



THE REPUBLIC OF UGANDA

**REFORMING THE BUSINESS, TECHNICAL,  
VOCATIONAL EDUCATION AND TRAINING  
(BTVET) SUB-SECTOR: CHALLENGES,  
OPPORTUNITIES AND PROSPECTS**

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## ACRONYMS / ABBREVIATIONS

ATP	Assessment and Training Packages
BTVET	Business, Technical, Vocational Education and Training
CBET	Competency Based Education and Training
DES	Directorate of Education Standards
DIT	Directorate of Industrial Training
DTIM	Diploma in Technical Institutions Management
EMIS	Education Management Information System
ESC	Education Service Commission
ESSP	Education Sector Strategic Plan
FBO	Faith-based organization
GoU	Government of Uganda
GWPE	Government White Paper on Education
ICT	Information and Communication Technology
IGA	Income generating activities
ILO	International Labour Organisation
ITC	Industrial Training Council
IVETA	International Vocational Education & Training Association
JAB	Joint Admission Board
LMIS	Labour Market information system
MAAIF	Ministry of Agriculture, Animal Industries and Fisheries
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoICT	Ministry of Information, Communication and Technology
MoPS	Ministry of Public Service
MSE	Micro and small enterprises
NCDC	National Curriculum Development Centre
NDP	National Development Plan
NGO	Non-governmental organization
NPA	National Planning Authority
PPP	Public-Private Partnership
PSFU	Private Sector Foundation Uganda
PWD	Persons with Disabilities
TVET	Technical, Vocational Education and Training
UAHEB	Uganda Allied Health Examinations Board
UBOS	Uganda Bureau of Statistics
UBTEB	Uganda Business and Technical Education Board
UCC	Uganda College of Commerce
UGAPRIVI	Uganda Association of Private Vocational Institutions
UNEB	Uganda National Examinations Board
UNMEB	Uganda Nurses and Midwives Examination Board
UPOLET	Universal Post O-Level Education and Training
UPPET	Universal Post – Primary Education and Training
UTC	Uganda Technical College

# **REFORMING THE BUSINESS, TECHNICAL, VOCATIONAL EDUCATION AND TRAINING (BTVET) SUB-SECTOR IN UGANDA: CHALLENGES, OPPORTUNITIES AND PROSPECTS.**

## **1.0 DEVELOPMENTS OF THE BTVET SUB-SECTOR.**

### **1.1 International Experiences.**

During the 1960s and 1970s, Technical and Vocational Skills Development (TVSD), as it was popularly known at the time, was an important sub-sector in many countries. At that time, and because the sub-sector had the key objectives of providing employable skills aimed at easing school leaver unemployment, it was popular in many countries and, therefore, received due attention.

In the 1980s, structural adjustment as well as cost sharing measures caused impacts on the provision of education and training in most countries. These new strategies required adjustments, and in some cases, changes in the then prevailing provisions of education and training. In many cases, these changes did not come easily and quickly thus restraining the rate achieving the expected results. Further, studies aimed at establishing the rate of return to education undermined much external support to TVSD.

At the 1990 World Conference on Education for All (Jomtien), Universal Primary Education (UPE) was brought back on the international agenda. The *Framework for Action* at Jomtien suggested “*Expansion of the provisions of basic education and training in other essential skills required by the youth and adults, with programme effectiveness assessed in terms of behavioral changes and impact on health, employment and productivity*”. Many development partners thus focused on universal access and completion of primary education as their priority. Thus UPE was then adopted as an international development target in 1996, and a Millennium Development Goal (MDG) in the year 2000. Therefore, although TVSD was mentioned at the World Declaration at Jomtien, it was excluded from both targets. Many development partners / donors made MDGs central to their education development strategies and priorities.

In the years that followed (ie in the 2000s), TVSD came back on the international agenda. The report of the Commission for Africa, Millennium Project and Summit, new World Bank policies on secondary, higher and general education, and on skills development, and the 2007 World Development Report - all argued that a holistic, integrated, and inter sectoral approach to education, including TVSD, was crucial for countries’ development programmes. Further, the Sector Wide Approach (SWAP) adopted in the mid 1990s exemplified these new priorities of supporting the whole education and training sector.

### **1.2 Pre- independence Period in Uganda**

Uganda’s education system during colonial days was developed largely because of the initiatives of voluntary organizations especially those of the Christian missionaries. Good educational facilities were

available only to a small elite group, and oriented towards white collar jobs, while the masses remained largely illiterate or poorly educated. The system produced mainly clerical and administrative personnel required by the religious foundation bodies of schools and the colonial administration. Government started exercising control over education by establishing a Directorate of Education in 1925. Thereafter, in the fifties and sixties, the education system was expanded rapidly.

The Business, Technical, Vocational Education and Training (or BTJET) system, as we know it today, was a very small sub-sector and it was designed to produce manual workers who were predominantly drawn from the underprivileged and uneducated sections of society. This was the beginning of social stigmatization of BTJET in the country.

### **1.3 Post - Independence Period in Uganda.**

The immediate post-colonial (ie post 9<sup>th</sup> October 1962) education policies did little to change these trends. The Castle Commission (1963) provided the first, major post-colonial guidelines for educational development in Uganda, by laying emphasis on the equality of opportunity to education for all the people, expansion of girls' and women's education, provision of adult education, and raising the standards of agriculture and, to a small extent, promoting vocational and technical education. This Castle Commission report guided Uganda's education system for many years that followed. However, no focused policy existed to specifically guide the development of the BTJET sub-sector.

Government developed and implemented two Five Year Development Plans to guide, among others, promotion and investment in education. These plans covered the periods 1960/61 – 1965/66, and 1966/67 – 1970/71. The Third Five Year Development Plan 1971/72 – 1975/76, however, was never implemented largely because of the political changes (ie the military coup of 1971) but, instead, it was replaced later by an Action Programme for the crash development of manpower to fill the vacuum created by the expulsion of the Asians in 1972. That Action Programme was also not implemented.

In 1970, The Education Act was enacted. This was a very significant development because this Act aimed at amending and consolidating the law relating to the development and regulation of education. It provided, among others, frameworks for the control and management of schools, registration and licensing of teachers, special requirements regarding private schools, and miscellaneous provisions.

In 1972, Decree No 2 was issued establishing the Directorate of Industrial Training (DIT) under the Ministry for Labour, and the Industrial Training Council (ITC) as the supervisory body of the DIT. The same Decree also provided for the establishment of the training levy, the Training Levy Fund, the Advisory Training Committees, Training Schemes, and the conduct of Apprenticeship Training and Trade Tests. ***This is the first deliberate move by Government to accord skills training the legal, and therefore due, attention although implementation faced challenges for a long time thereafter.*** The Decree was also occasioned by the realization of skills shortages created by the expulsion of the non-Ugandan Asians many of whom were skilled in various trades.

In 1973, the Industrial Training (Apprenticeship) Regulations (Statutory Instruments 1973 No. 32) were made by the Minister for Labour. These Regulations provided for, among others, qualifications of

apprenticeships and related matters, craft training courses, in-plant training, appointment of Advisory Training Committees, and Trade Testing.

The National Curriculum Development Centre (NCDC) Act was later enacted in 1976. This Act was revised in 2000, giving the NCDC the mandate to investigate and evaluate the need for syllabus revision and curriculum reform at primary, secondary and tertiary levels of education and in teacher education, and to initiate new syllabuses, to revise existing ones, to carry out curriculum reform, research, testing and evaluation, and to bring up-to-date and improve syllabuses for school and college courses. The NCDC was also empowered to devise, test and evaluate examination questions and methods of examining students with other appropriate teaching and examining bodies, and to organize and conduct in-service courses of instruction for the acquisition of knowledge and professional skill by persons intending or required to teach new courses developed at the centre. The NCDC has also applied the provisions in the Act that enable it to develop both long and short course curricula for the BTVET sub sector.

For its operations, the NCDC formed Committees that address specific curricula requirements of the various sub sectors (including for BTVET).

In 1983, the Uganda National Examination Board (UNEB) Act was enacted. This Act (whose revision is ongoing), gives UNEB the mandate to conduct primary, secondary, technical and such other examinations within Uganda as it may consider desirable in the public interest. It also mandates UNEB to award certificates or diplomas to successful candidates in such examinations, to invite anybody or bodies outside Uganda, as it may think fit, to conduct jointly academic, technical and other examinations, and to award acceptable certificates or diplomas to successful candidates jointly with invited bodies.

UNEB conducts examinations only in those subjects / courses whose curricula have been developed by the NCDC. It also develops examination curricula for such subjects / courses.

In May 1986, the Industrial Training (Trade Testing) Regulations (Statutory Instrument 1987 No. 62) were made by the Minister for Labour to operationalize the Decree, specifically focusing on the functions of the Advisory Training Committees, Modular Course Certification, Master Craftsman Certification, establishment of Trade Panels, and provisions for Instructors and other specialists.

The Industrial Training Act Cap. 130 came into effect in 2003, replacing the Decree. It made the same provisions, commencing from 1<sup>st</sup> April 1972, as were contained in the Decree.

The National Curriculum Development Centre (NCDC) Act was later enacted in 1976 (and revised in 2000) to handle all curricula for primary, secondary and BTVET institutions.

The Uganda National Examination Board (UNEB) Act was enacted in 1983 to conduct examinations for institutions based on the NCDC curricula.

