



Republic of Botswana

**National Report on the Development and State of the Art of
Adult Learning and Education in Botswana**

Ministry of Education and Skills Development

2008

FOREWORD



Honourable Jacob D. Nkate
Minister of Education and Skills Development

The Fifth International Conference on Adult Learning and Education (CONFINTEA V) has motivated the nation of Botswana to accelerate its effort in the provision of adult learning and education. That kind of action was necessary because we firmly believe that we must provide the best education for all the people of Botswana.

The Government of Botswana did so by embarking upon policy reforms and by purposely reviewing actions and strategies aimed at meeting the goals set out in the two documents that were the major outcomes of CONFINTEA V, namely; The Hamburg Declaration on Adult Learning and Education and The Agenda for the Future. The Declaration provided a general statement of commitment to adult education as the key to the 21st Century and the attainment of sustainable and equitable development. The Agenda for the Future sets out in detail how this commitment to the new conception of adult learning could be converted into specific activities. This report is being prepared within the context of these important documents. It, therefore, summarises some of the major developments in adult learning and education since 1997. Particular attention is paid to the humble achievements and challenges encountered in promoting adult learning and education within the framework of lifelong learning for all Batswana.

Whilst we may not have achieved all the goals that we aimed to record, we note with appreciation that we have achieved some successes worth noting. Some of these achievements include a national literacy rate of 81%, re-orientation of our curriculum to improve the standard of adult learning and education, provision of opportunities for learners to acquire work related skills as well as promote greater participation in adult learning and education. We have also re-structured our system as a way of improving service delivery. With all these developments and many others that have been highlighted in this report, we look forward to the next twelve years with enthusiasm and confidence that we may in future be counted among the nations in the world that have been able to cultivate and sustain effective learning for the knowledge societies of the 21st Century.

Jacob D Nkate
Honourable Minister of Education & Skills Development
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Table of Contents

FOREWORD	2
Acknowledgements	2
LIST OF TABLES	6
LIST OF FIGURES	6
EXECUTIVE SUMMARY	10
GENERAL OVERVIEW: THE BOTSWANA CONTEXT	17
1.1 Introduction	17
1.2 Botswana Context	17
1.2.1. Economic Situation	18
1.2.2. Employment and Unemployment in Botswana	18
1.2.3 Poverty in Botswana	19
1.2.4 Language policy in Botswana	19
1.2.5 Gender, Education and Learning	20
SECTION II	21
POLICY, LEGISLATION AND FINANCING OF ADULT LEARNING AND EDUCATION	21
2.1 Introduction	21
2.2 Legislative and Policy Environment of Adult Learning and Education	21
2.2.1 Revised National Policy on Education (RNPE)	21
2.2.2 National Policy on Vocational Education and Training	21
2.2.3 National Development Plan 9 (NDP 9)	22
2.2.4 Vision 2016 Strategy	22
2.2.5 International Strategic Initiatives that Complement ALE Policies	23
2.2.6 Priority Goals for Adult Learning and Education	24
2.2.7 Organisation of Adult Learning and Education within Government	24
2.2.8 Alignment of Policy and Implementation Strategies	25
2.2.9 Main Policy and Legislative Challenges	26
2.2.10 Other Policies that Impact Adult Learning and Education	26
2.3 Financing of Adult Learning and Education	30
2.3.1 Public Investment in Adult Learning and Education	30
2.3.2 Foreign Bilateral/Multilateral Donor Investment in Adult Learning and Education	32
2.3.3 Support to Adult Learning and Education from Private/Corporate Sector	33
2.3.4 Civil Society Support to Adult Learning and Education	34
2.3.5 Learners'/Individuals' Contributions to Adult Learning and Education	36
2.3.6 Benchmarks in Relation to Financing of Adult Learning and Education	36
SECTION III	38
QUALITY OF ADULT LEARNING AND EDUCATION: PROVISION, PARTICIPATION AND ACHIEVEMENT	38
3.1 Introduction	38
3.2 Provision, Participation and Achievement	38
3.2.1. Programmes and Providers	38
3.2.2. Enrolment and Progression	45
3.2.3. Delivery Systems	50
3.2.4 Tutors and Facilitators	51
3.3 Quality Participation in Adult Learning and Education	52
3.3.1 Equal Opportunities for Participation	52

3.3.2	Reasons for Participation	52
3.3.3	Barriers to Participation.....	55
3.3.4	Notable quality assurance measures.....	54
3.3.5	Assessment and Monitoring.....	56
3.4.	Impact of Achievement	57
SECTION IV		59
RESEARCH, INNOVATION AND GOOD PRACTICE.....		59
4.1.	Introduction	59
4.2.	Research Studies in the Field of Adult Learning and Education.....	59
4.2.1	Research on Adult Basic Education	59
4.2.2	Research on Adult Vocational Education and Training.....	61
4.2.3	Research on Extension Programmes	62
4.2.4	Research on Continuing Education	63
4.2.5	Implications of the Findings for Policy and Practice.....	64
4.3	Innovations and Some Examples of Good Practices.....	64
4.3.	Adult Basic Education.....	65
4.3.2	Adult Vocational Education and Training	65
4.3.3	Extension Education.....	65
4.3.4	Continuing Education	67
SECTION V		68
ADULT LITERACY		68
5.1	Introduction.....	68
5.2	How Literacy is Defined in Botswana	68
5.3	New Literacy Policies Adopted and Implemented	68
5.4	The Revitalisation of Functional Literacy	68
5.5	Skills Training	69
5.6	Resource Centres	70
5.7	Enrolment in Adult Literacy Education.....	71
5.8	Adult Basic Education Programme Providers	71
5.9	Challenges.....	71
SECTION VI		73
EXPECTATIONS OF CONFITEA VI AND FUTURE PERSPECTIVES OF ADULT LEARNING AND EDUCATION		73
6.1	Introduction.....	73
6.2	Adult Basic Education.....	73
6.3	Extension programmes.....	74
6.4	Continuing Education	75
6.5	Implementing National Qualifications Framework	75
6.6	Sharing of Educational Resources	76
6.7	Coordination of Vocational Education and Training.....	76
6.8	Future Prospects for Tertiary Education	77
6.9	Conclusion.....	77
BIBLIOGRAPHY		79
LIST OF PARTICIPANTS OF THE CONFITEA VI STAKEHOLDERS CONFERENCE HELDON 15 APRIL 2008 AT MAHARAJA CONFERENCE CENTRE		84

LIST OF TABLES

Table 2.1:	Total Botswana Budget for 2004-2005	30
Table 2.2	Total Ministry of Education and Skills Development Budget for 2004-2005.....	30
Table 2.3	Top Ten Countries in Terms of GNP Devoted to Education	36
Table 2.4	Top Ten Countries – Other Factors Likely to Influence Literacy Rates	36
Table 3.1	Categories of Providers and Targets	38
Table 3.2	DNFE 2003 Statistics	45
Table 3.3	Enrolments, University of Botswana, Department of Adult Education	45
Table 3.4	JC and BGCSE Enrolments – BOCODOL	46
Table 3.5	Study Preference by Gender	49
Table 3.6	Preference for Study Mode by Age Group	49
Table 3.7	BOTA Registered and Accredited Trainers & Assessors	50
Table 3.8	Analysis of the Registered Trainers and Assessors by Gender	50
Table 3.9	Reasons for Participation by Gender	51
Table 3.10	Reasons for Participation by Age	52

LIST OF FIGURES

Figure 3.1	The Botswana National Vocational Training System.....	43
Figure 3.2	DIA Training Activities for Small Scale Business Owners.....	47
Figure 3.3	DIA Training Activities and Years of their Implementation.....	48
Figure 3.4	Total Number of Trainers for Years 2004-2006.....	48
Figure 3.5	Barriers to Participation.....	53
Figure 3.6	2005 BGCSE Performance (Government Schools Only)	54

ABBREVIATIONS AND ACRONYMS

ABE	Adult Basic Education
ABEP	Adult Basic Education Programme
AIDS	Acquired Immune Deficiency Syndrome
AIDAB	Australian International Development Association Bureau
ALDEP	Arable Land Development Programme
BAEA	Botswana Adult Education Association

BAPVPS	Botswana Association of Private Vocational and Private Schools
BCA	Botswana College of Agriculture
B. ED	Bachelor of Education Degree
BEST	Basic Extension Skills Training
BIAC	Botswana Institute for Administration and Commerce
BOCAIP	Botswana Christian Aids Intervention Programme
BONASO	Botswana Network of Aids Service Organisations
BOTA	Botswana Training Authority
BNVQF	Botswana National Vocational Qualifications Framework
BOCOBONET	Botswana Community Based Organisation Network
BOCODOL	Botswana College of Open and Distance Learning
BNLS	Botswana National Library Services
BNLP	Botswana National Literacy Programme
CBO	Community Based Organisation
CCE	Centre for Continuing Education
CEDA	Citizenship Entrepreneurial Development Authority
CICE	Centre for In-Service and Continuing Education
COL	Commonwealth of Learning
CONFINTEA	International Conference on Adult Education
CSO	Central Statistics Office
DAE	Department of Adult Education
DEASA	Distance Education Association of Southern Africa
DIA	Department of Industrial Affairs
DDO	Dutch Development Organisation
DNFE	Department of Non-Formal Education
DVET	Department of Vocational Education and Training
GTZ	German Technical Cooperation
HIV	Human Immune Virus
ICTs	Information and Communications Technologies
IFS	Integrated Field Services
JC	Junior Certificate
LEA	Local Enterprise Authority
LGLs	Literacy Group Leaders
LIFE	Literacy for Empowerment

MDGS	Millennium Development Goals
MOA	Ministry of Agriculture
MOESD	Ministry of Education and Skills Development
MOH	Ministry of Health
NACA	National AIDS Coordinating Agency
NaPVET	National Programme for Vocational Education and Training
NCS	National Conservation Society
NDP	National Development Plan
NGO	Non-Governmental Organisations
NLP	National Literacy Programme
NEPAD	New Partnership for African Development
NQF	National Qualifications Framework
ODL	Open and Distance Learning
PRA	Participatory Rural Appraisal
RNPE	Revised National Policy on Education
QAC	Quality Assurance Committee
RADP	Remote Area Development Programme
RCC	Recognition of Current Competence
RECC	Rural Extension Coordinating Committee
RDCD	Rural Development Coordination Division
RIIC	Rural Industries Innovation Centre
RPL	Recognition of Prior Learning
SADC	Southern African Development Community
SBA	Standard Based Assessment
SMMEs	Small, Medium and Macro Enterprises
SSC	Standards Setting Committee
UB	University of Botswana
UILL	UNESCO Institute for Lifelong Learning
UNDP	United Nations Development Programme
UNLD	United Nations Literacy Decade
UK	United Kingdom
VTA	Vocational Training Act
VET	Vocational Education and Training
VETS	Village Extension Teams

VTS	Vocational Training System
WAD	Women Affairs Department
WADEA	West African Distance Education Association
YWCA	Young Women Christian Association

EXECUTIVE SUMMARY

1.0 INTRODUCTION

In 1997, UNESCO organised the Fifth International Conference on Adult Education (CONFITEA V) in Hamburg, Germany. The purposes of the Conference were:

- to highlight the importance of adult learning;
- to develop a world-wide commitment to adult and continuing education in the perspective of lifelong learning for all;
- to make recommendations for future policy and priorities; and
- to promote international cooperation in the field of adult learning and education.

Since then, a number of programmes have been implemented and are highlighted in this report. Following upon the Conference, Botswana established a Task Group comprising major stakeholders in adult and lifelong learning. The main task of the Task Group was to come up with objectives, strategies and activities aimed at accomplishing the ten themes agreed at the Hamburg Conference. Consequently, the CONFITEA V Follow Up Committee was charged with monitoring the progress made in achieving the national indicators for adult and lifelong learning. In March 1999, the committee came up with a National Plan of Action for Adult Learning. This report is thus informed by this National Plan and takes stock of the achievements made in adult learning and education in Botswana since 1997. It also features the challenges that Botswana had to address over the years.

2.0 PROGRESS MADE

Since 1997, Botswana has developed a number of relevant policies and implemented programmes aimed at realizing the goals spelt out in the National Plan of Action for Adult Learning.

2.1 POLICY AND LEGISLATION ON ADULT LEARNING AND EDUCATION

Botswana has made progress in implementing relevant policies and legislations governing the provision of adult learning and education. Some of such policies and legislations are listed as follows:

2.1.1 Vision 2016

Botswana's major policy document is the Vision 2016. This document is consistent with other policies such as the RNPE, NDP 9, and MDGs. Vision 2016 spells out a number of strategies for the development of critical sectors such as education, economy, communities and culture. In regard to the education sector, Vision 2016 states that:

By the year 2016, Botswana will have a system of quality education that is able to adapt to the changing needs of the country as the world around us changes. Improvements in the relevance, the quality, and the access to education lie at the core of the Vision for the future. The education system will empower citizens to become the best producers of goods and services. It will produce entrepreneurs who will create employment through the establishment of new enterprises. Public education will be used to raise awareness of life skills, such as self health care. (p. 5).

In compliance with Vision 2016, Government Departments and other organizations have defined their own vision, mission and goals. These address the quality of lifelong learning and training for the out-of-school populations by equipping them with life skills through adult basic education and post literacy programmes.

The Vision also wishes to empower them to be effective and competitive in the global village. It places Information and Communication Technologies (ICTs) at the centre of capacity building and encourages stakeholder's partnerships especially on resource sharing and mobilization.

2.1.2 National Development Plan 9 (NDP 9)

The National Development Plan 9, 2003-2009 identifies lifelong learning as a critical component of the national human resource development strategy. It gives an overview of the national educational policy framework. Also, it promulgates and identifies projects to be implemented within this plan period to improve the quality of education in Botswana.

2.1.3 National Policy on Vocational Education and Training

The 1997 National Policy on Vocational Education and Training is an integral part of the overall strategy to respond effectively to the adult vocational and technical learning and other educational needs of the country. This policy has been formulated based on the recommendations of the Revised National Policy on Education. The main focus of the National Policy on Vocational Education and Training is a training system which is distinct from general education. This system is accorded significant priority given the importance of skills training in the achievement of Botswana's development objectives (Ministry of Labour and Home Affairs, 1997). It lays down the broad framework within which training activities in the country are carried out.

2.1.5 Millennium Development Goals (MDGs)

Specific adult learning and education-related objectives pursued in the MDGs are :

- Achievement of universal access to 10 years of basic education by 2015;
- Improvement of relevance and quality in adult basic education by 2015; and
- Reduction of gender disparity in all education by 2015;

2.1.6 The New Partnership for Africa's Development (NEPAD)

At regional level, the Botswana Government has committed itself to the New Partnership for Africa's Development (NEPAD). NEPAD is an initiative of the African Union and a commitment by African leaders to place their countries on a path of sustainable growth and development (SADC-REEP, 2005). NEPAD seeks to do this through a number of strategies including capacity building, regional and international co-operation, democracy, peace and security. In the area of human resource development, NEPAD intends to bridge the education gap by undertaking a number of activities, and Botswana is fully committed to achieving these goals.

2.1.7. SADC Protocol on Education and Training

Botswana policies and programmes in adult learning and education are partly influenced by the specifications in SADC Protocol on education and Training (2004).

2.2. Alignment of Policy and Implementation Strategies

There are a number of qualities associated with policy formulation and implementation in Botswana. These qualities have been recently observed by UNESCO Institute for Lifelong Learning (UIILL) in the 2004 evaluation of the National Literacy Programme. These include:

- Policies on non-formal education in Botswana are comprehensive, well designed and in tune with national priorities.

- Policies are also well informed by developments and advancements taking place in other countries, not only in Africa but also in Asia, Latin America and the Caribbean, the Arab States and Europe.
- Highly qualified scholars have been involved in the policy making process as consultants.
- Policies are supported by well elaborated implementation strategies, in particular the Revised National Policy on Education (1994) and the NDP 9.
- The administrative culture is conducive to effective policy implementation.

The relevant national policies and legislations were partly driven by such international agreements as MDGS and NEPAD.

2.2.0. PROGRAMMES

There are many providers of adult learning and education in Botswana. The programmes they provide are presented in four categories as follows;

- Adult Basic Education
- Adult Vocational Education and Training
- Extension Education, and
- Continuing Education.

2.2.1 Adult Basic Education (ABE)

Adult basic education programmes target adult populations including the out-of school youth, women and men who wish to complete basic education (i.e. from standard 1/grade 1) to 10-Junior Certificate (JC)/ grade 10). ABE encompasses non-formal and formal systems. The Department of Non-Formal Education (DNFE) of the Ministry of Education and Skills Development and the Botswana College of Distance and Open Learning (BOCODOL) are the main providers of non-formal education.

Unlike DNFE which is a government department, BOCODOL is a parastatal body established in 1998. It provides basic education courses (at Junior Certificate level courses) through the distance education mode. To ensure substantial coverage, it has established five regional centres in strategic areas to further decentralise its services to maximise access. Furthermore, to ensure quality provision, BOCODOL engages part-time tutors who are qualified in courses they teach.

Other notable ABE programmes are as follows:

(i) Workplace Literacy Programme

Courses for literacy in the workplace are mainly found in urban areas, particularly in governmental or parastatal institutions. Very few take place in private companies. Presently, there is no legislation to help the Botswana National Literacy Programme (BNLP) gain access to the illiterate or semi-illiterate workers of private companies or firms (DNFE, 2000). Despite the absence of the legislation, DNFE works with some private organisations.

(ii) The Village Reading Room

The Village Reading Room is a project of the BNLS and the DNFE. Its major goal is to ensure that relevant reading materials are available for different readers. In 1988, the Inter-Agency Material Production Committee was founded to prepare complementary materials for newly literate adults and children in Setswana and simplified English. It was hoped that these materials would promote the neo-literates' reading habits for leisure, education and culture, and prevent them from relapsing into illiteracy.

(iii) Prison Education Programme

The Revised National Policy on Education stresses the need to conceive education not just as schooling but as a lifelong learning process for all Batswana. The policy further emphasises that it is necessary to provide access to learning opportunities outside the main structure of schooling which will benefit both those who lack basic education and those who wish to further their elementary education. In compliance with this policy demand, the Department of Prisons and Rehabilitation established a unit of Adult learning and education to meet educational needs of offenders by offering a variety of programmes, including literacy education and skills development.

(iv) The Role of NGOs in Adult Basic Education

NGOs play a pivotal role in adult learning and education particularly in instances where government services are limited. For example, they provide opportunities for the empowerment of women. They also target other groups with special needs and those in remote areas of Botswana. Due to lack of literature including statistical data on the provision by NGOs, the extent of provision is difficult to gauge. One significant adult basic education and literacy provision outside Government is that which is operated by the Debswana Mining Company.

2.2.2 Adult Vocational Education

The Department of Vocational Education and Training (DVET) in the Ministry of Education and Skills Development is the main provider. It improves the skills of Batswana through structured work-based learning. The Department also responds to skill needs of industries and small-scale businesses.

Another provider of vocational education is the Department of Industrial Affairs. It provides entrepreneurship development training programmes in different areas, for example, sewing, metal work and bricklaying. It also runs workshops on technical and business management skills.

2.2.3 Extension education programmes

Training in this area is perceived essential for rural development initiatives. Among the departments and organisations offering these types of programmes are Non-Governmental Organisations, Ministry of Health, the Ministry of Local Government, especially through the Department of Social & Community Development, which is responsible for community social welfare. The Ministry also has the Remote Areas Development Programme (RADP). The Women's Affairs Department provides some extension services. The Consumer Protection and Education Unit of the Department of Consumer Affairs' is also a provider of extension services. Its mission is to protect consumers from unfair business practices.

Another provider of extension education programmes is Emang Basadi. It is an organisation interested in issues affecting gender disparity such as abuse and exploitation and representation of women in critical sectors. Some NGOs such as the Kuru Development Trust provides multiple practical skills such as sewing, basketry and craft making to ethnic minorities. The Botswana Coalition of Non-Governmental Organisations (BOCONGO) also organises training activities for extension workers. NGOs largely focus on organising sensitisation workshops on HIV/AIDS, providing leadership training, and training of communities on the management of natural resources.

The Botswana Adult Learning and Education Association (BAEA) has held numerous adult learning activities such as the Adult Learners' Week and the Week of the Elderly celebrations in 2001/2002. These are part of the activities suggested by the *Hamburg Declaration* and represent international efforts to increase access

to learning opportunities for adults in places where they normally would not gain admission to because of stringent requirements.

2.2.4 Continuing Education (CE)

Continuing education receives significant attention from adult educators in Botswana. CE is provided mainly at the tertiary level. The Extra Mural Studies Department of the Centre for Continuing Education (CCE) at the University of Botswana and the Centre for In-Service and Continuing Education (CICE) of the Botswana Agriculture Colleges are the main providers. A number of continuing education courses are offered, for example, certificate, diploma and degree in business management, entrepreneurial skills and others.

3.0 ACHIEVEMENTS SINCE 1997

Botswana made modest achievements in the areas highlighted below.

3.1 Adult Basic Education

Botswana has achieved 81% literacy rate making it one of the most literate nations in Africa South of the Sahara. Apart from that significant achievement, the country has been actively engaged in the diversification of adult basic education programmes and reviewed the curricula used. For example, based on the evaluation of the Botswana National Literacy Programme in 2004, the Department of Non-Formal Education in the Ministry of Education and Skills Development has been fully engaged in materials development that would enhance the Adult Basic Education Programme (ABEP). Another significant development in ABEP is the hiring of new and qualified facilitators who hold first degrees in different disciplines. These are given orientation programme under a special arrangement between the DNFE and the Department of Adult Education of the University of Botswana.

3.2 Adult Vocational Education and Training

A significant development for Botswana in the area of adult vocational education and training has been the establishment of the Botswana Training Authority (BOTA). BOTA has introduced a system of accrediting vocational programmes both within and outside the mainstreams of provisions. BOTA has come up with the National Vocational Qualifications Framework that serves as a guide to various providers.

In addition to the achievements recorded by BOTA, the Department of Vocational Education and Training (DVET) in the Ministry of Education and Skills Development works with Brigades in diversifying programmes offered in these institutions. Also, the Department of Industrial Affairs (DIA) has provided technical and advisory services to small and medium enterprises across the nation.

