The Republic of Uganda

Ministry of Gender, Labor and Social Development

National Report
On the Development and State of the Art of Adult Learning And Education (ALE) in Uganda

Final Draft

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List of Acronyms and Abbreviations

ADB	African Development Bank
ADRA	Adventist Development and Relief Agency
ALE	Adult Learning and Education
BTVET	Business, Technical and Vocational Education and Training
CBOs	Community Based Organizations
DFIs	District Farm Institutes
DATICS	District Agricultural Training and Information Centres
DVV	Germany Adult Education Association
EC	Electoral Commission
EFA	Education for All
FABE	Family Basic Education
FAL	Functional Adult Literacy
FBOs	Faith Based Organizations
HSSP	Health Sector Strategic Plan
IDA	International Development Agency
IDPs	Internally Displaced Persons
IDPCs	Internally Displaced Persons' Camps
LABE	Literacy and Adult Education
LGs	Local Governments
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labor and Social Development
MOE	Ministry of Education
MOES	Ministry of Education and Sports
MOH	Ministry of Health
MTTI	Ministry of Trade, Tourism and Industry
NAADs	National Agricultural Advisory Services
NALSIP	National Adult Literacy Sector Investment Plan
NEMA	National Environment Management Authority
NGOs	Non Government Organizations
PEAP	Poverty Eradication Action Plan
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
SDIP	Social Development Investment Plan
UBOS	Uganda Bureau of Statistics
UCE	Uganda Certificate of Education
UHRC	Uganda Human Rights Commission
UPE	Universal Primary Education
USE	Universal Secondary Education

1.0   Introduction

This report constitutes Uganda's input into the 6th all stakeholders' international conference on adult education (CONFINTEA VI). It is an attempt to present the status of developments in the adult learning and education in the country since 1997 (CONFINTEA V). The report presents the current state of the art and future challenges of adult learning and education.

Country Profile

Uganda is one of the countries situated in the eastern part of the African continent, bordered by Kenya to the east, Tanzania to the south, Democratic Republic of Congo (DRC) to the East, Rwanda in the South West and Sudan to the North.

The country is divided into 4 regions; Northern, Eastern, Central and Western. Kampala is the administrative and capital city. There are 80 administrative districts, 863 sub - counties, 13 Municipal councils and 92 town councils.

Provision of services was decentralized under the Local Governments Act CAP (243). Implementation of Government programs such as adult education is therefore a responsibility of the local governments (districts, sub counties and urban authorities; that include municipalities and town councils).

The central Government however remained with the responsibility of policy formulation, standard setting, supervision, monitoring and evaluation and support supervision of government programs.

The Uganda Constitution identifies 56 ethnic groups falling within four main linguistic groups. Over 30 languages are spoken.

The country's population is estimated at 31 million with a growth rate of 3.4, the third highest in the world (PEAP 2004). 51% are females and 49% males. The population is dominated by 15 year olds and below.

Table 1.1.1 shows the proportionate population distribution by age.

Table 1.1.1:   Population distribution (%)

Age group	2002/03			2005/06		
	Rural	Urban	Total	Rural	Urban	Total
0 - 14	53.8	43.2	52.2	52.0	43.8	50.7
15 - 64	43.9	55.5	45.5	44.8	54.2	46.2
65+	2.3	1.3	2.3	3.2	2.0	3.1

Source: UBOS 2006

The table above shows that more than half of the population is below 15 years. The working population (15-64 years) meanwhile constitutes 46% of the total population.

The country is characterized by a high average population density of 226 persons per sq km with several rural districts with a population density of as high as 500 persons per sq km. The biggest percentage of the population 88% live in rural areas (UBOS 2006).

Life expectancy at birth is low, at 50.4 (UBOS 2006). The country has a high HIV prevalence with the infection rate at 6% of the population with a big number of AIDS orphans, and child and women headed house holds.

A rebel war has devastated the country especially the northern part, displacing over a million persons from their homes (internally displaced). Some children in the northern part of the country have spent their entire childhood and adolescence in internally displaced people's camps (IDPCs).

Adult Education in Uganda

In the Ugandan context, adult education is defined as *all learning processes, activities or programs, intended to meet the needs of various individuals considered by society as adults, including out of school youths forced by circumstances to play the roles normally played by adults.*

Adult education in Uganda aims at providing:
  ➢ Basic of fundamental education so as to make good the deficiencies many people experience because of curtailed education or non-existent period of formal schooling;
  ➢ Opportunities for further or continuing education in order to update professional competencies required by the world of work;
  ➢ Vocational and technical education necessary for the acquisition of certain specific skills needed for the improvement of job performance;
  ➢ Education for building social, political and civic competencies, including instructions on national and international issues
  ➢ Education for leisure and relaxation;
  ➢ Education on health, welfare and family life including guidance on physical and mental health, family problems, parenthood, etc (Atim and Ngaka, 2004)

Historical Perspective

Modern adult education in Uganda dates back to the coming of Arab traders, European explorers, Missionaries and colonial officials in the late nineteenth century. In particular, the missionaries taught their new adult converts and lay – brothers various skills including blacksmith work, carpentry, shoe-making, moulding tiles, brick-making, masonry, book binding, printing, binding etc. this was in addition to literacy, numeracy and agriculture.

For a long period, there was very little done by the colonial government to develop adult education apart from teaching adults to grow cash crops such as cotton, coffee and tea.

However, after 1945, and up to independence in 1962, the colonial government became actively involved in adult education; many adult education institutions and programs were initiated and developed (Odukene and Okello). These include:

> In 1946, the Public Relations and Social Welfare Department was established, marking the beginning of a systematic involvement of Government in adult education programs. The department was staffed with resettled ex-servicemen and composed of two sections; Information and Broadcasting section and Community Development section. Important adult education institutions created under the department included: Uganda Council for Women (1947), Radio Uganda (1954) and the Local Government and Community Training Centre at Nsamizi (1954).
> Creation of the Department of Community Development in 1952. The department paid more attention to the provision of adult education;
> Establishment of District Farm Institutes (DFIs) between 1957 and 1962 under the Ministry of Agriculture for training local government staff and provide local chiefs and progressive small scale farmers with progressive agriculture skills.
> Establishment of Rural Training Centers (RTCs) alongside and sharing facilities with, DFIs, with the aim of providing a practical demonstration of a new and improved way of life for adults who passed through them. The RTCs were multi-purpose and ran multi-disciplinary courses including civic education, home economics, agriculture, handcrafts etc.
> Health education by Ministry of Health was also carried out with returning ex-servicemen were trained as health orderlies and used to demonstrate a hygienic way of life throughout the country;
> The establishment of the Department of Extra-Mural Studies at Makerere College (now Makerere University) in 1953 with the mission of spreading the principles and quality of university adult study to the majority of people who were not able to attend its internal courses.
> Other adult initiatives included the creation of an education section under MOH to spearhead health education, opportunities offered to prisoners and prisoner warders under Ministry of Internal Affairs to learn various skills, formation of cooperative unions, trade unions and multi national and national companies that offered adult education and training to their members and workers.

After Independence in 1962 and up to 1971, the period was marked by real growth in the development of adult education. All institutions created during the colonial days continued to expand and the number of adult education institutions, programs, personnel and learners increased. In 1967 the Department of Extra-

Mural Studies was renamed the Centre for Continuing Education (CCE) and provided further and continuing education programs of various types, offered through correspondence and residential studies. Other government departments which offered adult education included Health, Cooperatives, Agriculture, Community Development, Local Government, Veterinary, Labor, Information and Education.

A number of other government institutions were also formed during the first decade of independence including the Institute of Public Administration (now Uganda Management Institute), the Law Development Centre, and the Fisheries Training institute, the Reformatory School of Young Offenders, the Management Training and Advisory Centre etc. A number of organizations and associations that promoted adult education were established and/or sponsored by government.

Projects and programs geared towards adult education initiated during this period included; the mass literacy campaign (1964), the MOH's Home and Environment Competition, the MOE's Namutamba Project, promotion of newspapers, periodicals, journals etc.

The military regime of 1971–80 however led to the neglect, abuse and degeneration of education, other social services and the economy at large. This led to a huge backlog of illiteracy, aspirants of further education and training and wasted manpower. The economic hardships, brutality of the regime and uncertainty forced most of the adult education institutions and activities to decline and eventually collapse.

After the over throw of the military regime in 1979 and up to today, there has been revival of adult education with a number of government adult education institutions revived and funded by government and development partners, under the Economic Recovery Programs. A number of organizations affiliated to international parent organizations were also revived. There has also been an increased number of projects and programs systematically and comprehensively planned and executed including health education programs, agriculture programs, vocational training etc. a number of Ministries including those responsible for agriculture, health, labor, education have been involved. A number of adult education institutions have also been formed. Various national and international NGOs have been registered that offer adult education programs.

In 1988, the National inter – Sectoral Committee for the eradication of literacy was formed and a plan for an Integrated Non-Formal Basic Education Pilot Project was completed in 1991. In 1992 government white paper on education was formulated. This paper spelt out, so far, the most comprehensive government policy on adult education. Overall, adult education institutions, programs and activities have been revived over the period 1980 to date.

Socio – Economic indicators

Education indicators

Education has been identified as a key component of human capital quality that is essential for higher incomes and sustainable economic development. Education is also an important ingredient in poverty eradication.

The Poverty Eradication Action Plan, Uganda's planning framework, recognizes the important role education plays in strengthening civil institutions, building a democratic society, empowering women and protecting the environment.

Uganda's education system is both formal and non formal. In an effort to meet the Education for All Goals agreed on in 1990 in Jomtien, Thailand, Government of Uganda introduced Universal Primary Education (UPE) in 1997. Consequently, the enrollment increased from 3.1 million in 1996 to 7.4m in 2002.

The Primary School Net Enrolment Ratio in 2006 was 91.7% (boys 90.4%, girls 93.0%) MOES 2006.

Table 1.1.2 show performance and trends in primary school enrollment.

Table 1.1.2: cumulative progress for primary school enrollment

Indicator	2000	2001	2002	2003	2004	2005
Enrollment (gov't aided schools)	5,351,099	5,917,216	6,575,827	6,835,525	6,687,574	6,491,260
Pupil teacher ratio	65	58	56	56	54	51
Pupil classroom ratio	106	98	94	94	85	79
Enrollment growth rate	-	11%	11%	4%	-2%	-5%

The table shows that the total number of children enrolling for primary education has continued to rise though at a declining rate. This is attributed to Government policy of universal primary education.

Despite this increased enrollment, national figures indicate that the drop out rate has remained high, as reflected in the table below. Girls represent the majority of primary school drop outs. Table 1.1.3 shows the primary completion of pupils who joined P1 in the year 2000.

Table 1.1.3: Primary school completion (numbers in '000s)

Currently attending	Attending P1 2000			Attending P7 2006		
	Male	Female	Total	Male	Female	Total
Region						
Kampala	53	39	92	16	15	31
Central	251	226	447	80	85	165
Eastern	177	187	364	94	74	168
Northern	176	203	379	90	47	137

Western	251	244	496	98	86	184
Total	908	899	1778	378	307	685

Source: UNHS 2005/06

The table shows that of the 1.78million children who joined P1 in 2000, only 0.685million entered P7 in 2006.

It should be noted that the majority of children drop out before attaining literacy, numeracy and livelihood skills. This gives adult education and education of out of school youths relevance. Moreover, the high drop out rates is sometimes attributed to the low parent participation in motivating their children to go to school. Studies have shown that adult education can lead to increased interest and participation by parents in the education of their children, leading to reduced drop outs.

Meanwhile, the secondary school Net Enrolment Ratio stands at 23% (UBOS, 2006) and gross tertiary enrolment rate is 2%.

Education attainment of the adult population

Table 1.1.4 shows the education attainment of the adult population in Uganda.

Table 1.1.4: Adult population education attainment

	No formal schooling	Some primary	Completed primary	Some secondary	Completed S6	Post Secondary	Total
Sex							
Male	10.5	44.4	16.7	22.0	1.7	4.7	100.0
Female	28.3	42.3	11.9	14.7	0.5	2.2	100.0
Rural/urban							
urban	8.6	29.6	15.3	33.7	3.2	9.7	100.0
Rural	22.5	46.0	13.9	14.9	0.6	2.1	100.0
Region							
Kampala	4.3	27.7	13.9	37.8	4.6	11.6	100.0
central	12.9	42.8	15.8	23.6	1.3	3.6	100.0
eastern	20.3	46.1	13.6	17.0	0.6	1.8	100.0
Northern	26.7	46.7	11.9	12.2	0.6	1.8	100.0
Western	25.7	42.7	14.8	13.2	0.6	3.0	100.0
National	20.1	43.3	14.1	18.1	1.1	3.4	100.0

Source: UNHS 2005/06 UBOS (2006)

The table shows that in 20% of the population aged 15 years and above had never had any formal education, with rural areas posting a higher proportion than the urban areas. 43% had attained some primary education but had not completed P7. The proportion of females with no formal education (23%) is higher than that of males (11%)

Literacy

The literacy rate of the population 10 years and above is 69%, while the literacy rate for the population 15 years and above is 68.2% (male 76%; female 61%). The literacy rate for population 10 years and above has stagnated at

approximately 69% between 2002 and 2006 despite the high and steadily increasing expenditure on education and the drastic increased enrollment.

Literacy rates have not improved in the last five years.

Meanwhile, the percentage of pupils reaching desirable the desirable levels of competency in numeracy in 2005 in primary 3 and primary 4 was just 45% and 22% respectively (MFPED 2005 – Poverty Status Report).