In 1987, Government appointed the Education Policy Review Commission (EPRC) through General Notice No. 57 of 1987, to inquire into policies governing education in Uganda and make



recommendations. Specifically, the Commission was required to appraise the existing system of education - from pre-primary to secondary / tertiary levels - and recommend measures and strategies for improving the system so that it can progressively embrace, as appropriate, modern curricula and pedagogic trends and developments, meet the development needs of the economy and promote employment opportunities for the students, and produce socially responsible citizens. In addition, the Commission was expected to advise on the most effective way of integrating academic with commercial and technical subjects in schools curricula (in accordance with the Resolutions of the 40<sup>th</sup> International Conference of UNESCO), assess the role of the private sector in the provision of education at all levels, and review and formulate, where necessary, the general aims and objectives of the school/tertiary education system as a whole as well as the aims and objectives of education at each level of the system. Finally, the Commission was required to recommend measures which will improve the management of schools and tertiary institutions so as to maximize cost-effectiveness, measures for reducing costs and improving efficiency in rendering educational services, and on the necessity or otherwise of reverting to the previous system of primary/junior secondary on the one hand, and senior secondary/tertiary on the other hand.

With regard to Technical and Vocational Education, the White Paper made several recommendations. It basically looked at the **educational** stages and made recommendations, namely:

- i) Vocational Education (Stage 1) – for primary education. Emphasis was made on the need for attitudinal change at this level, and for mastering fundamental knowledge and skills with much focus on teaching of agriculture.
- ii) Vocational Education Ordinary Level (Stage 2). Recommendations made include “..... accord technical knowledge status the status of other traditional subjects”, and that “Technical and Commercial Schools should be adequately equipped and converted into Vocational Secondary Schools”. It also recommended that students at Vocational Secondary Schools should choose one technical / vocational subject for specialization.
- iii) Vocational Education Advanced level (Stage 3). Further specialization in one technical / vocational subject was recommended. It also recommended creation of Regional Polytechnics through a merger of the five UTCs (Elgon, Lira, Kichwamba, Masaka) and UCCs. Further, it recommended the establishment of one “polytechnic – type” of Technical Institute per district, with adequate facilities for girls.

The Commission’s report was thoroughly debated by Cabinet, and Government responded in April 1992 by producing the Government White Paper, entitled Education for National Integration and Development. In endorsing the report, the Minister for Education expressed pleasure at having received it, and stated that he was releasing the same “.....**for public debate both at local and National level before final implementation**” (*emphasis mine*). It is unclear how much local and National debate was carried out after the White Paper was published. However, some recommendations in the White Paper have been implemented while many have not.

In 1997, Government introduced Universal Primary Education (UPE). To facilitate and guide planning and investment, the sector adopted the first five - year Education Sector Investment Plan (ESIP) covering the period 1998 – 2003 with emphasis on implementation, and therefore funding, of UPE. This ESIP

elaborated on the “programme approach” to planning and implementation although that approach was more or less institutionalized.

The second Plan (Education Sector Strategic Plan (ESSP) was later developed to cover a ten-year period from 2004 to 2015, and was approved by Cabinet in 2004. It was later revised and updated in September 2008 to cover the period 2007 – 2015. This Plan assumed, first, the continuation of the ESIP. However, it shifted emphasis from one of implementing UPE and riveted the attention and resources of the sector to a more balanced concern for Post-Primary Education and Training (PPET) and other sub-sectors as well as the primary sub-sector. Above all, it aimed at improving the quality of education – **what** the learners learn, and **how** they learn. In addition, the decision to revise and update the ESIP was prompted by new policy initiatives including the need to assure that all pupils who successfully complete Primary Education get access either to academic secondary education or BTVET, the need to strengthen science and technology in secondary education, and the desire to increase participation in tertiary education in order to ensure the production of adequate and high – level skilled work- force. Therefore, for BTVET in particular, the Plan proposed a re-configuration of the sub-sector and organize it within the UVQF thereby modularizing the courses and enabling increase in access while at the same time addressing the needs of the world of work.

In 2001, the Universities and Other Tertiary Institutions (UOTI) Act was enacted (but later amended in 2003, 1nd 2006) to provide, among others, for the establishment of the National Council for Higher Education (NCHE) and matters related to Higher Education. The functions of the NCHE include registering all Higher Education institutions established under the Act, ensuring minimum standards for courses of study and the equating of degrees, diplomas and certificates awarded by the different public and private institutions, determining the equivalence of all types of academic and professional qualifications of degrees, diplomas and certificates obtained elsewhere with those awarded by Uganda institutions, and monitoring, evaluating and regulating Higher Education institutions. The NCHE is also required to certify that an institution of Higher Education has adequate and accessible physical structures and staff for the courses to be offered by it, and to set and co-ordinate national standards for admission of students to the different institutions of Higher Education.

To operationalize the Act, several Statutory Regulations were made including on Quality Assurance (Regulation No. 34 of 2008), on Minimum Entry Requirements for Admission to Universities and Other Tertiary Institutions (Regulation No. 63 of 2007), and on Equating of Degrees, Diplomas and Certificates (Regulation No. 62 of 2007).

In 2001, the sector, through BTVET Department, commenced the drafting of the first Strategic Plan for the BTVET sub-sector. With the technical and financial assistance of the German Government (through GTZ), wide consultations were made with stakeholders, and workshops held. As a result, in October 2002, it was recommended to adopt the title Business, Technical, Vocational Education and Training (BTVET) for Uganda. The first ever draft five-year BTVET Strategic Plan was then produced.

In 2001/2, MoES commenced the review the Education Act 1970. Again, wide and extensive consultations were made resulting into the enactment of:

- a) The Education (Pre-Primary, Primary, Post Primary) Act 2008, and
- b) The Business, Technical, Vocational Education and Training Act 2008.

The National Planning Authority (NPA) was created by the NPA Act 15 of 2002 to, among others, coordinate and harmonize development planning in the country. As its responsibility, the NPA led the process that resulted into the production of the five – year National Development Plan (NDP) 2010/11 – 2014/15. The NDP was developed from experiences learnt, and results of the evaluation of, the Poverty Eradication Action Plans (PEAPs) that had been used from 1997 – 2008 as the overarching planning framework by Government.

The NDP is presented around four sector clusters (namely primary growth, complimentary, social, and enabling sectors) using the “egg concept” framework. On one of the clusters – the social sector – skills development is analysed, and recommendations made through detailed objectives, strategies and interventions. The NDP emphasized the need for stronger public / private partnerships on skills development, covering formal, non-formal, and informal avenues of acquiring skills and competencies. Relevance, quality, equitable access, efficiency and effectiveness are also underscored as core themes in skills development.

The process of evaluating the implementation of the NDP has commenced and is expected to end early next calendar year.

## **2.0 PRESENT STATUS OF BTVET IN UGANDA.**

### ***2.1 Legal Provisions.***

The Education Act 2008 makes legal provisions for guiding implementation of general education (including the BTVET sub-sector but more focused on Pre-Primary, Primary, Secondary, and Teacher Education sub-sectors), namely registration and licencing of private educational institutions, establishment of Boards of Governors, role of stakeholders (Director of Education, CAO, PS, Minister, DEOs, DISs, parents, communities), licencing and registration of teachers etc.

However, the BTVET Act 2008 is the most significant legal instrument, today, that guides the policy formulation and reforms of that sub-sector. This Act provides that the objective of BTVET is to provide relevant and quality knowledge, values and skills for purposes of academic progression and employment in the labour market to a larger number of persons in an affordable way, and to enhance the productivity capabilities of the individual for employment and self employment. The Act therefore defines the scope and levels of BTVET programmes (form certificate to diploma levels to be defined by the Qualifications Framework), and the roles of different stakeholders in the provision of BTVET. It also aims at separating training and delivery of BTVET from quality assurance functions thereby providing for mechanisms and establishment of organs responsible for the regulation of qualifications (standards, assessment and certification) and training delivery in formal and non formal education. Further, the BTVET principles and concepts are defined to include promotion of an integrated, demand driven and

competency based modular BTVET system where learners enter the system at various points suited to their skills and needs, with their qualifications certified and recognized at different levels in formal and non-formal institutions in the public and private sector. The Act also provides for the establishment of a Qualifications Framework based on defined occupational standards and assessment criteria for the different sectors of the economy, and for increasing equitable access to disadvantaged groups such as women and people with disabilities.

On institutional and implementation arrangements, the BTVET Act 2008 makes specific and key provisions including:

- a) The continuation of the Directorate of Industrial Training (DIT) with additional functions including identifying the needs of the labour market for occupational competences that fall under, and expanding, the UVQF, regulating apprenticeship schemes, accrediting training institutions or companies as UVQF assessment centres, assessing and awarding Uganda Vocational Qualifications, implementing the training levy and training fund, and promoting on-the-job training in industry for apprenticeship, traineeship and indenture training and for other training such as further skills training and upgrading, and
- b) The continuation of the Industrial Training Council (ITC) responsible for making policies for the DIT, supervising and monitoring the implementation of the UVQF, approving the budget and monitoring budgetary performance of the DIT, implementing functions in respect of the Training Levy and Training Fund, and prescribing by Statutory Instruments rules for assessment and certification system, accreditation and inspection of assessment centres, promotion of CBET, and apprenticeship training. The ITC is required to prescribe the form of certificates and diplomas to be awarded by the Nursing and Midwifery Examinations Boards, the Allied Health Examination Board, and all examination boards for other courses as the Minister responsible for education may determine. The ITC is also expected to establish, in collaboration with UNEB and other examining bodies, the procedure for phasing out the functions of the Uganda National Examinations Board, or any other body that has the function of conducting the **existing** technical examinations covered by the UVQF, in ceasing conducting those examinations, and to carry out any other matter related to BTVET.
- c) The establishment of the UVQF whose purpose is to define occupational standards in the world of work, assessment standards, and guidelines for modular training. Further, the UVQF shall follow the principles of CBET which include flexible training of learners, recognition of formal and non-formal training.
- d) The re-establishment of a Training Levy and Training Fund.

