate but complementary efforts through the establishment of an umbrella organization for private providers known as Uganda

<sup>1</sup> PEAP – Poverty Eradication Action Plan

Association of Private Vocational Institutions (UGAPRIVI). Its main roles among others include coordination, consensus building, standardization of programs and practices, capacity building and training; and articulating the interests of the private sector.

84. In addition the transfer of all departmental based-training institutions to MoES was effected mainly to enhance better coordination and management of BTJET sub-sector. These institutions include Agricultural, Tourism, Paramedical, Forestry and Cooperative Training Institutions/Colleges. Furthermore, the creation of a coherent policy framework that integrates BTJET to the overall policy framework of the education sector as a principal component of Post Primary Education and Training (PPET). This has facilitated coordination of BTJET within the education sector.

### 5.4.3 Improving financing of BTJET

(a) **Integration of BTJET to the Education sector plans:** the full incorporation of BTJET into the Education Sector Strategic Plans (i.e. ESIP<sup>2</sup> I and ESSP<sup>3</sup>) and subsequently the Medium Term Budget Framework (MTBF), guarantees its funding on a three year cycle.

(b) **Legislation of the training levy<sup>4</sup>.** BTJET continues to enjoy direct bilateral donor support from the Japanese governments to cover critical areas of investment. For example six German development agencies are currently supporting BTJET to develop employment oriented system known as the Promotion of Employment Oriented Vocational Education (PEVOT). As a result of these reforms, public funding to the BTJET sub-sector has increased from virtually zero (1998) to an average of 3.8% per annum (*see table 5.1*).

*Table 5.1: Budget for the education sub-sectors for 1998/9 to 2005/6 (%)/00*

Education sub-sectors	1998/9	1999/0	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6
Primary	66.8	69.7	72.0	69.2	66.6	67.6	68.5	69.5
Secondary	14.1	12.8	12.5	13.7	15.5	15.8	15.9	16.0
BTJET	4.3	3.8	3.5	4.3	4.1	3.8	3.7	3.2
Tertiary	11.7	10.2	8.5	9.4	3.7	2.9	2.1	2.0
Others	3.1	3.5	3.5	3.4	3.7	2.9	2.1	2.0
<b>Total</b>	100	100	100	100	100	100	100	100

Source: EMIS (2006)

### (c) Monitoring & Evaluation

85. SWAp is a multi-dimensional reform in the education sector in Uganda which has contributed greatly to enhance M&E activities in the sector in general and BTJET sub sector in particular. Under SWAp each department of MoES is required to prepare annual and quarterly activity-based workplans, and end of quarter progress reports against planned targets. Progress is monitored using standardized performance indicators for each activity specified within the strategic sector plans (every year during annual education sector reviews). This process is participatory and involves key stakeholders that include; donors; line ministries; district local governments, private sector, NGO's and civil society organization. This has over the year's strengthened performance and accountability of the BTJET sub-sector.

## 5.5 Conclusion

86. The implementation of governance and management reforms have revitalized BTJET in Uganda. They have also resulted in the review and upgrade of the institutional framework for performance of recurrent functions of planning; policy development; implementation; management, Monitoring and Evaluation.

<sup>2</sup> ESIP I covered a five year period (i.e. 1998 – 2004),

<sup>3</sup> ESSP covers a ten years period (i.e. 2004-2015).

<sup>4</sup> Government also introduced training for certain trades and employers as a strategy to complement available budgetary resources for BTJET. Responsibility for administration of this levy is vested with Uganda Training Fund (statutory body)

## 6. SOCIAL MARKETING OF TVET

### 6.1 Introduction

87. Right from the inception of formal education in Uganda, TVET was perceived “*an inferior alternative*” of Post Primary Education and Training, and meant for “*the poor and the academically less gifted*”. This stigma persisted into the post-colonial period.

88. The destruction of infrastructure and equipment, accompanied by poor resourcing experienced during years of civil strife compounded the problem. By early 1990s, enrollment in TVET institutions accounted for only 1% of the total enrollment at the Post Primary Education and Training level. If nothing was done, TVET risked being relegated into the oblivion. This section tracks initiatives undertaken to stem the declining social demand for TVET.

### 6.2 The Context of the Reform

89. Education in Uganda throughout the missionary days up to the colonial period was elastic and oriented to white collar jobs. It produced mainly clerical and administrative personnel required by the church and the colonial administration. The TVET sub-sector on the other hand was very small and designed to produce manual workers, who were predominantly drawn from the underprivileged sections of society. This was the beginning of social stigmatization of TVET. The post colonial education policy unfortunately did little to change these trends.

90. As social stigma got more entrenched, some trades like tailoring, bricklaying, joinery, and carpentry hairdressing and cookery e.t.c became identified with specific genders. In addition, females faced serious disadvantage at admission as they did not possess the minimum requirements (*i.e. passes in science based courses at lower levels of education*).

91. The decline in budgetary resources accorded to TVET throughout the 70s and 80s further destroyed quality and rendered TVET graduates irrelevant to the needs of the economy (*since they were largely ill-equipped for both formal and self employment*). Even departmental-based TVET institutions only served the interests of their mother institutions or a small industrial sector.

92. Meanwhile, national disenchantment created by the failure of SAPs<sup>5</sup> to achieve sustainable economic growth and poverty eradication however, proved the turning point for TVET. In its wake, Poverty Eradication was adopted as both the goal and objective of national development. This resulted in the formulation of the first Poverty Eradication Action Plan (*which integrates all sectors of the economy*) as an overarching policy and planning document for Uganda. PEAP assigned the education sector the role of producing skilled manpower required for its implementation. This resulted in TVET being integrated into all PEAP programming thereby catapulting it into the national lime-light after decades of apparent neglect.

93. TVET was suddenly recognized based on a two-pronged tool for empowering the poor to participate in both development activities and the labor market itself. The prevalence of poverty exacerbated by high illiteracy rates among the rural population clearly justified its adoption.

94. Furthermore, the need to substantially expand post-primary education and training to accommodate increased numbers of P.7 graduates was another factor for TVET revitalization. The surge in primary school enrolment as a result of UPE implementation was increasingly exerting pressure on an already physically constrained system (*i.e. in terms of inadequate infrastructure, teachers, instructional materials, etc*). Therefore, the PPET policy made the revitalization of TVET a key policy thrust for improving transition rates from P.7 to the PPET. A revitalized TVET would not only absorb most of the 50% of the P.7 completers who could not gain admission to secondary education, but also provide foundation skills to enhance their employability.

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<sup>5</sup> Structural Adjustment Programmes (SAPs) were implemented in Uganda in early 1990's. they were heralded by the World Bank as a blue print for socio-economic development transformation

95. Therefore, within the wider reform process, it became necessary to deliberately market TVET since the low social demand for it could not enable the sub-sector to play its new and expanded role, as well as justify new investments that were envisaged.

### 6.3 Overview of reforms undertaken to socially market BTVET

96. Social marketing of BTVET involves planning and implementing programmes designed to bring about desired social behavioral change. It's underpinned by mainstream commercial marketing techniques and strategies targeted at social stigma and bias towards BTVET. Its main objective is to communicate the significance of BTVET towards potential clients in order to improve its social image and acceptability.

**Box 6.1: Key initiatives undertaken to improve social acceptability of TVET**

- (a) Creating a coherent policy framework;
- (b) Reforming the planning & financing; framework;
- (c) Enhancing governance and management;
- (d) Revision of the BTVET delivery system.
- (e) Using multi-media campaigns

97. The purpose of social marketing is to make BTVET an equally attractive and first career option for a large number of students completing primary and secondary education. In the last ten years, a number of processes and initiatives have been used to popularize BTVET and thereby improve its social acceptability. These include; involvement of stakeholders in the policy formulation process; reforming planning and financing for BTVET; improving the governance and management system; improving the BTVET delivery system and multi media campaigns development.

#### 6.3.1 Involvement of wider society in the policy formulation process

98. The reforms in the BTVET sub-sector have resulted in a coherent policy framework that has greatly facilitated its social marketing. The ascendancy of a revolutionary government, (i.e. *National Resistance Movement 1986*), triggered off macro economic reforms. While in the bush<sup>6</sup>, the NRM had crafted *the 10 point programme*<sup>7</sup>, as a framework for economic recovery and for the creation of an integrated and sustaining economy<sup>8</sup>. The reform of the education sector was therefore, a core strategy for the supply of human capital to ensure sustainability of the reform.

