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Challenges and Approaches to Expanding Learning Opportunities in Africa**

Parallel Session 5C

Non-Formal Education

**Mapping Non-formal Education
at Post-primary Educational Level in Uganda**

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**Working Document
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List of acronyms abbreviations

ABEK - Alternative Basic Education for Karamoja
ADEA - Association for the Development of Education in Africa
ALBEC - Adult Learners Basic Education Centre
BEUPA - Basic Education for Urban Poor Areas
BTVET - Business Technical Vocational Education and Training
C/SE - Commissioner Secondary Education
CCE - Centre for Continuing Education
CHANCE - Child-centered Alternative Non Formal Community Base Education
COPE - Complementary opportunities for Primary Education
CPs - Community Polytechnics
DCI - Development Corporation of Ireland
DEO - District Education Officer
DIT - Directorate of Industrial Training
DNFAL - Directorate of Non-formal Adult Learning
DVSQ - Directorate of Vocational Standards Qualification
ECLATU - Elimination of Child Labor in Tobacco growing Areas in Uganda
ELSE- Empowering Life-long Skills Education
EMIS - Education Management Information System
EPD - Education Planning Department
ESA - Education Standards Agency
ESIP - Education Strategic Investment Plan
FAL - Functional Adult Literacy
FE - Formal Education
FSERT - Foundation for Advancement of Small Enterprises and Rural Technology
GER - Gross Enrolment Rate
GTZ - German Technical Cooperation
GWPE - Government White Paper on Education
ICT - Information Communication Technology
IIEP - International Institute of Education and Planning
ITA - Industrial Training Act
ITC - Industrial Training Council
ITD - Industrial raining Decree
JICA - Japan International Cooperation Association
JTC - Junior Technical Certificate
LSD - Local Skills Development
MAECA - Makerere day and evening Adult Education Classes
MLGSD - Ministry of Labor, Gender and Social Development
MoES - Ministry of Education and Sports
MoTI - Ministry of Trade and Industry
NCDC - National Curriculum Development Centre
NFAL - Non-formal Adult Learning
NFE - National Formal Education
NFE - Non-formal Education
NGOs - Non governmental Organizations
NQF - National Qualifications Framework
PBL - Post-basic Level
PBNFE - Post-basic non-formal Education
PEAP - Poverty Eradication Action Plan
PEVOT - Promotion of Employment - Oriented Vocational Training
PLE - Primary Leaving Examination
PNAL - Policy on non-formal and adult learning

PP - Post-Primary
PPE - Post-Primary Education
PPNFE – Post-Primary Non formal education
PPET - Post-Primary Education and Training
PSC - Public Service Commission
SCF - Save the Children
SCF/US - Save the Children/USA
TNA - Training Needs Assessment
UACE - Uganda Advanced Certificate of Education
UBOS - Uganda Bureau of Statistics
UCE - Uganda Certificate of Education
UGAPRIVI - Uganda Association of Private Vocational Institutions
UICT - Uganda Institute of Communication Technology
UIL - UNESCO Institute for Lifelong Learning
UNEB - Uganda National Examinations Board
UNESCO - United Nations Scientific Cultural Organization
UNICEF - United Nations International Children’s Educational Fund
UPE - Universal Primary Education
UPPET - Universal Post-Primary Education and Training
UQF - Uganda Qualifications Framework
USE - Universal Secondary Education
UVQF - Uganda Vocational Qualifications Framework
VTI - Vocational Training Institute
WGNFE - Working Group on Non-formal education
YMCA - Young Men’s Christians Association
YWCA - Young Women Christians Association

1.0 ABSTRACT

1. This paper explores various cases of non-formal education at post-primary education level in Uganda with special focus on the analysis of the context of NFE provision and the curriculum. Other issues explored included educator training, materials development, teaching and learning methods, policy development and implementation, the relationship with formal education, linkages with work and employment and issues of sustainability and continuity.
2. The study findings suggest that Non-formal Education at post-primary education level is run on a rather *ad hoc* basis without clearly defined structures save for the recent initiatives in Community Polytechnics. Much as various policy documents and statements advocate for the integration of Non-Formal Education into the PPE level and the education system as a whole, the policy statements lack proper follow up and coherence. This is a contrast to government's commitment to international protocols and proclamations on EFA – a position that would have seen NFE clearly streamlined in the entire education system.
3. Despite the lack of a policy framework to direct Non-Formal Education at PPE level, a number of advancements in terms of policies have been made. These include the draft Education Bill for educationally disadvantaged children at primary level and the adoption of a modularized curriculum for Community Polytechnics. These advancements however have not come easy as government has over time backtracked on the issue of Non-Formal Education particularly at PPE level.
4. Notable challenges still facing Non-Formal Education in Uganda include lack of specialized training for trainers, limited funding for the education sector which renders NFE a none priority and lack of policy framework to regulate and inform NFE as an alternative route to PPE in the country among others.

2.0 Executive Summary

5. This paper explores various cases of non-formal education at post-primary education level in Uganda specifically analyzing the context of NFE provision and the curriculum. Other issues covered include educator training, materials development, teaching and learning methods, policy development and implementation, the relationship with formal education, linkages with work and employment and issues of sustainability and continuity.

6. This paper is based on a study that was largely a desk top review though efforts were made to enrich the data through key informant interviews with key players in the field. The paper traces the development of NFE at post-primary education level through several policy documents starting with the Government White Paper on Education (1992). Debates and efforts towards strengthening NFE particularly at post-primary level gained momentum with the introduction of Universal Primary Education in 1997, which resulted in an upsurge of enrolment in primary education from 2.5 million to approximately 7 million children. It was anticipated that this upsurge in primary school enrolment would later spillover to PPE, thus furthering debates on NFE at post primary level.

7. This paper examines three categories of Non-Formal Education at post primary level as outlined in the Poverty Eradication Action Plan (PEAP) 2004/5-2007/8. These include; NFE at secondary level, Business, Technical, Vocational education and Training (BTJET) and Firm-based training. In all three categories, NFE is run on a rather *ad hoc* basis without clearly defined structures save for recent initiatives in Community Polytechnics under BTJET.

8. Various policy documents and statements advocating for the place of NFE at PPE level and in the entire education system as a whole have been in place over time. These policy statements however lack proper follow up and coherence. The Government of Uganda is signatory to international protocols and proclamations on EFA and this has served as an impetus for its endeavors to introduce NFE in the more recent past. The draft Education Bill for educationally disadvantaged children addresses NFE but its focus is limited to primary education. The government has on several occasions backtracked on the issue of NFE or 'complementary education' as the Ministry of Education and Sports prefer to call it. As a result, individual agencies and NGOs have pioneered efforts that reach out to children who for various reasons do not access primary education.

9. The Ministry of Education and Sports while acknowledges the challenge of making post primary education accessible to all under FE arrangement. This is on top of UPE which consumes the largest portion of the education budget (65%) leaving only 20% for PPET (budget estimates, 2007/2008). The beneficiaries of NFE at PPE level in Uganda include the over age, the working class, foreigners and diplomats, repeaters and poor students who cannot afford full time study.

10. Public perceptions regarding NFE programs have been generally poor. Formal education has been the norm especially at PPE level because it is seen to offer richer curriculum coverage and therefore ensures higher chances of passing examinations. The country currently lacks a clear line of progression for learners in non – formal education and those in the informal sector. The mere enrolment into NFE programs at PPE is perceived to be a sign of resignation in terms of higher academic pursuit. Individual learners in NFE programs are usually stigmatized by negative public perception, which obviously contributes to their low academic and skill achievement.

11. There is however increasing acceptance of NFE even at PPE level in the country by both the students and the general public (Status report by MoES on implementation of CP; 2001). Learning structured on NFE basis is viewed as a quick avenue for self-employment and job creation arising from the flexible mode of delivery that allows study alongside work. NFE is also perceived to be relatively cheaper and therefore affordable to less privileged young people as learning tends to be based in the community with no associated

costs like school uniform and boarding fees. These advantages formed the basis for the recommendation of modularized-learning curriculum for Community Polytechnics.

12. A number of advancements can be registered with regard to NFE and these include;

- Growing goodwill from government and particularly Ministry of Education and Sports and Ministry of Labor Gender and Social Development which has resulted in a draft Bill on Basic Education for educationally disadvantaged children 2006.
- There is a slow but steady growth in public acceptance and support for NFE at PPE level.
- The current process of piloting the Uganda Vocational Qualifications Framework and the proposed implementation of Uganda Qualifications Framework are promising because these will help to ensure clear linkage between Formal Education and Non-formal Education.
- Strong support from development partners such as GTZ, JICA, USAID, DCI and UNICEF for NFE at all level of education in the country.
- Modularization and operationalization of Community Polytechnics curricula. Plans are underway in the Ministry of Education and Sports to extend the modular curriculum to other BT/VET Institutions.
- The draft policy on Non-Formal Adult Learning by the Ministry of Labor Gender and Social Development is envisaged to address issues of NFE for adults and young people.