Most of the provisions in this Act are being implemented (eg the revitalization of the DIT and the ITC, the creation of examinations boards, the establishment of the UVQF) while some (eg the establishment of a Training Levy and Training Levy Fund) have now been included in the new BTVET Strategic Plan (see also 4.2 below).

However, there are overlaps of some provisions in the BTVET Act 2008 with other Acts thereby creating conflicting and/or repetitive roles of some institutions (see also 4.4 below).

There exist other legal institutions that have been established separately but which have the capacity to influence the BTNET developments and reforms. These include the Uganda National Council for Science and Technology, and the National Information Technology Authority.

## **2.2 Funding**

The education sector budget has been increasing over the past years (eg from UGX 1,416.3bn (14.7%) in FY 2011/12 to UGX 1,624.6bn (15.2%) in FY 2012/13). Over the medium term, education sector's budget projection is expected to increase from UGX 1,559.10bn (FY 2012/13) to UGX 2,501.44bn in FY 2016/17.

However, the funding allocation for the BTNET sub-sector has henceforth been approximately 4% of the sector budget - the lowest sub-sector allocation - but it is also projected to rise over the medium term. In FY 2011/12 BTNET sub-sector budget allocation was 6.5% (see table below). This was because of the increasing appreciation of the need for additional funding for the sub-sector, and the emerging Government policies on UPPET and UPOLET which required Government provision of capitation grants, and which brought on board, for the first time, a number of private institutions as well. There has also been an increase, under the same programmes, for development funds.

*Table Showing MoES Budget allocation by Sub sector*

Sub-Sector	Budget Allocation FY 2011/12	%age share
<b>Primary Education</b>	703.024	56.6%
<b>Secondary Education</b>	424.202	22.6%
<b>BTNET</b>	98.057	6.5%
<b>Tertiary</b>	141.820	10.5%
<b>Others</b>	48.709	3.9%
<b>Total</b>	<b>1,415.812</b>	<b>100.0%</b>

The low level of funding for the BTNET sub-sector has not only stigmatized the BTNET sub-sector further (because training providers are unable to provide and modernize training facilities and improve skills acquisition) but has also resulted into the present poor status of infrastructures, low enrolments (in some institutions), poor quality graduates, weak PPP, and low quality trainers. Besides, weak and poorly facilitated Governance structures (Boards of Governors or Governing Councils) have also resulted into poor accountabilities, lack of innovations (eg weak practices concerning generation of additional incomes for institutions, and poor utilization of existing facilities).

Government releases funds to institutions on quarterly basis, and almost always, with budget cuts. In addition, the releases are made and received by the end users at different times in a given quarter. These factors make it difficult for training institutions and providers to effectively plan for implementation of their activities (see also 3.3 below).

## 2.3 Number and Category of BTVET Institutions

### 2.3.1 Public BTVET Institutions

Prior to 1998, there existed Departmental Training Institutions which were established, controlled and managed by different sectors (Health, Agriculture, Labour, Cooperatives, Tourism etc). These institutions were established, principally, to produce trained and skilled personnel (from certificate to diploma levels) for those public sectors. The private sectors were small, and some enterprises carried out training mainly for their own employees but also because the outputs from public institutions were small and could not satisfy their demands.

Presently, therefore, the number, category and courses offered by **public** BTVET institutions is given below:

S/ N	Category of Institution	Numbers in place	Courses Offered	Durati on	Final Award
1	Community Polytechnics	16	CJ, BCP, TC, MVT. AGRIC, HE, EI	3 years	Certificate
2	Technical Schools; Vocational Training Centre	24	CJ, BCP, TC, MVM	2 – 3 years	Certificate
3	Farm Schools	5	CJ, BCP, TC, MVM, AGRIC	3 years	Certificate
4	Technical Institute; Vocational Training Institute	39	CJ, BCP, TC, MVT, EI, AGRIC, L&T, PL, PD	2 – 3 years	Certificate
5	Uganda Colleges of Commerce	5	UDBS, NCA, NCM, UDSS, CBA, UDHIC, NCSS, DBA, CHIC, DHRM, NCPSSM, DLGFM, DPPM	2 – 3 years	Diplomas and Certificate
6	Uganda Technical College	5	ADDM ODC, ODM, ODE, DIC, ODRA, HDC, ODWE	2 years	Diplomas
7	Specialized Training Institutions	34	Courses in health, fisheries, agriculture, lands and surveying, forestry, cooperatives, meteorology	2 – 3 years	Certificate and Diploma

**NB: There have been strong demands by several institutions (especially for institutions admitting PLE and O level leavers) and their immediate stakeholders to upgrade those institutions to the next levels.**

**Therefore, all the data given in the above table is likely to change from time to time (see also 3.1 below).**

### 2.3.2 Private BTVET Institutions

The MoES, under BTVET Department, is responsible for issuance of licences and / or registrations to private institutions upon application by the interested institutions, and after an evaluation and inspection by the Department. Presently, the Department has licensed and / or registered 141 (one hundred forty one) private BTVET institutions. However, there are likely to be many more private institutions operating illegally.

Uganda Association of Private Vocational Institutions (UGAPRIVI) was formed in 1989 for purposes of bringing together and coordinating all private BTVET institutions in the country. So far 806 (eight hundred and six) private BTVET institutions are registered with UGAPRIVI through its regional offices. These are 129 institutions in Eastern, 185 in Central, 107 in Northern, 95 in Southern, 114 in South Western, 93 in West Nile, and 83 in Western Region. These institutions conduct, mainly, **formal** training but some offer non-formal training as well.

UGAPRIVI is yet to categorise the institutions registered by them according to courses offered.

It must be noted, however, that registration by UGAPRIVI does not necessarily authorize an institution to operate legally. It must be either licenced or registered by the BTVET Department in MoES.

### 2.3.3 Others

There are other providers conducting **formal** and / or **non-formal** training on BTVET courses. These include universities, industries / enterprises/ firms, FBOs, NGOs, and individuals. Their numbers, locations, courses offered, and awards are not known.

## 2.4 Enrolments in BTVET Institutions

For FY 2010/11, and 2011/12, the table below gives the enrolment in public BTVET institutions.

FY	Total	Male	Female
2010/11	9,344	7,575	1,769
2011/12	11,124	8,508	2,616

Source: EMIS 2011

Generally, enrolments by BTVET providers have been, and are projected to be, increasing over the years.

However, these enrolments have been, and/ or will be, affected by a number of factors, including:

- i) Emerging new policies of Government. For example, at the time the above projections were made, UPOLET, introduced in 2007, had not been pronounced by Government.
- ii) New skills demands. At the time the projections were made, Uganda had not taken the discovery of oil and gas deposits with seriousness. With these discoveries, a number of training

institutions have been established, and many people have become attracted in acquiring skills so as to be employed by this new sector.

iii) Government ordered the return of some Specialised Institutions (Nyabyeya Forestry College, Fisheries Training Institute, Bukalasa Agricultural College, Wildlife Training Institute, Hotel & Tourism Training Institute, Nakawa Communications Training College) to their former / parent Ministries. Enrolment data from these institutions may not be captured by MoES.

On the other hand, Nsamizi Institute for Social development was transferred back to MoES.

**Projected Enrolment by Sub-sector, Level, and Year, 2008 – 2015 (Thousands of Persons)**

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	8,531.2	8,982.9	9,448.2	9,953.4	10,529.2	11,081.8	11,630.5	12,229.3
Secondary	1,059.2	1,215.7	1,424.5	1,650.1	1,901.2	2,119.5	2,395.6	2,723.8
O' Level	919.0	1,069.2	1,261.9	1,452.5	1,665.0	1,840.2	2,052.8	2,315.2
A' Level	140.2	146.5	162.7	197.6	236.2	279.3	342.8	408.6
<b>BTVET</b>								
Post-P7	39.7	36.6	41.4	46.4	50.0	55.1	61.9	70.0
Post-S4	82.2	103.1	123.1	144.7	167.8	201.4	234.8	264.0
Other BTVET	9.1	9.2	9.3	9.4	9.5	9.6	9.7	9.8
Higher/Tertiary	77.0	83.0	89.2	96.8	114.8	132.1	157.4	189.4

**Source: ESSP 2007 – 2015**

**2.5 Non - Formal Education & Training**

To address the rising unemployment rates among the youth in Uganda, MoES conducted the first ever non-formal skills training programme in FY 2009/2010. Approximately, UGX 3billion was used for the programme. Under this programme, selected public and private training providers signed MoUs with MoES for them to undertake the agreed training (lasting up to three months) for agreed numbers of learners, in selected modules as developed or guided by the DIT. At the end of each training session, the DIT conducts assessments and awards transcripts.

It is evident (from the table below) that many Ugandans – especially the youth - including those (from data gathered) who have completed academic courses at all levels of education, have responded to this programme. There is also evidence that most learners who complete these programmes are readily employable. This further underscores the importance of skills acquisition for employability and poverty eradication.