The stagnation in literacy rates has been attributed a number of reasons including (MFPED, 2007):

➢ Excessively high class room sizes at the key ages for gaining an ability to read and write, that is at Primary 1 to Primary 3 (P1 – P3) level. This is reducing the ability of the children to gain an acceptable standard of reading and writing;

➢ Teacher absenteeism. The primary school unit cost survey, 2006, established that *"on a given day, 19% of the teachers are likely to be absent and also among the teachers present at school, less than 20% were actually teaching"*;

➢ Teachers in public schools have little to teach with (text books, teaching aids etc). This is because spending on teachers' salaries has been eroding the non salary budget.

Table 1.1.5 gives the trends in literacy rates from 1997 to 2005/06.

Table 1.1.5: Trends in literacy rates for the population aged 10 years and above, and 18 years and above

Literacy rates for population aged 10 years and above											
Residence	1997			1999/00			2002/03			2005/06		
	male	female	Both	male	female	Both	male	female	Both	male	female	Both
Urban	89	79	83	92	82	86	90	84	87	89	83	86
Rural	70	49	59	72	54	62	74	60	67	74	58	66
REGION												
Kampala	-	-	-	-	-	-	94	91	92	92	90	91
Central	81	74	77	81	74	77	82	74	79	62	78	80
Eastern	72	52	62	72	52	62	72	54	63	71	56	64
Northern	72	38	55	64	33	47	72	42	56	74	45	59
Western	70	51	60	74	61	67	79	69	74	74	60	67
National	74	57	65	74	57	65	77	63	70	76	63	69
Literacy rates for population aged 18 years and above												
Urban				93	82	87	91	84	87	91	81	86
Rural				75	47	59	77	54	65	78	53	65
REGION												
Kampala				-	-	-	94	93	93	92	90	91
Central				84	71	77	86	79	82	85	75	80
Eastern				74	45	59	74	47	60	74	50	61
Northern				71	27	46	78	42	58	82	40	59
Western				76	55	65	79	64	71	78	54	66
National				77	51	63	80	59	69	80	58	69

Source: PEAP 2004 and UNHS 2005/06

The table above reflects stagnation as well as glaring disparities in the level of literacy rates (between regions and sexes). Central region has the highest literacy levels with the northern region having the lowest rates. Meanwhile, females register lower literacy rates than their male counterparts.

Labour force indicators

The country's labour force has increased from 9.8 million in 2002/03 to 10.9m in 2005/06 (UBOS, 2007). This reflects a growth rate in labour force of 3.6% p.a., slightly above the population growth rate of 3.4% p.a. The percentage growth in labour force is higher for males (4.4%) than females (2.9%) and higher for rural (4.2%) than urban (3.2%).

The table below shows the composition and rate of growth of the labor force by sex, residence and age.

Table 1.1.6: labour force composition by sex, region and age group

Background characteristics	2002/03 (%)	2005/06 (%)	Labour force growth (%)
SEX			
Male	47.4	48.6	4.4
Female	52.6	51.4	2.9
Residence			
Urban	15.0	15.3	3.2
Rural	84.7	85.0	4.2
Region			
Kampala	6.5	5.7	(0.9)
Central	23.8	24.1	4.0
Eastern	26.6	24.6	0.9
Northern	18.1	18.2	3.8
Western	24.9	27.4	6.9
Selected Age Groups			
15 – 24	30.3	32.3	5.7
18 – 30	48.1	40.8	(1.9)

Source: Report on the Labour Market Conditions in Uganda, UBOS 2007

The table above shows that in 2005/06, 51.4% of the Ugandan labour force was female while 48.6% male. However the growth rate was higher for males than for females. Meanwhile, the table also shows that 85% of the labour force resides in the rural areas.

Table 1.1.7 shows the education attainment of the Ugandan labour force while table 1.1.8 shows the literacy rates of the same.

Table 1.1.7: Education attainment of the labour force

Level of Education	Proportion of the Population (%) 2002/03			2005/06
	Male	Female	Total	National figures
No formal education	9.2	24.4	**17.2**	**13.9**
Primary	61.5	57.8	**59.6**	**62.6**

Secondary	21.2	13.7	**17.2**	**17.7**
Above secondary	7.6	3.9	**5.6**	**5.6**
Do not know	0.5	0.3	**0.4**	**0.1**
Total	100	100	**100**	**100**

Source: Report on the labour market conditions in Uganda, UBOS 2007

Table 1.1.7 shows that the proportion of the labour force that has never received any formal schooling has fallen from 17% to 14% (2002/03 to 2005/06). The proportion is higher for females than males. In 2002/03, there were more than twice as many females (24%) having no formal education compared to the males (9%). The majority of the people in the labour force (62%) were only able to attain primary level schooling with less than 20% having got secondary education. In general, the education attainment level is much lower among females than males.

Low education attainment has been cited in several studies as one of the major factors that explains the low productivity and technological uptake of Uganda's labour force.

Table 1.1.8:   Literacy status of the labour force

Literacy Status	Male %	Female %	Total %
Literate	80.4	60.1	69.7
Illiterate	19.6	39.9	30.3
Total	100	100	100

Source: Uganda labour force survey 2002/03; UBOS, 2006.

Table 1.1.8 shows that only 70% of the Ugandan labour force is literate and that only 60% of the female labour force is literate.

Table 1.1.9 shows the working population by sector of employment and residence.

Table 1.1.10:   Working population by sector

Industry/sector	2002/03			2005/06		
	Rural	Urban	Total	Rural	Urban	Total
Agric/Fishing	75.0	14.6	66.4	82.5	23.0	73.9
Trade	9.5	31.1	12.5	5.0	27.0	8.1
Manufacturing	5.4	13.1	6.5	3.3	9.8	4.2
Education	2.6	4.2	2.8	2.2	5.3	2.6
Transport/Communication	1.4	6.6	2.1	1.3	6.0	2.0
Hotel/restaurant	2.1	6.8	2.8	0.9	5.9	1.6
Others	4.0	23.6	6.9	4.8	2.8	7.6

The largest proportion of the employed population is engaged in the primary sectors of agriculture and fishing (74%) as the main source of livelihood and income.

Meanwhile, studies show that unemployment rate is several times higher in urban areas (12%) than rural areas (2%) with wider gender imbalances. Unemployment levels are twice as high among females compared to their male counterparts. Unemployment rate is particularly high among the youth and

among those with secondary education and above and lowest among those with no schooling but with vocational skills (MFPED, 2006).

The tables above show a youthful, uneducated and unskilled Ugandan labour force. This poses a major challenge to national development as the population's engagement in higher income generating activities, adoption of new technologies, and output, remains low at the household and national level.

Improving the quality of Uganda's labour force will therefore necessitate increasing outreach of adult education including functional adult literacy and skills building programs for those who have already left school and are working age, as well as facilitating those that are in school to attain higher levels of education (MFPED, 2006).

1.1 Legislative and Policy Framework

Legislative Framework

The Uganda Constitution guarantees the right to education. The constitution states that access to education is a right of all the citizens, the provision of which is an obligation of the state, independent of the person's age.

The constitution also provides for affirmative action for the disadvantaged in anyway including in the field of education.

The Equal Opportunities Commission Act, 2007, gives effect to the state's constitutional mandate of eliminating discrimination and inequalities against any individuals or group(s) of persons on the ground of sex, age, race, color, ethnic origin, tribe, birth, creed/religion, health status, socio-economic standing; and to take affirmative action in favor of marginalized groups.

Our education system has over the years discriminated against a number of persons and groups of persons based on some or all of the above grounds. Adult education is one of the means through which a second chance can be given to those who have been and continue to be marginalized.

Policy Framework

It should be noted that there is no stand lone comprehensive policy on adult education. An attempt has been made to formulate a comprehensive adult education policy. This is however in draft form and is yet to be finalized and formally approved by responsible government organs. There are however a number of policies, plans and strategies however that are of relevance to the different aspects of adult education. This section makes an effort to analyze these policies.

Vision 2025

This contains Uganda's long term development objectives and has as one of its visions "**an enlightened, well informed and prosperous society**" with an overriding goal of **"increasing people's access to information and participation in self, community and national development.**

The Poverty Eradication Action Plan (PEAP 2004)

Also known as The Poverty Reduction Strategy Paper is Uganda's guiding planning framework, which guides public action and interventions to eradicate poverty. Education is among the six sectors identified in the PEAP as priority areas that can make the strongest contribution to the PEAP's core challenge of accelerating pro-poor growth and development. As such, the share of the (formal) education sector as a proportion of the total national budget has increased over the medium term and is projected to increase over the long term.

In the PEAP, Government acknowledges illiteracy among the poorest people; it also acknowledges the need to provide the kind of education that would help to eradicate their poverty. The PEAP further states that: **a well educated population is both a necessary condition for development and one of the central objectives of development.** This is the reason the government has massively invested in the expansion of education. However, priority has been on UPE (PEAP pp. XXII).

The PEAP has the following 5 pillars:

> ➢ Economic Management
> ➢ Enhancement of production, competitiveness and incomes
> ➢ Security, conflict resolution and disaster management
> ➢ Good governance
> ➢ Human Development.

Formal and non formal education is handled under pillar 5, Human Development. The PEAP spells out one of the key priority under Human Development Pillar as:

> *"Community Empowerment, including Adult Literacy" pp. 6.*

Adult learning is therefore one of the key education programs identified as crucial for increasing the ability of the poor to raise their incomes and enhance the quality of life of the poor.

The PEAP recognizes the fruits of adult learning in the following statement:

"Improvement in Education and Functional Literacy have borne fruit in literacy rates. While there was no observable change by the expiry of the 1st PEAP in 2000, the national average literacy level rose from 65% in 1999/00 to 70% in 2002/03, mainly because of improvement in rural areas". ….. "These developments are the shared achievement of the Education and Social Development sectors through UPE and FAL"." pp. 26.

The Government White Paper on Education Policy Review Commission (1992)

Though this was formulated way back before the CONFINTEA V, it is so far the only one that has presented a more comprehensive and more elaborate Government policy on adult education and learning.
It recognizes the importance of non formal and adult education, specifying its objectives, implementation structures and coordination mechanisms.

The white paper states thus:

> *"Uganda has now decided to regard non – formal education as extremely important…" pp. 176.*

The White Paper spells out the objectives and strategies for the various components of adult education as identified below:

- Eradication of illiteracy;
- Post literacy and permanent functional literacy geared towards productivity for both rural and urban development;
- Livelihood skills or apprenticeship education for youth, especially primary school leavers;
- Continuing education for UCE and UACE certificate holders as well as working people who wish to better their professional and academic qualifications;
- Healthcare, population and family education programs;
- Basic education for community development
- Training in improved agricultural, farming and other production practices;
- Civil participation programs; and
- Education for environment protection and development

5 target groups for adult education are identified by the White Paper, namely:

- Young people that have never been to school;
- Primary school drop outs, rural peasants, urban workers and other unskilled persons who should be given basic functional literacy;

- ➢ Primary leavers who need apprenticeship or vocational training to make them employable and self reliant;
- ➢ The population as a whole, to give awareness education though mass media, newspapers, radios, TV, Co-operative and Trade Unions, drama etc; and
- ➢ Working men and women who require varied opportunities for continuing education to improve their skills and elevate them professionally and academically for upward mobility.

The paper recognized number of organizations that would be involved in the implementation of adult education programs including Government institutions, NGOs/CBOs, FBOs, business enterprises etc. It further proposed an institutional structure to coordinate the activities of the various actors. The proposed structure was as follows:

- ➢ National Council for Non-Formal and Adult Education, a semi autonomous body for the coordination, curriculum formulation, evaluation, resource mobilization, program formulation, training and provision of special programs for women;
- ➢ Directorate of non formal and adult education; and
- ➢ District committees for non-formal and adult education.

These institutions have however up to now not been established. This has led to poor coordination, duplication of efforts and is one of the reasons why adult education has not been accorded priority status by Government.

The White Paper also recognizes:

- ➢ The inability of the existing education system to provide relevant knowledge and information for productive life to citizens;
- ➢ Inability of the poor and vulnerable groups to demand for services.

The Education Sector Investment Plan (ESIP) **2004-2015**

The plan re - emphasizes the country's commitment to the attainment of the Education for All (EFA) goals.

However, the main focus of the plan is on formal education, mainly UPE and Universal Secondary Education (USE). The plan has little to offer in regard to prioritizing of Adult and non formal learning and education (mainly because this is a responsibility of another sector; Social Development).

The plan however does recognize the very high school drop out rates especially at the lower levels of UPE (before attaining literacy). It acknowledges that of the 2.1m pupils who enrolled for P.1 in 1997, 1.3m moved to P.2, 1.1m after another year to P.3, and latter 0.96m, 0.83m, 0,7m and 0.48 were still in school in 2003 (P.7).

The plan also acknowledges that assessment of pupils' performance show alarmingly low rates of mastery of literacy and numeracy skills.

The plan also prioritizes Vocational Training Institutions and Community Polytechnics for providing multi – skill opportunities for primary school leavers and drop outs. The plan sets out to reconfigure the Business, Technical and Vocational Education and Training (BTVET) on a qualifications framework. This is to ensure that students acquire the skills and knowledge they need for the world of work.

As one of its objectives, the plan states thus *"An education system relevant to Uganda's national development goals"*. The plan therefore aims to ensure that:

> "*Many of those students who do not go on to senior five (S5) will take one or more BTVET courses, either immediately after senior four (S4) or at sometime after they have entered the workforce*"

The National Adult Literacy Strategic Investment Plan (NALSIP, 2002/03 – 2006/07)

The NFALSIP was formulated in 2002 with the target of attaining 50% literacy (of the then 7million non - illiterate population). This was an ambitious target of turning 3.5 million illiterates into literates by 2007). The plan also targets to attain an equitable access to basic and continuing education for women and out of school girl youths.