13. A number of challenges exist with regard to streamlining NFE particularly at PPE level:

- i. Those involved in training at this level lack the skills to do so.
- ii. Limited funding at PPE level has rendered NFE a low priority.
- iii. The information on NFE programs at PPE level in Uganda is not well documented.
- iv. The Directorate of Industrial Training which has been the main support for trainees in vocational training under NFE at PPE level has a number of limitations that include its certificates not being recognized by Technical Institutions.
- v. The move to transfer non-formal education to the Ministry of Labor, Gender and Social Development for both young people and adults which is currently underway is likely to be a setback since the Ministry lacks supportive structures and expertise.
- vi. There is currently no clear relationship and mandates between bodies and structures that are otherwise meant to support NFE such as Directorate of Industrial Training and Uganda Vocational Qualifications Framework. There has been a slow process to transform the latter into the former leading to conflicting mandates and focus.
- vii. Sustainability of NFE at PPE level still hangs in balance in the absence of an enabling policy and legal framework.
- viii. NFE is currently dominated by private providers operating in a vacuum without a policy and legal framework regulating their practice. This raises questions regarding quality assurance and uniformity.

14. A number of implications can be drawn from the current state of NFE at PPE in Uganda. There is growing acknowledgment regarding the potential contribution that NFE can make towards making PPE more accessible to all. This suggests that NFE may in future be perceived by policy makers as a viable alternative to the secondary education. Uganda is committed to the EFA goals. These goals will not be attained unless adequate attention is given to NFE at all levels.

3.0 INTRODUCTION

15. This study was carried out on behalf of UNESCO Institute for Lifelong Learning (UIL) as a background paper for the ADEA Working Group on Non-Formal education (WGNFE) in preparation for the ADEA Biennial 2008. Its working title is "Mapping Non-Formal Education at Post Primary Education level in Uganda". The paper is an outcome of the study focusing on non-formal education at post-primary education level in Uganda. The study analyzed the:

- i. Context of NFE at Post-basic Education level in Uganda
- i. Cases of NFE provision at PPE level
- ii. NFE curriculum at PPE level in terms of content offered, variety and assessment.
- iii. Training of the educators offering NFE at PPE level, material development, teaching and learning methods
- iv. Scope of NFE at PPE level
- v. Supportive policies, policy statements, laws and regulations in place that give political support to NFE at the PPE level
- vi. Relationship of NFE at PPE level with mainstream education,
- vii. Linkages of NFE with work and employability and with other development sectors
- viii. Role of monitoring and evaluation
- ix. Level of sustainability, continuity and magnitude of the remaining challenges

16. The study was largely a desktop review. The researchers used the first week of the study to visit relevant institutions to collect relevant data. These institutions included; the Ministry of Education and Sports (MoES), Directorate of Industrial Training (DIT), Makerere University, Kyambogo University, Promotion of Employment-Oriented Vocational Training-German Technical Cooperation (PEVOT-GTZ), Uganda Association of Private Vocational Institutions (UGAPRIVI), Uganda National Examinations Board (UNEB), Foundation for Advancement of Small Enterprises and Rural Technology (FSERT) and selected Non-formal education (NFE) centres. In order to enrich the study, a purposive sampling was carried and key informants were identified and efforts were made to get first hand information.

4.0 BACKGROUND AND CONTEXT

4.1. The Global Context

17. Non-formal education has dominated international debates on education policy in the late twentieth century. It has come to be seen as related to the concepts of recurrent and lifelong learning. Whereas the latter concepts have to do with the extension of education and learning throughout life, non-formal education is about 'acknowledging the importance of education, learning and training which takes place outside recognized educational institutions. Non-formal education has come to be associated with four characteristics i.e. relevance to the needs of disadvantaged groups, Concern with specific categories of people, a focus on clearly defined purposes and flexibility in organization and methods (Fordham; 1993).

18. Non-formal education however continues to be marginalized in education policies with emphasis being placed on formal education. Torres emphasized this very issue:

“, the notion of education has remained strongly associated with formal education that is, with schooling and school education. Education reform generally refers to school reform and education policy refers to policy addressed to the school system. Education and learning that take place outside the school system – home, community, peers, church, workplace, media, libraries, education and cultural centers and activities, learning by doing, by observing, by reading, by reflecting, in real life situations, etc. – tend to remain intangible and invisible, and continue not to be contemplated in education diagnoses and prospects, policies and statistics” (Torres, 2001).

19. Ekundayo 2001 suggested two ways through which countries could approach FE and NFE for the development of education i.e. through; (i) *Integrating the Formal and Non-Formal* (ii) *Development of NFE in its Own Image*. He argued that by integrating the formal and non-formal education sub-sectors, the system would generate a consensus that is accommodative to a wide range of learners in different learning situations. He further argued that NFE should be recognized as an integral part of the education system with functional routes of access between the two. In the second approach i.e. *Development of NFE in its Own Image*;, he argued that countries could construct models and formulate methods for establishing the identity of NFE. Towards this end there was an urgent need to determine the purposes of NFE in the light of the special needs of its clientele; how the processes of addressing the needs should be monitored; and how these should be assessed (Ekundayo; 2001).

4.2. Specific Terminologies used in the study

20. The following concepts have been operationalized for this study as follows;

- *Basic Education* - ‘The number of years of school education required by all children of school-going age. The latter is commonly set at 4 years, 6/7 years or 8/9 years – showing emphasis on years of schooling’ (Hoppers, 2007). ‘the minimum package of learning which should be made available to every individual to enable him/her to live as a good and useful citizen in society.....through formal primary education as well as the non-formal education system’(GWPE, 1992). In Uganda, with the inception of UPE, the term has come to be used synonymously with seven years of primary school education. It is the form of education required by all individuals (young and adults) to read and write meaningfully in a mother language.
- *Primary Education (PE)* - The second level of education in Uganda’s education system comprising of seven years of schooling of 6-12 years (Education Bill, 2006 and PEAP 2002)
- *Post-Primary Education (PPE)* - The third level of education in Uganda’s education system in the range of 13-18 years of age. It has been expanded to read PPET. It is composed of;
 - i. Secondary education; which is four years of ordinary secondary and two years of advanced secondary education
 - ii. Vocational education, which is three years in a vocational Institution and two years in a Technical Institute

- iii. Other educational institutions not provided for in (i) and (ii) above, whose years of schooling are not defined.
- *Non-formal Education (NFE)* - Systematic and organized educational activities that occur outside the formal school system.
 - *Post-Basic non-formal education (PBNFE)*- The reduction of *education* to *school education* is so strong that even the official world commitment to an “*expanded vision of basic education*” agreed upon at the World Conference on Education for All in Jomtien, in 1990, was generally understood and translated as *primary education*” (Torres, 2001). For purposes of this study, PBNFE has been used to refer to all forms of NFE beyond primary education hereby referred to as basic education. These are learners aged 13-18 years engaged in out-of school structured learning activities.
 - *Informal Education (IE)* - learning acquired from daily living and “is limited to whatever an individual’s personal environment happens to offer”. It is generally unplanned, experience-based, incidental learning that occurs in people’s daily lives (Merriam S.B and Brockett, R.G; 1997).
 - *Local Skills Development (LSD)* - This is an approach to Vocational training based on local needs. It is related to modular approach to training only that much as modular approach to training focuses on already formulated content to be offered by the school, LSD is based on local community learning needs where the content is community propelled. It started in 2004 by German Technical Cooperation through their Promotion of Employment Oriented Vocational Training Programme.

4.3. The General Context of Education in Uganda

4.3.1. Uganda and its educational system

21. According to the Draft Education Bill (2006), the education structure in Uganda is composed of four levels; Pre-Primary Education (Below 6 years), Primary Education (6-12 years), Post-primary Education and Training (13-18 years) and Tertiary/University education (18+ years). The focus of this study was Post Primary Education and training level (PPET) with few references to Tertiary and University education.

22. NFE at PPE level has recently gained some recognition basically among private providers in education. It ought to be noted however that these efforts were not initially aimed at benefiting the learners per se but rather the providers. The move essentially started in Kampala but has slowly spread to other urban centers with young-unemployed graduates establishing small classes for working adults who need to upgrade their skills in order to retain their jobs in government and state parastatal organizations that they currently occupy. For the young graduates, this was a means of survival but while at the same time responding to demands for flexible and affordable education.

23. The year 1997 was a great landmark in the education sector in Uganda in that it signaled the beginning of reforms in the education sector. Since the establishment of Universal Primary Education (UPE), which was an elimination of tuition fees in 1997, enrollment in primary schools has drastically risen from around 3 million pupils in 1997 to about 7.5 million in 2003 and over 7.6 million in 2005/06 (UNHS; 2006). Since the change took place without adequate planning and with insufficient resources, numerous challenges have arisen and these continue to shape and influence policy and planning not only in the education sector but also in the country as a whole. The rapid increase in primary school enrollment has since influenced policy and planning at all levels of higher education in Uganda.