**Enrolment by gender and group under Non-formal**

Group	FY 2010/11			FY2011/12		
	Male	Female	Total	Male	Female	Total
<b>Group 1</b>	8,204	9,000	17,204	6,401	6,892	13,293
<b>Group 2</b>	2,233	2,735	4,968	1,423	1,942	3,365
<b>Group 3</b>	943	1,082	2,025	538	711	1,249
<b>Group 4</b>	337	246	583	155	141	296
<b>Group 5</b>	172	158	330	74	73	147
<b>Group 6</b>	113	78	191	55	57	112
<b>Group 7</b>	39	55	94	36	32	68
<b>Total</b>	<b>12,041</b>	<b>13,354</b>	<b>25,395</b>	<b>8,682</b>	<b>9,848</b>	<b>18,530</b>
<b>Percentage</b>	<b>47.4%</b>	<b>52.6%</b>	<b>100%</b>	<b>46.9%</b>	<b>53.1%</b>	<b>100%</b>

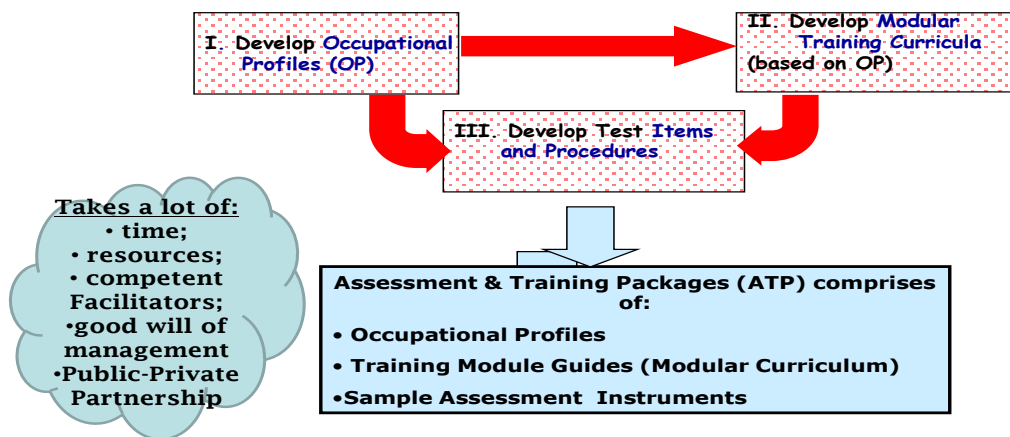
Source: EMIS 2011

**2.6 Development of the Uganda Vocational Qualifications Framework (UVQF)**

The concerted efforts of establishing a Uganda Qualifications Framework started around 2001/2002 through the German support. This is the time when the MoES also realized the need to update the Education Act 1970, having realized that this Act was outdated, and in particular, it did not give any emphasis on the BTVET sub-sector. It is also the period when a number of developing countries embraced the notion of, and commenced and /or strengthened establishments of their respective, Qualifications Frameworks after taking lessons from developed countries.

However, with time, it was realized that it would be beneficial and advantageous to “start small” while at the same time realizing impact. A meeting of stakeholders was then held at Jinja and it was decided to start with the Uganda Vocational Qualifications Framework (UVQF) targeting and covering certificate courses / trades, and qualifications / awards. Members of a Secretariat to carry forward the establishment of the UVQF were subsequently appointed in 2004. This Secretariat has now been absorbed as one of the Departments (of Qualification Standards) of the DIT.

The process of creating the UVQF starts with the development of the Assessment and training Packages (ATPs) shown hereunder. It involves very close collaboration and support of the private sector.



So far the DIT has developed 80 (eighty) ATPs as listed in Annex 2.

The **levels** of competences for each ATP are arrived at using the descriptors given in Annex 4.

The adoption and use of the ATPs developed by the DIT will ensure, among others, that:

- Competencies acquired are of quality, and relevance to the world of work
- Flexible training is offered
- Recognition of Prior Learning (RoPL) is enabled
- Competencies acquired through other means other than formal (ie non-formal, and informal) training are recognizable, verifiable by certification.

There is however urgent need for:

- i) The UVQF to be expanded to cover other skills areas
- ii) The UVQF to be expanded to cover other higher levels (ie Technical Levels)
- iii) Lessons learnt from the development of the UVQF to be used for non-skills (ie academic) areas for all levels thus creating a National Qualifications Framework.

### **3.0 CHALLENGES FACING BTVET SUB-SECTOR.**

The BTVET sub-sector faces a myriad of challenges some of which are known to most people and have been implied in above sections (eg low funding levels, poor infrastructure, negative attitudes, gender imbalance, low quality trainers, irrelevant courses, lack of innovations and research, rigid courses, failure to recognize prior learning, low levels of entrepreneurship skills, poor motivation of trainers, low attention to Industrial Training, “dead-end” nature of most courses etc etc).

However, the challenges listed below have been singled out for particular emphasis:

### ***3.1 Degree Syndrome***

There has been a very significant increase in the number of universities in the country, and there continues to be strong advocacies for even more universities to be established. From only one public university (ie Makerere University) and no private university a few years ago, to (currently) five public universities (Makerere University, Kyambogo University, Busitema University, Mbarara University, Gulu University; Muni University will open next year) and 23 (twenty three) private universities.

The expansion of universities is welcome. However, it has created a “degree syndrome” where most people, especially the youth, apply for degree courses even where employment opportunities are not readily evident upon their graduation. Holding a degree is, besides, still a status symbol and, upon gaining employment, one is enabled to earn higher salaries and remunerations than those with lower qualifications.

The entrenchment of the “degree syndrome” means that the country shall have more degree holders than technologists or technicians (ie Diploma holders). This is undesirable and shall hinder the pace of attaining the country’s development agenda. The country needs more implementers (diploma and, (even larger numbers of) certificate holders) than creators or designers.

To establish additional public universities, Government decided to convert a number of existing public BTVET institutions for the purpose. Notable examples are:

- Uganda Polytechnic, Kyambogo. Established as recommended by the GWPE, it was the only institution at the time, with a reputation gained through offering high quality training both at Ordinary and Higher diploma levels for engineering courses. It was merged with other two institutions to form Kyambogo University in 2005.
- Institute of Teacher Education. This was also the only institution which was coordinating all National Teachers Colleges programmes. It became part of Kyambogo University in 2005.
- Uganda National Institute of Special Education (UNISE). This was the only institution handling special needs issues. It became part of Kyambogo University also in 2005.
- Busitema National College of Agricultural Mechanization. Established in 1971, it was the only kind of institution in the country conducting quality training in related fields. It became part of Busitema University 2007.
- Arapai Agricultural College, Soroti – established during colonial times to cater for the specific and unique agricultural needs in the Eastern and Northern Regions – also became part of Busitema University in 2007.
- Namasagali Secondary School, a Government institution, became Namasagali University but was de-registered by the National Council for Higher Education. Busitema University took it over in 2010.

The loss or conversion of these (BTVET) institutions into or as part of universities resulted not only into compounding the “degree syndrome” but also to loss of some of their original courses (or much less

status and importance given to them under university control), with corresponding loss of some qualified technical and administrative staff. This has affected negatively the conduct of the remaining courses by the universities. More importantly, it has undermined the development of BTVET.

At lower BTVET levels, a similar situation has also occurred although at a lesser degree (again as a result of taking the cue from, or responding to, the rapid establishment of universities). Because with more universities more diploma holders qualify to be admitted for degree courses, an increasing number of BTVET institutions have converted or upgraded their certificate courses to diploma status. Again this may lead to having more diploma holders (technologists or technicians) than craftspersons (certificate holders). This is also undesirable.

The “degree syndrome” is also promoted and compounded by the selection methods for learners to join universities or colleges. While pursuing studies at Advanced Level schooling, students are given Joint Admission Forms (JAB) forms to fill. These forms are designed in such a way that students are required to fill, first, the universities of their choices and the courses to be pursued – even if one does not wish to join a university. Next, students indicate the training institutions / colleges they would like to join. This move already places (BTVET) training institutions, by choice, below universities. Further, at JAB selections, public universities do the selection first, and afterwards, training colleges select their students.

### ***3.2 Lack of a Qualifications Framework.***

The developing a National Qualifications Framework has already been mentioned above (under Section 2.5). There is still a lot of work yet to be done for the UVQF to be transformed into the NQF (or UQF) ie widening the skills areas, and developing descriptors for higher levels and bringing on board academic qualifications.

However, this requires a lot of funding. According to the present procedures used:

- Development of the Occupation Profile costs approx. UGX 12million
- Development of the Training Modules costs approx. UGX 17million
- Development of the Test Items costs approx. UGX 17million.

***NB: In most countries, these three elements are developed separately, and by different bodies using different methods. The ATP is, therefore, regarded as Ugandan originated and specific.***

Without a Qualifications Framework, the aspects mentioned in Section 2.5 cannot be addressed readily. Besides, equating of skills acquired from other countries and systems with national (Ugandan) ones (and vice-versa) becomes very difficult, thereby restricting freedom of movement of persons for employability and / or upward progression for qualifications. For BTVET, this compounds the negative attitudes by some people because of the “dead end” nature of training.

### **3.3 Low Levels of Funding and Investment in BTVET**

The infrastructure required in BTVET institutions (workshops, laboratories, libraries, electricity, water, lecture rooms, sports facilities, hostels, staff houses) vary greatly and is expensive to provide and maintain. This has resulted into poor (and in most cases unacceptable) standards of infrastructure in most public and private BTVET institutions particularly because of lack of “maintenance culture” and entrepreneurship by responsible persons / managers, coupled with low funding. Yet the quality of, and indeed attitudes to access, training is dependent on the quality of this infrastructure. The infrastructure must not only be gender friendly but also suitable for people with disabilities.

Similarly, BTVET institutions require varying equipment and tools. These are also expensive to acquire and maintain. They should be modern and of good quality, and supplied in adequate quantities. The challenge, however, is to supply the equipment and tools that match technological developments. It is often impossible for this to happen especially in ICT related fields. Therefore, the only possible option to address this is through strong private / public partnerships whereby, because the private sector will track technological developments faster and therefore often update or upgrade their facilities, learners may access training using those equipment and tools. On the other hand, the partnerships could enable private firms / industries donating some not-so-up-to-date, but still useful (for training purposes), equipment and tools to BTVET institutions.

The amount of capitation grants provided to learners should match market rates. These rates should also be dependent on the nature of training. Presently, these factors are not taken into serious considerations when determining and releasing the required funds. Thus the unit cost of training in BTVET, against which realistic funds would be planned and made available, is non-existent.

