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# **Botswana**

## **Non-formal education**

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# AN ANALYSIS OF THE PROVISION OF NON-FORMAL BASIC EDUCATION IN BOTSWANA

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## **Introduction**

This country report on non-formal basic education describes and analyses the conception and delivery mechanisms of non-formal basic education in Botswana in terms of trends in policy and management of NFBE and a brief outline of the various types of NFBE activities in Botswana. First, it briefly discusses organisation, governance, finance and assessment procedures for NFBE. Second, the report will concentrate on various types of NFBE programmes in terms of the goals, objectives and target population of each type of service provided. It discusses whether the programme focuses on a core activity or embodies more than one core activity, and identifies the primary providers whether that is central government and its sub-levels or NGOs. Other questions for consideration include what are the main objectives of each programme identified and how have they changed or evolved over time? Which are the key target groups for each programme and do they vary across the country? How many people are reached by each programme? What teaching and learning methods are used, and what are the conditions of service for educators? Finally, this paper provides an analysis of the overall impact of NFBE programmes in Botswana.

## **The Provision of Adult Non-formal Basic Education**

Central to the development of adult learning is the Revised National Policy on Education, which serves as a milestone policy document on the provision of all forms of education in Botswana. It has devoted a whole chapter to out-of-school Education, which helped to concretise the articulation of non-formal basic education provision in Botswana.

### *The Revised National Policy on Education*

Botswana is making considerable efforts to provide NFBE opportunities through the provision of out-of-school education to youths, adult men and women. Out-of-school education is intended to provide learning opportunities outside the mainstream schooling, meant to address the educational needs of those who various reasons lacked access to basic education and those who wish to further their initial education (National Commission on Education, 1993). The RNPE was based on the report of the National Commission on Education, 1992/93, established to review Botswana's education system in the period since 1977 when the first national commission on education was first published. The first National Commission on Education was charged with formulating the nation's educational philosophy, setting goals for educational development and suggesting strategies to achieve these goals. The commissioners endorsed the philosophy of education for *Kagisano*, which means education for social harmony. The overall thrust of their report was on the provision of education for all, with an emphasis on primary education. Unfortunately, in spite of the commission's acknowledgement of the importance of adult learning for national development, it did not have any specific recommendations on adult non-formal education. This created a policy vacuum that was only filled by non-governmental practitioners organising learning opportunities for adults and youth outside formal schooling.

In 1992, it was realised that the changing socio-economic context of Botswana needed another Commission to review the successes and challenges of the educational policy developed based on the previous one and suggest the way forwards. Its main task was to develop relevant education to help transform Botswana from a predominantly agro-based economy to an industrial economy to enable the nation to compete globally.. The RNPE stipulated the aim of

non-formal basic education as to ensure basic education and further education and training are relevant and available to a larger number of people and for lifelong education to be provided to all sections of the population. The following section discusses the policy and legal frameworks, investment in education, participation and assessment of non-formal education, the status of facilitators and suggests future actions and targets for non-formal education in Botswana.

### **Organisation, Governance, Finance and Assessment of NFBE in Botswana**

This section demonstrates Botswana's efforts to build a comprehensive framework for the policy and provision of non-formal basic education in Botswana. It looks at the relationships between education and other development policies in Botswana to demonstrate the potential and challenges of providing non-formal basic education in terms of its organisation, governance, financing and assessments of its efforts.

Botswana has been influenced by important United Nations international conferences such as the Social Summit (Copenhagen, 1995), Women's conference (Beijing, 1994), The Environment and Sustainable Development (Rio de Janeiro, 1992), Sustainable Development (Johannesburg, 2002), which set the tempo for various national sectors of development to ensure the attainment of their recommendations. National efforts to provide quality non-formal basic education were also significantly boosted by the publication of the *Dakar Framework for Action*. It emphasized the need to ensure that learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes. It also called for a 50% improvement in the levels of adult literacy, especially for women by 2015. These international trends prompted Botswana to maximize its efforts to provide basic education for all, honour the commitments to the International Literacy Decade, and expanded the development of distance education. This report argues that Botswana recognizes learning as a basic human right, which should address the learning needs of children, youth and adult citizens. Learning is viewed as a lifelong process, which should assist citizens to address their demographic, technical, economic and political circumstances in the 21<sup>st</sup> Century (Youngman, 2002b).