99. The education sector policy reform was achieved through the appointment of the Education Policy Review Commission (1987) that consulted stakeholders widely even on BTVET. Most of the commissions' recommendations were accepted by government and enshrined into the Government White paper on Education (GWPE 1992). The approval process of the GWPE brought the issue of BTVET to the national arena, in the process contributing to its social marketing. The White paper is the basis of the current education policy and prioritizes the revitalization of BTVET.

100. Furthermore, the formation of the 1<sup>st</sup> Poverty Eradication Action Plan (PEAP 1997) created an overarching plan for national development that integrates all public sector plans including that of education. BTVET is therefore, being an integral part of the education system and is assigned the role of producing skilled manpower for its implementation as well as enhancement of the country's competitiveness. The PEAP formulation process provided another opportunity for articulation of the significance of BTVET to the wider national audience.

101. Also, the formulation of the specific PPET policy (1997) which intended to give full effect to the increased role of BTVET in national development was yet another accession to market BTVET. BTVET is now an integral part of the wider post-primary and education training level in the country and recognizes it as a viable alternative to secondary education (*see box 6.2 for overview*).

<sup>6</sup> The NRM had a military wing called NRA which waged guerilla warfare between 1981 and 1985 and took over power in January 1986.

<sup>7</sup> The Ten point programme reflects the NRM principles on the Army, national politics and the economy.

<sup>8</sup> Fundamental change was a slogan of the NRM government and it meant total political, social and economic transformation of the country from a pre-industrial state into a self sustaining and well negotiated modern society.

**Box 6.2: Overview of PPET policy (1997)**

(i) **Goal**

Increase transition to PPET level

(ii) **Objectives;**

- Expand access & improve attendance in BTEVT institutions & in secondary schools;
- Add value to the UPE program to ensure its sustainability;
- Enhance employability of PPET graduates;
- Reducing high costs of BVET & secondary education;
- Increasing equitable access to BVET & secondary education;
- Increase employability of BVET & secondary graduates

102. The formulation of a specific BVET policy (2001)<sup>9</sup> provided another opportunity to socially market BVET. This policy prioritizes the orientation of BVET towards employment in the local labour market; enhancement of quality (through the development of a uniform curricula, strengthening of assessment and regulation), and addressing negative social perceptions that undermine its demand.

103. The involvement of wider society in the various policy making process has significantly popularized BVET and thereby marketing it to wider sectors of society.

### 6.3.2 Reforming the Planning and Financing Framework

104. SWAp operationalizes PEAP in the Education sector. It has an inherent capacity to holistically handle sector investment programmes including policy, institutional and budgetary reforms. Its adoption has resulted into the integration of all education sub-sectors into one strategic plan financed through the Medium Term Budget Framework (MTBF)<sup>10</sup>. In addition relevant institutional structures have been created for implementation (*i.e. technical working groups, Education Sector Coordination Committees and Top Management Meetings, etc*), (See Table 6.1 & Figure 6.1.).

105. These reforms have not only enhanced planning, coordination and management of BVET but also raised its profile to a state where it's now regarded a liable option like any other sub-sectors, and is assured of budgetary resources within the MTBF framework of the three year rolling cycle of MTBF.

### 6.3.3 Improving Governance and Management

106. Irrelevant or non-existent institutionalized governance and management structures contributed to the inefficiency and ineptitude of the BVET sub-sector to satisfy national skilled manpower needs. This was manifested by unwarranted duplication of efforts; weak and undefined authority and power centers; scattered institutions spanning the mandates of different departments. This state of affairs reinforced the negative perception of BVET. The creation of credible structures has restored order to the sub-sector thereby enhancing its public image (*see box 6.3*)

**Box 6.3: Reforms in governance and management to socially market BVET**

- (a) Formulation of a relevant and coherent policy framework;
- (b) Re-definition of the scope and mandate of BVET;
- (c) Establishment of a fully fledged BVET department within MoES;
- (d) Re-organization of the BVET sub-sector;
- (e) Adoption of the SWAp in the education sector; and
- (f) Strengthening quality assurance mechanisms.

<sup>9</sup> The specific BVET policy derives from the Government White Paper on Education and the PPET policy. It is intergrated into the PEAP. Its objective is to "increase the quality, quantity and accessibility of institutions promoting business, technical and vocational skills for equipping the individual with knowledge and basic skills and attitudes to exploit the environment for self-employment as well as sustainable national integration and development ».

<sup>10</sup> Medium Term Budget Framework is a three year rolling budget framework within which available resources are (both government owned & Donor ) are divided between sub-sectors of education



### 6.3.4 Reforming the TVET Delivery System

107. A combination of negative bias and apparent neglect spanning over three decades rendered TVET graduates unemployable. In addition there were high numbers of schools drop-outs seeking formal skills qualifications to better their employability chances but could not access any relevant training. To enhance flexibility and relevance to the local market requirements, a number of initiatives were undertaken.

108. A program known as Promotion of Employment Oriented Vocational and Technical training (PEVOT) was designed to operationalise the new system. PEVOT is a collaborative system between the government of Uganda, the German government and the private sector. Its focus is on restructuring of TVET to create demand-driven and employment-oriented system that is tailored to the real skills gaps and training demands of the country. It represents a realistic and flexible response to labor market dynamics. It links TVET sub-sector closer to the private sector and redefines responsibilities of public and private providers. In addition it offers equipment supply and staff-training to both public and private TVET. PEVOT also pilots new training approaches to test their suitability for the rural areas and crisis regions.

109. PEVOT implementation was supported by a comprehensive review of various curricula intended to standardize courses being offered; admission, assessment and certification procedures has been undertaken. The review process (*spearheaded by the National Curriculum Development Centre*) was implemented jointly with key stakeholders that included private providers and non government organizations. Furthermore, all TVET programs are now competence-based and modular. This was achieved by developing occupational and course profiles in skills areas relevant to national development. These were then translated into different course units or modules to facilitate delivery, assessment and certification. Subsequently, this was accompanied by stepped-up efforts to supply curriculum support materials (*i.e. equipment & accessories including stationeries and other resource materials*).

110. Finally, reforming the TVET delivery system has also involved an element of the expansion of the formal TVET institutions to address access, equity gender responsiveness and participation by marginalized groups. This is in tandem with policy priorities of PEAP and the Government White Paper on Education. Consequently in 2003, 16 Community Polytechnics were established to meet the demand of the rural areas. Hitherto, virtually all TVET institutions were concentrated in urban centers leaving the rural areas (*where most of the population resides*) underserved.

### 6.3.5 Overcoming Stigma in TVET through Multi media Campaigns

111. Use of multi-media in education had virtually ceased following the collapse of Education Radio and a Television (ERTV) service in the 1970's. The observed use of multimedia to successfully fight against high HIV/AIDS incidence in the country once again demonstrated its potential in shaping social attitudes.

112. Social marketing campaign development therefore, revolves around the use of political manifestos and campaign rallies; newspaper supplements and inserts; annual reports; Girl Education Movement (GEM) clubs; flyers, posters and brochures; internet, TV talk shows and promotions Soap opera for TVET.

113. Political campaigns for TVET started with the NRM ten point program Point No.5 of the (Macroeconomic policy) underscored the importance of an "*independent integrated self-sustaining national economy that would stop the leakage of Uganda's wealth abroad.*" Creating a self sustaining economy therefore, depended entirely on skilled manpower that would be provided by the education sector (*read TVET*). The ten point programme was widely discussed across the country.

114. Subsequent election manifestos of NRM (*i.e. 1996, 2001 and 2006*) have continued to emphasize the importance of TVET. Furthermore, the president continues to promote sustainable poverty eradication at the household level based on the capacity of each household to produce something for sale. He has also prioritized enhancement of Uganda's economic competitiveness.

115. With regard to the use of the print media, it has been the deliberate policy of MoES in the past ten years to summarize information, education and communication materials to socially market TVET. For instance each Annual Sector Review that occurs every October is preceded by Newspaper supplements and inserts that highlight among others the progress achieved in the TVET sub-sector. Brochures, posters,

flyers and annual performance reports are also produced to inform the general public on various aspects of education including TVET. Furthermore, newsletters that focus exclusively on TVET (*like the UGAPRIV, and GTZ newsletters*) are also published annually to highlight progress and opportunities that exist in the TVET sub-sector. There are also online copies of these letters. The MoES website contains specific links to TVET topical issues.

116. In order to counter gender stereotyping, H.E President Yoweri Kaguta Museveni (2001) (*in the presence of UNICEF Executive Director Ms Carol Bellamy*), launched a Girls' Education Movement (GEM). GEM is a child centered girl-led grassroots movement that focuses on the elimination of barriers to girls' education. The movement has been introduced in public TVET institutions in form of GEM clubs. GEM clubs produce many kinds of promotional materials on topical issues. It also employs other media including Drama and TV documentaries to reinforce the verbal messages passed during meetings or conferences. Furthermore, GEM undertakes life-skills development to empower girls to stand up to their rights.

