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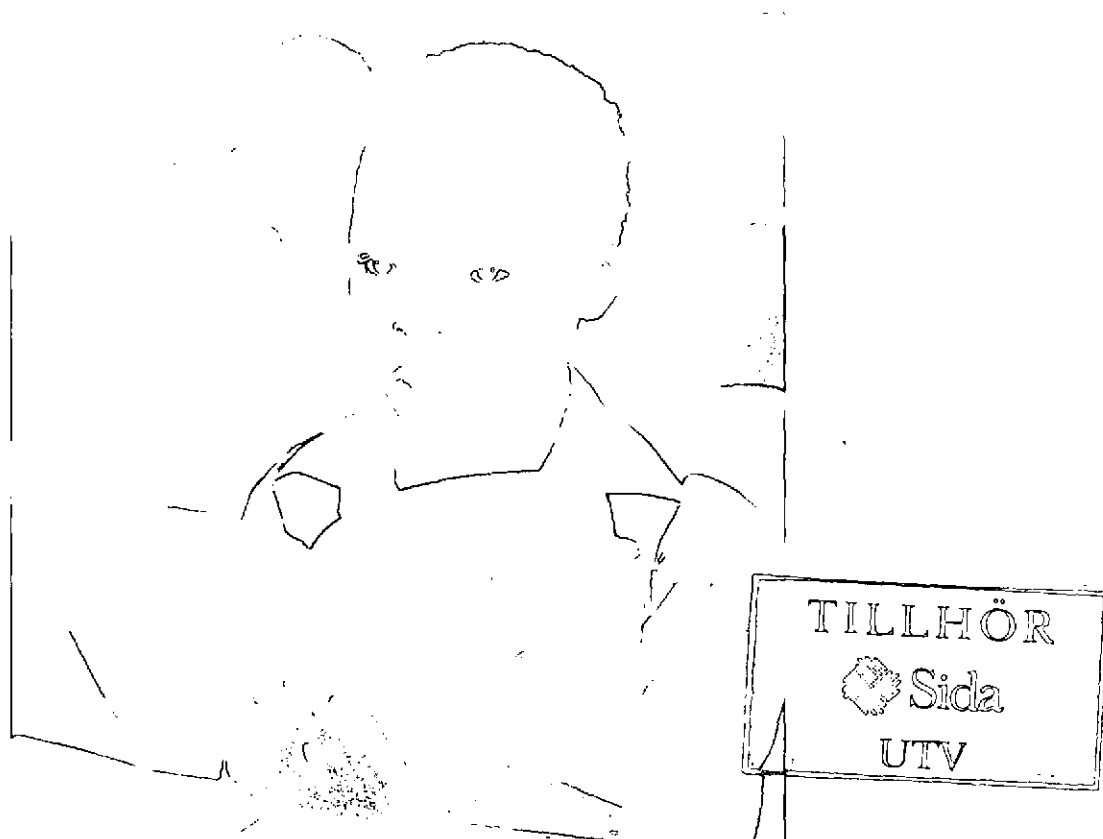
SIDA-UTV

Education in Botswana 1981—86 with Swedish Support

Evaluation and Ideas for Future Support

by

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February 1987

PREFACE

Sweden has given assistance to education and training in Botswana since the time of independence. The assistance was small and confined to specific projects up to 1974. As a result of an education sector study carried out by a team from SIDA a new and flexible sectoral agreement was signed in 1974. This agreement was not only confined to specific subsectors or projects but to the sector at large and represented a new feature of Swedish Development cooperation. Such agreements were later introduced in other sectors and in other countries.

An evaluation of sector support to education in Botswana covering the period 1974-1980 was done by a Swedish team in November 1981. Their report has been published as Education Division Document No 2: Education and training in Botswana 1974-1980. The impact of Swedish Assistance. An evaluation. Their recommendations have influenced subsequent education sector agreements.

The purpose of the present study is to once more evaluate the impact of Swedish assistance to the education sector bearing in mind the recommendations given in 1982. It was also the intention that the procedures used under the sectoral agreements should come under review. The study is a broadly based review of trends of educational policies and their implementation. The period under study is 1981-1986.

The study was undertaken by independent researchers and not by SIDA's own personnel. Time allotted to the study was fairly short, hence the study does not go into details of specific projects or programmes that have received Swedish Assistance. It rather seeks to place Swedish assistance in the context of overall developments of the education sector. Details of specific programmes can be found in evaluation reports undertaken during the period of study (see references).

Stockholm 14 May 1987

Lennart Wohlgemuth
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SUMMARY

There is close agreement between the Government of Botswana and SIDA, as to the general aims for development cooperation, though a government will naturally tend to have a wider range of specific policy goals, as set out in a national development plan.

Under the 1985-91 National Development Plan, Botswana is giving priority to secondary and technical education, leaving primary education rather under-resourced. This priority recognises the need to develop the modern sector and to localise jobs within it, thus strengthening economic independence. But it implies less emphasis on those aspects of equity which relate to universal primary education of adequate quality. Primary schools are short of buildings, furniture, trained teachers; and some 15% of children do not enrol.

Primary education has received Swedish support for several programmes: classroom construction, school furniture, the Teaching Aids Production Unit (TAPU), special education, and a new project in educational broadcasting.

Primary classroom construction, and the targets up to 1991, are not keeping up with growing requirements. Provision of school furniture has had implementation difficulties, and shortages persist.

The Teaching Aids Production Unit has widened its scope to include distribution of teaching aids, and production and distribution of supplementary readers. We conclude that TAPU's work needs to be better coordinated with related activity, and that its mode of producing and distributing teaching aids limits the scale of its effect.

The special education policy has a two-pronged strategy: teacher training and integrating disabled children in their local schools. We argue that strong support for teachers will be needed if this approach is to be effective, and that it is important to recognise that some children have needs which ordinary teachers cannot meet.

Educational broadcasting is in need of revitalisation, and the new SIDA project aims to achieve this.

In non-formal education, Sweden has supported the National Literacy Project, and the Women's Affairs Unit which at present seeks to extend its role to include, i.a., non-formal education for women in poverty, by sub-warranting projects to other government agencies.

The Literacy project started with unrealistically high enrolment targets which it has failed to meet, but it has nonetheless made impressive strides in quantitative terms. It has suffered a number of implementation problems. The completion rate is not high. Setswana literacy declines (rather than improving with time) after participants complete the course.

We question the realism of the planned mode of operation of the Women's Affairs Unit: that it shall identify and monitor projects which are to be implemented by other government agencies using Swedish funding which will be sub-warranted to them.

In vocational and technical education, SIDA has over the years taken special interest in the brigades. Training brigades have no shortage of applicants, and those trained - even though the quality of training is sometimes poor, seem to find work in their trade. Brigades enrol few girls. The scale of brigades training is small compared to the number of primary school leavers, and has suffered setbacks so that, even after increases since 1984, there are still fewer trainees than there were in 1978. They have a low trainee/instructor ratio which drives up unit cost. In spite of their problems, we conclude that the brigades are valuable training infrastructure in need of improved utilisation and expansion. Swedish support is now channelled through BRIDEC (Brigades Development Centre) which has recently been revitalised.

SIDA is involved in a large scale staff development programme for district council staff. This programme includes technical skills.

Sweden has also helped staff some courses at the Polytechnic.

Botswana requested that SIDA, along with other donor agencies, help develop Vocational Training Centres which are the new thrust in the policy for technical education. The request was declined. We discuss considerations involved in these decisions.

Cultural Institutions have received Swedish support, in particular the National Museum and the National Library Service.

The Museum has a great variety of activity, including a mobile museum that visits rural primary schools. SIDA has supported its archeological excavations. Support for extended facilities and staff development has been agreed. The Museum is an impressive institution and plays an important role in promoting awareness of national culture and Botswana's natural environment of Botswana. We wonder if use could be made of Setswana - the national language - in the Museum's activity, e.g., the Mobile Museum.

The National Library Service has - with Swedish support - been extending a network of branch libraries throughout the country. Other outreach includes book boxes for primary schools. There is a joint pilot project with the Dept. of Non-formal Education in establishing village reading rooms which are especially intended for newly literates. We note a shortage of reading materials in Setswana, and that the service needs better provisions for staff development.

Looking at the overall profile of Swedish support to education in Botswana, we find that the projects agree well with SIDA's general priorities for development cooperation.

There are also some shortcomings. The last SIDA evaluation (the 1974-80 period) recommended greater emphasis on quality improvement. However, in purely financial terms, the emphasis has been on expansion of ongoing programmes. Within formal vocational/technical education, Swedish support seems to have had little impact during the review period (1981-86). The main contribution has not been to development of schools or other training institutions, but to staff development in local government. Further, the last evaluation stressed the importance of research and evaluation in order to guide policy formulation and implementation. However, within the Education Sector Agreements, finance under this heading has mainly served as a contingency fund.

Swedish assistance has been in the form of Sector Agreements. The Agreements have over the years become more specific, at present indicating funds reserved for each project. But they remain a flexible form of aid, with decentralised management. This flexibility is greatly appreciated by Botswana officials. We have the impression that relations between SIDA and Botswana officials are genuinely characterised by open dialogue.

For the future, we argue the case for projects which include not only finance, but also deeper involvement: including staff development and technical assistance, relating to quality improvement and institution building/revitalisation. The range of such projects needs to be decided with due regard to administrative capacity at SIDA's Development Cooperation Office in Gaborone.

We discuss the suitability of existing projects for continued assistance. We argue that projects involving purely financial support (e.g. classroom construction, school furniture) should in the long run be phased out. We also raise serious questions about the existing mode of operation of TAPU, and about the mode of operation planned by the Women's Affairs Unit, and recommend that these questions need to be further examined before further commitments are made.

We recommend that SIDA should welcome requests for support for focused attempts to provide basic education for those children who are not now reached by primary school. Initially there is a need to survey such children and their needs, as a basis for devising strategies for reaching them through schooling or non-formal education.

We also recommend that SIDA should increase its support to applied educational research and to the development of evaluation research expertise in Botswana, and point to a range of topics on which applied educational research may be needed.

Finally, we identify Setswana materials production as an area of priority that cuts across a number of projects already supported by SIDA, and which merits strong support.

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PREFACE

This report has two objectives. One is to evaluate the achievements of Swedish assisted projects and programmes in Botswana's education sector, assessing outcomes and processes as well as organisation. Part One addresses that task. A second purpose is to produce recommendations to serve as a basis for discussion between Botswana and Sweden on future cooperation in the field of education. This is done in Part Two. The terms of reference are set out in detail in Appendix 1.

The concern in Part One is with those aspects of education which have received Swedish assistance. Sweden has assisted a wide range of projects in Botswana. But it is worth stressing that we do not pretend to review the Botswana education system as a whole, nor do we wish to convey the impression that the programmes and projects discussed have received outside assistance only from Sweden. We have however seen it as beyond the scope of our work to assess the scale and type of assistance from other agencies.

The study has been a collaborative effort. The fieldwork and initial report-drafting were conducted over four weeks. We used government plans, reports, and other documents, and found the annually agreed minutes for the sector reviews to be particularly informative. Interviews and discussions were held with SIDA and government officials. Institutional visits were undertaken to supplement this information (See Appendix 2).

We are grateful to many persons for assistance. In particular we thank the Ministry of Education Planning Unit and the Swedish Development Cooperation Office in Gaborone.

In revising this document, we have had the benefit of critical comments from several Botswana and Swedish officials. We remain however solely responsible for the contents. The contents should not be seen as a shared view between the two parties to development cooperation, since we were commissioned as independent consultants. Hence, the views expressed are not necessarily those of SIDA or of the Government of Botswana.

Gaborone

February 1987

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PART ONE EVALUATION

PART ONE - EVALUATION

I. BOTSWANA - THE BACKGROUND

Botswana has a population of about 1 Million and covers 582 thousand square miles. It is thinly settled: 1.7 person per square kilometer on the average. It is therefore a demanding task to make education available to people in the remote parts. The population is growing at rate of 3.5% a year, requiring fast expansion of provision to keep up with rising demand. At Independence in 1966, it was one of the poorest countries in Africa. Since then, economic growth has been remarkable with annual rates of 15% at the end of the 1960s, more than 20% during the best years of the 1970s, and at an average rate of 12.4% during 1977/78-1982/83 - with a dip down to 4.3% in 1981/82. The high growth has been mainly due to exports of minerals, especially diamonds. The slow-down in the 1980-82 period was due to deterioration in Botswana's external terms of trade, which affected the mineral sector more than others. The combination of high growth and vulnerability to fluctuations in the prices of its mineral exports, has made it both possible and prudent for the country to pursue a cautious economic policy, leading to substantial reserves of foreign currency which in 1984/85 were equivalent to 8 months of imports.

Most Batswana live in rural areas, but fewer than a quarter of rural households depend solely on agriculture. Since 1980, the country has suffered severe and protracted drought, with signs of some rains finally returning as of late 1986 - early 1987. Most Batswana households are poor. Poverty is more evident in rural areas than among the urban population, but there is urban poverty too. The households most affected are those who do not have viable cattle herds or with no cattle at all, households headed by women, hunter-gatherers and other remote area dwellers.

In order to realise its declared goal of Kagisano - social harmony - the Government of Botswana thus need to address the problem of widespread poverty after two decades of remarkable economic growth. In education, the problem is to extend basic education to all and to reduce inequalities in opportunity between different groups and localities. At the same time, the high rate of economic growth has led to widespread shortages of trained manpower for the expanding modern sector of the economy. Whilst equity ideals confer priority on universal basic education and improved quality of such education; manpower needs in the modern sector and demands on the educational system from influential groups point to the need to expand secondary and higher education and training for modern sector jobs.

Botswana's economy is highly dependent on imports from, and exports through, South Africa. Indeed, Botswana is in a customs union with South Africa. South-African based companies are also much in

evidence in its modern sector. But Botswana is also a democratic country that is politically opposed to the Apartheid regime. It is therefore vulnerable to economic sanctions which South Africa has threatened to enforce against its front-line states. This vulnerability is one reason for Botswana's cautious economic policy. It adds weight to the goal of enhanced economic independence. As regards educational policy, the emphasis in National Development Plan VI (1985-91) is on producing manpower which is not only educated but also trained. This emphasis also accords with Botswana's aim of assuming greater control of its own economy.

II. BOTSWANA'S EDUCATION POLICY AND DEVELOPMENT -

THE NATIONAL COMMISSION ON EDUCATION, AND DEVELOPMENT PLANS

The National Commission on Education (NCE), 1977, and the ensuing Government Policy paper gave priority to primary and adult education, making equity the main theme of educational planning up to 1985. Access to basic education was to be widened as quickly as possible. The goals and priorities were:

- Highest priority should be given to primary education, both to improve its quality and to widen access to it.
- Effective and wide-ranging non-formal education programmes should be developed.
- Curriculum development work should be strengthened and directed towards preparing children for a useful and productive life in 'the real world'.
- A new kind of intermediate school should be developed with standards and costs of facilities between existing primary and secondary schools. Intake to junior secondary education should be widened so to eventually provide nine years of basic education for all.
- The differences in quality between rural and urban areas and between private and public education should be reduced gradually.

The Education Part of the 1979-85 National Development Plan (NDP5), states objectives which are based on the National Commission on Education report. There is no apparent conflict between these two documents which together have represented official policy on education during 1981-1986. The NCE report gives a more comprehensive discussion of problems and policy issues. The NDP5 rightly also includes higher education and resource requirements (matters which were not included in the NCE's terms of reference).

One important assumption which is made in NDP5 is that by 1985, Botswana will have come so close to attaining universal primary education, that attention should shift to junior secondary education during the next planning period:

It is anticipated that during the next few years in most regions of the country access to primary education will become near-universal. Hence the Government will move to the second phase of its programme to increase educational opportunities. This will involve the establishment of a network of junior secondary schools designed eventually to provide access for all children to nine years of basic education (p. 99).

During the present plan - National Development Plan VI - this shift to a phase which focuses on junior secondary education is being implemented. But it is estimated that about 15% of children of primary school age do not attend school at all, indicating that primary education is not quite 'near-universal' yet; and - as will be shown below - a shortage of primary school classrooms and equipment remains, even under present enrolments..

The declared education objectives in National Development Plan VI (1985-91) are:

- To prepare Batswana for useful and productive lives, with emphasis on training to meet manpower needs of the economy. Rural development and employment generation will be given special attention.
- To increase educational opportunities for all age groups and reduce inequalities of educational opportunity within the limits of available resources.
- To promote coordination between various subsectors of the education sector with the ultimate aim of providing continuous access from primary to post-primary education and training by using both the formal and the non-formal system.
- To strengthen cooperation between the school and the community by encouraging increased participation of the community in management of schools.

New emphases appear here. In particular, there is stress on training to meet manpower needs - which now is given pride of place. A declared commitment to equity continues. But equity now stands out as being the only aim which has the qualification "within the limits of available resources" - suggesting a toning down of priority as compared with NDP5.. A shift in priority from primary to junior secondary education may not appear from these aims, but this shift is clear if one examines the planned resource allocation for the two sub-sectors during NDP6. This is true both for recurrent expenditure and development costs.