3.3 Extension Education

Extension education programmes are provided by almost all ministries and the civil society and this is a significant achievement for Botswana. Cooperation among the different providers is steadily growing at an impressive rate. For example, the Rural Extension Coordinating Committee in the Ministry of Finance and Development Planning in collaboration with the Department of Adult Education, University of Botswana has since 1997 been running the Basic Extension Skills Training (BEST) course. This course has attracted extension workers from different Government Departments, the Non-Governmental Organisations (NGOs) and private sectors. In 2007, the Course was evaluated and was found to be very effective and its modules have been developed and printed.

In addition to all these achievements, the Ministry of Agriculture has been sponsoring the Botswana College of Agriculture that now has a number of in-service courses. Similarly, the Ministry of Health has been pursuing vigorously the introduction of public health programmes using the extension teaching and techniques.

3.4 Continuing Education (CE)

Botswana is also making significant developments in the area of continuing education. Institutions offering CE have noted an increase in enrolments and diversification of programmes and courses. The Department of Extra Mural Studies of the Centre for Continuing Education (CCE) at the University of Botswana, for example, has increased enrolment figures from 1779 participants for the Certificate and Diploma in Accounting and Business Studies in 1998/99 to 2202 students in 1999/2000. This represented a 15% increase in enrolments, which is one fifth of the total University student population. In relation to the diversification of programmes, CCE now offers new courses such as the Improve Your Business & Start Your Business non-credit courses in conjunction with the Ministry of Commerce and Industry.

The Botswana College of Agriculture has already responded to the demands by establishing a Centre for In-Service and Continuing Education (CICE) in 2000, aimed at providing short courses continuing education courses on agriculture and it also develops and publishes materials on agricultural extension activities in Botswana.

In 2007, the Department of Adult Education, University of Botswana started offering courses on NGO Management. The Department is also undertaking a needs assessment study to explore the possibilities of offering a Masters programme in NGO Management that would be web-based. There are also private institutions that provide continuing education such as Ba Isago.

3.5 Civil Society Support to Adult Learning and Education

There are several programmes, projects and initiatives run by different civil society organisations in Botswana. Indeed, the churches, trusts, networks and community-based task forces that serve out-of-school children and youth are still very active in providing adult learning and education programmes that meet different needs in different parts of the country. Some of these projects are backed by many years of experience while others have been able to draw initial conclusions from their pilot phases.

3.6 Quality of Adult Learning and Education: Provision, Participation and Achievement

While the Government of Botswana takes the lead in the provision of adult learning and education through policy formulation and direction, the overall task of ensuring quality is a joint effort of the different stakeholders. Botswana has put in place a National Qualifications Framework and BOTA, both of which are enforcing quality in education, including adult learning and education.

3.7 Research, Innovations and Good Practices

(i) Research

In Botswana, research is considered a critical tool in informing practices, policies and decision-making. Thus, practitioners and scholars in the field of adult learning and education continue to embark on a number of research studies to ensure quality provision. Major studies, therefore, have been conducted that focus on adult basic education, extension programmes, and continuing education. Among other studies, Botswana has undertaken a review of its National Literacy Programme. The BEST Course, already referred to above, has been evaluated and found effective. BOTA has also embarked upon needs assessment survey that

supplied it data for developing standards in different programmes. All of these are in addition to other studies highlighted in the body of this report.

(ii) Innovations

Botswana has recorded some successes and challenges in the planning and implementation of adult learning and education programmes. For example, efforts have been made to expand educational opportunities at the adult basic education level for Botswana adults and youths. In Botswana, several cases of exemplary practices have emerged that demonstrate efforts to provide adult learning opportunities in pursuance of some of the ten themes endorsed at Hamburg.

Almost all providers of adult learning and education in Botswana have forged ahead in producing strategic plans. Some of these strategic plans are driven by the need to restructure or reorient institutions or programmes to align them to the present needs. For example, the Department of Adult Education at UB is proposing a change of name.

One other important innovation in the area of adult learning and education is the production of materials by the locals. For example, authors from the Department of Adult Education, University of Botswana have contributed to the African Perspective Series in adult learning and education. The DNFE too has involved its staff in developing learning materials for its revised 'Thuto-ga-e-golelwe' programme.

There is also a growing interest among the providers of adult learning and education in partnership as a viable strategy for improving the quality of their provision or services. For example, the DNFE and Botswana Adult learning and education Association (BAEA) in collaboration with other stakeholders have been at the forefront of advocacy for adult learning and education. Towards meeting that goal, it has participated actively in hosting a number of adult learners week in Gaborone (1999), Mahalapye (2000), Maun (2005) and Good Hope (2006).

4.0 CHALLENGES

While Botswana has made considerable progress in terms of achieving the goals expressed in the National Plan of Action, there are also some challenges to be noted. The need for a strong national body for coordinating adult learning and education practices is expressed here. Furthermore, a robust strategy for resource sharing and mobilisation as well as capacity building for gender sensitive education is necessary. The challenge of securing enough national resources for the provision of more programmes also remains and the challenge to recognise and accredit the indigenous knowledge has to be attended to.

SECTION I

GENERAL OVERVIEW: THE BOTSWANA CONTEXT

1.1 Introduction

The CONFINTEA V conference held in Hamburg in 1997, produced two essential documents namely; the *Hamburg Declaration* and *Agenda For the Future* and later the world continued the dialogue on ways to attain the goals of providing education for all (EFA). In the process additional international educational fora such as; the *Dakar Framework for Action*, the *Millennium Development Goals of 2000 (MDGs)*, *Literacy Initiative for Empowerment (LIFE)*, *The United National Literacy Decade (2003-2012)*, and the *United National Decade of Education for Sustainable Development (DES)* were convened). UNESCO was mandated to set up a forum and consultation mechanism to facilitate periodic discussions on progress and problems in furthering these recommendations and the six goals set out at the World Education Forum of 2000. Countries were encouraged to initiate National Action Plans in tandem with the *Hamburg Declaration* and *Agenda For the Future*. The basic aim of the CONFINTEA VI is to renew international momentum for adult learning and education by highlighting the progress made by different countries.

This report describes and analyses the conception and delivery mechanisms of adult learning and adult education in Botswana since 1997, and looks at some of the major efforts made in the implementation of the *National Plan of Action For Adult Learning*. It briefly discusses the context of Botswana in terms of its socio-political and economic situation with a focus on unemployment, poverty and income distribution. It also looks at critical policy issues such as the language, gender, and disability. The report reviews the financing framework to demonstrate efforts to chart the way forward for the provision of adult learning and education in Botswana. It goes on to analyse mechanisms to promote participation and improve provision of adult learning and education. The report further looks at the current research initiatives made since the adoption of the *Agenda for the Future* and provides some exemplary practices pursued to improve the delivery of adult learning and education. Finally, the report presents an analysis of national efforts aimed at reconceptualising and improving the delivery of literacy education and suggests some future directions for adult learning and education.

1.2 Botswana Context

Botswana is a semi-arid country with a total land area of 582,000 square kilometres. It shares borders with South Africa, Namibia, Zimbabwe and Zambia. It has some of Africa's last great wildernesses including the famous Okavango Swamps and the Kalahari Desert.

Its total population is approximately 1.7 million people and it is estimated that 53 percent of the population live in urban areas and 47 percent in the rural areas. The latter earns a living based predominantly on agriculture. In terms of age distribution, it is estimated that people aged 0–14 comprise 38 percent, 15–59 comprise 57 percent, 60+ constitutes 5 percent, which suggests that the majority of the population is still relatively young (Botswana Review, 2008).

Since attaining Independence from Britain in 1966, Botswana has made rapid progress in political, social and economic gains. Politically, Botswana has steadfastly pursued a multi-party approach, resulting in about nine consecutive elections since Independence. The country features a growing economy and a stable political environment.

Education is considered to be an essential service, which is made available to all school going children who are within a reasonable distance to schools, and it is free but not compulsory. The national literacy rate is 81 percent (Ministry of Education, 2003).

1.2.1. Economic Situation

Botswana is the largest exporter of gemstone diamonds in the world as well as a large beef exporter to the European Union. In 1966, Botswana's per capita income (at current prices) was about P3, 000 (three thousand Pula-the national currency) compared to about P33, 000 the nation recorded in 2005/06. Between 1965/66 and 2005/06 Botswana's real Gross Domestic Product (GDP) growth averaged 9 per cent. Government total expenditure was about P10 million in 1965/66, but this has since grown to P22.4 billion by 2006/07. At the same time, financing of government budget from foreign grants has since declined from 51 per cent to less than 2 per cent over the same period (Republic of Botswana Budget Speech, 2007).

Preliminary estimates of Botswana's Gross Domestic Product measured at constant prices in 2005/06 yielded the figure of 0.8 per cent. That figure revealed a contraction, which is a drop that followed the very rapid real growth of 9.2 per cent in 2004/05. The figure of 0.8 per cent was also well below the forecast of 4.2 per cent expansion for 2005/06 in the Mid-Term Review of NDP 9. That meant that the annual GDP growth rate for the first half of NDP 9 (2003/04-2005/06) was reduced to 3.8 per cent from the projected 4.7 per cent. The decline might have come from the contraction of the mining sector that declined by 4.4 per cent because of the uneven growth in diamond output. But the sector had begun to perform strongly between 2005 and 2006 just as the non-mining GDP began to grow by 2 per cent.

While the economy has made remarkable improvement in the last four decades, the nation is faced with the challenge of how to sustain its high economic growth in the light of other issues that are competing for national attention. Consequently, Botswana has been exploring the prospects and strategies of diversifying its economy beyond the diamond mining sector. To guide its search for sustained growth, Botswana has been pursuing the objectives enunciated in the National Vision (*Vision 2016*) and the United Nations Millennium Development Goals (MDGs). Botswana remains committed to achieving the United Nations Millennium Development Goals of eradicating extreme poverty and hunger; achieving universal primary education; promoting gender equality and empowerment; reducing child mortality; improving maternal health; combating HIV/AIDS, malaria and other diseases; ensuring environmental sustainability; and developing a global partnership by the year 2015. These are the same goals echoed in *Botswana's Vision 2016* document. One dominant goal that Botswana has remained committed to is how it can enshrine more openness in the economy and greater international competitiveness while at the same time trying very hard to attract foreign direct investment through a process of improving its investment climate.

1.2.2. Employment and Unemployment in Botswana

Botswana's GDP is gradually picking up, and with the new launch of the diamond processing facility in 2008, it is anticipated that the country is well on the path to a more rapid growth as the public and private sectors continue to engage in large investments and considerable confidence restored in the economy. Even so, employment in the formal sector was estimated to have declined by 3,800 jobs (1.3 per cent) between March 2005 and 2006 following a rise of 8, 000 jobs (2.8%) the previous year (Botswana Review, 2007). The drop in the formal sector employment may have been accounted for by the reported loss of 10, 000 jobs (10.5 per cent) in central government.

On the other hand, employment in the private and parastatal sectors grew by 3.3 per cent in 2006/07 compared to only 0.2 per cent in the fiscal year ending March, 2005. That increase was reported to have been led by the increase of 13.3 per cent witnessed in the mining and quarrying jobs in addition to the inputs

made by transport and communication, finance and business services (Bank of Botswana, 2006). Botswana Review (2007) has drawn attention to the fact that initial results of the 2005/06 Labour Force Survey show an increase from 1995/96 to 2005/06 when the total labour force grew by 48 per cent to 651, 465. The total number of jobs created between 1995/96 and 2005/06 was 203, 189, representing an annual average employment growth rate of 4.7 per cent. It also observed that recently, the Diamond Mining Company has established a facility that has created 3,000 job places in 2008.

Government is still tackling the challenge of unemployment, which has increased steadily from 10.2 percent in 1981, 13.3 per cent in 1991, to 19.6 percent in 2001. However, the 2005/06 Labour Force Survey showed a lower rate of unemployment at 17.6 per cent (Bank of Botswana, 2006). The trend shows that in spite of the drop in the unemployment rate over the past two decades, the most affected group are the youth aged 15-19 years. According to Bank of Botswana 77.5 percent of this unemployed group have secondary education as the highest level of education. The Household Income and Expenditure Survey of 2002/03 reported that 30 percent of the people in the urban areas were actively looking for employment compared to 23 percent in the rural areas. This could lead to rural-urban migration. Government has put in place innovative programmes and initiatives such as the Citizens Entrepreneurial Development Agency (CEDA) among others to enhance the capacity and capability of youth to create employment avenues for themselves and others.

1.2.3 Poverty in Botswana

Despite the remarkable economic achievement and world ratings, poverty, unemployment and illiteracy continue to be major challenges that Government confronts with great determination. Substantial proportions of people living in the rural areas and remote areas, particularly in the western part of the country are poor and have the lowest level of literacy.

According to the Household and Expenditure Survey of 2002/03, the proportion of people living below the poverty datum line (PDL) fell from 46.6 percent in 1985/86 to 30.6 percent in 2002/03. However, the Mid-Term Review of the National Development Plan 9 (NDP 9) projected a further decline in poverty rate to 23 percent by the end of the plan period (Botswana Review 2008). The Review further points that Studies suggests that social safety nets have significantly reduced poverty with under five malnutrition being brought to nearly 6 percent. State approach to poverty reduction was articulated in the 2003 Poverty Reduction Strategy, which emphasized the need to reduce poverty and create employment opportunities while the Revised National Policy for Rural Development focuses on ways to improve rural livelihoods through providing infrastructure and social services. To this extent, 44.4 percent of the development budget has been allocated to various aspects of rural development (Botswana Review, 2008).

1.2.4 Language policy in Botswana

The population constitutes of various ethnic groups who speak 27 different languages other than Setswana, which is the national language. Both English and Setswana are the official medium of communication and instruction in all educational and official communication (Ministry of Education, 1994). Efforts are being made towards the development of a language policy that seeks to encourage recognition of other languages for instructional purposes. The use of multiple languages seems to be a pedagogical reality and the nation is already embracing that need as a signatory to UN convention on the use of mother tongue language.

The Ministry of Education and Skills Development has undertaken a study to identify the languages in the country and assess their level of lexicon development. The country acknowledges the participation and contribution of the NGO sector in the promotion and development of lexicon of other languages.

1.2.5 Gender, Education and Learning

One major indicator of policy reform in education is the extent to which nations have addressed gender equity especially enhancing participation of girls and women in all forms and levels of education. The 2000 World Education Forum at Dakar World Education Forum reiterated the need for all nations to provide education for all. Those who acceded to the Dakar Declaration all agreed and noted that there should be a delivery of quality education for girls and women (UNESCO, 2006).

In Botswana, girls tend to outnumber and outperform boys in primary school leaving examination. According to the Ministry of Education (2006, p 2), "a total of 42 532 candidates sat for the 2006 Primary school Leaving Examinations (PSLE). Of this number, 21, 822 (51%) were females while 20 710 (49%) were males." The report further stated that, "as in previous years girls performed better than boys across the five subjects namely; *Setswana, English, Mathematics, Science & Social Studies*. They obtained an overall pass of 84.8 percent at Grades A-C compared to 74.2 percent for the boys 13.3 percent of the girls were awarded overall Grade A compared to 9.7percent for the boys" (p. 13) (Mooko, Tabulawa, Maruatona & Keosimile, 2007).

There are variations in terms of representation of both boys and girls at the different levels of the education system. For example, enrolment data for 2005 indicate that more boys than girls enrol at lower classes. Whereas the system is able to retain girls at primary school level, the opposite happens at higher levels. In the process, this trend upsets the gains attained at primary school levels in terms of gender equity. In spite of the commendable efforts to meet gender parity, the number of boys in the upper primary school classes declines as the pupils' progress with their education. There are more boys dropping out of the primary school system in Botswana than girls. In 2003, 62 percent of the pupils who dropped out at primary school level were boys. One of the reasons for this phenomenon is the practice of child labour taking place in some cattle posts and farms. In terms of repetition, there were still more boys (63 percent) who repeated a class than girls. Girls seem to be making more progress than boys in terms of completion rates at primary school level. There is still nonetheless a need to undertake detailed investigations to determine the factors that have influenced this trend.

At secondary school level, girls experience a different trend in terms of drop out rates. At this level, there are more female students dropping out from school than boys. In 2005, 63.1 percent of the students who dropped out at the secondary school level were girls. Pregnancy remains the main contributory factor. The high drop out rate for girls experienced at secondary school level reflects a reversal of the gains made at primary school level (Mooko *et al.*, 2007). According to Mooko *et. al.* (2007) government has put in place a policy that allows girls to re-enter the school system after giving birth. What is still lacking is the effort to address the problem of boys who drop out of schools in order to attain balanced gender equity in the education system.

SECTION II

POLICY, LEGISLATION AND FINANCING OF ADULT LEARNING AND EDUCATION

2.1 Introduction

This section of the country report describes and analyses the impact of policy, legislation and financing on the delivery and practices of adult learning and education in Botswana since 1997, and considers future directions in the next twelve years from 2009 to 2021. It appraises how the National Plan has impacted on policy, legislation and financing of adult learning and education since 1997 to date.

2.2 Legislative and Policy Environment of Adult Learning and Education

Legislation is at the heart of an effective adult learning and education programme. Any comprehensive programme, therefore, requires the drafting and adoption of legislation and the introduction of regulations. The Botswana government has articulated a number of policy legislations that support adult learning and education. The government has also put in place relevant regulations which reinforce the implementation of the policies. This section presents some of the major policies that are in place to support adult learning and education.

2.2.1 Revised National Policy on Education (RNPE)

The RNPE remains a major policy document that guides the development of education in general and adult learning and education in particular in this context. The current practices of adult learning and education including out-of-school education have been based on this important document. For example, out-of-school education is intended to provide learning opportunities outside the mainstream schooling, which would benefit those who lack basic education and those who wish to further their initial education.

Based on this important document (RNPE), currently the goals of out-of-school education include amongst others the following;

- a) To establish a learning society in which education is seen as a lifelong process;
- b) To guarantee universal access to basic education for school-age children and adults in order to promote equity and social justice;
- c) To provide opportunities for young people and adults to further their initial education to higher stages in order to raise the general level of education of the population;
- d) To provide opportunities for adults to acquire work-related skills that will improve their productivity and standard of living, and promote economic growth;

2.2.2 National Policy on Vocational Education and Training

The 1997 National Policy on Vocational Education and Training is an integral part of the overall strategy to respond effectively to the adult learning and education needs of the country. The policy has been formulated in accordance with Recommendations of the Revised National Policy on Education to provide the general framework for the formulation of policy to guide future development in education. On the other hand, the National Policy on Vocational Education and Training focuses attention on a training system which is distinct from general education. It should, therefore, be accorded significant priority given the importance of skills

training in the achievement of Botswana's development objectives (Ministry of Labour and Home Affairs, 1997).

The National Policy on Vocational Education and Training lays down the broad framework, within which training activities are carried out. For example, it recommends areas such as skills development and training, public institutional planning; employer-based training; and training for both the formal and informal sectors of the economy.

The Botswana Training Authority (BOTA) which draws its mandate from the *Vocational Training Act No. 22 of 1998* and the National Policy on Vocational Education and Training of 1997, was established in 2000. This corporate body coordinates monitors and evaluates performance activities of the vocational training system. It also advises on policy related issues. During the reporting period April 2006 to March 2007, BOTA made significant progress in:

1. Promoting Structured Work-Based Learning at the workplace. The draft of the Regulations on Structured Work-Based Learning which were initially gazetted in October 2006, have been edited and currently await approval by the Minister of Labour and Home Affairs.
2. Developing qualifications on the area of indigenous skills, arts and crafts.
3. Development of a full curriculum, unit standards and learning materials on HIV & AIDS in line with the Vocational Training Act of 1998.
4. Implementation of a programme of research, policy review and development to ensure an integrated system of vocational training. Three research studies were completed by 2007 on 'Baseline Survey of the Vocational Training Sector', 'Learning in the Workplace', and 'Gender Analysis of Perceptions and Attitudes of Learners and Personnel of Vocational Training and Work-Based Learning Organisations' (BOTA, 2006:14-18).

2.2.3 National Development Plan 9 (NDP 9)

The *National Development Plan 9, 2003-2009* is devoted to education in general and identifies adult and lifelong learning as a critical component of a national human resource development strategy. It gives direction to the development of adult learning and education policy frameworks and programmes. It also specifies benchmarks for quality provision of adult learning and education (Ministry of Finance and Development Planning, 2003).

2.2.4 Vision 2016 Strategy

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. It envisions a situation where there will be equal access to educational opportunities regardless of a person's socio-economic status. Based on this need, a policy on inclusive education has just been completed. Furthermore, it advocates for the creation of an educated and informed nation, which challenges providers of adult education and all other forms of education to be responsive. The vision 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). It is on the basis of this policy that BOTA has begun a system of accrediting indigenous vocational knowledge and skills. The policy provides for a widened opportunity for providers of adult learning and education to the nations' economic and social development initiatives.

2.2.5 International Strategic Initiatives that Complement ALE Policies

1. Millennium Development Goals (MDGs)

Policy and legislations in adult learning and education are currently guided by the eight millennium development goals (Republic of Botswana, 2000). Specific adult learning and education-related objectives pursued in the MDGs are:

- 1) To achieve universal access to 10 years of basic education by 2015;
- 2) To improve the relevance and quality of basic education by 2015;
- 3) To reduce gender disparity in all education by 2015;

These objectives have been incorporated in the major policy documents, for example, Vision 2016 and the NDP 9.

2. The New Partnership for Africa's Development (NEPAD)

The Botswana government has committed itself to the New Partnership for Africa's Development (NEPAD). NEPAD is an initiative of the African Union and a commitment by African leaders to place their countries on a path of sustainable growth and development (SADC-REEP, 2005). NEPAD seeks to do this through a number of strategies including capacity building, regional and international co-operation, democracy, peace and security.

In the area of human resource development, NEPAD intends to bridge the Education Gap through the following objectives:

1. To work with donors and multilateral institutions to ensure that the International Development Goal of achieving universal primary education by 2015 is realised;
2. To work for improvements in curriculum development, quality improvements and access to Information Communication Technologies;
3. To expand access to secondary education and improve its relevance to Africa's development;
4. To promote networks of specialised research and higher education institutions.

3. SADC Protocol on Education and Training

In article 9 of the SADC Protocol on Education and Training (2004), Member States reaffirmed their commitment to the achievement of universal literacy and numeracy in their countries in the shortest possible time and agree to commit the requisite resources to this end. Member States further agree that achieving universal literacy and numeracy is primarily a national responsibility and commit themselves to the establishment of national adult and distance learning centres which shall network nationally and regionally as necessary in order to strengthen their efforts.