117. The design of Television Soap opera popularly known as 'Hand in Hand' in Craftsmanship perhaps represents the most inventive use of multi-media to sell TVET as a viable and attractive alternative of Post primary education and training to the Ugandan society today. The Soap opera is designed around the story of three young girls (*Veronica, Natalia and Atenyi*) who are in search of their dreams in the TVET sub-sector. As might be expected of most African societies, the trio encounter various hurdles that include sexual harassment, gender stereotyping and outright lack of social support (*including that of their parents*) and male chauvinism at its best.

**Box 6.4: Overview of the Hand in Hand – SOAP OPERA**

**Theme:** 'Hand in Hand' in Craftsmanship

**Purpose:** To dispel the stigma associated with TVET through empowerment of target audience in basic knowledge & skills associated with business enterprises in Uganda

**Cast:** Veronica, Natalia, Atenyi, Daudi, Magdalene, Silver, Birungi, Mukwasi and Rudolph

**Launch Date:** June 2005

**Storyline:** Veronica and Natalia, have one thing in common, as does Atenyi. In search of their dreams, the trio encounters individual hurdles that threaten their progress. They fight against all odds to establish their businesses or gain approval from their parents, which is not forthcoming. On the other hand, Daudi is a young "unserious" boy who, despite the fact that he has a talent for pals who encourage him to take the easy way out. His mother, Magdalene eggs him on as she favors him over his sister Natalia. Silver, the foreman with an overblown ego struts around the arcade trying to prove how important he is, while Birungi, your typical pretty but rude hairdresser feels that she is doing everyone a big service and therefore has no kind words for those that demand better. James a young trained carpenter feels that his colleague/boss Mukwasi is too conservative and a battle ensues. Meanwhile, puffed-up Rudolph thinks that the arcade cannot function without him as the Facilities Manager. Along the way, sparks, laughter, jealousies, love and rejection fly high as the plots in Hand in Hand unfold.

118. The objective of the Soap Opera is to dispel the entrenched stigma associated with TVET. It uses entertainment to highlight the daily challenges encountered by Ugandan youth when they enroll for Technical, Vocational Education and Training programmes [*which is usually as a last resort because they are perceived inferior and leading to 'dirty blue collar jobs*].

119. This Soap Opera sensitizes and educates the public by demonstrating that elsewhere in the world, TVET is perceived positively. It also highlights experiences in other parts of the world where TVET graduates are not only at par with their counterparts (*the white collar workers*) but that they can also make a good living from their trades and still enjoy social prestige like any other profession. What is innovative about this Soap Opera is that it was produced through a collaborative effort between government, the private sector and a donor agency (GTZ). It portrays most despised professions as any other appropriate occupation that contribute to both national and personal development and therefore, not as 'dirty' as it is socially perceived. Consequently, and in line with the main plot, the Soap Opera scenes include a saloon, restaurant, carpentry workshop, a veranda and electrical repairs shop (*i.e. some of the most despised occupations*). The cast is also mostly drawn from familiar television personalities thus endearing it to the target audience right from the start.

120. Aside from the main theme, the Opera also conveys serious messages on other cross-cutting issues (*i.e. HIV/AIDS; safety precautions at work; energy and environmental conservation; gender, hygiene; and rapid technological advances*). These are interwoven into the main plot without losing neither the main

theme nor the intended message. Similarly, the Soap Opera builds capacity in areas of management, marketing as well as handling safety and health issues in the place of work by providing basic knowledge and tips on how to establish a business as well as overcome the red-tape involved. The Soap Opera has been popularized through commercials that profile various BTVET occupations ranging from metal work to hair and beauty care. These have been developed to accompany different episodes. Already the Soap Opera has been screened widely in national television networks and has been well received. Although it's too early to gauge its overall impact. Early indications are that it's already contributing to increased demand and enrolment (*particularly of girls and school dropouts*) in skills training programmes countrywide.

## 6.4 Constraints

121. Perhaps the greatest hindrance to improved social demand for BTVET is the Ugandan society bias towards physical or manual work. For instance, agriculture (*which provides the largest share of employment in the country*) is looked down upon. This is what continues to fuel stigma against BTVET. Furthermore, Uganda's general education system continues to be overtly theoretical and academic. Under these circumstances, the overall goal of education appears to be to promote students from one level to another until they graduate for the sake of it. The structure of the education system itself has not significantly changed from what it used to be during the pre-colonial era and therefore, continues to churn out graduates oriented to white collar jobs only (*which have over the years become extremely scarce*). This has created a phenomenon of youth unemployment in a country where the potential for both agricultural and service sectors remain largely untapped.

122. Despite the creation of a coherent policy framework (*with policy thrusts that emphasize increased vocationalization of education and training in order to close the wide gap between general education and the world of work*), its operationalization remains limited due to budgetary constraints. Also, enforcement of common practices and standards among diverse providers of BTVET (*particularly the informal providers*) is frustrating efforts geared towards a dynamic and coherent regulatory system in the country. Presently for instance, the actual number of private providers is not known and very difficult to map out because they operate virtually in all places, including households.

123. Lastly, notwithstanding the development of employment oriented curricular, their generalization across the BTVET system is slow due to budgetary limitations. This means that the large number of institutions continue to produce graduates trained on theoretical curricular and therefore, lacking the requisite skills, the right work ethics and attitudes. This renders them ill-equipped for the dynamic world of work, and feeds into the still persistent negative perception of BTVET as a poor cousin of secondary education.

## 6.5 Challenges

124. The main challenges to increasing social demand remains the high cost of BTVET training as compared to that of general secondary education. This is despite the fact that the high cost is justified on the ground that BTVET training requires special skills, tools, machines, and agricultural land. The situation is exacerbated by the fact that most of the BTVET institutions are located in the urban areas and are predominantly boarding. The boarding element actually accounts for almost half of the unit cost of BTVET. In addition, the budgetary limitations are not only putting on-hold some of the most innovative reforms (*like delivery of modular curricular, etc*) it also undermines the gains already made in this area.

125. Also the continued low representation of females is another challenge to BTVET in Uganda. Although solving gender problems is high on the policy agenda, its realization is fraught with social and budgetary constraints.

126. Lastly, poor articulation between BTVET and other levels of education constitute a larger problem underpinning persistent negative perceptions of BTVET in the country. Introducing a more flexible system with horizontal and vertical linkages with other levels of education would go a long way in improving social perceptions about BTVET as a desirable and viable option for post primary education and training.

## 6.6 Conclusion

127. The fact that Uganda is one of the few countries that has not only recognized social stigma and bias as a potential threat to the future of BTJET in the country, but is also actively tackling the challenge is laudable. However, a combination of society-wide and systematic bottlenecks (*i.e. budgetary resource constraints, rigid structure of BTJET, negative attitude towards physical work, an education system still oriented towards white collar jobs, etc*) remain formidable and threatens to undermine the gains so far registered.

## 7. PUBLIC PRIVATE PARTNERSHIP IN BTJET

### 7.1 Introduction

128. The private sector (i.e. mainly Christian missionaries, NGOs e.t.c) is credited for both pioneering formal education in Uganda in the 19<sup>th</sup> century, and sustaining it during the two decades of political instability and civil strife. Despite this contribution however, it took nearly three decades for the post-colonial governments not only to formally acknowledge the role of the private sector but also to recognize it as an equal partner in the development of education in the country.

129. This section summarizes the efforts undertaken to harness the potential of public private partnership for the development of BTJET.

### 7.2 Context of the reforms

130. A combination of historical neglect, negative campaign by the World Bank, destruction of infrastructure and equipment due to war, and institutionalized bias created retrogression in the BTJET sub-sector. By the early 90s, BTJET needed reconstituting altogether. However as a result of the economic collapse, the country was unable to cover most of the post-conflict rehabilitation and reconstruction costs. As a response to declining resources amidst a multiplicity of unmet needs, a liberal economic policy, based on private-sector-led growth was adopted and integrated to the PEAP as a sub-component within one of its five pillars. The PEAP also prioritized enhancement of the country's competitiveness as a strategy to ensure sustainable economic growth and poverty eradication.