Table 1 shows the unit cost of different types of education as of 1984/85. The main priorities of NDP6 are to expand secondary education and vocational/technical training. Apart from having higher development costs per student place, these subsectors have also much higher recurrent unit costs than primary and non-formal education.

Table 2 gives an impression of the recurrent cost implications which follow from the projected enrolment increase 1985-1991, under the excessively conservative assumption of constant unit cost. Constant unit cost is of course an unrealistic assumption since inflation is likely, and so is other increased unit cost in connection with

quality improvement efforts. Thus, the absolute figures projected in Table 2 are knowingly and deliberately understated. But the relative increases in recurrent resource claims, of primary as compared with secondary education, are at least roughly indicated in Table 2. Primary education is expected to enrol nearly 6 times the number of pupils in secondary education by 1991. Yet, due to higher unit cost, secondary education would claim nearly the same in total recurrent expenditure, and in terms of additional expenditure, about twice as much as primary education when 1991 is compared with 1985.

TABLE 1. Unit costs of education 1984/85*

(1984/85 prices)			
	Recurrent expenditure (P000)	Enrolment	Cost per student (Pula p.a.)
Technical	2,054	650	3,160
Brigades	750	750	1,000
Non-formal education	907	36,000	25
Primary	33,323	208,400	160
Secondary	20,030	27,326	733
Teacher Education	1,456	1,001	1,455
University	9,760	1,208	8,079

Source: Table 6.33, NDP6. The recurrent expenditures include only those incurred by government. It would understate real cost of e.g. the brigades which receive substantial finance from other sources. The primary school unit cost does not fully include teaching materials cost.

TABLE 2. Recurrent expenditure increase 1985-1991, assuming 1985 unit cost, and the planned enrolment increase for primary and secondary education

	1985 recurr. unit cost Pula p. a.	Enrolment (pro- jected for)		Recurrent expenditure (P000) assuming 1985 unit cost		Comparison of of 1991 and 1985 expend. assuming 1985 unit cost (P000)
		1985	1991	1985	1991	
Primary	160	220,400	286,606	35,264	45,857	+10,592
Secondary	733	27,933	59,991	20,475	43,893	+23,418

Source: NDP6, Tables 6.33, 6.16, 6.17.

Thus, adjusting for inflation and changes in real cost would not change the conclusion, supported by Table 2, that there will under NDP6 be a massive shift of recurrent expenditure in favour of secondary education. Insofar as the unit cost in the new community secondary schools can be reduced, the shift could admittedly be somewhat less dramatic than what Table 2 implies.

Table 3 shows the estimates made by the Ministry of Education Planning Unit, of annual growth rates in recurrent expenditure for different types of education in the same period.

TABLE 3. Growth of recurrent expenditure 1984/85-1990/91

	(P000)		Annual
	1984/85	1990/91	growth
Headquarters	867	1,796	12.6
Technical education	2,259	7,938	23.3
Bursaries	9,232	15,314	10.9
Non-formal education	817	1,613	12.0
Curric. devel. and evaluation	1,032	1,566	7.2
Unified Teaching Service	41,852	73,338	9.8
Primary	842	1,032	3.5
Secondary	10,357	18,854	10.5
Teacher Education	1,602	2,807	9.9
University	5,769	12,827	14.2
Brigades	1,120	1,958	9.8
Ministry of Education total	74,749	139,046	10.9

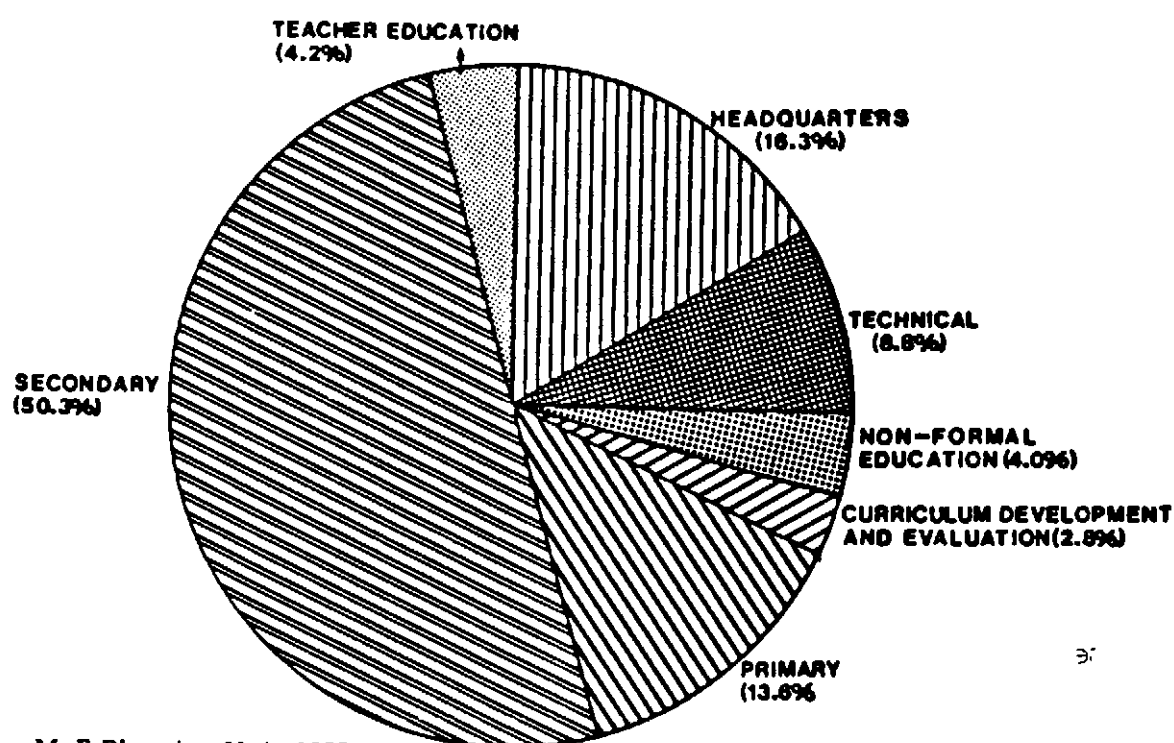
Source: Table 6.30, NDP6

We see that when teachers' salaries are excluded, primary education is the main department which will reduce its share of the overall budget under NDP6. Teachers' salaries both for primary and secondary education are included under the Unified Teachers' Service. According to NDP6, the relatively high annual growth expended there (9.8%) "reflects the prospect of rapid growth of secondary teacher requirements, partially offset by slower growth in the number of primary teachers" (p. 161).

District Councils are responsible for primary school construction. Planned development is discussed in NDP6's chapter on Local Authority Administration and Finance. Other development expenditure in

education comes under the Ministry of Education. Figure 1 shows the planned development expenditure by Department/type of education in NDP6. Half of the development expenditure is planned to go for secondary education. Primary education, which in this respect comes under the Ministry of Local Government, will receive only 13.6 of development expenditure.

FIGURE 1. Development expenditure on education in NDP6



Source: MoE Planning Unit, 1985.

Note: Headquarters' includes the spending of Headquarters, Brigades and the University.

Thus, in terms of both recurrent and development expenditure, and especially the latter, NDP6 implies major re-allocation of resources away from primary education, and especially in favour of secondary and technical education. Whether this shift is warranted or not, is a question of Botswana's own political priorities. These priorities are also shaped by the political dynamism which inheres in large scale expansion of primary education. Such expansion generates its

own demand for secondary education, eventually also for post-secondary education. This dynamism was anticipated by the National Commission on Education. But what was probably not anticipated is the fact that primary education is still far from universal and that a severe shortage of facilities persists in primary education, even under present enrolment rates, at the time when priority is shifting to secondary education.

NDP6 implies deteriorating conditions for primary education in terms of classrooms - a development area which under NDP5 has received Swedish assistance. NDP5 set a short-term target of constructing classrooms and associated facilities for 80% of the number of primary school classes. In March, 1984, there were 5,587 classes but only 3,887 classrooms - a ratio of classrooms to classes of 70%. The declared long-term target is one classroom for each class. In terms of this target, there was a shortfall in 1984 of about 1700 classrooms.

To meet the long-term target under NDP6, a total of 4,300 new classrooms would be needed before 1991. To meet the target of 80% coverage, one would need to build at least 2,600 classrooms during NDP6. But the plan is to construct only 1,500 classrooms - a target which, if reached, would still imply increased shortage of primary school facilities, more classes taught outdoors, and more double shifts with classes taught both during the morning and during the (frequently very hot) afternoons. The worsening of conditions may be checked to some extent sometime in the 1990's when primary education is to be reduced from 7 to 6 years.

It is estimated that about 15% of school-aged children are not in primary school, and that more than a third of primary school leavers gained access into secondary schools by the end of NDP5 (1985). Under NDP6, the secondary school expansion programme aims to allow 70% of the primary school leavers to gain access to form 1 of secondary school by 1991. It is unclear how far the projected enrolment increase for primary schools assumes increased attendance rates during NDP6. NDP6 states:

The Standard 1 enrolment is estimated to increase by 5% a year at first and then to drop to a 3.5% annual increase (i.e., just above the estimated birthrate) by the end of the period (p. 137).

There is clearly a continued need for expanded and improved primary education in Botswana - both in school and by non-formal means. There is a need to reach children who are not attending school and to improve the facilities for those who attend. This need is verbally recognised in NDP6, but in terms of actual resource allocation primary education is left rather exposed.

Government officials argue that the distinction between 'primary' and 'secondary' no longer applies, since under the emerging system both primary and junior secondary are part of Basic Education. However, in terms of resourcing (as well as administrative responsibility) a distinction exists which is not blurred by a change in label.

Primary education may be exposed under NDP6, but present Botswana policy also needs to be seen in the context of an impressive record of educational development during the 20 years since Independence in 1966. That record is rightly acclaimed in the 1985/86 Annual Report of the Ministry of Education: Twenty Years of Education for Kagisano. Over these 20 years, primary enrolments have more than tripled and the number of primary teachers has more than quadrupled. Secondary enrolments increased from 1,500 to 39,584.

Both the NDP5 stress on primary and non-formal education, and the NDP6 emphasis on secondary and technical education find their justification in Botswana's national principles of Democracy, Development, Self-reliance, and Unity - aiming in their joint application towards the achievement of Kagisano - social harmony. There are four planning objectives derived from these principles: rapid economic growth, social justice, economic independence, and sustained development (NDP6, p. 56).

It appears that education policy under NDP5 gave greater emphasis to the social justice side of these admittedly inter-related objectives; and that NDP6 evinces more concern with the external 'efficiency'. But it should also be recognised that social justice or equity has many expressions. It is indeed an expression of social justice that children and adults have access to basic education. But there are also justice arguments in favour of a secondary system which is not narrowly selective but seeks to be broadly based. To have reached a stage where some 85% of children enrol in primary school, and where about a third of primary school leavers continue to junior secondary school are impressive equity achievements in this respect.

Another 'equity' area in which formal education in Botswana has an impressive record is the representation of women and girls. Females out-number males both in primary and in secondary education. Even in vocational and technical training, and universities - which in other countries usually are strongly male preserves - Botswana women are only moderately under-represented. Forty-two percent of university students are women (1984), and thirty-six percent of students in vocational and technical training (1985) - according to Education Statistics, 1985.

III. SWEDEN'S PRIORITIES IN DEVELOPMENT COOPERATION AND THE RECOMMENDATIONS IN SIDA'S 1974-80 EVALUATION

The general aim of Swedish assistance to developing countries is to help raise the standard of living of the poor. As to the design and direction of Swedish development assistance one can distinguish four main objectives:

- Economic growth while maintaining ecological balance
- Economic and social equalization
- Economic and political independence
- The democratic development of society

It has been stressed that a specific objective in Botswana is to support the country's efforts to reduce its dependence upon the South African economy, and to promote economic and social equalization. There is good correspondance between SIDA's main objectives and Botswana's principles of Kagisano. The aspects stressed for Swedish aid to Botswana are but for differences in wording identical to two of Botswana's more specific planning objectives: economic independence and social justice. Insofar as the affairs of nations and organisations are guided by their declared principles, there should therefore be good prospect for harmonious cooperation between the two countries.

In 1981 an evaluation of Swedish assistance to education in Botswana during 1974-80 was carried out by a Swedish team (Agrell, Fagerlind, Gustafsson, 1982). The team recommended that Swedish assistance in the 1981-86 period should include the following:

1. Special efforts to make primary education available to less advantaged groups. In Particular, it was stressed that SIDA should support provisions in remote areas and at cattle posts, and that SIDA should be willing to help with the planning of special education programmes at primary level.
2. Provision of locally produced furniture for primary schools.
3. Education and training for rural development including:
 - training of professional staff in key areas outside Botswana.
 - training for the needs of districts and District Councils.
 - brigades training, including instructor at other training at the Brigades Development Centre (BRIDEC)

4. Improvement of the quality of basic education, to include support to:
 - curriculum development including preparation, testing and production of textbooks and supplementary material in Setswana for primary schools.
 - working out a plan for the future role of the Teaching Aids Production Unit (TAPU) in this context.
 - development of school radio at primary level.
 - production of material for the literacy programme.
 - rural libraries, particularly efforts to reach out to the rural areas through distribution of book-boxes.
5. Evaluation and research. In particular, monitoring the quality of education.
6. Continued support to third country training, in particular for science based professions.
7. Technical assistance in the field of education.

The team concluded that Sweden's development cooperation with Botswana in the 1974-80 period had accorded well both with SIDA's priorities and with Botswana policy as it became expressed in the recommendations of the National Commission on Education in 1977.

In the present evaluation we will similarly assess Swedish-assisted education programmes and projects in the light of aims declared by both parties to the cooperation. One condition for successful cooperation between a government and a donor agency is a shared view of goals. Aid without any strings attached at all - such as subsidy to the Ministry of Education's budget through fully unconditional sector support would require a complete overlap in goals as well as full trust by the donor agency in the implementing capacity of the recipient government. Thus, agreement on goals and confidence in local implementing capacity have implications for the style of aid management - a theme to which we shall return in Chapter IX. As to goals for educational development, we conclude that the Swedish priorities seem to be entirely included within the more widely conceived development goals of Botswana itself. This high degree of agreement remains, but it was even more striking during NDP5 than it now is under NDP6 with its emphasis on secondary expansion and modern sector training needs.

In assessing the role played by Swedish aid, it is important to recognise that Botswana has close working relationships with a number of bilateral and multi-lateral agencies, and that Botswana cooperates with some of these other agencies also in those areas which have been of declared interest to SIDA, e.g., vocational education, primary

education, and non-formal education. For example, British aid is given to the Polytechnic and for supplying schools with reading materials. The United States Agency for International Development (USAID) is assisting quality improvement in primary and secondary schools through the Primary Education Improvement Project (PEIP), and the Junior Secondary Education Improvement Project (JSEIP). The German Gesellschaft für Technische Zusammenarbeit (GTZ) has been assisting the National Literacy Project and the development of Vocational Training Centres. The World Bank and the African Development Bank are involved in financing the expansion of secondary education which is discussed in Chapter II. A wide range of countries and agencies are assisting Botswana in overcoming the shortage of teachers in secondary education, vocational and technical education, and in higher education. Expatriate persons from a number of countries - including Sweden - are still employed to help meet staffing demands of the Ministries.

SWEDISH - SUPPORTED ACTIVITY 1981-86

IV PRIMARY EDUCATION

1. Overview of Issues and Trends

Primary education is currently a free 7-year course which serves as the basic level of education intended for all children of school-going age. The medium of instruction in grades 1-4 is Setswana which is the mother tongue of most children; in the higher grades the medium of instruction is English. It is anticipated that, with effect from 1987, free and basic education is to be extended to 9 years, to also include junior secondary education at the Community Secondary Schools. At the moment, primary education is the joint responsibility of the Ministry of Education (MoE) and the Ministry of Local Government and Lands (MLGL). The former is responsible for professional matters such as development of curriculum and teaching materials, teacher training and supervision. The latter - through its responsibility for the district councils and their administrative branches - is responsible for classroom construction, school furniture, repairs and maintenance, appointment of teachers, and procurement of teaching materials.

Before the National Commission on Education (NCE) report (1977), primary education was not a coordinated national system. There were government schools, aided schools, non-aided schools, and English-medium schools. These schools offered different forms and quality of education, fairly unmonitored. The NCE noted the accelerated expansion of primary education but reported that "substantial numbers of children at Standard 7 level have not gained basic competency in reading and mathematics" (p.53).

Varied types of school still exist, but the trend is now to absorb them into the government system, except for the English-medium schools. Table 4 shows the number of primary schools, classrooms, and streams by district and type of school as of 1985. Government schools (really: local government) constitute 93-94 percent of schools, classrooms, or streams. Major discussions concerning primary education have centred around the issues of access, physical facilities, and the need for quality improvement.