24. The government has since then realized the need to expand Post-primary Education and Training (PPET) facilities in anticipation of the carry-over demand from the UPE graduates i.e. Primary Seven (P7) leavers beginning with 2003. The rapid expansion in the demand for PPET cannot be fully absorbed by existing formal education institutions (DCI, 2002). The various efforts to make education accessible to young people at various levels in Uganda have been faced with various challenges especially high rates of school dropout. Kumi District (Eastern Uganda) authorities for example, have reported a dropout rate of 72.3% at primary level. Out of a cohort of 18,071 children that joined primary one in 2001, only a miserable 4,932 managed to register to sit Primary leaving examinations for 2007 representing 27.3% (The Daily Monitor, Monday 2, 2007).

25. At national level, there is continuing debate as to where these children go, who is in charge of their learning needs and what they do once out of formal schooling. It ought to be noted however that obviously these children are involved in some kind of learning or work-related activities, though little documentation is readily available. A challenge faced by this study was how best to categorize the different forms of learning currently taking place under the guise of non-formal and informal education.

5.0 POLICY ON POST-BASIC NON-FORMAL EDUCATION IN UGANDA

5.1. Policy evolution

26. The overall policy of the Education and Sports Sector derives from the recommendations of the Education Policy Review Commission (EPRC 1989), that was subsequently refined into the Government White Paper on Education (GWPE 1992). Hoppers (2007) noted however that:

“The difficulty for the policy process is that the draft Bill is ‘overtly silent on NFE’ and is thus still not comprehensive enough to enforce certain actions’. Whereas the draft policy on Education and Training Bill of 2003 had a major section on ‘Non-formal Education’, providing for a Directorate of NFE and a National Council, this has been removed in the 2006 version (Hoppers, 2007).

27. While there have been various policy documents and statements advocating for the place of NFE at PBL and in the entire education system as a whole, such policy statements seem to lack proper follow up and coherence. While the government has endorsed international protocols and proclamations on EFA, leading to endeavors to create room for NFE, these endorsements have not been followed up by concrete policies and resources allocations.

5.1.1. Policy support for PBNFE;

28. Policy support for PBNFE in Uganda can be traced back to post world war II efforts that first established Industrial Training Act (ITA) to equip war veterans with skills for survival after the war. This was later rejuvenated with the Industrial Training Decree (ITD) of 1972 that led to the enactment of ITA which was aimed at equipping local manpower with skills to fill manpower gaps left by the expulsion of Asians by President Idi Amin in 1972 (ITA, 1972; Conference proceedings, 1993). This Act while trying to

steer vocational skills training in the country has equally suffered due to political turmoil that characterized post-independence Uganda. There is however hope with its revision in 2004 and the proposal to establish a Directorate of Vocational & Higher Education alongside an autonomous body of the Directorate of Vocational Standards Qualifications (DVSQ), having transferred the Directorate of Industrial Training (DIT) from MLGSD (PSC; 2007). The proposed takeover of DIT by Uganda Vocational Qualifications Framework (UVQF) with a stronger mandate is hoped to harmonize qualifications in vocational skills and control the duplication among various agencies and stakeholders. This will further be enhanced by the proposed Uganda Qualifications (UQF) – an umbrella body for all qualifications. All these measures are an indication of government's move towards policy harmonization in the education sector. The challenge however lies with the proposed transfer of non-formal education directorate to MLGSD (Policy on Non-Formal Adult Learning; 2007). One can only wait to see whether the two Directorates (DVSQ and DNFAL) can work together for the success of PBNFE.

5.1.2. The white paper on education (1992);

29. This was the first policy document to comprehensively (Chapter 9) discuss a special need for non-formal education at all levels of education in the country. It highlighted a need for education for disadvantaged groups i.e. the girl-child, the disabled, children from Karamoja and adults. This was to be achieved through NFE and informal education. The government has overtime partially implemented some of the recommendations. Such proposals have been re-echoed by various policy documents like PEAP (2004/5-2007/8) and Policy on USE (2007).

5.1.3. Education and Training Bill 2003;

30. The Education and Training Bill (2003) picked up the idea of non-formal education as proposed in GWPE, 1992 and stressed the fact that it would be government responsibility to offer non-formal education so as to enable all Ugandans to attain literacy and numeracy and other skills attainable through formal schooling under MoES. The policy went ahead to propose a Directorate or department of Non-formal education and a National Council for Non-formal and adult education. This was to coordinate all non-formal and adult education programmes by both private and public providers, with structures spanning the entire country (Education and Training Bill, 2003). The same Bill proposed the establishment of DIT which among other functions was to coordinate the training needs of personnel in industry and provide for a scheme of trade testing. An Industrial Training Council was also proposed. All this was however not to pass as this bill has been revised in 'the Education Bill, 2006 which has dropped the earlier proposals on NFE – a move seen to transfer the mandate of NFE to MLGSD.

5.1.4. Draft Basic Education policy for educationally disadvantaged children (2006)

31. This arose out of government's realization that some children (approximately 13%) could not access basic education from formal education in spite of UPE in its current form. Such children are considered educationally disadvantaged due to special impediments that include among others; children from fishing and pastoralists communities, displaced children and the urban poor children who need to engage in some economic activity to earn a living. The policy is targeted at children of 6 - 18 years that are out of school or have dropped out for one reason or another. The initial catalyst for the policy was provided by NGOs and other development partners. Most of the recommendations have already been implemented or are underway such as coding of NFE centres, recruitment of NFE instructors and training of instructors.

5.1.5. Education Bill, 2006

32. The Education Bill (2006) is a revised version of the Education and Training Bill of 2003. It is yet to be tabled in parliament for discussion before being passed into law. On matters concerning NFE, this Bill appears to be the exact opposite of the 2003 Bill. The Bill recognizes the need for non-formal education but categorizes it under 'Private Institutions that shall include local, international; and non-formal education centres'. This seems to contradict the policy on disadvantaged children of 2006, which recognizes non-formal education as an alternative to formal education for deserving children (Education Bill, 2006). As earlier mentioned, the turn of events is attributed to a move to transfer all NFE and adult learning for all people above 15 years to MLGSD.

5.1.6. Draft policy on Non-formal adult learning (NFAL, 2006)

33. The draft Policy on Non-Formal adult learning (2006) which is yet to be debated by Cabinet is being tabled by the MLGSD. According to the draft; 'NFAL refers to the provision of knowledge, attitudes and skills, outside the formal education system'. It covers literacy, numeracy and workplace education. The draft policy indicates its target group as 'people above 15 years of age. Much as this seems to address learning needs at PPE level, it still has some problems. It does not address the needs of children failing to complete basic level and those who drop out after the basic/primary level and are not yet 15 years. Secondly, it seems to contravene an earlier government policy to transfer all educational institutions to the MoES. The other contradiction is that this policy is coming at a time when DIT has been transferred from MGLSD to MoES. This is likely to create a lot of disharmony and uncoordinated efforts for non-formal education at PPE level.

34. An analysis of the various policy documents revealed that there is no policy document on PBNFE. The current status of PBNFE in the country simply borrows from the various pronouncements mentioned above. NFE in the country has not been streamlined due to lack of consistency on policy development and implementation. The situation of NFE at PPE level has not been helped by the government launching UPPET (in January 2007), without any provision for NFE. This was attributed to limited funding available to the entire education sector given that UPE still consumes the biggest share i.e. 67.1% of the entire Education sector budget as according to 2005/2006 financial year (Interviews; C/SE, Policy on USE' 2007).

35. There are currently conflicting government positions on PBNFE and NFE in general. Where as the GWPE¹ of 1992 and The Draft Education and Training Bill of 2003 gave a special status to NFE, the current Draft Education Bill of 2006 has relegated NFE to private institutions'. The dropping of the 'Training aspect' in preference for merely 'Education' is also problematic to all forms of training (vocation, technical and informal) which tend to be popular with NFE (GWPE 1992, Education and Training Bill 2003, Education Bill 2006).

36. The government has however committed itself to providing basic education to children in the 'hard to reach' areas². The Ministry of public service has already coded the NFE centres and instructed local governments to regularize the appointments of NFE instructors. Efforts are also underway by MoES, concerned NGOs, development agencies and Kyambogo University to have the NFE instructors trained.