131. While authorizing the complete overhaul of BTJET to ensure its revival, the Government White Paper on education also sanctioned the "forging of strong ties with the private sector" to ensure quality and equitable BTJET. This position has been operationalized by subsequent education sector strategic plans since 1998 as key policy thrusts of the sub-sector. Public-private partnership was also emphasized as a strategy for enhancing the quality of BTJET through increased participation and ownership of BTJET programmes.

### 7.3 Objectives of the public-private partnerships

132. The overall goal of public private partnership is to enhance collaboration in order to create an enhancing environment for the delivery of relevant and flexible BTJET that contributes to the country's economic growth and development. The specific objectives are summarized in Box 7.1.

*Box 7.1: Objectives of public private partnership in BTJET*

- (a) Expand equitable access to BTJET;
- (b) Enhance quality and efficiency of service delivery through principled competition;
- (c) Enhance flexibility and diversity of BTJET;
- (d) Promote the principle of comparative advantage; and
- (e) Re-define the roles and responsibilities of public and private sectors in delivery of BTJET.

### 7.4 Framework for Public-private partnership in BTJET

133. Over the last ten years, public private partnership has been fully integrated into the education policy framework and processes of the education sector. It is operationalized through a combination of sector management tools (i.e. PEAP, Education Strategic Plans, and MTBF), and structures (i.e. annual education reviews and Working Groups).

### **7.4.1 The PEAP**

134. This is Uganda's overarching framework for planning as well as the Comprehensive Development Framework. It integrates each of the detailed sector plans within one of its five pillars. It also prioritizes public private partnership as a strategy for enhancing the country's competitiveness. The Education sector together with other social sectors (i.e. health, water e.t.c) constitute pillar five on human development.

### **7.4.2 The education sector strategic plans**

135. Education Sector Strategic Plans integrate sub-sector priorities (BTVET inclusive) into the implementation framework over the short, medium and long-term. Strategic plans provide the framework for the delivery of education services within a common vision and broad policy objectives as contained in the PEAP. Since 1996, the education strategic plans have been formulated with the participation of the private sector;

### **7.4.3 The Medium Term Budget Framework (MTBF)**

136. This is a three-year policy budget framework that provides a mechanism for allocation of resources through trade-offs among various sub-sectors based on their priorities and past performance. It guides allocation of available resources based on clear goals and priorities. The private sector annually participates in the MTBF process and therefore, influences decisions on the allocation of public resources.

### **7.4.4 The Annual Education Sector Reviews**

137. These are jointly organized sector appraisal exercises by government together with donor agencies, civil society and the private sector. There is one planning budget workshop every month of March and a full sector review every October. The budget workshop makes formal trade-offs in the allocation of budgetary resources for the following Financial Year (FY). The October reviews are more comprehensive and focus on assessing sector performance using jointly agreed performance indicators. BTVET is one of the sub-sectors whose performance is now reviewed annually. The private sector is one of the key stakeholders at these reviews.

### **7.4.5 The SWAp structures- the Working Groups**

138. The adoption of SWAp to operationalize the PEAP in the education sector necessitated creation of technical working groups responsible for planning, monitoring performance and reporting. Three working groups relevant BTVET include the Monitoring & Evaluation working group, the BTVET working group, as well as the Education Sector Consultative Committees (ESCC).

139. The Monitoring and Evaluation Working Group is a cross-cutting group that draws its membership from departments of the Ministry of Education and Sports, funding agencies, civil society, and the private sector. It reviews all plans and outputs before they are submitted to Top Management for approval. The BTVET working group is a departmental working group which attracts membership from only BTVET related institutions (both public & private). Its role is planning and support supervision. There is also the ESCC which renders advisory services to Top Management of the MoES. This group draws its members among others from the private sector. These groups meet monthly. The above tools and structures have contributed to the strengthening of public private partnership in the provision of BTVET in Uganda.

140. Taken together, the SWAp Working Groups provide a mechanism for private sector participation, collaboration, and joint action in the areas of policy development, planning, implementation, and management of BTVET activities.

## **7.5 Constraints**

141. Many decades of apparent neglect of public private partnership as a strategy for the development of BTJET will continue to haunt the partnership for a very long time as there is a lot to be done and very many expectations to be met and yet the resources are inadequate. The inadequate budgetary resources therefore, remain a major constraint.

142. In addition, the relevance of BTJET and its inadequate integration (i.e. between public and private providers), as well as its state of poor orientation to national development needs, constitute another major set of constraints.

## **7.6 Challenges**

143. The main challenge pertains to the scope of BTJET which is not only diverse but amorphous with no defined structures. The informal segment of BTJET private providers is difficult to engage with because of it is spread across the country. Therefore agreeing on binding standards or code of conduct is an uphill task.

144. Whereas as the public BTJET is more organized, the private component particularly the informal one is not. This makes constructive engagement among the two partners difficult. The high cost of BTJET is another challenge that threatens public private partnership. Most of the small providers of BTJET who cannot afford workshops, tools and machinery opt for public support are likely to bring nothing to the partnership.

## **7.7 Conclusion**

145. The public private partnership is a key element for the sustainability of BTJET in Uganda. The liberal macro-economic policies pursued by government over the past decade have been a blessing in disguise for the enhancement of partnerships in the delivery of quality BTJET in Uganda. However, because the partnership is still evolving and is faced by a number of challenges, its full extent of its impact on the development of BTJET in the country has not been systematically assessed.

## 8. OUTCOMES OF THE BTJET REFORMS IN UGANDA

### 8.1 Introduction

146. Despite the reforms, BTJET in Uganda continues to be haunted by problems associated with over a century of apparent neglect which created decay and retrogression in the sub-sector. Notwithstanding this, sustained implementation of comprehensive reforms in the past decade has yielded dramatic quality changes. The most outstanding are summarized in *box 8.1*. This section summarizes the impact of BTJET reforms.

#### Box 8.1: Main outcomes of the BTJET reform in Uganda

- Revival of BTJET system and its re-organisation into a vibrant sub-sector in the country;
- Establishment of a fully-fledged BTJET department within MoES;
- RE-alignment of institutional mandates for BTJET;
- Strengthening of strategic function of planning; policy analysis and development; data collection and management; institutional management and accountability;
- Enhancing partnerships with the private sector; and,
- Addressing the issue of social stigma towards BTJET.

### 8.2 Impact of the reforms

147. The main impact of the BTJET reforms is that this sub-sector has virtually come from obscurity to the forefront of national development. It has an even brighter future as poverty eradication efforts in the country intensify. Evidently, quality changes have occurred in areas of Policy, planning, financing, organisation and management, regulation, delivery and social perceptions about BTJET. These changes are visible across the country and this observation is supported by findings of independent studies.

#### 8.2.1 Creation of a Coherent Policy Framework for BTJET

148. Prior to the reform, there was no BTJET policy of sorts because BTJET was virtually “dead”. What existed of BTJET was an insignificant unit sandwiched within the secondary education department. The reform has revived BTJET by creating a coherent policy framework which includes BTJET as both a major policy thrust as well as an integral part of the country’s post primary education and training policy. The sector policy is integrated to the PEAP. Other support policies have been also formulated to facilitate implementation of BTJET activities.

#### 8.2.2 Strengthening of Planning and Financing mechanisms

149. SWAp provides a framework for planning and financing of BTJET in a sustainable manner. By integrating BTJET to both the Sector Strategic Plan and the Medium Term Budget framework, makes it a key component of education. BTJET is now guaranteed public funding and it no longer suffers budgetary neglect as it used to before the reform.

#### 8.2.3 Establishment of strong Organization, management and coordination structures

150. BTJET has been elevated from an obscure unit to a full-fledged department. In addition, the recognition of the private providers has also reconstituted the BTJET sub-sector with clear structures of power and authority. Coordination within public and between public and private BTJET has also been streamlined through restructuring and creation of coordination mechanisms like UGAPRIVI, and the SWAp. Consequently, this has minimized duplication of effort and role conflict that used to characterize BTJET operations in the country.

151. Furthermore, the adoption of the SWAp has enhanced collaboration and regular consultation between stakeholders of BTJET including donor agencies. It has also strengthened policy formulation and analysis which now is institutionalized as a management practice. BTJET is now being managed pro-



actively than before. The re-definition of the scope of BVET has also strengthened its coordination with the private sector.

#### **8.2.4 Enhancement of Quality Assurance and Regulation Mechanisms**

152. This has been strengthened through consolidation of institutional mandates, transfer of the Directorate of Industrial Training to MoES and the creation of Uganda Vocational Qualifications Framework (UVQF). Ten regional centers for credible formal assessment and certification of BVET graduates (both public & private) have also been established. This has strengthened curriculum development, assessment and certification systems in the country.