The Plan adopts a number of strategies that would help Government attain the above target. The strategic objectives as stated in the Plan include:

> ➢ To strengthen national commitment to the program and incorporate lower level governments' (district, sub county and community) adult literacy action plans into the overall development frameworks;
> ➢ To provide adequate and equitable access to literacy education by all women;
> ➢ To empower the marginalized and vulnerable groups in society through functional adult literacy to participate fully as equal partners in development programs;
> ➢ To establish a sustainable management framework that will provide direction to the program for effective performance;
> ➢ To improve the capacity of literacy educators for the National Adult Literacy Program;
> ➢ To improve the quality of learning in the literacy program through better delivery systems;

- To establish an effective and sustainable research programs for systematic research – development – diffusion process in all aspects of NALSIP;
- To provide an effective framework for the collection, documentation, sharing and utilization of information pertaining to all aspects of the National Adult Literacy Program; and
- To mobilize additional resources for sustainability of the program and quality implementation of its activities (MGLSD, 2002).

The Social Development Sector Strategic Investment Plan (SDIP 2003 - 2009)

This is a strategic plan formulated in **2003** for the MGLSD under whose mandate the functions of adult education and learning.

Community mobilization and functional adult literacy initiatives were identified in the plan as crucial for the attainment of social and economic development. They were therefore accorded the highest priority in the SDIP (pp 16).

The SDIP sets a target of 1.2m non – literate adults to become literate by 2008. This target was scaled down from the 3.5m spelt out in the **NALSIP** after acknowledging that the earlier target would not be easily achieved given the resource constraints.

The National Gender Policy

The policy was put in place to address gender imbalance that exists. One of the key areas of attention has been gender balance in education. The overall goal of the gender policy is to mainstream gender concerns in the national development process in order to improve the social, legal, political, economic and cultural conditions of the people especially women. The policy objectives of the National Gender Policy (1999) are:

- To provide policy makers and other actors with reference guidelines for identifying and addressing gender concerns when taking development policy decisions;
- To identify and establish an institutional framework with the mandate to initiate, coordinate, implement, monitor and evaluate national gender responsive development plans;
- To redress imbalances that arise from gender inequalities to ensure the participation of both women and men in all stages of the development process;
- To promote equal access to control over economically significant resources and benefits; and
- To promote recognition and values of women's roles and contributions as agents of change and beneficiaries of the development process.

The Policy adopts a number of strategies which would enable the attainment of the above objectives. The ones below are relevant for the education of adults:

➢ Sensitization on gender issues at all levels;
➢ Promoting a gender and development approach that is based on the understanding of gender roles and social relations of women and men as well as women in development approach that focus on women;
➢ Ensuring that the gender policy shall be disseminated, translated, understood and implemented by all sections of Uganda society; and
➢ Promoting appropriate education, sensitization and creation of awareness on the responsibility of all concerned parties in each sector to address the specific gender concerns between the sectors.

The Rural Development Strategy

In 2005, Government of Uganda formulated a far-reaching Rural Development Strategy. The aim is to boost agricultural production. The strategy has the following key components:

➢ Provision of support to farmers' groups, associations and organizations in order to improve management, record keeping, production planning, savings and credit mobilization, produce handling, storage and quality control, as well as marketing;
➢ Enhancing rural micro finance services provision;
➢ Establishment of a community information system to report regularly on conditions in the rural areas;
➢ Facilitate the delivery of agricultural inputs;
➢ Enhancement of agricultural productivity through agricultural extension;
➢ Agro industrial development through enhanced support to research and development; and
➢ Support to the National Bureau of Standards for quality control and assurance.

The successful implementation of this strategy necessitates intensive programs in adult education. Farmers, the majority of whom are uneducated and practicing subsistence agriculture, have to gain skills in record keeping, planning, savings and credit, etc if this strategy is to benefit them.

National Strategy for Generating Employment

Discussion Paper number 12 (MFPED November 2006), acknowledges that productive employment is possible only when the labor force has attained a certain level of education. The strategy further states that Uganda's labor force (14 – 64 years of age) is mainly youthful (75% of the economically active population is under 40 years of age with the majority in the 20-29 age bracket),

with low levels of education attained (17% of the labour force have never attained any formal schooling); the problem being more acute in females than in males.

The paper recognizes the following among other things:

- An illiterate labor force poses a serious challenge to national development as the population's engagement in higher income generating activities, adoption of new technologies and output remains low at the household level.

- Improving the working technology and standard and quality of education in the informal and agriculture sector could substantially impact on productivity and returns from the two sectors, thus boosting growth and incomes.

- Improving the quality of Uganda's labor force will necessitate increasing outreach of functional adult literacy and skills building programs for those who dropped out of school and are of working age and facilitating those still in school to attain higher levels of education.

The National Strategy for Girls Education in Uganda - 1998

A specific strategy for girls' education was adopted by the Government of Uganda in 1998.

The aim of the strategy is to "redress the gender imbalance in education at all levels".

The goal of the strategy is:

"All girls in Uganda, including the destitute and girls with disabilities, will have full access to education opportunities and will be supported by their families, schools, communities, government and the private sector to participate fully in gender-balanced education programs in order to attain their maximum potential as equal and effective citizens" (MOES 1998).

Girl education, the strategy states, has been intensified and identified as important due to two main reasons namely:

- The girl child is entitled to equal access to education as any other human being; and
- An educated girl child is a lynchpin in the development of a nation.

The strategy addresses itself to a number of barriers to active and equity in participation of girls and females in general in education. The barriers have been categorized as follows:

➢ Social-cultural barriers – patriarchal culture, harmful traditional practices (e.g. female genital mutilation), traditional division of labour in the home (girls looking after the sick, the small kids, the elderly, preparing meals, fetching water etc), family instability, religious beliefs, insecure environment in and outside school;
➢ School related barriers – inadequate school facilities like for sanitation, lack of comfortable appropriate clothing, school and college personnel, lack of trained guidance and counseling personnel, shortage of relevant alternative quality education opportunities and facilities and the serious bottleneck of female access to secondary and higher education;
➢ Political, administrative and economic barriers – insensitivity to the education of girls by the general public, inadequate resource allocation to the needs of girls' education at all levels, lack of protection to the girl child e.g. defilement/assaults, lack of gender disaggregated data and information and limited choices available to parents due to poverty.

The deliberate efforts arising out of this strategy have greatly increased the percentage of girls in education at all levels.

The National Equal Opportunities Policy, 2006

The constitution of Uganda guarantees equal opportunities to education for all. Consequently, Government is implementing the ESIP whose main priority is UPE and USE. In addition to these, Government efforts are focusing on enhancing vocational and tertiary education as well as Functional Adult Literacy.

The Policy states one of its priority areas as:

"Promote non-formal education, including indigenous knowledge"
(MGLSD, 2006 pp. 32)

The Plan for Modernization of Agriculture

The plan is based on the premise that over 80% of the population depend on agriculture for their livelihood.

Improvement in agriculture sector and most especially in agricultural production and productivity therefore is a priority for Government.

PMA interventions target subsistence farmers, who constitute the majority of the poor people.

PMA seeks to transform agriculture production for better productivity and re-orient subsistence farmers towards producing for market.

The main goal of the PMA is:

"Poverty eradication through agriculture transformation and sustainable natural resource based livelihoods"

Objectives of PMA are:

➢ Increase incomes and improve the quality of life of the poor subsistence farmers through increased productivity and increased share of market production;
➢ Increase household food security through the market rather than through self sufficiency;
➢ Provide gainful employment through the benefits of PMA such as agro – processing factories and services;
➢ Promote sustainable use and management of the natural resources by developing a land use and management policy and promotion of environmentally friendly technologies.

One of the key strategies for attaining the above objectives and goal is:

"Dissemination of productivity enhancing technologies, gender responsive and focused programs, promotion of top-bottom and bottom–up planning and budgeting process by empowering Local Governments and enabling them to influence public policy and to allocate public resources [efficiently]".

The success of the above program depends on adult education. Farmers need new practical skills and knowledge while local government staff needs training and further education to reorient them towards the new way of planning.

Under the PMA, education to farmers is provided through agriculture extension.

The National Health Policy

The health sector strategic plan 2005/06 – 2009/10 spell out as one of the key components of the **Minimum Health Care Package** as **"**<u>Health Promotion, Disease Prevention and community Health Initiatives</u>".

The main objective are:

"To increase community awareness and health literacy on disease prevention and promotion of healthy lifestyles in order to have a healthy and productive population". The following aspects are considered under this:

➢ Health Promotion and education – for creating health awareness, promote public participation and involvement in health care delivery and increase demand and utilization of services. The main strategy for reaching communities and households has been the establishment of Village Health Teams (VHTs). Community participation and empowerment is a strategy for enabling communities to take responsibility for their own health and well being and to actively participate in the management of their local health service.

➢ Environmental Health and sanitation and control of diarrhoeal diseases – with the aim of reducing morbidity, mortality and disability among people through improvements in housing, use of safe water, food hygiene promotion, waste management and control of vectors/vermin.

➢ School Health, epidemic and disaster prevention, preparedness and response and occupational health.

➢ HIV/AIDS/STI prevention and control

All this is oriented towards the education of youths and adults through community mobilization and training.

National Youth Policy

The mission of the policy is:

"To empower people between 12 – 30 years of age".

The goal meanwhile is:

"To provide an appropriate framework for enabling youth to develop social, economic, cultural and political skills so as to enhance their participation in the overall development process and improve their quality of life".

The goal is to be obtained through the following objectives:

➢ To initiate, strengthen and streamline all programs and services targeting the youth;
➢ Build capacity and provide relevant training and information to stakeholders; and
➢ Promote social and economic empowerment of the youth.

The strategies through which these objectives were to be attained include:

- Respect for cultural, religious and ethical values;
- Equality and accessibility;
- Gender inclusiveness;
- Good governance and national unity;
- Youth participation and teamwork participation.

All the above strategies make use of adult education methods. Since the primary target of the programs are the youth, who are largely out of school, many of them illiterates, living in the rural areas. The best way to reach them is therefore through non formal education including through workshops, seminars, youth groups, associations, youth projects.

Policy problems

The above section on adult education policy framework reveals the following problems:

- Lack of coherency in policy with no specific policy on adult education. The policies cited above are scattered across various sectors and are not formulated to explicitly address adult education. In fact these policies, plans and strategies do not categorize their activities as adult education. The adult education policy is still under preparation;
- Scattered implementation by the various sectors and institutions without reference to each other and with no coordination; and
- Proposed institutions in the Government White Paper on education not established.
- The lead Ministry, MGLSD does not even have a department housing issues of adult education;
- Duplication, adhoc and unprofessional practice, no quality assurance and effectiveness;
- Adult education accorded low priority in relation to formal education.

1.1.2 Priority Goals for Adult Learning and Education

The vision of ALE as spelt out in the draft AE policy is:

"A literate, well informed transformed and prosperous society".

Goal

"To promote non formal adult learning programs for equitable and sustainable development".

Objectives

➢ to promote access to quality non-formal adult learning for all;
➢ to empower marginalized groups;
➢ to create linkages between the formal and non formal education systems;
➢ to guide the capacity building of adults outside the formal education system for effective participation in the development process;
➢ to provide an effective coordination mechanism for non-formal learning;
➢ to strengthen national commitment to the NFAL programs and ensure a decentralized (incorporate lower levels of government) implementation
➢ to provide a framework for continuous research and development of adult education; and
➢ To provide a culture of lifelong learning.

1.1.3 Organization of ALE within Government

The lead government agency responsible for adult education is Ministry of Gender, Labour and Social Development (MGLSD). As a lead agency, MGLSD is expected to work in collaboration, and coordinate the activities of all actors in the field of adult education including line Ministries, Local Governments, Private Business Enterprises, Civil Society Organizations (CSOs), Development Partners, and Faith Based Organizations.

As the lead agency, the MGLSD is in charge of:

- Policy guidelines and formulation;
- Developing programs to operationalize the policy;
- Develop guidelines, regulations and standards for quality assurance;
- Overall supervision, monitoring and evaluation of the implementation of policy and programs;
- Resource mobilization and allocation;
- Develop and operationalize the qualification and accreditation framework; and
- Establish networking and coordination mechanisms amongst service providers and sector actors;

Other Central Government Ministries, Agencies and Departments

A number of other government sectors and institutions are involved in the planning and implementation of certain aspects of adult education under their mandates. These include agencies responsible for non formal Agriculture Education; non formal Health Education (HIV/AIDS, Sanitation/Hygiene education etc), civic education, environment education.

Local Governments

Uganda runs a decentralized system of Government. The various aspects of adult education have also been decentralized and are implemented by local governments. Implementation is at two levels of LGs; the district and sub county level. The roles of each are detailed below:

The roles of the District LG include:

➢ Identification of district priorities in relation to national goals;
➢ Overseeing district planning;
➢ Mobilize, allocate, and utilize resources;
➢ Identifying NGOs/institutions/structures to participate in the implementation of adult learning;
➢ Networking and coordination will other stakeholders
➢ Facilitate capacity building for non formal adult learning programs;
➢ Provide non formal instructional materials; and
➢ Monitoring and supervision of program implementation;

At the sub county level, the following responsibilities are handled:

➢ Identification of sub county priorities in relation to district and national goals;
➢ Oversee the sub county planning process;
➢ Mobilize additional resources;
➢ Identify CBOs to participate in implementing activities at village level;
➢ Monitor and supervise program implementation;

1.1.4 Development Challenges of the Country and how ALE goals are defined in relation to these challenges

Government development goal is poverty eradication through a number of interventions as pelt out under the five pillars of the PEAP.

Despite the major developments in the delivery of social services and the continued economic growth experienced during the implementation of PEAP (2000), a number of core challenges have emerged that are the basis for the overall strategy of PEAP 2004. The challenges were identified as follows:

➢ Inequality and increasing poverty;
➢ Environmental degradation;
➢ Minimal improvement in human development indicators than earlier planned;
➢ Insecurity in the northern part of the country causing changes in the regional pattern of poverty.