The SADC protocol on cooperation in education and training articulates the following objectives of adult education:

1. To improve access to education and training and to reduce inequalities in the acquisition of education and training;
 - a. To work towards achieving universal literacy and numeracy;
 - b. To train adult educators and trainers and to contribute to community development;
 - c. To develop life skills;
2. Members states agree that where no institutes or departments of adult education exist in a Member State, that Member State shall establish these for the purpose of contributing to the national efforts

- to achieve universal literacy and numeracy, training adult educators and conducting research and evaluation in the areas of adult education, literacy and numeracy programmes;
3. Member States agree that adult education institutions shall be involved in a broad range of activities involving the education of adults and community development;
 4. Member States agree to promote cooperation among institutes, centres and departments of adult education in the Region, in the design and production of teaching materials, and shall teach some of their courses jointly where possible. They shall be encouraged to conduct collaborative research in their fields of competence (SADC, 2004: 21-22).

While member States agree to act in common in pursuit of the objectives of this Protocol, Member States are obliged to take all steps required to give effect to the Protocol.

2.2.6 Priority Goals for Adult Learning and Education

The field of adult learning and education in Botswana has made a lot of progress. At the moment, as the country moved towards becoming an educated and informed nation, some of the priority goals for adult learning and education are as follows;

1. Pursue lifelong learning and life-skills curricula to ensure an educated and productive citizenry.
2. Developing the frameworks for guiding adult learning and education practices within the context of knowledge society.
3. Diversify programmes so as to avail opportunities for both functional literacy and work-related skills.
4. Increase the opportunities for active participation by women in the social, political, cultural and economic development.
5. Consolidation of ICT in the provision of adult learning and education
6. Improvement of adult learning and education programmes and services to keep them abreast of current changes like HIV/AIDS pandemic, poverty reduction and unemployment.

2.2.7 Organisation of Adult Learning and Education within Government

Almost all government ministries provide different kinds of adult learning and education programmes. In case of adult basic education, the DNFE is the main provider. DNFE is responsible for coordinating, monitoring, and evaluating literacy programmes in the country. Also, the DVET is mandated with providing vocational education. Equally well, extension services are provided by a number of ministries and departments including Department of Industrial Affairs (DIA), Ministry of Health (MoH), Ministry of Local Government(MLG) Ministry of Agriculture (MoA) Ministry of Finance ,Development Planning (FDP).

Other departments and institutions that provide adult learning and education are:

- a) Department of Adult Education of the University of Botswana as the lead agency responsible for the training of out-of-school education personnel and for research and evaluation in this sector.
- b) The Centre for Continuing Education (CCE) of the University of Botswana as lead agency responsible for:
 - i) Distance education programmes at the tertiary level;
 - ii) Providing appropriate short courses and part-time programmes.
 - iii) Establishing a specialist committee for the continuing education sector to provide coordination and direction of programmes.

- c) Non-governmental organisations to run pilot out-of-school centres in urban areas, which should be developed through an action research and evaluation programme.
- d) Botswana College of Distance and Open Learning (BOCODOL) was established through an Act of Parliament in December 1998 as a parastatal College to provide distance education and to extend education and training opportunities for out-of-school youth and adults who need knowledge and skills to improve their quality of life.

It is recognised that this list of institutions above is not exhaustive and also that the activities of adult education in other government ministries and departments as well as NGOs have not hitherto been formally coordinated.

2.2.8 Alignment of Policy and Implementation Strategies

There is evidence to suggest that the policies and strategies of adult education are aligned with other policies of other departments. For instance the curriculum incorporates health issues, culture, gender equality, labour issues, and economy. There are also a number of qualities associated with policy formulation and implementation in Botswana as discovered by UIE (2004) evaluation of the National Literacy Programme. These include:

- Policies on non-formal education in Botswana are comprehensive, well designed and in tune with national priorities.
- Policies are also well informed by developments and advancements taking place in other countries, not only in Africa but also in Asia, Latin America and the Caribbean, the Arab States and Europe.
- Highly qualified scholars have been involved in the policy making process as consultants.
- Policies are supported by well elaborated implementation strategies, in particular the Revised National Policy on Education (1994) and the NDP 9.
- The administrative culture is conducive to effective policy implementation.

Botswana has strong education policies to inform adult learning and education practices. These policies provide the necessary frameworks for the provision, monitoring and evaluation of adult learning, vocational and technical training, continuing education, extension education and out-of-school education. In most cases, the policies complement each other. For example, when the *Revised National Policy on Education April 1994* is read in conjunction with policy initiatives such as the Millennium Development Goals, Vision 2016, National Development Plan 9, and the New Partnership for Africa's Development, and SADC's regional development agreements, they provide a comprehensive system for quality adult learning and education. This framework for the development of adult learning and education is described by Youngman (2002) as being a forward-looking and progressive national education policy which provides a conducive policy environment for initiatives in adult learning and education within the CONFINTEA conception.

As further noted by Youngman (2006), the acceptability of the activities proposed by CONFINTEA V and the availability of the institutional mechanisms for carrying them out are an outcome of the policy environment. CONFINTEA has not introduced a totally new approach to adult education. Rather, it has provided an international impetus and an action programme that gives momentum and specificity to existing trends and strategies for adult learning. CONFINTEA has contributed an enabling factor for the more comprehensive implementation of the existing national adult education policy, and for improvements of that policy, for example, in terms of the emerging strategies for articulating learner demand.

2.2.9 Main Policy and Legislative Challenges

Unlike the achievements in the formal education sector, the non-formal education sector poses more challenges despite tremendous efforts by the governmental and non-governmental organisations to achieve the priority goals for adult learning and education in Botswana. The Report of the Evaluation of the National Literacy programme by the UNESCO Institute for Education (2004) highlights a number of challenges with adult learning and education, including:- low and irregular attendance rates; limited infrastructure of outside the DNFE national and regional offices; limited access to written culture; non-enforcement of policy recommendations; failure to follow through on planning; lack of cooperation among ministries and institutions; lack of a comprehensive educational framework for non-formal learners; implementation frameworks and guidelines for action seem insufficient and need more elaboration for the non-formal sub-sector; insufficient funding; poor working conditions of literacy group leaders; and single language policy: in a multi-ethnic and multi-cultural society in which more than twenty languages are spoken.

2.2.10 Other Policies that Impact Adult Learning and Education

1. National Policy on Natural Resource Conservation and Development

The National Policy on Natural Resource Conservation and Development which articulates the National Conservation Strategy (NCS) was approved by the National Assembly in 1990. The strategy is founded on the principle and concept of sustainable development. The developmental objectives of the National Conservation Strategy call for among other things, an “increased education of and participation by all members of society in improving the environment”. It is recognized that increased public awareness about environmental problems and solutions is essential in addressing the main environmental concerns related to water, rangeland management, deforestation, veldt products, pollution, an expanding population and wildlife.

Environmental Education is regarded as an important aspect in adult learning and education hence the government has infused it in the curriculum. It is viewed as continuous and lifelong process where individuals and society become aware of their environment and develop knowledge, values, skills, experience, and action orientation to be able to solve present and future problems. For example, environmental education concepts and issues are now infused in the reading materials that have been developed.

2. National Information and Communications Technology Policy

In 2004, the National Information and Communications Technology Policy was developed to provide Botswana with a road map that will drive social, economic, cultural and political transformation through the effective use of Information and Communications Technology (ICT) in the years ahead. The first objective of the ICT policy is to create a culture of lifelong learning that maximises the potential within all citizens and accelerates innovation to develop knowledge based system.

One of the tenets of the National ICT policy is that a sustainable ICT-driven transformation and national growth will only be achieved through development of local skills and expertise, with particular emphasis on the development of ICT skills in children and young adults. In order for Botswana to achieve the goal of a “knowledge-based society” as outlined in Vision 2016, Government will expose both children and adults to highly effective education in ICT. Generating new and additional ICT skills in the adult population is

considered an important component in *Thuto Net*, which is one of the ICT programmes. This programme proposes a range of initiatives aimed at training and job creation for those outside of the formal educational system, with focus on the development of skills in adults.

The Government of Botswana is already implementing a number of programmes and strategies for the utilisation of ICT both in the workplace and in educational institutions. The purpose of these initiatives is to ensure that the benefits of ICT in learning and human resource development are universally secured. The National ICT policy is aligned with strategic frameworks of the departments and organisations providing adult learning and education. For example, the interventions proposed in the area of non-formal education are (UIE, 2004):

- The creation of a National Inventory and Strategy for Sharing and Community Use of Available Resources for e-Learning across all sectors;
- The establishment of a National Radio Learning Channel;
- The administration of a Non-formal education and Botswana Technical Education Programme Pilot;
- The establishment of e-community Learning Centres for All Sectors.

The proposed strategy takes into account the existing DNFE policy framework that must be integrated into the National e-Learning Strategy as outlined in the European Development Fund 9, and which identifies infrastructural services as a priority objective for out-of-school education. The DNFE's proposed framework encompasses the following key areas:

- a) Using ICT as tools to enhance the delivery of education;
- b) Building institutional capacity to design, develop and deliver ICT-supported programmes for out-of-school learners;
- c) Training staff in basic computer literacy, information literacy, basic computer care, and the use of ICT for non-formal learning;
- d) Creating an enabling environment that will improve access to and use ICT;
- e) Providing learning centres with minimum specifications on ICT and developing methodological guidelines for their use;
- f) Building the capacity of communities to look after the resources and sustain them;
- g) Providing assessment tools and an evaluation system for measuring progress on the use of ICT;
- h) Developing and implementing strategies for forging active partnerships with other government partners, community and international organisations in the development of ICT programmes for the non-formal learning sector;
- i) Establishing agreements with other partners in education regarding resource-sharing policies to ensure sustainability of the programme and accessibility to learners (UIE, 2004: 91).

3. National Youth Policy

The National Youth Policy which was developed in 1996 continues to provide a framework for adult educators to address the needs of the out-of-school youth. It endeavours to ensure that young women and men are given opportunities to reach their full potential, both as individuals and as active citizens in Botswana society. The policy addresses the major concerns and issues critical for young people in Botswana and gives direction to youth programmes and services provided by government and non-government organisations.

One goal of the National Youth Policy recognises the need for promoting the participation and contribution of young women and men in Botswana to its socio-economic development. One specific objective of meeting this goal is to assist young people in attaining the knowledge, skills and experiences required to enable them to effectively participate in national development and society as a whole. The key strategic

area that aligns the National Youth Policy to the Recommendation of the Revised National Policy on Education in the area of Adult Learning and Education is the provision of appropriate education and training for young people. The National Youth Policy recognises that education and training for young people in Botswana is a joint responsibility for parents, schools, public and private sectors, the community, as well as young people themselves. It is important that education and training in Botswana broadens and increases the life and career opportunities for young people. Among other target groups, the out-of-school young people comprise the main group for this objective.

4. The Revised National Policy for Rural Development

The Revised National Policy for Rural Development was developed in 2002. Objective 7 of this policy is to improve the rural development extension services. This objective has placed emphasis on the need to strengthen integrated field services with the DNFE taking a more active role in informal sector training. Another prescription in this policy draws attention to the need to appoint extension coordinators in all Brigades and Vocational Training Centres in order to open access to employment skills training for adults in the informal sector. Again, there was expression of the desire to have gender sensitive training for all those involved in the development of the informal sector and have the RECC extend its scope to include extension programmes for urban areas and include non-governmental organisation in its membership. Since the establishment of this policy, RECC has come up with plans to review its effort to improve the effectiveness of the extension services, especially through staff training through the use of the Basic Extension Training (BEST) Course and a programme of applied research and evaluation.

5. National Policy on People with Special Needs and Challenges

The Government of Botswana continuous to show commitment to capacity building for people with special needs. The goal is to make education accessible to all including children with special educational needs. This commitment reflects the Tswana concept of *botho* (respect for the humanity in all human beings), a concept incorporated in Vision 2016.

An important development in recent years has been a growing recognition that children with special educational needs should be included within the general education environment commonly referred to as inclusive education. Inclusive education approach addresses the diverse needs of individuals within the mainstream school setting. It is a process that aims at minimising all barriers to learning.

Botswana like other countries is gradually moving away from segregatory practices of special schools towards inclusive education. The move is facilitated by the implementation of the new policy (RNPE) which, as stated earlier, has given priority to the education and training of children with special educational needs. The Ministry of Education and Skills Development has adopted four main strategies of attaining this goal. These are:

(i) Capacity building/human resource development

Capacity building in support of inclusive education is one of the most crucial elements in developing more inclusive education system (The Salamanca statement and Framework for Action on Special needs Education, 1999). Capacity building has focused on teacher preparation, (both pre and in-service) in servicing of school heads, education officers and support staff.

(ii) School Intervention Team

It has already been stated that one of the principles of inclusion is its emphasis on teachers working together and supporting each other. The Division of Special Education has been working with schools with a view to establishing support teams. The teams have come to be referred to as School Intervention Teams (SIT). SIT is a team of teachers with a common vision appointed by the school head to advise and support other teachers in meeting the educational needs of all the children. The team assesses and recommends appropriate teaching strategies for children with special educational needs. It is a pre-referral strategy and is based on the premise that talents exist in schools and therefore these should be used before calling for external support.

(iii) Itinerant Teacher Service

The Ministry of Education and Skills Development has adopted the Itinerant Teacher Project to meet the needs of children with special needs in the mainstream education. Although the project does not yet cover the whole country where it is operational it is proving to be worthwhile. The support is given to both the teacher and children with physical disability within the general school settings. With the training of more special education teachers the plan is to extend the programme to other parts of the country.

(iv) Collaboration or partnership with other stakeholders

The new policy emphasises effective communication and cooperation between all the stakeholders. It is recognised that the benefit of greater partnership participation includes increased opportunities to share decision-making, a greater sense of ownership, better monitoring and accountability. To this end the Ministry of Education and Skills Development collaborates with other stakeholders in the provision of education and training. The education and training of all children is a joint venture between the Ministries, parents, NGO's and the Private Sector.

6. National Policy for Mainstreaming Gender into Vocational Training and Work-Based learning

The National Policy for mainstreaming gender into vocational training and work-based learning sets forth the principles and policy framework for mainstreaming gender into vocational training in Botswana. The policy embraces some of the basic principles on which Vision 2016 is founded. Its primary purpose is to enhance the promotion of equality of opportunities for men and women who are interested in engaging with vocational education, trainees and staff of vocational training institutions and organisations.

The policy addresses thirteen main issues, which are: access to VT, gender equity, attrition, achievement, availability and management of resources, training and retraining, gender awareness and sensitivity, gender stereotyping, guidance and counselling, organisational rules and regulations, attitudes and perceptions of leadership, sexual harassment and grievance handling procedures, and recruitment, training and promotions. The goals of the policy on mainstreaming gender into vocational training are:

- Improving access;
- Providing opportunities for equal involvement of men and women;
- Enhancing gender equality and equity;
- Ensuring gender integration and mainstreaming into vocational training.

The Government of Botswana has tasked Women's Affairs Department (WAD) with the responsibility of ensuring gender mainstreaming in national policies. The department empowers women to improve their lives and to participate effectively in decision making processes at all levels of national development.

2.3 Financing of Adult Learning and Education

The Government of Botswana continues to give a considerable share of the national income to education. According to the EFA Global Monitoring Report of 2008, Botswana is one of the twenty six countries whose public expenditure on education has reached 6% of GNP as advocated by UNESCO and other international agencies. Other providers include NGOs, private sector and donor agencies although it should be noted that donor funding of adult learning and education, like in other sub-sectors, has decreased considerably over the past years. An analysis of Government public expenditure is summarized below.

2.3.1 Public Investment in Adult Learning and Education

1. Ministry of Education and Skills Development Expenditure in Adult Learning and Education

According to the 2007/2008 financial budget, an amount of 26 628 475 840 Pula from the consolidated and development fund was allocated for all government ministries. Of this figure, 5 702 547 620 (21.4%) was earmarked for the Ministry of Education and Skills Development. The DNFE's share of this budget for 2007-2008 was 64 791 080 Pula which is approximately 1.2% of the Ministry of Education and Skills Development budget. Of this amount, 40,8% (26,554,230 Pula) was allocated to fund the Botswana College of Distance and Open Learning (BOCODOL).

On the other hand, P233, 629, 130 was allocated to the Department of Vocational Education and Training. This amount is 4.1% of the total money allocated to the Ministry of Education and Skills Development. It is also worth noting that Government subvention to the Botswana Training Authority in 2007 was P14, 979, 850, which was P202, 880 more than the 2006 allocation. Since the Government provides funding for the prison education, environmental education, and extension education programmes through their respective ministries, what would appear as minimal contribution of government to adult learning and education is, in fact not, when all the government budget allocations for different adult learning and education programmes are summed up.

Government expenditure in education has been increasing over the years since 1997. Available figures 2004/05, 2007/08 and 2000/09 as summarised in Tables 2.1 and 2.2 confirms this positive trend. As can be seen in Table 2.1, total allocation to the Ministry of Education and Skills Development increased considerably between 2005 and 2008. Similarly, as the total allocation to the ministry increased, the allocations to vocational training and education and non-formal education departments increased (Table 2.2).

Table 2.1: Total Botswana Budget for 2004 /2005, 2007/08 and 2008/09

Ministry/Heading	Account in Pula		
	2004/05	2007/08	2008/09
Parliament	32,367,340	61,805,640	71,456,850
State President	1,725,402,600	2,433,140,220	2,960,699,250
Finance & Development Planning	852,893,340	664,814,420	745,057,240
Labour and Home Affairs	383,305,940	417,139,320	444,814,570
Agriculture	566,717,290	695,269,280	801,050,130
Education	3,982,660,020	4,995,547,620	5,512,022,750
Trade and Industry	111,667,700	311,192,640	347,533,290
Local Government	2,432,984,070	2,816,355,870	3,580,637,280
Works and Transport	829,889,780	1,333,174,840	1,467,788,410
Minerals, Energy and Water Resources	469,894,410	540,555,920	554,580,580
Health	1,025,005,530	1,574,054,820	1,772,280,130
Administration of Justice	51,306,700	78,247,520	93,809,880
Attorney General's Chambers	36,075,870	77,396,120	97,186,400
Auditor General	13,922,790	30,100,230	34,237,980
Foreign Affairs & International Cooperation	178,695,480	219,060,670	258,632,330
Independent Electoral Commission	40,409,740	49,070,500	80,330,620
Ombudsman	5,308,420	6,290,410	8,069,150
Industrial Court	201,434,770	443,883,320	560,286,900
Lands and Housing	378,939,590	483,690,930	560,883,400
Communications, Science & Technology	231,221,990	329,776,660	352,420,680
Environment, Wildlife & Tourism	3,744,820	9,699,850	16,797,700
Youth, Sports and Culture	4,390,000,000	143,121,830	237,953,130
Appropriations from Revenue	6,754,761,000	7,925,711,000	7,925,711,000
Public Debt	1,208,475,930	323,520,410	323,520,410
Pensions, Gratuities & Compensations	8,244,390	705,202,180	997,179,450
Salaries & Allowances for Specified Officers	50,000	13,220,510	14,013,750
Overseas Service AID Scheme	96,854,930	50,000	20,000
Miscellaneous	530,068,320	233,377,590	151,530,560
TOTAL	19,147,385,200	26,628,475,840	29,970,483,840

Table 2.2: Total Ministry of Education and Skills Development Budget for 2004 /2005, 2007/08 and 2008/09

Department	Account in Pula		
	2004/05	2007/08	2008/09
Headquarters (MoE)	407,743,510	550,630,245	739,149,520
Vocational Training and Education	204,500,330	188,999,994	239,694,240
Student Placement and Welfare	1,182,341,160	1,068,180,935	1,241,756,340
Non-Formal Education	43,876,890	51,058,513	69,606,290
Curriculum Development & Evaluation	17,397,090	16,673,813	21,717,300
Teaching Service Management	1,560,567,080	1,762,490,459	2,21,955,000
Primary Education	34,631,770	36,336,758	145,736,140
Secondary Education	458,674,180	540,888,084	756,244,290
Teacher Training & Development	72,928,010	72,740,674	87,163,630
TOTAL	3,982,660,020	4,287,999,475	5,512,022,750

2. Other Ministries Investment in Adult Learning and Education

It has not been easy to determine the extent of the public sector investment on extension programmes for adult learners because learning opportunities in extension are provided by different Government Ministries such as Agriculture, Health and the Local Government. An analysis of their expenditure on education would probably reveal results contrary to what appears to be a very low recurrent budget for the Department of Non-Formal Education. Nevertheless, it could be argued that the providers of out-of-school education may not have received the volume of financial assistance that could have helped them in doing more than they are currently doing in national human resources development processes.

3. NGOs Investment in Adult learning and Education

Non-Governmental Organisations complement government efforts where government resources are limited. Some Non-Governmental Organisation like Emang Basadi, spend their limited funds in providing adult learning opportunities and training for disadvantaged rural and urban women (Emang Basadi, 2003). This signifies an effort by NGOs to fund projects that would empower women through education as suggested by Hamburg declaration on education.

2.3.2 Foreign Bilateral/Multilateral Donor Investment in Adult Learning and Education

Several international organisations have, in recent years, established initiatives to assist Botswana in establishing and developing adult learning and education and in facilitating cooperation in their activities. These organisations include the United Nations Educational, Scientific, and Cultural Organisation (UNESCO), The Commonwealth of Learning (COL), and the International Council for Adult Education (ICAE).

Among the United Nations agencies, UNESCO has taken a leading role in promoting adult learning and education in Botswana, especially in the areas of giving technical and advisory support. It should be pointed out that there is already a tradition of distance education in Botswana. Some well-functioning operations demonstrate the efficiency of the adult learning and education delivery mode. There are, therefore, considerable existing capacities, both institutional and professional, on which to build. Additionally, there is willingness on the part of Botswana institutions and organisations to cooperate in adult learning and education activities at national, regional or sub-regional levels. An example is the Distance Education Association of Southern Africa (DEASA), of which Botswana is a member.

Through support from the Commonwealth of Learning (COL)/Australian International Development Assistance Bureau (AIDAB) and coordinated by the Programme Advisory Committee for Southern Africa, DEASA has managed to cooperate with the above named organisations to organise the training of staff at various levels of distance education delivery, particularly in course writing and editing, the application of media technologies, the production and distribution of handbooks developed at the training workshops, and the production of a regular newsletter to facilitate information sharing among the members. More than 120 people, over half of them women, have participated in the DEASA training workshops.