For effective training, every BTVET institution requires good quality and adequate consumable and / or non-consumable training materials. Funds for this are often inadequate.

All learners in BTVET institutions must undergo planned Industrial Training / Attachments which should be appropriately funded. This is because theory and practice should form an integrated whole and be presented in a manner that motivates learners. Experience gained by learners in the laboratory, workshops and/or enterprises or firms should be linked to mathematical and scientific foundations, and conversely, vocational or technical theory as well as mathematics and science underlying it should be illustrated through their practical applications.

There is lack also of funding for modernizing the teaching and training methods, resulting into inability to provide and use the internet, interactive multimedia materials, audiovisual aids and mass media to enhance the reach, cost effectiveness, quality and richness of programmes especially the promotion of self learning.

For public institutions (and private ones operating under MoUs with Government), fund are released on quarterly basis. The exact amounts to be received are often unpredictable (because of the budget cuts) as are the exact dates that institutions receive the same. These factors complicate the planning and implementation of training programmes.

Until only recently, investments in the BTVET sub-sector was limited to very few Education Development Partners for selected categories on trades or courses.

### ***3.4 Data generation, Utilization and Dissemination***

This has been, and continues to be, one of, if not, the most challenging issue. The kind of data, its form and quality, method of generation, frequency of data gathering, storage and analysis (using appropriate statistical tools and methods), application and dissemination have been particularly challenging. Because of these challenges, proper planning and policy analysis becomes very difficult.

The UBOS is one key institution that is mandated to generate data that would be used by BTVET training providers as well. However, the data provided by UBOS does not fully cover the scope needed by training providers. In addition, data generation and dissemination by, and availability from, UBOS is such that by the time training providers receive this, some may be out of date.

The MoGLSD used to have well established and manned District Labour Offices, responsible for, among others, for collection and application of labour and employment data. However, there are very few districts with such operational offices.

Presently, therefore, the levels of data generation and application by, or availability of data to, BTVET training providers is very low and not systematic, resulting into very low levels of research, obscurity of BTVET and its training providers, and failure to track the labour market dynamics and skills demands which, in turn, result into production of low quality human resources.

### ***3.5 Lack of research and involvement by academic institutions and private sector***

National policy should foster research and innovation related to BTVET with particular emphasis on its potential with lifelong learning, and directed to its improvement and relevance to the prevailing socio-economic conditions. Research should be carried out at national, institutional, and individual levels with special emphasis on curriculum development and training methodologies, evaluation of effectiveness of BTVET using relevant statistics, on financial and physical facilities, and humanization of working conditions.

Presently, there is very little research on BTVET in the country by individuals, academic and / or BTVET institutions. The present institutional arrangements only facilitate policy formulation and planning (often without research information and analysis). Research on BTVET effects and concerns (such as economic and social returns, financing, ideology and philosophy, instructional modalities, curricula, cross cutting issues, assessment, qualifications and awards etc) is seldom done if at all.

However, what is more common are studies, often sponsored by international organizations or FBOs or NGOs or occasionally by Government or private sector, usually targeting and responding to emerging political or economic issues or investment interests (eg disasters, unemployment, insecurity, child labour, gender issues, HIV/AIDS, environment etc). Even then, findings from such studies are seldom shared with other stakeholders, causing duplications of studies and vacuum of information.

### ***3.6 Policy Planning and Administration***

Governments are expected to carry the primary responsibility for BTVET. In modern market economies, however, BTVET policy design and delivery should be achieved through new partnerships between Governments, employers, professional associations, industry, employees and their representatives, local communities and non-governmental organizations (NGOs). These partnerships must create coherent legislative frameworks to enable launching of national strategies for change.

BTVET is best served by a diversity of public and private providers, with Governments facilitating choice options while at the same time ensuring relevance and quality.

Governments and private must recognize that BTVET is an investment, not a cost, with significant returns, including well-being of workers, enhanced productivity and international competitiveness. Therefore, funding for BTVET must be shared to the maximum extent possible between Government, industry, community, and the learner.

Government must also streamline shared or overlapping responsibilities. And create effective partnerships with the private sector to promote BTVET.

Presently, the Education Planning & Policy Analysis (EPPA) Department in the Ministry leads in these aspects for all Departments - including for BTVET. That Department is manned by economists and / or education planners and policy analysis personnel. Whereas the BTVET Department generates planning and policy matters, the EPPA Department “sieves” such submissions often guided by macro-economic status of the country. Inevitably, issues are considered in financial terms.

There are fora for Departments to argue and defend their submissions of requests and plans but these are also rather restrictive.

A national body responsible for coordinating planning in BTVET should be established based on analysis of statistical data and projections to facilitate complementarity between educational policy planning and employment policy.

At education institutional levels, planning is equally important but presently, it is very weak resulting into poor implementation of agreed or set targets.

### ***3.7 Autonomy to Public Institutions***

Governance and management of public institutions are in accordance with the existing legal instruments. Some of these instruments (Government Standing Orders, Education Act 2008, BTVET Act 2008, Budget Act 2001, NCDC Act 1976 etc) are either inadequate in some respects or restrictive thereby constraining training providers to act or respond to some challenges on their own. The Governing bodies are given considerable responsibilities but are constrained in taking actions on key issues (eg training fees, budgets, staffing matters (appointments, discipline, promotions), training courses).

### **3.8 Tracking, Monitoring Implementation of Set Plans**

There already exist many good legal instruments, policies and plans although there are some “overlaps” as stated above (section 2.1). Nevertheless, compliance, implementation and follow up of the set provisions have, in several cases, proven difficult to realise. For example:

- a) The Education (Pre-Primary, Primary, Post-Primary) Act 2008 provides for:
- Government to set and maintain national goals and broad aims of education, and ensuring equitable distribution of educational institutions. These are not being done fully.
  - Universal and compulsory primary education, which shall last 7 (seven) years, for pupils aged 6 (six) years and above. However, there are children in this age bracket who are not at school.
  - The roles of different actors in the provision of education and training. The Minister is expected to issue, from time to time, statutory instruments regarding UPE and UPPET, school meals, school uniforms, school charges. Some of these issues have been addressed.  
Parents and guardians are required to provide food, clothing, shelter, medical care and transport to children. Most of these requirements are not being met.
  - The office of the Director of Education. Presently, there are two Directors of Education.

**NB: It is important to note that the positive and negative effects and impacts on the provision of education at lower levels ultimately affect the next levels in similar ways.**

- b) The BTVET Act 2008 provides that:
- Technical Colleges and specialized training institutions shall conduct Training of Trainers programmes, and that the ITC shall accredit persons who have been trained. This has not been addressed.
  - The Training Levy and Training Levy Funds shall be established. These are yet to be achieved.
- c) The ESSP 2007-2015 set out projections of what was to be achieved in the plan period. However, an evaluation of the achievements registered so far is yet to be conducted.

### **3.9 Lack of Appropriate Guidance And Counseling**

Guidance in the formal schooling context should promote BTVET, with particular attention to girls and women. However, there are few trained counselors at schools.

In BTVET, guidance, as preparation for an occupational field, should supplement the programmes of work experience and study of real work situations, and enable individuals make effective choices regarding their entry into suitable levels of specializations. Sufficient and trained staff should be available.



Careers guidance at schools is carried out almost exclusively by teachers. Practitioners and / or role models do not, or are rarely called upon to, give careers guidance to students.

### **3.10 *Inadequate Training of Trainers.***

Training of Trainers (Instructors / Tutors / Lecturers) for BTJET was largely ignored in the past. Newly qualified learners / graduates (without undergoing employment and field experience, and without any pedagogical training) would immediately be posted to institutions as Trainers.

This challenge is compounded by the fact that in many cases “academic failures” are the ones who access and join BTJET institutions thus creating a vicious circle on the sub-sector.

## **4.0 OPPORTUNITIES, PROSPECTS AND ACTIONS FOR REFORMING THE BTJET SUB-SECTOR.**

There exist opportunities and potentials for reforming the BTJET sub-sector in Uganda, including:

### **4.1 *Launching the National Development Plan 2010/11 – 2014/15***

The NDP 2010/11 – 2014/15 provides the planning framework for the country. It recognizes the central role that must be played by skills development in addressing labour and employment matters, and in achieving the vision of transforming the Ugandan society from a peasant to a modern and prosperous country within 30 years. As such, significant coverage of the present status of skills development, what needs to be done, and recommendations are detailed in the Plan.

Implementation of the NDP is spearheaded by a Statutory body, the NPA. There exist, therefore, a strong legal basis for implementation of the NDP. Lessons and challenges learnt from implementation of this NDP shall inform the next Plan.

### **4.2 *International / Regional Cooperation***

Provision for regular exchange of information and communication technologies (eg documentation, materials obtained from R&D) should be made, regardless of the countries’ states of development, for purposes of sharing experiences at national, regional, and international levels – especially for countries with common cultural heritage. This will also enhance the sharing of intellectual property for the benefit of learners and situations. In addition, study opportunities, employment opportunities, working conditions and social benefits, innovations, capacity building shall be shared.

At regional level, Article 5 of the Treaty for the Establishment of the East African Community (on the Objectives of the Community) and, in particular Article 102 (on education and the development of adequate human resource for science and technology), Partner States (Burundi, Kenya, Rwanda, Uganda and the United Republic of Tanzania) agreed to harmonize their curricula, examinations, certification and accreditation of education systems and training curricula. This was meant to facilitate operationalization of the Protocol for the Establishment of the East African Community Common Market, which came into effect on 1<sup>st</sup> July, 2010.