Non-Formal Basic Education in Botswana is predominantly sponsored and controlled by Government with some NGOs complimenting the state by focussing on certain aspects as will be demonstrated later. The provision is treated as part of the national development effort intended to enable individuals to experience personal growth and to take part in national development (Youngman, 2000a). In spite of the influence of international conferences, the foundation of educational policy in Botswana is the Revised National Policy on Education (RNPE) passed by parliament in 1994. The RNPE remains the major policy guide for public and private education and national training institutions. It has enabled Botswana to provide non-formal basic education opportunities intended to address issues of access, gender equity, and the general improvement of the quality of education for women and minority groups (Ministry of Education, 2003).

The implementation of the RNPE also premised upon the aims and goals of a national vision called *Vision 2016*. Vision 2016 was developed in 1996, following an extensive national consultative process to provide a framework and guide for a national strategic planning and policy development process. Critical to Vision 2016 is its call for the nation to engage in transformation across a broad spectrum of social, economic, entrepreneurial, political, spiritual and cultural concerns of all citizens. It envisions a situation where there will be equal access to educational opportunities regardless of a person's socio-economic status. It advocates for a flexible mode of educational provision, which will allow people to enter and learn at all points of their lives without being inhibited by age or any structural limitations across all social categories (Presidential Task Force, 1997). The policy provides for a widened opportunity to acquire new attitudes and skills if the nation is to achieve its economic and social development

imperatives. Hence, the Vision provides a widened mechanism towards the development of a comprehensive advocacy for the provision of adult learning.

The national policy on development and the role of education in it have been articulated in the *National Development Plan 9, 2003-2009*, which incorporates aspects of *Vision 2016* and envisages that the development process should lead to the creation of an educated, informed and prosperous nation, productive, innovative, compassionate and caring (Ministry of Finance and Development Planning, 2003). A whole chapter of the *National Development Plan 9, 2003-2009* is devoted to education and it identifies lifelong learning as a critical component of a national human resource development strategy. It gives an overview of the national educational policy framework and promulgates and identifies projects to be implemented within this plan period to improve the quality of education in Botswana (Ministry of Finance and Development Planning, 2003). Consequently, the Ministry of Education, in conjunction with other partners in education, has developed policies, programmes and short-term projects in order to enhance non-formal basis education opportunities for all. The non-formal basic education policy is based on the definition of adult basic education in the National Commission on Education 1993, which identifies it as the provision of opportunities for all adults, namely out-of-school youth, women and men to complete basic education (i.e. to the level of grade 10-Junior Certificate (JC) (Ministry of Education, 1993).

The conception of adult learning has been concretised by specific recommendations for the implementation of activities what would enable Government and other stakeholders to effectively promote lifelong learning in Botswana. In addition, the Government has set up a legal framework through the establishment of the Botswana Training Authority, whose mandate is to reorganise vocational education and training and to regulate private training institutions. Below, is a brief discussion of the achievement and challenges of various institutions and Government departments providing non-formal basis education opportunities.

#### Adult Non-Formal Basic Education (ANFBE)

The Department of Non-Formal Education of the Ministry of Education is responsible for providing adult literacy education through the Botswana National Literacy Programme. It primarily provides literacy. Established in 1980, the major objective of the national literacy program was to enable 250,000 illiterate men, women and youth to become literate in Setswana and numerate over six years from 1980-85. It also stipulated that literacy was to be understood in the context of development issues relevant to the respective districts and nation. Finally, it was decided that literacy was “to be interpreted to imply that a person can comprehend those written communications and simple computations which are part of their daily life” (Ministry of Education (1979, p. 1). This narrow conception of literacy excluded literacy in other languages, which failed the state to determine the real extent of literacy in the population. However, in 1985 the state redefined the objectives of the program to permit children into the programme in places where there are no schools. They also introduced an opportunity for adult learners to acquire practical skills required for income generating activities (Ministry of Finance and Development Planning, 1985). In a recent survey the DNFE redefined literacy as: “The ability to read and write with understanding, in either Setswana, English or both; and the ability to carryout simple computations in everyday life” (Gaborone Mutanyatta and Youngman, 1987, p.2). This suggests that over the last 23 years nothing much has changed in terms of conception of literacy in Botswana.