COL also makes significant contribution to the practices of adult learning and education in Botswana. At the heart of COL's work is education. The Botswana Minister of Education and Skills Development was among the ministers of other nations who launched the idea of the Virtual University for Small States of the Commonwealth (VUSSC) Among other tools, VUSSC programmes uses the Internet especially the Wikipedia as the greatest mechanism to meeting some of the educational needs of member states. Wikipedia is best effort of thousands of people to create an accurate and useful repository of human

knowledge. The field of adult learning and education has benefited a lot from this programme through representatives from the University of Botswana (UB) and BOCODOL at boot camps organized by COL. The boot camps focused on materials production, for example, the Life skills modules. Representatives from different countries are now engaged in learning for development through working collaboratively online to develop learning materials, something that has never been done before. These materials are made available for adult learning and education learners and to institutions free of charge.

The Association of Southern Africa (DEASA) has made significant contribution in the area of adult learning and education. DEASA whose long-term goal is to incorporate all SADC member states meets regularly to discuss, share and address challenges especially learners who study by the distance education mode. A number of providers of adult learning and education in Botswana especially from the Department of Adult Education, University of Botswana, BOCODOL and CCE are active members. Through representatives from its member institutions DEASA has impacted progress in adult learning and education especially in the area of cooperation and collaboration. The Certificate in Distance Education for Practitioners (CDEP), for example, is a programme that is meant for practitioners. The institutions from where these practitioners are drawn are in Southern Africa with UNISA and COL as the sponsors. An evaluation of this programme is going on to determine the need to continue or discontinue it. The fieldwork is done in Botswana, Lesotho, South Africa and Swaziland. The study is supported by COL.

DEASA's strategic plan is also encourages research projects to inform adult learning and education practices, policies and other documents. Currently, individual member countries are engaged in studies exploring the types of learner support services that can help them provide quality services. The learner support research study in Botswana was started by a team of professional especially from the Department of Adult Education, University of Botswana, the Botswana College of Distance Learning and the Centre for Continuing Education, University of Botswana. In terms of material production, DEASA intends to do more work. It has already published a case study book which can be used by adult learning and education practitioners and learners especially in the SADC. It has been reported that COL has expressed interest to fund materials development workshops. DEASA's first conference will be held this year in September mainly as a way of encouraging member institutions to engage in research and learn from each other.

Other bilateral and/or multilateral investments in adult learning and education in Botswana include the German Technical Cooperation (GTZ). This organisation has offered support to BOTA through an agreement between the Federal Republic of Germany and the Botswana Government. In 2006 and 2007, the German Technical Cooperation (GTZ) provided P738, 987 and P1,355, 890 in grants, respectively. The agreement came to an end in February, 2007.

2.3.3 Support to Adult Learning and Education from Private/Corporate Sector

There is a considerable will to invest on continuing education (CE) on the part of the employees and their employers. For example, some private sector institutions such as banks have training programmes for their employees. There is also willingness to refund their employees money spent on their studies, such as the Certificate or Diploma in Accounting and Business Studies and other disciplines offered through distance education or part time mode by various tertiary institutions.

However, there is limited documentation of the extent to which the corporate sector, the private sector and individuals invest on adult learning and education. Research is necessary in this area.

2.3.4 Civil Society Support to Adult Learning and Education

There are several programmes, projects and initiatives run by different governmental and non-governmental organisations, as well as churches, trusts, networks and community-based task forces that serve out-of-school children and youth. Some of these projects are backed by many years of experience while others have been able to draw initial conclusions from their pilot phase. Approaches of these organisation to the different categories of out-of-school children and youth have been varied, which reflects the experience in other countries that no single policy, strategy or design can effectively address an issue as complex as that of out-of-school children and youth. The programmes and projects are categorized based on type of sponsoring organisation (UNESCO Institute for Education, 2004).

1. Church-Based Projects

Churches are engaged in wide spectrum of educational and vocational skills projects that focus among others, on street children, out-of-school children, youth and adults. Such projects range from secretarial courses, practical courses (sewing, knitting, and horticulture), counselling, and rehabilitation.

- (i) The Lutheran Church Youth Centre, situated at Ramatea in Kanye, provides training in music and Bible studies to street children. Most of the more than 150 boys and girls who have passed through this programme have gotten permanent jobs in government departments.
- (ii) The Lutheran Church in Francistown offers literacy and non-formal basic education courses for out-of-school children at primary school level. The facilitators are trained by the DNFE and use the learning materials of the BNLP as well as formal primary school books. Whenever possible, the literacy group leader helps to bring the children back to formal school, working with social workers from the local council. Once the children return to formal schools, the LGL continues to monitor these children and tries to provide them with tuition money and help with homework. This additional support may be one reason why the dropout rate is relatively low (UNESCO Institute for Education, 2004).
- (iii) Bible Life Ministries started a programme for street children in September 2000. The main purpose was to get children back to school and train them in vocational skills. However, as of July 2003, only 10% of the initial target group of 20 children had succeeded in returning to and staying in formal school. The lesson learned is that it is necessary to isolate adolescents from peer pressure and negative influences in their neighbourhoods. If they are too old for formal school, non-formal basic education should be offered with a strong focus on life skills and vocational skills. Bible Life also undertakes preventive work with out-of-school children. The DNFE participates in the regular working meetings of Bible Life.

2. Trust Projects

- (i) Bana ba Metsi School Project in Shakawe formally opened its doors in 2001. The school, located on the eastern bank of the Okavango River, is an initiative of the Moremogolo Trust. Its mission is to provide the opportunity for youth at risk to develop understanding, skills, attitudes and personal qualities through the dignity of learning and work, in order to re-enter the formal education system and become productive members of the community. The school targets out-of-school adolescents who have been expelled from or have dropped out of regular classes due to behavioural problems or for socio-economic reasons. Most members of this group come from destitute families, are classified as Remote Area Dwellers, or are orphans. For practical reasons, Bana ba Metsi is a boys-only school, although

there are plans to establish a second school for girls if funds are available and provided because there is a demand for this service. The objectives of the school are two-fold:

- To rehabilitate youth at risk, and
- To enable all its students to pass the Primary School Leaving Exam.

The achievement of these objectives would permit the graduates of the school to re-enter the formal school system at the Junior Secondary level. Part of the pedagogical concept of the school is that the students learn practical life skills by participating in the design and construction of the school itself and by engaging in other productive activities, such as bricklaying and moulding, carpentry, building, plumbing, mechanics, horticulture, dairy farming and poultry breeding.

3. The Task Force Projects

In response to the growing problem of street children, the Botswana Social and Community Development Department and Gantsi Youth Council established the Task Force on Out-of-School Youth in March 1999. The Task Force comprises of governmental departments, community-based organisations and NGOs. It targets children and adolescents aged 8 to 16 years olds, who have dropped out of or never attended school. In recent years, the task force has achieved the enrolment or re-enrolment of some of these children and has organised workshops for dropouts and their parents in order to determine their reasons for dropping out. An alternative educational programme was proposed for children who had dropped out several times from different primary schools and either refused to re-enter or were too old to be re-admitted to standard 1. The aim of this project is to give more children access to basic education and at the same time provide them with the basic life skills that they would traditionally learn at home with their family. The specific components of this approach are:

- A culturally sensitive curriculum;
- Literacy education in the mother tongue as well as in Setswana and English;
- An accelerated education programme for older students; and
- Training in vocational skills.

4. Network Projects

The CHILD-to-CHILD Network of Botswana, a non-profit organisation, is concerned with the promotion of early learning, health education and primary health care, especially for poor, disadvantaged children in rural areas. Botswana is one of 80 countries worldwide that is involved in this programme. The CHILD-to CHILD approach is based on the idea of older children helping and teaching younger children. It emphasises that children need to be accepted as equal partners if a programme is to win the support of the children, of families, and of communities. The concept of peer teaching is strongly linked with the idea of children's rights. The network tries to promote this approach through conferences, seminars and workshops. It involves parents, children and community groups in its activities. It also provides in-service training and educational materials for teachers. One of its operational objectives is the training of specific CHILD-to-CHILD coordinators in all of the Botswana primary schools involved in the programme.

5. Government Rehabilitation Centres

The Ikago Centre in Molepolole began as a pilot project from 2001 to April 2003 is aimed at rehabilitating male juvenile offenders aged 14 to 18 from all over the country to become productive members of society. The trainees stay at the centre for a period of time ranging from six months to

three years. Work at the centre is a combination of social work, life-skills-oriented vocational training and recreational activities. An individual care plan is set up for each trainee. Counselling is offered individually and in group sessions. Each trainee has to attend introductory workshops in auto mechanics, carpentry, leather work, and welding. Afterwards, they choose one of these four areas for a vocational training course.

2.3.5 Learners'/Individuals' Contributions to Adult Learning and Education

Learners' or individuals' contribution to adult learning and education is minimal in Botswana. Government remains the biggest sponsor of adult learning and education, especially formal adult learning and education at institutions such as the University of Botswana, Botswana College of Agriculture (BCA), Botswana College of Distance and Open Learning (BOCODOL), Botswana Accountancy College (BAC) and other tertiary institutions. Government extends this support even to learners in private tertiary institutions such as the Limkokwing University, Ba Isago University College, Gaborone Institute of Professional Studies (GIPS), National Institute for Information Technology (NIIT) and others.

2.3.6 Benchmarks in Relation to Financing of Adult Learning and Education

The formulation of national adult learning and education in Botswana has to be in conformity with international standards and best practices. These would enable; the nation to benchmark itself against other middle income countries in Africa and the world.

It would be observed in the table 2.1 above that the state continues to give a considerable share of the national income to education. Botswana is amongst the countries that have achieved the 6% of the GNP as advocated by UNESCO and other international agencies (EFA Global Monitoring Report, 2008). The 2007 UNESCO recommendation is that governments should allocate 1.3% of the education budget for out of school education. At present, the Botswana Ministry of Education and Skills Development allocates 1.2% of its total budget to the DNFE, which is the main statutory body in charge of out-of-school education. At the present the DNFE uses South Africa, Zambia, Malawi, Swaziland, Kenya, Slovenia, and some European and Asian countries for bench marking adult learning and education policies, legislation and financing.

A summary of the top ten countries in terms of GNP devoted to education is presented in Table 2.3. As can be seen in this table, Botswana's educational expenditure as a percentage of GNP was 8.6 in 2000.

Table 2.3: Top Ten Countries in Terms of GNP Devoted to Education

	Educational expenditures in percentage of GNP, 2000.	Percentage of children that start primary education, 2000.	Number of pupils per teacher in primary education, 2000.	Literacy rate in percentage of population, 2001.
Europe, Denmark	8.2	99	10	100
Sweden	7.8	102*	11	100
Asia				
Saudi Arabia	9.5	58	12	76
Uzbekistan	7.7	-	21	100
Yemen	10.0	67	30	47.5
Africa				
Botswana	8.6	84	27	78
Lesotho	10.1	78	48	83.5
Namibia	8.1	82	32	82.5
Zimbabwe	10.4	80	37	89
Americas				
Cuba	8.5	97	11	97
*The number is greater than 100% because more children began school than were planned for.				
Source: Source: UNESCO Institute for Education (2004), Evaluation of the Botswana National Literacy programme				

Table 2.4: Top Ten Countries – Other Factors Likely to Influence Literacy Rates

Literacy rate by country, 2000.	GNP/person in USD and % living on less than 1USD/day and (<2 USD/day), 2003.	Inhabitants per km², 2002.	Percentage of inhabitants in cities, 2001.	Radios/televisions /computers per 1000 inhabitants, 2001.
Europe				
Denmark - 100% literacy.	\$32,523; NA*	123	85%	1,400/857/540.3
Sweden - 100% literacy	\$25,747; NA*	20	83%	2,811/965/561.2
Asia				
Saudi Arabia - 76% literacy.	\$8,432; NA*	10	87%	326/264/62.7
Uzbekistan - 100% literacy.	\$382 19.1% (44.2%)	57	37%	456/276/NA*
Yemen - 47.5% literacy	\$558; 15.7% (45.2%)	38	25%	65/283/1.9
Africa				
Botswana - 78% literacy	\$3,030; 23.5% (50.1%)	3	49%	150/30/38.7
Lesotho - 83.5% literacy.	\$349; 43.1% (65.7%)	69	29%	53/16/ NA*
Namibia - 82.5% literacy.	\$1,532; 34.9% (55.8%)	2	31%	14/38/36.4
Zimbabwe - 89% literacy.	\$640; 75% NA*	34	36%	362/NA*/12.1
Americas				
Cuba - 97% literacy	\$2,208; NA*	102	75%	185/251/19.6
*NA – Figures not available				
Source: UNESCO Institute for Education (2004), Evaluation of the Botswana National Literacy programme				

An example of compliance with benchmarks is in the areas of government subvention and financial statements. BOTA financial statements, for example, are prepared in accordance with International Financial Reporting Standards (IFRSs) and the requirements of the Vocational Training Act No. 22 of 1998. There are, however, no judgments made by management in the application of IFRSs that have significant effect on the financial statements or estimates with a significant risk of material adjustment in the next year.

SECTION III

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

3.1 Introduction

This section highlights the state of the art in the quality of adult learning and education with specific focus on indicators of provision, participation and achievements. The presentation is organised into three main categories. First is the quality provision of adult learning and education in which some quality indicators are addressed, namely, providers; target groups/populations; programmes; courses offerings; tutors/facilitators/educators; and technologies. The second category focuses on quality participation in adult

learning and education and it attracts indicators of access and equal opportunity; enrolments and reasons for participation; rate of participation and barriers to participation. The last category covers quality achievement and explores aspects of the assessment and monitoring systems; national accreditation/qualifications and new challenges in recognising the value of learning, achievement in adult learning and education.

3.2 Provision, Participation and Achievement

Quality provision is the key to ensure that adult learning and education addresses the educational needs of learners as well as ensuring its contribution to the country's social and economic well-being. In appraising quality provision, the following indicators are addressed, providers; target groups/populations; programmes and courses offerings; and tutors/facilitators/educators.

3.2.1. Programmes and Providers

Adult learning and education providers in Botswana can be classified into four categories as shown below in Table 3.1. This table also gives examples of providers under each category and these are discussed further in this section.

Each category has many providers whose programmes differ according to their mandates. This variation is important to the development and quality of adult learning and education as learners are likely to choose programmes they perceive to be of quality and also providers are likely to work hard to ensure quality so that they can motivate the learners.

1. Programmes

Adult learning and education programmes are many and different. They can usefully be classified under adult basic education, extension and adult vocation and adult continuing education. Below is a brief discussion of their services and provisions.

Table 3.1: Categories of Providers and Targets

Adult Basic Education	Adult Vocational Education	Extension Education	Adult Continuing Education
Government ministries/department e.g. Non-formal Education	Government ministries/department e.g. Dept. of Vocational Educational and Training	Government ministries e.g., Local Government, Government, Social work and Community development, Department of Environmental Affairs, Ministry of Commerce and Industry	Parastatals, e.g. Centre For Continuing Education, BIAC, CICE
Parastatals, for example, BOCODOL	Private organisations, e.g. RICC Parastatals, e.g. Botswana College of Agriculture, Department of Adult Education.		Department of Adult Education, UB
Religious organisations, e.g. Lutheran Church	Parastatals, for example, BOCODOL	Non-Governmental Organisations, BONASO, BOCAIP, Emang Basadi, YWCA	Botswana Institute of Development and Management
		Christian Organisations, e.g. Lutheran, Angelical, Bahai	Botswana Accountancy College
		Parastatals, e.g. Department of Adult Education, UB	Parastatals, for example, BOCODOL
		Botswana College of Agriculture	

a) Adult Basic Education (ABE)

Adult basic education programmes are targeted to populations including adults, out-of school youth, women and men who wish to complete basic education (i.e. from standard 1 (grade 1) to 10-Junior Certificate (JC)/ grade 10).

ABE encompasses non-formal and formal systems. In the case of non-formal, the Department of Non-Formal Education (DNFE) of the Ministry of Education and Skills Development and the Botswana College of Distance and Open Learning (BOCODOL) are the main providers. DNFE is mandated with the provision of functional literacy for adults and out-of-school youth. To ensure quality in provision, DNFE works closely with stakeholders in designing and developing their programmes. Presently, representatives from a wide range of organisations participate in a reference committee overseeing the revision of ABE curriculum of the Department of Non-Formal Education. Organisations such as DAE, BOCODOL and some NGOs like the Kuru Family of Organisations are members. This committee helps DNFE revise and improve the quality of its basic education programme known as 'Thuto-ga-e-golelwe' (literal translation, No one outgrows learning). It implies learning from cradle to grave. Also, worth noting is the fact that research was done prior to embarking on the revision of the old programme to determine the level of need of the programme. Potential participants were also given the opportunity to participate through consultations and attendance of

stakeholders' workshops. Examples of direct participation includes inviting them at workshops such as 2006 workshop in Gaborone on the revision of and updating the old ABE which brought together consultants from the UNESCO Institute of Education (UIE), DNFE and other providers. The workshop was one measure used by DNFE to ensure quality of its provision.

Another measure of ensuring quality is a situation where the DNFE works in partnerships with some industries to provide adult basic education. Through consultations with some industries, DNFE provides basic literacy programmes to non-literate employees that are tailored to the needs of specific workers. Among others, DNFE has worked with the Botswana Institute of Administration and Commerce (BIAC), the University of Botswana and Volvo Motor dealers providing basic literacy (reading, writing and numeracy) to their industrial class workers. There are also industries that conduct their own workplace literacy, for example, Debswana Mining Company which provides literacy classes for its workers. Some religious organisations such as the Lutheran church and Bahai Faith also provide adult basic education to the public.

Botswana College of Distance and Open Learning (BOCODOL) is another provider of ABE. BOCODOL was established in 1998 by an Act of Parliament with a mandate of extending education and training opportunities by improving access to learning opportunities on a nationwide scale to reach out-of-school young people and adults who need knowledge and skills to improve their quality of life. BOCODOL is committed to quality provision as indicated in its mandate, "to empower the nation with knowledge and skills through open access to quality, innovative distance learning programmes and services, for the promotion of global competitiveness and a culture of life-long learning" (BOCODOL, Annual Report 06/7). To ensure substantial coverage, it has established centres across the countries, for example, in Gaborone, Kang, Maun, Francistown and Palapye. Furthermore, to ensure quality provision, BOCODOL engages part-time tutors who are qualified. Since its inception, the College has been doing exceptionally well as testified by winning the Commonwealth of Learning (COL) Award of Excellence for Institutional Achievement in Distance Education, 2006/7.

b) Extension Education Programmes

Extension programmes are courses provided mainly to development agents. In the Botswana context, these agents are called extension agents/workers. They work mostly with communities to address issues of community development and health. They are perceived essential for rural development initiatives (Ministry of Finance and Development Planning, 2003). These workers are employed mostly by the government and Non-Governmental Organisations. They work in different extension contexts such as prisons, community development, social work, health, consumer education, wild life, transport and communication. Also, learners coming straight from their twelfth grade (Form V) are being trained for extension work especially by the Department of Adult Education of the University of Botswana. A few of these are discussed below.

(i) Government ministries/departments

Almost all government departments provide some adult and extension education. The following are examples.

(a) Ministry of Finance and Development Planning (MFDP)

This Ministry plays a crucial role in extension education especially through its Rural Development Division. Like other extension departments or units, the Rural Development Division through its head, is a member of the Rural Extension Coordinating Committee (RECC). RECC members cooperate in running some training workshops. For example, the Basic Extension Skills Training

(BEST) that has been mentioned earlier in the discussion was made possible by an agreement between the University of Botswana, Department of Adult Education and the Rural Development Coordination Division (RDCD) in the Ministry of Finance and Development Planning. The RDCD continues to provide financial sponsorship to trainees who work for the Botswana government and other trainees are catered for by different sources.

(b) Ministry of Health (MoH)

Ministry of Health (MoH) coordinates national health services countrywide. Its main strategy is health promotion and ill-health prevention. It has a joint Primary Health Care Coordinating Committee which is responsible for coordinating the provision of adult learning activities on health matters. The committee provides information, trains members of the village health committees, produces and distributes health education materials and teaches expectant mothers at anti-natal and post-natal clinics. It is through the activities of MoH that the spread of the HIV/AIDS pandemic has slowed down. For example, it spearheaded the home-based care services as part of its extension services to spread the message to curb the spread of HIV and AIDS.

(c) Ministry of Local Government (MLG)

The Ministry of Local Government carries out adult learning activities through a number of its departments. There is the Department of Social & Community Development which is responsible for community and social welfare. The Ministry also has the Remote Area Development Programme (RADP) which focuses on people living in the remote and arid areas of Botswana by providing them with extension services like food rationing and community development projects such as keeping cattle and goats..

(d) The Department of Women's Affairs (DWA)

The Ministry of Labour and Home Affairs through the Department of Women's Affairs offers a number of extension services and programmes too. This department's main function is that of creating a gender sensitive environment conducive for the promotion of equality between men and women in Botswana. It also coordinates and facilitates capacity building through training in various aspects of gender and development and acts as a focal point for the coordination of gender mainstreaming as well as the development and implementation of programmes that are intended to fulfil Government's commitment on the enhancement of the status of women in economic, political, civil, social and cultural life be it in the public or private sectors. The department also facilitates programmes for commemorating important events at local, national and international levels. It also promotes participation of women's groups, NGOs, CBOs and entrepreneurs in all activities that promote, expose and enhance their social and economic status aimed at their overall empowerment. Since 1997, the Women's Affairs Department has organised several gender sensitisation workshops for different Ministries and has facilitated training activities on gender and development issues. Other training programmes are aimed at facilitating the acquisition of appropriate skills amongst women and men for capacity building. Alongside the National Women's Expositions are Business investments where women entrepreneurs are educated on existing national programmes for economic empowerment such as market development, entrepreneurship development, financial strategies and international quality standards.

(e) Consumer Protection and Education Unit of the Department of Consumer Affairs

There is also the Consumer Protection and Education Unit of the Department of Consumer Affairs whose aim is to protect consumers from unfair business practices and to educate the community about consumer rights and privileges, after all, an educated consumer is a protected consumer. It disseminates information to enable consumers to acquire knowledge of basic consumer rights and obligations. It implements several consumer education programmes.

