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REPORT ON THE STATUS OF
THE ADULT LEARNING AND EDUCATION SYSTEM FOR UGANDA

BMZ | Federal Ministry for Economic Cooperation and Development

EUROPEAN UNION

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ACKNOWLEDGEMENT

LIST OF ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
ALE	Adult Learning and Education
ALESBA	Adult Learning and Education System Building Approach
BTVET	Business, Technical and Vocational Education and Training
CAO	Chief Administrative Officer
CBSD	Community Based Services Department
CDOs	Community Development Officer
CEGs	Community Empowerment Group
CLCs	Community Learning Centres
CMC	Community Management Committee
CMMC	Community Mobilization and Mindset Change Programme
CSOs	Civil Society Organisations
DCDO	District Community Development Officer
DECs	District Executive Committees
DLGs	District Local Governments
DTPC	District Technical Planning Committee
DVV	Deutschen Volkshochschul-Verbandes eV (German Adult Education Association)
ECD	Early Childhood Development (ECD)
FGD	Focus Group Discussion
ICOLEW	Integrated Community Learning for Wealth Creation
ICT	Information and Communication Technology
IGAs	Income Generating Activities
IPF	Indicative Planning Figure (IPF)
LGs	Local Governments
M&E	Monitoring and Evaluation
MGLSD	Ministry of Gender, Labour and Social development
MIS	Management Information System
NCDC	National Curriculum Development Centre
NDP	National Development Plan
NGO	Non-Governmental Organisation
NIC	National ICOLEW Cordinator
OP	Office of the President

OPM	Office of the Prime Minister
OWC	Operation Wealth Creation
PDC	Parish Development Committee
PRA	Participatory Rural Appraisal
P/S	Permanent Secretary
PWD	Person with Disability
REFLECT	Regenerated Freirean Learning through Community Empowerment Techniques
SAGE	Social Assistance Grant for Empowerment
SAS	Senior Assistant Secretary
SCDO	Senior Community Development Officer
SDG	Sector Development Grant
SPO	Senior Probation Officer
STPC	Sub-County Technical Planning Committee
TASO	The AIDS Support Organisation
TPCs	Technical Planning Committees
ULALA	Uganda Literacy and Adult Learners Association
UNEB	Uganda National Examination Board
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNQF	Uganda National Qualifications Framework
UWEP	Uganda Women Empowerment Programme
VSLAs	Village Savings and Credit Associations
YLP	Youth Livelihood Programme

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EXECUTIVE SUMMARY

This is a summary of the key findings and recommendations of the study that assessed the status of the ALE system in Uganda. The central government (MGLSD) and four local governments of Namayingo, Iganga, Mpigi and Nwoya that are piloting the programme were involved in the assessment. The assessment was guided by the ALESBA approach and it is hoped that the findings will shape the development of the next phase of the ICOLEW programme.

Data was collected from senior technical staff as well as political leaders of the MGLSD, districts and sub-counties during the month of May and June 2021. In-depth face to face and telephone interviews, FGDs, document review and observation were used to collect data. The data was analysed thematically and the following are the key findings followed by the recommendations and they are organised according to the four elements of ALESBA;

Enabling environment

Findings revealed that the country has a policy with a narrow focus and no strategy. This means that ICOLEW was only guided by implementation guidelines. ICOLEW links well with the mandate of the MGLSD and the objectives of NDP III that are related to mindset change. The implementation of ICOLEW programme is through existing government structures and systems, although some positions in the government structures are vacant which hinders proper implementation.

There some challenges faced including adult literacy having a low profile as it is a small division in the Department of Community Development and Literacy and the existing guidelines do not clearly distinguish between the roles of some stakeholders nor do they explain adequately how resources generated by the CLC are to be used. There is no qualification framework for ALE which makes it difficult for learners to progress to formal education. Although there are no laws on ALE, some districts had formulated some bye-laws is proof that ICOLEW is appreciated. This practice also shows some hope that the districts are embracing the programme and this enhances its sustainability. It is also proof that the political leadership appreciates the programme and this is likely to make budgeting and fundraising for ICOLEW easier.

Institutional arrangements

The government structure comprising MGLSD and district and sub-county local governments are responsible for implementation of ICOLEW. The departments of community development are specifically in charge at all the respective levels. These structures are sufficient to provide technical and political leadership and support although some of the technical structures do not have adequate staffing as some positions are vacant and this results into some officials being overwhelmed with workloads. At the sub-county level, there is no establishment of some officers and this means that district-based officers provide support to sub-counties. This arrangement makes it difficult for the district-based officers to reach to all the sub-counties especially once ICOLEW is rolled out to all sub-counties.

Although the political and technical leadership have embraced ICOLEW as reflected in the financial contributions and other support that are made to ICOLEW, this support is not systematically documented. In addition, most of the leaders had lost the recent elections and the new leaders are largely not knowledgeable about ICOLEW. There are accountability mechanisms in place which are enforced by government officers in charge of that mandate.

In addition, DVV International and MGLSD have accountability mechanisms in their cooperation agreements. ICOLEW has built partnerships and DVV International is the main partner. There are structures for building and sustaining partnerships at national and district levels although they are not very active.

Management processes

Regular participatory planning meetings to develop plans and budgets take place at MGLSD, district and sub-county level and this follows the government's annual planning cycle. The plans are approved by parliament at central government level while the district and sub-county councils approve the local government plans. However, the participation of non-state actors other than DVV International is very limited.

The ICOLEW programme is financed by the central and local governments as well as DVV International but government funding is largely inadequate. According to the Commissioner Community Development and Literacy, MGLSD receives about 0.5% of the national budget to fulfill its mandate which among others, includes the ICOLEW programme. It disburses 70% of this budget to the districts as social development grants. The districts also disburse 70% to the sub-counties and retain 30%. The districts are expected to use 15.10% of the social development grants for ICOLEW activities. The districts and sub-counties also allocate locally generated resources to ICOLEW and other departments also contribute funds for ICOLEW activities and this has in a way boosted the ICOLEW programme. However, the contributions of the other departments other than that of Community Development are not reflected in budgets. Districts and sub-counties also provide resources in kind such as land for construction of CLCs, bicycles for facilitators among others. DVV International is the main development partner providing substantial resources in form of financial, technical and material support to all levels. Although MGLSD stipulates that 15% of the SDG should go to the ICOLEW programme, some of the districts allocate less than that.

The mechanisms for M&E are in place but largely manual and therefore slow. The checklists for monitoring are available and are based on the indicators of the programme outputs and outcomes. These checklists do not capture the high level programme goals. The other challenge is that in some instances, facilitators go on monitoring visits without the checklists and fill these checklists later. Another issue is that the M&E is largely not collecting data on the contributions of other departments and those of non-state actors' interventions. This may not only delay processes of generating data but also create a wrong picture of non-integration when actually there is integration. There is also no evidence that feedback is being provided to the affected staff after the monitoring visits.

The MIS is still manual and provides scanty data whose storage is very cumbersome. Fortunately, a digital online and offline system is about to be launched for use. This system with immense capabilities to enhance data collection, management and use by different stakeholders was developed with support from DVV International. However, staff need to

have their capacity built in order to effectively use this system. It is hoped that this digital MIS is likely to improve monitoring and support supervision, planning, reporting and accountability thus ultimately improving ICOLEW programme quality. It is important that this MIS is accessible to non-state actors and academic institutions for use for conceptualising appropriate interventions to improve various aspects of the programme.

In regard to coordination, the government structures are still the very structures used for coordination. Inter-sectoral arrangements for coordination help improve coordination and planning, monitoring and advocacy efforts. The synergies built through integration of various sectors and stakeholders in ICOLEW contribute to the strengthening of the building blocks and elements of the programme. It facilitates the sharing of expertise and peer learning which are cornerstones in the ALESBA approach. Sadly, some committees lack membership from some MDAs and this negatively affects coordination. In addition, there is a reported instance where MGLSD gave contradictory guidelines that affected some activities.

There is also reported case where there are conflicts between the political leadership and the committee managing a CLC. Such conflicts negatively affect the programme. Another challenge is that ICOLEW is not featuring prominently in DTPCs and district councils and DCDO need to ensure that they make interesting presentations on ICOLEW and engage district speakers to enhance the visibility of the programme on district council business by having it appearing as a substantive agenda. This is likely to enhance advocacy and fundraising efforts.

Technical processes

ICOLEW programme implementation especially learning processes are guided by a core curriculum that addresses learners' needs. It has appropriate content and is delivered through participatory methodologies. The implementation guidelines explain the learning processes in sufficient detail to guide implementers. However, it is less comprehensive and covers a small component (literacy) rather than the broader spectrum of ALE. It is outdated and also lacks content on recent developments such ICT and COVID 19. In addition, contextualisation is not done at district level and the facilitators at the CLCs and CEGs use the core curriculum and learning needs assessment results to structure learning content.

In regard to programme design and methodology, the ICOLEW Programme is delivered government structures (MGLSD and local governments) and establishment of CLCs, CEGs and VSLAs. The components of the programme are literacy and numeracy skills acquisition and enhancement, VSLA promotion, livelihood and business skills development support, institutional capacity strengthening and support, and community development and these are well articulated in the ICOLEW programme implementation guidelines. Andragogical and participatory facilitation methodologies are used in the training of trainers, supervisors and facilitators are comprehensive enough to help achieve the ICOLEW programme objectives. These facilitation methodologies are elaborated in the ICOLEW implementation guidelines and ALESBA booklets. The duration of ICOLEW learning cycle is two years. The interests and needs of the learners are identified through participatory situational analysis, baseline studies and needs assessment and used as a basis to design the learning units for the learners. Although ICOLEW design and implementation is good, it is still narrow and covers limited aspects of ALE. In addition, it is unclear when the livelihood component

should be introduced to learners as explained by participants in one of the districts. Some CLCs were not moving in the right direction due to management and leadership dynamics and disharmony between the LC system and the leadership of the CLC. Also, the parish chief's role was not clearly stipulated and often conflicts with that of CLC coordinator.

ICOLEW has greatly improved the capacity of both technical personnel and political leaders and this is contributing to the smooth implementation of the programme. The capacity building has been through a deliberate effort of peer learning, technical support, mentorship, specialized training organised by experts from DVV International and MGLSD, consultants and formal training in institutions of higher learning. It is good that some staff have benefitted from online learning provided by UNESCO, a sign that the programme is adjusting to new learning methodologies that are likely to be the new normal in this era of COVID 19. In addition, the country has higher institutions of learning that are providing courses relevant to the implementation of ICOLEW and such opportunities have also benefitted technical staff. However, there is limited funding and all staff may not benefit from the highly specialised training.

As for material development, ICOLEW has developed a core curriculum, implementation guidelines and teaching and learning materials. These are developed in a participatory manner and are relevant to the adult learners' learning needs. The core curriculum and implementation guidelines emphasise participatory methodologies, cross-sectoral interests, integration and learning assessment. This likely to enhance learning and help achieve programme goals. However, the materials are in short supply and do not include recent issues such as COVID 19 and ICT probably because of lack of technical expertise to develop ICT materials and inadequacies in ICT infrastructure in the country. There are no digital materials yet although the need for them was identified some time back.

These are important issues because the use of technology in teaching and learning is gaining increased traction as COVID has greatly limited face to face learning. The requirement for social distancing which is so difficult in a learning environment means that more technology will be used in learning and digital materials may form part of the new normal. Although supplementary materials are used, there are challenges of translating materials written in English into local languages because the CDOs responsible have heavy workloads and translating and adapting materials requires a lot of time and concentration. An important fact to note is that it seems the districts do not contextualize the core curriculum. The facilitators use the core curriculum and results of the needs assessment to design learning content. This is likely to result into no standardisation of content and may affect programme quality.

In regard to assessment, the UNESCO Lamp scale is used. The types, methods and processes of assessment are well explained in the implementation guidelines. The information on assessment is stored manually and therefore difficult to retrieve and use. In addition, some facilitators are not able to properly conduct assessment and this affects not only learning progression but also the quality of the programme. There is also the challenge of limited resources for conducting assessment and reported absenteeism resulting from fear of failure by some adult learners. Some family conflicts resulting from differences in performances of spouses have been reported and there is need for counseling to address such challenges.

The absence of a qualification framework makes it difficult to certify and accredit the certificates awarded to ICOLEW graduates. This makes it difficult for them to transfer to the formal education system. This is another piece of evidence that weaknesses in any of the elements do affect other building blocks in other elements. This calls for a holistic approach to assessing the status of the programme, and hence the peer review assessment.

Recommendations

Based on the findings, the following recommendations are proposed according to the elements;

Enabling environment

1. MGLSD should spearhead the process of developing a comprehensive policy to cover the broader ALE and a comprehensive strategy for ALE clarifying the roles of MGLSD, districts sub-counties and other stakeholders. The dissemination of the policy and strategy should be done in such ways that enable all stakeholders to be covered and all should receive copies for easy reference.

2. MGLSD should ensure that the implementation guidelines explain how resources that are generated by CLCs should be utilized, should educate stakeholders on how to use the ICOLEW implementation guidelines and define the roles of CLC coordinator and those of parish chiefs to eliminate possible conflict.

3. MGLSD should develop a comprehensive NQF for assessment, progression and certification of learners.

4. MGLSD and local governments should be supported to formulate proposals and advocate for laws, bye-laws and ordinances that are favourable to ALE.

Institutional arrangements

1. MGLSD and the districts should closely work with Ministry of Public Service to have all vacant positions in the structure responsible for implementation of ALE filled and the capacity of facilitators of livelihood and business skills built.

2. MGLSD should put in place mechanisms for the sensitisation of newly elected political leadership at all levels on the ICOLEW programme.

3. MGLSD should speed up the process of developing and commissioning a digital MIS to facilitate timely data collection, management and utilization and empower different stakeholders to use the digital MIS to generate facts, reports and accountabilities in a timely manner.

4. MGLSD and the districts should document activities and contributions made by different stakeholders to guide planning and coordination.

5. MGLSD should lobby for more development partners and support, network non-state actors so that it can have an effective and meaningful engagement

Management processes

1. MGLSD should increase the number and widen the scope of stakeholders in the planning process beyond DVV International to broaden ownership and sustainability of ICOLEW as well as encourage broader scope of ALE.

2. MGLSD should increase fundraising efforts to widen and increase the resource base for the ICOLEW programme including following up Ministry of Finance, Planning and Economic Development to fund the SUICOLEW proposal.

3. District local government should adhere to the recommendation by MGLSD to have 15% of the SDG allocated to the ICOLEW programme.

4. MGLSD and local governments should ensure that the contributions of other departments to the ICOLEW programme are reflected in their budgets in such ways that make it easy to trace the contributions of other departments to the programme.

5. Districts should allocate more resources for monitoring (including joint monitoring) of the ICOLEW programme by technical and political leaders and after monitoring, feedback should be made so that information from monitoring is put to use to facilitate timely response to issues that may not be going on well.

6. MGLSD should speed up the process of operationalising the digital MIS system that also captures data from non-state actors and with linkage to the M&E to improve planning and other decision making processes.

7. MGLSD should build the capacity of personnel involved in data collection and management at all levels to easily use the digital MIS. We propose that to improve uniformity, the ICOLEW coordinators at the different levels should be in charge of the MIS. They should work closely with other officers especially planning officers at MGLSD and districts to ensure quality data is collected, stored and made available in user-friendly formats to all stakeholders. The CLC coordinator should be responsible at community level.

8. Districts should constantly remind facilitators to move with the data collection instruments each time they go to the field to avoid a situation where they input data after they have left the field as this compromises the quality of the data collected.

9. MGLSD should facilitate the coordinating structures so that they play their roles well. In addition, MGLSD should lobby to have MDAs that not yet represented on the working group to send their representatives as this is likely to contribute to widening opportunities for coordination. Sub-counties should have a forum to bring together all stakeholders involved in ICOLEW so as to improve coordination and collaboration among the stakeholders.

10. MGLSD should clearly define and demarcate the roles of the parish chiefs and CLC coordinators so as to eliminate potential conflicts in coordination processes.

11. Districts should train and empower CLC coordinators to effectively manage the CLCs and play their coordination roles.

12. MGLSD should as much as possible guard against issuing contradictory guidelines to ensure smooth coordination of activities.