It is the largest Government sponsored programme of out-of school education. Unfortunately, over the years, it has shown a steady decline in enrolment from 17,588 1997 to 10, 694 in 2005. The problem is that this data does not distinguish between newly enrolled learners and those who enrolled in the previous year, which makes it difficult to determine the accurate figure for each year. However, since 1997, the programme experienced a progressive decline in enrolments suggesting that it no longer could attract new learners. The decline can also be attributed to the fact that the programme uses primers that were developed in the early 1980s

without adapting them to the contexts of the learners (Maruatona, 2002). The apparent increase in enrolments numbers during 2002 reflected the Department's focus on workplace literacy activities in all parts of the country. There is no data on the literacy activities organised by NGOs in Botswana. Overall, it is extremely complex to determine the statistics for adult literacy programmes outside the Government operated literacy programme. The only significant adult basic education and literacy provision outside Government is the one operated by the Debswana Mining Company. It has been offered since the 1970s. Since it started operations in 1971, the Debswana diamond mine in Orapa, operated an adult basic education and literacy programme based on materials used by the South Africa Bureau of Literacy and Literature, used in their mines. In 1998, Orapa mine introduced materials based on the South African Adult Basic Education and Training (ABET) to their program. The materials are in both English and Setswana for different levels of learners. They cover such topics as basic survival and functional skills and introduction to computing. Adult Basic Education is offered to mine employees who have not been to school or have a level of literacy below Grade 7 in primary schools. The programme has been adapted to the Botswana context and supervisors and learners are understood to be content with it (Youngman, 2002a).

The above discussion highlighted the successes and challenges in the provision of adult literacy education in Botswana and represents national and private sector efforts to meet the themes of the *Hamburg Declaration* and the goals of education for all. The increase in the demand for ABE and workplace literacy signifies a growth in the recognition of the role of adult learning in different employment sites, it also demonstrates an increased recognition of the role of education for personal, community and national development. The state remains the primary provider of Adult Basic Education with a steady increase in enrolment rates both in formal school and the distance education mode since 1998. The major challenge for this level of education is the need to increase enrolments for the consistently declining enrolment rates for adult literacy education and the failure for the literacy curricula to effectively respond to the needs of the learners.

The above analysis of adult learning activities demonstrates policy, institutional structures, and deliveries of adult learning opportunities in Botswana. It argues that adult basic education, extension and continuing education programmes had some achievements but still face major challenges that need to be resolved before Botswana could attain its educational goals. It also sets the framework for other chapters.

### **Literacy at the work place**

Literacy at the workplace project is provided under the auspices of the Department of Non-Formal Education. Workplace literacy refers to literacy activities provided by DNFE in collaboration with private sector and NGOs to non-literate workers in different sectors. Each participating organisation provides a meeting place, and releases the learners for one *paid hour* either in the morning, midday, or afternoon. The workers were only obliged to be in class at the agreed time when released from active duty. Under the agreement, the DNFE undertakes to pay teachers honoraria (Maratona, 2002). Unfortunately, DNFE unilaterally decides on content of what is taught. Teachers use the five sequential primers from the national literacy programme in the workplace literacy project without incorporating the learners' work-based needs. Workplace literacy attracts more males than female learners, which suggests that non-literate males have better employment opportunities than females. Since 1992, it has been offered in major urban centres and has since been extended to urban villages. This project targets illiterate workers. It was started in the 1980s after it was found that literacy alone would not suffice to help the participants with their livelihood needs.

### **ADULT BASIC EDUCATION PROGRAMME**

The Department continues to develop an Adult Basic Education Programme (ABEP) as recommended by the 1994 Revised National Policy on Education (Rec 82 b). The aim of the programmes is to provide educational opportunities equivalent to Standard Seven in formal

school by non-formal mode. The ABEP PROGRAMMES IS DIVIDED INTO Three levels namely, level One equivalent to Standards 1-3 Level 2 equivalent to Standards 3-4 and Level 3 equivalent to Standards 5-7 in primary schools. Consequently, the DNFE engaged a consultancy UNESCO Institute of Lifelong Learning (UIL) to facilitate the development of an Adult Basic Education Programme. So far several stakeholders' workshop have been organised since 2005. The purposes of the workshops varied starting with those intended to develop a curriculum blue print to several workshop organised to train writers and work with them to develop materials for ABEP. In addition several consultation workshops were organised to update relevant stakeholders about ABEP. A draft curriculum blueprint has been developed. During this period the draft curriculum blueprint has undergone several developmental stages to incorporate comments from stakeholders. DNFE and UIL have developed syllabi and are now completing the development of instructional materials at various levels. This is an expansion of the basic literacy programme that has been offered using primers equivalent to Standard 4 from 1981 to date.