(f) Organisations other than government departments/ministries (NGOs)

Government remains the major sponsor of extension programmes. However, other organisations have also shown great interest. The following are examples.

(ii) Non-Governmental Organisations

NGOs play a pivotal role particularly in instances where government services are limited. They provide opportunities for the empowerment of women. They also target other groups with special needs and those in remote areas of Botswana.

Another provider of extension education programmes is *Emang Basadi*. It is an organisation interested in issues affecting women such as abuse, exploitation, representation in critical sectors, etc. Part of the training programmes run by this organisation includes training on democracy, voters' education, gender and sensitising people about the dangers of HIV/AIDS and equipping them with small scale businesses skills, especially for women. Other NGOs such as the Kuru Development Trust provide multiple practical skills such as sewing, basketry and craft making to ethnic minorities. The Botswana Coalition of Non-Governmental Organisations (BOCONGO) also organise training activities for extension workers. NGOs largely focus on organising sensitisation workshops on HIV/AIDS, providing leadership training, and training of communities on the management of natural resources (Adekanmbi & Modise, 2000).

(iii) Private Associations

The Botswana Adult learning and education Association (BAEA) is also a partner in the provision of adult and extension education. It has held numerous adult learning activities such as the Adult Learners' Week and the Week of the Elderly celebrations in 2006/2007. These are part of the activities suggested by the Hamburg Declaration and represent international efforts to increase access to learning opportunities for adults in places where they normally would not gain admission to because of stringent requirements.

(iv) Parastatals

The following parastatal organisations also provide extension education and training.

(a) The Department of Adult Education (DAE)

The Department of Adult Education (DAE), University of Botswana's main target for training has largely been full-time extension workers from the East and Southern African regions working in such diverse contexts as prisons, community development, social work, health, consumer education, wild life, transport and communication. However, young adults who recently completed their twelfth grade (Form V) are becoming interested in adult and extension education.

In addition to providing full-time (conventional) programmes from the Diploma to the Doctorate levels, DAE works with other extension organisations or institutions to run short training programmes for its target groups. Programmes are tailor-made to enhance and promote their capacity to facilitate development of the rural communities, serving as development agents. Facilitation for these workers entails taking different responsibilities such as managing, coordinating and promoting the implementation of government projects. In addition, these agents handle welfare handouts and core-economic development issues. DAE has run two short courses, the Basic Extension Skills Training (BEST) and the Extension Training for Remote Areas (EXTRA) which started running in 1997. These programmes attracted trainees from different areas of the extension service such as Local Government Service management, Wildlife and National Parks, Animal Health and Production, Crop Production and Forestry, Botswana Council of Non-Government Organisations (BOCONGO), Co-operative Development, Non-Formal Education, Consumer Protection and Trade and the Botswana Community-Based Organisation Network (BOCOBONET) etc. The Extra was run as a pilot programme and following its evaluation, it was terminated. The BEST course continues to be operated jointly by the University of Botswana, Department of Adult Education and the Rural Development Coordination Division (RDCD) in the Ministry of Finance and Development Planning. The RDCD continues to provide financial sponsorship to trainees who work for government and other trainees are catered for by different sources.

(b) The Botswana College of Agriculture (BCA)

The Botswana College of Agriculture (BCA) is one of the main providers of extension education and services with a greater focus on rural development.. It endeavours to improve agriculture in and beyond country. The College has five main departments of Agricultural Economics Education & Extension, Agricultural Engineering & Land Planning, Animal Science & Production, Basic Sciences and Crop Science Protection. In 2002, the college embarked on a major outreach activity, namely, the Desert Margins Programme Phase 1 through demonstration and capacity building activities. The project was expected to run for six years in three phases of two years each and is funded by UNDP Global Environmental Facility (BCA Annual Report 2003/4). It is undertaken to increase the productivity of the Bambara groundnut for sustainable food production in semi-arid Africa.

Another important unit of the College is its Centre for In-service and Continuing (CICE). The Center continues to contribute significantly to extension services/work especially through the provision of short-term courses. For example, in the period between July and October 2008, the CICE would have embarked on courses such as 'Housing structure for livestock, poultry and bees; landscaping and indoor plant management; sustainable dry season feeding; urban agriculture, small stock production; beekeeping and marketing of products; indigenous chicken and guinea fowl production; vegetable production and diagnosis and management of vegetable pests and diseases, just to mention a few. It also provides farmers with targeted courses based on their needs, identified by the farmers themselves through the Denman Rural Training Centre and its satellites centres in Mahalapye, Francistown and Maun. However, a decline in the number of programmes was noted, 37 in 2001/2002 to 25 in the year that ended in March 2003. To offset the dwindling numbers, the CICE strengthened and extended its working relationship to other stakeholders such as the Citizen Entrepreneurial Development Agency (CEDA) and the National Master Plan for Arable Agriculture and Dairy Development (NAMPAADD) in terms of staff and clients training. CICE trains for user departments in the ministries of agriculture and education among others for a fee. This type of cooperation if well carried out will help the BCA, and CICE in particular, to meet its targets.

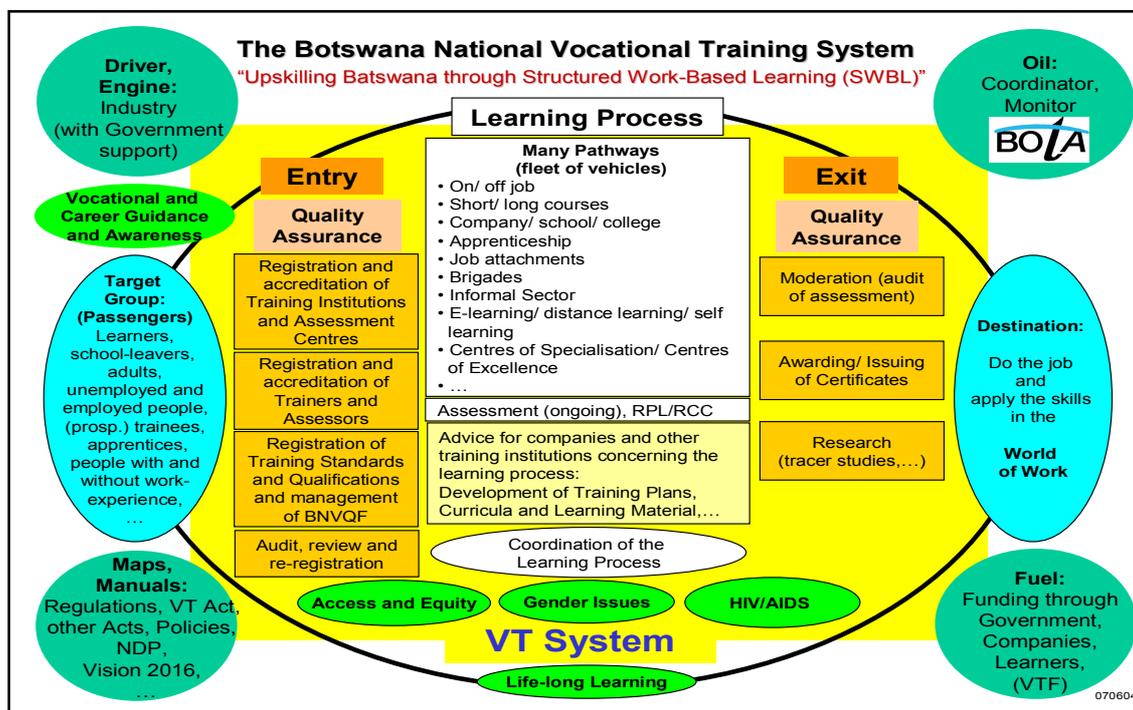
c) **Adult Vocational Education**

A number of organisations provide adult vocational learning and education. Discussed below are some few examples of vocational education programmes and services in Botswana.

(i) **The Department of Vocational Education and Training (DVET)**

The Department of Vocational Education and Training (DVET) is the main provider. The diagram below shows the Botswana National Vocational Training System based on the Vocational Training Act, 1998 into one picture- using 'Upskilling Batswana through structured work-based learning' as a slogan. Below is the structure.

Figure 3.1: The Botswana National Vocational Training system



Source: BOTA Report (2008)

The yellow area represents the vocational training (VT) system. On its left it shows the target groups who are school leavers, adults, unemployed and employed people, (prospective) trainees, apprentices as well as people with and without work-experiences. As it is an open system, anybody who needs training and wants to become a learner and meets the entry requirement can do so.

(ii) **Department of Industrial Affairs (DIA)**

Another provider of vocational education is the Department of Industrial Affairs which is an industrial arm of the Ministry of Trade and Industry. It provides entrepreneurship development training in different areas. In 1997, it embarked on the following programmes, Business Management, Technical Skills and Advisory Services. In 2005, this Department, in partnership

with UNDP, started a cluster pilot project on two sewing projects in Thamaga and Molepolole. A model was designed for use in the pilot exercise hoping that it would be adopted by the Ministry of Trade and Industry and replicated, thereafter. So far UNDP funded training for the two groups on Technical and Business Management Skills.

The Pilot Project was made up of two clusters, one had 16 (sixteen) members and the other 19 (nineteen) whose sewing skills were being improved so as to produce quality products. It was also intended to encourage factory style production. The garment staff agreed to come and share their work, so as to generate income for themselves and families. This is one way of combating poverty and improving the quality of the live of an average person. It is also an empowerment exercise indicating the right step in the direction indicated by the National Vision 2016.

The Department continues to advise the communities countrywide and help to build capacity leading to market access e.g. taking advantage of the Programme on the Use of Locally Manufactured Goods and Services. Currently, the Integrated Field Services (IFS) has been phased out and in 2006, a new organisation was established called Local Enterprise Authority (LEA) with a primarily role of training and mentoring small, medium and macro enterprise (SMMEs).

d) Continuing Professional Education

The demand for CE has also been expanding in the areas of tertiary and professional training. The Extra Mural Unit of the Centre for Continuing Education (CCE) at the University of Botswana grew from an enrolment of 1779 participants for the Certificate and Diploma in Accounting and Business Studies in 1998/99 to 2202 students during 1999/2000. This represented a 15% increase in enrolments, which is one fifth of the total University student population. It also offered a number of Improve Your Business & Start Your Business non-credit courses in conjunction with the Ministry of Commerce and Industry.

Other institutions, for example, the Botswana College of Agriculture have already responded to the demands for extension education by establishing a Centre for In-Service and Continuing Education (CICE) aimed at providing short agricultural-based programmes. It also develops and publishes materials on agricultural extension activities in Botswana. Continuing education, therefore, remains the most significant means of helping learners adjust to the changing world of work; it clearly shows that learners view adult learning as a significant investment on their future career prospects. The Department of Adult Education too started to offer courses on NGO Management in 2007.

DAE is undertaking a needs assessment study exploring possibilities of offering a Masters programme in NGO Management. Notwithstanding the progress made so far, more programmes are still needed to address areas such as gender in the civil service, the consumer population and some emerging health matters. All these efforts are done in order to educate and empower the adult citizens for their responsibilities in the development of their communities and the nation at large.

3.2.2. Enrolment and Progression

The current trends in population growth and participation in adult learning and education indicate that more females are interested as opposed to males. Enrolments for major providers such as, DAE, BOCODOL, DVET, DNFE reveal that women account for more than 50% of those enrolled in the programmes or courses offered by these providers. This trend may indicate good progress towards equal access in a sense that programmes tend to attract females who, in the past, were disadvantaged. Table 3.2 shows the enrolments numbers of the main providers.

(a) Department of Non-Formal Education

The following statistics in Table 3.2 give an example of the enrolments of DNFE by gender. The table below indicates enrolments in the adult basic education of the DNFE. The table is arranged by districts and the patterns in all these districts indicate that females outnumber males. This trend as already mentioned, is positively skewed. Historically, females have been more disadvantaged in getting education as compared to males. Also, the sex-ratio theory indicates that in Botswana there are more females than males, thus, enrolments which are skewed towards females account for the large numbers of females as compared to males. In sum, looking across a number of programmes, one gets the impression that adult leaning and education programmes attract a good number of the target populations.

Table 3.2: DNFE 2003 statistics

Name of District	No. of EE's		No. of LGL's		No. of Groups	No. of Learners		Total Learners
	M	F	M	F		M	F	
Lethakeng	0	2	1	21	41	118	309	427
Kanye	1	3	0	43	58	190	304	494
Mabutsane	1	2	1	24	43	133	297	430
Goodhope	1	2	0	32	55	166	318	484
Lethakeng	2	2	2	58	87	365	567	932
Ramotswa	0	8	7	57	124	642	391	1033
Mahalapye	2	5	1	40	72	220	449	669
Charleshill	2	0	3	0	15	59	100	159
Tsabong	0	5	0	4	40	162	188	350
Hukuntsi	0	3	1	11	14	49	89	138
Gantsi	2	1	1	4	8	55	30	85
Tutume	0	5	1	75	131	311	966	1277
Masunga	0	6	2	40	87	209	600	809
Gumare	1	3	11	26	54	191	443	634
Kasane	0	3	2	11	25	77	152	229
Maun	0	6	6	32	63	276	370	646
S/Palapye	1	5	2	92	165	436	1273	1709
Bobonong	2	6	1	59	119	384	791	1175
Molepolole	0	9	0	53	83	365	505	870
Kgatleng	1	7	0	35	57	211	284	495
	1							
Sub Total	6	83	42	717	1341	4619	8426	13045
TOTAL	99		759		1341	13045		13045

Source: Maruatona 2003

(b) The University of Botswana

A number of departments of the University of Botswana offer adult leaning and education programmes. Below is a table indicating enrolment for the Department of Adult Education (DAE) of the University of Botswana. DAE is the main provider of adult learning and education at the tertiary level.

Table 3.3: Enrolments, University of Botswana, Department of Adult Education

Year	Adult Learning and Education Programmes				
	Certificate	Diploma	B.Ed	Diploma in NGO Management	Total
1997	38	49	24	N/A	111
Year	Adult Learning and Education Programmes				
	Certificate	Diploma	B.Ed	Diploma in NGO Management	Total
1998	58	61	22	N/A	141
1999	42	56	24	N/A	122
2000	42	61	32	N/A	135
2001	16	53	35	N/A	104
2002	N/A	91	72	N/A	163
2003	N/A	109	109	N/A	218
2004	N/A	106	155	N/A	261
2005	N/A	128	154	N/A	282
2006	N/A	118	149	3	270
2007	N/A	87	141	7	235

Source: University of Botswana, Institutional Planning Records.

As the Table 3.3 indicates, the Department of Adult Education offers a number of courses/programmes. The certificate course was terminated after a review that indicated that its demand was low. However, a new programme, the Diploma in NGO was introduced in 2007 after a study that pointed to the need to embark on it. The Diploma in Adult learning and education programme is through both full (conventional learning) and the distance learning mode. The Diploma in Adult Education is also offered by distance education mode through the Centre for Continuing Education of the University of Botswana.

(c) Botswana College of Distance and Open Learning (BOCODOL)

As it has already been mentioned, BOCODOL exists to ensure that education and training opportunities reach potential clients by improving access to learning opportunities on a nation wide scale to reach out-of-school young people and adults who need knowledge and skills to improve quality of their lives.

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Table 3.4: JC & BGCSE Enrolments – BOCODOL

Programme	Gender	2000	2001	2002	2003	2004	2005	2006	Totals
		JC	M	209	155	302	396	287	523
	F	478	400	791	782	664	944	556	4615
	Total	687	555	1093	1178	951	1467	832	6763
GCE	M	425	151	0	0	0	0	0	576
	F	969	294	0	0	0	0	0	1263
	Total	1394	445	0	0	0	0	0	1839
BGCSE	M	0	226	871	997	1215	1264	1235	5808
	F	0	554	1794	1997	2472	2693	2348	11858
	Total	0	780	2665	2994	3687	3957	3583	17666
Totals	M	634	532	1173	1393	1502	1787	1511	7021
	F	1447	1248	2585	2779	3136	3637	2904	14832
	Total	2081	1780	3758	4172	4638	5424	4415	26268

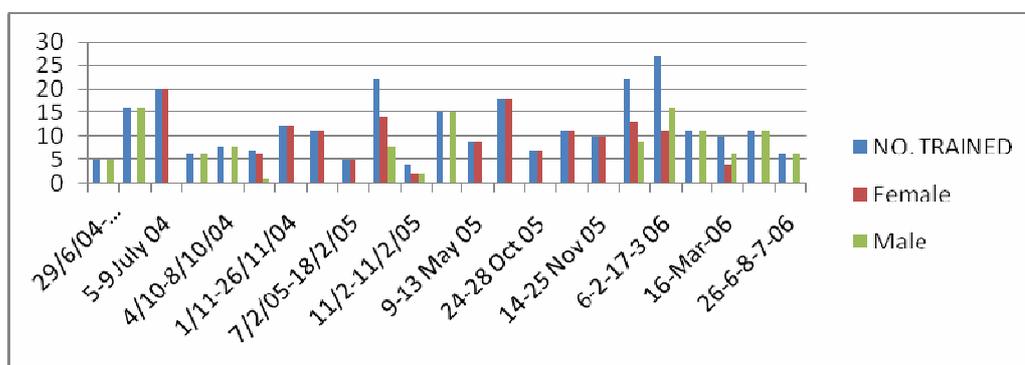
Source: BOCODOL ANNUAL REPORT 205/06.

As Table 3.4 shows, since its inception in 1998, BOCODOL has enrolled many participants for the different programmes it offers. The Junior Certificate Education-JCE (Grade 9) and the Botswana General Certificate of Secondary Education-BGCSE (Grade 12) are very popular nationwide.

(d) Department of Industrial Affairs (DIA)

The Department of Industrial Affairs runs a number of vocation-oriented programmes and courses. Below are examples of training activities DIA ran in the year 2003 to 2006.

Figure 3. 2: DIA Training Activities for small scale business owners

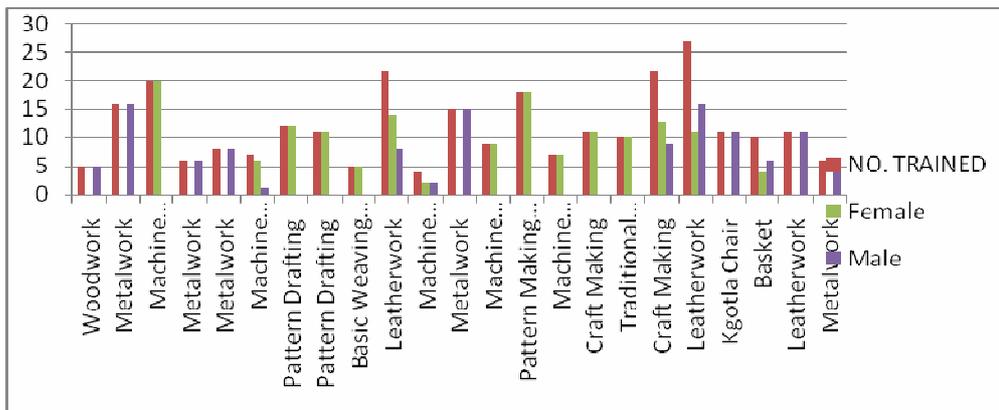


Source: DIA Report on Training Activities 1997-2006

Figure 3.2 above indicates that the Department of Industrial Affairs runs on regular basis programmes addressing small business owners, equipping them with technical skills. It provides variety as per the needs of the potential clients. Courses on woodwork, metalwork, machine maintenance, pattern drafting and other are provided. The Figure shows the number of trained business people and their gender. As the Figure indicates, DIA offers variety of vocational oriented skills. Overall, the trends indicate that more female than male participants.

The figure below shows training areas in metal work, machine maintenance and leather work.

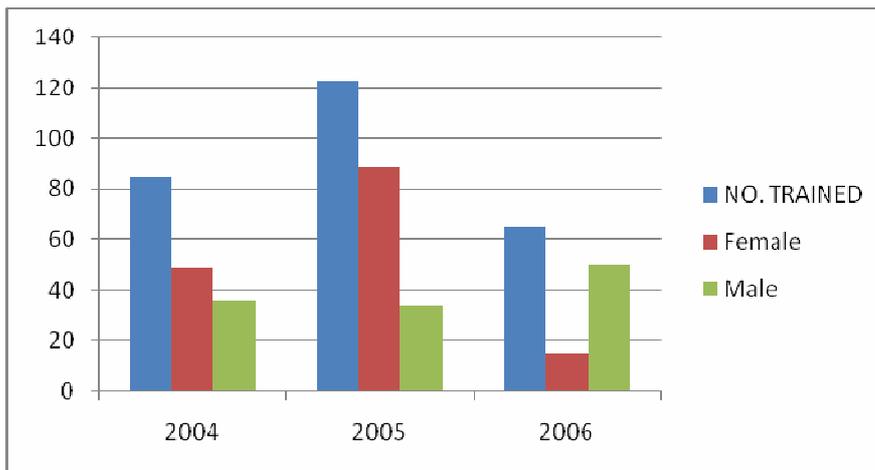
Figure 3.3: DIA Training Activities & years of their implementation



Source: Adapted from DIA Report on Training Activities 1997-2006

As figure 3.3 shows, programmes are diverse to cater for the varied needs of clients. The figure, 3.4 below shows the number of trainees for the year 2004-2006.

Figure 3.4: Total number of trainers for years 2004-2006



Source: Adapted from DIA Report on Training Activities 1997-2006

In this figure as well as the other presented before, the patterns that emerge reveal that adult learning and education providers engage in different types of programmes and these attract significant numbers of learners.

3.2.3. Delivery Systems

Currently, there are different types of adult learning and education programmes and these call for a variety of delivery modes. Both full-time, distance education and part-time modes are used. Such a diverse delivery system needs coordination in order to be structured and effective. BOTA is currently developing of regulations, guidelines, structures, procedures and instruments to ensure quality in the learning process. BOTA involvement is discussed in details under the section dealing with achievement.

The data from the national study of ODL needs-assessment sponsored by the University of Botswana, carried out by the Edmunds College, UK, (2007) under the management of the Centre for Continuing Education reveals the following preference patterns;

Table 3.5: Study preference by gender

Gender	Study style preference	Numbers	Percentage
M	Full-time	103	46%
M	Part-time	19	9%
M	Open+Distance	82	37%
M	Mixture	20	9%
F	Full-time	134	47%
F	Part-time	46	16%
F	Open+Distance	88	31%
F	Mixture	20	7%

Source: Report, National ODL Needs-assessment Study by Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, UK, 2008 for Centre for Continuing Education, University of Botswana

Table 3.5 shows that a number of potential adult learners preferred to study through full time conventional learning. Furthermore, a significant percentage indicated preference for open and distance learning mode. A very low percentage showed preference for mixing delivery systems.