The above set of circumstances called for the following set of core priorities for the Government in the current PEAP.

➢ **Restoring peace, dealing with the consequences of conflict, and improving regional equity.** Efforts are under way to end armed conflict in the country, resettle all Internally Displaced Persons (including formerly abducted children) and build up their livelihoods and repair the damage done by the war in the North and Eastern Uganda.

Due to the conflict and insecurity, many children dropped out of schools mainly due to lack of educational necessities, school facilities and general insecurity.

One of the key objectives of the adult education policy is to target marginalized groups, out of school youths etc. These children, the adults who have missed education opportunities, the former rebels and the abducted children, will be targeted for adult education activities.

Furthermore, mobilization of communities will be very crucial for resettlement, conflict resolution and reconciliation. Moreover livelihood and self sufficiency skills will have to be imparted to the people, most of whom have been dependent on hand outs and relief for the past two decades.

➢ **Restoring sustainable development in the incomes of the poor** through increasing per capita consumption and reversing the increasing trend of inequality, as well as savings of the poor. For this growth to be sustainable, it must take place in a form that maintains and protects the environment and natural resources on which the majority of the poor derive their livelihood.

Functional adult education is very crucial in imparting of income generating skills to the communities, especially the poor, improved farming techniques through agriculture extension services etc. Moreover, the sustainable utilization of natural resources is to be ensured through environment education, a key aspect of adult learning and education.

➢ **Human development –** addressing the quality of education and most specifically the drop out rates, reducing mortality and increasing people's control over the size of their families.

Adult education targets those who have not joined the formal school structures plus the drop outs among other beneficiaries. Adult education policy and strategies will enable government take care of those who drop out of school by imparting in them skills through the non formal system of education. Adult education has also been seen in practice to reduce drop

out rates as the parents come to appreciate the importance of education and also start to play an important and more active role in the education of their children, especially the girl child.

Health education, a component of adult education is addressing the issues of high mortality and population growth through education and sensitization on personal hygiene, sanitation, disease prevention and treatment, better nutrition, reproductive health and safe motherhood, plus HIV/AIDs education.

1.1.5 Other Policies that have had an Impact on adult education

A number of policies have had an impact on the adult education in Uganda, directly and indirectly. These include:

Liberalization

Liberalization has led to increased competitiveness. As a result of this competition, managers and employers have sought means and ways of improving performance. This has called for improvement in skills and consequently increased demand for training, continuing and further education; and the readiness to pay for it, either by the individuals or the employers.

Indeed a number of adults have gone back to school for further studies as a means of meeting the stiff competition in the job market and also in the products' market.

On the supply side, due to the increased demand for skills attainment arising out of liberalization, entrepreneurs have continued to invest in the establishment of educational and training institutions.

Liberalization of tertiary education has also led to both increased enrollment in government institutions under the private sponsorship scheme as well as increased registration of private institutions of learning. Adults have taken advantage of this and registered and attained higher education.

Decentralization

This policy devolved the functions of planning, budgeting and implementation to the lowest level of Government, and the communities.

One of the objectives of decentralization was to promote efficiency in the utilization of resources.

The decentralized funds for adult education programs like FAL, NAADs, Health Education, etc can now be spent within the targeted local governments (sub counties) and communities, thus reaching the targeted beneficiaries.

1.2　Financing ALE

Background

In its key document "The Agenda for the Future", CONFINTEA V states as follows in regard to financing of and investment in adult education:

> *"The cost of adult learning must be seen in relation to the benefits that derive from re-enforcing the competence of adults. … The education of adults contributes to their self reliance and personal autonomy, to the exercise of basic rights and to increased productivity and labor efficiency. It is also positively translated into higher levels of education and well being of future generations. Adult education, being a human development and productive investment, should be protected from the constraints of structural adjustment".*

The Conference therefore acknowledged that adult education is an investment in Human Development, with positive results and benefits, which deserves priority even under economically stressful conditions!

This section seeks to establish the level of funding priority adult education has enjoyed among the various financing agencies in Uganda and also look at the implications for financing for the practice and development of adult education.

It is important however to first point out the challenges of discussing this topic, namely;

> ➢ It is difficult to find a commonly agreed understanding of adult education, the world over. This is even much more complicated in Uganda where there is no policy or structure that identifies activities that constitute what is referred to as adult education;
> ➢ Lack of data or information and even access to the available information arising because of a number of reasons including:
>
>> ▪ Complexity of activities that constitute adult education;
>> ▪ Diversity of provision with no coordination focus;
>> ▪ In most institutions, both government and otherwise, the budget line for the activity is not explicit. In fact adult education is in most cases carried out under other activities or not even referred to as adult education at all;
>> ▪ In the decentralized setting, some local governments do not have a budget line item for AE; and

- Some organizations are reluctant to release information on finances.

Financing for adult education is from a number of sources and actors including (but not limited to):

- Government ministries, agencies and departments (central and local);
- Local non profit organizations;
- Foreign/International organizations including bilateral, multi lateral funding agencies and NGOs;
- Commercial enterprises;
- Individuals who sponsor themselves mainly for further education; and
- Membership fees for instance in the case of cooperative unions and workers trade unions.

1.2.1 Public Investment in Adult Learning and Education

A number of Government institutions and departments are involved in the education of adults. Apart from the MGLSD which categorizes this activity as adult education (FAL), the rest of the institutions carry it out indirectly, as a means of attaining their sector objectives and goals. They do not therefore see what they are doing as adult education.

Nonetheless, considering the broad definition of adult education, an effort has been made to include all these efforts in this analysis.

It is important to note at this point that the mandate for adult education in Uganda falls under MGLSD and not under the MOES.

a)   FAL Program under MGLSD

After a long period of political turmoil and social upheavals which run down all sectors and activities of the economy, Government of Uganda started according priority to adult literacy in 1991 when it allocated a nominal budget to re-launch the program. This acted as a signal to partners in development that adult education was government priority, prompting support from UNICEF and DVV which came in to support the re-launch.

A 1999 FAL evaluation estimated that Government and development partners had over the period 1996 – 1999 spent $ 0.64m. The evaluation also found out that there was limited contribution from local governments with some contributing as little as $25 and some contributing nothing at all. The other problem at this level was lack of clear budget lines at district level for FAL.

The sudden boost to adult literacy however came in 2001 after the program had been acknowledged by government and included in the PEAP as a priority for poverty eradication.

The NALSIP (2002) estimated an annual requirement of Ug. Shs. 30 billion to meet the target of reducing by half the number of the illiterate population by 2007, that is 3.5m of the total 7.0m illiterates to be made literate by 2007. Due to financial constraints however, and in consultation with the Ministry of Finance, Planning and Economic Development, the annual requirement was scaled down to Ug. Shs. 5 billion per annum. Consequently, the targeted number of illiterate persons that would benefit from the government program was scaled down to only 1.2 million by 2009.

The annual amounts provided from the Government of Uganda own resources to the Social development Sector annually for the Functional Adult Literacy Program has been roughly Ug. Shs. 3bn. This money is released separately to the centre MGLSD and all the districts.

Year	Release to MGLSD (Shs. Bn)	Release to Districts (shs. Bn)	Total release (shs. Bn)	Total Release in US $
2002/03	1.99	1.62	3.61	2.18
2003/04	1.99	1.62	3.61	2.18
2004/05	1.99	1.62	3.61	2.18
2005/06	1.48	1.6	3.08	1.87
2006/07	1.48	1.6	3.08	1.87
2007/08[1]				
Total				

FAL has also benefited from funding from development partners namely UNICEF, UNESCO and the German Adult Education Association (DVV International). Their funding helped government support the re-launch of FAL in 1992. They also supported the pilot FAL project (year). This funding stopped around 1999.

Since 2002, Icelandic International Development Agency (ICEIDA) has supported the FAL program. However this support has concentrated on the L. Victoria islands of Mukono and Kalangala districts. The contribution is summarized in the table below.

Financial support from Icelandic International Development Agency (ICEIDA) 2002 – 2007 in US $.

year	Technical Assistance	MGLSD	Kalangala	Mukono	Total
2002	37,800		46,000		**83,800**
2003	50,400		62,000		**112,400**
2004	74,200		170,000	50,000	**294,200**

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[1] Projected release

2005	105,000	100,000	155,000	140,000	**500,000**
2006	105,000	200,000	182,000	204,000	**691,000**
2007	105,000	200,000	120,000	300,000	725,000
Total	**477,400**	**500,000**	**735,000**	**694,000**	**2,406,400**

Source: MGLSD 2007

b)   Other participating sectors

It is important to note that all Adult Literacy programs have a "functionality" component that includes health, hygiene, agriculture, environment, cooperative education and others. These aspects however also have their homes in those sectors that are mandated to carry them out as outlined below.

Agriculture extension

This aims at improving skills, knowledge, information and attitudes for people to undertake agriculture as a business. The targeted beneficiaries are pupils in primary and secondary schools, and out of school youths and adults, especially rural women.

A number of initiatives have been undertaken including implementation of the Agricultural Education component under the Plan for Modernization of agriculture. Progress has been slow due to lack of a policy to guide implementation of this component and the detachment of this program from the Education Sector Investment plan. Available information shows that despite this challenge, the proportion of total PMA actual expenditure on agricultural education increased from 1.5% in 2001/02 to 3.7% in 2003/04 (MFPED 2005).

The National Agricultural Advisory Services (NAADS) is a program created under the Plan for Modernization of Agriculture as one of the Government of Uganda intervention programmes to eradicate poverty from the rural communities. It involves new approaches to agricultural extension service delivery where services are privately delivered but funded by public resources. NAADS is an example of several adult education-oriented programmes which are not identified as such by both the implementers and beneficiaries.

NAADS's mission is to increase farmer access to information, knowledge and technology for profitable agricultural production.

The NAADS programme operation is guided by several principles and quite a number are more or less adult education principles. These include farmer empowerment, fostering participation, increasing institutional efficiency, privatization, improving linkages to markets, poverty targeting, gender mainstreaming, managing natural resources, productivity, HIV/AIDS mainstreaming and harmonization.

NAADS programme has a vision for 25 years with 7 years for its first phase covering the financial period from 2001/2002 through 2007/2008. The cost for the first phase is estimated at US$108 million from four sources of funding. These include Co-operating Partners, participating Local Governments, participating Farmers and the Government of the Republic of Uganda. At the moment Co-operating Partners include International Development Association (IDA), International Fund for Agricultural Development (IFAD), European Union (EU), and Department for International Development (DFID), Netherlands International Assistance, Irish Aid and DANIDA.

Co-operating Partners contribute 80% of the NAADS budget, the Government of Uganda 8%, Local Governments 10 % and Farmers 2 %. These shares in the NAADS budget will change over the planned 25-year period of the NAADS programme. Farmers and Local Governments will take on increasing funding responsibilities in line with the level of commercialization achieved.

In the fiscal year 2003/04 for instance, NAADS used slightly over U$9.6m on activities ranging from providing farmers with information and advisory services to technology development and linkage to markets.

Table: Summary of NAADS Draft Accounts for FY 2003/04

Project Activities	Total Expenditure (UShs)	(US$)
Advisory and Information Services to Farmers	8,913,000,000	4,870,492.80
Technology Development and Linkage with Markets	3,134,600,000	1,712,896.17
Quality Assurance / Regulation / Technical Auditing of Service Providers	433,900,000	237,103,83
Private Sector Institutional Development	56,200,000	30,710.38
Programme Management and Monitoring	5,176,900.000	2,828,907.10
Total Programme Expenditure	17,715,300,000	9,680,109.29

Source: NAADS Annual Report 2003/04

In addition, Government is funding 5 District Agricultural Training and Information Centres (DATICs) have been set up with the aim of training farmers, youths and women in practical skills in the management of agriculture enterprises. Farm

schools have been established at these centers with an annual intake averaging 200 young people (39% females, 61% males).

A DATIC adoption study in 2005 found out that the adoption of improved agricultural practices among the "graduates" of Farmer Schools had significantly increased from 24% to 69% before and after training respectively.

Health Education

Health education is widespread in the country. Carried out by ministry of health and its partners in development through its health service delivery points, outreach activities in communities (Village Health Teams) especially organized health education activities and mass media. Also included training of health workers.

Areas of training include personal hygiene, sanitation, disease prevention and treatment, better nutrition, reproductive health and safe motherhood.

There has also been an intensive campaign against HIV/AIDS although this is now a multi sectoral intervention.

Relevant core interventions as spelt out in the HHSP II are include:

➢ Intensification of health awareness and behavior change for health promotion;
➢ Strengthening of community capacity for health promotion and improved health service delivery with emphasis on the roles of women and men
➢ Advocacy for participation of political, religious and cultural institutions in promoting health programs;
➢ Promotion of Kampala Declaration on Sanitation in all districts;
➢ Training of extension workers engaged in hygiene promotion;
➢ Community education and mobilization.

Environment Education

In 1997, the National Environment Management Authority (NEMA) developed a national non formal Environment Education and Community Training Strategy. The strategy focuses on environment education for adults and communities.

It involves public hearings, awareness campaigns, media programs.

NEMA monitors and coordinates environment management activities in Uganda. It promotes environment education in collaboration with other relevant ministries and local governments, NGOs/CBOs.

Various government agencies are environment education including the departments responsible for forestry, wetlands, meteorology, land use etc.

Cooperative education

The cooperative movement in Uganda dates back to the colonial days when cash crops were introduced for export. The cooperative unions were established to train farmers on better farming methods and to strengthen their bargaining power in the market.