### **DITIRO TSA DITLHABOLOLO (LIFE SKILLS)**

These are skills designed to impart productive life skills as well as entrepreneurship skills to participants in the BNLP in order that literacy should not be limited to reading and writing and expand its focus to functionality. Productive skills and entrepreneurship skills offered in 2005 included sewing and pattern cutting skills and Business management in North East District, Lotion making and business management for Aspiring entrepreneurs from Western Region/New Xadi and Werda, Skills development, pricing costing and marketing for Southern Region bakery projects (DNFE, 2006). It could be argued that the choice of skill to be provided depends on the identified need for a particular group but more importantly it is also influenced by what the department can offer in terms of available skills in the division and what they can source from other departments and the NGO community and private sector providers. This is also viewed as part of the department's efforts to participate in poverty reduction. Participants are given the reading, writing and numeracy skills, which they can use to access information on poverty reduction programmes. The issue of capability is very important as it can contribute to the two poverty dimensions namely Income and Participation Poverty. The department assumes that education and training can play a vital role in the reduction of poverty. Hence the provision is intended to help beneficiaries to acquire skills beyond reading and writing but have practical skills they can use to improve their livelihood.

### **Income generating projects**

Income generating projects are part of the way learners in DNFE are encouraged to venture into small scale businesses. Learners in the literacy programme engage in are distributed according to the needs of the region and vary according to the needs of the community within which the group is located. The department assists them in securing start up capital and identifies sources of funds. These could be in the form of small grants such as the American Ambassador's Funds to securing a loan from government schemes such as the Citizen Entrepreneurship Development Agency (CEDA). Last year a total of one hundred and eighty three participants are women while there were only twenty-five men (DNFE, 2006). For example, the northern region has 4 projects ranging from candle making in Masingwang to food processing in Themashanga. The least number of projects was in the Western region with only one project of 10 people in Charles Hill. Each has group has an average of 10 participants as they are required to form a group to qualify for assistance and this has stifled most groups because they mostly face problems of group disputes, mismanagement, overcrowding in similar projects and worst of all too much dependency on officers and LGLs. LGLs who are teachers are also member of the income generating group (UNESCO,UIE, 2004). Other projects, especially in the Southern Region, are no longer in operation and need to followed up and monitored closely (DNFE, 2006). In addition some NGOs provide literacy opportunities for remote and minority groups in Botswana.

### **NGO Provision of Literacy Education**

NGOs have used languages of communities within which they operated literacy classes. For example, in Da'Kar NGOs teach Basarwa (indigenous people) using Naro one of their languages. In the North West, literacy was organized in Thimbukushu the mother tongue of the Hambukushu people (Chebanne, Nyati-Ramahobo & Youngman, 2000). For example, the trust for Okavango Development Initiative documented the lexicon of the Khwedam, a language of the Khwe people who are part of the San, the indigenous people of Southern Africa. They argue that the use of Khwedam facilitates the preservation of the Khwe cultural knowledge, reflects their oral history and provides reference for community workers in their areas. They currently use a newsletter and folktales booklets to teach it to young school dropouts, those still at school, youth and the community at large (Le Roux, 2000). Chebanne, Nyati-Ramahobo & Youngman, (2000) argue that the choice of mother tongue enables the learners to retain their cultural identity. The bottom line is for efforts to be made to work with learners to codify and produce written scripts in their own languages. Learners could proceed to learn Setswana once they are able to read and write first in their own languages. Unfortunately, these efforts do not get support but meet resistance from government officials, who seeks to facilitate national unity through the use of Setswana.