#### **8.2.5 Reforming the BVET Delivery System**

153. The flexibility and relevance of the BVET to world of work has been enhanced through;

(a) *Comprehensive review and alignment of various curricular*; this is meant to increase their relevance to national development needs; make them competence-based and modular; as well as enhance occupational profiling assessment and certification.

(b) *Introduction of new and cost-effective learning approaches*; A Local Skills Development (LSD) initiative intended to provide people with no education and who have had no access to skills training to enable them become self-employed in the informal sector has been introduced. These reforms are intended to promote the linkage between the academia and the world of work.

#### **8.2.6 Overcoming Stigma on BVET through Social Marketing**

154. Although the actual impact of multi media campaigns has not been objectively verified, early indicators are that these campaigns appear to be yielding positive results evidenced by steady improvements in the BVET enrolments of both sexes in the last decade. The use of Television Soap Opera is a new and promising innovation representing the education sector's willingness and commitment to completely counter social stigma in BVET.

#### **8.2.7 Strengthening collaboration in BVET Service Delivery**

155. The BVET reform right from its inception has emphasized collaboration with other stakeholders in the development of the sub-sector. The adoption of the SWAp, (with its in-built mechanisms for engaging stakeholders has facilitated and strengthened public private partnership in the areas of policy formulation, planning, management, budgeting, monitoring and evaluation thereby enhancing transparency and accountability in the sub-sector.

### **8.3 Impact on Access and Equity**

156. In the past decade, the initiatives in the BVET sub-sector have had a positive combined effect on access and equity. This is demonstrated among others by;

- (i) Increase in number and total enrolment in the BVET institutions (See Table 2.1 & figures 2.1 & 2.2;
- (ii) Diversification of BVET programs that has increased the menu options of courses on offer; (See Table 4.1);
- (iii) Introduction of flexibility to BVET delivery, assessment, and certification. This allows hitherto excluded groups to access BVET skills; and,
- (iv) Formal recognition of private sector providers as part and parcel of the BVET delivery system.

## **8.4 Sustainability of the reforms**

157. From inception, the reform programme has been implemented within the mainstream of the education sector. This means that it was mainly financed by resources available within the sector budget. Consequently, all activities related to policy development; financing; planning; management; budgeting and accountability are integrated within the BTVET department of MoES.

158. The mainstreaming of the reform into MoES structures implies that the reform is highly sustainable. The main threat however, relates to the overall budgetary constraints experienced by the country as a whole and which might from time to time force the country to put on-hold some of the urgent reform activities until funding is secured.

159. As the government capacity to meet re-current costs grows, more resources shall be expected for BTVET. Also once the exploitation of untapped potential like oil and tourism is realized, more resources shall be forthcoming to further the reform programme.

## 9. LESSONS LEARNT, CONCLUSIONS, & IMPLICATIONS FOR POLICY

### 9.1 Lessons learnt

160. Prior to the reform, BTVET in Uganda was virtually non-existent. However in a span of ten years, the country has not only succeeded in reviving this important sub-sector of education but has also put it on course of unparalleled development. The explanation for this appears to lie within the interplay of national factors that created an enabling environment. Uganda's experience on BTVET reform is therefore unique and offers a number of broad lessons that could be of relevance and applicability to sub-saharan African countries with similar circumstances.

#### 9.1.1 Pre-conditions for successful reforms

161. These appear to include;

(a) ***Political leadership with a clear vision and commitment to social transformation.*** The assumption of the NRM government to power with its agenda for social reform and transformation was critical to the success of BTVET reforms. This was backed by political commitment right up-to the level of the Head of State. This appears to have been critical in getting the reform process underway.

(b) ***Existence of institutional framework for macro-economic policy development planning, management, and management.*** Before assuming power, the NRM government had crafted a comprehensive socio-economic and political agenda for reform. This became both a rallying point and platform for social mobilization and sensitization. It also facilitated the creation of structures to facilitate consultations at various levels. It helped a large proportion of the population to mobilize and support the reform right from its inception. This ensured both success and sustainability of the reform. Furthermore, the adoption of the PEAP both as a goal and an objective of national development proved decisive in propelling the reform process to greater heights.

(c) Added to this, the country has over the years created a credible and sufficient capacity for planning, policy analysis, implementation and management at all levels. This facilitated diagnosis and formulation of relevant remedial actions and was critical in ensuring the consistency of policies being pursued.

#### 9.1.2 Forging strategic alliances

162. The adoption of a liberal macro-economic policy framework necessitated creation of structures and institutions for engagement with hitherto excluded constituencies, particularly the private sector. Closer collaboration with the private sector brought in the badly needed resources (*i.e. expertise, material and budgetary resources*) required to sustain the reform.

#### 9.1.3 Commitment to a consistent macro-economic policy framework;

163. For over two decades, Uganda has pursued a consistent macro-economic policy framework underpinned by poverty eradication and private-sector-led growth and development strategies. This offered stability and ensured that all sectors are broad policy thrusts. In addition, policies like decentralization facilitated social empowerment through social involvement in development activities at institutional level and therefore, provided prior mobilization and capacity building for the reform.

#### 9.1.4 National ownership

164. The BTVET reforms were planned and implemented by Ugandans themselves, led by local expertise at all levels. This has institutionalized capacity for education sector diagnosis, while at the same time raising the sense of national ownership. Collaboration with donor agencies is also based on PEAP and the Education Sector Strategic Plans (which constitute government own policy agenda). Allowing the private sector and civil society to participate in shaping the destiny of BTVET in the country has also enhanced national ownership.

### 9.1.5 Challenges

165. The main challenges remain budgetary constraints; high cost of BTJET; strong societal bias against manual work; persistent negative social perception towards BTJET and the inadequate orientation of the BTJET system to the world of work. These challenges are likely to remain on the BTJET reform agenda for a long time to come. However, early resolution of these challenges is desirable to sustain the gains of the reform.

### 9.1.6 Opportunities

166. Notwithstanding the challenges, BTJET reform in Uganda is on track and successful. It is likely to gather even greater pace due to a number of opportunities and potentialities that exist in the country. Uganda has a long history of political commitment to comprehensive reforms; Poverty Eradication programmes are deepening and their successful implementation is contingent on BTJET; public private partnership has been institutionalized at all levels. In addition, the long running war in Northern Uganda is finally at its end; enhancing the country's competitiveness is being prioritized; a coherent policy framework anchored on the PEAP has been created; and Donor Aid coordination to the education sector has been strengthened. Furthermore rich oil deposits were recently discovered around Lake Albert basin. These together with the advantages brought by globalization and international commitment to education and poverty eradication in Africa provide a lot of optimism for further reform of the BTJET sub-sector.

## 9.2 Conclusion

### (a) **Coherent system of BTJET governance has been formulated**

167. This system is comprised of various policy frameworks, structures, and tools. Policies that include the Government White Paper on Education, PEAP, Post-primary education and training policy and the BTJET policy itself have been interwoven and integrated to form a coherent policy framework for BTJET. Furthermore, the creation of a BTJET department and UVQF; restructuring and consolidation of institutional mandates and strengthening of public private coordination mechanisms through the establishment of UGAPRIVI have enhanced effectiveness and efficiency in the overall management of the delivery of BTJET. Also, the adoption of the SWAP has provided new structures and tools for better management and coordination of BTJET. These include the SWAP working groups, the Annual Sector Reviews as well as planning and budgeting procedures and processes.

### (b) ***A firm framework for public private partnership has been established***

168. The adoption of the SWAP in the education sector is a boom to improved collaboration in the delivery of BTJET. For the first time in the history of education, the private sector actively participates in policy formulation, planning, management and evaluation processes. The SWAP structures (particularly working groups) and processes (annual sector reviews and budgeting workshops) have facilitated participation by the private sector and thereby enhanced transparency and accountability in the sub-sector.