The Protocol established two rights (of residence, and establishment in any Partner State), as well as five freedoms (of movement of natural persons, labour, capital, goods and services). Article 11.1 (a) on harmonization of qualifications was formulated in the Protocol to facilitate operationalization of free movement of services and labour for the purposes of the integrated market.

In accordance with the directive of the 9<sup>th</sup> Sectoral Council on Education, Science and Technology, Culture and Sports (Decision No. 3 (i) REF:EAC/SC/20/2011), Partner States formed a Technical Committee (TECHCOM) in January 2012 for Implementation of Regional Report on the Harmonization of the East African Education Systems and Training Curricula (RRHESTC). The TECHCOM worked through dedicated subcommittees for specific components of the education sector. One of these subcommittees focused on TVET.

The report, by the TECHCOM, reiterated the overall objective of the EAC cooperation in education and training from the EAC Treaty, which is to promote the undertaking of concerted action for continuous and sustainable improvement in educational efficiencies and effectiveness. This objective for TVET therefore is to be pursued through clear strategies and practical provisions including capacity building and sharing, joint development and utilization of training facilities, division of training and applied research responsibilities, and harmonizing TVET systems and training curricula within the Community.

From the above objectives, the inferred thrust of harmonization of TVET is to provide a harmonization strategy that takes cognizance of the diversity of national TVET systems, and effectively catering to local needs in individual Partner States while being overtly characterized by corresponding features, demonstrable similarities, complementarities, commonalities and equivalences, including but not limited to equal access to education and training opportunities across TVET subsectors, harmonized competencies of the TVET outcomes, harmonized accreditation and quality assurance systems, interoperable policies and qualifications frameworks, comparable legal and management frameworks.

The expected benefits of the harmonization of TVET in the EAC include mutually recognized credit transfer modalities and frameworks for students, teachers and mobile labour within the Community, increased opportunities for access and better quality education and training services in the region, and enhanced articulation within individual national TVET systems and regionally.

At international level, well recognized bodies like UNESCO, ILO, IVETA provide opportunities for exchange of knowledge and experiences.

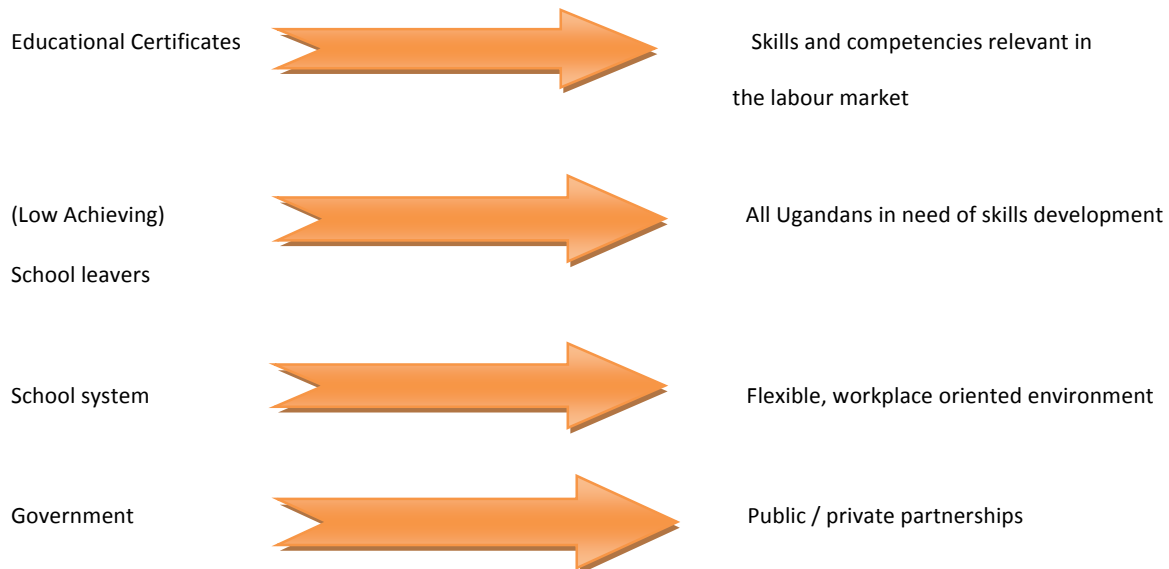
#### ***4.3 Implementation of the BTJET Strategic Plan 2012/13 – 2021/22 on Skilling Uganda***

Cabinet approved the implementation of the ten-year BTJET Strategic Plan 2012/13 – 2021 22 entitled Skilling Uganda. The Plan builds on considerable progress in the reform of the BTJET system over the last decade including adoption of the BTJET Act 2008, and with it the continuation of the DIT, and the establishment of the UVQF. Uganda's Vision 2025, and the National Development Plan 2010/11 2014/15 form the point of departure of the Plan. It is embedded in the GWPE 1992, and the ESSP 2007 - 2015 concerning the overall policy framework.

The Plan identifies five areas of weaknesses of the present BTVET system and sets out their respective strategies as follows:

- i) Raise economic relevance of BTVET – by strengthening the role of business community (including informal sector) and employers, expanding UVQF coverage, making training supply more flexible, expanding and improve agriculture training, promoting skills for productivity in the informal and MSEs, and establishing a LMIS
- ii) Increase the quality of skills provision – by strengthening the capacities of BTVET providers, improving production and deployment of instructors, and introducing better quality assurance systems for public and private BTVET providers
- iii) Provide equitable access to skills development – by increasing access to formal and non-formal BTVET through public subsidies, expanding private training provision, supporting and expanding public BTVET supply, creating awareness about BTVET career paths, and enhancing participation of disadvantaged groups to skills development.
- iv) Achieve greater effectiveness in BTVET management and organization – by consolidating BTVET functions in an integrated body for skills development, devolving authority to public BTVET institutions and make them accountable for performance outcomes, and establish an effective BTVET – MIS and BTVET sub-sector monitoring system.
- v) Increase internal efficiency and resources available for BTVET – by increasing the efficiency of BTVET provision through results oriented transfer mechanisms, increasing resources available for BTVET, and establishing a Skills Development Fund.

The Plan proposes the following paradigm shift:



The Plan, therefore, sets out four main policy and institutional interventions for successful BTVET reforms, namely:

- i) Building private public partnerships
- ii) Creating a strong BTVET organization and management controlled by all major stakeholders; building a unified organization for skills development
- iii) Making work requirements the benchmark for all BTVET qualifications; expanding the UVQF scope
- iv) Reforming the system of financing of BTVET to achieve long term sustainability

The Plan then identifies five priority investments, namely:

- i) Expanding training in NDP priority areas
- ii) Expanding and improving agriculture training
- iii) Skills for productivity in the informal sector
- iv) Strengthening existing BTVET Institutions
- v) BTVET Instructors' Training

The plan sets out strategies and emphasizes the development of the QF, increasing funding for BTVET (though introduction of the Training Levy, and attracting more investments by EDPs, and increasing Government sub- sector funding), creating an effective LMIS (and data management system), strengthening Training of Trainers, and creating an effective M&E system. The Plan proposes the creation of an autonomous Skills Development Authority to manage the proposed BTVET system.

#### ***4.4 Legal Framework***

There exist several legal documents that guide the implementation of BTVET. These include the Constitution of the Republic of Uganda 1995, UOTIA, 2001, BTVET Act 2008, Education Act 2008, ESC Act 2002, Budget Act 2006, Employment Act 2006, Occupational Safety & Health Act 2006, NCDC Act 1976, UNEB Act 1983, the Water Act 2006. There are also several Regulations made under some of these Acts.

However, there are conflicting and / or overlapping issues in a number of these Acts and Regulations arising, largely, from the methods used by the lead sector in developing them. There is also need for common interpretations of these Acts. Quite often, Acts are interpreted to suit or protect one's employment position, or for pleasing bosses or for other motives. Harmonization of the overlaps and adopting common interpretations require concerted efforts.

For the BTVET sub-sector in particular, the BTVET Act 2008 is the principal document.

However, in order to streamline (and avoid overlaps) in the sub-sector it is strongly suggested that:

- i) The National Council for Higher Education (NCHE), formed under the UOTIA 2001 should concentrate on Universities only. In effect, this is somehow implied in the said Act particularly looking at the functions on this Council in the same Act.

In any case, presently, there is only one staff at the NCHE responsible for tertiary institutions – a clear indication of the fact that the NCHE is after all concentrating more on universities.

Moreover, university education has drastically expanded over the recent years. There is need for deliberate focus on ensuring that universities operate and function well especially because of the “degree syndrome” stated in section 2.1 above.

- ii) There should be another Council established for Technical Education and Training to handle standards and provision of technical (ie diploma level) institutions and courses. The DIT, although given these functions, would concentrate of vocational (ie certificate levels).
- iii) Sectors must endeavor to follow the existing laws, and monitor their implementation.

#### ***4.5 National Qualifications Framework***

The establishment of a National Qualifications Framework should be fast tracked to cater for all skills and academic qualifications to all levels. This will be achieved by fast tracking the expansion of the UVQF, and bringing on board the academic qualifications.

Fast tracking the UVQF implies development of more ATPs. Therefore, there should be deliberate efforts directed to producing more ATPs and availing them to the public and private training providers for use. The ATPs must be updated regularly to address technological and labour market developments, trends and changes.

It is strongly recommended that all training providers must be required to use the ATPs (given the fact that all ATPs address the relevance and quality challenges), and where necessary, a legal framework should be issued to ensure compliance to this recommendation without exception.

#### ***4.6 Labour Market Information System (LMIS)***

Developing an appropriate and vibrant LMIS, in close collaboration with the private sector, MoGLSD and existing legal bodies (eg UBOS), will ensure successful implementation of BTVET. The LMIS will track the skills dynamics in the labour market including details about new skills as well as establishing the relevance of existing ones.

