

WHAT ROOM FOR SKILLS DEVELOPMENT IN “POST-PRIMARY EDUCATION”?

A LOOK AT SELECTED COUNTRIES

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This background paper looks at ten selected countries - seven in Sub-Saharan Africa (Ethiopia, Ghana, Kenya, Rwanda, South Africa, Tanzania and Uganda), and three in Asia (India, China and Vietnam) – and examines what room there is for skills development in ‘post primary education’ in these countries.² This paper follows the Association for the Development of Education in Africa (ADEA)’s definition of ‘post primary education’. ADEA define ‘Post Primary Education’ as being all-inclusive, and including:

- All forms of learning, e.g. non-formal;
- All modes of delivery, e.g. distance learning, apprenticeship;
- All types of settings, e.g. community schools, work sites.

It also sees ‘Post Primary Education’ as holistic, including:

- Traditional “General” Secondary Education;
- Development of life skills and key competencies;
- Technical and Vocational Education and Training (ADEA, 2007).

Skills development is defined as:

The acquisition of practical competencies, know-how and attitudes necessary to perform a trade or occupation in the labour market. Skills can be acquired either through formal public or private schools, institutions or centres, informal, traditional apprenticeships, or non-formal semi-structured training. (DFID, 2007: 14)

The first section of this paper looks at the degree to which these selected countries have appropriated – if at all – the terminology (as defined above) of post-primary education (PPE) and skills development in policy documents. One key question is whether their use of skills development or PPE is different from that being used by some agencies. Do most Ministries of Education/Labour talk about post-primary and mean just lower secondary education only? Or skills development and mean just formal technical and vocational education and training? Or do they use skills development and PPE in a broader sense – like a few of the agencies.

This second section of the background paper moves beyond a discussion of terminology in policy documents and briefly examines the degree to which skills development plays a role in post-primary education in policy practice.

¹ This paper looks at the at the question from the perspective of some 10 countries in Africa and Asia, while a parallel paper by Kenneth King looks at the agency dimension of this question.

² Six of these countries – Ghana, Kenya, Rwanda, South Africa, Tanzania and India – were the countries which formed a DFID funded study on post-basic education and training and poverty reduction (see Palmer et al., 2007).

1. The appropriation of the terminology by countries

This section examines to what extent the terminology of post-primary education or that of skills development which has been adopted by various multi- and bi-lateral agencies (King, 2007) resonates with the terminology used in the ten selected countries.

1.1. Extent to which selected countries use the terminology of post-primary education

Evidence³ from the ten countries suggests that just over half (Ghana, South Africa, Tanzania, India, China⁴ and Vietnam⁵) do not appear to be using the new terminology of post-primary education (PPE) and instead continue to refer to the separate sub-sectors of the education and training system at the post-primary level (e.g. secondary, TVET). The other four countries (Rwanda, Kenya, Ethiopia and Uganda) use the PPE terminology to varying degrees. The question is how these countries use the terminology and how similar – or not – is their use of it to the ADEA definition (noted above).

The website for Rwanda's Ministry of Education⁶ uses the 'post-primary education' terminology, mentioning that:

Rwanda provides six years of primary education and three years of post-primary education, where students undertake a common-core syllabus, equivalent of junior secondary.

Here PPE appears to refer only to formal lower secondary school. To complicate matters, Rwanda's *Education Sector Strategic Plan (ESSP) (2006 – 2010)* uses the terminology of 'Post Basic Education and Training (PBET)' (Republic of Rwanda, 2006). And, since Rwanda's definition of basic education includes components of skills training,⁷ PBET should logically include upper secondary and tertiary as well as non-formal skills development at a higher level. This said, the degree to which PBET includes technical and vocational training is not totally clear. The ESSP notes that

A major area of focus will be on the coverage or inclusiveness of PBET with regard to Professional and Technical and Vocational training, as well between formal and non formal technical education. (Republic of Rwanda, 2006: 14)

Although the *Kenya Education Sector Support Programme* (Government of Kenya, 2005) does not use the post-primary terminology, it is clear that the PPE language is used in government. In February 2007, Assistant Minister for Primary Education for Kenya, Beth Mugo, made a speech on the 'Transition to Post-Primary Education' (with a focus on girls) at the UNGEI (United Nations Girls Education Initiative) Regional Meeting for East and Southern Africa (Mugo, 2007). At the start of the speech, she made it clear what 'post-primary education' includes:

Post-Primary Education refers to more than just "secondary school." It includes *all* learning opportunities for adolescents:

³ Evidence examined included official government education policy documents and/or ministry of education/labour websites. In addition, further information was obtained from individuals with expertise in these countries.