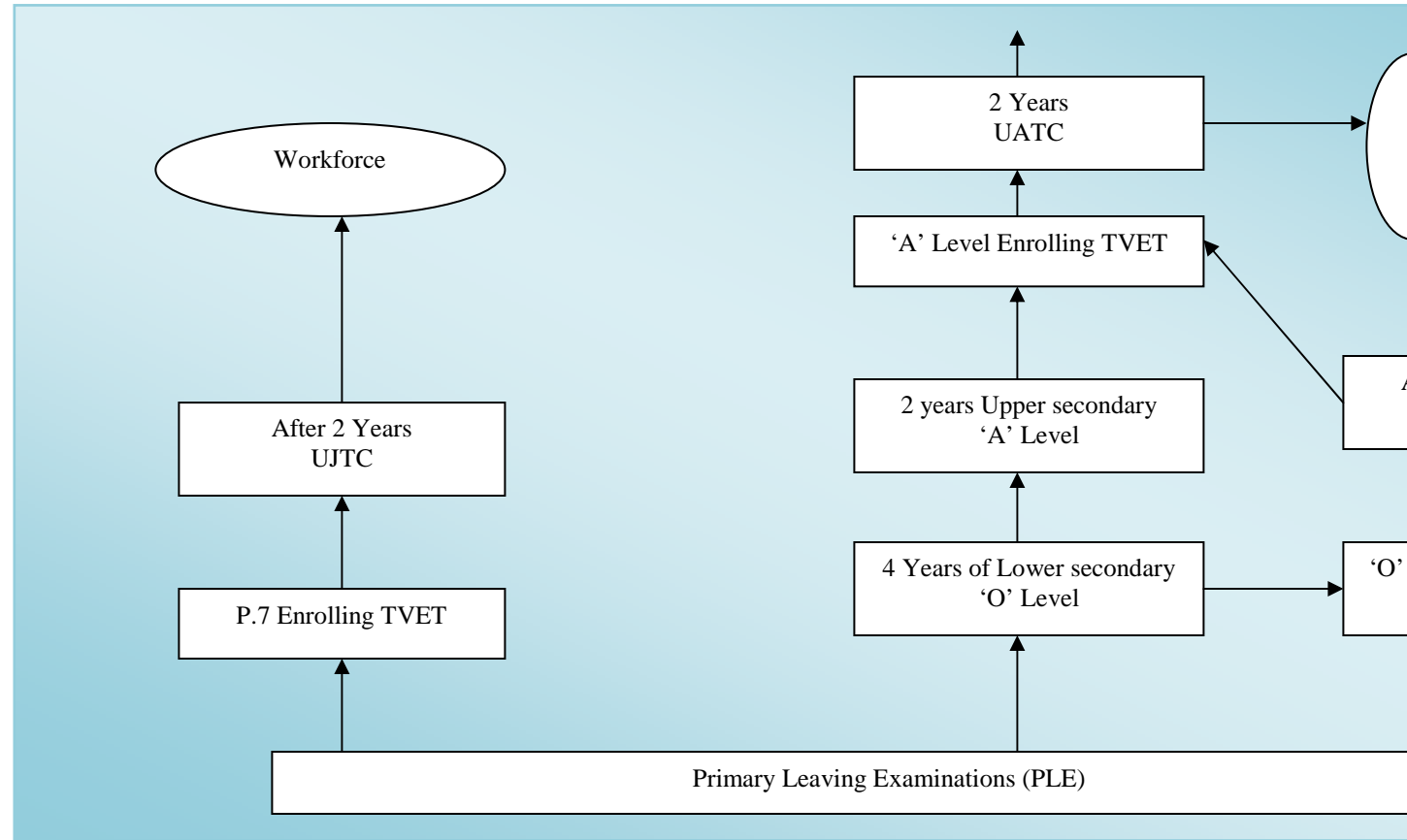
### (c) ***Multimedia campaigns development - a window of hope for fighting stigma and bias***

169. New and innovative efforts to overcome stigma and negative social perceptions towards BTJET have been of use to stem declining social demand thereby providing the country with new viable option for stimulating social demand for BTJET.

## 9.3 Implications for policy

170. The sustainability of BTJET in the next decade will greatly depend on addressing structural, systematic and social challenges that currently confront the sub-sector. Addressing these challenges will require a multi-sectoral approach; undertaking targeted capacity building programmes; expanding and re-defining public private participation in the delivery of BTJET further; and above all radically re-thinking how to reduce the high cost of BTJET.

Figure3.1: The Structure of the BTVET System in Uganda



Source: MoES (EPD)

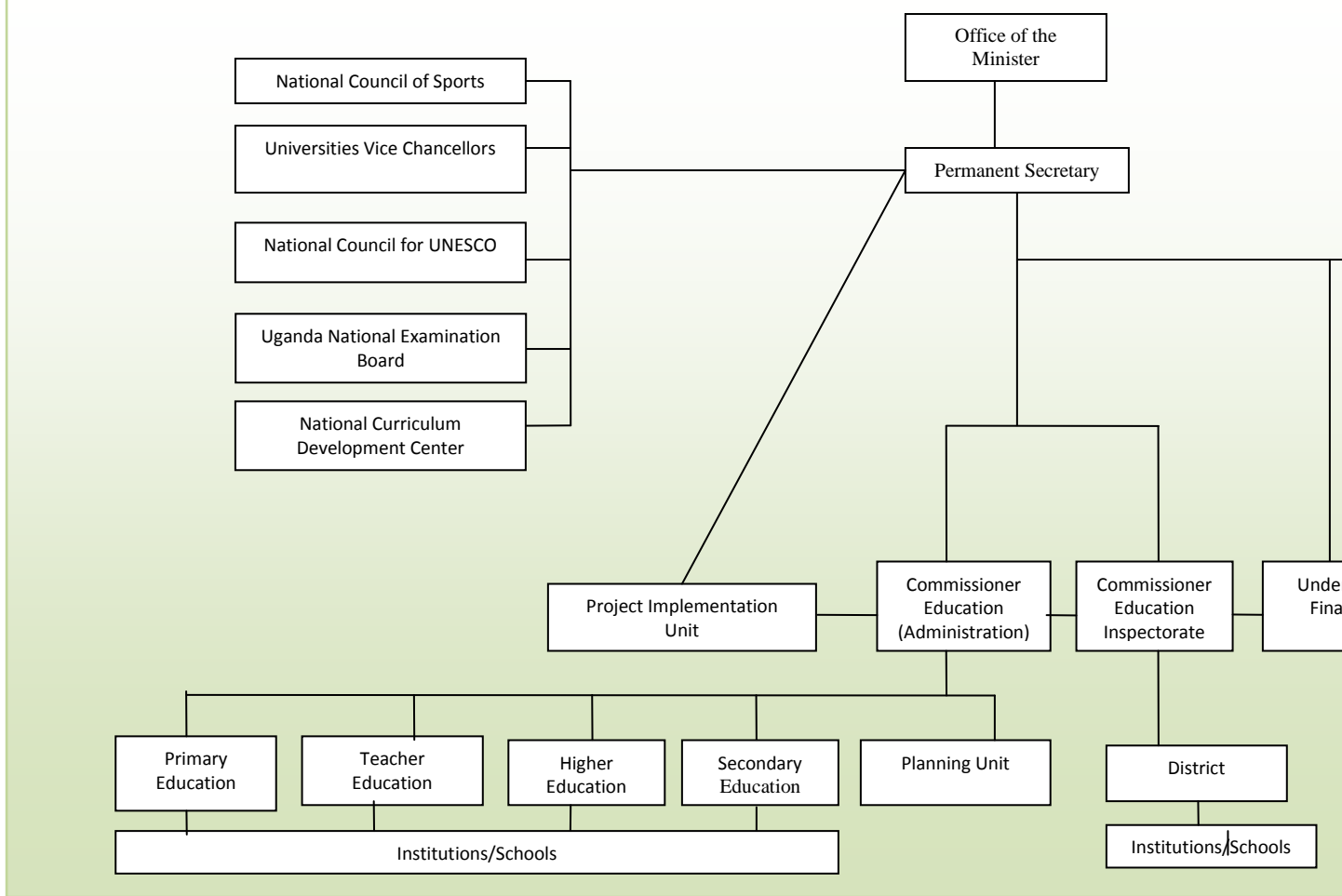
**Table4.1: BVET categories, main characteristics, courses offered, & target groups**