13. The DCDOs and CDO at district and sub-county levels respectively should ensure that ICOLEW issues are presented in TPCs and lobby the speakers to have ICOLEW as a substantive agenda in the council meetings to improve the visibility and profile of ICOLEW and ALE in general.

Technical processes

1. MGLSD should update and widen the scope of the national core curriculum from literacy to the broader ALE and include recent issues such as the COVID 19 pandemic and ICT. The districts should make efforts to localize the core curriculum rather than leaving the facilitators to develop content guided by the core curriculum and local learning needs as this may compromise quality and uniformity in what is taught in the district. The localisation should follow the UNESCO Lamp scale in developing content for the different levels.

2. MGLSD should update the ICOLEW programme implementation guidelines and include when the livelihoods skills training should be commenced.

3. The ICOLEW coordinators should sensitise other departments on the importance of integration of ICOLEW in their activities.

4. MGLSD should design and finance a capacity development strategy that actively engages universities and other higher institutions of learning in the professionalisation of ICOLEW programme implementers at different levels for effective service delivery.

5. The different ICOLEW programme technical staff especially at lower levels should be encouraged and supported to go for further studies in line with the philosophy of lifelong learning.

6. MGLSD should build the capacity of the technical staff in the local governments in material development so that they are able to develop appropriate learning materials.

7. MGLSD should consider the development of digital materials and enhancement of capacities of trainers to enable them use such materials while facilitating learning.

8. MGLSD should provide adequate materials in appropriate large print to the adult learners including those with weak eyesight as a result of advanced age to support effective learning.

9. Districts should translate learning materials in English into local languages and where responsible ICOLEW programme staff are overwhelmed due to heavy workload, outsourcing such services should be considered.

10. MGLSD should ensure learner assessments strictly follow the prescribed guidelines and facilitators that lack capacity to do that should be trained. Proper records of assessment should be kept at all levels for reference and planning purposes. MGLSD should put in place standards of assessment and ensure they are followed to ensure credibility of the assessment process and credibility of the programme.

11. Facilitators at CLC level should counsel and allay the fears of adult learners at the time of enrolment so that they appreciate the importance of assessment to reduce their fear of assessment and minimize the potential of gender related conflicts that happen in homes when one of the spouses performs better than the other.

1   Introduction and background

1.1   Introduction

This report provides the assessment that was conducted through a peer review team supported by a team of consultants. It provides an assessment of the status of provision of ALE in Uganda. The assessment was guided by the ALESBA approach and it hoped that the findings will shape the development of the next phase of the ICOLEW programme.

1.2   Background

1.2.1   The objectives and focus of recent DVV International's support to ALE in Uganda

Okech (2004) traces the origins of how literacy was introduced to Uganda by the Arab and later European missionaries. He provides evidence of DVV International's support to adult literacy programmes in Uganda. Some of these programmes are provided by the government of Uganda through MGLSD. These programmes have over the years promoted the acquisition of functional literacy and numeracy skills integrated with livelihood skills relevant to the community (Carr-Hill, 2001; MGLSD, 2014). However, adult illiteracy remains a challenge at 28% for those aged 18 and above (UBOS, 2016).

In an effort to reduce this high rate, MGLSD collaborates with DVV International. From 2016, DVV started supporting ICOLEW starting with piloting in three districts of Namayingo, Iganga and Mpigi followed by Nwoya in 2018. This support has been towards capacity building, provision of material and financial resources to MGLSD, districts and sub-counties. Some of this support has gone to establishing a digital MIS that can be used by stakeholders to effectively collect data, analyse it and use it to make improvements in the programme.

Currently, DVV International's programme in Uganda is guided by the objective of the Eastern African Region which is a well-managed and resourced ALE system that responds to the needs of the adult learners. The objective for Uganda is to have an adult education strategy that informs programme design and institutional arrangements to deliver quality, integrated ALE services.

At the macro level, focus is on providing technical, material and financial support which results into an enabling environment for ALE to shrive. Support is aimed at formulation of a strategy and advocacy efforts for increased funding from government, establishment of a coordinating body for government ministries, departments and agencies, CSOs, universities and private sector. At meso level, the thrust is for having formalized institutional arrangements with relevant departments, CSOs, universities and the private sector, capacity building, M&E and MIS that captures data across departments. At micro level, support is for piloting and scaling up and institutionalization of CLCs at community level for use by ICOLEW and other programmes and sectors. This peer review is an assessment of the status of ALE system in Uganda and will be the foundation on which the next phase of interventions as per ALESBA approach will be based.

1.2.2   Justification for the development of the ICOLEW programme

In Uganda, before ICOLEW, adult literacy provision was characterized by inadequacies in regulatory frameworks and community infrastructure to support ALE, lack of prioritization of ALE and inadequate human resource to provide adult learning and education services. In addition, there was inadequate business and entrepreneurial skills among youth and adults, low participation and uptake of government programmes, increased incidents of diseases, increasing poverty, high crime rates and high levels of gender based violence. Provision was therefore not adequately mitigating the negative mindset of citizens and the low literacy levels that hinder development due to inability to access information, keep records among others.

ICOLEW was initiated because illiteracy and poverty rates remain high and the adult education sector continues to struggle despite efforts. Project documents reveal that ICOLEW is being implemented in the sub-counties of Butajaja and Banda in Namayingo districts, Nawanyinji and Nabitende in Iganga district, Kammengo and Buwama in Mpigi district and Lutuk and Alero in Nwoya districts. The illiteracy rates of the districts are as shown in table 1.

Table 1: Comparison of populations and illiterates in the pilot districts

District /Region	Population	Persons 6-15 not attending school		Illiterate persons 10-17 years		Illiterate persons 18+	
		No.	%	No.	%	No.	%
Iganga (Eastern)	504, 197	11, 270	7.2%	24,871	21.8%	67,602	31.6%
Nwoya (Northern)	133,506	5,739	14.1%	9,122	31.8%	21,132	38.3%
Mpigi (Central)	250,548	5,037	7%	8,088	15.6%	22,187	20.2%

Table extracted from National Population and housing Census Area specific district profiles (UBOS, 2017)

Namayingo district did not have a profile and its statistical abstract (http://namayingo. go.ug>filespdf) revealed that as of 2014, it had a population of 415, 443 and primary schools' drop-out rate of 15%, thus suggesting high illiteracy levels. Compared to the national illiteracy rate was 28% (UBOS, 2016), the pilot districts except Mpigi had higher than the national illiteracy rate.

ICOLEW is guided by ALESBA, an approach based on system thinking and action-learning processes. A recent evaluation (Nandago, Jjuuko & Baatjes, 2019) revealed that the challenges facing ICOLEW at macro level include lack of financial and institutional ability to upscale ICOLEW to more districts and sub-counties as well as inadequate M&E and MIS systems. At meso level, there are informal collaborations with cooperating departments of agriculture, health, education, planning and commercial among others, inadequate staffing for ICOLEW, no capacity building strategies and weak M&E and MIS systems. At micro level, the challenges are insufficient funds and staff.

1.2.3 ICOLEW goals, objectives, pillars and target group

According to the implementation guidelines (MGLSD, 2020a), the overall goal of the ICOLEW programme is to empower non-literate and semi-literate youth and adults to effectively participate in the development process. The following are the six objectives of the programme;

1. To build and enhance literacy and numeracy skills of 1,495,350 learners by 2025

2. To build the livelihood and business skills of 1,495,350 learners to engage in gainful production by 2025

3. To empower communities in 49,845 villages to actively engage in their own (community's) development processes and self-driven development initiatives

4. To strengthen capacity of the programme implementation institutions at all levels to address the needs of the non and semi-literates by 2025

5. To increase access and utilization of micro-credit services to 1,495,350 CEG learners by 2025

6. To establish and operationalise 292 (at least two per district) CLCs as hubs for skills, knowledge acquisition, application and integration service delivery in lifelong learning perspective by 2025.

ICOLEW is built on five pillars namely; literacy and numeracy skills enhancement, village savings and loans association promotion, livelihoods skills training, business skills training, and community development.

The programme targets youth and adults with no or limited literacy and numeracy skills, unskilled youth and adults, and school drop outs among others.

1.2.4 Policies and strategies for ICOLEW implementation

The guiding policies for adult literacy provision and specification the ICOLEW programme are the Uganda National Adult Literacy policy 2014 and National Community Development policy 2015. The strategies employed to implement ICOLEW include a partnership model involving DVV International at macro level (MGLSD), meso (district local government) and micro (sub-county lower local government). MGLSD is responsible for creating a conducive environment for ALE through improving policy, structures, strategies, management, planning, monitoring and evaluation, budgeting and quality assurance. It also provides a link between DVV International, districts and sub-county local governments, CEGs and VSLAs. The districts provide technical support to the sub-counties, CEGs and VSLAs. The sub-counties where the CEGs and VSLAs are based are responsible for learning and implementation of other activities at that level.

The strategy for implementation through the partnership model shrives because the partnership between DVV International and MGLSD, pilot districts and sub-counties use existing structures in implementation of ICOLEW and integrating other departments and stakeholders in the ICOLEW processes. Other stakeholders such as CSOs, the private sector and academic institutions are expected to be integrated into ICOLEW so as to provide their unique contributions to the programme.

1.2.5   Linking ICOLEW to other government programmes

According to MGLSD (2020), ICOLEW is well aligned to Uganda's NDP III through the Community Mobilization and Mindset Change Programme (CMMC). ICOLEW contributes to outcomes of CMMC which include an informed and active citizenry, competent implementers, improved community participation in development programmes, increased household saving, improved morals, positive mindsets, attitudes, increased staffing levels and strengthened patriotism. It also helps reduce corruption and negative cultural practices, increased staffing levels and competences of implementers. CMMC included ICOLEW roll out nationally among its interventions and proposed a budget of 259.90 billion Uganda shillings ($73,501,131 at the rate of 3,536) over a period of 5 years. This is evidence that ICOLEW is well aligned with the priorities of the MGLSD in particular and of government in general. Therefore, the ICOLEW programme aligns well with the mandate and vision of the government, MGLSD, districts, sub-counties in regard to community mobilization and mindset change. This was confirmed by the evaluation of ICOLEW (MGLSD, 2020b).

Focus of recent DVV International's support

DVV International has supported MGLSD to develop a digital MIS. According to ICOLEW MIS report of 2021, the ICOLEW MIS is an electronic web-based digital system to meet the needs of the Community Development and Literacy Department including the ICOLEW project activities. Designed from October 2020 to April 2021, the digital system can generate reports and make them accessible at different role levels to facilitate decision making. The system has embedded approval processes executed by different stakeholders and allows mobile data capture (online and offline) using simple mobile devices. The system has online and off line data analysis capabilities, enhanced online presentation of information and has integrated dashboard capable of displaying data and reports across levels, is upgradable and integratable with other government systems. It has security features at all levels for input and output operations and can store documents. The MIS works in harmony with the M&E system traces the presence and functionality of governance structures, availability and use of teaching and learning materials and guides, resource persons' training and capacity development, learning environment and processes, record keeping and the progress regarding different components of skills training. The M&E framework has indicators based on the six objectives of the ICOLEW programme.

1.2.6   Challenges in ICOLEW and strategies to address them

An evaluation of ICOLEW conducted in 2020 revealed that at macro level, the challenges of the programme are policies that had a narrow focus, inadequate financing and institutional ability to upscale ICOLEW to more districts and sub-counties as well as M&E and MIS systems that were manual and not well aligned to each other. Although an evaluation revealed that the DVV International's support to MGLSD is enabling the shift from the narrow focus on adult literacy to the broader concept of ALE and improving provision (MGLSD, 2020a), ICOLEW faces some challenges. Some recommendations for addressing the challenges at national level include the development of a comprehensive ALE policy and strategy, strengthening of governance and implementation structures and systems, capacity development, resource mobilization, development of a system of accreditation of learner achievements and operationalization of the digital MIS.

2. Overview of ALESBA

The ALESBA conceptual framework (Belete, 2020) that is guiding the implementation of ICOLEW comprises of four elements that include enabling environment, institutional arrangements, technical processes and management processes. Each of the above elements comprises five building blocks. The building blocks for enabling environment include: ALE policy, ALE strategy, ALE implementation guidelines, qualification framework and legal framework while those for the institutional arrangements include: ALE implementation structures, human resources, leadership and management, accountability mechanisms, partnership structures between state and non-state actors. The building blocks for management processes include: participatory processes, appropriate budget and resource allocation, Monitoring and Evaluation (M&E) system, Management Information System (MIS) and coordination and cooperation processes while those of technical processes include: localised curricular, clear ALE programme design and methodology, capacity development at all implementation levels, material development and learner assessment.

ALESBA processes are implemented in five phases. Phase one is consensus building, phase two is on assessment and diagnosis, phase three is on alternatives analysis and design, phase four is on implementation and testing the framework and phase five focuses on reviewing, adjusting and up-scaling the interventions. These phases are not a one off activity but involve a series of activities and steps.

Consensus building, as the first phase, involves an analysis of the scope and context of the ALE system, the challenges affecting the system and service delivery, conducting visioning exercise that highlights how the new ALE system will look like and its contribution to national goals and service delivery. It also focuses on analysing stakeholders and their current and potential future roles, orientation into the ALESBA framework, its principles, objectives, phases, tools and methods, and, development of a plan with major milestones, activities, responsibilities for implementation of the five phases of ALESBA.

Uganda has made progress in using ALESBA approach as an implementation framework for ICOLEW. It has already implemented phase one of the approach and is into implementation of phase two. This phase involves peer review that assesses the progress made in relation to all the different elements and building blocks in order to identify the blockages and challenges within the system so as to come up with appropriate remedies.

It is important to note that these elements, buildings blocks and processes are interconnected. When each of the elements, building blocks and processes are healthy and working well, ICOLEW programme will run smoothly and achieve its objectives. In case there is any weakness in an element or building block, this will affect another building block or element or the whole system ultimately negatively affecting programme implementation and success. It is therefore necessary to assess the system so that appropriate steps are taken to ensure a holistic approach to the next phase of ICOLEW

3. Assessment methodology

Peer review entails the review of work by one or more people with similar competencies and work experience (Belete, 2020). In this context, peer review assessment was used because it provided opportunity to assess the elements and building blocks, can improve credibility and trustworthiness, and provides opportunities for dialogue and collective debate, facilitate capacity building of peer review teams, and presents opportunities for integration of sectoral departments and relevant stakeholders. The methodology involved a critical review of project documents, relevant literature and qualitative approaches to data collection. Data was collected using documentary reviews, in-depth face to face and telephone interviews, focus group discussions (FDGs) and observations.

3.1 Objective of the assessment

The objectives of the peer review were:
1. To assess the current status of the ALE/ICOLEW system at national level and in the districts.

2. To gather baseline data on the existence and functionality of the current ICOLEW system at the national level, districts and sub-counties.

3. To assess the needs and interests of existing and potential users of ICOLEW services

4. To have a comprehensive overview of the ICOLEW system that can be used to consider alternatives and potentially design a new system that can meet the needs of the country.

5. To build the capacity of experts from government and other stakeholders at district, sub county, parish and community levels in the ALESBA approach with a view of embarking on a long-term process and engaging all phases of the approach.

6. To use the information as a starting point to design a strategic roadmap with milestones for the coming years.

3.2 Sample area and participants

The sample included respondents from MGLSD and all the four districts in which ICOLEW is being piloted and these are Namayingo, Iganga, Mpigi and Nwoya. Similarly, for each district, the two piloting sub-counties were selected as follows; Butajja and Banda in Namayingo, Nabitende and Nakigo in Iganga district, Buwama and Kituntu in Mpigi district and, Koch Goma and Anaka in Nwoya district.

3.3 Assessment process and tools

The assessment process was conducted through peer review exercise, teams from the pilot districts and MGLSD with support from a team of three independent consultants. The team from Nwoya assessed Namayingo, the team from Iganga assessed Nwoya, the team from Mpigi assessed Iganga and the team from Namayingo assessed Mpigi. The teams responsible for ICOLEW at national, district, sub-county and community level provided information through interviews, FGDs, document review and observation.

3.3.1   In-depth interviews

In-depth face to face interviews were conducted with selected technical staff from MGLSD, districts sub-counties. These were based on questions on each of the buildings blocks of the elements of ALESBA. The questions were on the status of the various conditions regarding each of the building blocks.