Adult education in this area is conducted through seminars, workshops, in-service training, short courses and occasional meetings.

The government department in charge of cooperatives under the Ministry of Tourism, Trade and Industry (MTTI) as well as the cooperative unions and movements themselves, have been actively involved in the training of members.

Civic education

Providers include the Human Rights Commission, the Electoral Commission and other Government institutions. NGOs and FBOs also participate in civic education activities. These institutions provide awareness of citizens' rights and obligations.

Most of the civic education provided by the EC has however been limited to voter education, targeting the voting age (18 years and above).

Continuing Education

Adults are continuously getting involved in various forms of continuing education in both the formal and informal settings.

This is mainly done through work related refresher courses, skills improvement or education to acquire new knowledge and skills in specific and relevant areas. Much of this takes place in the non-formal setting.

Much of the funding is by Government, external funding through institutions and NGOs, trade unions use member fees and subscription, to a limited extent, some individuals finance their participation.

Further Education

This type of adult education is undertaken by schooled adults at various levels of learning including university level, to attain higher education and raise their educational status.

With the liberalization of higher education in recent years, the demand for this kind of adult education has increased tremendously, especially post secondary level. A number of commercial/private institutions have come up to meet this demand.

Much of it is carried out under formal setting. The programs have even been made more flexible to accommodate adults; evening programs, distance learning etc.

Most adults finance their further education; a few are funded by employers while some few undertake full time higher education at government sponsored universities, benefiting from Government sponsorship. Only 5% of Government sponsorship at public universities however benefits those pursuing further education, the rest of the funding benefits direct entrants from schools.

About 30% of the student's population of 30,000 at Makerere University alone is adults returning from the world of work to study (Okech 2004). This gives an indication of the amount of money adults spend on further education. The situation is similar in other tertiary institutions of learning, both public and private.

NGOs/CBOs

NGOs, both national and international have from the time of colonial era played an important role in educating adults. It should however be noted that though there are many organizations involved in educating adults, very few know and admit that they are doing adult education work because they do not really know what constitutes adult education. The few who admit to doing adult education works are those involved in adult literacy.

These organizations have invested and continue to invest substantial amounts of money into the field of adult education.

Religious institutions/Faith Based Organizations
These were the first to offer learning opportunities to adults in Uganda. These organizations started by teaching literacy and latter vocational skills training and leadership training to the new converts. The FBOs have continued to play a major role in educating adults (though they continue to refer to the non literacy education of adults as *community development work*.

The influence of the Christian churches in Uganda can be summarized as follows:

1. They have kept the need for organized learning programs for adults alive and they remain the biggest champion in initiating educational programs for adults;

2. From the start, the FBOs have promoted a concept of education for development that is now very prominent in adult education concepts in Uganda – development of the whole person to fight against ignorance, poverty and disease, and participatory approach;
3. FBOs' adult education aims at a broader target, the betterment of the individual, household, and community. This view of adult education as a tool for improving the livelihoods of the community members has made adult education become largely a rural based community development activity;
4. The FBOs have made another significant contribution to AE through the provision of education facilities. A number of training centers have been constructed by FBOs. Church buildings are used for literacy classes by Government, NGOs/CBOs.

Apart from directly getting involved in AE through the normal church structures, Christian churches FBOs have also formed NGOs that continue to play a vital role in AE. These include:

- ➢ Soroti Catholic Diocese Integrated Development Organisation (SOCADIDO)
- ➢ Catholic Relief Services (CRS);
- ➢ Adventist Development and Relief Agency (ADRA), a Seventh Day Adventist Church Based NGO;
- ➢ Karamoja Diocesan Development Office (KDDO).

Other FBOs that offer adult education include the Muslim and Bahai faith. They have also made similar contributions.

Other NGOs have also played a vital role in educating of adults. The NGOs can be categorized as; international NGOs, national NGOs and community based NGOs.

International NGOs

Most international NGOs identify themselves as development organizations. However they do their work through community education programs involving educating the local community, giving them new knowledge and skills and changing their attitudes on certain issues.

Then there are international NGOs that offer adult literacy such as Action Aid Uganda (AAU), ADRA, Netherlands Development Organization (SNV), and Agency for Cooperation in Research and Development (ACORD) WFP and others. In addition to adult literacy, these NGOs also carry out and fund other activities like AIDS awareness campaigns, environmental education, health education, community development education.

There are other international NGOs operating in the country that offer adult education.

All international NGOs have invested massively into adult education; however, information on financing is not readily available.

National NGOs

These are indigenous NGOs with a national coverage. They are involved in at two levels:

- ➢ NGOs that do community development training for the communities in which they operate and work with these communities at the grassroots level; and
- ➢ NGOs that train other organizations in development work or in organizational development (Openjuru, G. L).

Below are some of the national NGOs that associate themselves with adult education. Some of them train adult educators to work at the community level.

- ➢ National Adult education Association;
- ➢ Kiira Adult Education Association;
- ➢ Literacy and Adult Basic Education;
- ➢ Adult Literacy and Basic education Centre;
- ➢ Kamuli Adult education Association;
- ➢ Literacy Network of Uganda;
- ➢ Uganda Joint Action for Adult education;
- ➢ Uganda Adult education Network;
- ➢ Uganda Literacy and Adult Learners Association;
- ➢ Karamoja Adult education Association;

There are however quite a number of NGOs which, though they do a lot of work at community level or in building the capacity of other CBOs, they do not identify themselves as adult education organizations. These include:
- ➢ Community Development Resource Centre Network;
- ➢ Uganda Rural Development and Training;
- ➢ The Young Men's Christian Association;
- ➢ The Young Women's Christian association.

Donor Funding to AE.

All most all adult education activities under the various sectors have some form of development partner support, both bilateral and multi lateral.

Health education has benefited from the Global Fund on HIV/AIDS, UNICEF and WHO plus a number of other sector donors.

Agricultural extension services under NAADS are funded by (IDA), (IFAD), (EU), and (DFID), Netherlands International Assistance, Irish Aid and DANIDA.

The FAL program in MGLSD has benefited from funding provided by UNICEF, ICEAID, DVV.

Environment education has benefited from various sector development partners including ADB, IDA ,Belgium

In conclusion, there is significant investment in adult education in Uganda by Government, NGOs, private enterprises, individuals and from external sources. However given the needs and requirements, the financing remains inadequate. There is also scattered and un-coordinated funding and implementation of adult education going by different terminologies under different sectors leading to duplication and wastage of the scarce resources.

There is therefore need to come up with a harmonized policy and legislation that will not only strengthen Government commitment, but also ensure harmonized implementation, better use of scarce resources and better coordination, supervision, monitoring and quality assurance.

2.   QUALITY OF ADULT LEARNING AND EDUCATION: PROVISION, PARTICIPATION AND ACHIEVEMENT

This section describes the provision of ALE in terms of organization, coordination, management and available infrastructure. The section also elaborates on major trends that have emerged since 1997.

2.1.1 National Level Coordinating and Management Institutions

The Ministry of Gender, Labour and Social Development is the leading agency, coordination all adult education activities in the country. This however is contrary to the recommendations of the Government White Paper on Education (1992) that a Directorate of Adult Education and non – formal education be established under the MOES. No Directorate was established and under MGLSD, issues of adult education are handled by a section that falls under the department of Disability and Elderly.

Still at the national level, there a number of institutions involved in the planning and implementation of the adult education programs, although most of these programs do not go by the name of adult education, and the providing ministries/sectors do not have an idea that what they are involved in is adult education. These include Government ministries, teaching institutions of higher learning and non governmental organizations, and private enterprises.

At government level, a number of sectors are involved including Ministry of Education and Sports, Ministry of Agriculture, Animal Industry and Fisheries, PMA, MOH, the Electoral Commission, NEMA, UHRC, Ministry of Water and Environment, Centre for Continuing Education (Makerere University), Nsamizi Institute of Social Development, the District Agricultural Training and (formerly District farm Institutes).

2.1.2 Participation in Adult Education and Learning

Table 2.1: Adult Education Programs in Uganda

Program Name and brief description	Provider	Area of Learning			Target Group s)	Program cost	Funding Source
		General competences	Technical skills	Knowledge generation, innovation			
Functional Adult Literacy (FAL)	MGLSD, NGOs/CBOs	Basic literacy: reading, writing and numeracy.	Agriculture, health, income generation skills, marketing and trade, gender, culture and civic consciousness, environment education etc		Non literate youth and adults (15 years and above) that have never attended school and those that dropped out of school at lower primary school level. More emphasis on women (out of the 2,090,340 trained 1,564,640 (75%) are women.		Public Funding, NGO funding, development Partners
Non Formal Agriculture Education aiming at improving skills, knowledge, information and attitudes for people to undertake agriculture as a business	PMA/NAADS/MAAIF, Uganda National Farmers Association		practical skills in the management of agriculture enterprises		out of school youths and adults, subsistence farmers especially rural women		Public Funding, NGO funding, Development Partners, farmers
Health Education, Health Promotion,	MOH, MWE, NGOs, CBOs, FBOs,		Health literacy, environment health, school		Youth, women and men		Public Funding, NGO funding,

Program Name and brief description	Provider	Area of Learning		Target Group s)	Progra m cost	Funding Source
Disease Prevention and community Health Initiatives.			health, personal hygiene, sanitation, HIV/AIDS/STI prevention, immunization nutrition, family planning, child welfare, anti natal etc			developme nt Partners, Private public Partnership funding.
Environment Education for educating and sensitizing the public on the importance of preserving and conserving the environment. Dissemination of environment, wetland and forestry laws and regulations		Land use managemen t, a forestation, agro forestry, sustainable use of natural resources, appropriate industrial waste disposal		Adults, youths, farmers,		Public Funding, NGO fnding, developme nt Partners
Civic Education	UHRC, EC, IGG, URA		Voter education, human rights, basic essential laws, basic facts about the country, governance, taxation,	Youths, adults, men and women		Public Funding, NGO funding, developme nt Partners
Cooperative education	Department of Cooperatives in MTTI, Co-op unions and societies		Improved agriculture practices, marketing of products, co-op management, co-op laws, rules and procedures	members of farmers, traders, savings coop unions		Members fees, donor funding, government fnding
Workers education	Trade unions		Union benefits and procedures, occupational health, workers compensatio n, workers rights, social security etc.	Trade union members, both men and women		Trade Unions fees, developme nt Partners
Continuing and further education						Public funding, private employers, Self funding

Table 2.1 above clearly shows that a number of institutions and sectors of the economy have come to appreciate the crucial role played by adult education in enabling them attain their objectives.

As clearly stated in the HSSPII:

> "Health Promotion and Education supports all other elements to achieve their objectives".

This is true for all sectors involved in delivery of social services, agriculture, water, forestry, sustainable use of the environment etc. Indeed all sectors involved in service delivery appreciate that an informed population will not only ensure sustainability of the services provided, but will also demand for them.

Furthermore, Government has come to acknowledge that adult education is a key to empowering individuals and communities with life skills, knowledge, values and attitudes needed for self sufficiency and community and national development.

Many have therefore been enrolled into literacy, **post literacy** non formal education and lifelong classes and graduated at different levels. Different actors, public, private enterprises, NGOs have all contributed to achievements. One of the challenges facing adult education and Continuing Education however is lack of coordination, information flow and data on all ALE providers in the country.

2.1.3 Linkages between formal and non formal approaches

Adult education depends on formal system in many aspects including personnel, physical facilities and teaching and learning materials. The relationship between the two could however be further enhanced for more efficient use of available resources; human and non human.

The Basic Education for Integrated Rural Development Project implemented in the country was based on the interactions between formal and non-formal education in the community. The White Paper on education sought to transform this into national policy; "the Education for Integrated National Development".

Much needs to be done however to reflect this integration in implementation, especially with the two falling under two different ministries.

There is also a link between formal institutions and non formal adult learning. The Makerere University Institute of Adult and Continuing education is an example.

2.2   Participation in Adult Edcation

2.1.2 Statistical data on participation

As already indicted elsewhere in this report, there are quite a number of activities that can be categorized as adult education, taking place under various sectors and Government. However, the implementing sectors do not categorize these activities as adult education. Moreover, data on the numbers trained under these programs is very scanty.

This section will therefore provide data on the official Government adult education program carried out by the MGLSD, the FAL program.

Available enrollment data from the MGLSD indicates that a total of 2,091,340 learners enrolled for the Government funded FAL alone, over the period 1997 – 2007. Details are in the table below.

Table: 2.2.1:   Participation in FAL by the sex.

Year	Males	Females	Total
1997	18,571	74,718	92,289
1998	32,105	102,136	134,241
1999	25,230	75,635	100,865
2000	27,786	86,085	113,871
2001	30,658	118,351	149,009
2002	86,293	271,971	358,264
2003	89,119	232,579	321,698
2004	108,943	325,721	434,664
2005	35,147	97,699	132,846
2006	47,076	116,984	164,060
2007	25,772	62,761	88,533
Total	526,700	1,564,640	2,090,340

Source: MGLSD

2.1.3 Surveys on Non Participation and Groups that are Hard to Reach

Adult education programs in Uganda have inherent weaknesses and face many challenges as they work towards the empowerment of marginalized groups.

Studies indicate that the majority of marginalized groups do not enroll in adult education. Those who enroll exhibit high levels of irregular attendance, absenteeism and drop out. These are the same groups that have been left out of formal education. These groups include women, the disabled, the pastoral communities, the internally displaced, refugees, prisoners, those in war zones, the fishing communities etc.

During the past two decades, wars, insurgencies and cattle rustling have resulted in mass displacement of people, especially in northern and north eastern parts of the country. There has also been influx of refugees from Sudan, DRC, Somalia and Rwanda. Many of the internally displaced are resource poor and non-literate. However, no deliberate effort has been made to reach these people and vulnerable groups.