37. One can therefore argue that there is still need by stakeholders to engage government in order to recognize the special need for NFE at PPE level for young people that do not follow the 'mainstream' path. For example, for the cohort of children who joined Grade 1 in 2000, out of 1,622,945, only 458,427 managed to reach Grade 7 translating into only 28% i.e. 29.6 for boys and 26.8 for girls (EMIS, 2006). The number automatically declines as this same group transits to PPET for both boys and girls. This implies

¹ GWPE is the first known document that carried wide consultations on the future of education in the country. Many policy decisions have since been based on its recommendations

² Areas that are either far away from established formal schools or where the communities seasonally migrate such as pastoralists and fishing communities. The group also includes children who need to work to support themselves and at times their families

that 72% of the same cohort of 2000 has been left on the way side. Non-formal and informal learning avenues could be the only hope for such children. It is further hoped that once the policy on Non-Formal and Adult learning is passed by parliament into law, the problem of dropouts will be adequately tackled. The only predicament will be on the modalities put in place for the collaboration of ministries involved, particularly MoES and MLGSD.

5.3. Coordination/fragmentation of PBNFE

38. PBNFE in Uganda is currently spread over a number of areas, fields and professions and therefore highly fragmented. The GWPE on Education, 1992, had suggested a Directorate of Non-formal and adult education in the MoES. This is further echoed in the Education and Training Bill 2003. The establishment of this Directorate was hoped to spearhead the coordination and regulation of Non-formal and adult education in the country. This proposal seems to have been kept merely on paper. The worst can be seen in the current Education Bill of 2006, which totally relegated NFE to private providers.

39. The other government department that would have propelled NFE programmes in the country would have been DIT, formerly under the MLGSD. There has been a lot of pushing and pulling between the MoES and MLGSD as to who holds a better mandate to regulate NFE. Whereas MLGSD claims that NFE and adult education are closely linked to skills for employability, MoES claims the sole mandate of coordinating education and training in the country. This has resulted into the transfer of all training institutions in the country to the Ministry of Education. It is unclear why the MoES has dropped NFE in the Education Bill giving way for the Establishment of the Directorate of NFE and adult education in the MLGSD. At the same time DIT which is mandated to carry out trade tests has already been transferred to MoES. These developments have complicated the coordination of NFE in the country even further. It is the above situation that accounts for the fragmented efforts in NFE in the country.

5.4. Monitoring and evaluation

40. The current move to transfer all forms of NFE for people aged 15 and above to the MLGSD is still problematic as it faces a challenge of coordination, equivalence, quality assurance, monitoring and evaluation, continuity and above all having the right people with the right qualifications in control. Concerns have already been expressed in this regard.

‘The department of BTVET has inadequate capacity to adequately plan, monitor and evaluate the CP programme. The capacity of the BTVET department has been overstretched by different reforms (UVQF, CP Programme, integration of new specialized institutions from other ministries) which have been added to the existing functions relating to the co-ordination and management of BTVET public training institutions and colleges. The planning, organization, implementation and management of the CP programme, like other BTVET programmes, are centralized in the BTVET Department. The participation of Ministry of Labor, other Ministries, NGOs, the private sector and other key stakeholders is insufficient. This tends to increase the burden on the BTVET Department (PEVOT report; 2003).

41. This seems to point to the fact that the current policy in force is not well structured to monitor CPs and even other vocational institutions involved in skills training. This is of course worse for unstructured training especially in the informal sector. The long standing question of who is properly mandated to handle issues related to non-formal and adult education have continued to hinder its progress.

6.0 PROVISION OF PBNFE IN UGANDA

6.1. Post-Basic NFE institutions in Uganda

42. *EMIS data*: the annual school census is still exclusively focused on the formal education delivery systems. Though some efforts have been made to collect NFE data, there have been problems with ensuring a complete response and with the reliability of the data. MOES expects that the adoption of the Education Bill will improve data collection (Interviews, MOES-EPD). The challenge, however, will remain how to integrate NFE data into the EMIS system (Hoppers, 2007b).

43. Post-Basic Non Formal Education (PBNFE) institutions in Uganda are run on an ad-hoc-kind of arrangement. While efforts were made for purposes of this study to trace all forms of post-basic non formal education (PBNFE), there is no clear structure in place or even clear records about secondary schools running programmes on NFE arrangement. The various government policy documents and sector papers in education hardly talk of NFE as an alternative route for acquiring PPET. The government launched Universal Secondary education (USE), which later upgraded into Universal Post-Primary Education and Training (UPPET) to accommodate vocational education in January 2007 (MoES, 2007). However, no mention is made in the policy background paper to USE, of NFE as an alternative mode of delivery especially for young people in hard to reach areas. The situation has been made worse by the fact that USE has not accommodated all qualifying students due to limited funding and desire for quality (AC/SE). This leaves out quite a big percentage of young people that cannot access Post-basic education.

44. This paper examines PBNFE at three levels outlined in PEAP, 2004/5-2007/8. These levels are; Secondary level, Business, Technical, Vocational education and Training (BTVET) and Firm-based training.

6.1.1. Secondary School (Non - formal learning centres);

45. This is a rather recent development where private providers have set up centres where adult learners are tutored in preparation for Uganda National Examinations Board (UNEB) examinations at secondary level. One such example is Makerere Day and Evening Adult Classes (MAECA). Currently it's the only centre registered with MoES with a UNEB centre. These centres/programmes are purely private initiatives and are located mainly in urban centres (Interview; MAECA). Although they largely target adult learners who cannot afford full time study due to work and family engagements, they also admit young learners of PPE school-going age (13-18 years). This arrangement emerged as a parallel system to the mainstream secondary school system.

Makerere Day and Evening Classes for Adults (MAECA); the case for NFE centre running programmes leading to Secondary School certification

MAECA started in 1998 by Reverend Hedson Nyanzi, a pastor and one of the Directors of Makerere Redeemed Church next to Makerere University. A teacher with 15 years of experience by then, Rev. Nyanzi used to receive older candidates who wanted to pursue secondary education but were uneasy about the school environment. He started by assisting them in Christian Religious Education- a subject that he used to teach. However, since he could not teach them all subjects, they requested that he organizes for them teachers for other subjects so that they could get all-round tutoring from one centre. That is how MAECA started and has since grown into a fully fledged educational centre with two campuses in Kampala.

The centre admits students who are 23 years and above – a condition that was given to him by the MoES at the time of registering the centre. The center has since managed to help adults acquire O-Level and A-Level certificates and even proceed into higher Institutions of learning.

The center currently has a student enrollment of 560 who attend at the centre in different sessions. The center runs three sessions - each for three hours i.e. 9.00am – 12.00pm, 1.30pm – 4.30pm, and 6.00pm – 9.00pm.

Learning follows an accelerated program that takes shorter time than mainstream secondary schooling. Students are drawn from many countries mainly Uganda, Tanzania, Ethiopia, Kenya, Sudan and other neighboring countries. Foreign learners normally register to harmonize their qualifications so as to revert to the Ugandan system. This has now forced the centre to open up hostel facilities for those that come from very far. Students who miss particular classes due to work or family engagements can purchase or borrow recorded video or audio lessons. Students are also allowed to record/tape lessons for their absent colleagues. Learners are not required to put on Uniform and breastfeeding mothers can come to school or sit exams with their babies. Much as the teachers recruited are qualified to teach in mainstream secondary schools, they are required to first train in ‘Skills for facilitating adult learning’.

The centre has enabled older learners to access secondary education in a flexible manner especially young girls who dropout of school due to pregnancies and yet feel ashamed to go back to regular schools (Interview; Rev. Nyanzi).

46. The main challenge with this arrangement is the fact that being privately run, it is restrictive due to costs involved and more still there is no flexibility as to assessment because learners are subjected to the same requirements as students in the mainstream system. It ought to be realized that this arrangement has the potential to cater for a wider population, if it had full government support. If anything it caters largely for the disadvantaged groups that cannot afford full time study in regular schools.

6.1.2. Provision of PBNFE at BTJET level;

47. This can be analyzed at two levels i.e. CPs and private vocational schools under their umbrella organization (UGAPRIVI). At this level, the situation is slightly different from the secondary level because the government has for some time been advocating for a modular approach of training through Community Polytechnics (CPs) and this mode of delivery has even been embraced by some private vocational Institutions who have been running some courses on a ‘dual mode system’³ for some selected programmes.

i. Community Polytechnics

48. Community Polytechnics were first proposed in GWPE of 1992, to offer a more flexible learning mode of vocational training through a modular approach. Initially 900 had been proposed, with each sub-county having one. However only 16 have so far been operationalised (Education Strategic Investment Plan, 2003). The seemingly good proposal has since not worked well due to logistical, infrastructural and procedural arrangements. Some have gone on to offer vocational training on ‘dual mode’ approach with support from development partners especially PEVOT - a programme of German Technical Cooperation (GTZ).

³ ‘The dual mode system’ allow learners in Vocational Institutions to run a split study programme. They normally spend given time in school and some time in the industry learning as they work

49. It ought to be noted however that CPs constitutes only a small percentage of institutions under BTVET. It should further be noted that BTVET enrollment as according to EMIS 2006, was 15,586 out of total enrollment at PPE of 753,793 representing only 2.1%.