3.3.2   Focus group discussions

FGDs were conducted mainly with the political leadership at the district, sub-county and CLC levels (one FGD each level). Although some technical issues were also discussed, the main issues discussed were focusing on the elements of enabling environment and ALE strategy will all their building blocks as well as the building block on leadership and management on the element of institutional arrangements.

3.3.3   Document review

A wide range of documents were reviewed for the peer review and they have been listed as an appendix. These were mainly ICOLEW programme documents provided by DVV International, documents provided by the districts and sub-counties as well learning materials at CLC level.

3.3.4   Observation

The condition of sites of the CLCs and the agricultural plots as well as the equipment at the CLCs was observed. In addition, the equipment and measures put in place to respect SoPs for COVID 19 were observed. This was to assess their preparedness to provide a suitable learning environment to address the learning needs of the adult learners.

3.4   Limitations

Some of the limitations of the peer review include the following;
- Most political leaders who were involved in ICOLEW lost their positions in the recently held local government elections and were not comfortable interfacing with the research review team. The new leaders were not familiar with the programme.

- The timing for the peer review coincided with the swearing in ceremony of newly elected political leaders and most of the technical staff at the districts were very busy with managing the transition and this affected the concentration of the host teams.

- The questions on the data collection instruments were very many and the process took so long and this did not allow much time for probing.

- The political transitions were taking up spaces and in some instances, the venues for dissemination were so small and not conducive to long discussions that were needed for data collection and validation.

- There was limited timeframe to collect data, analyse it and compile reports.

4. Assessment findings

This section presents findings of the national assessment of the ICOLEW programme. Findings are organised according to the ALESBA elements namely enabling environment, institutional arrangements, management processes and technical processes. Each element is discussed with its building blocks.

4.1 Enabling Environment

The assessment of the enabling environment focused on the existing policies, strategies, programme implementation guidelines, qualifications framework and legal framework that comprises of laws, ordinances, and bylaws and how they influence ALE provision. Although MGLSD is responsible for formulating policies, strategies, and guidelines, the assessment included LGs that contextualise them at local level.

4.1.1 ALE Policy that addresses the ever-changing needs of learners in a participatory manner with financing mechanisms and well-defined roles of stakeholders at all levels of implementation

The main policy that guides provision of ALE was identified by MGLSD and all the districts as the National Adult Literacy Policy of 2014. However, the policy has a narrow focus as it covers adult literacy instead of the broad spectrum of ALE. The supportive policy is the National Community Development Policy of 2015. The other policies not specific to ICOLEW that are referred to during implementation were identified by some districts as Gender Policy, Early Childhood Development (ECD) Policy, Food and Nutrition Policy, National Health Policy, Immunisation Policy, Environmental Policy, Cooperatives Policy, National Agriculture Extension policy, Veterinary Policy, Universal Primary Education Policy, the National Social Protection Policy and National NGO Policy. For example, the NGO policy stipulates how partnerships between state and non-state actors should be made and this has influenced ICOLEW's use of integrated approach across different sectors. Other policy documents like NDP III shape ALE programming. The ALE policy development process involves the participation of MGLSD, districts, NGOs and academic training institutions. The policies are implemented through government structures and are financed by the central government, DLGs, sub county LGs, communities and a few development partners.

4.1.2 A strategy that captures the definition and focus of ALE and contributes to policy implementation at all levels

There is no documented strategy for implementation of ICOLEW in the country. Although there is no strategy, in practice, ICOLEW is implemented through existing government structures and systems at all levels. The central government (MGLSD) is responsible for formulation of programme implementation guidelines, monitoring, technical backstopping and support supervision. The local governments (districts and sub-counties) are responsible for programme implementation including materials development. There is cross sectoral integration at macro, meso and micro levels.

ICOLEW implementation is through committees including the Inter Ministerial Steering committee at national level, technical planning committee at district and sub-county levels and parish development committee, the CLC Management Committee, the CEG and VSLA

management committees. It also employs cross sectoral integration through joint planning and review meetings at every level, bringing on board officers and specialists from different sectors to facilitate different ICOLEW components. ICOLEW is linked to the social sector development plans and NDPIII and is reflected in the national, district and sub county plans and budgets. However, at national level, it is still captured as FAL in budgets.

4.1.3 The existence of clear ALE programme implementation guidelines for all stakeholders based on the definition and focus of the ALE programme

There are two sets of guidelines for implementation of ICOLEW and these were developed in 2020. The main guideline gives direction for programme implementation and targets stakeholders at all levels. It provides standards and procedures for government and non-state actors for delivery of ICOLEW. It also explains the programme goals and objectives, its components, implementation procedures and frameworks as well as the roles and responsibilities of stakeholders. It provides guidance on information management and how to start and manage CLCs, CEGs and VSLAs.

The second guideline is specific to livelihood & skills development in GLOServe /ICOLEW programme and targets facilitators, commercial officers and CDOs. This guideline describes the skill sets required to manage IGAs, how to collect baseline data on group members' livelihood situation and current skills levels, and, how to plan and design livelihood skills training. The guidelines were disseminated in the pilot districts and shared with all CDOs in the local governments although there is no evidence that the guidelines were shared with non-state actors.

However, there are some challenges faced while using the guidelines. Some officers (for example in Namayingo) were not aware of the existence of guidelines because they never participated in dissemination workshops and did not receive copies of the guidelines. Another challenge is that the guidelines do not clarify how funds generated by CLCs should be managed. In addition, some implementers don't comply with guidelines due to inadequate capacities. The guidelines did not distinguish the roles of the CLC coordinator from those of the parish chief and this creates administrative and management problems. The guidelines did not specify when LST component begins for learners and this seemed unclear to the implementers.

4.1.4 A qualification framework that addresses minimum competences, curriculum assessment, equivalences and transfer directives

There is no national qualifications framework for ALE although the need for one was identified during the adult literacy policy development processes in 2013 and there is no concrete plan for its development. In the absence of an NQF, the UNESCO Lamp Scale is used by facilitators to measure literacy learning achievement and determine progression at CLC level and by officials at district and national level for monitoring assessment and progress. The Lamp Scale is used to make learners progress from level 1 to level 5. The Uganda Vocational Qualifications Framework (UVQF) provided for in the BTVET Act of 2008 (GoU, 2008) is also used to assess vocational skills in ICOLEW.

The absence of a UNQF and use of only Lamp scale has brought challenges. First, there is no thorough training for the Lamp Scale use. In addition, the descriptors and competences for each level are not detailed and this makes it more difficult to specifically measure and

separate the different competence levels. Secondly, it is difficult for learners to progress to the formal education system. Thirdly, National Curriculum Development Centre (NCDC and Uganda National Examination Board (UNEB) the professional bodies responsible for basic education learning and examination do not provide for ALE. Fourthly, due to unclear description of levels, learners with competences expected of level 1 to 5 sometimes end up learning together and those of lower levels may think they are slow learners ad this is likely to compromise their learning. Lastly, the UVQF doesn't provide for assessment of literacy and numeracy skills.

4.1.5 Existence of an enabling legal framework for the implementation of ALE programmes

There is no specific law for adult learning in Uganda. ICOLEW implementation is guided by article 30 of the Constitution of Republic of Uganda 1995 which guarantees all citizens a right to education irrespective of age, gender, disability and social status. Although the Education Act 2008 and BTVET Act 2008 focus on formal education, some aspects are relevant to ICOLEW. The other policies that shape ICOLEW provision include; Local Government Act, The Early Childhood Education Framework and its regulations, Agriculture Inputs Act, Plant and Seed Act, Environmental Act, Occupational Health and Safety and People with Disability Act.

The districts of Namayingo and Nwoya have enacted ordinances and by-laws while the districts of Iganga and Mpigi had not. The ordinance that was passed by Namayingo district council under Minute 5/01/NDC/2-018 was on food security and Min 13/10/NDC 2020 was on child protection. The ordinances and by-laws enacted by Nwoya were on adult literacy, alcoholism, food security and gender based violence. Iganga was in the process of developing by-laws on ICOLEW and food security.

One of the sub counties in Nwoya district called Koch Goma had drafted and shared with the district for discussion and approval by-laws on education for all targeting children, youth and adults. The by-law requires all adults to form groups and benefit from ICOLEW programme. The by-law on ICOLEW is expected to improve literacy and encourage resource mobilization.

The challenge faced during the drafting of laws is the lack of technical expertise to draft the laws, ordinances and by-laws especially in the area of non-formal learning. Another challenge is that due to low funding, a small team from one ministry does the drafting with limited consultations, stakeholder engagement instead of all relevant sectors working jointly during the drafting process. The requirement for extensive consultations with a wide range of stakeholders and consensus building delays processes of formulating the required legislation to guide ICOLEW implementation. In addition, inadequate funding has made it difficult to popularize and enforce some of the laws.

4.2 Institutional Arrangement

4.2.1 Existence of effective ALE institutional implementation structures

At national level, MGLSD, specifically the Department of Community Development and Literacy are the primary duty bearers. This department is headed by Commissioner assisted by an Assistant Commissioner, two Principal Literacy Officers and two Senior Literacy officers and reports to the Directorate of Gender and Community Development who in

turn reports to the Permanent Secretary (technical head of the ministry). Adult Literacy is a division under this department and this undermines its profile. Other departments in the ministry, MDAs, a few CSOs and development partners play supportive roles. The key roles for MGLSD include formulation of policies and guidelines, resource mobilization and allocation, setting service delivery standards, capacity building, planning, budgeting, implementation, programme reviews, monitoring and evaluation, technical support, back stopping and supervision. The structure at national level is adequate to deliver ICOLEW but with hardships due to vacant positions. Some structures meet weekly, monthly or quarterly. Issues discussed in these meetings inform action points for implementers.

Districts have well-arranged structures that implement ICOLEW. The technical leadership is headed by the DCDO who reports to the CAO, the top technical leader at the district. The CAO reports to the council, the top political leadership at district level. The structure at district level is replicated at sub county level, but the technical team at that level is headed by the Sub county Chief or Town Clerk if it's a town council. The sub county Community Development Officer is the technical leader responsible for ICOLEW and reports to the sub county chief who in turn reports to the council. At community level, there are CLCs, CEGs and VSLAs and the person in charge is the parish chief who reports directly to sub county chief.

There are various committees responsible for ICOLEW implementation at various local government levels which include District Technical Planning Committee (DTPC), the Sub county Council, Sub-County Technical Planning Committee (STPC), PDC, Community Management Committee (CMC), the Village Council, Community Empowerment Group (CEG).

The challenges of implementation structures for ICOLEW include vacant positions that result into overworking existing staff, reporting mechanism that are not straight forward, limited visibility of non-state actors due to their unstructured, not binding and undocumented involvement.

4.2.2 Sufficient and qualified human resource available to implement ALE programme at all levels

The approved staff establishment specifically for ICOLEW implementation in MGLSD is seven positions. These include a Commissioner for Community Development and Literacy, an Assistant Commissioner for Literacy, two Principal Literacy Officers, two Senior Literacy Officers, and, one Literacy Officer. Five positions are filled and the two positions of Senior Literacy Officer are vacant. However, the whole Department of Community Development and Literacy has an establishment of 14 positions, 11 of which are filled while three are vacant. The district and sub county structures were sufficient. Staffing at district level includes; DCDO, SCDO, Senior Probation Officer (SPOs), Commercial Officer, and others in line with district structures. However, some of the positions were vacant.

At sub county level, SAS, Community Development Officers, Veterinary Officer, Assistant Community Development Officers, Sub County Agricultural Officers and Health Assistant, Fisheries Officer, Forest Officer among others are critical in the implementation of ICOLEW. The human resources had relevant qualifications and their job descriptions were clear and in accordance with government mandate for particular departments. The higher institutions

of learning provide appropriate courses relevant to ICOLEW implementation and this is backed up by orientation.

At all levels, opportunities exist for professionalization in ICOLEW and these include graduate and post graduate studies in universities but they are very competitive. The other opportunities for capacity building are trainings organised by DVV International, peer learning and support and exchange visits.

The challenge is that current staffing status at MGLSD has vacant positions especially at senior level. This condition is likely to worsen when ICOLEW is rolled out in many more districts and broadened to ALE. In the districts, CDOs are overwhelmed with workload because they are expected to handle Community Development, ICOLEW, Disability, Culture, Gender and Elderly issues and oversee many programmes such as UWEP, YLP, SAGE, Emyooga, PWD grants, Youth Councils, Women Councils, Child and Family protection and NGOs Coordination. This overload may affect staff efficiency when coordinating ICOLEW. Most staff implementing ICOLEW programme have not undergone specialized training in ALE. This was attributed to limited opportunities for in-service training within and outside the districts. The opportunity for professionalization in ALE has not been localized despite the presence of higher institutions of learning in districts.

In addition, staff establishment at the sub county level does not provide for certain positions like those at district level and this meant that the few district based staff over stretch themselves when to provide livelihood and business skills training and advisory services at CLCs. Another challenge is limited resources for capacity building. In addition, some staff have become comfortable and have limited aspirations for personal development.

4.2.3 Leadership and management that give direction, mandate and instruction related to the implementation of ALE

The political and technical leaders at all levels demonstrated good knowledge and understanding of ICOLEW programme and were aware ICOLEW was a successor for the FALP. They were also aware of their roles and responsibility in the programme implementation. Awareness about ICOLEW and their roles is important for those who provide leadership and management because it the basis on which their functions are based. The political and technical leaders were involved in monitoring, mobilization and approval of budgets and work plans.

At national level, ICOLEW is a flagship programme of the department of Community Development and Literacy. It contributes to the strategic direction of the MGLSD which is mobilization of families, citizens and communities for national development.

Involvement of non-state actors into ICOLEW implementation is through the Community Mobilization and Mindset Change Programme Working Group that comprises MDAs and non-state actors. In addition, they are involved in ICOLEW activities such as policy formulation, resource mobilization, curriculum development and review, and materials development among others.

The technical leadership involvement includes the development of policy and budget proposals, monitoring and support supervision. The technical leadership discusses

programme reports and provides appropriate guidance based on technical expertise. Records show that district councils make resolutions strengthening the implementation of ICOLEW. Political leaders mobilise communities through meetings, participate in the recruitment of facilitators and provide airtime and participate in radio programmes raising awareness about ICOLEW.

At district and sub-county level, the department of community development is responsible for ICOLEW and raising community awareness about government programmes and increasing their uptake of the same. Adult literacy falls within the mandate of this department. The districts and sub-counties, technical leadership is in the Technical Planning Committees. The officers of department of community development are responsible for integrating ICOLEW in district and sub-county plans and budgets. They are supported by other departments in planning and implementation because ICOLEW is implemented across sectors. At the sub county, the technical teams role is monitoring and support supervision (CEGs, CLCs and financial management), provision of feed back to the district and general administration of activities of the sub-county level.

Districts provided in kind and cash contributions such as bicycles to the facilitators, land for CLCs. In Namayingo, a tractor was given to a CEG. Other departments had provided trainings to CEGs in business skills, agricultural technological transfer through demonstration gardens and health outreach programmes at the CLCs. Some sub-counties for example Nakigo and Buwama in Mpigi and Anaka in Nwoya had managed to attract non-state actors to complement their ICOLEW efforts.

The leadership at sub-county level knew that ICOLEW was a government program which assists illiterates to learn reading and writing, helps communities to improve their livelihoods and CLC to be a one stop centre for community activities.

Budgeting and planning is done in a participatory manner whereby it starts from the community (LC I Council); the Parish level (PDC); the Sub county level (STPC and Council); then to the District level (DTPC and District Council) and finally National Level. There is coordination right from the facilitator at the village level, who reports to the Sub county CDO; to the Senior Assistant Secretary (the Sub County Chief); to DIC; to DCDO; to CAO; to P/S MGLSD. The same system is used for accountability.

Technical and management teams face two challenges namely limited documentation to establish the extent of the district and local level contributions to ICOLEW and most political leaders are new in the programme as many previous leaders lost elections. These new political leaders, plus those in the new sub-counties of rollout have not yet been oriented on the programme. This may compromise programme receptiveness and quality. Also, the initial national level political resistance to shift from FAL to ICOLEW had been overcome.

4.2.4 Accountability mechanisms and procedures related to the allocation of responsibilities and follow-up on tasks completed up to the expected result

The accountability mechanisms and procedures followed by ICOLEW are Government of Uganda Standing orders and Public Finance Management Act 2015, Public Finance Management Regulations Act 2011, the Local Government Act cap 243 and Partner guidelines from DVV International. The mechanisms include budgets, requisitions, audits, reporting, mass media publicity, public functions and public relations office.