⁴ In China the term 'post-primary' is very seldom used (Stephanie Xie, Zhejiang Normal University, China) while 'post-basic' is certainly not used (Kenneth King, Norrag and University of Edinburgh).

⁵ In Vietnam the term 'post-primary' is used in meetings/ workshops/ reports/ newspapers, though not in official government documents (Manfred Egger, Swisscontact, Vietnam).

⁶ <http://www.mineduc.gov.rw>

⁷ Rwanda's Education for All Plan of Action, published in June 2003, includes a definition of Basic Education for All: nursery and pre-school education; primary education; vocational training for young people and adults; literacy and education for adults (Republic of Rwanda, 2003).

- formal schooling in lower and upper secondary that may be followed by higher education;
- vocational and technical education, and job training;
- life skills, health education, and income generation programmes. (ibid: 1-2)

This is not the first time the ‘post-primary education’ terminology has been used by Kenya of course. In 2004, the Assistant Minister for Higher Education, Kilemi Mwiria, also highlighted that investment in post-primary education was a must (Mwiria, 2004).

In Ethiopia official education policy documents, such as the *Education Sector Development Program*, refer to ‘post primary education’ (Ethiopia, Federal Democratic Republic of, 2005).

However it is in Uganda where the ‘post primary education’ term appears to be most openly embraced; since 2002 the government has used ‘post-primary education and training’ (PPET) in major policy documents (Box 1). The government of Uganda definition of PPET appears to be broadly similar to that of ADEA (noted above); general secondary education and business, technical and vocational education and training (BTVET) are covered (BTVET covers a wide range of formal and nonformal TVET, delivered both through institutions and on the job) (Box 1).

Box 1: Post Primary Education and Training in Uganda

After the successful introduction of Universal Primary Education (UPE) since 1997, attention is now turning to the rapidly increasing number of UPE leavers and drop-outs and to how best to prepare them for the world of work. The current Government policy focuses on enhancing strategies and priorities for poverty eradication, recognizing education and training as a key priority. The Poverty Eradication Action Plan (PEAP) III, which constitutes the overriding political framework for developing poverty-oriented sector strategies states in the section of Human Development that:

‘The education sector therefore faces the twin challenges of delivering primary education, according to the aspiration of UPE, and strengthening the performance of higher levels of education. The medium term strategy is therefore to improve the quality of education, expand post primary education and skills development opportunities, further decentralise post primary education services and increase the participation of the private sector in the provision of post primary education’ (Government of Uganda, 2004: 154).

In April 2002 the Ministry of Education and Sports instituted a Task Force to draft a Post Primary Education and Training (PPET) policy and costed framework that makes provisions for absorbing the UPE bulge into the post primary sector of education, and it was approved by the Cabinet in 2003.

The government of Uganda subsequently launched the Universal Post Primary Education and Training (UPPET) programme in February 2007 to tackle the enormous task of providing free secondary education, which includes both general secondary education as well as technical and vocational education and training. The term post-primary education and training (PPET) embraces both general secondary education and business, technical and vocational education and training (BTVET).

The BTVET sector was created from a diverse set of institutions that previously fell under different Ministries (BTVET is now under the Ministry of Education). They offer education and training in business, health, agriculture, and a range of technical subjects related to particular occupations. They are complemented by an estimated 450 independent providers of vocationally related training through a wide variety of private sector and NGO organisations, and by the in-house training and development programmes of larger employers. The public institutions which it is understood now fall under the BTVET Department of the Ministry of Education include, among others: Technical Schools/Farm Schools, Technical Institutes, Uganda Colleges of Commerce, Uganda Technical Colleges, Agricultural Colleges,

Cooperative College, Health Training Colleges, Meteorology Training College, Health Tutors College, Hotel of Tourism, Wild Life and Tourism, National Teachers Colleges.