A study on *"The Effect of Wars among the Lango by Cula. A. A,* established that ; adult education programs were intermittently interrupted by wars, adult learning activities were provided on and off because of the wars, operations of institutions both Government and non – government that provided adult learning were interrupted by wars, facilities for use in adult learning such as reading materials were inadequate during war times, and in general wars had negative effect on adult learning and participation in adult education.

The pastoral communities of Karamoja region in north eastern Uganda has a literacy rate estimated at 6% - NALSIP 2000. And yet it registers the lowest attendance rates for both formal and non formal education.

The *Needs Assessment Survey for Functional Adult Literacy (FAL) in Karamoja – 2000,* carried out to establish the people's awareness of the problems of illiteracy, the benefits of literacy and key factors likely to affect the functioning of FAL program established that: the most serious problems hindering attendance were famine or food shortage, and lack of water. In many cases, people have no choice but to leave study centers to look for food and water for their animals.

The lack of centers that respond to learning diversity has affected the attendance of the disabled groups. Twijukye *(*2000) reported that adult education programs being implemented by organizations of able-bodied people are still not sensitive to the needs of people with disabilities; their organization teaching methods and even physical environment fails to cater for their specific needs. Furthermore, society, including the instructors is still prejudiced against the disabled

Another study on non participation and groups that are difficult to reach was the *Needs Assessment Survey for FAL in Kalangala district – 2002.*

The district is composed of islands in L. Victoria with the main source of livelihood being fishing. The population is thinly distributed but with a very high rate of mobility as dictated by the fishing seasons.

The purpose was to understand the factors that would promote or constrain FAL efforts among the people of Kalangala district.

Efforts have been made to address non participation and groups that are difficult to reach. With support from the WFP, FAL was extended to Karamoja in 2001, with special focus on women. In addition, the Alternative Basic Education for Karamoja that was started in 1 to address the special education needs of the region allows adults, though not registered, to follow their children and attend.

Meanwhile, ICEIDA supports the Kalangala local government to offer FAL services to the hard to reach areas and population of the islands. About 2000 – 3000 literacy learners in a district of about 40,000 inhabitants have benefited.

2.2 Monitoring and evaluating programs and assessing learning outcomes

Adult education is provided by the government and a variety of other organizations in a liberalized environment. Non- governmental organizations, both international and national, faith-based organizations, Community-based organizations and commercial enterprises have been encouraged to offer programs that supplement the government efforts.

Uganda presents diversity in its approach to adult education program practice. Different providers use different approaches to deliver adult education and in monitoring and evaluation. This diversity is evident also in the understanding of monitoring and evaluation among the different programs.

This diversity results in a situation where there is no national standard for learning achievement and curriculum leading to:

> ➢ Lack of proper documentation on the roles of the various players and programs;
> ➢ Lack of clarity about goals, outcomes, outputs, targets and activities leading, to lack of a strong basis for consistency and performance (functionality) measurement.

Government through the MGLSD put in place a national functional adult literacy curriculum developed and distributed an adult literacy implementation guide, and a continuous assessment guide. The implementation guide deals with practically all aspects of the program, including monitoring and evaluation.

The government in 2004 compiled *Guidelines for Continuous Assessment of Functional adult Literacy Learners*. The purpose of the guide is in the first place to improve the assessment procedures in the government program itself.

The guidelines were also developed with the hope that other providers would find them useful in assessing their own programs.

The general objective of the guidelines was <u>to develop an efficient and effective assessment of adult learners</u>.

The specific objectives were:

> ➢ To specify different components of assessing adult learners.
> ➢ To describe different methods of continuous assessment of adult learners
> ➢ To outline the expected learners competencies.
> ➢ To provide a standardized guide for continuous assessment of learners.

Furthermore Government also in 2004 developed *Guidelines on Implementation of Functional Adult Literacy (FAL) Program.* These guidelines look at both the management and the quality assurance and standardization aspects.

The guidelines were expected to yield the following benefits:

- ➢ Capacity of stakeholders to implement and manage FAL at different levels enhanced;
- ➢ Quality FAL materials standardized;
- ➢ Systematic and continuous assessment of adult learners ensured;
- ➢ Mechanisms for networking and collaboration among stakeholders strengthened; and
- ➢ Transparency and accountability improved.

The guidelines have been developed principally for the government's program, without any obligation that the other providers should use them. Since, however, these guidelines were developed with strong participation of civil society organizations, it is hoped that many of the providers find them attractive. Some providers have modified these guidelines to suit their interests and objectives.

It is also important to note that, non-formal education and literacy for youth and adults is not governed by any standards, quality assurance mechanism or national assessments covering all programs.

Below is an analysis of evaluation practices used for the Government implemented FAL.

Monitoring and evaluation of the Government FAL Program

The evaluation processes can be categorized in the forms of:

- ➢ That carried out by outside consultants/experts in form of periodic review;
- ➢ Proficiency examinations, carried out at the end of every literary cycle/level of learning; and
- ➢ Continuous Assessment – carried out continuously to assess implementation, support learning and give feedback and enhance performance of adult learners and correct shortcomings

The continuous assessment guidelines were developed in consultative process involving all stakeholders in the field of adult learning especially adult literacy providers.

Proficiency examinations – are prepared annually with the involvement of district level supervisors of adult literacy programs. The Instructors participate in originating questions in all key learning areas. The information is compiled at district level and later discussed and approved at the national level.

Evaluation by outside consultants/experts – These are contracted by the MGLSD. The ministry prepares TORs which guide the evaluator on what key aspects the exercise will look at (evaluate). Findings are normally shared out and latter discussed in workshops before final report is produced for dissemination. All stakeholders are involved in reaching consensus on findings before final production and dissemination of the report.

Methods of continuous assessment:

Functional Adult Literacy approach strives to develop the following abilities, which are assessed continuously (MGLSD 2004):

➢ Speaking/expression;
➢ Writing - legibility, correctness of spellings and punctuation in writing words, sentences, paragraphs and passages;
➢ Reading - fluency, speed, and proper pronunciation and intonation in reading words, sentences, paragraphs and passages;
➢ Numeracy - correct writing, and proper use of numbers and mathematical signs, place values; solving sums of various values, operations and mathematical signs and practical problems; and
➢ Functionality - interpretation of instructions and labels, reading newspapers and other prints, writing letters, agreements, and filling various forms.

The continuous assessment guidelines outline the specific competencies for continuous assessment, competencies related to the above abilities.

Meanwhile periodically the program is assessed to ascertain the long-term **effects** and **impact** on the lives of the people. Evaluation by outside consultants usually looks at the following:

➢ **Impac**t – assessment of any improvement on individual, household and wider community as a result of literacy learning in health seeking practices, maternal and child health, water, sanitation and hygiene practices, nutrition practices, education of children, behavioural change in HIV/AIDS prevention and reduction, participation in community/social activities, agricultural production and environment, civic rights and responsibilities;
➢ **Effectiveness** – the extent has the program achieved its objectives and reached its target group;
➢ **Efficiency** – the extent to which the expected program results/outputs continue to justify the costs incurred;
➢ **Relevance –** the extent to which program continues to make sense and address the identified needs;

> **Causality –** the specific factors or events have affected the achievement of results; and
> **Sustainability and retention of skills –** the likelihood that the program benefits will be sustained after for a long time.

The evaluators specifically look at and assess the following:

> Organization and management of the program – the various actors in the field of FAL and how well coordinated they are;
> Financing – whether the financing is sufficient and well utilized;
> Approaches, curriculum and materials – their relevance to learners' needs
> Learners and their participation -
> Instructors and their performance; including their training incentives and retention

Tools of data collection

Information is normally gathered through conducting of interviews, filling of written questionnaires and review of available documented information.

Tools used are:

> Structured interviews
> Semi-structured interviews
> Questionnaires
> Focus group discussions
> Document review/literature search
> Observations and sometimes photographic documentation.

2.3.3 Use of Evaluation Results

The findings of previous evaluations have been useful in informing the decisions of Government on the way forward in regard to adult education but specifically Functional Adult Literacy program

Findings of the Process Review of the FAL Pilot Project, carried out in 1995 for instance led to the replication of the pilot project from the eight districts in 1992/95 to reach 27 districts.

The 1999 evaluation was used as evidence to mobilize more resources to cover other parts of the country. This enabled the program to be included in the priorities of Government under the PEAP and also to access funds from the *"ring fenced" Poverty Action Fund.*

The 2007 process review came up with a number of useful recommendations which will inform the adult education and non-formal education policy formulation process.

2.3 Adult Educators/Facilitators Status and Training

2.4.1 Education qualification of the educators

As has already been mentioned in previous sections, there are quite a number of sectors and agencies involved in the delivery and implementation of adult education. It has also been mentioned that apart from the MGLSD which implements the FAL program, the other sectors do not categories their activities as adult education.

There is therefore a diversity of activities, categorized as adult education, carried out by people who do not see themselves as adult educators.

Because of the diversity of the activities and the diversity of *"adult educators"* the qualifications of the educators are also diverse.

The problem of course is that the people training adults do not have the professional training in teaching adults, meaning that they are not doing their work correctly.

Health education for instance is carried out by Health Officers and Health Educators, educated to graduate (and sometimes post graduate level).

Environment Education is carried out by Environment Officers, educated to graduate level, based at the districts.

The rest of the other sectors involved in sector specific adult education also use their staff, employed on permanent terms at the districts.

The Government FAL Program

Focus will be on FAL because this is the official Government program in adult education that is categorized as such.

Under the MGLSD implemented FAL, the majority of the people employed as adult educators start as volunteers, without any (professional) training in adult education.

The educators of adults in Uganda undergo two main methods of training. These are:

> ➢ On the job training and short – term in service courses; and

> ➢ Long – term courses leading to awards of diplomas and degree certificates plus on line professional training.

Since most adult educators enter the field as volunteers without any qualifications in this field, on the Job experience is the major means through which practitioners become "competent".

The second major means of training attained by adult educators is through short term in service training. This is mainly carried out by NGOs and the MGLSD. It is intended for the large numbers of volunteers and part time workers in the field of AE. Training is usually sponsored by the employing institution.

The long-term, full time training institutions of higher learning are Nsamizi, Makerere and Kambogo Universities and the National Adult Education Association. The training conducted by these institutions leads to the award of certificates, diplomas and undergraduate and post graduate degrees.

Online professional training is relatively new. It is however becoming increasingly popular and has come in to fill the gap where many educators have no opportunity to attend training in this field. It has become more accessible now with e-technology advancement and the increasing accessibility of the same in the country.

2.4.2 Professionalization of ALE in Uganda

In 1954, Nsamizi Institute of Social Development was established basically as an institute for the education of adults. The major task of the institution was to train multi-purpose grass root and middle level and frontline workers. The institution offered short courses for community development and welfare workers.

The institution offers 1 year certificate and 2 year diploma courses in the same field.

In 1953, a department of extra-mural studies was established at Makerere University. At this time, the aim was to "take the University to the people" with most courses conducted off campus and up country. Evening classes, short residential courses and public lectures were the main mode of education.

The role of the department latter expanded to other adult education programs through the media, longer residential courses, training leading to the award of certificates in adult studies and teachers who wanted to upgrade. Because of this expanded role, the centre was renamed Centre for Continuing Education (CCE).

The people trained in these institutions were the ones involved in training adults in their communities and also training of trainers.

The introduction of the short term training programs in adult education and development, and diploma and degree courses therefore marked the beginning of a professional status for adult education.

A diploma course was introduced in 1898/89 at the CCE. This was intended for people already carrying out or intending to carry out some kind of adult education or development work. It was also intended to impart skills that would enable participants work with communities in education and other development programs regardless of their physical and socio-economic status.

In 1996, Makerere University introduced a Bachelor of Arts Degree Course in Adult and Community Education. This was intended to create a cadre of well trained decision makers, designers and implementers of adult and community education policies and programs.

Nsamizi institute, which pioneered training in social development, continues to train the majority of community development workers employed by MGLSD and NGOs, who are in charge of FAL programs.

Other training programs have also evolved. Most of them have been established by those trained in the above institutions, especially at Makerere University. These include:

> Literacy and Basic Education (LABE) which is training literacy trainers and instructors, civic educators, and training literacy workers engaged in training basic English to adults.
> The National Adult Education Association offering certificate courses in adult education;

Challenges of professionalizing adult education

Despite the efforts taken to professionalize adult education in Uganda, there are still challenges hindering these efforts. Below is an analysis of these challenges.

> The majority of the people actually engaged as adult educators learn on the job. While some agencies make an effort to organize workshops and in service training for their workers, others do not. The majority are not trained which compromises the quality of their work in the long run. This also adversely affects the overall development of the communities, which communities they are supposed to develop. This does not negatively impact the communities alone, but the whole nation in at large;
> The training efforts are scattered and not coordinated at all. There is therefore duplication of efforts and wastage of scarce resources;
> No unified curriculum for adult educators given the diversity of the programs. Moreover, the diversity in activities makes it difficult to bring the practitioners together;

- This being a new field of profession, it has to fight for recognition. Graduates of studies in adult education are mainly employed by NGOs/CBOs. Government on the other hand continues to advertise for and employ graduates of social sciences and formal educators for posts that would otherwise have been filled by professionals in this field. The job market in other words has not fully acknowledged professionals of the field of adult education; and
- One of the solutions to overcoming the shortage of trained adult educators in Uganda would be the incorporation of the advances in technology into their training, through e-learning. E-learning is flexible, independent of place and time, as long as there is an internet connection. This will however demand new teaching and assessment skills including coaching skills, online tests and examinations. Which in turn need more resources, human and financial, which may not be readily available.