### **Investment in Adult Non-formal Basic Education**

Botswana has made some strides in financing education but the challenge has been its mobilization efforts for increased enrolment in Adult Non-formal Basic Education. A significant feature of the situation has been the lack of sufficient funding for Adult Non-formal Basic Education programmes in order for all citizens to gain access to quality education. For example, the Ministry of Education allocates very limited funds for out-of-school education resulting in limited provision and ineffective coordination of such educational services (Ministry of Education, 2003). The provision of adult learning is confronted with massive challenges in terms of resource mobilization because it has always competed unfavourably with formal education. Adult basic education attracts marginalized groups such as women and the indigenous people, out-of-school youth and individuals from very poor households (Ministry of Education, 1993). Government allocates a disproportionately small figure of 1.1% of the recurrent budget of the Ministry of Education on adult literacy education (Youngman, 2002a). In spite of the financial challenges, the state expects Adult Non-formal Basic Education to contribute to national goals such as self-reliance and social development. The state views education as a social service open to all, but adults receive low quality literacy education, which fails to empower them and does not improve their quality of life (Maruatona, 2002). An analysis of their expenditure on education suggests that providers of out-of-school education remain financially marginalized in spite of the fact that the state perceives their role as crucial in national human resources development. Unfortunately, documenting the extent to which the state and other agencies are making efforts to increase investment on adult learning is complex. It is further complicated by lack of a comprehensive database on the expenditure on different sectors in order to systematically document investment on Adult Non-formal Basic Education. However, given the available information, it is not easy to judge whether the expenditure on Adult Non-formal Basic Education in all the sectors discussed above was sufficient or not. It is therefore concluded that Government and NGOs should continue to promote public investment in Adult Non-formal Basic Education in pursuit of the principle of access to education for all as a human right.

### **Support and Management of Non-formal Basic Education in Botswana**

The Department has been producing graduates since its inception without the use of standardised tests for Primer 5 completers. Tests were sets by individual regions and each had the responsibility of was ensuring that tests were administered and marked. The department has an inbuilt Research and Testing Unit, whose mandate is to conducts research into the functions

of the various aspects of the department and does testing. This year the Research and Evaluation Unit of DNFE was given the responsibility to set standardised or common tests. The Unit reviewed already existing regional Primer 5 tests. The levels of regional tests differed from one place to another and the differences were so vast that the results could not be generalised. Some items were extracted from the regional tests and were harmonized with the lower Primary Education attainment tests and the unit developed Setswana, English and Mathematics tests. It was decided that Regional Officers should look at and comment on the tests before they were administered, this did not materialize due to field commitments (DNFE, 2006). The tests will be scheduled for piloting in sampled areas before April 2006. This would go a long way to help the DNFE to monitor and evaluate its efforts. A recent policy analysis exercise again revealed that there is a gap between policy formulation and implementation in non-formal education (UNESCO/UIE, 2004). Beyond that the Department of Adult Education (DAE) at the University of Botswana had a long history of training for both local level and senior staff of DNFE. It has since shifted focus to include other extension staff. This makes the DAE programme rather generalist and therefore it somewhat fails to address the specific operational needs of the DNFE personnel. Staff at the DAE also have a long history of research involvement with DNFE as evaluators and doing baseline and impact research projects to help improve the delivery of literacy.

In terms of supervision and coordination, the organisational structures of the DNFE shows that responsible for the supervision and coordination falls under the Director at headquarters, management team comprising of heads of divisions and senior administrative staff. It has six Regional Adult Education Officer (RAEO) introduced to help oversee the activities of district adult education officers and junior staff in their respective regions. At district level, the department has various cadres ranging from the Literacy Group Leaders, who are volunteer teachers, through Adult Education Assistants to District Adult Education Officers (DAEOs) and Senior District Adult Education Officers (SDAEOs) who supervise districts and sub-districts throughout the country. At regional level it has a somewhat centralised administrative structure. As Mpofu and Youngman (2001) note, “ it provides a standardized national framework in which there is little discretion at district level, for example, the budget is controlled from the headquarters” (p. 582). However, recently, Countrywide, there are fifteen DEAOs under the six RAEOs. In 1997, the Department had 948 LGLs and 132 adult education officers and they oversaw 1,640 literacy groups (Mpofu & Youngman, 2001). The introduction of RAEOs was intended to enhance the capacity of the programme to effectively serve learners from different geographical regions. However, in spite of having a seemingly elaborate structure there is a consistent culture of state unilateral action in matters of policy decision-making. Regional and district level staff and the learners lack active participation, which enabled the state to unilaterally develop primers, and post-literacy materials (Maruatona, 2004). In addition to supervision and coordination the regions and district offices are responsible for the training of literacy facilitators who play a key role in the overall national plan for literacy educator training. Training is undertaken by district staff of the DNFE. The programme provides both initial and refresher training as shall be demonstrated later.