Under the current UPPEP programme, general secondary schools as well as the technical and vocational training institutes, both public and private are covered. For the BTVET sub-sector at the first stage of the implementation of the programme, limited numbers of the students in public and private institutes are to benefit from the programme. A revision of the general secondary curriculum is also envisaged. The government wishes the new curriculum to provide learners with specific vocational skills that can be used once they enter the world of work.

The Ugandan government's priority in the education sector continues to be directed towards the universal primary education programme. The education ministry allocates approximately 4% of its total budget to the BTVET sub-sector, while two-thirds of the budget goes to primary education. Since 2002, however, vocational training has increasingly gained importance particularly at the post primary education levels. The proportion of BTVET within the education budget is set to increase from the current level to 12% by 2015.

Sources: Government of Uganda, 2004; Mbabazi, 2007; Shiba, 2007.

1.2. Extent to which selected countries use the terminology of skills development

Generally, it would appear that the evidence⁸ suggests that countries continue to talk about vocational education and training (VET) or technical and vocational education and training (TVET), or variations on these terms like 'technical, industrial, vocational and entrepreneurship training' (Kenya) or 'business, technical and vocational education and training' (Uganda).

Of the ten countries examined only South Africa uses the term 'skills development'.⁹ The use of 'skills development' by South Africa may be a reflection of the dominance of industry, unions and the Department of Labour - who use this language.¹⁰

Table 1 notes the commonest general terminology used by selected countries to refer to technical and vocational skills development (delivered through all ministries and in the private sector).

Table 1. Terminologies used in policy documents for technical and vocational skills development by selected countries

	Term most commonly used	Comments
Ethiopia	TVET	
Ghana	TVET	
Kenya	TIVET	
Rwanda	VET	sometimes technical education and vocational training
South Africa	Skills development (Dept. of Labour) FET (Dept. of Education)	VET sometimes used
Tanzania	VET	
Uganda	BTVET	
India	VET	

⁸ From government documents, websites of the ministries of education/labour and experts in these countries.

⁹ See, for example, the 1998 Skills Development Act (Republic of South Africa, 1998) or the National Skills Development Strategy (Republic of South Africa, 2005).

¹⁰ I am grateful to Simon McGrath for this insight into the use of 'skills development' in South Africa.

China	Vocational Education/ vocational and technical education	
Vietnam	Vocational training	also 'Professional education'

Acronyms

TVET	Technical and vocational education and training
TIVET	Technical, industrial, vocational and entrepreneurship training
VET	Vocational education and training
FET	Further education and training
BTVET	Business, technical and vocational education

Table 2 shows what is included in these terminologies for technical and vocational skills development that have been adopted by these ten countries.

Table 2. What is included in terminologies used for technical and vocational skills development by selected countries

	Term most commonly used	What it includes
Ethiopia	TVET - Technical and vocational education and training	TVET policy concentrates on institution-based training; this includes public and private TVET schools and skills development centres. While ongoing formal and informal non-public and private company-based training (including informal on-the-job apprenticeship training) accounts for a large majority of trainees, job seekers (creators) and working people, these different training approaches are not yet part of the over-all training system; but are recognized as part of TVET (Ethiopia, FDR, 2005; 2002).
Ghana	TVET - Technical and vocational education and training	The formal TVET sub-system consists of institutions that provide classroom and workshop-based instruction. They follow written curricula and students take formal examinations for which certificates are awarded. Non-formal TVET covers the traditional apprenticeship system, on-the-job training and all those skills training activities that do not lead to formal certification (Government of Ghana, 2004: 3-4). See also box 2 - below.
Kenya	TIVET - Technical, industrial, vocational and entrepreneurship training	Includes technical training institutions, MSE training and demonstration centres, youth polytechnics and national youth service skills development centres (Government of Kenya, 2005).
Rwanda	VET - Vocational education and training	Refers to skills developed in the private or government sectors, civil society or public owned schools. Includes the <i>Ecole Technique Officielle</i> (upper-secondary technical and vocational schools); College of Technology (post- secondary, diploma level). Basic education also encompasses vocational training for young people and adults, e.g. the Youth Training Centers (<i>Centre de Formation des Jeunes</i>).
South Africa	Skills development	Skills development is used in most official government documents (e.g. Republic of South Africa, 2005 - National Skills Development Strategy). It refers to the development of skills for key sectors in both the first and second economies. Skills are delivered in through public and private modalities, including apprenticeships, learnerships, further education and training colleges.
Tanzania	VET - Vocational education and training	Public sector provision of vocational education and training is complex, and includes post-primary training centres, vocational training centres, Folk Development Colleges, technical training centres, and ministry training centres; each of which comes under a different ministry. There are also parastatal training centres, mission trade schools and a growing private sector provision; in fact, most VET training is delivered by church trade schools or private training centres.
Uganda	BTVET - Business, technical	Refers to formal education system as well as apprenticeships and non-formal training