2.4.3 Terms of Employment and Remuneration

FAL Program

Supervisors of the ALE are Government employees on GoU pay roll and employed on permanent and pensionable terms. They are facilitated with vehicles, motorcycles and bicycles depending on the level of facilitation of the departments and sectors they fall under.

As already mentioned above, the adult programs in Uganda are conducted mainly by unpaid volunteers.

The 2007 process review of the government FAL program established that only 41% of the instructors reported to have received some sort of incentives. Moreover, only 64% of these had received cash incentives, 26% bicycles, 15% T-shirts.

The cash incentives from government are extremely very small; Shs. 5000 – 15,000 every three months!

Programs under other Sectors

The other sectors involved in adult education (Health, Environment, Agriculture, Cooperatives, and Electoral Commission etc) have officers based at the districts that carry out training of adults. The officers are employed on permanent and pensionable terms and paid from the Government pay roll.

3. Research, Innovations and Good Practice

3.1 Research Studies in the field of Adult Education

The level of research in adult education is still inadequate and low in Uganda. The little that there has been has been mainly dominated by immediate programming needs and therefore in the form of needs assessment surveys for adult education and especially adult literacy. These have been commissioned and/or carried out by Government, NGOs, development partners and other agencies.

Another area has been the evaluation of ongoing programs. Included among these are the 1999 FAL evaluation (published by World Bank in 2001) and the 2007 FAL evaluation.

Few research papers have been written by students of Doctor of Philosophy in form of Theses.

Therefore the research gap is quite big and there is great need for more basic research on various aspects of adult education, as well as action research for the improvement of both theory and practice. AE as a whole would benefit from more research not only in improved relevance and quality but also in advocacy, to make a case for the work.

Below are briefs on research and evaluation studies that have been undertaken in the field of adult education.

a) **Correlates of Achievement in Adult Literacy using Pedagogical and Andragogical Methods of Teaching - 1997**

The study, carried out in fulfillment of a Doctor of Philosophy Degree of Makerere University, set out to investigate correlates of achievements in adult literacy and it tested the following:

> ➢ To establish which of the two models of adult literacy skills instruction is more effective; the andragogical model (an instructional method which utilizes group discussion and independent learning) or the pedagogical model (an instructional method which largely utilizes teacher – centered mode of teaching);
> ➢ To establish whether gender influences the achievements in literacy skills;
> ➢ To establish if age of the adult influences adult literacy learners' achievement;

In addition, the study attempted to answer the following research questions:

> ➢ Does achievement in literacy skills depend on the number of lessons attended?

> ➤ Does achievement in literacy depend on a learner's socio-economic status?

The study targeted illiterate adults in Muhorro and Mabaale sub counties in Kibaale District. A sample of 121 and 137 were identified from the two sub counties and randomly assigned to pedagogical and andragogical methods of teaching literacy.

After six and nine months, learners whose numbers had dropped to 36 and 39 in the pedagogical and andragogical groups respectively were tested.

Findings of the study

The findings were as follows:

> ➤ The andragogical method of teaching adult literacy is more effective than the pedagogical method;
> ➤ The mean achievement in literacy skills of men and women is not significantly different. Hence both men and women adults achieve equally well in literacy;
> ➤ There was no significant correlation between achievement in adult literacy and the age of learners suggesting that age does not influence adult literacy learners' achievement;
> ➤ There was a positive significant correlation between achievement in adult literacy and the number of lessons a learner has attended indicating that the more lessons attended the higher their achievement in literacy; and
> ➤ There is no significant correlation between achievement and socio-economic status of adult literacy learners implying that ones socio – economic status does not influence ones achievement in literacy.

Main recommendations of the study

> ➤ Government should come up with a policy of improving the teaching of adult literacy;

> ➤ The women and men of Uganda who wish to learn how to read and write should be encouraged by all sectors;

> ➤ All adults irrespective of their age should be encouraged to join literacy classes since the study established that age does not prevent anybody from succeeding in learning literacy skills;

> ➤ Practitioners in adult literacy should not be too much concerned about the socio-economic status of learners but should emphasize the democratization of literacy programs; and

➢ Further studies were recommended to cover a wider area of study since the findings of just two sub counties could not be generalized.

b)   Evaluation of the FAL Program in Uganda – 1999

The objectives of the evaluation were:

➢ to compare and contrast the resource requirements, and the effectiveness, of the FAL and of REFLECT;
➢ assess the implementation of adult literacy education; and
➢ Recommend future policy on the development of adult literacy education.

The specific tasks included:

➢ Analyses of effectiveness in terms of both the attainment and retention of reading, writing and arithmetic skills and of facilitating practical knowledge, attitude change and skills;
➢ analysis of the factors affecting performance in each of these; establishing the cost of activities the quality of materials, the extent of local commitment and the adequacy of monitoring and supervision;
➢ And thence make appropriate recommendations to government.

The main findings were:

➢ The majority of participants in the literacy programs evaluated had attained a level of reading, writing and numeracy higher than that of primary four pupils.
➢ Adults who have attended FAL programs perform considerably better than non-literates in the same communities in respect of their functional knowledge, attitudes and practices.
➢ An impressive number of income generating projects had been started in the classes, and many by individuals as a result of their participation in the program;
➢ Some learners were putting into practice other skills like being more active in governance issues;
➢ Instructors are poorly qualified in terms of schooling and receive only minimum training. This is coupled with lack of incentives;
➢ The monitoring and supervision situation is dismal in most places, especially in the government program;
➢ Many graduates would like to move on beyond their basic literary competencies in their local languages, raising the issue of availability and then affordability of post-literacy materials in the local languages. A considerable number would like to learn English.

Main recommendations of this study were:

- ➢ Government should continue to be directly involved in the provision;
- ➢ The training of instructors must be strengthened, and so must support for their professional performance through regular well planned supervision.
- ➢ A system of incentives for instructors should be worked out;
- ➢ Need to strengthen the government institutions particularly by including more practical components in their training. This would improve the quality and effectiveness of training.
- ➢ Need for clear, simple monitoring procedures, understood and acceptable to everyone in the program, including instructors;
- ➢ The literacy program should continue to emphasize agricultural skills in primers and follow up readers so that learner acquire more functional knowledge about agriculture on which most of their incomes depend;
- ➢ Government commitment to the program needs to be reinforced in cash.

c)   Needs Assessment Survey for Functional Adult Literacy (FAL) in Karamoja Uganda – 2000

Carried out to address the needs of one of the most marginalized community in Uganda. The pastoral group of Karamoja.

The questions addressed were:

- ➢ What were the most urgent problems the pastoral community most felt about strongly?
- ➢ What was the level of the community's awareness of HIV/AIDs?
- ➢ To what extent were the people aware of the problems of illiteracy and the benefits of literacy?
- ➢ What were some of the key factors likely to affect the functioning of FAL program in Karamoja?
- ➢ What were the ongoing adult literacy and related initiatives?

The key findings were:

- ➢ The most serious problems were famine (85%), lack of water (40), others were disease, insecurity, poverty, ignorance and illiteracy;
- ➢ Whereas illiteracy and ignorance featured low in the hierarchy of problems, all respondents, except three men and two women felt that illiteracy was a problem. That they were being cheated in doing business, failure to communicate, read signposts and lack of privacy when writing or reading letters;
- ➢ They were ready to learn reading writing and numeracy;
- ➢ Famine was identified as the key problem likely to affect FAL programs. Others were identified as sickness, floods and wind as classes would be held under trees; and

➢ Some adult literacy initiatives had been carried out by the community development departments, supported by the WFP through ADRA, the Catholic Church and Anglican Church.

Main recommendations of the study were:

➢ Strengthen FAL so that it should change the people's way of thinking in that part of Uganda;
➢ FAL design should address famine, water shortage, disease, insecurity, poverty and HIV/AIDs;
➢ FAL should target the interests of the dominant age group 31-40 years olds especially women;
➢ Training and incentives for instructors should be deliberately planned; and
➢ Literacy materials should be in the local languages.

d)   The Effect of Wars on Adult Education in Uganda: A Case Study on Functional Literacy among the Lango – Dr. Cula A. A

The study, carried out in fulfillment of a Doctor of Philosophy Degree of Makerere University, assessed the effect of wars on adult learning particularly among the Lango tribe for the period 1979 – 1996.

Objectives of the study were:

➢ To determine and examine functional literacy activities that were conducted among the Lango between 1979 and 1988;
➢ To identify and examine the institutional framework that was used to deliver functional literacy services;
➢ To identify facilities that were used in adult learning that require functional literacy in Lango region;
➢ To establish the methods that existed for delivering adult learning services requiring adult literacy during the period;
➢ To examine the manner in which functional literacy activities delivery system was affected during the periods of was;
➢ To determine functional literacy needs of Lango arising from the wars.

Findings:

➢ Adult learning that required functional literacy took place among the Lango between 1979 and 1996. These activities were however intermittently interrupted by wars which were fought between 1978 - 1979; 1981 - 1986 and 1986 – 1988. Adult learning activities were provided on and off because of the wars;

- There were institutions, both Government and non – government, that provided adult learning that required functional literacy among the Lango since 1979. their operations were however interrupted by wars from time to time;
- Facilities for use in adult learning that required functional literacy such as reading materials did exist but they were inadequate due to wars;
- Wars had negative effect on adult learning; and
- The region still needed activities of adult learning they however needed peace if the programs were to succeed.

Recommendations:

- Provision of adult learning services should be extended to rural areas of the districts of Lango by providing agencies. The agencies should also establish centers for adult learning with the help of adult learners;
- Government should show firm commitment to the importance of functional literacy in adult learning. Functional literacy should be tied to projects or to the way of life of the Lango;
- Adult teachers should be trained by training institutions to teach at county, sub-county and parish levels in the area of study;
- Facilities for adult learning that require functional literacy should be provided for the Lango by Government and NGOs that are involved in the provision of this service;
- Reading materials should be prepared in local languages with the support of Government and NGOs;
- With the help of citizens, Government should guarantee peace, a condition necessary for adult learning that involves functional literacy;
- Government assistance is necessary to help maintain a non – formal and adult education system that is proposed in the Government White Paper on Education Policy Review Commission (1992). The proposal should be implemented immediately for the benefit of the adult learners in the study area and the entire country.

d) Needs Assessment Survey for FAL in Kalangala district - 2002

The purpose was to understand the factors that would promote or constrain FAL efforts among the people of Kalangala district (district composed of islands in L. Victoria with the main source of livelihood being fishing).

The findings of the study were:

- Peoples situation, problems and concerns were conflicting;
- There was a high literacy rate of 85% which was second to that of Kampala city and yet Kalangala's general welfare was very low;
- Fishing was the main economic activity with 80% of the people living at the very poor fishing sites;

- The population is thinly distributed but with a very high rate of mobility as dictated by the fishing seasons and movements.
- The people's main concern was poverty;
- People wanted to learn skills to improve their business, agriculture, English and numeracy to enable them enhance their economic and social status; and
- They preferred to be taught by skilled instructors and there existed a gender prejudice particularly among men.

The study recommended thus:

- FAL should be strengthened and developed at both the basic and post basic levels;
- Special programs should be designed to address business skills training;
- Special programs should be designed to train people to form viable groups or cooperatives;
- Literacy and numeracy components should be embedded within business skills;
- Integration of good fishing ideas and methods of proper fishing handling in FAL
- Materials developed should take into consideration all the interests of the different groups – the fishermen, farmer and the business community; and instructors should receive good incentives.

e) **Process Review of the FAL Program in Uganda (for the period 2002 – 2006) – 2007**

The review covered the period of the NALSIP.

Objective of the review was to assess the changing needs of FAL and review the current FAL program and its context so as to provide information required for its further development, refinement and address the current needs. Specifically the review:

- Identified and described the basic needs, problems and concerns of FAL participants and potential participants;
- Assessed the learning needs and desires of target population;
- Determined the status and performance of the Government FAL and other adult literacy programs in the country;
- Analyzed the values attained by learners through the formal basic education curriculum and proposed how the same values could be attained through the non – formal curriculum i.e. adapted to suit the needs of adult learners with the view of obtaining equivalent qualifications;
- Drew lessons from past and current literacy programs for planning the FAL program and make recommendations for:

1) Redesigning the program to meet the changing and unmet needs;
2) Issues to be included in the adult learning policy that is currently under development;
3) The further development of the adult learning qualifications framework;
4) Identify the current incentive arrangement and advice on the best option/modality.

Main findings

Basic needs, problems and concerns of the people:

➢ Poverty mentioned by 65% of the male non-literate respondents and 51% of the female, or lack of money mentioned by 35% of male and 56% of female are the main problems and top concerns of the predominantly rural population, depending on subsistence agriculture. Second on the list was disease (41% male and 44% female). Most of the non-literate correspondents would like to change their situation through a number of ways including: improving agriculture production (41%), others by doing business (13%), and income generating activities (10). They would like to see government helping them to improve by providing micro – finance and supporting agriculture, but also by providing adult education and supporting FAL programs financially.

➢ The non-illiterate respondents are also concerned about illiteracy (19% male and 19% females) and lack of knowledge and skills (9% female and 11% male) although these are not among the top concerns; they express clearly the problems associated with illiteracy and the benefits they expect from becoming literate.

Learning desires and readiness to learn:

➢ Literacy takes top priority among the things the people would like to learn first. They also want to learn nemeracy, technical and vocational skills, agriculture, languages, health and religion. More than half of the learners and graduates of FAL want to learn English. Some want to learn more reading, writing and numeracy and general knowledge.