It is recommended that training providers at all levels of education should only introduce new courses and continue with the prevailing ones only after being informed by the LMIS.

However, caution must be exercised in establishing a LMIS because of the vulnerability to misuse and mis-application thereby causing more harm than good. It is also strongly recommended that lessons should be drawn from other countries which have successful LMIS.

#### ***4.7 The Role of Parliament***

Parliament is one of the very key institutions which shall ensure successful implementation of the BTVET system. Besides ensuring that appropriate legal instruments are enacted and / or reviewed, Members of Parliament are critical in not only ensuring implementing these instruments (through monitoring and evaluation, and by ensuring reporting and accountabilities by sectors) but also actively participate in sensitization of the public about the reforms.

Parliament shall also ensure that cross cutting issues are addressed in implementation of the BTVET system through collective participation.

New and important / emerging issues (eg oil and gas) will also be addressed and handled by Parliament.

#### ***4.8 One year of Internship***

As stated in section 3.3 above, BTVET training providers are unable to effectively conduct, or have drastically reduced the periods of attachments for, Industrial Attachments of Field Work due, mainly, to limited funding. As a result, BTVET is further weakened.

Given the importance of the attachment or field work, and given the fact that every individual human being has competence in specific skill(s), it is recommended that every youth be required to take a one year (or less / more) hands-on attachment (preferably upon completion of Ordinary level education) at an enterprise /industry of his / her interest. Government should fund the internships.

It is further recommended that further pursuance of, and admission to, the next levels of education and training should only be upon successful completion of the internship.

#### ***4.9 Youth and Adult Learning and Education (YALE)***

The GWPE recommended that a Directorate for Non-formal and Adult Education be established in the MoES. This recommendation has not been implemented. As of now, therefore, there are no coordinated and deliberate efforts by Government to address Youth and Adult Learning and Education (YALE). The MoGLSD and other sectors (MAAIF, MoH) are aware of this anomaly and are also handling YALE.

There is need to address and coordinate YALE particularly because it (YALE) should NOT be looked as simply an approach to enable the youths and adults acquire numeracy and literacy skills; it goes beyond this and includes skills development.

### **5.0 CONCLUSION.**

Reforming the BTVET system is an onerous task, and must be handled by all stakeholders, after wide consultations, with all the seriousness it deserves. The above challenges, opportunities and prospects are instructive for the needed reforms to be realized.

The approval, by Cabinet, of the ten-year BTVET Strategic Plan 2012/13 – 2021/22 entitled Skilling Uganda provides the best, and only, opportunity to reform the system. It is no wonder that this Plan has received endorsement and reception by all stakeholders - including EDPs who are willing to sponsor some of its implementation. We must take this opportunity.

**END**



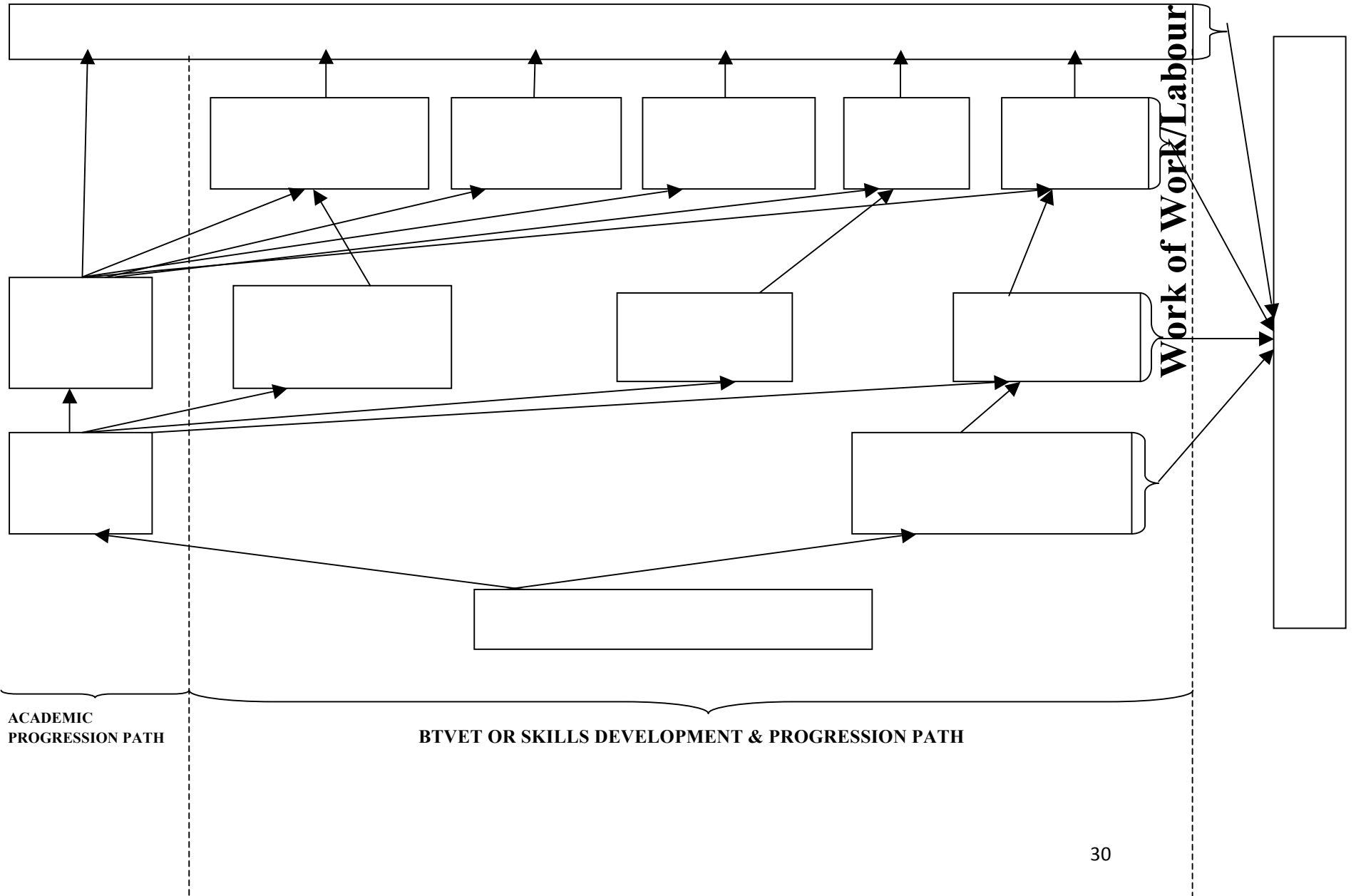
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Health Occupations  
Institutions (Hygiene, Nursing,  
Midwifery)  
Health Occupation Institutions  
(Hygiene, Clinical Officers,  
Dentistry, Pharmacy, Nursing)  
1½-3 years

Primary School  
Teacher Training Colleges  
7-8 years  
College of Commerce  
Wildlife College  
2 years  
**UNIVERSITY**  
2-5 Years

Secondary School  
Technical School  
Training  
2 years  
- Technical Institute  
- Vocational Training  
Institute  
3 years  
Vocational Centre  
2-3 years

**Annex 1: STRUCTURE OF THE UGANDA BUSINESS, TECHNICAL, VOCATIONAL EDUCATION AND TRAINING (BTJET) EDUCATION SYSTEM**





**Annex 2: List of ATPs developed by the DIT.**

No	Occupation	Date of profiling	TID		TMD		ATP
			Date of TID	Date of TMD			
1	DATABASE ADMINISTRATOR	Jul-03	√	Jan-06			
2	COMPUTER MAINTENANCE TECHNICIAN	May-03	√	Jan-06			
3	ELECTRICIAN	Feb-04	√	Feb-05	√	Nov-05	√
4	BRICKLAYER (Level 1)	Feb-04	√	Feb-05	√	May-05	√
	BRICKLAYER (Level 2)		√	Feb-05	√	May-05	√
	MASON (Level 3)		√	Feb-05	√	Oct-10	√
5	PLUMBER (Level 1-2)	Feb-04	√	Feb-05	√	Jun-05	√
6	CARPENTER AND JOINER (Level 1-2)	Feb-04	√	Jun-05	√	Sept-05	√
7	METAL FABRICATOR (Level 1-2)	Feb-04	√	Jan-06	√	Apr-07	√
8	LEATHER DESIGNER (Level 1-2)	May-04	√	Jan-06	√	Apr-07	√
9	ENROLLED NURSE	May-04					
10	REGISTERED NURSE	May-04	√	Mar-05			
11	WAITRON (Level 1-2)	May-04	√	Jun-05	√	Dec-05	√
12	PAINTER AND DECORATOR (Level 1-2)	May-04	√	Jan-06	√	Apr-07	√
13	TAILOR (Level 1-2)	May-04	√	Sept-05	√	Dec-05	√
14	BEAUTICIAN (Level 1-2)	Jun-04	√	Mar-05	√	May-05	√
15	REGISTERED COMPREHENSIVE NURSE	Jun-04					
16	HAIR DRESSER (Level 1-2)	Jun-04	√	Jun-05	√	Aug-05	√
17	HIV FOCAL PERSON	Jun-04					
18	ENROLLED COMPREHENSIVE NURSE	Aug-04	√	Mar-05	√	Jun-05	√
19	REGISTERED MIDWIFE	Dec-04					
20	DISPENSER	Dec-04					
21	CLINICAL OFFICER	Dec-04					
22	DENTAL OFFICER	Apr-05					
23	HEALTH ASSISTANT	Apr-05					
24	BUTCHER	Mar-06					
25	FOLK LIFT DRIVER	Mar-06					
26	FILLER OPERATOR	Mar-06					
27	MOTORCYCLE MECHANIC (Level 1-2)	Mar-06	√	Aug-06	√	Oct-06	√
28	TRAINING INSTITUTION MANAGER	Aug-06					
29	INSTRUCTOR	Aug-06	√	Sept-09	√	May-10	√
30	MOTOR VEHICLE MECHANIC (Level 1-2)	Nov-06	√	Apr-07	√	Oct-07	√
31	ELECTRONICS TECHNICIAN (Level 1-2)	Nov-06	√	Mar-07	√	Oct-07	√
32	SCH LABORATORY ATTENDANT (Level 1)	Dec-06	√	Jun-11	√	May-11	√
	SCH LABORATORY ASSISTANT (Level 2)		√	Jun-11	√	May-11	√
	SCH LABORATORY OPERATOR (Level 3)		√	Jun-11	√	May-11	√
33	HOTEL RECEPTIONIST (Level 1-3)	Dec-06	√	Aug-08	√	Nov-08	√
34	SOLAR ENERGY TECHNICIAN (Level 1-2)	Dec-06	√	Apr-07	√	Oct-07	√
35	TOUR GUIDE (Level 1-3)	Dec-06	√	Aug-08	√	Dec-08	√
35	COFFEE EXTENSION WORKER (Level 3)	Dec-06	√	Jun-11	√	May-11	√
37	HOTEL ROOM ATTENDANT (Level 1-2)	Dec-06	√	Mar-07	√	Oct-07	√