Category of institutions	Sub Types	Main characteristics	Courses offered	Target Group
1. Public formal training institutions	• Vocational training schools or centers	<ul style="list-style-type: none"> <li>Located mainly in urban areas</li> <li>Offer evening classes which are privately paid for</li> </ul>	<ul style="list-style-type: none"> <li>Electrical Installation and Fitting</li> <li>Carpentry and Joinery</li> <li>Motor-Vehicle mechanics</li> <li>Brick/ Block laying or Building and Concrete Practice</li> <li>Tailoring and Garment Cutting</li> <li>Welding and Metal Fabrication</li> <li>Plumbing</li> </ul>	<ul style="list-style-type: none"> <li>P.7 completers who wish to obtain formal training</li> </ul>
	• Technical schools	<ul style="list-style-type: none"> <li>Full Boarding</li> <li>Run courses of three years duration</li> </ul>	<ul style="list-style-type: none"> <li>Carpentry and Joinery</li> <li>Block laying and concrete Practice</li> <li>Tailoring and Cutting Garment</li> <li>Motor Vehicle Mechanics</li> </ul>	<ul style="list-style-type: none"> <li>P.7 completers who wish to obtain formal training</li> </ul>
	• Farm schools	<ul style="list-style-type: none"> <li>Full Boarding</li> <li>Run courses of three years duration</li> </ul>	<ul style="list-style-type: none"> <li>Carpentry and Joinery</li> <li>Block laying and Concrete Practice</li> <li>Tailoring and Cutting Garment</li> <li>Motor Vehicle Mechanics</li> <li>Agriculture</li> </ul>	<ul style="list-style-type: none"> <li>P.7 completers who wish to obtain formal training</li> </ul>
	• Technical institutes	<ul style="list-style-type: none"> <li>Have a separate curricula, examination &amp; certification</li> <li>Offer two year and one year courses</li> </ul>	<ul style="list-style-type: none"> <li>Carpentry and Joinery</li> <li>Block laying and Concrete Practice</li> <li>Tailoring and Cutting Garment</li> <li>Motor Vehicle Mechanics</li> <li>Electrical Installation</li> <li>Agriculture</li> <li>Leather and Tanning</li> </ul>	<ul style="list-style-type: none"> <li>Post 'O' level completers</li> </ul>
	• Technical colleges	<ul style="list-style-type: none"> <li>Offer two year courses</li> </ul>	<ul style="list-style-type: none"> <li>Architect Diploma in Draftsmanship</li> <li>Ordinary Diploma In Civil and Building Engineering</li> <li>Ordinary Diploma in Electric Engineering</li> <li>Diploma in Industrial Ceramics</li> <li>Ordinary Diploma in Mechanics</li> <li>Ordinary Diploma in Refrigeration and Air Conditioning</li> <li>Ordinary Diploma in Water Engineering</li> </ul>	<ul style="list-style-type: none"> <li>'A' level completers</li> <li>Technical Institute Completer – Holder of a Technical Craft Certificate</li> </ul>
	• Community Polytechnics	<ul style="list-style-type: none"> <li>Located mainly in rural areas</li> <li>Offer 3 year courses</li> </ul>	<ul style="list-style-type: none"> <li>Carpentry &amp; Joinery</li> <li>Motor vehicle mechanics</li> <li>Electrical installation</li> <li>Brick laying &amp; concrete</li> <li>Agriculture</li> <li>Tailoring and Cutting Garment</li> </ul>	<ul style="list-style-type: none"> <li>P.7 completers who wish to obtain formal training</li> </ul>
	• Community Polytechnics Instructors' College	<ul style="list-style-type: none"> <li>2 Year s (Diploma Course)</li> <li>1 Year (Certificate Course)</li> </ul>	<ul style="list-style-type: none"> <li>Diploma in Technical Teacher Education</li> <li>Certificate in Technical Teacher Education</li> </ul>	<ul style="list-style-type: none"> <li>Technical Vocational Qualification</li> </ul>
	• Uganda Colleges of Commerce	<ul style="list-style-type: none"> <li>2 Year s (Diploma Course and 1 year (certificate)</li> </ul>	<ul style="list-style-type: none"> <li>Diploma in Business Studies</li> <li>Diploma in Secretarial Studies</li> <li>Diploma in Hotel and Institutional Catering</li> <li>Diploma in Business Administration</li> <li>Diploma in Human Resource Management</li> <li>Diploma in Local Government Finance Management</li> <li>Diploma in Accountancy</li> <li>Diploma in Project Planning and Management</li> <li>Diploma in Stores Management</li> <li>(Other related certificate courses)</li> </ul>	<ul style="list-style-type: none"> <li>'A' level completers</li> </ul>
	• Meteorological Institute	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Diploma in Meterology</li> <li>Certificate in Meteorology</li> <li>Certificate in Agro – Meteorology</li> <li>Certificate in Instruments and Weather Observation.</li> </ul>	<ul style="list-style-type: none"> <li>'A' level completers</li> </ul>
• Survey and physical planning	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Certificate in Surveying,</li> <li>Certificate in Physical Planning</li> </ul>	<ul style="list-style-type: none"> <li>'O' level completers</li> </ul>	

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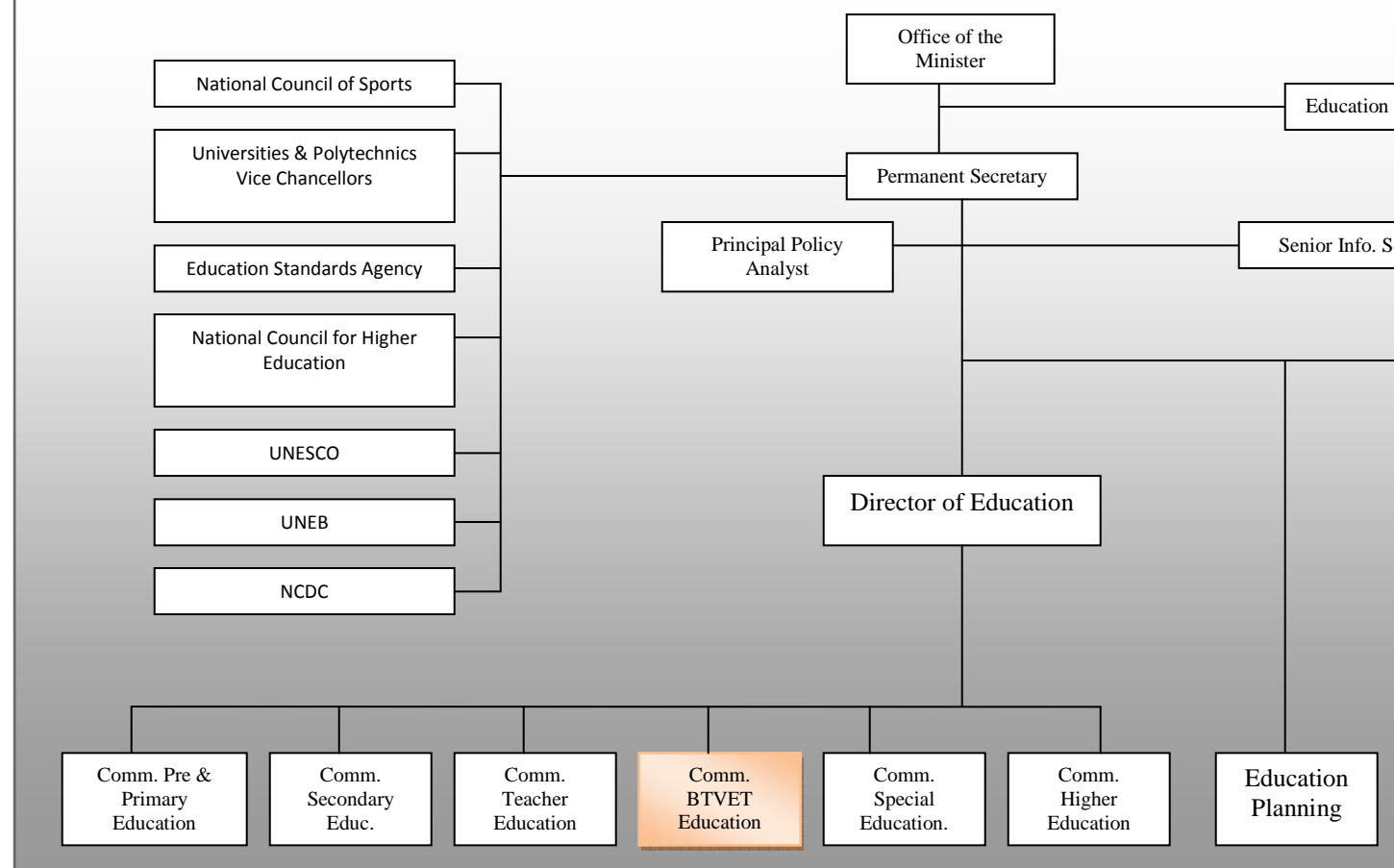
Category of institutions	Sub Types	Main characteristics	Courses offered	Target Group
	<ul style="list-style-type: none"> <li>Para Medical or Health Training Institutions</li> </ul>	<ul style="list-style-type: none"> <li>3-2-1 year courses</li> <li>Have a separate curricula, examination &amp; certification</li> </ul>	<ul style="list-style-type: none"> <li>Enrolled Comprehensive Nursing</li> <li>Registered Comprehensive Nursing</li> <li>Registered Nursing</li> <li>Registered Midwifery</li> <li>Nursing and Allied Professionals</li> <li>Anaesthesia</li> <li>Ear, Nose, and Throat Skills</li> <li>Mental Health</li> <li>Medical Lab. Technology</li> <li>Clinical Medicine</li> <li>Medical Entomology</li> <li>Environmental Health Assistants</li> <li>Community Health Nursing</li> <li>Occupational Therapy</li> <li>Ophthalmology</li> <li>Orthopaedic Appliances</li> <li>Pharmacy Technicians</li> <li>Physiotherapy</li> <li>Dental Techniques</li> <li>Radiography</li> <li>Hematology</li> <li>Parasitological</li> <li>Bio-Chemistry</li> <li>Micro-Biology</li> <li>Lab Techniques</li> <li>Pharmacy Technicians</li> </ul>	<ul style="list-style-type: none"> <li>“O” and ‘A’ level completers</li> </ul>
2. Private Formal Training Institutions	<ul style="list-style-type: none"> <li>Vocational schools</li> </ul>	<ul style="list-style-type: none"> <li>Offer Evening courses</li> <li>Located mainly in urban areas</li> <li>Are funded by NGOs</li> <li>High fees structure</li> </ul>	<p>Since these institutions follow the government curriculum, the courses offered are the same as those reflected above under raw one.</p>	<ul style="list-style-type: none"> <li>P.7 completers who wish to obtain formal training</li> </ul>
3. Private Training Providers	<ul style="list-style-type: none"> <li>Private Companies</li> <li>Corporate companies</li> <li>Business associations</li> <li>NGO’s</li> <li>Rural based providers</li> <li>Small &amp; Medium scale enterprises</li> <li>Professional Associations</li> <li>Business Associations</li> <li>Extension workers</li> <li>etc</li> </ul>	<ul style="list-style-type: none"> <li>Have a wide range of training modalities</li> <li>Short training of unskilled workers</li> <li>Short training in operating equipment and machinery</li> <li>BTV in some cases is provided as part &amp; parcel of social corporate responsibility or to promote social image</li> <li>Industrial attachment for students (this replaces formal apprenticeship)</li> <li>Demand for PPE in rural areas largely unmet</li> <li>Not registered training providers thus operate on a fee for service</li> <li>Operate as micro or small businesses in the informal sector</li> <li>Provide their own certification which is not formally recognized by MoES</li> <li>Large but total number unknown</li> </ul>	<ul style="list-style-type: none"> <li>Appear to concentrate on secretarial support services</li> </ul>	<ul style="list-style-type: none"> <li>Target adults with, no education or primary education drop-outs</li> </ul>