	and vocational education	system. The BTVET system comprises of three pillars – public, private and firm based training. Private training service providers outnumber public institutions 4 to 1. An unknown number of apprenticeship and enterprise-based training programmes operate in Uganda. The private sector provides an unknown but significant volume of training of various kinds (Government of Uganda, 2004: 160).
India	VET - Vocational education and training	A major component of the VET system is the Craftsmen Training Scheme (CTS) which operates through Industrial Training Institutes (public) and Industrial Training Centers (non-state). Vocational education refers specifically to vocational courses offered in school Grades 11 and 12 under a centrally sponsored scheme termed ‘Vocationalization of Secondary Education’. Courses are offered in six disciplines (Agriculture, Business and commerce, Humanities, Engineering and technology, Home science, Health and para-medical skills).
China	Vocational Education/ vocational and technical education	Provided at three levels: junior secondary, senior secondary and tertiary. Conducted mainly in junior vocational schools and aimed at training workers, peasants and employees in other sectors with basic professional knowledge and certain professional skills, junior vocational education refers to the vocational and technical education after primary school education and is a part of the 9-year compulsory education. The secondary level mainly refers to the vocational education in senior high school stage. Composed of specialized secondary schools (Consisting of secondary technical schools and normal schools), skill workers schools and vocational high schools, and as the mainstay of vocational education in China, secondary vocational education plays a guiding role in training manpower with practical skills at primary and secondary levels of various types. Tertiary vocational education mainly enroll graduates from regular high schools and secondary vocational schools (China, People’s Republic of, Ministry of Education, 1996a, 1996b).
Vietnam	Professional education / Vocational training	Professional education includes: i) Vocational training centres (enrolment possible after primary education or lower secondary school or for those with no formal schooling; this is the lowest level of professional education and is regarded as providing trainees with some practical skill to survive; ii) Vocational upper secondary schools, professional upper secondary education schools; iii) Vocational training colleges.

At the WG meeting it may be possible to discuss alternative ways of describing the skills development domain, including the use of phrases such as ‘technical and vocational skills development’ (TVSD) (e.g. in DFID, 2007) or ‘vocational skills development’ (e.g. in SDC, 2007) which is an attempt to cover both the older and more recent usages of TVET and skill, at least in English.

2. The degree to which countries’ emphasise skills development at the post-primary level

This second section of this background paper moves beyond a discussion of terminology in policy documents and examines the degree to which skills development plays a role in post-primary education in policy practice. The issue is still how skills development at the post-primary level is defined in these countries, but this is examined from a policy-as-practice perspective.

Across the countries covered in this background paper, Technical and Vocational Education and Training (TVET) occurs in many different environments, both formal and informal, and in institutions (schools or vocational centres and colleges), on-the-job (informal apprenticeships in Ghana) or both (e.g. learnerships in South Africa). It can be short duration or long duration (a typical three year institutional course). Given that TVET can take so many different forms, in different settings, of different lengths in different countries, and be under so many different ministries, comparative data on TVET systems are difficult to compile. Where it is compiled it

has to be read with caution since what is classified as TVET in one country is not necessarily the same in another.¹¹ With this note of caution in mind, however, it is possible to use official (UNESCO) data to calculate what percentage of post primary (secondary) enrolments are in technical and vocational education (TVE) in selected countries (in 2004) (table 3).¹²

Of the ten countries examined in this background paper, Rwanda appears to have the highest enrolment in TVE at the secondary level (35%), followed by Tanzania (13%) and South Africa (5.8%). Looking at the regions, North America/Western Europe and developed countries in general appear to have the highest percentage of students enrolled in TVE courses at the secondary school level (16-18% on average). East Asia (11.4%) and Latin America (10.2%) are not far behind. By contrast, Sub-Saharan Africa (6.1%) and South and West Asia (1.2%) appear to have little room for TVE at the post-primary school level.