A. Access

During National Development Plan IV, primary education underwent rapid and steady growth at a rate of 6.3% p.a. The number of schools rose from 374 in 1979 to 512 in 1984. Enrolments rose from 156,890 to 209,345. Nevertheless, universal primary education was not attained. The enrolment rate rose to 83.2% in 1984, and to 85% by 1985. In addition to limited resources, universal attendance has been hindered by a number of conditions.

TABLE 4. Primary schools, classrooms, streams, by district and type of school.

District	<u>SCHOOLS</u>				<u>CLASSROOMS</u>				<u>STREAMS</u>			
	Local Govt.	Aided	Private	Total	Local Govt.	Aided	Private	Total	Local Govt.	Aided	Private	Total
North East	31			31	257			257	348			348
Central N	36		2	38	394		7	401	548		13	561
Central C	81	3	7	91	828	35	77	940	1128	39	77	1244
Central S	34	2		36	344	18		362	447	36		483
Kgatleng	31	1	2	34	277	7	6	290	363	7	6	376
Kweneng	62		5	67	579		11	590	845		20	865
Southern	82	1		83	566	7		573	927	7		934
South East	9	3	1	13	131	27	12	170	148	35	14	197
Kgalagadi	22			22	151			151	206			206
Ghanzi	16	1		17	101	9		110	129	8		137
North West	48			48	312			312	517			517
Gaborone	17		4	21	220		68	288	287		56	343
Francistown	7	1	2	10	105	21	13	139	151	21	13	185
Lobatse	5	1	1	7	64	14	7	85	94	14	9	117
Selibe Phikwe	6		1	7	105		16	121	140		15	115
Jwaneng	2		1	3	29		14	43	29		11	40
TOTAL	489	13	26	528	4463	138	231	4832	6307	167	234	6708

Source: (Table A1 - Education Statistics 1985)

Scattered and sparsely populated settlements in remote areas make the expense of putting up schools seem prohibitive. Children from such settlements either do not enrol, or they have to walk long distances to school. Inadequate roads and communication systems make it difficult to provide supplies and services to such schools. Teachers resent going there. Migration to towns makes school location planning more difficult both in rural and urban areas, and can lead to faster increase in demand for schooling in urban areas than what can be planned and provided for. The high birth-rate is across the entire country a reason for rapid rise in the demand for schooling.

Not all children are sent to school, when school is available. Prior to 1980, there were primary school fees which reduced access among children from poor families - often families headed by women. There are other costs which reduce attendance, e.g, school uniforms or the opportunity cost associated with child labour, particularly among male children and for cattle herding. On the other hand, children are fed at school. During the drought in recent years, such meals may have been an important incentive for poor families to send their children to school. One reason for not sending a child to school may simply be parents believing a child 'is not clever enough'. Whilst officials and observers of education in Botswana point to such conditions as reasons for non-attendance, there is not much solid information about the characteristics of children who are not in school, and the reasons for their non-attendance. Even the '15%' non-attendance is a rather loose estimate.

Similarly, whilst enrolment figures exist by district and gender of pupil, enrolment rates for different sub-groups are not readily available. Nonetheless, it is readily seen that girls are over-represented in primary and secondary school. Kann (1984) brought together findings from various sources about primary school enrolment by district, for 1971, 1976 and 1981, showing inequalities among districts and reduction of such geographical disparities from 1971 to 1981. Computation of more recent and reliable rates might be rendered difficult by migration that has occurred since the last (1981) census. On the whole, the indicators available show that there are inequalities among districts, but these are not striking. The USAID sector assessment of education and human resources in Botswana (1984) concludes (p. 4.14):

There are some geographical disparities when percentage of total population in districts and townships is compared with percentage of total pupil enrolments, but these are not striking...these suggest the North East, Central, and Kgatleng districts are somewhat over-served and the Kweneng, North West, Gaborone, and Selebi-Phikwe areas slightly under-served.

This observation also shows that attendance rate is no simple function of a district's degree of urbanisation.

We have found no data showing the influence of family income on pupil attendance, or any comparison of attendance among Setswana and non-Setswana speakers. One would expect the latter children to face greater difficulties.

Among children who do enrol and who complete primary school, there are differences among districts in primary school examination results. Using average scores on the 1982 Primary School Leaving Examination, the USAID 1984 report concludes (p. 4.41):

In overall achievement, students in Gaborone far exceed those in all other districts and townships. Below Gaborone there are three clusters of districts with progressively lower average PSLE scores. The first group comprises South East (2.32), Francistown (2.30), Kweneng (2.23), Lobatse (2.19), and North East (2.18). The second includes Selebi-Phikwe (2.10), Kgalagadi (2.07), and Kgatleng (2.07). The lowest grouping is composed of Southern (1.93), Central (1.88), Ghanzi (1.78), and North West (1.75).

Table 5 shows that during 1979-84 there was a high proportion of untrained teachers in the primary schools, declining from 36% in 1979 to 29% in 1984. It also shows considerable differences among districts in these proportions. But it is also true that these disparities have become attenuated over the years. Indeed, since 1984 the Government has had a policy of sending newly qualified teachers to primary schools in remote rural areas so as to redress the imbalance among (and within) districts.

It remains to be seen what effect these measures will have on examination results and other indicators of school quality. The USAID 1984 report, using 1982 primary school examination figures and 1983 data on percentage of untrained teachers, showed (p. 4.42) that there is no clear tendency for districts which have a higher percent of untrained teachers to show poorer exam results. On the other hand, one would need to look rather at schools (or classes) as units of analysis in order to examine this question adequately.

In general, data from developing countries tend to show that pupils learn better when they are taught by teachers who have been formally qualified. Such findings were also reported from research conducted in Botswana for the 1977 National Commission on Education report. Thus, the persistence under NDP6 of a high proportion of untrained teachers across the country is likely to depress the quality of primary education. Under NDP6 the proportion of untrained teachers is only expected to decline to 27% by 1991.

Common sense and research findings converge to uphold the importance of textbooks for the quality of learning - especially so when books are scarce. We were told that the supply of textbooks - which is a responsibility of district councils, under the Ministry of Local Government and Lands, has improved in recent years. There are distribution problems. Schools do not always accurately report their annual requirements. We were only able to visit a small number of schools, but were impressed by the range of books in stock. One equalising measure among the districts is that grants to districts for school supplies are based on a fixed amount per pupil, though some districts may top this up from other sources. Schools also receive from the Ministry of Education free sets of new textbooks

TABLE 5. Untrained teachers by district 1979-84

District	1979		1980		1982		1983		1984	
	No.	%	No.	%	No.	%	No.	%	No.	%
North East	126	45	138	44	177	36	127	38	133	36
Central 'N'	143	36	165	38	196	36	172	32	183	32
Central 'C'	379	37	381	35	316	31	354	29	349	28
Central 'S'	138	34	150	34	175	35	124	26	116	26
Kgatleng	111	38	132	40	116	32	114	32	105	30
Kweneng	235	42	248	39	232	34	234	31	268	33
Southern	258	42	331	46	317	39	281	32	287	31
South East	28	16	28	17	30	19	29	15	46	22
Kgalagadi	70	44	41	25	39	22	67	35	67	34
Ghanzi	31	38	31	36	18	17	39	30	46	32
North West	182	49	157	43	192	45	165	35	174	33
Gaborone	13	7	54	26	82	34	118	32	87	22
Francistown	37	27	34	23	22	14	24	14	23	12
Lobatse	3	3	13	13	28	25	19	16	20	17
Selibe Phikwe	21	21	30	32	43	36	34	23	39	24
Jwaneng	-	-	-	-	-	-	0	0	3	8
	1775	36	1933	36	1923	33	1901	30	1946	29

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Source: Table 6.5, NDP6.

(which in recent years have been developed or issued in connection with curriculum revision). Partly for these reasons, we were unable to compute on a district basis, figures on average per-pupil expenditure on textbooks and other supplies, which would be sufficiently reliable. There seems to be a variety of present activity to improve the range of teaching materials.

B. Shortage of physical facilities.

Expansion raises the need for classrooms and school furniture. Table 6 shows the shortage of classrooms and the number of streams on double shift teaching, as of 1985 and by district. It is evident that about one-quarter of all streams are taught on a double shift system. The double-shift percentage is especially high in Ghanzi (42%), Kweneng (36%), Southern (33%), Phikwe (32%), Gaborone (31%).

TABLE 6. First level: accommodation in schools and streams on double shift

DISTRICT	NO. OF CLASS ROOMS	NO. OF STREAMS	SHORT AGE OF CLASS ROOMS	NO. OF STREAMS ON DOUBLE SHIFT
NORTHEAST	257	348	91	78
CENTRAL N	401	561	160	118
CENTRAL C	940	1244	304	298
CENTRAL S	362	483	121	86
KGATLENG	290	376	86	68
KWENENG	590	865	275	312
SOUTHERN	573	934	361	310
SOUTHEAST	170	197	27	42
KGALAGADI	151	206	55	36
GHANZI	110	137	27	58
NORTH WEST	312	517	205	92
GABORONE	288	343	55	108
FRANCISTOWN	139	185	46	10
LOBATSE	85	117	32	18
PHIKWE	121	155	34	50
JWANENG	43	40	3	0
TOTAL	4832	6708	1876	1684

Source: Table 8, Education Statistics 1985.

TABLE 7. Furniture and Other Facilities in Schools

DISTRICT	SINGLE SEAT DESKS	DOUBLE SEAT DESKS	OTHER DESKS	TABLES	CHAIRS	BENCHERS OF UP TO 6 SEATS	BENCHERS OF 7+ SEATS
NORTH EAST		129	70	5260	7961	2	116
CENTRAL N	89	295	141	4527	9407		
CENTRAL C	146	902	126	11052	24599	44	
CENTRAL S		387	64	4411	9473	8	
KGATLENO	239	382	41	3356	6616	16	
KWENENO	26	534	14	7396	15996	55	
SOUTHERN	81	792	192	7694	16399	18	74
SOUTH EAST	7	119	21	2320	5186		
KOALAGADI		53	6	2449	4883		
GANTSI	19	26		1669	2882	13	68
NORTH WEST		118		4658	8439	80	2
GABORONE	127	134	89	3664	9755	88	16
FRANCISTOWN	326	147	111	921	3281	6	
LOBATSE	169	245	84	702	1607	17	
PHIKWE	199	1	25	1380	4725	7	
JWANENO	45	40	26	152	1258		
TOTAL	1473	4304	1010	61611	132457	354	276

OTHER FURNITURE MAINLY FOR STAFF USE

	TABLES	CHAIRS	CUPBOARD/ LOCKERS	WRITING/ TYPING DESKS	BLACK- BOARD FIXED	BLACK-SEPARATE BOARD UNFIXED	FOOD STORES	SEPARATE EQUIPMENT STORES
NORTH EAST	225	291	431	88	362	240	19	39
CENTRAL N	446	553	338	10	420	291	25	26
CENTRAL C	695	901	1157	71	1021	487	64	60
CENTRAL S	354	414	502	18	382	237	29	42
KGATLENO	201	162	214	25	312	154	33	32
KWENENO	392	337	504	39	618	335	46	121
SOUTHERN	485	474	702	29	696	555	103	136
SOUTH EAST	150	170	190	7	258	114	14	23
KOALAGADI	149	240	182	17	165	109	20	27
GANTSI	85	140	76		115	71	18	14
NORTH EAST	367	313	234	4	298	310	39	76
GABORONE	292	314	157	71	240	72	22	27
FRANCISTOWN	218	240	135	24	147	30	12	18
LOBATSE	82	99	119	18	117	13	6	9
PHIKWE	106	251	98	49	123	2	7	26
JWANENO	51	92	35	19	47	2	1	5
TOTAL	4298	4991	5075	489	5321	3022	458	681

Source: Table A20, Education Statistics 1985

Table 6 also shows the shortage of classrooms, by district. The shortage figure is the difference between the number of streams and the number of classrooms. In relative terms, when the shortage number is expressed as percent of number of streams, these are the most severely affected districts: North West (40%), Southern (39%), Kweneng (32%), Central North (28%).

Table 7 shows the stock of furniture and other facilities in primary schools as of 1985, by district. It is difficult to compare this stock with enrolments, in order to obtain a measure of how well the need may be met in different districts, for the bulk of school furniture are items shared by an unspecified number of pupils. But as an illustrative exercise, one can consider chairs and benches for pupils. Let us make assumptions which are deliberately generous: that 'benches of up to 6 seats' are all six-seaters, and that 'benches of 7+ seats' are, say, ten-seaters. This deliberately exaggerates the actual provision. We can then calculate - as shown in Table 8 - the rates of 'seats per 100 pupils enrolled', by totalling the seats on chairs and benches and using the 1985 primary school enrolment figures.

TABLE 8: Primary enrolments 1985 compared with seats for pupils

District	No. of seats (estimate)	Enrolments	Seats as % of enrolments
North East	9,133	10,506	87
Central N	9,407	19,468	48
Central C	24,863	42,019	59
Central S	9,521	16,428	58
Kgatlang	6,712	11,591	58
Kweneng	16,326	28,924	56
Southern	17,247	29,953	58
South East	5,186	6,963	74
Kgalagadi	4,883	6,424	76
Gantsi	3,640	3,826	95
North West	8,939	15,762	57
Gaborone	10,443	12,733	82
Francistown	3,317	7,168	46
Lobatse	1,709	4,776	35
Phikwe	4,771	5,883	81
Jwaneng	1,258	1,184	106
TOTAL	137,341	223,608	61

Source: Table 7, above; and Table A1, p. 3, 1985 Education Statistics.

The estimated number of 'seats' is fraught with some unreliability. Reporting may be inaccurate. Some of the 'other furniture mainly for staff use' in Table 7, above, might be used for pupils, but would not be included in Table 8. On the other hand, we made assumptions which may overstate the supply. These figures should therefore be treated with caution. But it seems safe to conclude that there was a major shortage of school furniture as of 1985, and that some districts were especially adversely affected. In terms of chairs for pupils; Lobatse, Francistown, and Central N. were especially badly provided for. All three districts have on the average a bit more than 2 pupils for each seat. If we assume that the 'desks' in Table 7 also include seats, and that 'other desks' as a generous assumption include 5 seats on the average, the percentage of seats to pupils for these three districts would be: Lobatse 58%, Francistown 62%, and Central N 55%. For the country as a whole the percentage would be: 68% (as compared with the 61% in Table 8). In other words, even when assumptions are made even more generous about the provision, the picture is one of severe shortage of school furniture in 1985.

It is also clear that shortage of furniture is not a distinct characteristic of the more thinly settled and remote districts. It may be that these districts have low school attendance rates, but the pressure of actual enrolment on existing provision is very great in some urbanised locations.

Use of the double-shift system is one partial response to these shortages of classrooms and school furniture. We do not know what deleterious educational effects this system has - and these effects ought to be examined; but all teachers and officials we spoke to thought that classes conducted during the afternoon heat were a hardship on pupils and teachers alike.

Section 3 in this chapter gives a further account of conditions in the school, and the ongoing effort to remedy this shortage, with assistance from SIDA.

C. Quality Improvement Efforts

There has been improvement of pre-service teacher training. The fourth teacher training college (TTC) was built by 1985 at Tlokweng (in addition to TTCs in Francistown, Lobatse and Serowe) in order to raise the number of TTC graduates to 600 a year by 1986. In-service training has also been stepped up under the In-service Department of the Ministry of Education. Training is delivered through school-based workshops, education centre workshops, and informal assistance and courses at the University which also offers a 2-year diploma and a 4-year degree in primary education. The trainers in these programmes have mainly been education officers, regional education officers, Ministry officers, and university staff. The audience is mainly teachers and education officers. The recent trend is to use teachers as trainers of other teachers.

Recurring topics at these workshops have been individualised instruction, guidance and counselling, special education, remedial teaching, supervision and leadership, and teacher competencies. These themes are intended to accord with a shift in curriculum emphasis from subject-centredness to learner and society-centredness.

Part of the effort to improve quality has been the work of the Curriculum Development & Evaluation Department (CD&E) and the Teaching Aids Production Unit (See section 4).

Efforts have been made to redistribute resources from urban centres to rural areas. More qualified teachers have been posted to remote areas, with the new policy that all the newly qualified teachers must work for at least two years in those areas. Curriculum materials, classrooms and furniture have been part of the resources availed to reduce inequalities.

In spite of all these efforts, the primary school system still has 30% untrained teachers, 15% unenrolled children of school going age, some 2,600 classrooms in deficit and an unknown shortage of school furniture. These deficits will be even slower and harder to combat now that effort and resources under NDP6 are put into expanding the junior secondary stage of basic education.

As to the intended outcome, improved quality of learning, there is lack of trend data. Research commissioned for the 1977 NCE and for the International Evaluation of Educational Achievement (IEA) study, concluded that performance in Maths and English reading skills was "unacceptably low as compared to other developing countries." Since that time, the efforts at quality improvement noted above have occurred, but there has been no empirical research that could gauge the impact of these activities on pupil performance.