Bowa Community Polytechnic: the case of a Community Polytechnic

Bowa CP is located in Luwero District, central region. It was established by the Ministry of Education and Sports and started operating in 2002 while running programmes on a dual mode system. In addition to offering vocational skills training programmes leading to acquisition of certificates by UNEB, it also offers skills development programmes tailored to community needs on a NFE basis. Bowa was one of the three vocational training centres identified by PEVOT as a pilot centre for the trial of Local Skills Development (LSD) concept under LearnNet approach. The LSD pilot project started operating in 2004 as a component of the CP programme under MoES.

Bowa CP under its LSD programme accepts learners of all categories irrespective of age, sex or academic background. The programme was a result of a training needs assessment within and with the local community as to what their immediate needs in relation to skills for self-employment. The community identified tailoring, welding and hairdressing. With the support of local leadership, the community was mobilized to participate in the programme by registering to learn skills of their own choice. The programme is entirely owned by the community. They mobilize resources to pay locally-based instructors and the materials used are normally local. Learners are encouraged to learn in groups.

After training for a given period, learners are assessed by their instructors who then discharge them to go and start self employment activities. The major challenge identified is that most learners are very poor to the extent that they virtually can't pay their instructors – a challenge that is threatening the survival of the programme. The other challenge has been money for initial start-up capital to run their own business.

ii. Private Technical and vocational schools.

50. A number of vocational and technical schools have been making an effort to offer programmes on NFE basis (Interviews, UGAPRIV). Such institutions run programmes based on dual mode system i.e. Learners are able to combine learning and work in a phased arrangement. On completion, these learners are awarded certificates but others proceed and register with DIT for trade-testing. DIT's assessment is not tie to their level of education or prior mode of learning but rather their level of competence in specific trades. There are currently 281 member Institutions under UGAPRIVI, and approximately 40% of them offer modularized programmes. There are still more vocational and training institutions not yet registered with UGAPRIVI due to registration charges (Interview; UGAPRIVI).

St. Joseph Vocational Training Centre – Kamuli: A case for Private Vocational school running a 'Dual Mode'

It is located near Kamuli town in Kamuli District, Eastern Uganda. It is under the administration of an International religious congregation called Salessians of Don Bosco, who took over its administration from Catholic Church in 1995. It mainly targets young people who have completed primary seven and those who enroll into secondary one but don't complete plus those who complete senior four. It offers vocational training in Carpentry and Joinery, Building and Concrete practice, Tailoring and Home Economics, Plumbing and Metal work plus Computer and Secretarial studies.

Students at the end of their course sit examinations and are awarded certificates of the school. However, they are also encouraged to register for trade test by DIT. Those that lack UCE are awarded a Junior Technical and crafts certificate (JTC) after three years of training, which is an equivalent of Uganda Certificate of Education (UCE). Those with UCE and holders of JTC are awarded a higher certificate but can also register with DIT for a trade test after which they can be awarded a full technical certificate (FTC). This is equivalent to Uganda Advanced Certificate of Education (UACE).

The school runs a 'Dual mode' system in short courses in Community - driven needs such as cookery, weaving, agriculture, welding, tailoring and others. These courses normally last three months and learners are awarded

certificates of attendance. The courses are conducted on Saturdays only and the mode of instruction is 75% practical and 25% theory.

This year 2007, the government enlisted the school to participate in UPPET. However, in spite of the adverts in churches and radios, only 26 students enrolled to benefit from government support. This is perhaps attributed to stigma attached to vocational training in Uganda. Many Children would rather pay to attend secondary schools than study for free in a vocational school (Interview; School Principal).

6.1.3. Firm or industry-based type of Education

51. This takes place largely in the informal sector. Surprisingly this appears to absorb the biggest percentage of young people at post-basic level (PBL), though statistical data seem to elude this group (Interviews; FSERT).

Katwe Small scale Industrial Zone; A case for firm-based training/on job training

Katwe is located ½ a kilometer from Kampala city⁴ centre. It is a centre where most local machinery industries operating on a small scale are located. The firms here manufacture tools and equipment ranging from simple tools like hoes and pangas to complex ones like food processing machines, security systems and motor vehicle parts. They use technology that is both original but sometimes copied from imported products. This technology has for long been referred to as ‘Magezi ga Baganda’⁵. They mainly specialize in welding and joinery.

Very many young people end up in these centres after dropping out of school. They normally work as helpers to the specialists during their work. As time go by, they master some skills and are later taken on as support staff in the industry. These industries operate as small business holdings, although they jointly form a large industry dealing in related items. It is not uncommon for different groups of manufacturers to compete for a customer when he/she passes by their work area. Learning in this industry by young people is an ongoing exercise alongside their work. It mainly takes the form of situated learning.

These learners hardly earn any certificate or recognized qualification. They can therefore only work or be employed by those that have seen them at work. Very few register with DIT to take Trade tests in their areas of specialization. The majorities are not aware of this opportunity and even fear that they would be tested in English – a thing that scares them off. FSERT, a local initiative has been struggling with MoES, MGLSD and government in general to have these skills recognized. Their argument has been that the informal sector is the single biggest employer of about 65% of the labor force and therefore needs special attention (Interview; FSERT).

The major strength of this learning avenue for young and old people is that there are hardly any fees charged and it is largely practical – an aspect that counts highly in the job market. The major challenge is lack of certification which hinders any chances of progression.

6.2. Size of Non Formal Education ‘sub-sector’

52. The size of NFE sub sector in Uganda is relative. At a structured level i.e. secondary and BTVET, non-formal education caters for a very small proportion compared to FE. However, when informal skills’ training is put into perspective, NFE caters for the biggest proportion of learners at PBL. This can be deduced from the size of NFE sub sector at PBL based on the country’s statistical figures. According to the 1992 population figures (UBOS; 2006), 12 percent of Ugandans had had secondary education and over 57% of those with post secondary education worked as professionals. It is further shown that one in every two persons with PBL education had a certificate. BTVET enrolment as a percentage of overall PPET enrolment is only at 2% (far below the target of 10%), and many children fail to access the formal PPET institutions (Aide Memoire’ 2006).

Table I

Primary School Completion rates aggregated by Gender and Region

District Sample	Primary 1 (1998)	Primary 7 (2004)	Percentage
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⁴ Kampala is the Capital City of Uganda and the major industrial town

⁵ Local wisdom depicting innovativeness of the local populace as opposed to imported sophisticated western technology.

by region	Sex			completion rate (%)
Gulu (Northern)	Male	15,825	6,971	44
	Female	14,253	3,647	25.6
	Total	30,078	10,618	35.3
Bushenyi (Western)	Male	54,033	6,704	12.4
	Female	39,100	7,242	18.5
	Total	93,133	13,946	15
Kampala (Central/City)	Male	7,960	9,643	121.1
	Female	8,328	10,618	127.5
	Total	16,288	20,261	124.4
Soroti (Eastern)	Male	19,028	4,323	22.7
	Female	17,462	3,170	18.2
	Total	36,490	7,493	20.5
National	Male	802,647	255,908	31.9
	Female	766,941	217,574	28.4
	TOTAL	1,569,588	473,484	30.2

Source: EMIS; 2006 (MoES)

53. As observed in Table I, the number of primary school enrolment diminishes as you move up the ladder and the same trend is true at PBL. The majority of the dropouts always find their way to non-formal and informal training arrangements in the informal sector, whose data is incidentally missing in national education statistics (Interview FSERT). The majority goes to the Agriculture sector, while a few find their way into craft and service industries. These learners hardly register to be assessed for certification or progression by any examination body such as DIT, UNEB or otherwise.

54. The population census figures as of 2002 (UBOS 2006) which is the most recent comprehensive national population study indicate that 718,000 of Primary school going age were not registered in school, which translates into 13.7% of children in this age group. It is further shown that out of the population of 3,875,000 aged 13-18 who are of secondary school going age, only 669,070 which translates into 17.3% were enrolled in both secondary and BTVET. This leaves out approximately 3,204,625 or 82.7% out of school. An analysis of this shows a big percentage of learners already out of school by the age of 18. It ought to be noted that these children are engaged in some form of non-formal or informal learning adventures.

“Secondary education is highly skewed towards the higher income groups and urban and semi-urban families. About half of the sub-counties (over 500) in rural areas do not have secondary schools and these are in rural areas, which are unattractive to private investors in education. While gender disparities have been overcome in primary sub-sector, there are between 20% and 35% more boys than girls in S1-S4 and over 60% more in S5-S.6”.(PEAP, 1994)

55. Secondary school attendance favors males to female candidates by a fairly big margin i.e. where as the Gross Enrolment Rate (GER) ⁶at national level in 2002 stood at 34 percent; it stood at 38 percent for male and 30 percent for females. It further indicated that national secondary school enrolment rate (NER) was 23 percent, with the highest in the central region while the lowest was 16 percent in the northern region. This relates to approximately 77 percent of secondary school-going age⁷ and 84 in northern Uganda out of school (UBOS, 2006).