Accountability is through functional management committees that provide oversight and additional support to check performance at national, district and sub-county levels. For example internal audit departments review reports and submit to Public Accounts Committees that review and submit to parliament and district council respectively.

The reporting and feedback mechanisms for ICOLEW include compilation and discussion of periodic activity reports, programme planning and review meetings, follow ups, monitoring and support supervision, feedback meetings for core team and with implementers at all levels and writing circulars to stakeholders highlighting required actions.

MGLSD and DVV International developed guidelines specific to ICOLEW. The guidelines provide collective measures to address poor performance, involvement of all stake holders and holding of regular meetings throughout the project cycle. The ultimate accountability for budget utilization and achievement of objectives lies with MGLSD at national level and with DCDO as the vote controller at district level. The responsibility is shared by CAO, CFO and DIC. Specified timelines for accountability are provided in the guidelines.

Corrective measures employed to address poor performance at national level include mentoring, coaching, attachment for officers who have knowledge and skills gaps. Indiscipline is handled by the disciplinary committee provided for in the Public service standing orders. There are sanctions for delayed accountability in accordance with audit and PAC guidelines. Although the NGO Act provides for the registration of NGOs by the Community Development Officer and a structure to engage non-state actors called NGO coordination committee at district level, there was no evidence in Namayingo that partners were reporting on a regularly basis. Nwoya district is planning to have a coordination structure for NSA specific for ICOLEW. However, there are delays in provision of accountability due to use of manual systems of generating data and developing programme reports.

4.2.5 Existence of effective partnership and networking structures with different non-state actors for the implementation of ALE programmes

At national level, DVV International is the main non-state actor providing technical, material and financial support to ICOLEW. Others who participate in selected activities are UNESCO, ULALA and ADRA. Namayingo district had DVV International and ICELANDIC AID who supported other departments directly or indirectly but their contributions are not well documented. In Nwoya, DVV provided budget support while a number of non-state actors (NSA) were offering off budget support to the district and the two sub counties. TASO provided support counselling at CLCs. The networking and partnership between government and non-state actors resulted into financial support, capacity building, support in infrastructural development and policy formulation.

The structure that exists to engage non-state actors at the national level is the Community Mobilisation and Mindset Change Programme Working Group. Its role is to oversee, plan, implement and review activities of the ICOLEW programme. The working group provides guidance on programme design and promotes integration in ICOLEW. This structure is official as it was put in place by government and appears in government documents. Unfortunately, APAEAU, the network that brings together non-state actors in ALE is not strong enough to engage the state.

The districts have no overall formal structure to engage partners and review activities on a regular basis. The District NGO monitoring committee which is established by law is mandated to monitor the activities of the non-state actors is not very active. These structures are therefore formal and officially recognized by government. The monitoring reports are produced but there was no evidence of sharing feedback with partners.

Policies such as Uganda National Adult Literacy policy, Gender Policy and Community Development, NGO Registration Act and NGO Regulations 2017 provide for partnership and networking structures, regulations and explain the roles of different stakeholders.

4.3   Management Processes

4.3.1   Regular planning in a participatory manner to achieve objectives and milestones

Regular participatory planning takes place annually at all levels following the government planning and budgetary cycle. The planning processes at all levels are majorly annual and the plans are then broken into quarterly and monthly plans. Top management teams review the plans every week. The planning processes for ICOLEW programme are bottom up.

At national level, stakeholders spearheaded by the planning unit of MGLSD, develops plans and budgets. The technical staff in the department of Community Development and Literacy and that of the Community Mobilisation and Mind-set Change Programme Working Group are responsible for planning. In regard to alignment, all the activities planned have to be matched with NDP III and guidance on alignment of ALE/ICOLEW interventions to NDP III by stakeholders is guided by the working group. Planning is the responsibility of the planner in MGLSD. Priorities are integrated into the Budget Framework paper and finally into the Ministerial Policy Statement. Approval of annual plans is done by parliament. The technical planning committees of MGLSD ensure that the development plans are developed in a participatory manner. At national level, the Commissioner Community Development and Literacy takes lead supported by the Assistant Commissioner Literacy and the NIC.

At district and sub-county levels, the plans are developed by the TPCs, Committees of the Councils, DECs and Councils. In the districts and sub-counties, District Community Department Officer supported by the DIC and the Community Development Officer respectively take lead in ICOLEW implementation. Planning processes are spearheaded by the departments of community development and involve technical planning teams that include sector heads, political team, implementing partners, and other special invitees. In the local governments, the technical committees submit their plans and budgets to council for approval.

Apart from DVV International, the participation of stakeholders including non-state actors in the planning process was limited at national, district and sub-county levels.

4.3.2   Existence of appropriate and sufficient budget and resource allocation

Ministry of Finance, Planning and Economic Development supports programme implementation action plans. In the budgeting process, ICOLEW is still funded as FAL. At national level, MGLSD gets about 0.5 % of the national budget for its various programmes including ICOLEW. It stays with 30% and sends 70% to districts. Once it reaches the district, 30% remains at the district and 70% goes to the sub-counties. Districts and sub-counties also contribute to ICOLEW funding but the amounts are low because their locally generated

revenue is very low. Generally, ICOLEW funding is low.

It is worth noting that the percentage of district budget allocated for ICOLEW activities was rather hard because the budget for ICOLEW is not stand alone. The budgets for ICOLEW activities funded by other departments are not easy to trace because tey are budgeted for under different budget lines.

In Namayingo district, the percentage of Sector Development Grant (SDG) allocation to the district, the indicative planning figure (IPF) of 56, 483,101/=, the Department of Community Services allocated 7,369,474/= (13%) to ICOLEW programme. Iganga has the lowest) percentage of SDG allocated for ICOLEW at 1.6% and Nwoya, the highest at 14.8%. This falls short of the 15% requirement provided for by the Ministry of Gender Labour and Social Development as per their guideline to the districts.

At national level, the resources that staff involved in ICOLEW have to carry out their tasks are salaries, vehicles, computers, tablets, transport allowances and refreshments among others.

In the districts, the staff of community development department who are directly implementing ICOLEW programmes are supported with motorcycles, computers, printers, tablets, internet facilities, filling cabinets and finances. There were also several in-kind contributions from various programmes such as OWC, DDEG and other departmental contributions which were not directly captured under the programme and yet they consistently supported ICOLEW implementation.

Government resources for ICOLEW programme are very inadequate and the programme currently depends heavily on DVV funding. Figures obtained from DVV International reveal that its support to the ICOLEW programme since 2015 up to June 2021 totaled to 5,673,314,248.00 Uganda shillings spent as shown in the activities as indicated in the following table;

	Total
	Uganda Shillings
Training of staff in the Ministry, districts and sub-counties	1,655,937,484.00
Programme planning, monitoring and evaluation	1,990,424,937.00
Material development and production	435,031,878.00
Personnel costs (such as facilitators' allowances)	219,842,330.00
Equipment, furniture and stationery	1,372,077,619.00
	5,673,314,248.00

Source: DVV International Uganda Country Office

The same source indicated that expenditures at macro level constituted 13%, meso level was 33% and micro level was 54%. The low investment at national level may reflect the low performance indicators of the elements and building blocks at that level.

To improve government funding, MGLSD is working on SUICOLEW and once Ministry of Finance and Economic Development starts funding it, the financial status will greatly improve. At national level, department heads work with the Planning Officer of the ministry in the budgeting process.

In the districts, DCDO and DIC in the CBSD are responsible for planning meetings, budgeting sometimes with the sector heads of Agriculture, Natural resources, Planning, Commercial and Education.

At national level, the ICOLEW items included in the budget include the development, printing and dissemination of ICOLEW guidelines, facilitation of International Literacy Day celebrations, travel costs and capacity building among others. All these are budgeted for under off budget support. The ICOLEW priorities are currently captured in the budget as FAL. This will change once ICOLEW is rolled out.

In the districts, the items included in the budget are monitoring and support supervision of the learning process, implementation workshops and monthly planning and periodic evaluation meetings. At sub counties, budgets included CLC, demonstration sites, supply of oxen's and ox ploughs, farmer demonstration sites, facilitation of CLC coordinator, latrine construction at the CLC maintenance of the CLC and hire of a security person.

DVV International is the main non-state actor providing technical, material and financial support at national, district and sub-county levels. It supports capacity building, provides equipment and in facilitating trainings. Others like UNESCO have supported in capacity building. In Namayingo, no non-state actor was providing support to ICOLEW.

For the sub-counties, it provided training and capacity building for sub county supervisors (initial and refresher training), materials development, motorcycles, desk top computers, printers and internet routers, tablets, filling cabinets, desks and chairs for the CLC coordinator, water tank, plastic chairs, computer tables, solar power installation, television and renovation of CLC in Nabitende sub county, Iganga. In the same district, Hunger Project provided a learning centre to ICOLEW classes while agricultural inputs were provided by EADEN and ONE ACRE funds.

In some districts, communities have made some reasonable contributions including provision of learning sites, labour for demonstration farms, material for the construction of the CLC, donated community land for the construction of CLC, build own learning centres, bought uniform for the CLC facilitators. However, contributions have not been quantified to ensure the cost of service delivery is adequately captured to inform the project scale up.

4.3.3   Monitoring and evaluation (M&E) system that collects and analyses data and information regularly

There is an M&E system at national level (MGLSD) that covers all levels of implementation and reporting guided by the M&E framework. There are checklists for monitoring the various activities in the field.

The indicators the M&E systems covers include the number of adult learners enrolled by gender, age, disability and location and those who complete the learning cycle; learners

trained and engaged in green livelihood enterprises by gender; learners saving and borrowing by gender; facilitators recruited, trained equipped and remunerated by gender; materials developed or acquired by type and in use; CLCs established, equipped and functional by location; and CEGs benefitting from other development programmes.

The districts ICOLEW tool captures the number of trainings conducted in business skills and livelihood skills and the number of people who were trained but, fails to proceed to find out how many businesses have been opened by the learners which is a reflection of a higher level programme goal.

At all levels, the indicators monitored include learner's assessment, leaners enrolment, learning units covered, session plans, VSLA pass-books and members' savings. The indicators monitored at Sub-county level: include attendance, coverage of learning units, VSLA records, lesson plan, trainings delivered, attendance lists, on numeracy and literacy especially ensuring each learner writes their own names, thus being able to assess if they are learning.

Planning department is responsible for data collection in MGLSD and therefore, for the ICOLEW programme. In the districts, it is DICs while in the sub-counties it is the CDO is responsible for data collection.

ICOLEW has standard checklists and reporting formats for implementers at different levels. The gadgets used to collect data include tablets and phones.

The data is collected annually, bi-annually, quarterly and when technical officers at MGLSD and local governments are monitoring sub-counties, CLCs and CEGs. Some sub-counties like Anaka collect data on a monthly basis.

At all levels, data is analysed manually because the digital MIS is not yet in use.
Data is utilized for making reports, planning, budgeting, follow ups, decision making, supporting the learning groups, advocacy and lobbying for funds. It is also used for taking corrective actions where things are not going on well.

The information generated by the M&E is disseminated in meetings, through reports and mass media. Once in a while, MGLSD publishes statistical abstracts.

Non- state actors do not use the state M&E systems and each non-state actor has its own M&E framework. They report to the NGO monitoring committee at the district but their data is usually not reflected in the national and district M&E system.

It was noted that the checklists used in data collection often focus on activities and outputs but not at the high level of programme goals and impacts as reflected in the theory of change. This creates a barrier to understanding the desired change after ICOLEW implementation. Without the above alignment, it is difficult to satisfactorily specify the contributions of ICOLEW programme and yet this is a critical pre-requisite of understanding the change and impact created by the ICOLEW.

The districts are faced with tight budgets for M&E and lacks resources to perform adequate monitoring, data collection and analysis. This limits the political leadership's monitoring activities more and ultimately their interface with the beneficiaries and this is likely to compromise political oversight and the quality of the programme.

Although monitoring takes place, reports from did not show the contributions of different departments to the ICOLEW and there was no evidence of M&E feedback meetings.

4.3.4 Management information system (MIS) that stores and allows access to information to track programme progress

There is a national ICOLEW MIS in place but data is collected and managed manually through record keeping, filing on computers, photo albums and writing of monthly reports. The digital MIS system is still work in progress and therefore it is not linked to the M&E.

The kind of ICOLEW information the MIS manages include work plans, budgets, activities and indicators. Currently, a checklist is used along-side the MIS framework. The ICOLEW results framework that captures information at the national and district level is in place. The responsibility for MIS at national level is with the statistics unit, but at the programme level, the HOD/Commissioner Community Development and Literacy is in charge of programme information and documentation. While Nwoya mentioned that the DCDO is responsible for MIS, Iganga mentioned DIC and Mpigi indicated district planner thus revealing lack of uniformity regarding who is in charge.

The link between MIS and M&E systems at all levels is that M&E provides a framework for reporting by providing programme indicators which are reported on periodically. The framework and guidelines of ICOLEW and checklist of indicators are followed during monitoring of activities on ground.

MGLSD and districts get data from non-state actors through reports or when they attend meetings. However, these reports are general and do not necessarily include ICOLEW data. ICOLEW stakeholders manually extract the data from non-state actors from the reports submitted since digital MIS is still under development. However, data from DVV International is more readily available since it collaborates with MGLSD. In the districts and sub-counties, information on non-state actors including their articles of association, records of review meetings, minutes and activity reports are kept in folders and on computer and can be retrieved.

The challenges faced in managing information are that the data is scattered in files, the MIS is unconnected, there are delays in reporting, difficulty in analysing qualitative data, information retrieval, management and sharing is very cumbersome. Some staff involved in data collection do not have the capacities to effectively use the digital IMS. Lastly, some facilitators do not go with checklists during monitoring and fill the checklists later and this definitely compromises quality and misrepresents information. This means that information is not reliably managed and some reports may not be comprehensive enough. This negatively affects decision making and planning.

4.3.5 Coordination processes for internal and external communication and cooperation within and between institutions

The institutional mechanisms for coordination are the government structures at national level which are cascaded to the district and sub-county local governments. The structure involving the department of Community Development and Literacy in MGLSD and the department of Community Development in the districts and sub-counties up to village level is the mechanism for coordination. At MGLSD, the internal institutional coordination mechanism for the delivery of ICOLEW is the Inter Ministerial Steering Committee as mentioned earlier in 4.2.1. The same committee is responsible for coordination of ICOLEW interventions with other institutions.

The cross sectoral coordination structure brings on board all sector heads thus making it easy to handle challenges from different sectors collectively and building synergies. The involvement of different institutions ensures meaningful participation and collective ownership. The other benefits are information sharing, guidance on different aspects of the programme and technical support to implementers.

The benefits accrued from the coordinating structures include resource mobilization, resource saving such as time and money, sharing and maximisation of technical expertise and reduction in duplication. Coordination with other non-state actors is done through meetings. It enables sharing of experiences, knowledge and expertise, cross learning from one another and facilitates joint training which improves coordination. It also allows for team work through joint planning, shared budgets, joint monitoring, sharing of resources and delivery of activities together which reduces the cost of implementation. Coordination with sectoral departments embraces holistic support to the learners and communities. But it was noted that in Mpigi this coordination was minimal.

At the District level, there is a functional District Technical Planning Committee, Council Committees, District Executive Committee and the District Council. The major roles of the district structures are to provide technical backstopping to the sub counties and political oversight in the implementation of ICOLEW. The Department of Community Development is the secretariat for the programme and coordinates with all other departments to make sure ICOLEW services are provided in all the sub counties. This coordination has ensured cross sectional linkages and expanded resource provision and utilization for the programme. This structure is replicated at the sub-county level.

The challenge at national level is failure to get all the ministries on board. Out of nine ministries, the committee lacks representatives from OPM and OP – Manifesto Desk. Another challenge is that departments are used to work independently. Also, lack of clarity of roles between the CLC coordinator and parish chiefs has led to capacity building of parish chiefs when it is LCL coordinators in charge of CLCs. Lack of clear lineage of reporting channels are bringing role conflict among some parish chiefs and CLC coordinators as exemplified in Namayingo district.