2. Classroom Construction

Classrooms construction for primary schools received Swedish support during the 1970s. In the evaluation of the 1974-80 period (Agrell et. al), it was recommended that support be given to facilities serving less advantaged groups. Support to primary school construction continued through 1982 and was resumed in 1984. In the present education sector agreement (1985-88) it is the largest single item of Swedish support.

Although SIDA finance is earmarked for rural schools, it is difficult to assess how far the support benefits the relatively disadvantaged children and locations any more than others. The planning of construction is done in each district. From discussions with district officials we have the impression that construction is planned mainly in response to obvious demand: overcrowded schools, or a community starting a private school where no government school has been provided. The request is then made for the government to

take over the school and to provide adequate facilities. Locations with less of these revealing characteristics but with many children out of school could be left out. Swedish support has certainly accorded with Botswana's high priority on primary school expansion under NDP5. But it is unclear how far it has in fact accorded with the more specific recommendations in SIDA's 1981 evaluation (Agrell et. al) which stressed 'special efforts to make primary education available to less advantaged groups'- the only item among those specific recommendations under which support for primary school classrooms can be reasonably subsumed. On the other hand, support for basic education in general would seem to agree with SIDA's overall emphasis on equity considerations.

The present target is so low (1500 new classrooms during NDP6) that even with Swedish support, the shortage of classrooms is likely to worsen during NDP6. Apart from classrooms, other facilities are also needed, e.g, teachers' quarters. Classroom construction during NDP6 has had a slow start: 199 were constructed in 1985-86 (an overlapping year with NDP5); 209 are being constructed in 1986-87, and 291 are planned for 1987-88, leaving 800 to be built during the last three years of NDP6. One constraint on classroom construction has been the capacity of the Planning Unit in the Ministry of Local Government and Lands. During 1985 the Unit was weak. One person had died, another had left the country, and one had fallen ill, leaving only one person until 1986. SIDA suggested a consultant to at least work with SIDA projects, but this was not accepted. Staffing has improved since that time.

There appears to be no shortage of interested contractors, though some are lacking in sufficient experience. The capacity of most district councils to deal with tendering is said not to be a bottleneck. But buildings units within the Works departments of district councils are so seriously understaffed that it is likely to impair effective site supervision. There is an average vacancy rate of about 40% of the established posts in these units. We were not able to personally visit enough new primary schools to get a representative impression of the quality of buildings work. But we did see one school building in Gantsi which was only 6 months old but already had a leaking roof and cracks in the floor. We were told that if properly constructed and maintained, the type of standard building used for primary classrooms could last indefinitely. There may well be a need to strengthen both site supervision and maintenance provisions.

Swedish assistance for primary school construction has been valuable for the development of basic education in Botswana. But primary school construction is not a programme which enjoys high Government priority under NDP6 (1985-1991). A major issue is whether Swedish funding is really required to sustain this development - given the low targets which have been set, the fact that Swedish funding is of a purely financial kind, and the very high rates of growth in GDP in Botswana with its ensuing rapid growth in revenue. We return to that question in Part Two.

3. School Furniture

Swedish support for provision of school furniture has addressed a strong need, as shown in Section 1. C, above. Appendix 3 shows in money terms the Swedish contributions to the furniture programme over the years. Swedish support for school construction under Education Sector Programmes (ESP) 1-5 (until 1982) also included provisions for school furniture. But in 1982, with ESP6, support for school furniture became a separate programme and with the new Swedish provision that it be locally produced - or at least not imported from South Africa. During 1981-82 all furniture for primary schools was purchased from manufacturers located in Botswana, thus also stimulating Botswana industry.

It was noted in the 1982 annual sector review between SIDA and the Government of Botswana that an inventory of needs had revealed a much greater shortage of school furniture than had been anticipated: for example, a need for 40,000 small chairs. The total primary enrolment was at that time about 188,000. It was also claimed that "The constraint on the production of school furniture in Botswana is not the capacity to produce locally but rather the shortage of funds." But implementation problems rather than financial constraints, have been the main obstacles to alleviating the severe shortages of furniture in the schools.

The 1983 annual review notes that "the production of furniture was severely hampered by problems in connection with tendering." The Government of Botswana report for the 1984 annual review notes (p 21) that "The shortage of primary school furniture is still acute despite availability of funds for furniture procurement. This has for a long time been worsened by the lack of proper records and figures within the Ministry." The primary furniture procurement officer in the Ministry of Local Government and Lands undertook an extended tour of the districts to update information about furniture requirements. Many problems were discovered. Amongst them were severe shortage of furniture in schools, piling up of furniture in district council warehouses because no nuts and bolts had accompanied it when sent there. Some of the furniture piled outside was rotting due to exposure. Based on that extended tour, furniture requirements as of 1984 were drawn up for each district; and the Ministry of Local Government and Lands prepared action plans with budgets.

Some two years later (November 1986) deliveries of furniture based on that list of requirements which now will have increased, were still going on. Problems of distribution have persisted. We were told by one informant that piles of school furniture were found rotting in one district council yard in 1985 at a time when the Ministry was receiving complaints from schools in the district that no furniture was available from district headquarters. We personally visited two district store yards, and found in Mahalapye sub-district that school furniture was stored mostly outside. In Gantsi they had received their desks, for the 1984 requirements, but no chairs. Another reported problem that may apply to some schools is that new furniture is used to replace old stock even when the old furniture seems to be in good condition or could have been repaired.

In general, weak staffing at both central and district level has been a problem in the furniture procurement programme. Inadequate finance has not been a constraint. In fact, since SIDA's commitment was made in SEK and before the devaluation of the Pula, and since the Pula decreased in value relative to SEK by almost one half during the period of Swedish support, the budget allowed for the purchase programme was nearly twice the amount originally planned for.

SIDA made it a condition that its funds not be used to buy South African produced school furniture. The Ministry has taken this stipulation very seriously in its centralised tendering. We were told that ease of procuring locally produced furniture has not been an important implementation constraint. The stipulation has stimulated local production and related skill development, thus making a contribution in a feasible albeit limited respect towards the goal of greater economic independence.

Certain measures have been taken recently to improve implementation. A senior education officer of long experience has been seconded to the Ministry of Local Government and Lands to monitor the needs for furniture and teaching materials in the schools and to oversee the distribution. Since April 1987 tenders for new classrooms are to include furniture. It is hoped that this will speed up provision in the new classrooms, at least. SIDA's Development Cooperation Office in Botswana has on several occasions pointed to the policy of promoting local production, also under such decentralised procurement of school furniture. How seriously this will be taken by contractors building schools may be more open to question.

4. Teaching Aids Production Unit

TAPU was conceived in 1970 and established in 1976/77. It was initially an independent unit built to support pre-service teacher training at Francistown Teacher Training College. TAPU was transferred to the Curriculum Development and Evaluation Department (CD&E) of the Ministry of Education (MoE) in the late 1970s. Swedish involvement with TAPU started in 1980 by giving support to the improvement of the physical facilities and to staffing. While awaiting a workplan, SEK 1.3 million was allocated to TAPU in 1982/83.

In 1981 SIDA and MoE agreed that the major function of TAPU was development of teaching aid prototypes, trying them out and perfecting them. It was envisaged that large-scale production of materials would be turned over to large producers such as the Government Printer or the brigades. Yet, by 1982, the scope of TAPU's role had expanded to also include other functions:

- design, development and distribution of teaching aids
- production of extra-curricular materials in Setswana and English on a large scale, especially supplementary readers in Setswana.
- mounting in-service courses for teachers on how to use teaching aids.

In keeping with this expanded scope, the 1983 agreed minutes from the annual review of Swedish support indicated the need for an educationist to be appointed at TAPU, as well as a coordinator of science equipment. In 1984, need was expressed for extended premises and staffing, and for having an in-built evaluation procedure. A science equipment coordinator was apparently not recruited at TAPU. An educationist has been appointed but without much overlap in time with the expatriate counterpart who preceded him.

TAPU staffing (since 1981) has been 4 professionals and 17 other employees. Recommendations for increased staffing seem not have led to additional appointments. It is true that skills in design and production of teaching aids and materials are internationally scarce, and especially in small countries. TAPU's officials - though professionals, seem to have had little training - save their experience in TAPU itself, for this distinctive task. It is then important that professional staff at TAPU make good use of opportunities for contact with colleagues in related activity in Botswana, and in similar institutions elsewhere. Funds have been set aside for study visits, but except for a visit to Kenya in 1986, these funds have remained untapped.

We have the impression that TAPU may have spread its activity too thinly over a wide area. The distribution of teaching aids is one example. There is some school-based TAPU activity, but the main mode of operation is that teachers are sent by their schools to attend workshops run by TAPU. Between 60 and 70 workshops have been conducted over the last five years. Yet, the impact on the entire primary system is probably small. Figures provided by the coordinator suggest that only 4% of the primary teachers have attended these workshops over the 1981-85 period. The aim is to obtain a 'multiplier effect' in that these teachers are then supposed to run workshops for colleagues in their schools. But there is no systematic attempt to monitor whether teachers run such workshops or not, though teachers are supposed to send workshop reports back to TAPU. For TAPU to draw lessons from the school-based activity which it seeks to induce, TAPU professionals would need to follow up such activity personally.

Given the number of primary classes (6708 by 1985), we doubt if the rate of teaching aids production (1480 units over five years) can have significant qualitative impact on teaching throughout the primary system. We did see some of TAPU's aids in the schools we visited; and the schools expressed their appreciation of them. But even if those who attend TAPU's workshops put the aids to good use, with 4% of teachers attending over five years and uncertain effect on other teachers, the total 'multiplier effect' is likely to be limited when compared to the scale of the primary system. What is needed is a strategy that seeks to meet the needs of the primary school system as a whole. The work of TAPU is not, but should be, part of such a strategy.

A teacher is sent from a school to a TAPU workshop. At the workshop she/he then selects from a list a set of teaching aids. The teacher is then taught to assemble these aids from kits, and given guidance

in how to use them. TAPU officials argue that through assembling aids from kits, teachers become more likely to make good use of the aids; and that this procedure is in keeping with the pedagogical principle of 'practise what you preach'.

We did not attend any TAPU workshops during this evaluation, but the procedures described to us raise doubts and questions which ought to be evaluated further. We have some doubts about how far the teachers are able to assess the needs of their school through this procedure. We also have doubts about the concept that teachers will be more likely to make better use of an aid when they have assembled it from a kit. Assembly from a kit seems to be simply a less ambitious version of the original concept at TAPU which was that teachers should be trained to make their own aids. One important reason for 'teachers making their own aids' is if external supplies are not available. But if a teacher requires a kit, as under TAPU's present system, there is already dependence on supplies from outside the school. We suspect that under these conditions the aids can be assembled more economically at TAPU than by teacher's at workshops, and that workshop participants could find more professionally profitable uses for the 50% of workshop time which now is spent on assembly. Another limitation on the present procedure is that a school cannot order kits directly from TAPU. If more teaching aids are required, the school must again send a teacher to TAPU to assemble such kits under TAPU guidance. The whole procedure and the use to which the aids are put in the schools, raises a range of issues which should be evaluated in greater depth than what we have been able to do.

There is a need for more reading materials in Setswana at all levels. TAPU's work in this area is truly addressing an important problem. Since 1984, TAPU has produced 30 different booklets, most of which are supplementary readers in Setswana. We raised the question of these readers in the few primary schools we were able to visit and got the impression that they were appreciated but especially for children whose first language is not Setswana. At the moment, the same readers go out to all schools. Whilst they seem to be of use for non-Setswana speakers, they are clearly too easy for Setswana speakers in the opinion of one of the evaluators (Ms Marope) who is professionally specialised in Setswana and curriculum development, and also in the opinion of other MoE officials with whom we discussed this question. The Curriculum Department should be more fully involved in the planning of TAPU reading material to ensure that the material produced is appropriate for those to whom it is distributed, and to ensure that it complements as well as possible other available material in Setswana. Since late 1985, TAPU Setswana manuscripts are assessed by Curriculum Development Officer - Setswana, whose agreement is needed for it to be published. We think that the more involvement in the very planning and writing of such materials is desirable.

At the core of the production of Setswana supplementary readers is a non-Setswana speaking expatriate depending for his accuracy on an

editing board which has been approved by the Curriculum Development and Evaluation Department but with virtually no contact with the Setswana curriculum development officer in that department. The initiative of TAPU officers is greatly appreciated. But it is nonetheless an awkward situation that an expatriate should be at the centre of Setswana materials production at a point where such delicate issues as standard orthography and language policy have not been resolved. We feel that a close look need to be taken at the adequacy of the editing committee.

TAPU seems not to have a set balance as to what its activities should be. As coordinators have changed, so has the balance of activity without much prior planning about what TAPU's distinctive role should be within the total effort to improve the quality of education. As a service unit, TAPU seems to have very little professional contact with the mother department of Curriculum Development and Evaluation. Further, the unit is poorly, if at all, linked to other departments or units involved in quality improvement of primary education, such as the Primary Education Improvement Project, The Primary and Teacher Training Department and the In-service Department in the MoE, and other instructional media centres such as the University educational resource centre and Molepolole College of Education. One ought to consider how improved links can be built among these various units with which TAPU has closely related goals.

Appendix 5 shows the aids that TAPU has produced. In addition to its readers and the teaching aids distributed through workshops. TAPU has filled orders from TTC practice students, education centres, junior secondary schools, and the Primary School Improvement Project. We were unable to obtain any precise information about the nature and quantities of this distribution. The Unit has been producing annual 'action plans' for SIDA, but needs better record keeping about the nature of its activity.

Within its present wide scope of activities, TAPU needs an outreach that would be more comprehensive, a monitoring system for its outreach and impact, other formative evaluation, better communication with related departments, professionalisation of staffing, and better record keeping. The present scope may be too wide. There is a need to define more clearly what its balance of activity should be in such a way that it complements other effort and ensures better impact throughout the entire system of schools, in what it focuses its effort on.

5. Educational Broadcasting.

The Schools Broadcasting Unit, which is part of the Department of Curriculum Development and Evaluation, produces radio lessons in various subjects based on the school syllabuses and produces and distributes notes for teachers to go with the radio lessons. Schools' broadcasting was introduced in 1967, and is felt to have an important task in a country with many remote schools and a high

proportion of untrained teachers (30% in primary schools). It should provide up-to-date information and enrich regular classroom teaching. It should also help to overcome the environmental disadvantage of the remote rural communities, thus serving equity aims.

Existing programmes are intended for primary school. Plans for the future include secondary schools and teacher training as well. The Schools Broadcasting Unit is currently responsible for some 600 fifteen-minute programmes per annum. These, with repeats, constitute 525 hours from Radio Botswana each year. The programmes are now entirely scripted and produced in Botswana.

The Department of Non-formal Education in the MoE, and the Institute of Adult Education at the University of Botswana have their own media sections and produce their own programmes.

Educational broadcasting was one suggested area for Swedish support in the 1974-80 sector evaluation by .grell et. al. No request was made, however, until the 1984 annual sector review between SIDA and the Government of Botswana when a project memorandum was presented, requesting Swedish support for building and equipping new facilities for the Unit which is in rented accommodation. SIDA agreed in principle to support the Unit, reserving an amount of SEK 3,720,000 for this purpose in the ESP7 agreement for the 1985-88 period. After a consultancy report on the Unit and after further information from the Ministry, an agreement was signed in October 1986 which goes beyond the 1984 request. It includes finance and equipment for a new building, and technical assistance and training. The plan is that the present Schools Broadcasting Unit and the broadcasting section of the Department of Non-formal Education (MoE) will merge into an Educational Broadcasting Unit in the new facilities.

It is evident that the School Broadcasting Unit has had weak management, that it is inadequately staffed, and that present staff need both good training and good leadership in order to improve the quality of programme production for primary schools, let alone programmes for secondary and teacher education. The specialist skills required are rare. When developed they must not be lost to the Unit. Promotion policies should reflect this need. These problems are recognised and ways of overcoming them are actively being sought by the Government of Botswana in cooperation with SIDA.

6. Special Education

In spite of the emphasis on equity in national Development Plan V (1980-85) and on Social Justice in Botswana's commitment to Kgaisano, special education has been neglected. Special education schools existed on the private initiative of non-government agencies. These schools are Mochudi school for the blind (1971), Ramotswa school for the deaf (1978) and Rankoromane for the physically handicapped and

mentally retarded (1976). The NGOs have depended for their funding mainly on German sources and local initiative. The number of special education centres has gone up in the recent years (Cf. Appendix 10).

Up to 1983, identification of the disabled was left to either Ministry of Health extension workers or social welfare officers. The work remained quite uncoordinated. Even when children with special needs were identified, transport limited access mainly to areas around the special education schools.

Systematic work in this area started in 1981 with the United Nation's declaration of the International Year of the Disabled. The initial work was the setting up of a special health unit in the Ministry of Health. A survey identified 1063 children between 5 and 19 as having some learning disabilities. In 1982 a study by Serpell estimated that there were 10,000 such children aged between 7 and 15 - 5150 (51.5%) attending school, 4850 not attending school, and 69 enrolled in special education schools.