56. In the final analysis, it is still very difficult to estimate the size of PBNFE due to lack of concrete data. The education system in the country is still largely associated with the ‘four walled classroom’ and anything short of that is considered a non-priority.

⁶ GER is gross enrolment rate is the proportion of the total pupils at a given level of education in school irrespective of age, expressed as percentage of the population of the given age group

⁷ 13-18 years

6.3. Stakeholders of NFE at PPET

57. In spite of lack of clear policy guidelines for PBNFE, there have been ongoing efforts to provide alternative education and training at PPET by different stakeholders.

58. At post-basic level (PBL), the government has adopted a modularized curriculum for CPs which is a positive move. These developments in spite of the many limitations show that government is making progress in the direction of NFE as an alternative education delivery mode.

59. The other stakeholders include;

- i. The Private sector; both corporations and individual establishments e.g. Uganda Private Vocational Institutions Associations (UGAPRIVI), Makerere Day and Evening Classes for Adults (MAECA)
- ii. Religious Institutions i.e. Uganda Young Women Christian Association, Uganda Young Men Christian Association, Mothers Union, Uganda Catholic Women Guild, including several NFE institutions established by various churches to equip school leavers with skills for self sustainability such as; St. Joseph Vocational Training Centre – Kamuli.
- iii. Community organizations
- iv. Non Government Organizations such as Elimination of Child Labor in Tobacco growing areas in Uganda (ECLATU), National Union of Disabled persons
- v. International Agencies such as PEVOT-GTZ, Development Cooperation of Ireland (DCI), Japan International Cooperation Association (JICA)
- vi. The informal sector and Traditional artisans .e.g. hair dressing, food processing and vending at local level, farming, dry cleaning

6.4. Beneficiaries of PBNFE

60. PBNFE benefits mainly the marginalized members in society. The main beneficiaries are:

- The beneficiaries are mainly;
- ✓ Over-age (19 years and above) who for one reason or another could not be in school at the right age
 - ✓ The working class (those people that cannot afford to be fulltime students and yet want to continue with their studies) in pursuit of career development
 - ✓ House wives (married women with family obligations and cannot afford fulltime studies)
 - ✓ Foreigners on short holidays and family members of permanent Diplomats wishing to take lessons especially in English and local languages to enhance their communication.
 - ✓ The repeaters (those wishing to take a second chance at levels they failed to pass with acceptable grades for one to proceed)
 - ✓ The poor students who wish to work and still support themselves and their families

61. The danger with this is that it begins to be associated mainly with the disadvantaged in society and consequently it does not receive that attention it deserves as a viable alternative system to the formal which can be seen as being patronized mainly by those who can afford to pay.

6.5. Costings of PBNFE

62. The first costed budget for CP (MoES; 2001) came up with the estimated cost of constructing and equipping a CP in what was called ‘ideal case’ as 351, 121,062 Uganda Shillings. This was as opposed to 250,000,000 Uganda Shillings - a figure estimated for an ideal secondary school in January 2007 (USE: 2007). It ought to be noted therefore that CPs requires higher costs in terms of equipment, workshops and laboratories especially in the initial stages. The current move to prioritize mainstream secondary schools at the expense of Community Polytechnics seem to be based more on comparative cost per centre/school as well as costs related to training an individual student.

63. The report however noted some benefits of CPs in the long run since they have an ability to run income generating units to supplement funds received from the Government and other partners. The other advantage associated with CPs as an ideal example of PBNFE has been the higher linkage with employment after course completion (MoES; 2007). The implications here point to the fact that much as there are observable higher initial costs for PBNFE, the benefits are higher in the long run. The solution therefore would lie in a mixture of both (FE and NFE) in a phased arrangement.

64. In spite of the initial proposed figure of 900 CPs for the first phase (one in every sub county), only 16 are currently operational. Efforts seem to have rather shifted to increment in secondary schools by setting up a ‘Seed secondary school⁸’ in every Sub-county that originally did not have. This seems to be a shift from the position of GWPE where it was observed that government was concerned at the great wastage in education system that results in sending ill-prepared youth from formal education into the field of work (GWPE; 1992).

6.6. General characteristics of PBNFE centres

65. Current PBNFE centers can be characterized as follows:

⁸ Secondary schools established by government in Sub-counties that originally did not have by January’ 2007 for accessibility of Secondary education to all children in Uganda

- i. They are in most cases not stand alone but form part of formal school systems. ‘NFE is often used in a very generic way to refer to all structured learning programmes that are not part of ‘formal education’ (Hoppers, 2007). There are very loose strings between NFE and FE. The flexibility associated with NFE at post-basic level is to do more with convenience to the proprietors than convenience of learners.
- ii. They largely lack individualized attention. Flexibility is presumed to be costly and therefore something that can be kept outside the process.
- iii. Facilities and structures range from moderate to poor. The centres tend to be located in old abandoned structures manned by employment-seeking young graduates and school leavers without enough capital to set up better structures. The government is less involved and the private sector is hesitant to invest much in this sector since the learners are mainly the poor who cannot adequately pay for better service.
- iv. Most centres running NFE programmes at post-basic level are largely managed by people who are not professionally trained. These range from untrained cadre of staff comprising mainly of school leavers to professionals in various fields but who cannot secure gainful employment elsewhere. They therefore lack the basics in pedagogical skills, let alone skills in adult learning facilitation.
- v. There are no clear policy guidelines on how these centres should be run and therefore no minimum standards are in place.

7.0 CURRICULUM AND CERTIFICATION

7.1. Curriculum offer and Assessment

66. The curriculum at PBNFE is largely influenced by the national examination body, UNEB. This is true for both FE and NFE since both groups are assessed on a similar yardstick. The Education system is highly skewed towards paper certification. The only difference is that centres offering PPE through NFE tend to follow a phased or accelerated programme.

67. However, a number of vocational institutions, particularly CPs offer two types of curricula i.e. the normal school curriculum leading to UNEB certification and home-grown curriculum based on localized community needs. Learners without the Ordinary-Level Certificate are offered curriculum content that is employment-targeted i.e. trained in particular trades⁹ focusing on needs within the community. Emphasis is put more on skills than academic excellence. At times learners are instructed in the local language using real specimen e.g. those being trained in motor vehicle mechanics are taught in the garage using real vehicles brought for repair. It is common for such trainees to come up with their own names of vehicles parts than those of the manufacturer e.g. 'Ebikono'¹⁰ for driving shafts or 'Karankas' for Crankshafts. This means that the curriculum is not structured and is as varied as the numerous trades themselves. Learning progression is highly varied and learning achievement largely depends on individual learners and the different activities engaged in.

68. Learners involved in vocational skills training both in formal - structured institutions and those in unstructured learning centres have the right to register with DIT where arrangements are made to have them tested (Interviews; DIT, ITA 1972). Assessment is usually conducted in gazetted vocational schools with the required facilities. Trade tests are carried out by DIT in collaboration with the schools, the Industry/employers and other relevant stakeholders. This is done to ensure that the competencies possessed by graduates are approved by the community that is going to consume their skills or employ them. Assessment is carried out in the language that the trainees understand best.

69. There are also instances where learners are subjected to localized assessment in a skill which is not necessarily certified. Certification is based on the ability to perform tasks in a given field. Trainees normally work under experts, but eventually gain knowledge, experience and courage to perform tasks on their own. These range from brick laying to carpentry and woodwork, crafts and pottery, hairdressing, tailoring, agriculture/farming to a number of other trades.

7.2. Certification

70. There is lack clear linkage between NFE programmes and the mainstream education structure. The absence of a National qualifications framework is the biggest undoing to the current status of NFE programmes in Uganda. The current forms of NFE simply appear as loose components of FE relying largely on similar assessment structures as the mainstream educational programmes. The assessment structures that are currently in place to take care of PBNFE such as Directorate of Industrial Training are weak and not nationally spread to take care of learners in NFE centres and informal training arrangements. DIT certificates themselves are not nationally accredited to link with the mainstream education system. Technical and vocational Institutions for example do not admit DIT certificate holders for a diploma programmes.

⁹ DIT is currently examining students in 66 trades. However for the year 2006, students in 21 trades were examined meaning that no students requested for testing in 45 trades.