MGLSD sometimes issues contradicting guidelines. For example, CEGs were informed that they would be given matching grant but this was changed to development grant. This kind of contradiction breeds confusion among the learners and in the end affects smooth implementation.

The coordination structures faced financial constraints which forced staff to conduct individual monitoring as opposed team monitoring which is more effective. At sub-county level, there is no exclusive platform at the sub county that engages non-state actors.

In some situations for example in Mpigi, DTPC meetings have very many issues and ICOLEW does not appear on the agenda but appears as briefs from departments and they are often rarely presented. The DIC is not a departmental head while most members in DTPC are department heads who often speak with authority and have agency for department representation.

Another challenge relates to the technical and political leadership at the CLC. The political leadership seemed to source for service providers at the CLC, underrating the CLC management committees.

4.4 Technical processes

4.4.1 Localized curricular that take into account the needs and interests of learners

There is a national core curriculum for ICOLEW developed by MGLSD. The National core curriculum provides the general framework for learning at all levels. Contextualization to accommodate the unique learning needs and context is at district level and cascading up to sub-county level.

MGLSD involves all its departments in consultations, production, validations and dissemination workshops in the core curriculum development processes. However, some districts like Namayingo claim not to have been adequately involved in curriculum development

MGLSD and DVV International lead the development of the core curriculum. They are also responsible for training and capacity building in curriculum development for the districts. The technical staff in the DLGs provide guidance to sub-county technical staff when they are localizing the curriculum. The sub-counties are the primary implementers of the curriculum through localisation. However, both sub counties in Mpigi had no knowledge of the national curriculum framework. Sub-counties have adapted and contextualized learning units and learning materials to respond to emerging issues and the needs in their communities.

The core curriculum addresses the needs of the learners because it was developed after learning needs assessments that involved consultative workshops with potential learners. The curriculum development process was highly interactive, bottom-up and involved different stakeholders. The core curriculum guides the development of the contextualized curricula by the districts as well as the learning materials developed by facilitators for use by the CEGs and CLCs. However, the national core curriculum framework is outdated.

In terms of giving direction and operationalization of the ALE curriculum, MGLSD and the DLGs provide guidance during their visits for monitoring and support supervisions whereby different technical staff take lead in the areas of their expertise. MGLSD trains implementers at district level on their roles and responsibilities in ICOLEW implementation. They also monitor together with district officials.

The first gap is that the curriculum framework is less comprehensive and covers adult literacy and not the broad spectrum of ALE. Secondly, it does not address recent challenges such as the COVID 19 pandemic and recent developments in technology. Thirdly, since the core curriculum is not comprehensive and prescriptive, it denies the country a standardized approach in the delivery of services to adult learners.

4.4.2   Clear ALE programme design & methodology to meet the needs of the leaners

The ICOLEW Programme design includes components like literacy and numeracy skills acquisition and enhancement, VSLA promotion, livelihood and business skills development support, CLCs, institutional capacity strengthening and support, and community development. The duration of ICOLEW learning cycle is two years.

The delivery of ICOLEW is through government structures (MGLSD and local governments) and establishment of CLCs, CEGs and VSLAs and in accordance with ICOLEW implementation guidelines. These guidelines explain in detail shared responsibility between different stakeholders and actors.

The facilitation methodologies used in the training of ICOLEW trainers, supervisors and facilitators are andragogical and employ participatory methods and simulation exercises and are comprehensive enough to help achieve ICOLEW objectives. Some of these methodologies include FGDs, question and answer technique, discussion and demonstration methods (including demonstration gardens) peer to peer learning approaches, mentorship, support supervision, interchanging facilitators and exchange visits. These facilitation methodologies are elaborated in the ICOLEW implementation guidelines step by step. In addition, ALESBA booklets developed with support from DVV International are a great resource in explaining the processes and the strategies for ALE. The implementation manuals covering the facilitation methodologies are comprehensive and can help achieve the objectives of ICOLEW. They include guidelines to facilitate livelihood and skills development in GLOServe / ICOLEW implementation guidelines.

The interests and needs of the learners are identified through participatory situational analysis, baseline studies and needs assessment and used as a basis to design the learning units for the learners. Bottom-up approaches are used in designing learning content relevant to a particular context.

There are numerous opportunities for the implementation of ALE in the districts which include established partnerships with non-state actors and government agencies in all districts. For example in Nwoya, UWA and NGOs like DVV International and SAVE the children were partners.

Although ICOLEW design and implementation is good, it is still narrow and covers limited aspects of ALE. The other challenge is limited funding at national and other levels. The limited local revenues of the districts cannot support and sustain ICOLEW. ICOLEW still lacks proper qualification framework to guide learners in their transitional pathway.

Some development partners in the districts were implementing in their own ways thereby fragmenting efforts and limiting coordination and collaboration. In some cases (for example in Mpigi) it is unclear when the livelihood component should be introduced to learners. Some

CLCs were not moving in the right direction due to management and leadership dynamics and disharmony between the LC system and the leadership of the CLC. Also, the parish chief's role was not clearly stipulated and often conflicts with that of CLC coordinator.

4.4.3   Capacity development at all implementation levels

The training and capacity development for ICOLEW occurs at all levels and includes initial, on job and refresher training of master trainers at national level, TOT for managers and supervisors at district and sub county level, training of facilitators and training of CLC coordinators. Training and mentorship is through workshops and seminars facilitated by experts drawn from DVV International, MGLSD and once in a while use of consultants. There is also peer learning and formal training conducted in universities or by UNESCO. District capacity building is mainly done by the national level team of trainers drawn from DVV International and MGLSD. Sub-county, CEG, and CLC level training is conducted by the district training teams. Several trainings are customized to suit different categories of stakeholders at different levels.

The objective of the trainings is to empower implementers with knowledge and skills to effectively implement ICOLEW and improve staff capacity depending on emerging challenges. For national level, the objective is to have a cadre of highly qualified personnel to oversee the design, implementation and evaluation of ICOLEW. The content covered in the trainings include ICOLEW theory of change, implementation strategy, monitoring and evaluation, teaching and learning methodologies including PRA and REFLECT, learner assessment, materials development and MIS. They are also trained on system thinking specifically the ALESBA approach.

At district level, the objective is to develop the capacity of districts to effectively support the implementation of the programme in their areas. The content covered in the trainings include ICOLEW guidelines, monitoring, MIS and support supervision.

At sub-county level the objective is to enhance the skills and capacity of technical staff to effectively manage the programme. The trainings cover community mobilization, management, facilitation skills, livelihood and business skills training, VSLA and general training on ICOLEW implementation, challenges faced by facilitators and how to address them. For facilitators, training covers the concept of ICOLEW and how they can do training and assessment of learners' needs. The facilitators are also taken through the process of conducting situational analysis, data collection, assessment of learners and how to manage the demonstration gardens at the CLCs.

There is a variety of capacity building opportunities which exist beyond the training workshops. They include exchange visits, peer reviews within and outside the country, tooling, retooling, equipping and support to attend international events, online programmes on adult learning by UNESCO Institute of Lifelong Learning and formal training in universities.

The capacity building interventions have greatly impacted on the programme quality especially in the areas of report writing, monitoring, supervision and accountability at all levels. The facilitators are better able to effectively conduct learning. These trainings have promoted shared learning and responsibility, given the participatory methodologies used. Opportunities for professionalisation exist at diploma, graduate and post graduate levels in

universities. However, there is no formal collaboration between MGLSD and universities in capacity building.

There is limited funding for capacity development and the changing priorities by universities may affect ALE courses. In addition, capacity building grant for the staff to support them improve on their skills is inadequate. In Nwoya, some staff have become comfortable and have no aspirations for personal development and career growth. At sub county level, opportunities for capacity building were limited.

4.4.4 Development of all types of materials needed to implement an ALE programme

The kinds of materials developed for implementation of ICOLEW at national level include national core curriculum framework, ICOLEW Programme concept document, guidelines for implementation, training manuals and M&E framework. At district level, learning units are developed by subject matter specialists basing on the situation analysis reports that reflect the needs of the learners. In addition, supplementary materials are developed in consultation with different departments. Examples include materials on sanitation and immunization and guides for facilitators, units on different market enterprises, low maize yields, and domestic violence, COVID 19, and afforestation (developed by Mpigi district) and flyers, locally improvised counting sticks, posters and books that are used as learning and teaching aids (developed by Nwoya).

The non-state actors are involved in the consultative meetings on materials development as well as sharing their documentation on content for different subject matter. DVV has helped a lot with ICOLEW materials development because of its technical expertise. At local government level, there is limited participation of non-state actors in materials development. To ensure relevance to learners' needs, ICOLEW materials are developed using the priorities identified in the situation analysis and needs assessment studies that are conducted in the localities of the adult learners. The experts from different sectors are responsible for ensuring that the key learning points on different priority issues are included in the learning materials. This explains why learning materials in a district are different from those of another.

To address cross-sectoral interests, needs and participatory methods, the learning materials have combined various issues such as safe water, human activities, agriculture, health, education, state and non-state actors and these are addressed in addition to literacy, numeracy and economic empowerment.

The supplementary materials available for ICOLEW especially for CEGs include those on environment education, health education, production as well as police forms, bank forms, Bible, and newspapers in local and English language among others. COVID19 charts, immunization charts and agriculture charts (pests and disease control charts) were in use in Iganga while Mpigi had materials on reproductive health targeting mainly the youths.

No digital materials have been developed yet in the country although they are needed. Digital materials can enhance learning in general and can facilitate learning at a distance, a necessity created by COVID 19 which limits face to face interaction. The use of digital materials is challenging because of inadequacies in ICT infrastructure that makes networks inaccessible and unreliable and unaffordable. There is also lack of technical skills by personnel to educate learners on its use.

However, materials are not enough because material development is very expensive. There are few localized materials in use. In addition, some topics in the learning modules lack printed materials completely. Most of the materials are printed in small print yet many of the adult learners have challenges reading small prints due to advanced age. The other challenge is that translation into local languages, proof reading and editing of the materials take a long time since the available technical staff are overloaded with work because they have other responsibilities beyond ICOLEW.

4.4.5 Learner assessments that are conducted regularly to track the progress of learners and to feed into the M&E system

Learner assessment uses the UNESCO LAMP Scale as per MGLSD guidance. The ICOLEW implementing guidelines have a section for learner assessment detailing the types of assessment, the components assessed, who assesses, the methods and tools of assessment, reporting mechanisms and processes and the challenges faced while doing assessment.

The types of learner assessments include learning needs assessment, baseline assessment, continuous assessment, quarterly and summative assessment. The assessments focus on the literacy and numeracy skills, business skills and livelihood skills training. The assessments evaluate numeracy and literacy acquisition in class, what they are doing in their gardens, their pass books and how the money borrowed from VSLA is used. Learner assessment is done at the beginning of the learning cycle, after every session, at the end of every topic and unit, at the end of the quarter and at the end of the learning cycle.

Learner assessment is largely conducted mainly by facilitators, CLC coordinators, Parish Chiefs and others including CDOs and extension staff in departments of health, education, commerce, agriculture and veterinary. But the DCDO and DIC guide management of learner assessments.

The methods of assessment of literacy skills (reading, writing and numeracy, livelihood skills training and business skills training) is done through reviewing reading and writing tasks, exercises and competitions, mental work, homework, proficiency tests, observation of scripts, demonstrations, practices replicated at household level and checking performance on filling checklists, ledgers and word puzzles. Some assessments are done on individual basis while others are done in groups to enhance peer learning and build solidarity among CEG and VSLA members.

The facilitators maintain a hard copy record of each learner indicating the level (baseline) in all the programme components. They update this information continuously and periodically using the LAMPSCALE and other checklists provided by the sector experts. The facilitators also compile quarterly reports on learner assessment and submit them to the CDO who compiles the assessment reports of all learners in the sub county and submits to the District ICOLEW Coordinator (DIC).The DIC compiles assessment reports for the district and submits to the DCDO who prepares the submission by the CAO to the Permanent Secretary, MGLSD through appropriate channels.

Assessment information stored in hard copy documents in files is aligned to the M&E indicators manually using those hard copy documents. The assessment information is not

linked to the digital MIS because it is not formally in use. The hard and soft copies will be uploaded on the digital MIS system once it is operational.

Baseline studies and surveys are conducted and compared with learner graduation assessment data but in Nwoya and Mpigi they have not been compared yet because graduation was disrupted by the COVID 19 pandemic.

The challenges encountered in assessment of learners include the inability of the facilitators to conduct assessments as prescribed in the guidelines. For example, in Namayingo district, more attention was given to assessment of numeracy and literacy than other programme components. Other challenges were poor documentation and record keeping by officers at different levels and difficulty in retrieving and using the assessment reports to inform planning and decision making since the reporting is manual. The sub-county CDOs complained of limited facilitation to conduct comprehensive learners' assessment and absenteeism during assessment due to learners' fear to fail. Assessment also brought gender related conflicts in some homes where men had wives in the group and one performs better than another as in Nwoya.

The guidelines are silent about progression and advancement from one learning unit to another is often done haphazardly as reported in Mpigi which compromises the quality of the assessment process. Also, challenges in getting grant money affects implementation of activities including assessment. Some facilitators (for example in Kituutu subcounty in Mpigi) had limited knowledge to conduct quarterly assessment.

To ensure quality, learners' assessment is one of the areas monitored by MGLSD on a quarterly basis on their monitoring and support supervision exercises. It is one of the items reported on periodically in the quarterly and annual reports by the districts. At the end of the learning cycle the ministry leads the process of conducting summative assessment. Once poor performance is observed, its cause is addressed. ICOLEW has quality assurance advisors who monitor compliance with all guidelines, including assessments. ICOLEW is evaluated periodically and findings are used to make arrangements to keep the programme on track.

5. Analysis of findings

The analysis of the findings is guided by the ALESBA approach which is based on system thinking. All the four elements and the building blocks in each element have to be working well if the ICOLEW programme is to be successful. Analysis of the status of each of building blocks in a particular element and how it influences the other building blocks in the same element and other building blocks in other elements is expected to help identify the blockages in each building block and element. The planning for the next phase of ICOLEW can be positively influenced once the identified blockages are dealt with.

5.1   Enabling environment

In regard to the enabling environment, the findings revealed that the country had a policy with a narrow focus and no strategy. This narrow policy focus meant ICOLEW also had a narrow focus and was guided by implementation guidelines which are not directed by any strategy since it didn't exist. ICOLEW links well with the mandate of the MGLSD and the objectives of NDP III that are related to mindset change. The implementation of ICOLEW is through existing government structures and systems. For example the Inter-ministerial steering committee is responsible for coordination although it had incomplete members which to some extent weakened the leadership at that level. Incomplete membership of the committee also reduces the number of partners involved ICOLEW which are part of the institutional arrangements. It is likely that it could also be affecting resource mobilisation efforts which form part of the management processes. Another challenge is that adult literacy has a low profile as it is a small division in the Department of Community Development and Literacy.

Fortunately, the existence of implementation guidelines that are detailed enough results into successful implementation of ICOLEW. However, the guidelines do not clearly distinguish between the roles of some stakeholders nor do they explain adequately how resources generated by the CLC are to be used. They do not also explain when the learning of the livelihood skills should commence. This is most likely interfering with management of resources and facilitation of learning processes at the CLCs.

There is no qualification framework for ALE and this is undermining progression in learning processes and transfer to formal education institutions. In regard to assessment, the UNESCO Lamp scale is in use but the descriptors of the levels from 1 to 5 are not clearly specified thus making synchronised assessment among the different districts or even learning centres problematic. Since there is no laws on ALE, participation and wrong doing may not be easy to deal with as there are no stipulated measures for non-compliance. The fact that some districts had formulated some byelaws is proof that ICOLEW is appreciated and streamlining provision is important. This practice also shows some hope that the districts are embracing the programme and this enhances its sustainability. It is also proof that the political leadership appreciates the programme and this is likely to make budgeting and fundraising for ICOLEW easier.

5.2   Institutional arrangements

The government structure comprising MGLSD and district and sub-county local governments are responsible for implementation of ICOLEW. The departments of community development are specifically in charge. In addition, the different technical committees at the different levels provide guidance to the staff of the community development department and also play oversight roles. These structures are benefitting from the professionalisation opportunities in ALE that exist and universities and other higher institutions of learning. Unfortunately, the non-state actors are not very visible in these structures.