Status and performance of adult literacy programs:

➢ The white Paper on Education had recognized adult and non – formal education as very important and recommended that it be placed under the MOES with a Directorate; this recommendation was not taken on. The current location of FAL under MGLSD deprives it of the benefit of professional specialization since it is just another set of activities that is

managed by any other civil servants. The MGLSD is however taking measures to ensure that professionalism of adult and non – formal education;

➢ FAL program is implemented by local governments (LGs) in a decentralized system. The review however established that the relations and linkages between the MGLSD and the implementation mechanism in the district is not very clear and are rather weak;

➢ The LG financial contribution to FAL activities is very minimal with some allocating a nominal figure or nothing at all to this activity, though they state it among their priorities. However there are contributions in kind such as; sensitization, mobilization, provision of learning centre etc;

➢ Government encourages collaboration with NGOs and other agencies, national and international, in the provision of adult literacy. Various NGOs are therefore involved in policy advocacy, dissemination of innovative approaches and actual implementation of literacy education on a small basis. There is however concern over lack of an adequate mechanism for coordination and collaboration;

➢ Inadequate funding leading to serious lack of facilities and instruction materials required for the literacy classes. On average, Ug. Shs. 1.67m ($ 980 at the current exchange rate) is disbursed by the central government to each district per month to cater for all requirements (learning venue, equipment, learning materials, instructors' facilitation). Moreover, LGs do not have other revenue sources to supplement the grant from the centre. The central government funds hardly reach the sub-counties and the communities. The community workers at the sub county therefore have no resources to monitor and supervise the program;

➢ Learners and graduates expressed satisfaction with what they had learnt and how it was helping them in their daily lives. They also wanted to learn more, especially English, but also more reading, writing, numeracy, technical and vocational training and agriculture and health;

➢ The majority of the literacy learners are female; 79% female and 21% male. This is much higher proportion than the proportion of non-literate women. This implies that there are many men, who would be expected to need adult literacy program but are not participating;

➢ The majority of those who attend FAL have been to school, the majority had gone up to primary level 4;

➢ Female learners are more interested in learning and attend more regularly than men;

➢ The majority of instructors have had some secondary school education although only a few have completed, obtained a UCE or gone higher;

➢ The majority of the instructors have been trained for adult literacy work but most for only up to 5 days without any refresher training;

➢ Only 41% of the instructors reported to have received some form of incentives. Cash incentives for instructors from Government are extremely inadequate in many districts (Shs. 5000 per 3 months). Moreover, only

64% of these had received incentives in cash, 26% bicycles and 15% T-shirts.

The review came up with the following recommendations:

➢ Revise FAL curriculum and materials for more relevance to learners' needs and the poverty eradication efforts;
➢ Develop links between literacy learning and practice so as to promote beneficial literacy use in the home and the community and at work;
➢ Build more effective instructors who are more appropriately trained, remunerated and motivated;
➢ Strengthen the management and capacity of FAL for greater effectiveness through strengthening the management structure in MGLSD, increased funding and resources, increased training and support for management staff, develop a functioning MIS for adult literacy, strengthen international links;
➢ Widen the financing and strengthen the financial management;
➢ Implement the collaboration arrangements to enrich adult learning and widen its reach through inter-ministerial coordination, government and CSOs working together;
➢ Develop strategies and new strands of activities in FAL to reach the un reached;
➢ Design continued learning provision for FAL participants and graduates.

3.2   Innovations and examples of good practice.

Below are examples of good practices in regard to teaching/learning methods

Family Basic Education (FABE) Program in Bugiri District

This is a program by a leading NGO in the field of basic education called Literacy and Adult Education (LABE), which first became interested in family education programs in the mid nineties and piloted the project in Bugiri district in 2000 – 2001. By 2005, the program was active in 18 schools, reaching over 1,400 parents and over 3,300 children (get update info).

The project targets families in Bugiri district, one of the poorest districts in Uganda and with primary school performance way below the national average and one of the worst adult literacy standards, especially among women.

In addition to literacy and numeracy, the program also aims at the following:

➢ Strengthen parental support for children's educational needs and equip parents with basic knowledge on school learning methods;
➢ Increase parents inter-communication skills while interacting with children and their teachers;

- ➢ Develop parenting skills;
- ➢ Create awareness on family learning; and
- ➢ Enrich the abilities of teachers and adult educators in child-adult teaching/learning methods.

The adult basic literacy and numeracy sessions for parents only, and joint parent-child sessions are structured towards building shared learning and promoting home learning activities which complement school learning. The adult literacy lessons are based mainly on school curriculum but structured differently for adult learners. Joint parent-child sessions involve activities such as story telling and writing, playing games together. School learning is extended to the home through these activities.

Favourable education practices have been established to encourage a link between school learning and community indigenous knowledge and cultural heritage involving various stakeholders in the planning, implementation, monitoring and supervision, and shaping of what goes on at school.

Events and facilities such as class/school visits, school open days, and school compounds have been transformed into learning opportunities.

Home visits are organized to help parents create both learning space at home and home made teaching/learning materials.

Each participating school receives a package of materials. Meanwhile, parents make low cost, home made teaching/learning materials either on their own or in joint parent-child sessions.

A teacher's guide has been prepared for adult educators and teachers and introduced various participatory techniques for complementing teachers' existing materials.

The approach uses both professional teachers and adult literacy educators. The media languages of instruction are the local language and English.

Lessons learnt

Parents (mothers especially) and children (especially girls) now play an active and informed role in community affairs, using the school and the learning they have attained as an entry point. As the program progressed, diverse empowerment resulted, some of which was not intended from the start.

Parents are now interacting with children to reinforce reading, writing and numeracy skills of both. Parents are helping with their children's homework, checking their homework, their reports and the general performance at school.

Some parents are even involved in gathering local learning materials for their children.

Parents are showing more interest in the learning and education of their children than the case was before the project. Parents now follow up closely on their children's learning progress and the challenges they face; they attend school functions and visit the schools to discuss their children's performance with teachers.

The parents themselves have acquired literacy and numeracy skills; after two years of education, they could correctly read sequences of numbers from 0 to 1,000 and calculate three-digit numbers in writing. They could also record, in writing short messages heard on radio, read on calendars, notices etc.

Using *control groups* from neighbouring schools where FABE activities are not implemented, the following results were recorded:

Household level:

  ➢ Domestic violence towards children has dropped by more than 15%;
  ➢ Marrying off of young girls below the age of 15 years has reduced by 40%;
  ➢ The level of women participation in elections at village committees, in church and school committees has gone up by 65%.

School level

  ➢ Increase in girls school attendance by 67 days a year overall;
  ➢ Drop out rate of girls has reduced by 15%;
  ➢ Number of women in school governance structures has gone up by 68%;
  ➢ Number of parents who take part in developing school development Plans has gone up by 65%.

Community level

  ➢ Ratio of new literate community members who have joined local voluntary associations has risen to 3:5;
  ➢ Number of previously non literates who participated in last national elections through (independently) choosing a candidate of their choice increased by 27%.

4. Adult Literacy

4.1 Literacy Defined

The MGLSD **Training of Trainers Manual on Adult Literacy (2005)** defines literacy as "ones ability to read, write and numerate with understanding". **The Draft National Non – Formal Adult Learning Policy** gives the same definition for literacy.

But literacy also involves listening and speaking, and using various technologies to communicate and handle information. It involves more than the technical skills of communication for it also has political, social and economic dimensions. Literacy increases the opportunity and ability of individuals and communities to reflect on their situation, to explore new possibilities and initiate change.

As a social practice, there is however a renewed emphasis on **uses** of literacy rather than on the learning of literacy alone. The aim of FAL is to encourage the uses of literacy for development purposes – for poverty eradication through improved livelihoods, for enhanced health practices, for increased citizenship engagement, for personal, community and national growth and development.

4.2   New Policies that have been adopted and implemented

There is no comprehensive policy that relates to adult literacy or adult education in general. The adult education policy is still under preparation.

However after CONFINTEA V, the government of Uganda in 2002 formulated and adopted a National Adult Literacy Strategic Investment Plan 2002-2006/07, with the main aim of "*a literate, well informed and prosperous society"* with the target of achieving a 50% improvement in adult literacy level by 2007.

The plan has been under implementation by the MGLSD, whose efforts have been supplemented by a number of civil society organizations, both local and international.

4.3   Effective practices and innovative literacy programs

ADRA Uganda Functional Adult Literacy program

ADRA Uganda has since 1997 been involved in the implementation of FAL programs.
ADRA Uganda's FAL is an expansion of the Government FAL curriculum, designed in line with the Government Functional Adult Literacy Policy Guidelines and
Strategic Investment Plan, which basically aims at community literacy.

The program is fully functional and it involves practical application of class theories.

According to the approach that is used by ADRA Uganda, learners are given the opportunity to apply their knowledge by financially being supported through the provision of micro loans to start and sustain Income Generating Activities.

The organization adapted Functional Adult Learning as a broader concept that takes into account many components, the major ones being Adult literacy, skills training and development and management of income generating projects and the provision of micro finance services among others. ADRA Uganda believes that sustainable social, economic, political, environmental and cultural development cannot meaningfully take place unless the population is literate, has livelihood skills and has access to affordable micro finance services.

ADRA Uganda has implemented integrated FAL projects in different regions of the country.

The vision of the program is:

> "*A better- informed and literate society, which has the ability to positively contribute to development activities in the local community and beyond*".

Program mission is:

"To promote literacy and functionality for adult learners, by promoting their ability to exploit the limited resources around them, for the purposes of developing their surroundings and eventually become self-reliant".

The objectives of the ADRA FAL program are:

- ➢ To equip learners with essential life skills for personal and community development;
- ➢ To build the capacity of the community for income generation and self-reliance; and
- ➢ To enable beneficiaries and their families attain improved living conditions and better quality of life.

The program targets men and women who missed the opportunity of formal education in their childhood school going years. They must be above 15 years of age but there is no upper limit.

The groups comprise: older women and men; youths; and special groups of persons including the disabled, prison inmates and specific ethnic groups who are socially and economically disadvantaged like the Karimojong pastoralists and the pygmies.

Over a period of 8 years, an estimated 56,581 people have been reached.

REFLECT – (Regenerated Freirean Literacy through Empowering Community Techniques)

The REFLECT approach to literacy involves community members in the development of the literacy lesson though activities related to their development needs. It fuses the theory of Paulo Freire with methodologies of Participatory Rural Appraisal (PRA). Furthermore, it promotes broad adult learning and social change.

Participants do not use text books but generate their own instructional materials.

Some of the key features of the approach are:

➢ Literacy is not only a skill to be developed but also a lifelong process of empowerment;
➢ The adult learners are active participants, not passive recipients;
➢ The PRA techniques are tools to enable a group of people to assess their felt needs, and investigate a theme of interest to the group of learners;
➢ Focus is on learner-generated materials;
➢ Emphasis is on application of skills and knowledge acquired; and
➢ The literacy events relate to the wider environment rather than simply a classroom activity.

A group facilitator (rather than a teacher) helps develop learner-generated ideas from graphic form to written records of what they themselves have discussed.

The REFLECT programs are continuously assessed to **check implementation** in relation to agreed schedules and use of inputs, and infrastructures by project implementers, beneficiaries and other groups.

Periodically the programs are assessed to ascertain the long-term **effects** and **impact** on the lives of the people.

4.3 The gender perspective of policies and programs

The majority of Uganda's poor are women. In spite of the affirmative action that has been vigorously pursued in Uganda for the past twenty years, gender inequalities still prevail. This has been perpetuated by historical factors of men dominance in education and economic activities.

All Government interventions in planning and implementation of socio-economic programs therefore have put special emphasis on the equitable participation of both men and women, in consideration of the two gender roles, responsibilities, workload, power relations, and access to and control of resources.

The efforts have been formalized through the National Gender Policy (1999) whose objectives were highlighted in section 1.1.

In line with the gender policy therefore, the adult literacy programs have been formulated with gender concerns in mind. The Government FAL program sets out to meet the needs of (all) the youth, women and men that have missed out on formal education.

Given the glaring disparities in literacy rates between men and women above the age of 15 years (male 76%; female 61%), the National Adult literacy Strategic Investment Plan (NALSIP) sought to address this imbalance. Out of the planned 3.5 million learners benefiting from the FAL program, 70% were to be women.

The 2007 Process Review of FAL Program in Uganda established that:

> *"Most learners and graduates of all adult education programs in the districts visited are women (79%) …. Their interest in FAL, according to them, among other things is because it meets their practical gender needs. The skills they get enable them to perform better their gender roles".*

The report further states that *"the adult education programs have not attracted and retained illiterate men, even if they form a smaller percentage, as learners"*.

The NALIP also sets out to empower the marginalized and vulnerable groups in society through FAL to participate fully as equal partners in development programs. Specifically, the plan identifies people with disabilities (PWDs) and those with special learning needs. The plan's target was that 25% of the PWDs and other special needs (like street youths, fishing communities, pastoralists, the elderly) among the adult population participating in literacy education by 2007.

5. Expectations of CONFINTEA VI and Future Perspectives of Adult Education and Learning

Adult education faces a number of challenges in Uganda. The challenges, among others include; marginalization of adult education, low funding, poor coordination of programs and activities, lack of a proper government structure for implementation and coordination.

This therefore calls for the need to raise the profile of adult education if its benefits are to be attained. Specifically, the following are considered as necessary ingredients for lifting the adult education profile:

> ➢ Prioritization of adult education in regard to establishment of sustainable and effective adult education organization structures, facilities, professionalism, funding and policy.

➢ Development of a comprehensive policy and guidelines on adult education including aspects of National Qualification framework, linkages between formal and informal education, coordination issues. The policy will help identify the different actors and how they should relate to each other.

➢ Need to look at adult education in the context of life long learning. Learners should be able to apply the acquired knowledge and skills as a spring board for carrying out and engaging in a number of livelihood promoting activities.

➢ Given the difficulty in accessing information and data on adult education programs in Uganda, it is of importance that an Information Management System on adult education be established to enable the timely capture of all data on adult education, giving us a true picture of what is happening.

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