Table 3.6: Preferences for study mode by age-group

Age-group	total	Full-time numbers	percentage	Part-time/ODL/Mixture numbers	Percentage
25 and under	195	127	65%	68	35%
Over 25	314	114	36%	200	64%

Source: Report, National ODL Needs-assessment Study by Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, UK, 2008 for Centre for Continuing Education, University of Botswana

Tables 3.5 and 3.6 above, show that preferences for young adults are different from those of older adults. As CCE plans to increase opportunities for access to the University by expanding the number of part-time continuing education programmes, both on and off campus, school leavers and non-traditional students should be considered (Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, 2008).

3.2.4 Tutors and Facilitators

Quality teaching is made possible by the quality of facilitators and tutors. Many organisations providing adult learning and education such as Department of Adult Education and BOCODOL engage trained tutors or trainers. To ensure quality trainers, BOTA works with organisations to accredit their trainers and assessors. Below is an example of the registration and accreditation that BOTA has currently done, as at 31st March 2008.

Table 3.7: BOTA Registered and Accredited Trainers and Assessors

Category	Trainers	Assessors	Totals
Provisional	1192	288	1480
Full	73	46	119
Total	1265	334	1599

Table 3.8: Analysis of the registered trainers and assessors by gender

Category	Male		Female	
	Provisional	Full	Provisional	Full
Trainers	868	55	324	18
Assessors	220	29	68	17
Total	1088	84	392	35

Both Tables 3.7 and 3.8 indicate efforts taken to have qualified and accredited facilitators in adult vocational education and other areas of adult learning and education. This is an important move because when learners have confidence in the skills of the qualified professionals they tend to do well, for example, progression, retention and completion in many programmes have been noted. The low quality credentials of trainers could tarnish the image of the profession and this may result in poor learner achievement.

DNFE too has made significant steps in recruiting qualified staff. The year 2007 saw the DNFE raising the qualification level of literacy facilitators to a first Degree. This is a new initiative that started with the recruitment and updating of graduates qualified in areas other than Adult learning and education. They needed to be oriented into the field of adult learning and education so as to become effective facilitators. Thus, the DAE was contracted to give these graduates the necessary skills, attitudes, and knowledge to function effectively. About fifty learners participated in the December 2007 workshop. This is an initiative intended to enhance the quality of provision, participation and achievement in adult learning and education. Recruiting highly qualified literacy assistants is a long term exercise that needs to be pursued vigorously.

3.3 Quality Participation in Adult Learning and Education

This section looks at the patterns of participation in adult leaning and education with a view to determining its quality. Issues of equal opportunities for participation, reasons for participation, rate of participation, enrolment trends, barriers to participation and rates of drop outs are explored.

3.3.1 Equal Opportunities for Participation

Policy environment for equal opportunities in Botswana is strong. The nationally acclaimed Vision 2016 states that Botswana must improve the quality and accessibility of its education systems so that no one is disadvantaged. The country provides opportunity for continued and universal education. For example, options are availed for people to take up vocational or technical training as an alternative to purely academic study. While in principle this is a very sound policy, some circumstances make equal opportunities impossible to accomplish. The issues of gender as well as HIV and AIDS cannot be ignored. They are huge challenges to the principle of equal opportunity. The pandemic is a nationwide problem and support is provided for those infected and affected to ensure their full participation in adult leaning and education programmes. Despite this support, there are still some would-be learners who cannot participate due to other problems. Some of these problems are discussed below.

3.3.2 Reasons for Participation

There are many reasons why adult learners participate in programmes. The following are the findings of a Botswana National Study of ODL Needs-assessment done by Edmunds College, UK, (Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, 2008), under the sponsorship and management of the University of Botswana, Centre for Continuing Education. Although this study aimed at higher adult learning and education, the same reasons can be true of the ABE.

Table 3.9: Reasons for participation by Gender

Gender	aim	Numbers
M	Getting employment	39
M	Improving career prospects	117
M	Getting a new job	21
M	Personal satisfaction	5
M	Both satisfaction and prospects	42
F	Getting employment	78
F	Improving career prospects	131
F	Getting a new job	20
F	Personal satisfaction	10
F	Both satisfaction and prospects	49

Source: Report, National ODL Needs-assessment Study by Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, UK, 2008 for Centre for Continuing Education, University of Botswana

Table 3.9 above indicates that many adult learners participate in adult learning and education programmes because of the need to improve career prospects. Some of these adults are working and they would like to improve their productivity at work. Others desire to change employment, so both females and males believe that adult learning and education programmes can help them in this regard. An observation from this table is that very few of them believe personal satisfaction is a good reason to enrol in adult learning and education programmes.

Table 3.10: Reason for participation by age

age	aim	Numbers
Under 18	Getting employment	3
Under 18	Improving career prospects	1
18-20	Getting employment	43
18-20	Improving career prospects	21
18-20	Getting a new job	4
18-20	Both satisfaction and prospects	5
21-25	Getting employment	39
21-25	Improving career prospects	49
21-25	Getting a new job	10
21-25	Personal satisfaction	4
21-25	Both satisfaction and prospects	10
26-30	Getting employment	22
26-30	Improving career prospects	63
26-30	Getting a new job	12
26-30	Personal satisfaction	4
26-30	Both satisfaction and prospects	35
31-40	Getting employment	11
31-40	Improving career prospects	87
31-40	Getting a new job	9
31-40	Personal satisfaction	5
31-40	Both satisfaction and prospects	24
40+	Getting employment	1
40+	Improving career prospects	24
40+	Getting a new job	2
40+	Personal satisfaction	2
40+	Both satisfaction and prospects	10

Source: Report, National ODL Needs-assessment Study by Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, UK, 2008 for Centre for Continuing Education, University of Botswana.

The above table indicates that many of the people who participate in adult learning and education programmes are goal-oriented. It is important that upon completion of their programmes, they should feel

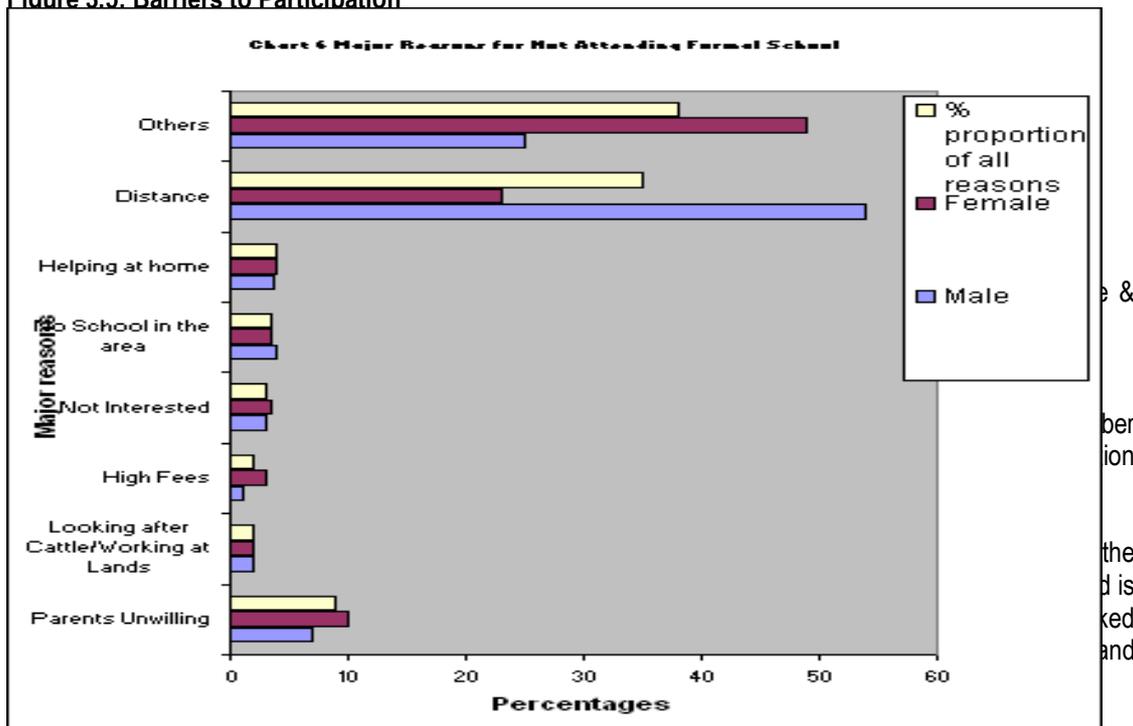
satisfied that their goals have been met. The benefits of successful completion are discussed in the section that follows.

Many providers do their best to market their programmes and recruit learners. Strategies used to widen participation include Career Day held annually by the Department of Adult Education. The purpose is to bring together potential employers, prospective learners, current students and graduates of the department to discuss career opportunities for adult learning and education and learning. This is a significant development as adult learning and education in Botswana is still surrounded by myths indicating that it is education for low achievers.

Another strategy used to recruit is the use of Open Day Activity. This is where a day is set aside for adult learning and education providers to display and teach the public about programme offerings, accreditation, participation and benefits of engaging in adult learning and education programmes as well as future prospects. These activities should be credited for increasing the visibilities and status of adult learning and education in Botswana. With greater numbers of learners participating in Adult learning and education, its quality is likely to improve and its impact felt nationally, regionally and internationally. Given the present increase in programmes and courses including short training workshops, it can be concluded that the future of Adult learning and education in Botswana is bright.

3.3.3 Barriers to participation

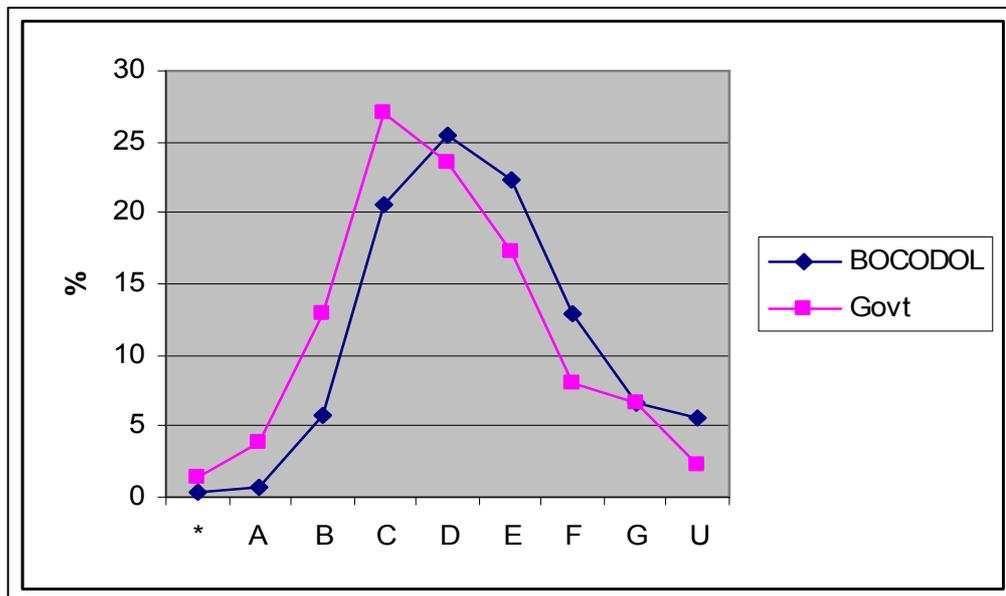
Figure 3.5: Barriers to Participation



3.3.4. Notable quality assurance measures

For many programmes, learners seem to do well. Below is given an example of achievement (pass rates) from BOCODOL.

Figure 3.6: 2005 BGCSE Performance (cf. with Govt schools)



Source: BOCODOL ANNUAL REPORT 2005/06

As Figure 3.6 shows, BOCODOL is doing very well even when compared to the government schools. This type of achievement has a bearing on good teaching as well as provision of quality resources and a further demonstration of the potential to provide ODL as an alternative mode of acquiring Basic Education. BOCODOL, for example, employs qualified facilitators for their programmes.

In addition to engaging qualified facilitators, many providers are now developing their own materials that are relevant to the needs of their learners. The lecturers of the Department of Adult Education, for example, participated in the production of African Perspectives on Adult Learning Materials which are intended to explore aspects of adult learning and education from the African Perspective. This range is now used and it adds quality to adult learning and education activities as learners can relate with most of the contents they explore in their studies.

The Department of Adult Education (DAE) also has a culture of developing learning materials (Modules) that are used by its Distance Education learners. DAE works with the Centre for Continuing Education, UB which coordinates all programmes offered through the distance education mode at the University of Botswana. Almost all courses taken by those doing the Diploma in Adult learning and education by distance mode have locally produced modules. When the Diploma in NGO management was introduced in 2007, the same culture of making available locally produced modules was followed. Right now, about seventeen (17) modules have been developed and others are near completion. The study by Lekoko (2002) documented extension workers' preference of local facilitators believing that such facilitators would have the local knowledge that might facilitate their understanding of the contents because examples shall be drawn from a familiar context. This is another aspect which adds quality to adult learning and education in many providers in Botswana including DVET, BOCODOL, DNFE, DAE and others. The Department of Non-Formal Education too is noted here for its competence in developing learning materials (books, brochures, pamphlets) for its Non-formal Education Programmes. In an effort to continue meeting adult needs and ensuring quality, the Department of Non-formal Education (Thuto ga e golelwe) is undergoing a restructuring phase. This would equip adult learners with education equivalent to the Primary School Leaving

Examination. This has also prompted the department to embark on the production of learning materials to suit the demographic characteristics of its population as well as their learning needs.

By developing their own learning materials that are tailored to the needs of their clientele, providers take responsible steps to ensure quality and enhance the country's commitment to providing services of quality as has been clearly stipulated in Vision 2016 that Botswana will have a system of quality education that is able to adapt to the changing needs of the country (Republic of Botswana, Presidential Task Force, 1997).

Generally, there seems to be a significant balance of courses to cater for the diverse needs of adult learners, for example, entrepreneur courses, environmental study courses, health and social care courses, hospitality courses, agro base industries courses, building constructions and multi media courses. This diversity too is a measure of quality as would-be-learners are not forced by limited choices to take anything available but they can choose from variety of programmes available. Their choices may, however, be limited by the entrance qualifications for each programme.

3.3.5 Assessment and Monitoring

Because the ultimate goal for provision and participation in adult learning and education is seeing learners achieve their goals, the importance of assessment and monitoring cannot be ignored. Existing formative assessment strategies have worked for a number of learners in adult learning and education. Examples cited may include written tests, practical exercises, projects, research exercises, open book tests, independent studies and oral test, just to mention a few. Flexibility in assessment strategies can help cater for the needs of the diverse populations of adult learners. The strictness of some formal assessment strategies such as the paper and pen may be restrictive. Formative assessment is done differently by different providers. However, a system of quality accreditation is provided by the Botswana Training Authority (BOTA) for some providers.

BOTA is a training authority established under the Ministry of Labour and Home Affairs in 2000 through the Vocational Training Act (VTA) enacted in 1998. BOTA's mandate is to coordinate and quality assure vocational training activities for better integration and harmonisation of the Vocational Training System (VTS), for Botswana, known as Structured Work Based Learning (SWBL). However, it extends its accreditation beyond vocational education. BOTA is also a nationally recognised body for quality insurance, accreditation and recognition of qualifications of different forms of adult learning and education activities. It addresses the issues of quality and aligns this with Vision 2016 goals of ensuring quality provision of education at all levels of education. The primary purpose of the Authority is to make sure that the learners receive quality training.

Quality Assurance is achieved through assistance of the committees of the Board, namely, the Standards Setting Committee (SSC) and Quality Assurance Committee (QAC). The SSC was established to advise the Authority on matters of the BNVQF development as well as providing the Authority with information that guides the development of awards. The QAC advises the Authority on matters pertaining systems, processes and instruments for managing quality.

Effort to recognise achievement in indigenous/tradition knowledge started last year 2007 when BOTA certified skills such as basket weaving and pottery making. This is a great step towards recognising different types of knowledge systems because the formal system has always been given privilege over other types of knowing.

3.4. Impact of Achievement

Poverty is prevalent among populations with low education, and these are target for adult learning and education programmes. Thus, to address the needs of adults who participate in adult learning and education for survival purposes, variety of programmes and courses are offered. Departments such as Department of Vocational Education & Training, Botswana College of Agriculture, Department of Industrial Affairs and Department of Non-Formal Education address the need for income generating, self employments and agricultural matters. While it is generally believed that adult learning and education programmes in developing nations do very little to alleviate poverty for its graduates (Preece & Van de Veen, 2004) there are instances which demonstrate that the impact might be great if, perhaps, monitoring and evaluation of adult learning and education programmes are done and documented regularly.

It should be noted that pockets of success have been observed in a number of providers. Annually, when the Department of Adult Education holds its career day, it ensures that it invites its graduates to talk about their lives after graduation. For DAE graduates, the benefits are great. In the absence of a nationally generated statistics, it is not an over estimate to say that more than 95% of them get stable jobs. This observation is supported by Preece and Van de Veen (2004) who have observed that adult learning and education at higher levels (undergraduate and graduate programmes) make some differences in graduates' lives.

Nationally, there is an increased recognition of the role of education for personal, community and national development demonstrated by the number of organisations interested in providing adult learning and education. As Maruatona (2003) states, 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 increases challenges to effectively respond to the needs of the diverse learners.

Finally, Lekoko & Van de Merwe (2006: 325) suggest that the overall task of providing quality should be a joint effort of the government and interested stakeholders such as non-government organisations (NGOs), private sector groups, community-based organisations, voluntary organisations and others. Overall, Botswana advocates systematic approaches that lead to quality in all aspects of education. Vision 2016, for example, states that Botswana will have a system of quality education that is able to adapt to the changing needs of the country as the world around changes. It is for this reason that providers of adult learning and education should strive for increased quality. Adult learning and education programmes should continually change or increase to meet the prevailing learner's needs and the demands of the growth of the economy. Despite some shortcomings, there is enough evidence to show that the Botswana adult learning and education system carries forward the Fifth CONFINTEA's agenda for the future, which refers specifically to the need for work related adult learning and education and for poverty reduction.

In summarising this section, it should be noted that adult learning and education is predominantly sponsored by government and is treated as part of the national and self development efforts directed at enabling individuals to experience personal growth and take part in national development. Programmes are intended to build relevant life skills and attitudes as expressed in local and international policy documents such as Vision 2016, MDGs. However, achievement of these important national goals demand concerted efforts of all stakeholders. While there is clear indication that a number of adult learning and education providers have forged strong links such as Consortia like Rural Extension Coordination Committee; Botswana Association of Private Vocational Schools; National Environmental Education; Botswana institute of Bankers and Retired Public Servant Association already exist and more of these types of links can be enhanced through the support of an umbrella organisation overseeing all adult learning and education practices in Botswana. Considerable interest for an umbrella body was expressed by some providers, especially at the stakeholders workshop held 15-16 March 2008. This body will be responsible for a number of matters such

as overseeing and ensuring quality provision through its contribution in the national qualification frameworks, policy and other accreditation systems of adult learning and education and learning. In addition, the umbrella body can facilitate close cooperation and coordination of efforts of the various providers by promoting dialogue and collaboration among providers. Lekoko (2002), for example, noted a major challenge for extension as weak coordination. In a nutshell, an umbrella (national) body for adult learning and education and learning can serve as a platform for a number of issues: e.g. sharing & exchange of practices, doing and disseminating research outputs, identifying challenges and acting together to address them. As an overseer, it will monitor progress and tackle problems, challenges and prospects of the growth of the field of adult learning and education in Botswana.

Another challenge facing adult learning and education providers is to have their programmes reach all potential clients. It has been observed that, in spite of the phenomenal increase in enrolments and diversification of programmes, there is still some unmet demands for tertiary and professional training in Botswana. The study carried out in Botswana to establish the demand in higher learning ODL programmes in Botswana revealed that more programmes are in demand like business and management courses, engineering, science and technology, social sciences, medical sciences, and education Law arts and humanities and agriculture (Von Hügel Institute, St Edmund's College & Cambridge CB 0BN, 2008). This research indicates that future provision will have to include distance education programmes offered through self-development, franchising, partnerships arrangements with other universities, academic and professional institutions and access to ICT driven information resources through partnerships, co-operative ventures and contractual agreements.

SECTION IV

RESEARCH, INNOVATION AND GOOD PRACTICE

4.1. Introduction

In this section, major studies on adult learning and education are provided. These are discussed in the light of how they have contributed to the development of adult learning and education policies and activities indicated in the *National Plan of Action for Adult Learning (2000)*. Thereafter, some innovations and good practices are presented.

4.2. Research Studies in the Field of Adult Learning and Education

Most of the research data on adult learning and education presented here are those that are derived from studies that scholars have embarked upon since 1997. The studies are presented as follows:

- Adult Basic Education,
- Adult Vocational Education and Training,
- Extension Education,
- Continuing Education, and
- Implications of the findings for policy and practice

4.2.1 Research on Adult Basic Education

A substantial portion of empirical research and publications in this sub-section has been focused on the Botswana National Literacy Programme (BNLP). Literacy has attracted attention because it remains the largest state sponsored non-formal adult learning programme in the country since it was launched in 1981.. Since 1997, a number of studies have been conducted to assess various aspects of the programme, especially its impact on the learners.

A qualitative study on participation by Dambe (1997) looked at factors hindering the efforts to eradicate illiteracy in Botswana. On the hand, the Masters of Education degree dissertation undertaken by Sekhobo (2001) assessed the instructional methods used in the Botswana National Literacy Programme. It found that the methods used were predominantly teacher-centred as opposed to the Freirean approach that many consider to be rather radical in nature.

On another hand, a qualitative case study by Maruatona (1998) considered the gender perceptions of the effects of the national literacy programme on ethnic minorities. The study found that the programme did not address the needs of women and the minorities in different contexts as fully as expected. Even at that, there were indications that many participants in the programme did derive some benefits that have helped them in dealing with some issues affecting their daily life.