These structures are sufficient to provide technical and political leadership and support although some of the technical structures do not have adequate staffing as some positions are vacant and this results into some officials being overwhelmed with workloads. The other challenge is that the structure at the sub-county level does not have establishment of some officers at district level and this meant district based officers are providing support to sub-counties. While this may be giving results now, it may be difficult for the district based officers to reach to all the sub-counties once ICOLEW is rolled out to all sub-counties.

The political and technical leadership have embraced ICOLEW as reflected in the financial contributions and other support that are made to ICOLEW especially at district and sub-county levels. However, the extent of the support provided by the districts and sub-counties is not systematically documented. In addition, most of the leaders lost the recent elections and the new leaders are largely not knowledgeable about ICOLEW.

There are accountability mechanisms in place and these are the government offices institutionalised and mandated to enforce accountability. In addition DVV International and MGLSD have accountability mechanisms in their cooperation agreements. Such strong accountability mechanisms can build confidence among development partners and make fundraising efforts easier. In addition, timely accountability enhances partnerships, another building block in this element and planning processes which is a critical building block in the element of management processes. Unfortunately, these mechanisms were manual and therefore slow.

ICOLEW has built partnerships and DVV International is the main partner. There are structures for building and sustaining partnerships at national and district levels although they are not very active. Their inactivity may mean that the support ICOLEW activities such as policy formulation, planning and networking may not be as effective as they should be. There is no structure for this purpose at sub-county level.

5.3   Management process

There is evidence that regular participatory planning takes place and this follows the government's annual planning cycle. The planning is bottom up and technical teams at MGLSD, district and sub-county government prepare the plans and budgets and submit them to the political leadership, ie parliament, district council and sub-county council respectively. It is important to note that the participation in the planning process by other stakeholders other than DVV International is very limited. The capacity of those involved in these processes is good and there are no complaints in this regard. Effective planning is likely to improve not only management processes but may also help strengthen technical processes, institutional arrangements and improve the enabling environment.

As for budgets, sources of funds for ICOLEW are from the central government but they are largely inadequate. According to the Commissioner Community Development and Literacy, MGLSD receives about 0.5% of the national budget and disburses 70% of this to the districts. The districts also disburse 70% to the sub-counties and retain 30%. The districts and sub-counties do allocate locally generated resources to ICOLEW and this has in a way boosted ICOLEW especially at the CLC level. They also provide land for construction of CLCs, inputs such as a tractor and bicycles for facilitators among others. DVV International is the main development partner providing substantial resources in form of financial, technical and material support to ICOLEW at all levels. Some of the funds are invested in capacity building and this has a multiplier effect and contributes to improving the sustainability potential of the programme.

The mechanisms for M&E are in place but largely manual and therefore slow. The checklists for monitoring are available and are based on the indicators of the programme outputs and outcomes. These checklists do not capture the high level programme goals. The other challenge is that in some instances, facilitators go on monitoring visits without the checklists and fill these checklists later. This is likely to compromise the quality of the data which in turn may affect the planning processes and the overall quality of the programme. Another issue is that the M&E is largely not collecting data on the contributions of other departments and those of non-state actors' interventions. This may not only delay processes of generating data but also create a wrong picture of non-integration when actually there is integration. There is also no evidence that feedback is being provided to the affected staff after the monitoring visits.

The MIS is still manual and provides scanty data whose storage is very cumbersome. Fortunately, a digital online and offline system is about to be launched for use. This system with immense capabilities to enhance data collection, management and use by different stakeholders was developed with support from DVV International. However, staff need to have their capacity built in order to effectively use this system. It is hoped that this digital MIS is likely to improve monitoring and support supervision, planning, reporting and accountability thus ultimately improving ICOLEW programme quality. It is important that this MIS is accessible to non-state actors and academic institutions for use for conceptualising appropriate interventions to improve various aspects of the programme.

In regard to coordination, the government structures are still the very structures used for coordination. Inter-sectoral arrangements for coordination help improve coordination and planning, monitoring and advocacy efforts. The synergies built through integration of various sectors and stakeholders in ICOLEW contribute to the strengthening of the building blocks and elements of the programme. It facilitates the sharing of expertise and peer learning which are cornerstones in the ALESBA approach. Sadly, some committees lack membership from some MDAs and this negatively affects coordination. In addition, there is a reported instance where MGLSD gave contradictory guidelines that affected some activities.

There is also reported case where there are conflicts between the political leadership and the committee managing a CLC. Such conflicts negatively affect the programme. Another challenge is that ICOLEW is not featuring prominently in DTPCs and district councils and DCDO need to ensure that they make interesting presentations on ICOLEW and engage

district speakers to enhance the visibility of the programme on district council business by having it appearing as a substantive agenda. This is likely to enhance advocacy and fundraising efforts.

5.4   Technical processes

Technical processes are critical in enhancing the quality of ICOLEW. There are some successes registered while there are also challenges noted. ICOLEW implementation especially learning processes are guided by a core curriculum that is contextualised at district level. The curriculum is developed in a participatory manner and addresses the learners' needs. It has appropriate content and is delivered through participatory methodologies. The implementation guidelines explain the learning processes in sufficient detail to guide implementers. However, it is less comprehensive and covers a small component (literacy) rather than the broader spectrum of ALE. It is outdated and also lacks content on recent developments such ICT and COVID 19. In addition, contextualisation is not done at district level and the facilitators at the CLCs and CEGs use the core curriculum and learning needs assessment results to structure learning content. Limited funds and lack of a qualifications framework are likely to compromise the quality of the programme.

The ICOLEW Programme is delivered government structures (MGLSD and local governments) and establishment of CLCs, CEGs and VSLAs. The components of the programme are literacy and numeracy skills acquisition and enhancement, VSLA promotion, livelihood and business skills development support, institutional capacity strengthening and support, and community development and these are well articulated in the ICOLEW programme implementation guidelines. Andragogical and participatory facilitation methodologies are used in the training of trainers, supervisors and facilitators are comprehensive enough to help achieve the ICOLEW programme objectives. These methodologies include FGDs, question and answer technique, discussion and demonstration methods (including demonstration gardens) peer to peer learning approaches, mentorship, support supervision, interchanging facilitators and exchange visits. These facilitation methodologies are elaborated in the ICOLEW implementation guidelines and ALESBA booklets. The duration of ICOLEW learning cycle is two years. The interests and needs of the learners are identified through participatory situational analysis, baseline studies and needs assessment and used as a basis to design the learning units for the learners. Bottom-up approaches are used in designing learning content relevant to a particular context.

Although ICOLEW design and implementation is good, it is still narrow and covers limited aspects of ALE. The other challenge is limited funding at national and other levels. The limited local revenues of the districts cannot support and sustain ICOLEW. As mentioned earlier, the ICOLEW programme still lacks a qualification framework to guide learners in their transitional pathway. In addition, it is unclear when the livelihood component should be introduced to learners as explained in Mpigi. Some CLCs were not moving in the right direction due to management and leadership dynamics and disharmony between the LC system and the leadership of the CLC. Also, the parish chief's role was not clearly stipulated and often conflicts with that of CLC coordinator.

ICOLEW has greatly improved the capacity of both technical personnel and political leaders and this is contributing to the smooth implementation of the programme. The capacity building has been through a deliberate effort of peer learning, technical support,

mentorship, specialized training organised by experts from DVV International and MGLSD, consultants and formal training in institutions of higher learning. It is good that some staff have benefitted from online learning provided by UNESCO, a sign that the programme is adjusting to new learning methodologies that are likely to be the new normal in this era of COVID 19. In addition, the country has higher institutions of learning that are providing courses relevant to the implementation of ICOLEW and such opportunities have also benefitted technical staff. However, there is limited funding and all staff may not benefit from the highly specialised training.

This building block greatly influences the other elements. For example, without technical capacity, ICOLEW cannot effectively formulate appropriate policies and strategies, develop appropriate implementation guidelines and a matching qualifications framework thus affecting the enabling environment. It cannot provide effective leadership and accountability and weak institutional mechanisms may not deliver quality ALE services. The same can be said about management and technical processes.

As for material development, ICOLEW has developed a core curriculum, implementation guidelines and teaching and learning materials. These are developed in a participatory manner and are relevant to the adult learners' learning needs. The core curriculum and implementation guidelines emphasise participatory methodologies, cross-sectoral interests, integration and learning assessment. This likely to enhance learning and help achieve programme goals. However, the materials are in short supply and do not include recent issues such as COVID 19 and ICT probably because of lack of technical expertise to develop ICT materials and inadequacies in ICT infrastructure in the country.

There are no digital materials yet although the need for them was identified some time back. These are important issues because the use of technology in teaching and learning is gaining increased traction as COVID 19 has greatly limited face to face learning. The requirement for social distancing which is so difficult in a learning environment means that more technology will be used in learning and digital materials may form part of the new normal. Although supplementary materials are used, there are challenges of translating materials written in English into local languages because the CDOs responsible have heavy workloads and translating and adapting materials requires a lot of time and concentration. An important fact to note is that it seems the districts do not contextualize the core curriculum. The facilitators use the core curriculum and results of the needs assessment to design learning content. This is likely to result into no standardisation of content and may affect programme quality.

In regard to assessment, the UNESCO Lamp scale is used. The types, methods and processes of assessment are well explained in the implementation guidelines. The information on assessment is stored manually and therefore difficult to retrieve and use. In addition, some facilitators are not able to properly conduct assessment and this affects not only learning progression but also the quality of the programme. There is also the challenge of limited resources for conducting assessment and reported absenteeism resulting from fear of failure by some adult learners. Some family conflicts resulting from differences in performances of spouses have been reported and there is need for counseling to address such challenges.

The absence of a qualification framework makes it difficult to certify and accredit the certificates awarded to ICOLEW graduates. This makes it difficult for them to transfer to the formal education system. This is another piece of evidence that weaknesses in any of the elements do affect other building blocks in other elements. This calls for a holistic approach to assessing the status of the programme, and hence the peer review assessment.

6. System scoring

ALESBA Scoring Template – Uganda

Uganda (Country): Date of Scoring:

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Enabling Environment Total Score:		**25**	**06**	**5**	**5**	**8**	**5**	**5.8**
A policy that addresses the ever-changing needs of learners in a participatory manner with a financing mechanism and well-defined roles of stakeholders.	There is no policy.	0						
	ALE is captured in other policies, e.g., general education.	1	1	1			1	
	There is a specific policy for ALE.	2			2			
	The policy has an integrated nature regarding different sectors/ALE components.	3				3		
	The policy has been formulated with the involvement of different stakeholders.	4						
	The policy as described above makes provision for the interests of learners and has a financing/ implementation mechanism.	5						
A Strategy that captures the definition and focus of ALE and contributes to policy implementation at all levels of implementation	There is no strategy.	0	0	0	0	0	0	
	There is an ALE Strategy.	1						
	The Strategy focuses on one aspect, e.g., adult literacy.	2						
	The Strategy incorporates multiple components of ALE, e.g., skills training, etc.	3						
	The Strategy is up to date, based on the scope & definition of ALE and is structured to ensure the roll-out of the ALE policy at all implementation levels.	4						
	The Strategy (described above) is adopted and adapted for implementation at all levels (localised).	5						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
The existence of clear ALE Programme Implementation Guidelines for all stakeholders/ role-players based on the definition & focus of the ALE programme.	There are no guidelines.	0						
	There are fragmented programme implementation guidelines in different documents.	1						
	A well-structured programme implementation guideline(s) exists, based on a well-defined ALE education methodology, with clear implementation steps, a reference to training manuals, etc.	2			2			
	The programme implementation guidelines as described above include the roles/ responsibilities of all stakeholders based on the scope & definition of the ALE programme.	3	3				3	
	The programme implementation guidelines (described above) are disseminated to all stakeholders at all levels of implementation.	4	4			4		
	The programme implementation guidelines (described above) are used by all stakeholders towards quality programme implementation.	5						
A qualifications framework that addresses minimum competencies, curriculum assessment, equivalence and transfer directives.	There is no qualifications amework.	0	0	0	0	0	0	
	There are other forms of transfer directives.	1						
	There are efforts towards establishing a qualifications framework.	2						
	There is a qualifications framework.	3						
	The qualifications framework incorporates adult learning and non-formal education.	4						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
A qualifications framework that addresses minimum competencies, curriculum assessment, equivalence and transfer directives.	The qualifications framework is functional/provides entry points for graduates of different ALE programmes.	5						
Existence of an enabling legal framework for the implementation of ALE programmes.	There is no legal framework.	0						
	There are laws related to education and other forms of non-formal education– but not ALE specifically.	1	1	1	1	1	1	
	There are efforts towards formulating laws for ALE.	2						
	There are laws/legal frameworks for ALE but they are not enforced.	3						
	There are laws/legal frameworks for ALE that is enforced.	4						
	A legal framework/ law for ALE exists, is enforced, and provides rights for adult learners with options to claim their rights.	5						
Institutional Arrangements Total Score:		**25**	**15**	**18**	**13**	**12**	**18**	**15.2**
Existence of effective ALE institutional implementation structure (considering the responsibilities of primary duty bearers for ALE).	There is no institutional implementation structure for ALE.	0						
	There is an informal implementation structure for ALE.	1						
	There is a formally acknowledged implementation structure for ALE.	2						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Existence of effective ALE institutional implementation structure (considering the responsibilities of primary duty bearers for ALE).	The ALE Implementation structure cuts across all tiers of governance with clear mandates and job descriptions at each level.	3	3		3	3		
	The ALE implementation structure incorporates other sectors responsible for different ALE components (e.g., skills training) at all tiers of governance.	4	4				4	
	The ALE implementation structure is formally acknowledged cuts across sectors and tiers of governance and make provision for the roles of different stakeholders with clear mandates, roles and responsibilities.	5						
Sufficient and qualified human resources available to implement the ALE programme at all levels of implementation.	There are no allocated human resources for ALE.	0						
	Human resources for ALE allocated on ad hoc basis or part-time basis.	1						
	Human resources are made available for ALE but not in sufficient numbers.	2	2		2	2	2	
	There are sufficient human resources allocated for ALE implementation.	3		3				
	Sufficient ALE human resources have the necessary ALE related qualifications and experience at all levels of implementation.	4						
	Sufficient ALE human resources have the necessary ALE & related qualifications and experience at all levels of implementation and the positions have been institutionalised by the responsible body.	5						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Leadership & management that gives direction, mandate and instruction related to the implementation of the ALE programme.	No leadership/management direction for ALE implementation.	0						
	Leadership/management in responsible ministry/sector aware of ALE programme strategies/plans/directives.	1						
	Leadership/management in responsible ministry/sector delegate tasks and responsibilities related to ALE to responsible personnel at different implementation levels.	2			2			
	Leadership/management inform related ALE sectors and stakeholders about responsibilities in ALE programme, strategies, plans.	3	3			3		
	Leadership/management translates ALE strategies and long-term plans into operational plans and tasks with time, responsibilities, and resource/budget allocation.	4		4			4	
	Leadership/management gives direction, tasks, mandate to responsible ALE personnel, sectors and stakeholders and follow-up on execution and objectives met.	5						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Accountability mechanisms and procedures related to the allocation of responsibilities and follow-up on tasks completed up to the expected result.	No accountability mechanisms and procedures exist.	0						
	Informal accountability mechanism exists.	1						
	Formal accountability mechanism exists.	2						
	Formal accountability mechanism exists with necessary formats and guidelines.	3			3	3		
	Formal accountability mechanism as described above is implemented and steps are taken for poor performance.	4	4	4			4	
	Formal accountability mechanism as described above is implemented and civil society actors can hold government accountable.	5						
Existence of effective partnership and networking structures between government and different non-state actors for the implementation of ALE and delivering services.	No partnership/networking structures with non-state actors exist.	0						
	Informal/ad hoc networking and partnership structures with non-state actors exist.	1				1		
	Formal networking and partnership structures with non-state actors exist.	2		2				
	Formal networking & partnership structures with non-state actors exist and meet regularly.	3	3			3		
	Formal networking & partnership structures with non-state actors exist, meet regularly and implement agreed-upon agendas/meet objectives.	4					4	
	Formal networking & partnership structures with non-state actors exist, is functional and their contributions are incorporated in national/regional/district plans and MIS.	5						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Management Processes Total Score:		**25**	**14**	**10**	**11**	**12**	**16**	**12.6**
Regular planning in a participatory manner to achieve objectives and milestones. This includes strategic planning, annual planning, etc.	No planning for ALE takes place.	0						
	Informal planning exercises for ALE take place periodically.	1						
	Regular planning, e.g., on annual basis for ALE takes places by primary duty bearers.	2		2	2			
	Regular planning on at least annual basis for ALE takes places by primary duty bearers with other relevant sectors and stakeholders.	3	3			3		
	Regular strategic (e.g., 5-year plans) and annual planning events for ALE take place involving all relevant stakeholders and sectors and levels of implementation.	4					4	
	Strategic plans for ALE are adopted and adapted at all levels of implementation through annual plans and monitored by all stakeholders.	5						
Existence of appropriate and sufficient budget and resource allocation.	No budget allocation for ALE by primary duty bearers.	0						
	Ad hoc budget allocation for ALE takes place by primary duty bearers.	1						
	Annual budget allocation for ALE takes place in responsible ministry/sector (primary duty bearer).	2	2	2	2	2	2	