The 1983 SIDA-supported consultancy of special education led to the formulation in 1984 of a national policy on special education, and to the setting up of a special education unit in the Ministry of Education. The policy is based on the principle of equity and education for all. A study was conducted in Kweneng District in 1985 and gave revealing information regarding the possible number of disabled children aged 7-15 in the entire country.

So far the staffing of the Unit in the MoE includes three major posts: Senior Education Officer, Primary; Education Officer, Pre-School; and an Adviser. In 1985, nine teachers were sent to Lusaka for training. The number is expected to rise to 15 in 1987.

The Unit plans to use workshops and other in-service devices to train teachers and education officers. Special teachers will be placed in Education Centres as itinerant teachers. Their duties will be to assist class teachers with disabled children or children with learning difficulties in their class-rooms and provide in-service special education training for regular teachers in their catchment areas.

The special education policy follows an approach of integration and community-based rehabilitation. Disabled children should be integrated with others in the school system as far as possible. This approach places great demands on teachers. In plans are massive training of teachers, building a special education resource centre in Tlokweng, and a national course for district education officers and education secretaries.

For the years 1985/86, 86/87 and 87/88 special education has been allocated P1.2 Million from Swedish assistance. The average financial year allocation from the Government of Botswana for recurrent expenditure - internal budget - has been about P30,000.

There is need for further assistance. Technical assistance is much needed in e.g., teacher training, training of other professionals such as speech therapist, occupational therapist, physiotherapist, low vision therapist, pediatric audiologist, mobility instructor. There is also need for training of equipment maintenance staff, and for assistance with curriculum planning. Further, there is need for equipment for the resource centre in Tlokweng (which has been subject to serious construction delay). The network of district education centres, which is being developed, may also need assistance in various ways in order to provide support to the schools in this area.

The effort which is now gathering momentum with Swedish support is greatly needed. The main thrust of the policy is two-fold: integrating children with special needs in their local schools and making efforts to give ordinary teachers some training to meet the needs of these children. It will take time before most teachers have had some such training, or before nearly all schools will have at least one teacher with any training at all in special education. Even when such teachers are deployed, there will still be children who will need more help than what these teachers will be able to give. There is therefore be a need to also consider the requirements of the special education schools, and to further strengthen the support-services which ordinary teachers will require in order to meet the needs of disabled children.

It is quite clear that integration policies pose great demands on the ordinary classroom teachers. At present, nearly one out of three primary school teachers have had no teacher training at all, let alone any training in special education. Teachers, whether trained or not, will need very strong support in order for integration policies to become realistic. The importance of this need cannot be over-emphasized. Both the special education resource centre and district education centres will have an important role to play in this respect. Not only is it important to continue the work of identifying children with special needs, it is also important to evaluate how well the policy of 'integration combined with giving ordinary teachers some training in special education teaching' will suffice to meet the needs of the children concerned. Moreover, the needs of the disabled cannot be met by school alone. Cooperation between different institutions (and Ministries) is often required.

V. NON-FORMAL EDUCATION

1. Overview of Issues and Trends

Non-formal education is taken to mean any organised educational activity that occurs outside the 'formal system', whether operating separately or as part of some broader activity. But that definition begs the question of what the 'formal system' of education is. One might define 'formal system' to exhibit such traits as: (a) It is hierarchically organised in stages, with lower stages preparing at least some pupils/students for higher stages; (b) Education or training is the main goal of the organisations within the system, usually requiring 'full-time' attendance of pupils/students. The conceptual distinction between 'formal' and 'non-formal' is however not clear-cut, and tends to become less so when efforts are made to build bridges from 'non-formal' to 'formal' education.

Non-formal education is not restricted to the Ministry of Education. Other ministries run non-formal activities through their extension workers and media. This is true for the Ministry of Agriculture, Ministry of Home Affairs, Ministry of Health, Ministry of Commerce and Industry.

The Department of Non-Formal Education (DNFE) in the Ministry of Education was established in 1978 as part of the effort to improve access to education. Its objectives have remained:

- To increase access to educational opportunities
- To meet the learning needs of rural remote area dwellers
- To facilitate acquisition of literacy and beyond that, promote skills for income generating activities.
- To offer correspondence education as a viable alternative to formal education.
- To widen the scope of the outreach through the broadcasting system.

The Department (DNFE) is made up of these units: Correspondence or Distance Education, National Literacy Project (NLP), Media Editing, Administration and Printing. The major units are the former two.

The DNFE is now working on a policy which will make it possible to cooperate with the Primary Education Department so that those of school age may be appropriately placed in primary schools, through cooperation between non-formal programmes and primary schools.

Correspondence education is still catering for many youths and adults who could not get access to or who have dropped out of, secondary school. In cooperation with the Botswana National Library Service (BNLS), a project is underway to build reading rooms, equipped with reading materials for the newly literates, in order to promote literacy follow-up.

The objectives of DNFE are in close accord with SIDA's declared interest in supporting basic education and rural development. Swedish assistance has been given both to the National Literacy Project (which also has received substantial support from Germany), and to the reading rooms project.

2. The National Literacy Project

The NLP had the initial goal of enabling 250,000 then illiterate women, men, and youths to become literate in Setswana over the six years 1980-85. The number of illiterates was a rough estimate. The project was launched in 1981 following two pilot projects. The objectives have been specified by defining 'literate' as basic mastery of those written communications and simple computations which are part of everyday life.

The importance of this objective accords with what was stressed in the 1977 NCE report, with the declared priorities in National Development Plans V and VI, and with the recommendations made in SIDA's evaluation of support to education during 1974-80: providing basic education for all, including special efforts to reach those who have not received it through formal schooling. A wider vision of aims is also found in these documents: that the literacy project should be extended to 'functional literacy' and 'income generating activities'. The latter is clearly a very difficult task, especially if the aim is to effect realisation by mainly educational means and insofar as it is expected to be income from self-employment.

Whilst other countries have used such well defined groups as school teachers and students as implementers of their literacy programmes, Botswana has followed a different approach. The Literacy Group Leaders are recruited by the Literacy Assistants (who coordinate activity in their locality) and by the District Adult Education Officers. The Literacy Group Leaders are persons who are interested in teaching others to read, write and count and who have recruited a sufficient number of people to form a group. They are paid only P1 per session (meeting). In some cases they have been selected by the community at the Kgotla (village committee) for their task. Their formal education usually ranges from standard 7 to form 3. Five primers were developed early in the programme. Supplementary materials for learners and literacy group leaders have also been developed. All material is supplied free of charge.

Since females have been over-represented in the primary schools for some time, there is good reason to believe that most illiterates are males. In this respect, males are the disadvantaged group in Botswana. There is a tendency throughout the world that groups who make best use of formal education, also make best use of non-formal education opportunities. We thus find in Botswana too that most learners in the Literacy Project (about 65%) are women.

Sweden has supported the NLP throughout the project's period. German support has also been important. In particular, a declared Swedish concern - as stated in the recommendations of the 1974-80 evaluation and some of the ensuing annual sector reviews - has been follow-up materials for learners who have acquired basic literacy skills. Appendix 3 shows the financial contributions made by Sweden over the years. Under ESP7 (1985-88), 8% of the funding has been reserved for the Literacy Project. Under ESP6, the reserved amount which was fully spent, constituted 26% of SIDA's support under the education sector.

The NLP has succeeded in building a nation-wide organisation. In quantitative terms, the project has had substantial achievement in that very large numbers of people have enrolled. The cumulative enrolment figures up to 1985 is about 155 thousand. One should note that the number of persons enrolled will be lower, since some enrol in more than one year. The basic figures for the 1980-85 period are shown in Table 9.

TABLE 9. The National Literacy Project 1980-85.

	1980	1981	1982	1983	1984	1985
No. of participants	7,976	23,630	18,779	27,935	36,068	40,649
No. of lit. groups	699	1,779	NA	2,060	2,942	1,901
No. of literacy group leaders	NA	1,427	1,188	1,559	1,633	1,480
No of lit. assistants	28	105	104	135	133	134

Source: Republic of Botswana - Ministry of Education,
National Literacy Program (NLP) - 1985

It is also true that the NLP has fallen far short of its initial target of 50,000 learners a year. Clearly the goal of achieving near-universal literacy in Setswana over a six-year period was unrealistically ambitious, although the programme in quantitative terms shows remarkable growth in enrolments.

Implementation has been adversely affected by a range of problems which according to a 1985 report from the Ministry of education include: staff shortage and turn-over, lack of cooperation from other agencies, shortage of transport, poor conditions of service for the literacy assistants (local coordinators), too low honoraria for the literacy group leaders (only P1 per session), and numerous other management problems at national and district levels. Appendix 7 gives a full list of problems as perceived by the Ministry itself, in a frank appreciation of the difficulties.

Reliable information on completion rates is not available. But the impression is that 'large numbers' drop out without completing the five primers. A formative evaluation was carried out in 1983-84 (How can we succeed? DNFE, MoE, 1984). The evaluation shed light on some questions relating to why learners join and why they drop out, and gives other characteristics of the participants.

In 1986-87 an evaluation of the NLP is being carried out by the Institute of Adult Education, University of Botswana, covering the 1981-86 period. A sample of 845 NLP participants was surveyed. The major findings are:

- Children of primary school age (up to age 14) constitute about 8% of the participants. Thus, for these children the NLP serves as a non-formal substitute for school. A further 22% are young persons aged 15-20, i.e., fully 30% of participants are below age 20. Thus, the NLP include many participants who are not yet adults.
- Most participants never went to school, but 37% did. Since the main thrust of NLP is literacy in Setswana, it is interesting to note that those who had been to school did no better than others in Setswana, but somewhat better in Maths than those who had never been to school.
- The main reason they give for registering for the NLP is the hope that literacy will be of help in finding a job.
- When asked What do you want to do after the NLP?, some 2/3 of them say they wish to learn English, 39% mention 'work-related skills', and less than 1% say they want to go back to school.

The key question is what level of literacy is achieved? And how durable are the literacy skills?

- After completing the 5-primer course, most participants lose some of their literacy skills over a five-year period, rather than improving their skills through continued reading.
- Of those who complete the five-primer course, their command of Setswana seems on the average to be somewhat better than Standard Four primary school pupils.
- The drop-out from the NLP (not completing the five primers) is no doubt high.

A peculiarity of NLP is that it has been wholly financed under the development budget, rather than salaries being paid over the recurrent budget, on the grounds that it was expected to achieve its target over a 6-year period and that the task of maintaining universal literacy would subsequently be achieved through universal primary education. However, since the NLP has fallen far short of its initial target and since primary schooling is far from universal, there will be a long term need for a literacy programme. Therefore, it would seem that the initial assumptions behind funding the NLP over the development budget have been rendered invalid. As a donor agency, SIDA thus finds itself involved in financing recurrent expenditure of a programme which is large-scale and which is likely to be needed for an indefinite period.

From SIDA's point of view, the justification must be that NLP relates closely to SIDA's priorities for development cooperation. It should also be stressed that in terms of unit recurrent cost (Cf. Table 1), this type of non-formal education is much less costly than formal education. However, one might well expect that SIDA would have involved itself more selectively to support improved organisation and management in NLP, and that in the future, the case for purely financial support without associated involvement in training and technical assistance, will grow weaker in view of Botswana's growth in public revenue.

3. Women's Affairs Unit

The unit was established in 1981 in the Ministry of Home Affairs. A reason for lodging this unit in the Ministry of Home Affairs was the responsibility which the Ministry has for voluntary organisations. The expectation that the Unit would reinforce the work of women's voluntary organisations. The establishment of the Unit was also prompted by the UN resolution at the Mexico conference that special national machinery be established to monitor, advise, and liaise with regard to women's issues.

During NDP5, the Unit focused on legal research and on publicity about the legal rights of women - an area which along with voluntary organisations falls under the Ministry in which the Unit is lodged. A handbook on the legal rights of women was produced in 1986. In addition to written materials, the Unit uses workshops and seminars to acquire and disseminate information. The Unit has also the role of coordinating and giving administrative support to women's NGOs, and may offer advice to other government agencies on issues relating to women.

It has at the moment an establishment of two persons, with two more expected during NDP6.

As a result of lack of groundwork to furnish Ministry of Finance and Development Planning with a budget request, the Unit receives neither

development nor recurrent finance from the Government of Botswana. It has, however, a recurrent expenditure budget of SEK 1 Million as a grant from SIDA, for the 1985-88 period. The estimated budget for 1985/86 is SEK 100,000 and SEK 75,000 in 1986/87. At this rate of expenditure, it is doubtful if the Unit has the capacity to use the money allocated to it by the end of ESP VIII (1985/88).

The Unit has functioned mainly as a needs assessment and research unit on women's affairs. According to National Development Plan 6 (1985-91), this is also its defined role until 1991:

During NDP6, the Ministry intends to strengthen the administrative framework of the Women's Unit and thus ensure better coordination of Women's activities within and outside Government. The Women's Unit will continue the dissemination of information on issues relating to women through the mass media, seminars and conferences, as well as coordinating research activities on the role and status of women in Botswana. The Unit will also advise and liaise with other Government agencies on policy issues relating to women, and assist with the activities of women's voluntary organisations (pl67).

However, we have the impression that the Unit, with support from SIDA, is now seeking to go beyond that role - in particular, that Swedish funds would be channelled through the Unit for projects requiring field implementation and relating to needs of women, in particular women living in poverty. The intention would be that the Unit would identify such projects, sub-warrant implementation to other units of government (which could be under other Ministries), or to NGOs, and that the Unit would then monitor and generally oversee implementation. Examples of such possible implementation units might be Department of Non-formal Education in the Ministry of Education, extension workers under the Ministry of Agriculture, or the Rural Extension Coordination Committee (RECC).

Although women and girls do not stand out as a disadvantaged group within the formal education system in Botswana - unlike most other countries, we accept the view that that many women are living in poverty at the same time as they are illiterate and are left with sole responsibility for child care. It is difficult to design effective programmes to assist such groups. Attempts to generate income generating activity by working through NGOs have in the past often been unsuccessful. In addressing such difficult problems, experimentation with new approaches is often justified. Yet, we doubt that the Women's Affairs Unit will be able to develop effective programmes. For one, we believe that the expertise required for designing effective projects goes far beyond that required for the past activity of the Unit (research into legal issues, information, international links, seminars). This is not simply a question of staffing. Even if the focus remains only with women living in poverty, it would seem that a wide range of expertise is required to

design projects (e.g, health, nutrition, literacy, agriculture and other 'income generating activity'). Those who have responsibility for designing projects need in-depth expertise in specialist areas, which even an expanded Unit cannot easily provide.

In trying to assist groups who 'are difficult to reach', it is especially important that agencies responsible for implementation are strongly committed to the project - not only in the sense of welcoming the resources a project brings - but also in order to maintain effort in the face of frustrating unforeseen contingencies. This is an argument for vesting project design in the same line of responsibility as project implementation, and for involving 'field implementers' as closely as possible in the design. 'Sub-warranting' is not a conducive strategy under such circumstances.

There is a further complication. We suspect that SIDA is a good deal more committed to singling women out as a special target group, than what seems reasonable to the Government of Botswana and most of its officials. In such a situation, other government agencies may resent a widened role which the Unit through strong Swedish funding would acquire vis-a-vis other units of government.

These difficulties do not augur well for effective project implementation. In general, we believe that effective project implementation of projects relating to development of human resources among groups that are hard to reach, require involvement of implementers in project design and development. The intended sub-warranting procedure does not seem to meet this requirement.

At present there is the Women's Development Planning and Advisory Committee (WODPLAC) that provide inter-ministry links relating to women's programmes. Even if such liaison work were strengthened, we suspect that it would not suffice to resolve the difficulties outlined above. Whilst the Women's Affairs Unit should in terms of organisational structure be in a good position to support programmes among women's voluntary organisations, we do not expect that it will be able to design projects which would be effectively implemented by units in other ministries.

We would however be happy to be proven wrong in this prediction. The Unit has under the current Sector Programme Agreement funds which can be used to define its role more clearly with due regard to the nature of its expertise and its place within the structure of government.