Table 3. Enrolment in secondary technical and vocational education as a percentage of total secondary school enrollments in selected countries, 2004

	Enrolment in technical and vocational education (TVE) Total (000)	Total enrolment secondary education Total (000)	Enrolment in TVE as % of total secondary enrolment
Ethiopia	106	4506	2.4
Ghana	21	1350 **	1.6
Kenya	15 **	2420 **	0.6
Rwanda	72	204	35.3
South Africa	260 z	4447 z	5.8
Tanzania	...	5289	...
Uganda	32 **	651 **	4.9
Sub-Saharan Africa	1854	30576	6.1
India	727 **	83858	0.9
South and West Asia	1359	117524	1.2
China	12852 **	98763	13.0
Vietnam	360	9589	3.8
East Asia	17778	156337	11.4
Latin America	5670	55838	10.2
Developing countries	30996	387723	8.0
Developed countries	15291	85067	18.0

¹¹ This paragraph draws heavily on Palmer et al., 2007: 10.

¹² This table uses the latest UNESCO statistics in order to do country comparisons from a common international source. However, frequently the UNESCO data is not the most up-to-date data and in some instances differs markedly from country data sources. Readers are asked to bear these caveats in mind when interpreting the data and are advised to consult the specific country papers in order to compare how UNESCO figures differ from official government figures.

N.America/W.Europe	10047	62685	16.0
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** estimates

... data not available

z data for school year ending 2003

Data in bold are for school year ending 2005

Source: Computed by Palmer from UNESCO, 2006

While this data does provide some information on the degree to which TVE is adopted in the secondary level, it should be remembered that this table only covers formal TVE under ministries of education and says nothing about TVE(T) delivered through other ministries (e.g. of labour).

Another recent study by UNESCO-UNEVOC (2006), on the *Participation in Formal Technical and Vocational Education and Training Programmes Worldwide*, provides similar data on formal TVET (but in some cases is able to provide disaggregated data on TVET at lower and upper secondary levels). However, as this report is the first to admit, like the UNESCO table above it only provides part of the picture and contains no information on non-formal or informal TVET as this information in 'not readily available' (p.2).

Table 4 provides more information on the scope of TVET components at the post-primary level in the selected countries. This is still a simplification however. First, in a number of countries (e.g. Ghana, Uganda) TVET (or BTVET in the case of Uganda) includes non-formal, enterprise-based (including traditional apprenticeships) or other private providers; not part of ministries of education or labour. Second, TVET is usually delivered through many more ministries than just education and labour; in Ghana, for example, TVET is delivered through nine different ministries (Box 2).

Table 4. TVET components after the primary school level in ministries of education and labour in selected countries (excluding at the tertiary level)

(Percentages in parentheses refer to enrolment in secondary technical and vocational education as a percentage of total secondary school enrolments, 2004 – see table 3 above)

Ethiopia	Secondary (2.4% TVE enrolment), TVET
Ghana	Secondary (1.6% TVE enrolment), TVET
Kenya	Secondary (0.6% TVE enrolment), TIVET
Rwanda	Secondary education (covering lower and the three streams of upper secondary – general, technical, professional) (35.3% TVE enrolment); VET
South Africa	Learnerships, further education and training colleges, secondary education (5.8% TVE enrolment)
Tanzania	Secondary, VET
Uganda	Secondary education (4.9% TVE enrolment) and BTVET.
India	In India, some refer to post-elementary education (elementary education includes both primary and upper primary, to age 14): secondary (0.9% TVE enrolment), VET
China	After primary school, a student may go to general junior middle school (skills development usually takes place in elective courses) (13% TVE enrolment) or technical/vocational school (where skills development is one of the main goals). In fact, after 9 years of primary and lower secondary almost 50% of students go to vocational secondary schools.
Vietnam	Secondary (3.8% TVE enrolment), professional education

Acronyms

TVE Technical and vocational education

TVET	Technical and vocational education and training
TIVET	Technical, industrial, vocational and entrepreneurship training
VET	Vocational education and training
BTVET	Business, technical and vocational education

Box 2 shows how wide TVET can be and demonstrates that TVET delivery can be from very different entities - multiple ministries, NGOs and in the private sector (often without adequate strategic coordination). Data on formal TVE under ministries of education (as in the UNESCO data above) only provides part of the picture of the extent to which skills development forms part of post-primary education.