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Existence of appropriate and sufficient budget and resource allocation.	Budget allocation for ALE takes place across sectors as per definition and scope of ALE in the country (involving all key primary duty bearers).	3						
	Sufficient budget and resource allocation for ALE take place covering all required budget elements at all levels of implementation, including budget required by non-state actors for complimentary/parallel service delivery.	4						
	Sufficient budget and resource allocation for ALE take place covering all required budget elements at all levels of implementation. It meets national commitments and percentages and/or international benchmarks for ALE.	5						
Monitoring and Evaluation (M&E) system that collects and analyse data and information on a regular basis.	No M&E system exists.	0						
	Informal M&E system exists at different levels of implementation.	1		1				
	Formal M&E system exists at all levels of implementation.	2			2	2		
	Formal M&E system that incorporates all sectors related to ALE exists at all levels of implementation.	3	3					
	Formal M&E system as described above exists and is functional (collects data on time, etc.)	4					4	
	Formal, integrated, functional M&E system exists that collects and analysis data for programme use/improvement and is connected to functioning MIS.	5						

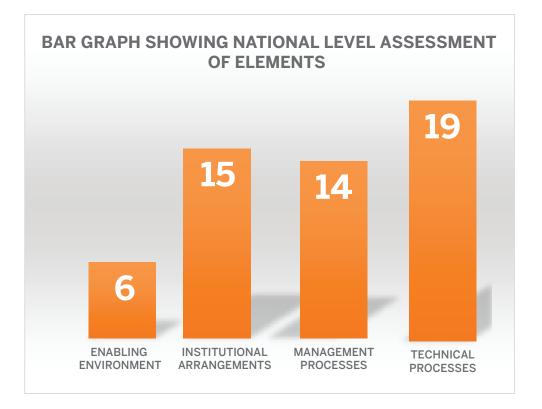| System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Management Information System (MIS) that stores and allows access to information to track programme progress.	No MIS exists.	0						
	Informal MIS exists in a responsible ministry/sector.	1						
	MIS exists with limited provision for ALE (e.g., primarily for general education).	2		2		2	2	
	MIS for ALE exists across all sectors/tiers of governance related to the scope of ALE programme.	3	3		3			
	MIS exists as described above and incorporates other ALE stakeholders' data/contributions to the sector.	4						
	MIS for ALE exists as described above with fully responsible unit/personnel.	5						
Coordination processes for internal and external communication and cooperation within and between institutions.	No coordination process for ALE takes place.	0						
	Informal coordination process takes place within a responsible duty bearer, e.g., ministry/sector.	1						
	Formal coordination process takes place within a responsible ministry/sector for ALE with scheduled meetings and events/processes.	2			2			
	Formal coordination process takes place within a responsible duty bearer as well as with other sectors as per the scope of ALE in the country (cross-sectoral coordination).	3	3	3		3		

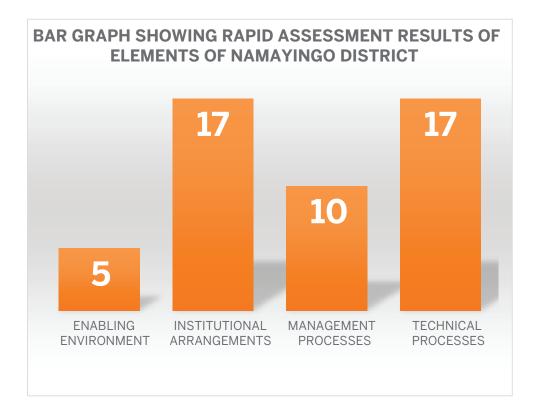| System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Coordination processes for internal and external communication and cooperation within and between institutions.	Formal coordination process as described above takes place across sectors and levels of governance with scheduled meetings, events and processes (e.g., joint planning, M&E).	4					4	
	Formal coordination process as described above takes place including non-state actors and the networking structures formed to engage them with regular meetings and outcomes.	5						
Technical Processes Total Score:		**25**	**19**	**17**	**16**	**16**	**18**	**17.2**
Localised curricula that take into consideration the needs and interests of learners.	No curricula for ALE exist.	0						
	Informal curricula for ALE exist.	1						
	National Curriculum Frameworks for ALE exist.	2						
	National Curriculum Frameworks for ALE exist with options to localise contents to suit the context of learners.	3		3	3	3	3	
	National and/or local/localised curricula exist as described above, involving different sectors and stakeholders' contributions as per the scope of ALE.	4	4					
	National and local/localised curricula exist, as described above, and are updated from time to time to take into consideration the needs and interests of learners.	5						

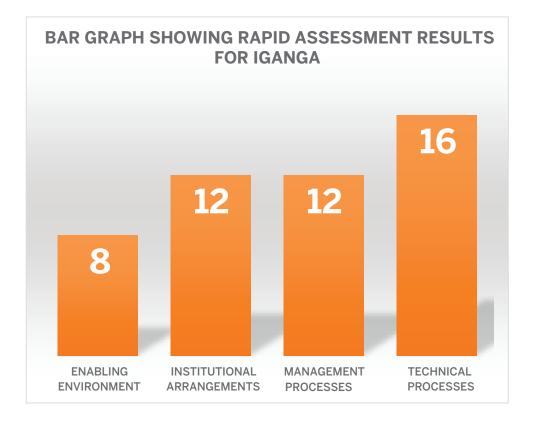| System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Clear ALE programme design & methodology to meet the needs of the learners. (Includes specified programme components and facilitation/ learning process/cycle)	Absence of ALE programme design and methodology.	0						
	General description of ALE programme design and methodology in various documents exists.	1						
	General description of ALE programme design and methodology exists in an official document.	2						
	Description of ALE programme design and methodology exists in an official document with a clear overview of all components, e.g., adult literacy, non-formal skills training, etc.	3						
	Description of ALE programme design and methodology exists with a clear overview of all components, and details on the facilitation methodology/learning process in learners' groups (e.g., FAL, Reflect, etc.)	4	4	4	4	4	4	
	Description of ALE programme design and methodology exists as described above and disseminated to all implementing stakeholders with necessary manuals to train and facilitate ALE classes.	5						

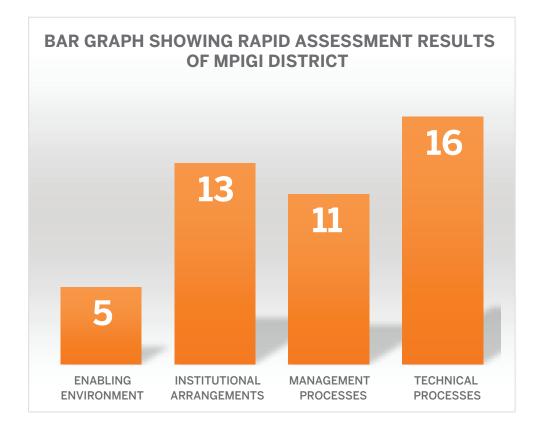| System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Capacity development at all implementation levels. (ToT, ToF, etc.)	No capacity development takes place.	0						
	Ad hoc capacity development takes place for different levels of implementation.	1						
	Scheduled capacity development takes place for all levels and sectors of implementation.	2						
	Capacity development as described above includes pre-service training, ToT, ToF & other forms of in-service training for ALE experts and system managers working at different levels of implementation.	3	3	3	3	3	3	
	Capacity development as described above takes place covering key ALE topics and higher education institutions offer ALE as a subject (andragogy).	4						
	A well-documented capacity building strategy for the ALE sector exists taking into consideration all of the above to professionalise the sector.	5						
Development of all types of materials needed to implement an ALE programme.	No material development and production take place.	0						
	Ad hoc material development for ALE takes place occasionally.	1						
	Material development for selected aspects of the ALE programme takes place.	2						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Development of all types of materials needed to implement an ALE programme.	Material development for all aspects of the ALE programme takes place, including ToT/ToF manuals, supplementary reading materials for learners, etc.	3			3	3		
	Material development for all aspects of ALE programme as described above takes place and involves expertise from different sectors and stakeholders as per the scope of ALE in the country.	4	4	4			4	
	Materials as described above are regularly updated, remain relevant and are disseminated to and used by all ALE stakeholders.	5						
Regular learner assessments that are conducted to track the progress of learners and to feed into the M&E system.	No learner assessments take place.	0						
	Occasional and informal learner assessments take place.	1						
	Regularly scheduled learner assessments take place.	2						

System Building Block	Indicator	Score	National Level	Namayingo	Mpigi	Iganga	Nwoya	National
Regular learner assessments that are conducted to track the progress of learners and to feed into the M&E system.	Regular learner assessments take place on adult literacy using LAMP and Numeracy scales or similar tools.	3		3	3	3		
	Regular learners' assessments take place for adult literacy (LAMP/Numeracy scales) as well as measuring outcomes of other aspects of ALE programme, e.g., life skills, business skills, etc.	4	4				4	
	Learner assessments as described above (in 4) are recorded in M&E and MIS system and analysed to measure programme outcomes and impact.	5						
Total ALE System Score:		**100**	**54**	**49**	**45**	**48**	**57**	**50.8**

BAR GRAPH SHOWING NATIONAL LEVEL ASSESSMENT OF ELEMENTS

ENABLING ENVIRONMENT	INSTITUTIONAL ARRANGEMENTS	MANAGEMENT PROCESSES	TECHNICAL PROCESSES
6	15	14	19

BAR GRAPH SHOWING RAPID ASSESSMENT RESULTS OF ELEMENTS OF NAMAYINGO DISTRICT

5	**17**	**10**	**17**
ENABLING ENVIRONMENT	INSTITUTIONAL ARRANGEMENTS	MANAGEMENT PROCESSES	TECHNICAL PROCESSES

BAR GRAPH SHOWING RAPID ASSESSMENT RESULTS FOR IGANGA

8	**12**	**12**	**16**
ENABLING ENVIRONMENT	INSTITUTIONAL ARRANGEMENTS	MANAGEMENT PROCESSES	TECHNICAL PROCESSES

BAR GRAPH SHOWING RAPID ASSESSMENT RESULTS OF MPIGI DISTRICT

5	13	11	16
ENABLING ENVIRONMENT	INSTITUTIONAL ARRANGEMENTS	MANAGEMENT PROCESSES	TECHNICAL PROCESSES

BAR GRAPH SHOWING RAPID ASSESSMENT RESULTS OF NWOYA DISTRICT

5	18	16	18
ENABLING ENVIRONMENT	INSTITUTIONAL ARRANGEMENTS	MANAGEMENT PROCESSES	TECHNICAL PROCESSES

The bar graphs show a comparison of the status of elements and buildings blocks at national level and districts. The general picture confirms the narrative that the enabling environment is rated poorly and this is likely to compromise the programme. The technical processes are rated highly because the programme design and approaches are appropriate. The capacity building efforts have gone a long way to support technical processes. It is likely that the detailed implementation guidelines have contributed to the good performance of the technical processes.

7. Recommendations

Based on the findings, the following recommendations are proposed;

7.1 Enabling environment

7.1.1 ALE policy
1. Instead of the existing narrow adult literacy policy, MGLSD should spearhead the process of developing a comprehensive policy to cover the broader ALE

7.1.2 ALE strategy
5. MGSD should develop a comprehensive strategy for ALE clarifying the roles of MGLSD, districts sub-counties and other stakeholders. It should include mechanisms of integration, networking and collaboration as well as financing. The strategy should pay specific attention to ICOLEW.

6. The dissemination of the policy and strategy should be done in such ways that enable all stakeholders including non-state actors to be covered and all should receive copies for easy reference.

7.1.3 Implementation guidelines
1. The roles of CLC coordinator and those of parish chiefs need to be clearly defined to eliminate possible conflict.

2. All stakeholders should be educated on how to use the ICOLEW implementation guidelines especially at the parish, CEG and CLC levels.

3. The implementation guideline should clearly explain how resources especially finances that are generated by CLCs should be utilized and constant follow up should be done to ensure the guidelines are followed.

7.1.4 Qualifications framework
1. A comprehensive NQF clearly distinguishing the levels should be developed for assessment, progression and certification of learners. It should also provide equivalences so that ALE learners and graduates can get into the formal education system if they so wish.

2. The Lamp scale used in ICOLEW should also be customised to the Ugandan situation and have its different levels specified and well-articulated to encourage uniformity in assessing learners.

7.1.5 Legal framework
1. MGLSD should start the process of drafting proposals for a specific law to guide provision in Uganda. Sufficient resources should be mobilized to facilitate all consultative processes, advocacy, popularisation and enforcement once the law is passed.

2. Local government should be supported to formulate bye-laws and ordinances that are favourable to ALE.

7.2   Institutional arrangements

7.2.1   ALE structures
1. MGLSD should make efforts to lobby for the division of Adult Literacy to be upgraded to a fully-fledged department with prospects of developing into a directorate for ALE.

7.2.2   Sufficient and qualified human resources
1. MGLSD and the districts should closely work with Ministry of Public Service to have all vacant positions in the structure responsible for implementation of ALE to be filled.

2. ICOLEW should build the capacity of sub-county staff in livelihoods and business skills training to boost the capacity of district personnel providing training at CLC levels. As the programme is rolled out to more sub-counties, district staff may be overwhelmed.

7.2.3   Leadership and management
1. The newly elected political leadership at all levels needs to be sensitised on ICOLEW to improve the receptability and political support for the programme.

2. The process of developing and commissioning a digital MIS needs to be speeded up to facilitate timely data collection, analysis and use of information to improve programme quality.

7.2.4   Accountability mechanisms and processes
1. Efforts should be made by MGLSD to ensure that CSOs and other non-state actors operating within their jurisdiction provide accountability for their presence and activities related to ICOLEW. This is likely to strengthen collaboration and networking between the two as well as reduce duplication of effort. Ultimately, this will contribute to optimum utilisation of resources and improvement in adult literacy service delivery.

2. Different stakeholders should be empowered to use the digital MIS that can generate facts and reports in a timely manner to reduce the delays experienced in providing accountabilities.

7.2.5   Effective partnerships and networking
1. Rather than the loose collaborative arrangement between the MGLSD and non-state actors, formal arrangements should be put in place to guide the partnership and networking between them.

2. There is need for documentation of the activities of non-state actors and development partners in ICOLEW so as to gauge their contribution.

3. The contributions made by the partners such as districts, sub-counties and local communities to ICOLEW should be well documented and used to guide planning, resource mobilisation and sustainability processes.

4. MGLSD should lobby for more development partners and support as the roll out to more districts and sub-counties requires a lot more technical, material and financial resources.

5. DVV International should build the capacity of APAEAU, the network of non-state actors so that it can have an effective and meaningful engagement with MGLSD.

7.3   Management processes

7.3.1   Regular planning

1. MGLSD needs to increase the number and widen the scope of stakeholders in the planning process beyond DVV International to broaden ownership and sustainability of ICOLEW as well as encourage broader scope of ALE.

7.2.2   Appropriate and sufficient budget

1. MGLSD should increase fundraising efforts for ICOLEW

2. District local government should adhere to the recommendation by MGLSD to have 15% of the SDG allocated to ICOLEW

3. Efforts to negotiate with Ministry of Finance, Planning and Economic Development to fund the SUICOLEW proposal should be stepped up so as to increase funding for ICOLEW.

4. The contributions of other departments to ICOLEW should be reflected in their budgets in such ways that make it easy to trace their contributions to the programme.

7.3.3   M&E system

1. There should be allocation of more resources for monitoring (including joint monitoring) of ICOLEW by technical and political leaders.