Two PhD dissertations based on the activities and impact of the Botswana National Literacy Programme (BNLP) were completed. Maruatona (2001) analyzed the planning of the Botswana National Literacy Programme. He proceeded from critical theory, political economy and the political planning perspectives. This qualitative study was based on in-depth qualitative interviews with 16 district level and central management personnel involved in planning literacy education. The study concluded that the BNLP is a conventional literacy programme whose planning was done by the state. The researcher concluded that the planning mode, which was handled almost exclusively by government officials, did not seem to have

included extensively learners, and that its outcomes may not have been as intended. He also found that some supervisors did not quite receive some aspects of the policy as they relate to the use of Setswana as the only language of literacy instruction, especially in the contexts of non-speakers of that language.

In 2002, Raditloaneng (2002) submitted her PhD dissertation titled *Women, poverty and literacy in Botswana: A case study* to the Penn State University in the USA. It explored women's understanding and perceptions of poverty, and whether these were affected by participation in literacy and adult basic education classes. It was based on document review, in-depth interviews with 16 women in the city of Gaborone, and observation of both classes and household circumstances. The women were divided on the basis of whether they were semi-literate or non-literate. The study concluded that the women who participated in literacy classes and were semi-literate were more confident on strategies to address poverty than the non-literate. This dissertation pointed to the critical needs for literacy to sufficiently empower the learners to address female poverty such that they are enabled to meet the goals of the *UN Millennium Goal* on poverty reduction. It provided useful information on ways to empower learners.

Majority of the studies have used the qualitative paradigm. A significantly different ethnographic study on the impact of the BNLP was carried out by an external researcher, Reimer (2002) who made a substantial input on demonstrating the impact of the programme on participants. Reimer has produced a series of research based papers which help to illuminate learner perspectives on the experience of literacy learning. Her research is based on participant observation, ethnographic interviews and life histories, as well as document analysis. She sought to understand the motivation for literacy learning and the nature of the learning experience. In one recent paper, (Reimer, 2002) analyzed the personal benefits of literacy as a tool for negotiating the modern cash economy and the public domain of government bureaucracy, and as a source of self-improvement and a modified social identity. In another paper, (Reimer, 2001) illuminates the sense of community generated participation in some literacy classes. Her main focus was on the everyday practices of the literacy learners and their teachers. She situated this within the context of the state-sponsored programme that is premised on the project of modernity. These studies suggest ways that learners can be empowered to become active citizens.

Furthermore, Hesselbring (1999) provides an analysis of the literacy situation of speakers of minority languages. She conducted an inductive analysis of published and unpublished data from the 1993 First National Survey on Literacy, data from the 1991 Population Census, and 1300 interviews undertaken in the Botswana Language Use Project co-ordinated by the Bible Society of Botswana. Her main findings are that speakers of minority languages have the lowest rates of literacy, and many want to learn to read their in own language. She therefore recommended that literacy classes should be offered in people's mother tongue. Another paper by Chebanne, Nyathi-Ramahobo and Youngman (2000) analysed a pilot project on adult illiteracy in minority languages and generated a series of research questions that could be addressed though the project in order to inform policy-makers and practitioners. According to Youngman (2002a) these questions have not yet been followed up. The studies emphasised the importance of the use of indigenous languages in the provision of literacy in order to preserve the culture of the ethnic minorities. The findings also point to the need to address issues of minority groups, which is one of the themes of the *Hamburg Declaration*.

A small-scale action research project using the REFLECT approach was carried out in the Ngamiland District, which explored the potential for alternative pedagogies, curricula, and organisational forms outside the state (Maruatona, 2002). This study addressed the issues of improving the current state operated literacy programme in addition to exploring ways to empower the learners.

In 2003/2004, the Department of Non-Formal Education commissioned a study that evaluated the Botswana National Literacy Programme. The study shed profound light on the issues of policies, shared use of resources, participation, the general learning environment among others. Based on that evaluative study, a

number of recommendations have been made towards the improvement of adult basic education in the nation. For example, researchers recommended among others that regulations must be in place at national level to regulate resource-sharing between DNFE and local authorities of the Ministry of Local Government and that DNFE should further promote community-based literacy and basic education programmes while at the same time revitalising the Village Literacy Committees by ensuring that their members receive a sitting allowance. That study also requested the Ministry of Education and Skills Development to enforce the policy on resource sharing on the ground and create a pool of multi-purpose resource centres.

Oduaran, Ntseane and Fasokun (2006) had also undertaken a study aimed at assessing the adult basic learning materials used in Botswana. The study reported among other findings that 39.2% of the respondents were of the view that the learning materials were meeting their learning needs as against the 36.4% who agreed that their learning needs were not being met. Fortunately, between 2005 and 2008, the Department of Non-Formal Education, Ministry of Education and Skills Development engaged consultants who together with its own staff have reviewed the materials and developing new ones that would soon be put into use once the Government has approved them. The studies looked at the quality of adult learning activities and their impact on the learners.

In 2006, Antoinette Tsheboeng Motiki undertook a study titled “Performance of income generating-projects supported by Botswana National Literacy Programme” towards the award of a Masters of Social Science degree by the University of Kwazulu-Natal in South Africa. The results of this study supported the major hypothesis generated to a great extent. In particular, the researcher identified the major causes of failure of the projects in their inability to meet the personal objectives of project members, group disputes among members, and the ill health of some members as this affected their production. Other causes of failure were located in the fact that the literacy skills and income generating skills provided by BNLP were not adequate for use in the running of small scale businesses. The researcher had hinted that the income generating skills were taught separately from the basic literacy skills of reading, writing and numeracy. Motiki (2006) also found that feasibility studies were not conducted before embarking on income generating projects and there were incidents of the mismanagement of some projects. The major hypothesis of the study by Motiki (2006) was also partially rejected in the sense that the results showed that almost all the projects received some grants to start their projects and therefore the securing of start up finances was not a problem. Rather, the problem was that being able to secure funds for the expansion of the established businesses such that they can be sustainable.

Based on the outcome of this study, the researcher recommended that income generating-project members should be included in settling group disputes, conducting feasibility studies, embarking on relevant projects individually or as groups. Policy recommendations included support of individual and group projects, running of a pilot project where appropriate literacy needs of the piloted projects will be provided, and the involvement of the participants in decision-making concerning their projects and curriculum. The researcher also recommended the need to ensure that funds are only given to viable projects and that the literacy curriculum is relevant to the running of income generating projects to ensure sustainability.

4.2.2 Research on Adult Vocational Education and Training

The Botswana Training Authority (hereinafter referred to as BOTA), which was established in 2000 as a corporate body to coordinate vocational training activities, monitor and evaluate the performance of the vocational training system and advise on policy related issues of vocational training. It has also been one of the major organisations driving research on adult vocational education and training. For example, the draft of the Regulations on Structured Work-Based Learning which were initially gazetted in October 2006 were based on small scale surveys that it funded. BOTA has also been engaged in studies that are informing the

development and implementation of qualifications frameworks in the area of indigenous skills, arts and crafts. It has also continued to implement its responsibilities regarding the implementation of a programme of research, policy review and development to ensure an integrated system of vocational training capable of meeting the demand for quality, motivated personnel for social and economic development.

The HIV & AIDS Division of BOTA has been a major player in the pilot testing of the HIV & AIDS learning materials. These materials were developed by BOTA based on the published unit standards. Although it might not have been possible to identify and reflect in this report all the major studies that are related to adult vocational education and training, it is rewarding to note that research in this front has been very much engaging.

4.2.3 Research on Extension Programmes

Youngman and Maruatona (1998) explored the extent to which extension staff can change their attitude and practice with respect to participatory rural development. Their study used data based on participant observation, self-administered questionnaires and document analysis. Its major finding was that extension workers could be trained to change their attitude to adopt a more participatory approach to planning. It also noted institutional and contextual constraints to the implementation of a participatory approach. The study recommended how extension can engage participatory methods that would enable the learners to take control of the learning process in order to use the information to improve their social conditions. In a way, learning becomes a form of investment for the learners who need to apply the acquired skills. These studies therefore make contributions to the development of new ways to facilitate adult learning within extension programmes.

In addition to the works cited above, three PhD studies have been completed that focused on extension programmes. The first PhD study in the area was completed by Ntseane (1999). It was titled *Botswana Rural Women's Transition to Urban Business Success*, and documents women's transitional experiences from being rural women to successful entrepreneurs in urban centres. She demonstrated in the study that in spite of male domination, women were resilient enough to transform themselves from being rural women to successful small businesswomen in various towns in Botswana. They managed to negotiate patriarchy by either collaborating or confronting it and establishing themselves through competitive networks to sustain small business enterprises. This dissertation demonstrated the need for the extension programmes to be coordinated to empower the participants in such programmes. The study by Ntseane provides helpful tips on the value of networks in promoting women empowerment and ways to improve the participants' quality of life and fight poverty through adult learning.

The second PhD study was completed by Rebecca Lekoko in 2002. Titled "*An Appraisal of Botswana Extension Agents' Work and Training Experiences*", the study explored the previous work and training experiences of extension agents and how that contributed to their present working relationships as partners in community development (Lekoko, 2002). The study was based on document analysis and in depth hermeneutic-phenomenological interviews with 29 community based extension workers. The study found that Government policy expresses the desire for coordination but the practice at village level is at variance with such a policy position and that members of the Village or District Extension Team staff focus on their departmental tasks. The study also revealed that there is lack of centrally organised training that could stress the importance of working in a coordinated fashion. It concludes that participants felt the need for basic communication skills, leadership, management and a positive attitudinal orientation towards extension coordination.

In 2007, the third PhD study in the area was completed by Kenneth Dipholo. The study titled "Reducing Dependency and Promoting Community Participation in Development? Four Case Studies of Participatory Rural Appraisal and Community Action Plans in Botswana." proved that villages were yet to implement satisfactorily community action plans. While it is true that PRA tools are designed to foster the traditional self-help mode of operations, implementation failures suggest that circumstances have changed so much that what was traditionally envied is now despised and unwelcome.

It is to be noted that a lot of Masters Degree dissertations have also been embarked upon by students in the Department of Adult Education at the University of Botswana. For example, Donald Mmofswa (2002) embarked on a study titled "*A study to evaluate the effectiveness of the front line extension workers in the implementation of the Arable lands development programmes in Botswana.*" Among other findings, the study concluded that frontline extension workers lacked technical skills and knowledge and therefore they could not effectively promote the ALDEP extension messages.

Chenso Montso (2002) has studied the extent to which farmers apply what they have been taught at the Derman Rural Training Centre with respect to horticulture in their own land situation. This study has revealed, among other things, that farmers understood better and mastered knowledge and skills on those horticultural topics for which they were given enough time during the practical sessions.

The Department of Adult Education, University of Botswana, has engaged effectively in propelling its graduate students towards undertaking small scale studies in areas that are related to adult learning and education in a deliberate move to further consolidate on the gains the nation has made. It might be necessary to highlight some of such studies in this sub-section. In one study titled "Critical analysis of the National Policy on Destitute from an adult education perspective", Halima Letamo (2002) concluded that there was need to review the national definition of destitute such that some people do not remain permanently classified as destitute. She also argued for the inclusion of counselling, adult basic education skills and capacity building in the package for destitute in the nation.

In another study, Keneilwe Molosi (2007) explored the San youths' perceptions of formal education and its contribution to their socio-economic development. She came up with the finding that despite the poor participation of the San in formal learning programmes, they perceive formal education as an indispensable tool for their socio-economic development.

4.2.4 Research on Continuing Education

Continuing education is very crucial for Botswana to reach its goals of adult learning but to date it is among the least researched dimensions of adult learning and education. Adekanmbi (1998) notes that the fact that the Centre for Continuing Education (CCE), University of Botswana, offers learning outside the formal structures and that this enables it to be flexible and relevant to the needs of the learners. He demonstrates how the different departments and units of the CCE namely, distance education, extra mural, public education and technical support services have been helping the Centre to defy the barriers of geography and narrow the division between school and the workplace. He concludes that the flexible approach enables the Centre to overcome the restrictions that bar many citizens from access to education. However, he regrets that the Centre has not yet taken full advantage of technologies such as tele-conferencing and computer-assisted instructions to maximise opportunities for interactions with the learners.

4.2.5 Implications of the Findings for Policy and Practice

As indicated in the highlight of studies above, it would be observed that studies of varying degrees have been completed on adult learning and education ranging from adult basic education through continuing education to extension education in Botswana. However, the current adult learning and education research in Botswana has been criticized for being limited both in scope and methodology. In spite of that, the empirical evidence generated over the last ten years depicts a consistent picture of the problems and possibilities for adult learning and education programmes. Unfortunately, in each of the areas, research findings have had little impact on both policy and practice (Youngman, 2002b). Overall, the research profile shows a lot of potential to address the Hamburg themes such as improving practice and empowering learners, responding to the world of work and addressing issues of health and the population. What remains to be done is for researchers to synthesize their findings and distribute them in forms that adult educators can easily use to improve their practice.

In spite of whatever limitations that we have highlighted above, these and other studies have continued to enrich adult learning and education over the years. Interestingly, more and more studies are being initiated on annual basis in the attempt to inform policies and actions in the field. The findings that emanated from some of these studies have impacted on policies and programmes. For example, the development of new adult basic education learning materials that is being carried out by the Department of Non-Formal education, Ministry of Education and Skills Development, in collaboration with the UNESCO Institute for Lifelong Learning (UIL) is largely based on the outcomes of the Evaluation of the Botswana National Literacy Programme (BNLP) that was completed in 2004 by the DNFE and the study undertaken by Oduaran, Ntseane and Fasokun in 2006.

The gaps in applying research to policy and practice suggest that there is need to work out a mechanism for linking research findings to practice.

4.3 Innovations and Some Examples of Good Practices

Botswana has recorded some successes and challenges in the planning and implementation of adult learning and education programmes. For example, efforts have been made to expand education opportunities at adult basic education level for both men and women. In Botswana, several cases of exemplary practice have emerged that demonstrate efforts to provide adult learning opportunities in pursuance of some of the ten themes endorsed at Hamburg

The innovations and some examples of good practices in adult learning and education since 1997 are presented as follows:

- Adult Basic Education
- Adult Vocational Education and Training
- Extension Education, and
- Continuing Education

4.3.1 Adult Basic Education

Adult basic education has received a lot of attention in terms of planning and implementation of innovative practices since 1997, and we may here present just a few of them. For example, the Strategic Plan of the Department of Non Formal Education (DNFE) indicated that between 2003 and 2006, the Department intended to provide equitable access to and opportunity for lifelong learning and training to out-of-school population and to equip adult learners with life and productive skills through basic education and post-literacy programmes. The goals are to organise responsive programmes relevant to the needs of out-of – school learners in Botswana. The Department intended to increase access and equity in the delivery of quality lifelong education and training, and the establishment of effective partnerships with other stakeholders. These goals were followed by specific strategic objectives that were intended to show what would be done to achieve the goals. This strategic plan could be considered as an innovation because of the systematic way that it spelt out goals, objectives, critical activities, outputs, accountable persons, stakeholders, time scales, resources needed and status of implementation to be assessed. If this were to be implemented as planned, it would help enhance Botswana's capacity to provide responsive literacy education. It would also provide some useful skills which learners need to survive both at home and work.

The Botswana Adult Education Association (BAEA) in collaboration with other stakeholders has been at the forefront of advocacy for adult learning and education. Towards meeting that goal, it has participated actively in hosting a number of adult learners week in Gaborone (1999), Mahalapye (2000), Maun (2005) and Good Hope (2006).

In addition to those good practices, Botswana has a regularly circulating newsletter published in English and Setswana that had helped in making newly literate persons to retain the newly acquired skills in reading, writing and numeracy. The retention of literacy and numeracy skills has been given attention in different public radio and television programmes.

4.3.2 Adult Vocational Education and Training

The establishment of the BOTA, BOCODOL and the completion of the draft document that would launch the National Qualifications Framework (NQF) could easily count as some of the policy initiatives and good practices that Botswana can modestly feature as steps in the right directions as far as adult vocational education and training is concerned.

4.3.3 Extension Education

Another important planning innovation is in the area of extension programmes with the establishment of the inter-sectoral committee on combating the HIV /AIDS pandemic in 2003. This is in line with the *UN Millennium Goal* of combating HIV/AIDS, malaria and other diseases. It comprises of the National Aids Coordinating Agency (NACA) and a network of national and international NGOs working on AIDS. NACA and its partners disseminate information and educate the general public through providing guidelines to Ministries, districts, NGOs, and the private sector to enable them to collectively work on the national response to HIV/AIDS. This gives communities an opportunity to design programmes that could empower the citizenry in the fight against HIV/AIDS. The key goals of this framework include eliminating incidences of HIV infection and reducing the impact of AIDS in Botswana.

NACA developed a strategic framework after extensive consultations with stakeholders. Stakeholders appreciate that HIV/AIDS poses an economic threat and educating the public about it is an investment in the future of the nation. The framework articulates what institutions envisage doing to combat HIV/AIDS and introduced a basic minimum package or unit level in recognition of the varied implementation capacities of stakeholders. This represents the most innovative aspect of the national HIV/AIDS response strategy (Republic of Botswana, 2003).

At a micro level, some innovations have been made with respect to HIV/AIDS. In 2002, staff members at the Department of Adult Education, University of Botswana, submitted a report documenting the effectiveness of AIDS education in the workplace, and also launched a training manual on the nutritional needs of individuals living with HIV/AIDS. Staff members at DNFE also have been trained to incorporate HIV/AIDS issues in their revised materials for the National Literacy Programme. A National Reference Committee on Family Life Education has been established and it has trained a number of facilitators from different sectors involved with adult learning programmes (Botswana National Commission for UNESCO, 1999).

Other efforts to engage in exemplary practice have been focused on empowering women through adult learning since they are the ones who are mostly affected by HIV/AIDS as both patients and caretakers. Another committee has been established to focus on promoting gender equity and the empowerment of women and expose them to different strategies on addressing issues of HIV/AIDS and family violence. These activities were jointly carried out by the Women's Affairs Department, the Botswana Adult Education Association and the Women's NGO Coalition. The Women's Affairs Department works tirelessly to mainstream gender issues at the work place in Government ministries, and focuses on educating women to be assertive enough to challenge gender inequities at the workplace. It focuses on increasing support for women's economic empowerment, legal aid services, and the gender mainstreaming in the private sector. The Department has been working with employer organisations and trade unions to organise gender sensitivity training workshops for employees since 1999. These efforts directly address the theme on promoting the empowerment of women and have changed the attitudes and dynamics at the workplaces in Government and NGOs and the private sector.

In so far as NGOs are concerned, a women's organisation known as *Emang Basadi* continues to carry out exemplary educational projects for women on a number of issues such as voting and sensitise them on the need to vote each other into local and national political office. It also provides them with opportunities for economic advancement. The Economic Empowerment for Women project organised 24 courses, workshops and capacity training seminars between 2000 and 2001. The Political Education project on the other hand, offers women opportunities to participate in policy formulation as law-makers. Since 1999, 6 women got cabinet positions while 8 got parliamentary seats. These efforts give women the full opportunity to make choices in their lives, which could empower them as citizens. The challenge remains that of addressing poverty among women and the gap between rural and urban women (*Emang Basadi*, 2003).

Another innovative step was that the state endorsed the use of the Participatory Rural Appraisal approach and the Community Based Rural Development Strategy in 1997, both of which aim at maximizing the involvement of communities in the planning and organisation of development projects in their contexts. The intended outcome is to facilitate community empowerment through extension education.

The Botswana College of Agriculture (BCA) has also embarked upon a needs assessment survey in 2003/2004 that has helped in the introduction of mixed ability strategy wherein knowledge and skills in piggery, bee keeping and management of agricultural enterprise programmes leading to the award of Certificates of Attendance are provided to clients. At the moment, the BCA is trying to link up with the

Botswana Training Authority (BOTA) for the purpose of accrediting these programmes. These are indications of exemplary practices, which in spite of their limitations address some of the key themes of CONFINTEA V.

4.3.4 Continuing Education

Continuing education has also witnessed a number of innovative practices since 1997. The Centre for Continuing Education at the University of Botswana has come up with open and distance learning mainstreaming guidelines that have helped in the further consolidation of whatever gains it has made over the years. For example, the Centre for Continuing Education at the University of Botswana has worked in collaboration with other Departments within the University to undertake steps towards expanding access to the regular programmes using the open and distance learning mode. At the time of reporting, the Centre for Continuing Education has introduced the Diploma in Primary Education by open and distance learning mode. That programme is now helping the nation to upgrade the educational qualifications of over 1000 teachers in the primary schools to diploma level.

SECTION V

ADULT LITERACY

5.1 Introduction

This section highlights the relevant changes and developments in literacy which is officially regarded as the main pre-requisite for other kinds of learning. Literacy is very critical for the acquisition of life skills by all Batswana. Furthermore, literacy is considered as the most essential tool for effective participation in national development and for sharing in global competitiveness. Botswana has over the years taken necessary steps for ensuring that literacy received all the attention that it deserves. These steps have yielded good results as indicated in the Report of the Second National Survey on Literacy in Botswana undertaken by the Central Statistics Office and the Department of Non-Formal Education in 2003. The report indicated that the national literacy rate was 81% as against the 68.9% recorded in 1993. The data make Botswana one of the few African countries South of the Sahara that have attained such a high literacy rate.

5.2 How Literacy is Defined in Botswana

Since 1997, literacy has been redefined in response to the changing needs and challenges facing the nation. Predominant among such challenges are poverty and HIV and AIDS. Taking cognisance of the needs and challenges facing Botswana, the 2003 National Literacy Survey used a national definition of literacy that puts it this way:

Literacy is a responsive and context specific multi-dimensional lifelong learning process designed to equip beneficiaries with specialised knowledge, skills, attitudes and techniques to independently engage in practices and genres involving listening, speaking, reading, writing, numeracy, technical functioning and critical thinking required in real life. (Central Statistics Office & Department of Non-Formal Education, 2003:3)

That definition of literacy has not changed to date. The nation continues to apply it to its assessment of literacy and numeracy in several programmes.

5.3 New Literacy Policies Adopted and Implemented

Since 1997, there has been no major new policies that were adopted and implemented as far as literacy is concerned. Rather, efforts have been made to improve on the existing policies and programmes. For example, the National Literacy Programme has been evaluated. And the outcomes of that evaluation have helped Botswana in reviewing its adult basic education curriculum. The outcomes of the evaluation exercise have also informed the development of new literacy primers that have taken on board current national needs and challenges. Furthermore, literacy provisions are now being linked to HIV and AIDS, environmental education and business studies. There is also a major shift to giving prominence to gender mainstreaming in the programmes and materials used. A resource sharing policy that aims at giving some leverage to the DNFE in the aspects of having increased access to available public resources is now in place.