¹⁰ Vernacular word literally meaning 'arms of a car' or driving shafts

71. DIT awards certificates at three levels i.e. Intermediate, Craft Certificate and Master Craft certificate.
- i. The Intermediate Craft certificate (Grade Two Craft Certificate); this is awarded to candidates with a Primary Leaving Examinations (PLE) certificate who train for three years in a vocational institute in a given trade, and show proof of competence. This certificate can also be awarded to candidates with no formal qualification as long as they show proof of competence in a given trade by passing the assessment test which is both theoretical and practical. They must also have had a work experience of five years prior to the test. The challenge here is that they must also pass the theory test which is rather unnecessary for someone who has never been to formal schooling. Such a theoretical test is also unnecessary given the fact that it would not be a requirement for employment, but rather the ability to perform in a given trade/skill (Interview; DIT, UVQF).
 - ii. Craft Certificate Grade I: This is the second level of trade test by DIT and is awarded to candidates holding an Intermediate Crafts Certificate or students holding a minimum of Uganda Certificate of Education (UCE). In addition, they are expected to have studied for two years in a particular trade before they can qualify to be tested. Another category that qualifies for this test is candidates holding UCE or equivalent but with additional informal training skills. Such candidates are required to show proof of five years work experience before they can qualify for testing.
 - iii. Master Craft Certificate; is offered to candidates holding a Craft Certificate Grade I who in addition have worked for two years after qualification in a particular trade. It is said to be an equivalence of City and Guilds Certificate (a Cambridge Certificate). At this level, candidates are not only tested in vocational skills but also all-round skills like management, accounts and the like. This is so because the holders are hoped to work at supervisory and managerial level in the technical and craft industry.

72. The biggest challenge facing certification by DIT is the fact their certificates have equivalent scale to those from the formal school system. They cannot help holders to progress in the mainstream education system. They are only relevant for the job market at the particular level of qualification.

73. The current Functional Adult Literacy (FAL) programmes under the Ministry of Gender, Labor and Social Development (MLGSD) in the department of Elderly and Disability does not adequately meet the needs of school dropouts in terms of career progression. There is even no structured form of assessment or certification, making it difficult for graduates of FAL to be equated with those in FE or having a possibility of transiting into higher educational institutions. One can therefore easily note the dilemma of young people who enroll in FAL classes. They seem to be neglected by the entire system i.e. MoES cannot properly cater for them and not much can be expected from the department of elderly and disability in the MLGSD.

8.0 TEACHER TRAINING AND MATERIALS DEVELOPMENT

74. There have not been well coordinated efforts to train teachers and instructors for NFE in the country. The trainers involved are either products of a formal education system or have been re-oriented by individual NFE institutions. Plans are however underway to train NFE instructors for the primary level by Kyambogo University (Aide Memoire, 2006). This follows the proposal by the draft policy on education for educationally disadvantaged children, 2004. Much as there seems to be an understanding within government particularly MoES and MLGSD that all NFE be shifted to the latter (Education Bill; 2006 and Draft Policy on NFAL; 2007), the draft policy on Non-formal and adult learning (NFAL) in MLGSD is silent on the training of instructors.

75. Since there is currently no specific policy by government on PBNFE, not much has been done on special training of instructors. In spite of operationalization of Community Polytechnics in 2001 and the

modularization of the curriculum that followed, no arrangements were made to provide for special teacher training – an aspect that has continued to hurt the success for CPs (MoES; 2002).

76. On a rather positive side, the Uganda Association of Private Vocational Institutions (UGAPRIVI) which is a major stakeholder in the provision of vocational training in the country has been conducting some refresher courses in pedagogical and other skills to member institutions. Currently approximately 45% of all vocational training available in Uganda is provided by private institutions mostly organized under their umbrella organization UGAPRIVI (Interview; UGAPRIVI). In a training needs assessment survey for western region carried out in 2004 among its member institutions, UGAPRIVI found out that; out of the 32 instructors surveyed, only 2 (6.3%) had a teaching qualification such as Technical Teacher Education Certificate, 7(21.9%) had attended a course in methodology/pedagogy skills through phase 1 or 2 by DIT and 23(71.9%) did not have any teaching qualification. They only had trade skills or just taught from experience. These instructors lack basic teaching skills such as preparation of schemes of work and lesson planning. They also lack adult facilitation skills which make it difficult for them to attract, and later on retain adult learners.

77. PEVOT-GTZ has also adopted a relatively cheap approach to instructor - training and materials development through 'Local skills development (LSD) project'. LSD started in 2004 as a component of CP programme under MoES in collaboration with German development partners under PEVOT-GTZ. LSD main objective is to ensure nationwide CPs with low cost, accessible skills training opportunities particularly for PLE leavers as a result of UPE roll out. The first phase of LSD which focused on three CPs has so far proved successful, since training is based on local needs and locally available materials with expertise/trainers from the communities. In addition to training being cost-effective, it is employment driven. Therefore, this approach ought to be appreciated and incorporated in education planning especially at PPE level. There is need for refresher courses for locally based trainers to inform better and modern training practices.

78. Although existing documents and reports indicate the desirability of a flexible and demand-driven training approach, the situation on the ground provides signals in the other direction. The over centralization of curriculum development by BTVET and the National Curriculum Development Centre (NCDC); the examination - oriented education and training system; and the passive participation of other key stakeholders in curriculum development, all tend to create non conducive environment alternative learning systems to mainstream education.

79. The demand for a curriculum which can easily respond to the diverse socio-economic needs of different communities and the needs of the informal sector cannot be adequately met by existing formalized training concepts and structures. The situation is not different with firm-based training in the informal sector. The trainers are not trained and do not follow a given curriculum. The only advantage over the former categories is that the trainers are experienced practitioners in particular trades. Their training is informed by the quality of output. Training also takes place in the real work environment and teaching materials are real inputs for finished products.

9.0 RELATIONSHIP AND LINKAGES

9.1. Relationship with Mainstream education

80. The linkages between PBNFE with the mainstream education system at different levels can only be seen where the former is a mere moderation of the later. These linkages do not measure to a satisfactory level that looks at the two systems as complementary or alternatives. The failure to operationalize the proposal by GWPE on education to establish a Directorate of Non-Formal and adult education has hampered meaningful efforts to streamline NFE in the entire education system. Therefore, the kind of linkages and bridges currently in place are mere loose connections or extensions of the mainstream education system.

81. At secondary school level, FE and NFE follow the same curriculum and assessment procedure. There is no provision for one under NFE to have phased assessment based on modules, financial standing or age of the candidate. Registration requirements for national examinations at PPE level require similar standards. This unfairly locks out the majority of learners from progressing academically through NFE. The kind of learners that would otherwise had preferred NFE route, usually lack the time and resources to stand the rigor of FE at PPE level. The majority of those who try can only afford to acquire certificates that are not good enough for successful progression but rather serving as an end in themselves¹¹.

82. Much as a modular curriculum has been adopted for Community Polytechnics, there are still issues of access, technical expertise, harmonization and financing. Graduates of CPs are still subjected to either UNEB with the mainstream vocational trainees or DIT where the certificates cannot easily translate into some sort of equivalence with other national examinations/Certificates.

83. The recent annexation of DIT into MoES and the recent proposal by Ministry of Public Service (June, 2007) to transform DIT into a Directorate of Vocational and Qualification Framework is hoped to enrich collaborative efforts in streamlining the linkages and bridges between NFE and FE especially a PPE Level.

9.2. Linkages with employment and other development sectors

84. As previously pointed out, education at PPE level has largely been formal. So at secondary level, there isn't any tangible data or proof to show linkages between FE and NFE in terms of employability since both lead to similar certificates by UNEB. However learners pursuing secondary school education under non-formal arrangement like those at MAECA are circumstantially forced to work as they study in order to meet their needs. Their motive for further education is highly linked to better jobs, promotions or career transitions. Even when they qualify with relatively lower grades than their counterparts from the FE system, they always stand higher chances in accessing employment since they already have work experience. This also enables them to adapt to different work environments and demands. This has proved to be a stepping ground for their future employment after school (Director, MAECA).

85. At BTVET level, NFE has been identified with CPs. The underlying objective of CPs was to make vocational training flexible and easily linked to employment (GWPE, 1992). The modularization of the curriculum has been ongoing and is partially operational in a number of CPs. These efforts have further been boosted by LSD initiative by GTZ under the PEVOT programme. Whereas the modular curriculum allows learners to study as they work, LSD focuses on training according to job-market demands within the local community (MoES, 2007). The pilot project carried out by PEVOT-GTZ under LSD programme, observed that there is a clear linkage between NFE with employment. Training is always in response to

¹¹ The minimum academic qualification to occupy many political offices in Uganda has over time been an A-Level certificate. Many politicians have therefore sought to acquire this paper even though it is not good enough to allow for academic progression.

Training Needs Assessment (TNA) carried out by the learners together with the local communities and therefore training is employment-based.

86. In case of firm-based training, learning is both non-formal and informal. They are non-formal in a sense that some are organized with a structured curriculum but located in an industrial setting. These training centres are normally not registered or recognized by any government or legal private body. Learners are not interested in any kind of certification but practical skills in a given trade. Completion time normally depends on the rate at which one can grasp the skills to competently work on his own. Other forms of learning under firm-based training can be categorized as informal. Young people and school-dropouts usually join their relatives, parents or sometimes friends of their parents to provide support and assistance. However as this process goes on, they equally learn the skill and eventually master the skills in given trades. Under both categories, some learners are free to register for trade tests with DIT (Interview; FSERT and DIT). The two categories under the firm-based training are easily absorbed into the job-market according to their specializations. In most cases, they start working from their training centres as assistants but eventually go their own way once they have accumulated sufficient capital to purchase tools and equipments for their own workshops, garages or other work assignments. Individual success, competence and qualifications are directly vetted by the customer or market. The more one is capable of meeting customer expectations, the more he/she is rated in the profession.