2. The process of operationalising the digital MIS system to capture M&E data in a timely, comprehensive and user-friendly manner should be speeded up to facilitate timely decision making.

3. The monitoring tools should capture the contributions other departments and non-state actors make towards ICOLEW.

4. Feedback should be made after monitoring so that information from monitoring is put to use to facilitate timely response to issues that may not be going on well.

7.3.4   MIS

1. MGLSD should speed up the process of operationalising the digital MIS system and make use of its linkage with the M&E to improve planning and other decision making processes.

2. The persons in charge of the MIS at the different levels need to be clearly specified and to improve uniformity, the ICOLEW coordinator should be the in-charge. The officer should work closely with other officers especially planning officers to ensure quality data is collected and stored and made available in user-friendly formats to all stakeholders. The CLC coordinator should be responsible at that level.

3. Effort should be made to ensure that data from non-state actors is captured and integrated into the MIS system on a regular basis.

4. Capacity building programmes should be put in place to prepare personnel involved in data collection and management at all levels to easily use the digital MIS.

5. Facilitators need to be constantly reminded to move with the data collection instruments each time they go to the field to avoid a situation where they input data after they have left the field as this compromises the quality of the data collected.

7.3.5   Coordination processes

1. MGLSD should lobby to have MDAs that not yet represented on the working group send their representatives as this is likely to contribute to widening opportunities for data collection.

2. The roles of the parish chiefs and CLC coordinators need to be clearly defined and demarcations drawn so as to eliminate potential conflicts in coordination processes.

3. CLCs should be well trained and empowered to effectively manage the CLCs and play their coordination roles.

4. MGLSD should as much as possible guard against issuing contradictory guidelines to ensure smooth coordination of activities.

5. The coordinating structure should be well resourced so as to play it roles well.

6. There is need to have a structure at sub-county level to bring together all stakeholders involved in ICOLEW so as to improve coordination and collaboration among the stakeholders.

7. The DCDOs and CDO at district and sub-county levels respectively should ensure that ICOLEW issues are presented in TPCs and lobby the speakers to have ICOLEW as a substantive agenda in the council meetings to improve the visibility and profile of ICOLEW and ALE in general.

8. The roles of the political leadership and those of the CLC leadership need to be clearly demarcated to reduce role conflict and confusion.

7.3   Technical processes

7.4.1   Curriculum

12. The national core curriculum should be updated to widen the scope to broader the ALE and include recent issues such as the COVID 19 pandemic and ICT.

13. The districts should make efforts to localize the core curriculum rather than leaving the facilitators to develop content guided by the core curriculum and local learning needs as this may compromise quality and create disharmony in what is taught in the district.

14. Those involved in localizing the curriculum should ensure that they adequately follow the UNESCO Lamp scale in developing content for the different levels.

7.4.2   Programme design & methodology

The programme design and methodology guidelines should include when the livelihoods skills training should be commenced.

15. The ICOLEW coordinators should sensitise other departments on the importance of integration of ICOLEW in their activities.

7.4.3   Capacity development

1. MGLSD should design a capacity development strategy that actively engages universities and other higher institutions of learning in the professionalisation of ICOLEW implementers at different levels for effective service delivery. More resources need to be allocated to this effort.

2. The different technical staff especially at lower levels should be encouraged and supported to go for further studies in line with the philosophy of lifelong learning.

7.4.4   Materials development

1. MGLSD should build the capacity of the technical staff in the local government in material development so that they are able to develop appropriate learning materials.

2. Digital materials should be developed and capacities of trainers enhanced to enable them use such materials while teaching.

3. Adequate materials and in appropriate large print should be made available to the adult learners for supporting effective learning. The large print will allow those with weak eyesight as a result of advanced age.

4. Materials in English should be translated into local languages and where responsible ICOLEW staff are overwhelmed due to heavy workload, outsourcing such services should be considered.

7.4.5   Learner assessment

1. Learner assessment should strictly follow the prescribed guidelines and facilitators that lack capacity to do that should be trained. Proper records of assessment should be kept at all levels for reference and planning purposes.

2. Assessment should be properly budgeted for so as to have regular assessment conducted.

3. Adult learners should be counseled and their fears allayed at the time of enrolment so that they appreciate the importance of assessment to reduce their fear of assessment and minimize the potential of gender related conflicts that happen in homes when one of the spouses performs better than the other.

4. MGLSD should put in place standards of assessment and ensure they are followed to ensure credibility of the assessment process and credibility of the programme.

8. Conclusion and next steps

The system assessment suggests that an un-favourable environment is constraining the implementation of ICOLEW. Fortunately, the technical processes coupled with the use of existing and tested government structures have made it possible to implement ICOLEW successfully even though there are gaps regarding staffing. The management processes have challenges and need improvement to match the technical processes in order to have a robust system for ALE in Uganda. The findings can be used as a starting point and influence for planning the next phase of the ICOLEW programme. It is necessary to balance the interventions in ways that will make it possible for all elements and building blocks to support the system as any weakness in any element or building block is likely to affect the entire ALE system.

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Appendices

INTERVIEW GUIDE FOR NATIONAL LEVEL

Enabling Environment

a) ALE Policy
1. What policies influence the provision of ICOLEW?
2. How does the policy address the needs and interests of the learners?
3. How does the policy address sectoral integration?
4. Who was involved in the policy development process?
5. How were you involved in research and formulation of policies?
6. How was the policy disseminated?
7. How have you contextualized the policy to fit the local needs?
8. What mechanisms are in place to implement the policy including financing?
9. What are some of the resolutions on ICOLEW that senior management meetings have made?
10. What gaps have been identified during policy implementation related to ICOLEW?
11. What specific roles and mandate does the policy give to different stakeholders?

b) ALE Strategy
12. What do you know about ICOLEW?
13. What strategy/ mechanism guides the implementation of ICOLEW programme?
14. How is the mechanism facilitating cross sectoral integration?
15. How is ICOLEW aligned to NDP III?
16. In which DDP III programme area does ICOLEW contribute?
17. How have you implemented an ALE programme without a national strategy?
18. What is the financing mechanism for ICOLEW?

c) ALE programme Implementation guidelines
19. Are there ICOLEW program implementation guidelines for all stakeholders?
20. What type of guidelines exist and what are the objectives of each?
21. How are the guidelines disseminated?
22. How are the guidelines used in implementation of the ICOLEW programme?
23. What challenges are experienced in using the guidelines?

d) Qualification framework

24. Are you aware of any exiting ALE qualification framework?

25. Which framework or mechanism do you use at the moment?

26. What are the alternative pathways for ICOLEW graduates?

27. What challenges do you face in designing alternative pathways for ICOLEW graduates?

e) Enabling legal framework

28. What are the existing laws and regulations regarding ALE?

29. What are the contents and objectives of the laws regarding ALE?

30. How do the existing laws address the concerns of ICOLEW?

31. What efforts have been taken to draft laws for ALE?

32. What benefits do existing or potential laws bring to implementation of ICOLEW?

33. What challenges are faced while drafting and implementing the laws?

Institutional Arrangements

f) ALE Implementation structures

34. Who are the primary duty bearers involved in delivering ICOLEW services at national level?

35. What roles do the duty bearers play in the implementation of ICOLEW at the national level?

36. What structures exist for the implementation of ICOLEW at the national level?

37. How functional are these structures (frequency of meetings, issues discussed and actions implemented)? (check for evidence in minutes)

38. Describe the organizational structure at national level highlighting the relationship that exists.

39. Do you think the ICOLEW structure at national is sufficient to deliver the programme?

40. Describe the reporting channels which exist under ICOLEW in the ministry

41. How effective are the reporting channels in ICOLEW implementation structure at the national level?

42. How is ICOLEW programme integrated across departments in the ministry?

43. How does the structure incorporate the roles of other stakeholders in ICOLEW e.g. academia, CSOs, private sector in the ministry?

g) Sufficient and qualified human Resources

44. What is the approved staff establishment for ICOLEW implementation?

45. How many positions are filled and still vacant at the national level?

46. How sufficient are the existing human resource in the implementation of ICOLEW

at the national level?

47. How does your job description relate to ICOLEW implementation at the national level?

48. What academic qualifications are considered in the recruitment of ICOLEW personnel at national level?

49. What other additional skills are required for ICOLEW implementers to perform effectively at the national level?

50. What opportunities exist for the professionalization of ALE/ICOLEW at the national level?

51. What capacity building opportunities exist for ICOLEW at national level?

52. What challenges does the current staffing pause for ICOLEW/ ALE implementation?

h) Leadership and Management

53. What do you know about ICOLEW?

54. How is the political leadership involved in ICOLEW program implementation at national level?

55. How is the technical leadership involved in ICOLEW implementation?

56. In regard to the ICOLEW program, who is responsible for planning and budgeting, communication, coordination, accountabilities, etc. at national level?

57. Which support has the ministry provided towards the implementation of the ICOLEW programme?

58. How is ICOLEW integrated in the national development plan, work plan and budget framework of the ministry?

59. In your view as a manager, how do you interpret the ALE policy plans and strategy in relation to ICOLEW?

60. How relevant is the ICOLEW programme in delivering the ministry's mandate?

61. How do you involve non-state actors into ICOLEW programme implementation?

i) Accountability mechanisms and procedures

62. What accountability mechanisms are in place in ICOLEW implementation at national level?

63. What reporting and feedback mechanisms are in place in ICOLEW implementation at national level?

64. Which accountability guidelines exist under ICOLEW programme at national level?

65. Which corrective measures are in place to address poor performance at the national level?

66. How are the corrective measures implemented across departments at the national level?

67. Who is held accountable for budget utilization and achievement of objectives at national level?

68. Which reporting and accountability mechanisms exist for non-state actors at the national level?

j) Effective partnerships and network structures

69. Which non-state actors play a role in ICOLEW implementation at national level?

70. What role do non-state actors play in the implementation of ICOLEW at the national level?

71. Which structures exist to engage non-state actors at the national level?

72. What is the role, purpose and mandate of this structure at the national level?

73. Are these structures informal or officially acknowledged by government?

74. Are there regulations that these structures have to follow?

75. Which law or regulations provide for the operation of these structures at the national level?

Management Processes

k) Regular planning in a participatory manner

76. What planning processes take place for ICOLEW programme at the national level?

77. How regular are the planning processes?

78. Which stakeholders are involved in the planning exercises?

79. How are the plans developed and aligned to NDP III?

80. How are the ALE/ICOLEW interventions of other stakeholders aligned to NDP and annual plans?

81. How cross sectoral is the ICOLEW plan?

82. Who takes lead in the implementation of ICOLEW plan?

83. What are the roles of stakeholders including non-state actors in the planning process?

l) Appropriate and sufficient budget and resource allocation

84. What percentage of the national budget is allocated to the ministry? What percentage of the ministry's budget is allocated for ICOLEW?

85. What percentage of the SDG is allocated to the district for ICOLEW?

86. How do other sectors contribute towards the budget or resources for the delivery of ICOLEW services?

87. What resources do the staff involved in ICOLEW have to carry out their tasks?

88. What percentage of the budget allocation is released for ICOLEW implementation?

89. How adequate are resources allocated to planned ICOLEW activities?

90.   What percentage of budget released is utilized at national level?

91.   How are various departmental staff involved in the sector planning and budgeting processes?

92.   What ICOLEW items are included in the budget?

93.   How are the ICOLEW priorities reflected in the annual budget?

94.   What is the contribution of the non-state actors?

m) Monitoring and Evaluation (M&E) system

95.   Does a national level M&E system exist?

96.   How is it cascaded at lower levels of implementation?

97.   What indicators does the ministry M&E capture?

98.   What steps are taken for data collection?

99.   Who is responsible for data collection at the national?

100.   What tools are used for the data collection?

101.   How often is data collected?

102.   How is data analysed?

103.   How is data used?

104.   How is information generated by the M&E disseminated?

105.   What kind of M&E system is in place for non-state actors?

n) Management Information System (MIS)

106.   Is there a national ICOLEW MIS in place?

107.   What mechanisms / MIS are in place to manage information on ICOLEW?

108.   What kind of ICOLEW information does the mechanism/MIS contain and manage?

109.   Who is responsible for MIS at national level?

110.   How is the MIS linked to M&E systems at the national level?

111.   How does the MIS collect and store data from non-state actors?

112.   How do ICOLEW stakeholders retrieve and use data from non-state actors?

113.   What challenges do you face in collection and management of data?

o) Coordination and cooperation processes

114.   What kind of internal/institutional coordination mechanism for the delivery of ICOLEW is in place at different levels?

115.   What kind of coordination mechanism is in place for the delivery of ICOLEW in the

116.   Do the above mentioned coordination processes have a standard body or structure e.g. technical team?

117.   What benefits accrue from the cross sectoral coordination mechanism?

118.   What kind of coordination processes and structures exist to coordinate ICOLEW interventions with other institutions?

119.   What is the purpose and benefit of the coordination structures?

120.   How often do the coordination committee members meet?

121.   What are the challenges associated with coordination structures at the national level?

Technical Processes

p) Localized curricula

122.   Are you aware of the national curriculum for ALE (proof of copies)?

123.   How was the ministry and districts involved in the development of the curriculum framework?

124.   Are you using the framework in the implementation of ICOLEW programmes?

125.   How does this curriculum address the needs of the learners?

126.   What guidelines for curriculum localization are provided by the ministry?

127.   How are different stakeholders involved in the operationalization of National curricula framework for ALE?

128.   What is the role of the ministry and other stakeholders in giving direction and operationalization of the curriculum?

129.   What gaps exist in the current curriculum framework?

q) Clear ALE programme design and methodology

130.   What are the ICOLEW programme components?

131.   How do you ensure that appropriate modalities for delivering ICOLEW programmes are followed at lower levels?

132.   Which facilitation methodologies are used in the training of ICOLEW trainers, supervisors and facilitators?

133.   Are ICOLEW implementation manuals covering facilitation methodologies comprehensively enough to help achieve ICOLEW objectives?

134.   What is the duration of the ICOLEW learning cycle of learners?

135.   How are the interests and needs of learners identified and integrated in ICOLEW learning process?

136.   What opportunities exist for the implementation of ALE at the district level?

137.   What are the gaps and challenges in the design and implementation of ICOLEW?

r) Capacity development

138.   What kind of training and capacity development takes place for ICOLEW implementation?

139. What are the objectives and content of the trainings?

140. What capacity building opportunities exist beyond training workshops especially for pre and in-service training?

141. How has the capacity building intervention impacted on programme quality?

142. What are the available ALE opportunities at universities/higher institutions of learning?

143. What challenges affect capacity development at national level?

s) Material development

144. What kind of materials have been developed for implementation of ICOLEW at the national level?

145. How are the materials developed at the national level? Who is involved?

146. What role do the non-state actors play in the development of materials?

147. What mechanisms are used to ensure relevance of ICOLEW materials to learners' needs?

148. How do the materials address cross- sectional interests/needs and participatory methods?

149. What supplementary materials are available and in use for ICOLEW implementation?

150. Is there a need for development of ICOLEW digital materials?

151. Have any digital materials been developed? State the purpose and target group

152. What gaps/challenges exist in ICOLEW material development and utilization?

t) Learners Assessments

153. Are there any guidelines for learner assessment in the ICOLEW programme?

154. What types of learner assessments are conducted in the ICOLEW programme?

155. When are these learner assessments conducted?

156. How are the different ICOLEW components assessed?

157. Who conducts learner assessments?

158. What methods and tools are used in conducting learner assessment?

159. How are the learner assessment results documented?

160. How is assessment information linked to M&E systems and MIS?

161. Are baseline studies/surveys conducted and compared with learner graduation assessment data?

162. What challenges are encountered in conducting learner assessments?

163. How does the ministry monitor the scope, process and quality of assessments

THANK YOU

ICOLEW Peer Review: Interview Guide For the Minister, PS & Director

1. What do you know about the ICOLEW programme?
2. What policies guide the implementation of the ICOLEW programme?
3. What has the ministry done to lobby for and to fund the programme?
4. How relevant is the ICOLEW programme to the ministry's mandate and NDP III?
5. What is the government commitment towards the ICOLEW programme?
6. What positive contribution/impact has ICOLEW made to the beneficiaries and country?
7. What future plans does the ministry have for ICOLEW, adult learning and education and lifelong learning?

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