38	MOTOR VEHICLE MECHANIC (Level 3)	Oct-07					
39	METAL FABRICATOR (Level 3)	Oct-07					
40	MASTER ELECTRICIAN (Level 3)	Nov-07					
41	ELECTRONICS TECHNICIAN (Level 3)	Nov-07					
42	DOMESTIC REFRIGERATION MECHANIC (Level 1)	Apr-08	√	Jun-11	√	May-11	√
	DOMESTIC REFRIGERATION MECHANIC (Level 2)		√	Jun-11	√	May-11	√
	INDUSTRIAL REFRIGERATION MECHANIC (Level 3)		√	Jun-11	√	May-11	√
43	SHEET METAL WORKER (Level 1)	Apr-08	√	Aug-08	√	Aug-10	√
	SHEET METAL WORKER (Level 2)		√	Aug-08	√	Aug-10	√
44	BOAT BUILDER (Level 1)	Apr-08	√	Jun-11	√	May-11	√
	BOAT BUILDER (Level 2)		√	Jun-11	√	May-11	√
	BOAT BUILDER (Level 3)		√	Jun-11	√	May-11	√
45	BARK CLOTH MAKER (Level 1-3)	Apr-08	√	July-08	√	July-08	√
46	WELDER (Level 1-3)	Apr-08	√	Aug-08	√	Dec-08	√
47	SATELLITE MECHANIC (Level 1)	Apr-08	√	Jun-11	√	May-11	√
	SATELLITE MECHANIC (Level 2)		√	Jun-11	√	May-11	√
	SATELLITE MECHANIC (Level 3)		√	Jun-11	√	May-11	√
48	FITTER MACHINIST (Level 1-3)	Apr-08	√	Aug-08	√	Dec-08	√
49	LAUNDRY & LINEN ATTENDANT (Level 1-3)	Apr-08	√	Aug-08	√	Nov-08	√
50	COOK (Level 1)	Apr-08	√	Dec-10	√	Nov-10	√
	COOK (Level 2)		√	Dec-10	√	Nov-10	√
	COOK (Level 3)		√	Dec-10	√	Nov-10	√
51	BEE KEEPER (Level 1)	Jun-09	√	Dec-10	√	Nov-10	√
	BEE KEEPER (Level 2)		√	Dec-10	√	Nov-10	√
	BEE KEEPER (Level 3)		√	Dec-10	√	Nov-10	√
52	BAKER (Level 1)	Jun-09	√	Dec-10	√	Nov-10	√
	BAKER (Level 2)		√	Dec-10	√	Nov-10	√
	BAKER (Level 3)		√	Dec-10	√	Nov-10	√
53	DOMESTIC ELECTRICIAN (Level 1)	Jun-09	√	Sept-10	√	May-10	√
	DOMESTIC ELECTRICIAN (Level 2)		√	Sept-10	√	May-10	√
54	INDUSTRIAL ELECTRICIAN (Level 3)	Jun-09	√	Sept-10	√	June-10	√
55	POWER LINES ELECTRICIAN (Level 1)	Jun-09	√	Sept-10	√	June-10	√
	POWER LINES ELECTRICIAN (Level 2)		√	Sept-10	√	June-10	√
	POWER LINES ELECTRICIAN (Level 3)		√	Sept-10	√	June-10	√
56	INDUSTRIAL MACHINE MECHANIC (Level 3)	Jun-09	√	Jun-11	√	May-11	√
57	OFFICE STENOGRAPHER (Level 1)	Oct-09	√	Nov-09	√	Mar-10	√
	OFFICE SECRETARY (Level 2)		√	Nov-09	√	Mar-10	√
58	COTTAGE WEAVER (Level 1)	Oct-09	√	Nov-09	√	Mar-10	√
	DOMESTIC WEAVER (Level 2)		√	Nov-09	√	Mar-10	√
	INDUSTRIAL WEAVER (Level 3)		√	Nov-09	√	Mar-10	√
59	INDUSTRIAL PLUMBER (Level 3)	Sept-10	√	Sept-10	√	Sept-10	√
60	COTTAGE KNITTER (Level 1)	Oct-10	√	Mar-11	√	Mar-11	√
	DOMESTIC KNITTER (Level 2)		√	Mar-11	√	Mar-11	√
	INDUSTRIAL KNITTER (Level 3)		√	Mar-11	√	Mar-11	√

61	POTTER (Level 1)	Mar-11	√	Apr-11	√	Apr-11	√
	POTTER (Level 2)		√	Apr-11	√	Apr-11	√
	POTTER (Level 3)		√	Apr-11	√	Apr-11	√
62	LANDSCAPE GARDENER (Level 1)	Apr-11	√	Oct-11	√	Sept-11	√
	LANDSCAPE GARDENER (Level 2)		√	Oct-11	√	Sept-11	√
	LANDSCAPE GARDENER (Level 3)		√	Oct-11	√	Sept-11	√
63	WATER QUALITY CONTROL TECHNICIAN (Level 4)	Aug-11	√	Oct-11	√	Sept-11	√
64	CUSTOMER SERVICE ADVISOR (Level 3)	Aug-11	√	Oct-11	√	Sept-11	√
65	ELECTRO-MECHANICAL TECHNICIAN (Level 4)	Sept-11	√	Oct-11	√	Sept-11	√
66	ROAD WORKS ARTISAN (SUPERVISOR)	Dec-11	√	Apr-12	√	Feb-12	√
67	ROAD WORKS PLANT MECHANIC	Dec-11	√	Apr-12	√	Feb-12	√
68	ROAD WORKS PLANT OPERATOR	Dec-11	√	Apr-12	√	Feb-12	√
69	WOOD CARVER/SCULPTOR	Jan-12	√	May-12	√	Feb-12	√
70	BEAD MAKER	Jan-12	√	Jun -12	√	Jul -12	√
<b>TOTAL</b>		<b>70</b>		<b>83</b>		<b>80</b>	<b>80</b>

### Annex 3: Generic Descriptors of Competence Levels

UGANDA VOCATIONAL QUALIFICATIONS FRAMEWORK (UVQF) SUMMARY OF GENERIC LEVEL DESCRIPTORS		
<i>The level descriptors are seen as a continuum in which the proceeding levels are necessarily subsumed within those which follow.</i>		
Level	Level descriptor	Comparable qualifications
<b>Level 5</b>	Ability to acquire broad range of specialized knowledge and skills to interpret technical information, modify concepts and current practices/procedures and perform complex technical operations within unpredictable work contexts, undertake activities with high degree of autonomy checked on results by superiors, with high degree of resources control and managerial performance.	Higher Diploma (HD)
<b>Level 4</b>	Ability to acquire varied range of specialized knowledge and skills to interpret technical information, modify and perform complex technical operations within broad scope of work and varied structured contexts, undertake activities with substantial degree of autonomy checked on results by superiors, with substantial degree of resources control and managerial performance.	Ordinary Diploma (OD)
<b>Level 3</b>	Ability to apply broad range of knowledge and skills to perform complex and broad scope of work within unpredictable and varied structured contexts, undertake activities as a ‘working supervisor’ with substantial degree of autonomy checked on results by superiors, ability to find technical solutions and may make proposals to modify technical operations, with moderate degree of resources control and managerial performance.	Certificate III
<b>Level 2</b>	Ability to apply moderate range of knowledge and skills to perform less complex and moderate scope of work within a non-routine and occasionally varied structured contexts, undertake directed activities with some degree of autonomy while working in a team, with limited degree of resources control and able to find simple technical solutions	Certificate II
<b>Level 1</b>	Ability to apply basic range of knowledge and skills to perform simple and narrow scope of work within routine and uniform structured contexts, including working with others under direct supervision, usually with no degree of resources control and/or requirement to find technical solutions (for formal employment) or limited if self employed.	Certificate I
<b>Elementary/ Entry level (partial Qualification)</b>	Ability to apply limited range of knowledge and skills to perform specific and simple work tasks within routine and uniform structured contexts, including working with others under direct supervision, usually with no degree of resources control and/or requirement to find technical solutions (for formal employment) or limited if self employed.  Note: Elementary/ entry level abilities will be awarded a partial qualification based on modular assessment and certification.	<ol style="list-style-type: none"> <li>1. Worker’s PAS</li> <li>2. Transcript</li> </ol>

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