87. The target has been to use NFE to reach out to disadvantaged learners in hard to reach areas. These efforts resulted in the promulgation of the ‘Basic Education Policy for educationally disadvantaged children’, 2006). At PBNFE, NFE has been associated with flexibility, cost-effectives, employment and development. There have been for example ongoing efforts by department of BTVET, MoES to extend modularized approach of training to all BTVET institutions (Interview; Commissioner BTVET).

88. Bright learners however have tended to shun vocational training in preference for academic training in aspiration for white collar jobs. This problem is compounded by the fact that vocational skills’ training has been left to learners perceived to be academically weak. It needs to be emphasized that technical and vocation skills are also highly scientific and require intelligent learners. This scenario is responsible for poor performance in vocational and Technical institutions after S. 4 and S. 6 (The New Vision, June 25, 2007).

89. On a slightly more positive note because NFE has been highly associated with vocational and informal training, graduates from these programs tend to find employment much faster as compared to the high degree of unemployment among the graduates of the formal education system who are looking for white collar jobs. Training in the informal sector not only promises higher chances of employment but also opens up opportunities for self-employment (interviews; DIT, UGAPRIVI and FSERT). This realization seems to be positively influencing public perceptions on vocational skills training and non formal and informal education generally.

10.0 SUCCESSES AND CHALLENGES OF PBNFE IN UGANDA

10.1. Successes so far registered with NFE at PBL

90. Registered successes include the following;

- There has been growing goodwill from government and particularly MoES for NFE at all levels. This has already resulted into a draft bill on basic education for educationally disadvantaged children 2006. There is increased appreciation and support from the public for the need of PBNFE as means towards realization of EFA goals
- The launching of UVQF and the proposed implementation of UQF is a good move in the right direction because these bodies will help to create an equivalence framework and ensure clear linkages between FE-NFE. This will raise public confidence in NFE as an alternative delivery mode of post basic education.

- The study noted strong support of PBNFE from development partners such as GTZ, JICA, USAID, DCI and UNICEF. It highly profiled as a modest way of availing PPE to disadvantaged groups and young people in hard to reach areas.
- Curriculum for CPs has already been modularized and operationalized in some centres. Plans are also underway in the MoES to extend modular-curriculum to other BTVET Institutions.
- The draft policy on NFAL by MLGSD will go along way in giving PBNFE a legal mandate. This is envisaged to raise the profile of PBNFE in the entire education system and even raise its bargaining power in issues of funding.

10.2. Challenges of PBNFE in Uganda

91. NFE at PBL presents an interesting scenario of the dilemmas and intricacies of policy development and implementation in any country. This perhaps brings out quite interesting lessons especially for countries of the south. It can be observed that there is consistency and agreement on the vitality of NFE as an integral part of the education system. As time goes by, the steam and commitment gets lost along the way. The main reason advanced by MoES points to limited funding in view of the enormous task of UPE and now UPPET (Interview; Commissioner, BTVET and Commissioner, SE). However other stakeholders are of the view that there is lack of commitment and failure to addressing the education needs of learners outside the mainstream education system (Interview; FSERT).

92. These conflicting positions of stakeholders boils down to a number of challenges in view of PBNFE as highlighted below:

- i. Trainers in NFE programmes/centres are a cadre of volunteers and school leavers from a FE system and lack the very basics of Adult learning facilitation and ability to structure materials on a flexible-learner based approach. This affects the quality of the output but also the NFE programmes in general.
- ii. The limited fund basket has rendered NFE at PBL a rather non priority. NFE is considered expensive and unnecessary especially where not all children that qualify to join PPET get access even in a conventional system. The preoccupation of government with UPE for 10 years now has limited any new ventures into flexible learning modes. This situation has yet again been worsened by the introduction of USE.
- iii. The information about NFE programmes at PBL in Uganda is not properly documented. The official government data on Education i.e. Education Management Information System (EMIS) does not capture data on PBNFE – a possible indication of marginalization by government.
- iv. The majority of providers have been pushed into the field primarily for profit motive than a desire to offer a service to a deserving group of young and old people. This therefore implies that much as the systems they have put in place reflect NFE arrangement, they fall short of critical aspects such as; modularization of the curriculum, special training for teachers/trainers and freedom for learners to sit examinations in a phased arrangement.
- v. There is no entry route by DIT certificate holders into Technical schools offering Diplomas in vocational training. This hampers the connectivity and linkage between FE and NFE especially at PBL of education and training. DIT also has had a number of limitations e.g. the current membership of Industrial Training Council (ITC) is not well structured to meet the needs of all stakeholders e.g. Ministry of Trade and Industry (MoTI) is not represented on the council. This tends to limit collaboration among stakeholders in skills development and ownership. It ought to be noted that the major purpose of collaborative assessment is intended to promote the acceptability of graduates by their employers.
- vi. The move to transfer non-formal education to MLGSD which is currently underway is very problematic. This is against the supporting structures such as DIT, NVQF, UNEB, Education Standards Agency (ESA), NCDC, and National Qualifications framework (NQF) – all which are under MoES. This is likely to create more problems in terms of equivalency and linkage with the formal education system. MLGSD also lacks the structures on the ground to ensure sustainability. The draft policy on NFAL in process by MLGSD seems to focus on Adult learners rather young people (below 18 years) who might not be in FE. Other challenges include; negative public opinion

- for PBNFE, lack of clear line of progression in the non-formal education system and fragmentation of efforts.
- vii. There is currently unclear coordination between UVQF and DIT in terms of each other's mandate. The two are currently working side by side without a clear linkage. They also seem to follow different standards and convictions about what should be tested (Interview: DIT and UVQF). One major point of difference is that where as DIT feels that certain skills such as basic English as a medium of assessment plus basic science and mathematics are essential, UVQF secretariat feels that there shouldn't be any pre-conditions for one attend a trade test but rather one's ability to perform a task successfully to the expectation of the market/customer.
 - viii. Sustainability of PBNFE hangs in balance in the absence of policy. The current efforts are fragmented and private providers seem to be in charge without proper guidelines. This poses a challenge to future offering of post-primary education through NFE.

10.3. Future Directions for PBNFE

93. This section focuses on the future prospects of PBNFE in Uganda in reference to growth and development, integration and linkage with FE and implications for further policy work in the education sector. This paper had earlier roundly noted the government's recognition of NFE at various levels of education including PBL, in spite of the absence of an enabling law. The recognition is clearly contained in various policy documents such as GWPE; 1992, the education and Training Bill; 2003 and the draft education bill for educationally disadvantaged children; 2004 and the draft Bill on NFAL, 2007. This section is explored at two levels i.e. implications for Uganda and lessons for other countries from the Ugandan experience.

10.3.1 Implications PBNFE in Uganda

94. The following are the implications of PBNFE;

- Any future educational programmes cannot pass without due consideration of NFE
- The development of NFE and PBNFE in particular poses a big question to the country's policy makers, educationists and all other stakeholders' i.e. There is lack of structures to ensure harmonization in policy formulation, coordination and development, and how these relate to the country's priorities.
- Lack of clear structures has made it difficult for a healthy linkage between FE-NFE. This has and continues to affect harmonization of the systems. Unless these structures are put in place NFE will remain unpopular as an alternative study route since learners cannot easily transfer to FE.
- Given the countries determination to pursue the MDGs and particularly EFA through UPE and UPPET, these efforts cannot adequately bear fruit unless NFE is given a special attention

10.3.2 General Conclusions

95. There is a promising future to PBNFE in Uganda, given the growing goodwill from government and the public. This has not come as an easy ride but rather a long and zigzag process. The country has for quite a long time espoused the philosophies of NFE and the rationale behind it. The problem has however been with implementation and sustainability. Much as the study noted financial limitation as the overriding factor for the slow pace in implementation, one cannot fail to note lack of commitment and focus.

Interviews;

- 1) Director, Makerere Day and Evening Classes for Adults
- 2) Assistant Commissioner; Secondary-General, MoES
- 3) General Manager; Uganda Association of Private Vocational Institutions (UGAPRIVI)
- 4) Commissioner; Directorate of Industrial Training (DIT)
- 5) Chief Technical Advisor; Promotion of Employment Vocational Training (PEVOT)

- 6) Ag. Commissioner; Business Technical Vocational Education and Training (BTJET), MoES
- 7) Coordinator; Foundation for Advancement of Small Enterprises and Rural Technologies (FSERT)
- 8) Kyema Vocational Institute, St. John Don Bosco, Masindi District
- 9) Principal; Kyema Vocational Institute, St. John Don Bosco, Kamuli District

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