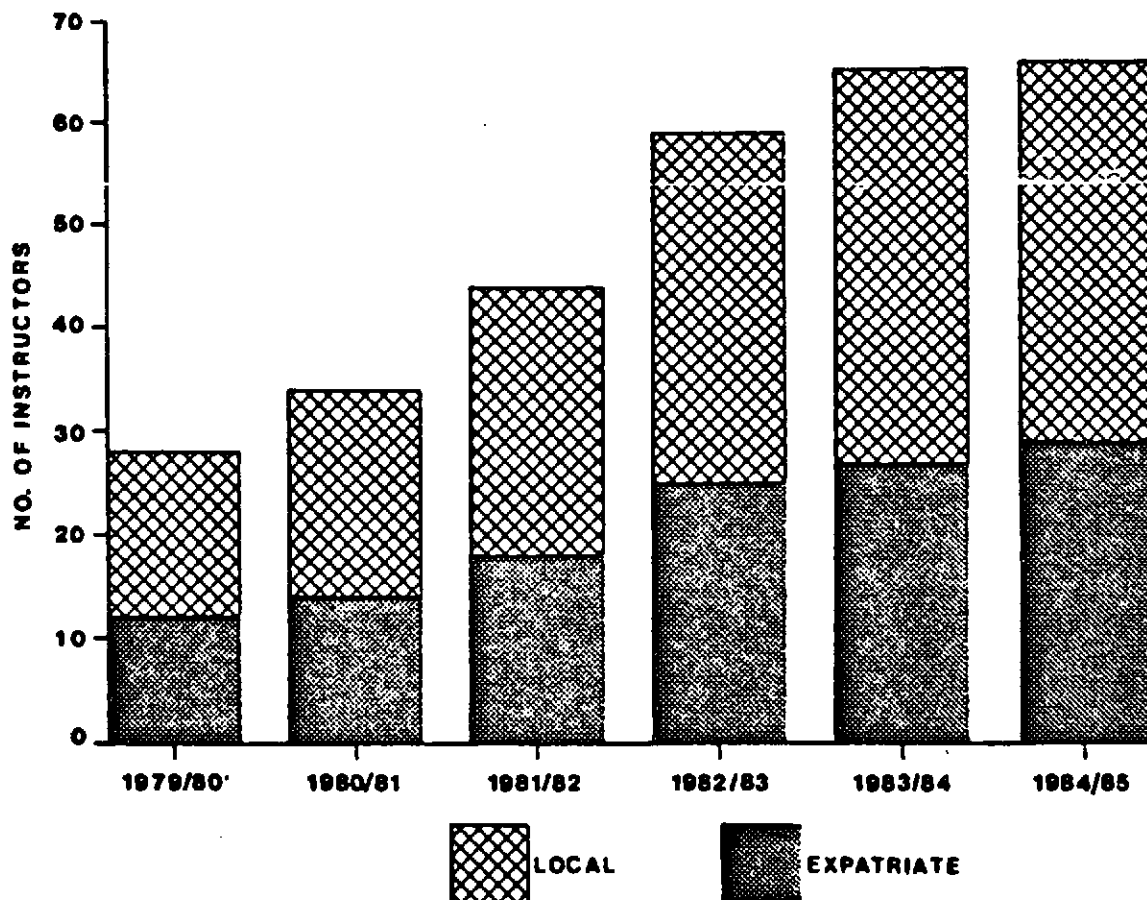
VI. VOCATIONAL AND TECHNICAL EDUCATION

1. Overview of Issues and Trends

Technical and vocational education is undertaken by Government and a number of private sector organisations. Under NDP5 (1979-85) priority was given to general expansion of enrolment and to developing courses at higher levels in the Automotive Trades Training School, and the Botswana Polytechnic which was upgraded from the old National Centre for Vocational Training.

Expansion of institutional training has been constrained by shortage of qualified local instructors. It is expected, across the range of technical and vocational training - especially at technician level, that reliance on expatriate instructors will continue for some time. Figure 2 shows the staffing trend from 1979/80 to 1984/85 in terms of the mix of local and expatriate instructors in technical education.

FIGURE 2. Technical education instructors 1979/80-1984/85



Source: NDP6, Table 6.5

Sweden has helped alleviate the shortage of staffing by funding expatriate instructors at the Botswana Polytechnic during 1981-86, and in other positions within vocational and technical education, outside the education sector agreements. The technical assistance to the Polytechnic during this period was equivalent to about 270 person-months, in the form of SIDA-supplemented posts. This assistance has no doubt been valuable.

There is in Botswana a shortage of vocational/technical manpower. It is also claimed that graduates from vocational/technical training do tend to find a livelihood within the occupations for which they have been trained. Yet, there is a need for tracer studies to map the actual articulation between different types of training and the related occupations.

Manpower projections (Cf. Appendix 6) made by the Ministry of Finance and Development Planning show shortages of 'trained' persons at all levels, throughout the 1980s. These projections also point to surpluses of primary and junior secondary leavers who have no training, and to large surpluses of manpower with less than full primary education. The international experience with such estimates and projections has been that they have severe reliability problems and depend crucially on economic growth rates - which elude accurate prediction. But the estimates are at least consistent with 'general impressions' that there is at present a shortage of trained manpower at all levels in the formal sector of the economy. Unlike some other countries, Botswana has so far been a case where development of vocational and technical training - expensive and demanding though that task be - is not bedevilled by lack of labour market opportunity for those who are trained. The shortage of 'trained manpower' in the modern sector has influenced policy in National Development Plan VI which gives strong emphasis to vocational training. It also adds importance to contributions that Sweden can make in this area.

2. Brigades

The brigades were started to meet needs for skills training in the rural areas. The original concept as developed by van Rensburg, was that a brigade should provide training for primary school leavers in conjunction with production work which would pay for the cost of training. The brigades received Swedish support in numerous ways during the 1970s, including support to establish and staff BRIDEC, the Brigades Development Centre.

Agrell et al. claim in the 1974-80 SIDA education sector evaluation that:

The brigades have been the most important contributor to skill training in Botswana during the 1970s and have been the more efficient part of Swedish assistance to vocational training, during this period.

Nevertheless, many brigades centres have in fact experienced great difficulties relating to their financial situation, management capabilities, and quality of training.

A committee was asked to look into their structure, management, earnings, training activities and possible Government and donor assistance. A policy statement "Towards a New Relationship between Brigades and Government" was issued in 1981. The brigades are autonomous in many respects, and are governed by boards of trustees. But under the new policy, the Government has assumed greater responsibility for supporting the brigades, with a Director of Brigades coordinating brigade activity who is directly responsible to the Permanent Secretary in the Ministry of Education. The Government's annual subsidy was raised from P400 to P1000 per trainee. In 1986 it is P1300.

The scale of brigade enrolment is shown in Appendix 8. The number of trainees dropped by about 1/3 from 1978 to 1980 - indicative of the kind of difficulties noted above. It then remained fairly stable until 1984. It has risen again since 1984. In 1986, there were 847 trainees. As of 1985, there were 23 brigade centres. Some of these were centres with 'production brigades' which have as their objectives income generating activity and meeting local needs through their production. Thirteen brigade centres included 'training brigades' in that they were entering trainees for trade tests. A total of 201 trainees were entered for tests, in nearly all cases for grade C (the lowest grade of trade test).

In the country as a whole, nine different trades are covered by brigades training, but as of 1985, 45% of trade test entries were in bricklaying, and 23% in carpentry. The pass rate was 60% or 121 trainees completing successfully - an average of only 9 per training brigades centre. Thus, it should be recognised that, in both quantitative and qualitative terms, the brigades have a low training output considering that they are in no way newly established institutions, and that they have benefitted greatly from external assistance, including assistance from Sweden.

The training brigades have a very favourable staffing ratio: about 8 trainees to 1 instructor, according to the 1985 Education Statistics. About 25% of the instructors are expatriates, normally paid through a volunteer programme. According to 1984/85 estimates (Table 1) which presumably exclude salaries paid by donor agencies for expatriate staff, the unit recurrent expenditure in a training brigade would be about 6 times that of primary school, about 36% higher than in secondary schools, and about 1/3 of that in the Polytechnic.

The drop-out rate after the first year of training is said to be about 11%. Some trainees leave because they find employment. In general, though the training in some brigades is of poor quality, a study in 1976 by Ron Kukler showed that the graduates had no great problem in finding work in their trade. A similar conclusion was reached in another tracer study in 1979 conducted by the Central

Statistics Office. More recent research is lacking. But we were consistently told that trainees who pass the trade test can get jobs in their trade without much difficulty.

The brigades have to turn away the great majority of applicants, and can only cater for a very small minority of Standard 7 leavers. Most Standard 7 leavers are girls. Nearly all the trainees are boys. As far as we know, no special effort is made to recruit and cater for disabled trainees. In 1984 there were about 28,000 pupils in Standard 7 of the primary schools. For comparison, the 1985 intake in all vocational courses, in training brigades and in other institutions taking primary school leavers, was only 741 (or 2.6%) (Education Statistics, 1985).

Throughout the 1982-85 period the Brigades Development Centre (BRIDEC) received some Swedish technical assistance, but it was quite inactive. There was during 1984-85 a general recruitment freeze in the Botswana public sector, which also meant that vacancies were not being filled at BRIDEC. In July 1985, the situation began to improve. Vacant key posts are now being filled or have been filled, so that BRIDEC is now nearly fully staffed. SIDA is actively supporting this revitalisation of BRIDEC. It is providing new technical assistance for the post of Director Brigades in the Ministry of Education, and adviser position to the principal at BRIDEC, and other senior positions at BRIDEC. All brigade trades have now been covered by curriculum guides prepared by BRIDEC. Courses are being run for brigades instructors and managers. Impressions from the two brigades we visited is that BRIDEC is now reaching out to the brigades and providing valuable training and other assistance.

In spite of their weaknesses, the training brigades exist as valuable training infrastructure in rural areas in a labour market where persons with vocational skills are in short supply. Whilst there has been little or no improvement in terms of quality or quantity of training from the brigades during 1980-86, it remains important to make better use of this training infrastructure. The revitalisation of BRIDEC since 1985, and recent increase in brigades enrolment, are encouraging developments for these institutions which are in need of improved effectiveness, efficiency, and greater scale of operation.

3. Other Developments

In order to meet the need for skilled craftsmen and raise the standard of craftsmanship, the Apprenticeship and Industrial Training Act was passed in 1983. Under this Act, the Industrial Training and Trade Centre (ITTC) has been established and strengthened and four Vocational Training Centres (VTCs) are being established.

SIDA was approached for assistance to the VTCs and the ITTC but declined. It is noteworthy that SIDA decided not to involve itself in a leading donor role in the urban/modern sector training,

intermediate between the brigades and the Polytechnic, though this area has a high priority under National Development Plan VI and would seemingly also accord with SIDA's general interest in vocational training. It may be difficult to retrace events and accurately portray the reasons why the Government of Botswana thought it had a well-prepared case and why it would interest SIDA, and also the reasons why SIDA declined.

We have the impression the two parties disagreed about how far the VTCs at the time were being adequately planned. In SIDA, there was concern that confusion would result from involving technical assistance from a number of countries with different training systems, during the development phase of the VTCs. (Cfr. our own discussion in Part Two, Section I, on the case for in-depth involvement in institution-building projects and the dilemma which such donor-enclaves at the same time may pose for Botswana.) Another issue of disagreement at the time was the place of the brigades in the new training system. There is also the general reluctance of SIDA to finance the development of training which would cater for the manpower needs of South African based companies - though we are told that for SIDA this general concern was waived in this particular case and that it was not the reason why agreement could not be reached.

From Botswana's point of view, it would seem important to develop the training which would help localise staffing of e.g., the mining companies which are so crucially important for Botswana's economic growth and foreign exchange earnings. SIDA is however faced with a dilemma: should it as an outside donor, through involvement in modern sector training, directly engage with extensions of the South African economy? Botswana has no similar choice in that its modern sector economy is deeply 'engaged with' and dependent on the South African economy. Modern sector training seeking to involve employers and to meet their manpower requirements will inevitably reflect this fact, also when the aim is for Botswana to achieve greater economic independence.

The Apprentices and Industrial Training Act, and planning work conducted by the ITTC under that Act, will affect the brigades. Under the new system, the intent is to establish a National Crafts Certificate as a qualification that will at least be equivalent to the present A Level trade test (the highest grade). Training will occur in approved institutions following a training programme specified by the ITTC; and in apprenticeships with approved employers. The new Vocational Training Centres (VTCs) will not provide fully school-based training, but rather be part of a programme in which apprenticeships play an important role. Companies may also seek approval to establish their own training units in conjunction with apprenticeship schemes.

The brigades will offer training at the first and second level in a system of three levels of training prior to a final test for the National Craft Certificate. Under the scheme, the brigades will in

part become feeder institutions for the VTCs. Even if trainees do not continue to VTCs, the brigades will in any event need to meet the requirements laid down by the ITTC so that brigades training can become part of the new system. The intent is clearly to raise the standards of training at all levels, by imposing more exacting requirements on training institutions. It is clear that most brigades need to improve the quality of their training, even to meet the requirements of the 'old' grade C trades test. They will need a great deal of assistance from BRIDEC to cope with the new requirements. The greater demands on training provisions - more specification of the range of tools, equipments, and tasks which must be part of a programme in an approved institution - are likely to make it harder to combine production and training in the same brigade. It is therefore likely to add to the trend for brigades to separate into training brigades and production brigades.

It is evident that the new concept of vocational training has benefitted much from consideration of the German model, which stresses both the importance of apprenticeship and training in depth.

It is also evident that both the location and output of the new system of training will be oriented towards the urban/modern industrial sector. Whilst this accords with the need to meet manpower shortages in that sector, the requirements faced by institutions or employers wishing to be part of the scheme will be especially hard to meet by institutions and firms of small scale. The qualification of the intended output (National Craft Certificate), which training at lower levels is to point towards, is at a level of skill which may be too costly for small-scale employers. It seems uncertain - as of autumn 1986 - whether certificates of qualification at lower levels of skills will be retained in the long run.

Training systems which are heavily employment-based have several advantages, notably less public expense and better match with 'real work situations' and their technology. A disadvantage tends to be narrowness of skills training when such training is related to on-going production of a stable and specialised kind. To prevent undue narrowness, governments require employers to provide training of specified breadth. Larger firms are usually better able to meet such requirements. But the necessary arrangements still constitute extra cost for the company. For apprenticeship schemes to be attractive to companies, these costs need to be offset by incentives. The labour provided by the apprentice is one such incentive. But the main incentive for employers is that apprenticeships provide the company with a pool of potential employees, from which it can make a well-informed selection, and whom it can train to meet the scale of its own recruitment requirements. The interest among employers in taking on apprentices therefore depends crucially on their own recruitment needs. These depend on expected growth. The viability of the training system now being developed in Botswana therefore depends on continued high rates of

growth in the modern sector. To the extent that it succeeds, it will ease the localisation of skilled craftsman jobs in that sector.

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During 1981-86, Swedish assistance has played but a modest role in developing formal educational institutions to meet Botswana's shortage of persons with vocational or technical training. Some technical assistance has continued throughout the period, to staff established on-going courses at the Botswana Polytechnic. But Sweden has played no part in supporting the new policy initiatives which are now being implemented in vocational/ technical education. SIDA has taken a continued interest in supporting the brigades. But only towards the end of the period, with the revitalisation of BRIDEC, is there any discernible impact of this support.

Sweden has however given very substantial support to staff development in a programme outside the education sector: Unified Local Government Service Training (ULGS). The ULGS project aims at strengthening the ability of the district councils to manage and develop their own resources, including manpower, through in-house, on-the-job and institutional training. ULGS project activities have included the development of training modules (since 1983) in Administration, Finance, and Technical Subjects to be used by Personnel & Training Officers. These modules have been produced in cooperation between ULGS district council staff and the Swedish National Institute for Civil Service Training and Development (SIPU). Up to October 1985 a total of 1,350 local government staff members have taken part in training under this programme. Swedish support to ULGS activities has been very substantial, and continues. SEK 21 Million is allocated for this project during 1987/88-1989/90.

VII. CULTURAL INSTITUTIONS

1. Aims

Cultural affairs departments are part of the Ministry of Home Affairs (MHA). There are departments of libraries, Archives and Records, Museums and Art Gallery, and Performing Arts. These departments share the aim of promoting national identity and cultural self-esteem through developing cultural self-awareness, by preserving, transmitting, and constructively guiding Botswana culture.

Swedish assistance to cultural institutions relates to SIDA's declared interest in supporting Botswana's independence. Independence has not only a political and economic side, it has also a cultural aspect. At the same time, institutions supported by Sweden have actively sought to reach out to a wider audience, in keeping with Botswana's and Sweden's shared concern with equity as an aim for development cooperation. Further, SIDA's support has in several respects related to areas of distinctive Swedish expertise, e.g, museums and archives.

2. National Museum

The museum started privately in 1966 and was established under Act of Parliament in 1967. It was taken over by government in 1976 and was placed under the Ministry of Home Affairs (MHA). In 1977 it took over the administration of the Monuments and Relics Act. In addition, the collection of plants was taken over by the Museum from the Ministry of Agriculture, forming the initial basis of the National Herbarium Collection. It includes an Archeology department as well as an art gallery.

In general, the Museum stresses its educational role and perceives all its activities as related to education. The Museum is open to the public throughout the year. It receives up to 40,000 school children annually. It has an active out-reach programme, the Mobile Museum, which was started in 1980. Between 1980 and 1984 the Mobile Museum had only one unit. In 1985 the second unit was added, raising the coverage to 50 schools per year. Since the third term of 1986 plans have been made to increase the number of schools to 30 per term per unit. The Museum is now expected to visit about 180 schools per year, if it succeeds in realising these plans. In the schools visited, the programme of the Mobile Museum is about Botswana's natural environment, history and culture - using i.a., slides, film, and display of artefacts. The Mobile Museum is also a contribution to non-formal education in that adults in the local community are invited to the programmes in the schools.