## Section B

### Categories and Providers of NFE Programmes in Botswana

The Government of Botswana through the Ministry of Education and specifically the Department of Non-Formal Education have always spearheaded the provision of basic literacy provisions. The programme has multiple core activities such as literacy, life skills, income generating and workplace literacy. The process of delivery is what decentralised because beyond the headquarters of the Department of Non-Formal Education it has six Regional Adult Education Officers (RAEO) who are responsible for overseeing the activities of district Adult Education Officers and junior staff in their respective regions. At district level, the department has Adult Education Assistants and District Adult Education Officers (DAEOs) and Senior District Adult Education Officers (SDAEOs) who supervise districts and sub-districts throughout the country. In addition to this the state has joined ventures with private and parastatal organisations to provide workplace literacy as indicated above. Also a number of local NGOs such as the Kuru Development trust and others provide literacy activities in minority languages in various places in Botswana.

### The Main Objectives of NFE Programmes

As stated above

### Target Groups for the NFE in Botswana

Literacy provision in Botswana has always targeted people who never had a chance to go to school who are otherwise referred to as “illiterates” or non-literates. As its initial objectives indicated, the major objective of the national literacy programme was to enable 250,000 illiterate men, women and youth to become literate in Setswana and numerate over six years from 1980-85. After 1983 initial formal evaluation it became clear that learners needed some kind of practical skills over and above basic literacy skills. Hence the Ditiro Tsa Ditlhabololo project was established. It was aimed at providing practical or life skills to interested literacy participants as indicated above, it was only in 1985 that the state indicated that literacy education should be provided to school age children in places where there were no schools. In terms of policy the programme is supposed to provide learning opportunities for out-of-school children and the debate is still on as to how to categorise them since the recommendation was made in 1994. The NGO community is specifically targeting ethnic and linguistic minorities in their provision for example, they work with the Naro and Kwe indigenous people. The full operation of the Adult Basic Education Programme will address the learning needs of various categories such as both basic and advanced literates. It will be attracting individuals who have been to school but who for whatever reason did or could not complete Standard Seven in the formal route. The ABEP will also address the needs of out-of-school children, who are in special circumstance to whose life agenda denies the opportunity to gain access to and remain in the formal school for seven years.

The programmes reaches a lot of people as far as the literacy is concerned it is predominantly women who patronise the programme. See the table below.

Table 1. *National literacy Programme – Annual Enrolment Figures 1997-2005*

1997	1998	1999	2000	2001	2002	2003	2004	2005
17,588	15,917	14,474	12,004	9399	13,329	?	?	10,694

Source: Department of Non-Formal Education, (1997-2005)

In so far as income generating projects are concerned they are sponsored according to regions as indicated below.

## Operating income-generating projects

PROJECT LOCATION	NO OF MEMBERS		TYPE OF PROJECT	TRAINING SKILLS ATTAINED	FUNDING SOURCE	PROJECT STATUS
	M	F				
<b>NORTHERN REGION</b>						
Masingwaneng	0	10	Candle and Floor Polish	Candle and floor polish	Department of Women's Affairs	On Production
Nlapkhwane	1	9	Poultry Keeping	Basic Poultry keeping	Proposal made to Department of Women's Affairs	Secured a plot and registered with Registration of Companies
Nkange	0	10	Pottery	Nil	Nil	Operating, they need training in pottery making
Themashanga		10	Food processing	Jam and atchar processing	Self funded and Stanbic Bank	Operating
<b>SOUTHERN REGION</b>						
Manyana	1	0	Screen Printing	Screen printing and business management	African Development Foundation and Financial assistance Policy	Produce only for orders.
Tshidilamolomo	0	6	Bakery	Bakery training and business management	American Embassy and Self Help fund	In production
Ditlharpeng	0	4	Food Processing	Jam and atchar making	Self Funded	On production but not satisfactory.
<b>CENTRAL REGION</b>						
Mmaphashalala	0	2	Sewing	Pattern Design and sewing	FAP	On production (Not doing well)
Motlopi	0	3	Sewing	Pattern design and sewing	FAP	On production (Not doing well) due to mismanagement.
Shoshong		3	Bee Keeping	Bee keeping and honey processing	Self Funded	On production (production very low).
Letlhakane	0	10	Basketry	Basketry weaving and business management	Self Funded	On production but not doing well due to lack of team spirit and mismanagement.
Thune	2	15	Basketry	Basketry weaving and Business	Self Funded	On production (doing