Box 2: TVET at the Post-Primary Level in Ghana¹³

In Ghana TVET takes place under no less than nine different ministries at the school level, in institution-based, vocational skills centres, institutes and colleges and in the informal economy in apprenticeships.

Formal TVET in Ghana is delivered at different levels. Polytechnics, the highest level training institutions beneath universities, are located in regional capitals and are followed by the Technical Training Institutes both under the Ministry of Education, Science and Sports (hereafter Ministry of Education). Under the new education reforms (which commenced in September 2007) the new senior high schools (upper secondary) – also under the Ministry of Education - will include four streams: general, agricultural, technical and vocational. The latter three streams are due to go ‘live’ by September 2008. The junior high schools (lower secondary) will no longer have vocational subjects in the curriculum which they do at present. Under Ghana’s Ministry of Manpower, Youth and Employment (hereafter Ministry of Manpower) there are over 100 vocational training institutes. Other Ministries have vocationally related institutes, for example: the Ministry of Lands, Environment and Forestry and the Ministry of Local Government and Rural Development. Nonetheless, the Ministries of Education and Manpower remain the two dominant providers of TVET in Ghana. The Ministry of Manpower is more concerned than the Ministry of Education with skills training programmes for the informal economy and short-duration programmes. In addition to public skills provision, there is a huge range of private for-profit and non-profit provision. Another type of skills delivery mechanism has been the short-duration modality. By far the largest provider of skills at the post-primary level is informal apprenticeship training which takes place in private enterprises in the informal economy. The official definition of TVET includes the informal (traditional) apprenticeship system (Government of Ghana, 2004).

While TVET in Ghana is delivered by many different actors, the number of places in formal TVET courses (i.e. excluding informal apprenticeships) is low compared to the number of primary and secondary school leavers seeking places. For example, total TVET enrollments amounts to about 50,000. This means approximately 15,000-20,000 places are available each year (excluding those who go on to senior high school) compared to the estimated 300,000 + annual lower secondary school leavers (Palmer, 2007).

Funding for TVET at post-primary levels is also inadequate. In 2005 Ministry of Education expenditure on TVET was only 1.2% of the total resource envelope for education; similarly in 2002 the Ministry of Manpower allocated 12% of its budget to the TVET sector under that Ministry (ibid.).

Concluding remarks

What room for skills development in ‘post-primary education’ (PPE)? Just over half (6/10) the countries examined don’t appear to be using the ‘post-primary’ terminology; instead they

¹³ It is not as simple, of course, to make a clear distinction between TVET delivered post-primary and before that. For example, one the largest TVET provider - informal apprenticeships – can be taken up by anyone regardless of their formal education background (in practice, however, most are taken up by junior high school graduates).

continue to refer to specific sub-sectors of education and training (secondary, TVET etc). Of those that are using the PPE terminology (4/10) only two (Uganda and, to a lesser extent, Kenya) are using it in a similar way that ADEA defines PPE. In these countries, at least, the term PPE has been sufficiently expanded to cover the many other learning sites of skills development.

While ‘skills development’ has been selectively adopted by some agencies, it appears that many countries are still using the older terminology of TVET (or variations on this – see table 1). 9/10 countries examined are not using the ‘skills development’ terminology; only South Africa does. While the other countries continue to use the older terminology of TVET, at least three of these countries (Ethiopia, Ghana and Uganda) use a more expanded definition of TVET (or BTJET in the case of Uganda) which is similar to the ‘skills development’ terminology; in other words in these countries there is recognition that skills can be acquired formally or informally, in the public or private sectors, in schools, institutions and on the job.

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