A variety of other educational programmes have been undertaken. There are weekly radio programmes. An archeology book for upper

primary and secondary schools is being printed. Since 1980, the museum has printed a quarterly journal.

The archeology department has been active. Eight major sites have been excavated, 12 have been tested, and 300 located. This programme has received Swedish support.

The Museum has an annual recurrent budget of P300,000. It has 48 posts, of which 26 are industrial class posts. There are 6 unfilled vacancies at senior professional level. Two vacancies at technician level are not filled. Manpower and financial ceilings imposed by the Ministry of Finance and Development Planning have been a constraint on the scope and pace of growth of the Museum's work, and on the possible scale of Swedish support for development expenditure.

SIDA has now committed funds for the year 1985/86 plus the balance from 1984/85, adding to SEK 5.5 Million. Swedish support includes four components: technical assistance, financial and consultancy support for construction of expanded facilities, cultural exchange and in-service training for staff. SIDA has also over the years supported the National Monuments programme of the museum's archeology department (Cf. Appendix 3).

We have without reservations the impression that the National Museum is an impressive cultural institution which makes good use of Swedish assistance

3. Libraries, Bookboxes for Schools, and Village Reading Rooms

The Botswana National Library Service (BNLS) started in 1968 with one library situated in Gaborone. By 1970 there were 4 libraries. The Government embarked upon a programme of establishing branch libraries. There are now 21 branch libraries distributed all over the country. Seventeen of these were built with Swedish support. Sweden has contributed SEK 8 Million to this programme. This money covers construction, furnishing and provision of initial stock of books for branch libraries. In order to extend the service beyond the vicinity of the libraries, there is a mobile library service operating from Gaborone, a postal loan service, and a book box service for rural primary schools.

A book box has normally about 100 different books. About 100 primary schools in eight districts take part in the book box scheme. Another facility is the school/community library where some village school libraries (Tutume and Letlhakane) are open for public use.

It is also planned that the BNLS and the Department of Non-formal Education (MoE) will undertake a joint programme of building village reading rooms supplied with photo-voltaic electricity, catering especially for the newly literate. A pilot project is underway. Twenty reading rooms are estimated to cost about P53,000.

The BNLS book purchase is constrained by financial ceilings. BNLS has now about 160,000 volumes in stock. We visited two branch libraries, and found few readers in Setswana. Professional staffing is also constrained by manpower ceilings. Further training of librarians is difficult because of lack of shadow posts which could keep work going while officers are on study leave. This is an area where technical assistance would be welcome, e.g., to assist with on-the-job training.

Our impression is that a main usage of branch libraries is as after-school reading rooms for school children. This is narrower than their intended contribution, but is nevertheless valuable as support for formal education for children who live within easy reach of a library. One could however argue that the literacy programme has greater need of a support system. In the two branch libraries we visited, we thought there was hardly any reading material that would be suitable for those who through the Literacy Project had attained literacy in Setswana. Further, the materials for newly literates produced by the Department of Non-formal Education were not much in evidence in these two libraries. We suspect there is a similar dearth of suitable reading materials for newly literates, throughout the library service.

Apart from availability of suitable materials, there is probably a cultural gap in other respects between library usage and the circumstances of the newly literates. As such, it might be unrealistic to expect library usage among newly literates to become quickly widespread in the newly established network of branch libraries. But even so, if such usage is to be attained at all, materials for newly literates must be made available in the libraries.

There is a case for continued Swedish support for more materials in Setswana geared at both the maturity and readership level of the newly literates. Indeed, there is a need for readings in Setswana at all levels, also for those with advanced education. Otherwise, there is the risk that Setswana as a written language will suffer from being thought fitting only for newly literates and primary school pupils.

VIII. DEVELOPMENT PRIORITIES AND THE PROFILE OF SWEDISH ASSISTANCE

The Swedish-supported programmes all accord with one or both of SIDA's priorities in aid to Botswana: support for equity policies and for enhanced independence in all its aspects. For a variety of reasons - some political, others practical, aid agencies tend to focus their contributions on selected needs in a country. But a nation state will naturally have a wider set of goals for its own activity and development. Such difference in range of goals need not imply conflict - so long as an aid agency's priorities are well within the scope of the country's own goals. Unless there is such overlap, and especially if the agency's goals should conflict directly with government priorities, 'development cooperation' would be intrusive on a country's sovereignty. Even if there is no direct conflict, but lack of shared genuine commitment to certain programmes, effective implementation is unlikely.

We argued in Chapter III, that in terms of declared general aims there is no conflict between Botswana's own priorities and those of Swedish priorities for development cooperation with Botswana. But lack of conflict as to general aims is not necessarily tantamount to fully shared priorities and judgements about the merits of individual projects and programmes. For example, though both parties are committed to equity, we suspect that SIDA is more interested in women as a specific target group for equity policies than what is true for the Government of Botswana.

Under National Development Plan V, the overlap in education sector goals between the two parties were more striking: emphasis on formal and non-formal basic education rooted in equity considerations. Botswana remains committed to equity goals in education. But as argued in Chapter II, NDP6 gives pride of place to secondary education and to technical/vocational education related to the modern sector, in order to meet demands for trained manpower and to accommodate the demand for secondary schooling which the great expansion of primary schooling has created. Conversely, Swedish support during the last five years has shifted towards greater concentration on primary education and non-formal education. General support for third country training (except when related to staff development in Swedish supported projects) have been phased out. So has support to secondary schools (See Appendix 3). In terms of volume of finance, Swedish assistance has become increasingly concentrated on primary school buildings and furniture.

Vocational and technical education has remained a declared priority for both parties. Under NDP6, it is even more so for the Government of Botswana. Yet Swedish contributions have been strikingly limited. Within the Education Sector Programme agreements, Sweden has provided no support for vocational and technical education during 1981-86 (Cf Appendix 3). There has been some activity under

Technical Assistance, e.g., to meet staffing needs in certain ongoing programmes at the Polytechnic. The type of vocational training which has been especially favoured by SIDA, the brigades, has since the late 1970s been beset with problems. It is only very recently, that Botswana - with Swedish assistance - has begun to tackle these problems in order to reverse the decline through the revitalisation of the Brigades Development Centre. SIDA has however chosen to distance itself from what is the present main policy thrust for vocational training: the development of the Vocational Training Centres. It is difficult to assess how far this was a case of conflicting goals between the two parties and other general considerations (See Chapter 6, Section 3), rather than differing judgements about adequacy of planning. In any event, Swedish-supported development of Botswana's vocational training capacity has not been much in evidence during 1981-86, except in the form of staff development that also includes technical skills for local government officials.

Through education sector support and technical assistance, Sweden has supported certain cultural institutions during the period: the National Archives, the National Museum, and the National Library Service. The two latter institutions have been pursuing outreach policies which accord with SIDA's strong equity concerns. But all three have an important part to play for cultural life. We agree that support for Botswana's independence should not be viewed in narrowly utilitarian terms, but should also include cultural and intellectual activity.

The SIDA evaluation 1974-80 (Agrell et. al) stressed the desirability of supporting quality improvement in basic education. Sweden has supported such efforts: the Teaching Aids Production Unit (TAPU) and book boxes distributed to primary schools through the library service. More recent examples are support for special education and the 1986 agreement to help revitalise educational broadcasting. TAPU's work has not been well coordinated, however, with other activity seeking to improve the quality of primary school - in curriculum development, teacher education, and the Primary Schools Improvement Project (PEIP).

In financial terms, Sweden's support to basic education has overwhelmingly been for buildings and school furniture, and to support the Literacy Project without any elements that are specifically quality improving. No doubt, for donor and recipient alike, quantitative expansion of established programmes is easier to administer than quality improvement. Quality improvement also requires willingness to adequately staff support institutions. This has implications for Botswana's long-term recurrent expenditure commitments, though positions in the short term may be filled through technical assistance. The Brigades Development Centre has until recently been adversely affected by a recruitment freeze. Inadequate staffing has also affected Sweden's support to primary school facilities and equipment - basic provisions without which quality improvement work will have limited effect.

Research and evaluation should play an important part in assessing the performance of projects and programmes with a view to improving their efficiency and effectiveness. The funds provided by SIDA for research and evaluation seem to have been used as short term contingencies. The stress in the last 5-year evaluation on the need for evaluation research does not accord with this usage. The time has now come for more attention to evaluation of educational projects and programmes, as noted in Part Two of this report under Ideas for Future Cooperation.

IX. THE MANAGEMENT OF DEVELOPMENT COOPERATION

The essence of sector support is support to the total effort made by a country within the sector. Development cooperation by means of sector agreement has the advantage of flexibility. At one extreme, it could - as it did in the early sector agreements during the 1970s - even leave the type of programme unspecified, thus amounting to an unconditional subsidy for a certain period and amount, to the development budget in the education sector. Later, the programmes to be supported became specified but not the amount for each programme. More recently, the amount reserved for each programme has become specified, as in the case of the 1985-88 Agreement. Thus, these Agreements have become more specific, but they are still a highly flexible form of aid from the point of view of the receiving Government, at the same time as it leaves much discretion to local SIDA officials during further informal local consultations about how the money should be used. It is a decentralised form of aid management.

All officers in the Botswana Government that we discussed this matter with greatly appreciated the flexibility of Swedish aid, and often pointed to how other agencies were too restrictive in their practices; e.g., specifying of blueprints and other details of implementation in loans for school buildings. We have the impression that the relationship between SIDA and the Ministries concerned is characterised by a spirit of genuine dialogue, which is greatly appreciated by both sides.

Tight bureaucratic controls from a donor agency tend to be justified as a means of ensuring that funds are properly spent and for the intended purpose. Conversely, loose controls tend to be found when those who control resources have confidence in the commitment and competence of those who implement an organisation's activity. We saw within the education sector no evidence of obvious waste of Swedish resources. Within the flexibility afforded by sector agreements, the projects seemed adequately justified with reference to the declared priorities for Swedish development cooperation. Our impression is that the flexibility of sector agreements has been justified in the case of Botswana. At the same time, Botswana's impressive record of economic development over the years has argued for a more focused form of Swedish assistance, rather than a general subsidy for the country's development budget in the education sector. The increased specificity of sector agreements agrees with this trend. Botswana has an efficient civil service. There is also a transparency about programmes and projects through personal networks and informal contacts, because it is a small scale society. These conditions favour a decentralised form of aid management. But such decentralisation might be ill suited for aid management in countries with inefficient public administration.

By their very nature, sector agreements lead to involvement in a wide range of programmes. One notes that SIDA has during the last five

years been supporting more than a dozen programmes or projects in the education area. Whether this is 'problematic' or not, depends on how far it is desirable or necessary for SIDA officials to keep up-to-date with developments within all these projects. New projects usually require more time and effort than those which are 'inherited' from earlier years.

We will in Part Two argue that SIDA should in the future give priority to projects relating to 'institution building or revitalisation', requiring training and technical assistance along with finance. The reason for this view is that we think Botswana should increasingly be able to meet its purely financial requirements for the further development of education, from its own revenue. If our view is accepted, there will be a need to ensure that Swedish assistance, within the sector agreement mode, will be sufficiently focused on a limited number of projects in order to make it possible to meet the administrative demands of such involvement in greater depth. Alternatively, DCO staffing would need to be expanded.

There are implementation problems in some programmes supported by SIDA. Thus, implementation of support for school facilities and equipment has been slowed down to some extent by insufficient planning and implementation capacity within the Ministry of Local Government and Lands and/or in the district council school administration. There is a need to strengthen planning and implementation capacity at district level in Botswana. SIDA is supporting such efforts, outside the education sector agreements. There is also a need to build closer links between the Ministry of Local Government and Lands, and the Ministry of Education, both at district and national level, to improve the efficiency of primary school construction and of services supplying school furniture and teaching materials.

The annual sector reviews play a key role in aid management through sector support. These reviews are intended to take stock of activity and achievements during the year, and to agree on what requires attention in the future, within the flexibility which ESP Agreements give. In order for projects to be properly assessed at these meetings, there is a need for well structured and sufficiently clear reports. It is the Ministry of Finance and Development Planning which collates the reports from the Ministries concerned, for presentation to SIDA. Action plans are also to be presented.

The amount of information in these reports has grown during the 1981-86 period, though there have been some weak spots as noted in the minutes from the review meetings. On the whole the documentation available at these reviews has especially in recent years been more substantial than what is typically available as a matter of annual routine in many other developing countries. This reflects favourably on public administration in Botswana. The small scale of the system also facilitates information about local project circumstances, for Government officials and local SIDA staff at these annual reviews.

This is especially important when gaps occur in the reporting. But the documentation is nonetheless presented in a rather unsifted form, which make ease of reference difficult.

Efficient monitoring of project or programme performance is of interest to both parties. The annual review occasions should therefore also be used to discuss how information systems can be further improved, and how routines can be supplemented with especially commissioned studies. We have identified a number of such needed evaluation studies which may merit discussion, in Part Two of this report.

PART TWO
IDEAS FUTURE
COOPERATION

PART TWO

IDEAS FOR FUTURE COOPERATION

I. GENERAL CONSIDERATIONS

Since Independence, Botswana has had a remarkably successful record of economic growth, at a rate greatly above that of the also fast-growing population. Yet there is economic vulnerability. The economy could suffer due to turmoil in South Africa. But the long term economic prospects seem good, and it is not self-evident that lack of financial resources would be the main problem (rather than transport facilities) if the country were facing severely impaired trade connections with and through South Africa. Although Botswana - like any other country - may prudently favour the mode of financing education which would be the least taxing on its own resources, it would seem that the country is in a good position to meet its need for capital expenditure on education, in the long term, without recourse to grants from technical cooperation agencies.

1. The Case for Deeper Involvement:

Institution building/revitalisation, quality improvement

The favourable economic trend should have implications for the kind of assistance offered by Sweden in the long run. There should be a phasing out of contributions of a purely financial kind to expansion of on-going programmes - whether recurrent expenditure (the literacy project) or development expenditures (building classrooms and providing furniture). Rather, SIDA should offer more assistance to projects requiring institution building or revitalisation. What we have in mind are projects including a 'package' of inter-related elements, e.g., buildings, equipment, staff development, materials development, and technical assistance when appropriate.

How soon should SIDA's projects move in this direction? This is hard to assess, but there is nothing novel in the argument above. It was also stressed in SIDA's previous evaluation of support to the education sector. The appropriate timing might also depend on how far Swedish policy for assisting Botswana in the event of an economic emergency should take the form of present contributions which indirectly enable Botswana to build up currency reserves, or the form of readiness to offer funds on short notice should an economic emergency occur. It is not for us to answer this question. But it is appropriate to point to the long term implications of Botswana's growth for the type of Swedish assistance which seems reasonable. High level discussions have in fact been conducted about the mix between different types of projects for Swedish aid in general; and we understand that Sweden does seek to put less resources into projects which require only financial assistance for capital development, and more resources than previously into projects which include 'soft-ware' components.

One also needs to ask: In future development cooperation between the two countries, what should be the relative importance of education as against other sectors in the total aid agreement - given Botswana's needs and SIDA's declared priorities of support for equity policies and increased political and economic independence. To answer that question also lies beyond our frame of reference, but one could advance the general proposition that within these priorities, special attention be given to projects requiring scarce expertise rather than merely finance.

The existing education sector projects are a mix of types. On the one hand, there is finance of such on-going large-scale programmes as primary school construction and the National Literacy Project. In the latter case it even includes recurrent expenditure. On the other hand, there is institution strengthening support to the National Museum, BRIDEC, educational broadcasting, and special education involving technical assistance and training along with finance of facilities and aiming at quality improvement more directly.

It is of course recognised that without adequate physical facilities, attempts to improve the quality of teaching and learning are made difficult. Indeed, an empirical study by T S Mwanwenda and B B Mwanwenda which is forthcoming in the journal *Comparative Education* concludes that inadequate physical facilities in Botswana primary schools do have a deleterious effect on pupils' learning.

For SIDA, it is administratively more demanding to have projects with 'software' components aiming to strengthen existing institutions or develop new ones. To simply offer finance of ongoing programmes is the type of aid disbursement which requires least work of SIDA and which probably also are least administratively taxing for the Government of Botswana. It is likely that within sector agreement budgets there is a tendency to 'fill up' the agreed overall scale of assistance with purely financial assistance to ongoing programmes or to new programmes which have been planned without any contributions from SIDA in the form of expertise or other 'software'.

Quality improvement or institution-building activity is expertise intensive rather than finance intensive, on both sides in development cooperation. It was recommended in SIDA's 1975-80 evaluation to give more emphasis to quality improvement. In terms of willingness and time such support has perhaps remained the first priority, but in financial terms support to physical infrastructure and mere quantitative expansion of provisions has dominated, as shown in Appendix 3. Evidently, a shift to 'quality improvement' is hard to effect, in financial terms. In addition to the fact that such activity is more administratively taxing on both sides, it may also be that Botswana has chosen to look elsewhere for such quality improvement assistance. This appears to have been the case in teacher education and primary education (apart from TAPU).