				management		well)
Mothlabaneng	0	14	Basketry	Basketry weaving and Business management	Self Funded	On production (doing well)
<b>NORTH WEST REGION</b>						
Parakarungu	0	9	Vegetable Garden	Vegetable growing, food processing and business management	Self Funded	On low production scale
Tsau	0	9	Pottery and basket weaving	Pottery making and business management	Self Funded	Low production
<b>SOUTH CENTRAL REGION</b>						
Mokatse	0	1	Knitting	Knitting	FAP and Self Funded	On production
Mathubudu kwane	1	0	Shoe fix	Shoe Fix	FAP and Self funded	Operating
Artesia	0	1	Sewing Project	Sewing and Pattern design	Self funded and American Embassy	On production
Thamaga	6	8	Vegetable Gardening	Vegetable production and business management	Self Funded	On Production
Ditshukudu	2	8	Bee keeping	Bee Keeping	Self funded	On production
Lethakeng	3	8	Pottery	Pottery making and business management	Self funded	On production, will be attending pottery course at Lekgaba in Francistown
Khudumelapye	7	4	Leather work	Nil	Self Funded	Aspiring, still awaiting training
Mogobane	0	2	Bakery	Break Making and business management	American Embassy	On Production
Ramotswa	0	4	Day Care Centre	Running a day care training, child nutrition and business management	FAP and American Embassy, CIDA	Operating
<b>WESTERN REGION</b>						

Charleshill	2	8	Floor polish and candle making	Floor polish, candle making and business management	Self Funded and Department of Women's Affairs	On production
<b>TOTALS</b>	<b>25</b>	<b>158</b>	<b>183</b>			

Source: DNFE Annual Report, 2006

### Teaching and Learning Activities

The primary focus of the literacy programmes is to teach reading, writing and numeracy skills in a conventional way. The first few sessions of primer one include learners engaged in a discussion of a picture in order to identify the key word for the lesson and they concrete in teaching them to write the word. As they progress through the primers they are mostly asked to open where they left last time and continue with reading or writing activities prescribed in the primer. This goes even for workplace literacy where there is no recourse to work related issues in the teaching and learning process. There is no significant difference between this and the formal school methodology. The programme solely uses Setswana, the national language as the medium of instruction to the neglect of other languages. It is viewed as 'natural' because technocrats argued that there was no objection from the minorities to its imposition. Maruatona (2002) notes that it was perceived to be a neutral medium of instruction since it was spoken by most people and it is the language of most powerful socio-cultural group. Language enables the ruling elite to distribute its cultural capital in Botswana, which perpetuates unequal power relations between ethnicities. The use of one language stifles cultural development of other languages (Youngman, 2000).

The minimum duration is still an issue of concern at the DNFE, especially given the transition which the Department is about to embark upon as it plans to launch the ABEP programme in future. Currently people drop in and out of the programme at various primers and the minimum duration has been three years while some have been on and off the programme since its inception in 1981. The 2003 survey found that the majority took less than one year to two years to complete primers 1 and 2 while they needed more than 2 years to complete primers 3, 4 and 5. All those enrolled for English as a Second Language completed it in 1-2 years (Chilisa, Nenty, Maruatona and Tsheko, 2004).

In the proposed programme it is intended that within an average of four years one should complete all the three levels. Again this will depend on the learning plan of each learner and the availability of facilitators to help them through within a reasonable time.

Educators are called literacy group leaders are most of them have a minimum qualification of Standard Seven. Some have Junior Certificate. It is anticipated that those who shall have to teach the ABEP programme will have to have a certificate in Adult Education as minimum qualification. The implication of this is that some current officer would have to be motivated to take up teaching in addition to their administrative work. The department is already equipping some of the junior staff with teaching skills and exposing them to various techniques and methods of teaching adults effectively. The department is open to consider school teachers provided they are retrained to be equipped with skills of teaching of adults.