Source: MoES 2007



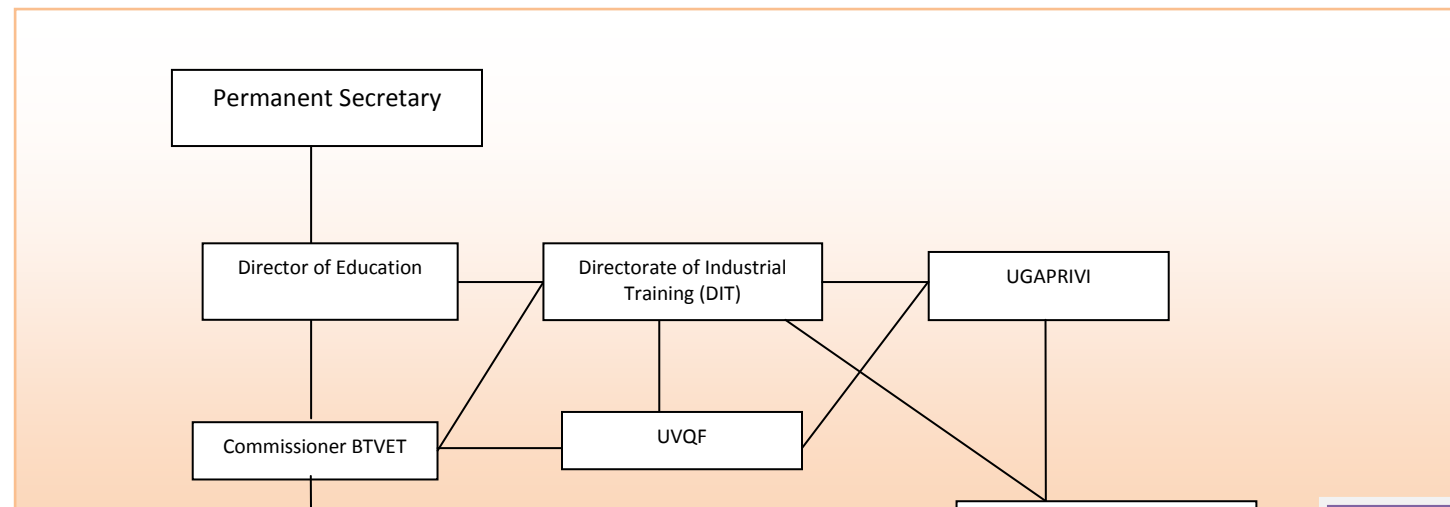
Source: EPD (MoES)



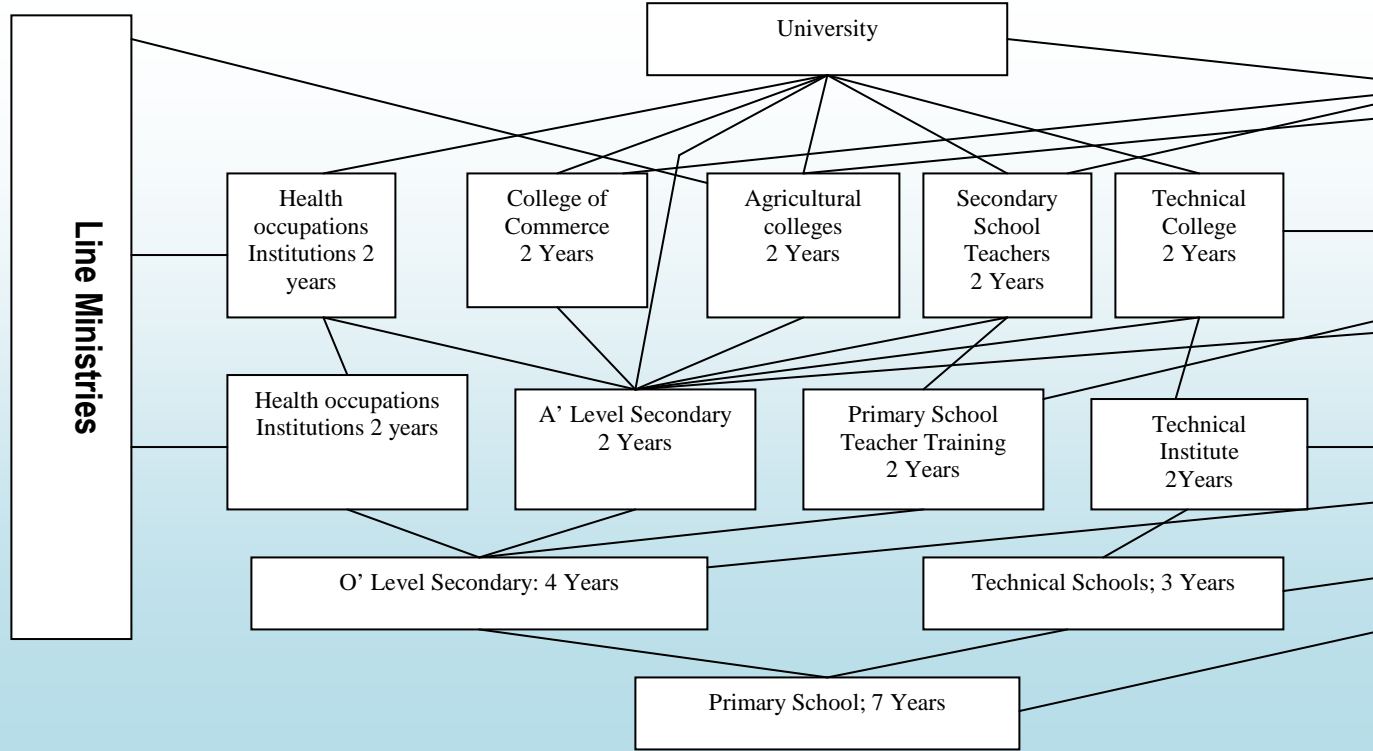


Source: EPD (MoES)

Figure 4.1: The macro organizational structure of BTVET sub-sector







Source: JE (MoES)

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