5.4 The Revitalisation of Functional Literacy

To address the learners' needs and to facilitate the functional literacy approach, English as a second language course (ESL) and Home Economics were incorporated into the BNLDP. It is pertinent to make brief comments on what has been done here.

(i) English as a Second Language (ESL) Course

ESL is provided as a post literacy course in which participants enrol after acquiring Setswana literacy skills. The course is designed for communication purposes covering major communication skills such as listening, speaking, reading and writing

(ii) Home Economics and entrepreneurship training

The Home Economics Unit of the DNFE was incorporated into the Literacy Programme in order to link literacy with functional skills and entrepreneurship training. After acquiring some home economics skills, some participants are motivated to embark on income generating projects.

Botswana has been systematically introducing income generating skills into its literacy and post-literacy programmes as a way of retaining the acquired literacy and numeracy skills. For example, the income generating skills of poultry keeping, food processing, bakery, jam and atchar processing, food processing, candle and floor polish making, pattern design and sewing and business management have been incorporated into the programmes in the Northern and Southern Regions of Botswana. Similarly, the income generating skills of sewing, bee keeping, basket weaving and business management, vegetable growing and food processing management, knitting, shoe fix, leather works and floor polish, candle making and small scale business management have also been introduced into the programmes in the Central, North West, South Central and the Western Regions. Although these income generating programmes may not have been fully assessed to determine their efficacy, it is to be noted that they have helped in generating some interest and energy that are needed to make the adult basic education programme far more attractive and rewarding to all Batswana.

5.5 Skills Training

In 2000 a sub task force to spearhead the implementation of RNPE recommendation 82a on skills training was formed. The task force recommended that a survey be conducted in order to inform DNFE on how the skills training programme could be developed. In 2005, a study on the performance of DNFE income generating projects was conducted by Antoinette Motiki as part of her Masters thesis submission to the University of Kwazulu Natal. The main purpose of this study was to:

- investigate the performance of the NLP supported income-generating projects with the aim to use some of the information when developing the skills training programme,
- examine the NLP's existing Skills Training Programme effectiveness of the curriculum, delivery system, implementation, monitoring and management information system,
- clearly define the philosophical, conceptual and theoretical frameworks, goals and objectives, target populations of the skills training programme and to also clarify concepts of participation, dropout, access and equity,
- examine the institutionalised accredited skills training programmes of different agencies (e.g. vocational institutions like Madirelo Trade and Testing Centre, Fresh Start) and determine effective linkages with this programme,
- examine the non institutionalised (informal sector) skills training opportunities and resources and advise how they could link with the Programme to provide training which is accredited,
- clarify the concept of informal sector development as stated in the RNPE (1993) to facilitate the proposed improvements relating to skills training in this Department,
- advise on the resource implications in terms of financial, physical facilities and equipment, systems, human and time resources required for the development and initial implementation (first five years) of this programme,

- design a quality system of planning, management, supervision and administration for the programme, and
- examine the existing assessment, quality assurance and accreditation resources and advise on appropriate strategies applicable to the programme, considering the strong demand-driven characteristic of this programme.

The findings arising from this study have been partly applied in the design of new programmes within the Department of Non-Formal Education in the Ministry of Education and Skills Development. Indeed, some of the innovative practices demonstrated in the income generating components of the adult basic education programme have been partly informed by this study.

5.6 Resource Centres

In support of its functions, the Department of Non-Formal Education (DNFE) has created resource centres in the districts to facilitate access to education for Out-of-School learners. The centres are planned to provide support for facilitators, and promote in-service training, and technology based learning and training. There are also a number of learning centres that have since been established in different regions as shown in the table below:

Table 5.1 Learning Centres

Region/District	Village	PURPOSE	Status
Western/Kgalagadi	Kang	Training centre for DNFE as well as other governments departments nationwide.	Need to be equipped with computers and books.
	New Xade	Utilised by the literacy participants in the village as well as the community.	adequately furnished
	Lekgwabe	Utilised by the literacy participants in the village as well as the community.	adequately furnished
	Lehututu	Utilised by the literacy participants in the village as well as the community.	adequately furnished
Central /Boteti	Mopipi	Utilised by the literacy participants in the village as well as the community.	computer and telephone/ needed at the centre's hall
Northern /North East	Shashe Mooke	Utilised by the literacy participants in the village as well as the community.	furnished and working well.
	Kgari	Utilised by the literacy participants in the village as well as the community.	furnished and working well.
	Botalaote	Utilised by the literacy participants in the village as well as the community.	furnished and working well.
	Matshelegabedi	Utilised by the literacy participants in the village as well as the community.	
	Dukwi	Utilised by the literacy participants in the village as well as the community	Needs to be furnished.

5.7 Enrolment in Adult Literacy Education

The Department of Non-Formal Education of the Ministry of Education and Skills Development is responsible for providing adult literacy education through the Botswana National Literacy Programme. Enrolments in adult literacy programmes over the years have witnessed a measure of shifts. Such shifts have been probably influenced by the fact that illiteracy rates have been reduced and consequently it is possible to find some decline in enrolments. For example, whereas the enrolment figures for 2005 stood at 9, 623, by 2007, it had declined to 9, 267.

5.8 Adult Basic Education Programme Providers

Another significant provider of adult basic education is the Botswana College of Distance and Open Learning (BOCODOL), which provides education by distance mode. Historically, it used to be a division under the Department of Non Formal Education of the Ministry of Education and Skills Development. It was created as a semi-autonomous institution by an Act of Parliament passed in December, 1998. Its establishment marked a turning point in the development of education in Botswana. It furthers equity in the provision of education in line with the aspirations of Vision 2016, which stresses the need for every citizen to be accorded educational equality and that no one should be left out of education because of the circumstances of their birth. BOCODOL provides learning opportunities for individuals who for various reasons, cannot or do not wish to attend formal school to attain Junior Certificate and Senior Secondary qualification. Its current enrolments are impressive, for example, by 2001, 2000 learners had enrolled for Junior Certificate (BOCODOL, 2002). These represent efforts to provide adult basic education at Grade 10 level for all through formal and distance education modes. However, the major challenge is that adult learning occurs in different contexts such as Ministries, districts, non-governmental organisations, and private organisations.

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, the Orapa mine introduced materials based on the South African Adult Basic Education and Training (ABET) in their programme. 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).

5.9 Challenges

The Botswana National Literacy Programme has experienced a progressive decline in enrolments for reasons already given above. The decline can also be attributed to the fact that the programme used 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.

One other challenge that can be pointed out here is that there is no data on the literacy activities organised by NGOs in Botswana. Overall, it has been extremely difficult to determine the statistics for adult literacy programmes outside the Government operated literacy programme.

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 adult literacy 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 adult learning and education for personal, community and national development.

The increasing importance of adult basic education and literacy in the 21st Century Botswana could be such that the nation would have a lot to learn from best practices reported from across the globe. This is the subject that the last section on expectations is addressing in this report.

SECTION VI

EXPECTATIONS OF CONFINTEA VI AND FUTURE PERSPECTIVES OF ADULT LEARNING AND EDUCATION

6.1 Introduction

Botswana like all nations strives to improve its delivery of adult learning and education opportunities in line with the principles of the *Agenda for the Future*, and the *Dakar Framework for Action and other international frameworks such as the MDGs and the UNLD*.

In future, the formulation of the National Development Plan 10, (2010-2015) will be propelled primarily by the country's analysis of its educational achievements and challenges in view of its efforts to attain the *National Plan of Action for Education For All*. These have already been partly implemented during the current National Development Plan 9. As a result, the Ministry of Education and Skills Development recently organised a National Stakeholders Forum on Education For All, which brought together representatives from Government, parastatals, institutions of higher learning, NGOs, private sector educators, donor community representatives, such as World Bank, international agencies such as UNICEF and UNESCO. It was noted that Botswana has already made considerable progress in terms of some of the six Dakar Framework goals. For example, the country has nearly achieved gender equity in terms of access ahead of the 2005 target. The challenge remains the improvement of the quality of education.

In Botswana, efforts made to achieve the Dakar goals are not a deviation from the current National Development Plan. In fact, such efforts are at tandem with the current plan of action. EFA is part of the national effort to transform the economy of Botswana from being a predominantly agrarian to an industrial economy. The other purpose of the national EFA forum was to formulate a strategy to address complex issues of access, equity, and the general improvement of the quality of education (Ministry of Education, 2003). It is hoped that through the implementation of this plan, Botswana would go a long way to achieve some of its *Vision 2016* goals. More importantly, it would attain aspects of the EFA vision, which is that every person in every community should be afforded a chance to engage in learning, which is the key to unfolding their full potential as human beings (UNESCO, 2006). This section summarises national action plans on adult learning programmes and assess future expectations and perspectives on adult learning and education.

6.2 Adult Basic Education

Adult basic education in Botswana is viewed as a major component of the effort to enable every citizen to have access to lifelong learning. The process of educational delivery is deliberately flexible to enable individuals to enter and leave the system at different times without being disadvantaged. This degree of flexibility makes education a democratic right to almost all citizens. Government has undertaken to mainstream information on HIV/AIDS in the curricula of both literacy and the guidance and counselling services of formal basic education during the current national development plan.

BOCODOL also projects to enrol more learners and strengthen its support services for adult learners who wish to acquire the Junior Certificate by distance mode (Ministry of Finance and Development Planning, 2003). This is in line with the themes of the *Hamburg Declaration* with respect to the extension of adult basic education to all adults.

The Revised National Policy on Education recommended that the current literacy programme should be comprehensively evaluated in order to bring it in line with the demands of the country's Vision to provide quality education for all by the year 2016. The Department recently developed a flexible curriculum blue print, based on extended consultations with stakeholders and potential learners. It intends to increase enrolments through the use of diversified media such as radio broadcasts, television, and educational media to effectively market the programmes aggressively to increase enrolments figures from 2008. The RNPE policy recommended that DNFE should create a non-formal structure (Adult Basic Education Course) equivalent to Grade Seven in formal school. The structure is intended to offer learning opportunities to all, even those who cannot access formal school. The strategic plan of the DNFE anticipates that the provision of new topics such as providing business and management skills, environmental conservation, reproductive health, crafts, indigenous designs and civic education, which will address aspects of the *Hamburg Declaration* and the goals of the *Dakar Framework for Action*.

The recent evaluation of the Botswana National Literacy Programme and the development of Adult Basic Education Course and other projected activities are commendable steps towards assisting the country to attain the goals of Education for All. The DNFE is in the process of building and equipping six resource centres throughout the country to help learners acquire a qualification that is equivalent to seven years of formal schooling. DNFE is currently working with BOTA to accredit practical or functional skills of their learners to certify them. It could be concluded that if the plan is effectively implemented, it would make adult basic education more responsive to the contexts of the learners. Learning would provide more useful skills for out-of-school youth, which makes it easier for them to either find employment or be self-employed. They would be encouraged to view learning as an investment.

6.3 Extension programmes

Extension programmes educate rural communities to attain the goal of sustainable rural livelihoods, to improve on land and natural resources management. They seek to enhance the capacity of communities to utilise available resources and market them to improve their economic conditions. The Rural Development Coordination Division developed a training of trainers programme for Participatory Rural Appraisal (PRA) practitioners as a mechanism for assisting extension officers to reach the communities. The most pressing feature is to make agriculture more attractive to the youth, who are facing the most chronic rates of unemployment in the nation. Government recently introduced the Young Farmers Fund to be taken as a soft loan to motivate them to engage in agriculture. The improvement in the delivery of extension services will only be achieved through strengthening and unifying the extension system. One of the future foci of the Rural Development Coordination Division is to alleviate poverty, which is a key area for the *UN Millennium Goals*. This suggests that since the World Summit, Botswana has made poverty alleviation a priority undertaking. The Division realized that poverty reduction cannot succeed without a deliberate effort. In this regard, the Division developed a National Poverty Reduction Strategy for Botswana. The challenge for extension is to increase the capacity of rural communities to maximise their control and use of the natural resources in order to facilitate people-based plans. It is also envisaged that adult learning would have a key role to play in poverty reduction.

6.4 Continuing Education

The Centre for Continuing Education of the University of Botswana remains a central piece in ensuring that non-traditional students and professionals gain access to university education and qualifications through its off campus services. As indicated above, BOCODOL continuing education programme also stands out as an exemplary practice for the attainment of the Botswana General Certificate of Secondary Education (BGCSE) by distance mode. In its strategic plan 2003-2006, BOCODOL plans to focus on self-study materials and technologies that would enable learners to work and progress at differentiated pace depending on one's performance. It also plans to collaborate with other distance learning institutions in developing appropriate programmes and also put in place assessment procedures that would make their qualifications acceptable nationally and internationally. Botswana has also opened up to other private tertiary education providers to increase access to this level of education. They will target the provision of applied skills and competencies that would enhance the productivity of participants and affect their work performance. This would make learning an investment and bring it closer to the changing world of work thereby, furthering the goals of the *Hamburg Declaration*. It is therefore concluded that continuing education seems to be poised to provide some of the most promising efforts to empower citizens through providing them with alternative educational experiences. Other than for the key features of adult education in Botswana discussed above, there are some cross cutting issues identified in the *Agenda for the Future*, which are being addressed as future innovations because they have profound effects on Botswana's expectations for CONFINTEA VI. These include rolling out a national qualification framework, improving shared use and coordination of the educational resources, coordinating vocational education, engaging in tracer studies to follow up learners from all levels of education, and enhancing future prospects for tertiary education.

6.5 Implementing National Qualifications Framework

Government in collaboration with other stakeholders has worked on establishing a unifying umbrella assessment body in the form of a National Qualifications Framework (NQF). It engaged consultants to develop a national qualifications framework. They dispatched fact finding teams comprising of different stakeholders to different countries in Africa and abroad to study qualification frameworks worldwide. The end result has been the development of nationally approved qualifications, which will validate prior learning and authenticate experiential learning within the overall framework of a national accreditation system in order to serve various learning centres for youth and adult learners all over the country (Youngman, 2002a). Once approved by government, the framework will facilitate learner mobility within different sectors of education and training. This will be a significant move towards the attainment of the principles of lifelong learning, which informs educational planning in Botswana. It would also give credence and recognition to the experiential learning based outcomes. While the efforts to have an NQF are not yet completed, they point to plans by Government, NGOs and the private sector to provide high quality education. It is anticipated that the outcomes of fully implementing NQF would enhance the economic development of the learners because it would justify the passing of appropriate legislation, which shall require employers to recognise certified experiences of their employees. It would also help to relate course content/curriculum to adult learners' real life situations or contexts.

The National Qualifications Framework would redress inconsistencies and fragmentation, which create lack of compatibility in achievement levels between qualifications from different institutions. The establishment of a national qualification standard addresses one of the Hamburg recommendations that call for establishing qualifications framework that would enable nations to value comparable

qualifications. It is hoped that it would be on time for Botswana to participate on the signing of the Southern African Development Community Protocol on qualifications.

6.6 Sharing of Educational Resources

One of the concrete steps taken by the country to ensure the realisation of the *Dakar framework for Action* goals and the national Vision 2016 is the commitment to shared use of resources. The Revised National Policy on Education stipulates that there should be a shared use of resources by different institutions. For examples, it recommended an extended use of schools by adults attending evening classes. It was suggested that local resources should be shared beyond the Ministry of Education to include other public sector institutions such as libraries, private sector (i.e. companies and government training institutions), community based organizations, civil society institutions (e.g. churches). The underlying concept is to enable citizens of Botswana to access face to face learning across their life span (Youngman, 2002b). At the moment, there are regulations and procedures developed to facilitate the smooth running of the shared use of resources in government. The principle of shared use of resources can also work if Government, NGOs, and the private sector could have a common understanding of shared use of resources to enhance educational delivery in Botswana.

Closely related to the need for the sharing of limited resources, the country plans to enhance its capacity to coordinate policy initiatives across different sectors. The RNPE recommended the establishment of a specialist sub-committee on Out -of-School Education. Established in 1999, it has since been playing a lead role in monitoring the implementation of the recommendations of the Revised National Policy on Education. It is hoped that after CONFINTEA VI, sharing of resources and strengthening the coordination of the RNPE activities would constitute critical additions to national efforts to attain Vision 2016 and the *National Plan of Action for Education For All* (EFA). These efforts have somewhat been complimented by the strengthening and better coordination of vocational education and training.

6.7 Coordination of Vocational Education and Training

Another innovation is that the Botswana Training Authority (BOTA), has generated assessment standards to measure various levels of performance in all aspects of vocational education. This has enhanced the capacity of training institutions to respond to the needs of their learners. In this context, both the employers and employees view adult learning as an investment. BOTA also works with traditional craftsmen and women to standardise their work in order to accredit and certify them. Finally, it is observed that this form of educational provision adheres to one theme of the *Hamburg Declaration* namely, improving the quality and standards of vocational education. One way to enhance the proficiency of adult learning and education is through conducting tracer studies.

Use of Tracer Studies

The impacts of educational programmes are better appreciated mostly through the data derived from well designed tracer studies. As indicated above, the Department of Adult Education at the University of Botswana has already taken a lead in this direction by way of encouraging the development and successful completion of a PhD dissertation by one of its academic, Dr MmaB Modise for the University

of South Florida, USA. The study revealed the strengths and weaknesses of the academic programmes in the department. The Department had also subjected its Basic Extension Skills Training (BEST) Course that is financed largely by the Ministry of Finance and Development Planning to an impact assessment, which confirmed the desirability of the course and the value that trainees have been adding to organisational growth at community level. Many more of such tracer studies are required in all existing and future adult learning and educational programmes to improve the delivery of adult learning and education in Botswana.

6.8 Future Prospects for Tertiary Education

The University of Botswana plays a leading role in improving the opportunities for the nation to achieve its Education for All strategy. In 2000, the University adapted its Vision and Mission Statements to the National Vision 2016. It pledged to use information and communication technologies, within the framework of lifelong and open learning (University of Botswana, 2006). The RNPE identifies the Centre for Continuing Education as the lead agency in the provision of part-time and distance education at tertiary level. The centre was also given more impetus by the Development Plan 1997-98 2002/03 and *The UB beyond 10, 000: A Strategy for Growth*, which calls on the Centre to utilise information and communication technologies in distance and open learning. The centre has since linked Gaborone, Maun and Francistown centres through an interactive video-conferencing sponsored by the USAID-funded Education, Development and Democracy Initiative (EDDI) project. It has also started technology based learning facilities such as asynchronous online learning (CCE Annual Report, 2000). The nation intends to invest substantially in the creation of an elaborate e-learning infrastructure for use by the CCE and the Botswana College of Open and Distance Learning (BOCODOL) during the *National Development Plan 9, (2003-09)*. These are a sufficient indication of the country's commitment to the realisation of the *Dakar Framework For Action* and Vision 2016.

6.9 Conclusion

Botswana has an elaborate policy framework such as the Revised National Policy on Education, Vision 2016 and the National Development Plans that enable it to address most of the Hamburg themes and the Dakar goals. It has identifiable structures and policies on adult basic education, extension programmes and continuing education, which enable the Government and other stakeholders to provide these services. The provision of free but not compulsory basic education for ten years has enabled the state to attain record enrolment levels. It therefore did well on both increasing adult learning opportunities and the virtual attainment of Education For All (EFA).

Extension services provided by Government and NGOs have made some progress in serving different groups as shown above, especially on the fight against HIV/AIDS. In future it is anticipated that extension programmes will focus more on poverty alleviation. The main challenge in extension education remains that of lack of coordination. The Government introduced commendable measures such as the participatory approaches to increase the impact of extension on their clients. The training of extension officers increased after the publication of the *Hamburg Declaration*. Continuing education offered alternative mode of certification for adults who could not attain tertiary qualifications through formal education, which enabled Botswana to address the recommendations of Hamburg and the goals of the Dakar framework.

It is extremely difficult to determine whether there is any increase in investment on adult learning and education. Extension departments are major providers but no analysis of their budgets is currently available. There is an increase in personal spending on continuing education as testified to by increases in individuals

willing to sponsor themselves through BOCODOL, CCE, private schools and technical colleges. It is however, not easy to determine whether there is adequate participation because while courses are offered, they seem to fall far short of meeting the needs. It is hoped that CONFINTEA VI would help the nation to come up with information management strategies to trace the spending of different sectors of adult learning and education in Botswana.

Available data indicates that some research work has been done on adult basic education. Research remains scanty on both extension programmes and continuing education services, which makes it difficult to readily determine the connection between research and practice. However, in all cases, there is no indication on how research findings influence policy and practice. The major problem has been that research lacked depth in both scope and methodology and its dissemination has been limited. Over and above, researchers do not make sufficient efforts to make their findings user friendly and readily available to practitioners. It is envisaged that CONFINTEA VI would help national researchers to come up with plausible research strategies to help document experiences of adult learners and help researchers discover effective ways to interface research with the delivery of adult learning and education.

Since 1997, some extension staff members have been trained on participatory approaches but the impact of that training is not yet established. It is only in BOCODOL, that some efforts were made to conduct systematic needs assessment in order to provide professional courses. There are some exemplary and innovative practices in the provision of adult learning. Currently, the Department of Non- Formal Education rolled out a very clear strategic plan that suggests a lot of collaboration and willingness to review their curriculum to address national issues such as HIV/AIDS. Another exemplary approach, which would benefit from the interactions at the CONFINTEA VI is exploring innovative ways to disseminate information on HIV/AIDS through pulling together all stakeholders and coordinating agency to work collaboratively with providers. Another benefit would be to use exemplary practices of UNESCO Member States to empower women and to enable them make decisions in the public arena .

Finally, although targets for the key adult learning services and planned activities are in place, they require adequate resources to ensure that the strategic action plans are implemented. The state has incorporated some international initiatives such as the proposed establishment of the National Qualifications Framework, the enhanced sharing of resources, the coordination of vocational education and the improvement of future prospects for tertiary education in order to improve national delivery of adult learning and education. However, the most immediate task would be for the country to learn innovative ways to address HIV/AIDS scourge and poverty from other nations. These two remain the most critical threats in Botswana and they need to be addressed urgently for Botswana to make better progress in the delivery of adult learning and education in anticipation of CONFINTEA VI and beyond.

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