The training of literacy education facilitators is carried out by district level staff of the DNFE. The district staff recruit adult literacy facilitators (ALFs) based on their qualification such as having to be Standard Seven or Form Three certificate holders. They are nominated by their community leadership and appraised by district staff. They are recruited from different ethnic and language communities. The recruitment of literacy teachers is done at the community gathering or (*Kgotla*) meetings organised by District Adult Basic Education Officers. They work

with community leadership such as Chiefs and Village Development Committees (VDC). The leadership is involved because of their extensive knowledge the community members. They are provided with the criteria for selection to identify potential teachers after which such individuals are given an *initial training* and assessed, if they fail, they are discontinued (Maruatona, 2004). The training of adult literacy facilitators is carried out jointly by district and regional staff supported by the Headquarters. It lasts for 2 weeks. LGLs are volunteers and are given a small honoraria per session taught as 'payment'.

Trainers use conventional method where adult literacy facilitators are taught to teach learners to read vowels, syllables and use them to construct words and complete sentences. The facilitators engage in discussion based on key words identified by the trainees and are expected to do the same with their learners. This method restricts the potential for adult literacy facilitators to be innovative as it prescribes all aspects of their work. (Maruatona, 2004). The content ranges from teaching future LGLs how to teach using rigidly prescribed primers and other prescribed booklets. Trainees are not exposed to skills on how to facilitate adult group discussions in class to use information from the media and daily life experiences of the learners. Trainees and experienced Literacy Group Leaders are taught skills on how to infuse information on HIV/AIDS, income generating skills and health preventative skills. However, follow up during supervision is weak on helping to ensure that the skills are practiced. A recent evaluation report recommended that LGLs should get the opportunity during their trainings to exchange ideas on different teaching strategies and methods (UNESCO/UIE, 2004).

#### **Refresher Training of Adult literacy facilitators**

After initial training the instructors are given a follow up training opportunity. It is called *refresher training*, in Botswana is it carried out each year and it focuses on problems which literacy teachers encountered during their teaching and they help each other to resolve them in order to enhance their performance. Before a refresher training course takes place, the training team usually meet with LGLs and the Cluster Officer who supervise them to establish problems that arose in the course of their work.. All LGLs are supposed to have undergone initial training, or a class demonstration before they can teach on their own (UNESCO/UIE, 2004). The impact of the training can only be deduced from comments made about the performance of the adult literacy facilitators.

There are regularly comprehensive evaluation of the literacy programmes and has managed to assess the impact of the courses used in the training of the teachers. There are usually some questions incorporated into the overall evaluation on the effectiveness of literacy promoters. For example, in 1987, Botswana did an evaluation of the National Literacy Programme and concluded that the teachers were not innovative in their approach. The 2003 evaluation also noted that the training emphasises some prescribed questions in the *Teacher's Guide*. The prescription leaves limited room for the LGL to take initiative to broaden the discussions, which restricts their creativity. The second evaluation also involved extensive observations of class sessions and it concluded that LGLs did not encourage interaction with the whole group by providing explanations, facilitating dialoguing or stimulating a group discussions. They primarily resorted to question-answer sessions, where learners reacted to the LGL's impulses. But discussion among learners themselves was conspicuous by its absence. The only source of activity was when teachers used flashcards, which encouraged some competition among the learners (the first to finish a task is the winner) (UNESCO/UIE, 2004).

#### **Learning outcomes**

The completion rates vary from region to region but overall there has been a disturbing trend of a continuous decline in reenrolment from 1997 to date. This has implication for completion rates. There is concern with withdrawals from programme. According to the latest national literacy survey (92.5%) of the learners attended the Botswana National Literacy Programme, mostly attended by females (98.9%) compared to (80.4%) for males. Mine literacy was attended by

4.1% of the learners and they were exclusively males while workplace literacy enrolled only 1.6% participants with the majority being males. The results revealed that 71% of the eligible population never attended literacy classes. The survey found the following as the major reasons for missing or leaving literacy classes: 'Ill-health,' 'no instructor,' 'taking care of a family members,' all these factors affected more females than males. On the other hand, others cited 'job demand', this factor affected more males and females (Chilisa, Nenty, Maruatona and Tsheko, 2004).

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