SIDA is at the moment supporting more than a dozen programmes or projects in the education sector. DCO staffing appears to be

overstretched. New projects are typically administratively more demanding than continued support to on-going activity. To facilitate a shift towards 'quality improvement' projects, more staff is needed at SIDA's DCO office. The range of such projects which SIDA in the future should have, will and should be constrained by how far DCO staffing covering education can be expanded.

Quality improvement projects require open dialogue and mutual respect between the development cooperation parties. It is our impression that such genuine dialogue exists between SIDA and the Ministries concerned in Botswana. Within the donor agency, quality improvement projects may also in certain respects require a decentralised form of aid management, giving DCO and other field staff considerable autonomy to respond to situational contingencies during project implementation. Sector Agreements seem to be a form of aid management which can accommodate this requirement in that they provide ample scope for local decision making, though a focus of efforts on in-depth involvement in a limited number of projects is rather different from the concept that sector agreements should be a mechanism for support to a country's total effort within the education sector.

Paradoxically, quality improvement projects are in some other respects also 'centralising' in their consequences in that they tend to generate more work, involvement, and flow of information at SIDA Stockholm, in respect of recruitment and on-going contact with field staff. In short, such projects generate more involvement of SIDA staff at both local and headquarters level.

SIDA should be willing to give assistance in depth in quality improvement projects. There should be a long-term commitment so that unforeseen problems can be overcome. There should be a strong emphasis on training for localisation and a readiness to provide extra resources and time if it is clear that planned phasing-out of assistance is premature. SIDA should be open to resumed assistance when it has played a key institution building role, if new needs arise (in cases such as the National Archives). It again appears that Sector Agreements are an appropriately flexible form of aid management in order to deal with such contingencies.

In terms of these considerations, SIDA should be in a good position to involve itself further, if requested, in quality improvement in Botswana's education.

From Botswana's point of view, the question is likely to be: In what areas is Sweden, rather than other countries, the right source of expertise in 'quality improvement' and institution building? Whilst SIDA's offers of support must relate to activity included within Botswana's National Development Plans, Botswana's requests to SIDA will within the scope of these Plans be governed by a combined consideration of Swedish expertise and what SIDA is likely to support. Sweden has special strengths in the areas of special education, educational broadcasting, museums and archives,

vocational training, educational research, and long experience in developing its own basic education with a strong commitment to equity with respect to social and geographical origin and gender. These are all areas of importance to Botswana. Each of them accords well with at least one of SIDA's two declared aims: equity and independence. These areas are already included, with varying emphasis, in past and present Agreements. We have the impression that Botswana will continue to need assistance in these areas.

These are all general areas however. How far should cooperation between the two parties be confined to specific projects which are already underway and how far should new projects be initiated? For example, within vocational training, should SIDA offer support to the Vocational Training Centres? Should it within basic education offer support to meet the great need for expanded in-service and initial teacher education? Both of these possibilities are examples of activity already receiving substantial finance and technical assistance from other agencies.

As a general rule, it seems prudent for SIDA to focus its support on quality improvement in some depth, within a limited range of projects, rather than offering technical support to a wide range of projects in many of which it would only be tangentially involved. These considerations apply in particular to projects which are new to Botswana, not only to SIDA's DCO. Quality improvement projects in education are complex and require close coordination among such aspects as development of organisational structure and links with clientele and 'consumers', staff development, new curricula, materials, equipment, and facilities. In-depth involvement is needed to achieve such needed coordination in new projects. There is therefore a case for SIDA to concentrate its involvement either on particular institutions or more ambitiously on meeting specific needs served by several institutions. Within vocational education, support for the brigades would be an example of the former. An example of the latter could be special education, where SIDA's involvement in the form of technical assistance to the Ministry and in teacher education may usefully be extended to also include assistance for special education schools and for developing support services in the planned district education centres (resource and in-service centres).

Botswana's needs for technical assistance are not limited to those associated with 'quality improvement' or institution building/revitalisation. Such needs also persist in established institutions in order to assure their continued adequate operation. Here the case for 'in-depth involvement' does not apply. SIDA should continue to assist with such staffing in response to requests, in areas of Swedish strength and relating to SIDA's priorities. One example would be the Botswana Polytechnic. It would seem however, that in terms of SIDA's administrative capacity, such more peripheral involvement should have lower priority than quality improvement projects involving SIDA in greater depth.

2. Dilemmas and Differences of Perception

Whilst in-depth involvement should seem attractive from SIDA's point of view without other qualifications than that of management capacity and expertise, it poses a dilemma for Botswana. In a given project or programme, involvement in-depth of a single agency may ease implementation and be administratively easier to deal with by the Government of Botswana. But there is the risk that such better coordination within a project is achieved at the expense of inappropriate implantation of a foreign (in this case: Swedish) model in the project concerned. The result would then be a patchwork of enclaves in the education system, each reflecting the home models of the agency involved. Botswana staff trained as part of such projects may themselves become exponents of the 'educational culture' associated with the imported model.

There is no simple answer to this dilemma. But it is also in accord with SIDA's declared support for 'independence' to eschew a self-confident assertion of a 'Swedish' approach. Striving for a genuine dialogue so that development cooperation becomes more than just a euphemism for 'aid' is important. Above all, it is important that the Ministries concerned formulate clearly their policy for the programmes receiving foreign aid. A related need is localisation of those high level posts in the government bureaucracy which play a key role in proposing this policy. Otherwise, policy itself can become unduly influenced by the same - or by competing - foreign models, without sufficient coordination and accord with Botswana aspirations and reality.

Local evaluation research has also a role to play in providing critique of aid projects. In its support for evaluation research, SIDA should actively seek to involve Botswana researchers. SIDA should support educational research in Botswana with a wider vision than merely that of assessing implementation of projects. It should be seen as long term support for Botswana's intellectual independence as applied to critique of education, including critique of the donor agencies influence.

SIDA is also faced with a dilemma. On the one hand, it wishes to support Botswana's efforts to become less economically dependent on South Africa. On the other hand, the fact remains that Botswana is highly dependent on the South African economy; and in order to support greater independence in the long term, it may be necessary to engage with that part of the economy which is so strongly dependent: the modern sector. This dilemma applies above all to vocational and technical education. SIDA declined the request for support to the vocational training centres which are intended to work closely with the larger firms in the modern sector. It can be argued that the task of assisting the more rurally orientated brigades is sufficient for SIDA, that the request for support to the centres was an example of insufficiently deep involvement in institution building, and that other sources of aid have in any case now been arranged. But at the same time it is true that these centres are assigned an important role in making Botswana more independent with skilled craftsmen and

technicians although South-African based companies would also inevitably benefit their work. The reality of economic dependence is recognised. But how far is it appropriate for SIDA to be guided by its own interpretation of what the proper response is to that reality, if its interpretation were to differ from the judgement made by Botswana's own policy-makers and officials? Our suspicion is that Botswana officials on occasion find SIDA representatives to be unrealistically purist in their concern to 'not engage' with South African industry and its products.

Another area of possibly differing perception is how far it is appropriate to single women out as a special target group in development cooperation. For SIDA, this is a priority item internationally, reflecting SIDA's general emphasis on equity, the political strength of feminism in Sweden, and the fact that in nearly all developing countries women and girls are disadvantaged at all levels of the education system. Thus, for SIDA it is very much a 'home country' priority for development aid in general.

Botswana is however internationally exceptional as far as the representation of girls and women within the formal education system is concerned. Women are reasonably well represented in higher education, and girls are over-represented in primary and secondary education. This is a laudable condition - whether seen as an 'achievement' or as a result of incompatibility between the demands of schooling, on the one hand, and the prospects of boys for work in the mines or their involvement in the cattle economy, on the other. Women are also sufficiently in evidence in the civil service for Botswana officials to see 'women's rights' as a non-issue as far as the education system is concerned, in spite of SIDA's keenness to support programmes in this area.

However, it is also true that a high proportion of poor households are headed by women who in addition to caring for their children, must find a source of livelihood without the help of a husband. The question is through what mechanisms can such women be reached and how far do their problems have remedies through non-formal education programmes? It appears that earlier attempts to work through voluntary organisations in order to support income-generating activities have not been successful. SIDA's present generous support for the Women's Affairs Unit in the Ministry of Home Affairs is another attempt. In the Evaluation Part of this report (Part One), we give reasons why we doubt the effectiveness of this unit, given its dependence on other agencies for implementations, and the diffuseness of its task as compared with its expertise. We think programmes must be implemented by the agencies involved in their planning, and that existing channels for non-formal education should be used.

At present, 'women as a target group' is an issue where SIDA's keenness to support appears stronger than the need for special activity as perceived by Botswana officials. In this situation it is absolutely essential that any implementing agency involved in any future SIDA-supported non-formal education programme earmarked for women, have a real commitment to project goals, otherwise resources are likely to be wasted.

II. WHAT SHOULD SIDA SUPPORT?

If SIDA pursues a policy of in-depth support for quality improvement, there is a case for concentrating contributions in a limited range of projects or programmes and to seek to complement the involvement of other agencies, rather than overlapping with them. During 1981-86, SIDA withdrew from support to secondary education and from general support to third country training. Although these areas are of great importance to Botswana, we think the withdrawal was a correct decision and that future support should be concentrated within the still wide areas of basic education (primary and non-formal), vocational education, and national cultural institutions and other activity that supports national culture and identity. In addition, there is a case for making SIDA's support to research and evaluation more inclusive of in-depth evaluation research on questions of importance for the Ministry of Education.

In proposing new areas of cooperation and commenting on the appropriateness of continued support to existing SIDA projects - as shown below - the intention is to delineate a pool of prospective activity, from which a more restrictive selection might be made, depending on Botswana's preferences for SIDA involvement and SIDA's own administrative and financial constraints.

1. Ideas For New Projects

A. Children Who Are Not in School

There is a need to find out who and where these children are and to prepare a plan for how best to reach them. It is loosely estimated that some 15% of school-aged children are not attending. This may well be a group with varied characteristics. A thorough survey is needed to help plan measures in order to make basic education truly universal. SIDA should support such a survey and a more focused attempt to reach such children. Different approaches may be required depending on where these children live, and on their home circumstances and culture. Low school attendance is not unique to remote areas. Thus, in Part One. VI. 1. A, where we discuss the issue of Access to primary education, we refer to findings suggesting that attendance rates may be relatively low in some towns as well. Thus, SIDA should not limit its interest to rural children.

One needs no survey, however, to assert that especially Basarwa children have low attendance rates. Though Swedish expertise may be limited in this area, SIDA should be willing to support in depth innovative provisions for these target groups in school and by non-formal means, and drawing on experience in other countries.

To make primary education truly universal and to also reach children of nomadic groups with provisions which show respect for their

culture, is internationally an important problem. The relatively small scale of such target populations in Botswana, and the country's impressive strides in education, should make Botswana more able than others to develop effective programmes in this difficult area. Attempts to develop such programmes, with Swedish support, could provide valuable lessons also for other countries and could therefore usefully be evaluated with this in mind.

B. Evaluation Research

So far, SIDA's allocation for research and evaluation has been used as a contingency fund for short-term activity. SIDA and the Ministry of Education should now consider how best to support research on those problems and issues in Botswana education which merit study in depth. During our limited survey in this report we have identified a wide range of research needs. These are intended as illustrations of possible needs, not as an exhaustive list (which would also include evaluation of programmes not supported by SIDA):

- A survey of school-aged children who are not in school
- The role which educational broadcasting, when developed more, in fact plays in teaching situations
- Further work on identification of children with special needs
- Skill usage and labour market destination among former brigades trainees
- The usage in schools of teaching aids and materials distributed by The Teaching Aids Production Unit (TAPU)
- The condition of Setswana in schools and in the wider society
- Monitoring quality in primary schools and examining the impact of improvement efforts
- Inequalities in educational achievement and school enrolment among children from different social, cultural, and geographical backgrounds
- The appropriateness of teaching materials. e.g., Setswana texts as second language materials, the level of difficulty in English medium materials as compared with children's comprehension

SIDA should increase its support to applied educational research and support the development of evaluation research expertise in Botswana. Consultations about the best mechanisms for stimulating such research could include the Ministry of Education, Office of the President, The Botswana Educational Research Association (BERA), and the National Institute of Research and Documentation.

C. Production of Setswana Materials

This question is also discussed under the separate headings of Teaching Aids Production Unit, Museums and Libraries, and the National Literacy Project. But it deserves high-lighting as a general priority on its own. Development of Setswana has two aspects: (a) general language and cultural development (c) functional level/development for projects which depend on communication in Setswana.

There are two major problems: scarcity and appropriateness of materials. Several SIDA-supported programmes face both of these problems. Under the Teaching Aids Production Unit (TAPU) we recommend that Setswana materials production be based on careful consideration of

- (a) the relevance of the material to the school curriculum
- (b) the level of readership - both content and language level
- (c) the specific needs of different readers, e.g., slow and fast learners, Setswana and non-Setswana speakers.

We realise that close cooperation is needed between TAPU and the Curriculum Development & Evaluation Department in defining the level and type of materials which is needed in order to complement what is commercially available, and to ensure that the materials are distributed to their respective target groups.

Shortage of Setswana materials is likely to reduce the impact of programmes with rural outreach or extension services, e.g., the National Museum, The National Literacy Project, the village reading rooms project, and the intended non-formal education work of the Women's Affairs Unit. We strongly recommend that high priority be given to Setswana materials development for all these programmes. Close cooperation with the school system is needed in order to develop and build into the teaching, terminology which is not now part of Setswana as used in everyday life. SIDA should offer strong support to any such initiatives.

The National Museum, in particular, stresses the educational aim of developing cultural awareness and national identity. It therefore ought to play a leading part in development of the national language, by developing terminology and using Setswana in its own publications and in the mobile museum programmes.

To encourage language development efforts accross, the programmes discussed, we recommend that Swedish support be offered to:

- (a) Research on the condition of Setswana in the schools and in the wider society
- (b) Setswana materials committees, which could be formed for the appropriate projects e.g., the village reading rooms, The National Literacy Project, also involving resource persons outside project staff
- (c) Writers' workshops and competitions

2. The Scope For Further Support to Existing Programmes

A. Educational Broadcasting

To strengthen this service with special (but not exclusive) reference to primary and non-formal education agrees well both with equity considerations and the need for quality improvement of teaching. According to a recent agreement, Swedish support to the service will go beyond facilities and equipment to also include technical assistance and staff development. Above all, this unit needs good management and good producers. Otherwise its potential for enriching primary education will not be realised - let alone programmes for non-formal education, secondary schools and teacher education. The unit needs to be better staffed in terms of both competence and scale of staffing. Adequate career opportunities for promotion within the unit must be provided to prevent loss of competent staff.

The unit now needs to be revitalised. In the expected new facilities, the schools broadcasting service and the broadcasting work of the Department of non-formal education need to become more closely integrated. Non-formal programmes need to be for non-formal education, not about non-formal education as now appears to be the emphasis. After the unit has been revitalised and new programmes are coming on the air with support materials, there is a need for a thorough evaluation of the role that these programmes and support materials in fact play in the teaching situations. SIDA should provide long-term support for all these measures.

B. Vocational Training

Whilst SIDA could continue to offer 'peripheral' technical assistance to help meet the shortage of teachers in the Polytechnic and respond to similar requests for the new vocational training centres without further involvement, its first priority should remain the demanding task of revitalising training in the brigades, using the Brigades Development Centre (BRIDEC) as the main channel for this support.

The brigades, for all their weaknesses, are valuable infrastructure in rural areas for training in a labour market where skilled manpower remains scarce. But many brigades now offer training of poor quality and need better management. To overcome these difficulties and to also measure up to the new requirements under the Apprenticeship and Industrial Training Act, the brigades need support in depth. Such support agrees well both with equity considerations and with the promotion of Botswana's economic independence.

When BRIDEC has adequately revitalised its training function, one should consider how the support for the brigades could be deepened. It should help both training and production brigades plan for their future. One should examine the need for equipment (especially for new brigades) and for repair and maintenance of equipment. Another

possibility is support for the National Brigades Coordinating Council. In the long run, the support system which BRIDEC can provide will be better utilised if it can include a larger number of brigades. There is no shortage of applicants to the brigades. Their combined enrolment is very low compared with the number of school leavers in search of training opportunity, and the impression is that a 'high proportion' of brigades trainees find work within their speciality. BRIDEC should therefore explore how new brigades centres can be encouraged to start, and in particular examine how it can help identify and train managers for new brigades.

For all vocational training institutions it is important to know whether and how the training provided is subsequently put to use, and how the relevance of the training in this respect can be improved. SIDA should support a thorough evaluation with respect to brigades trainees. BRIDEC should consider how a system could be developed for monitoring on a more regular basis the labour market destinations of trainees. It should also consider how brigade centres - though their ethos of independence is recognised - could be induced to mount training which enrolls more females.

C. Special Education

In addition to its present involvement in technical assistance to the Ministry and to teacher training, SIDA should offer help to the Central Resource Centre for special education and to special education services of the district education centres which are being established. For example, special education needs a lot support concerning different kinds of equipment and specific aids. Links could be established with educational broadcasting to explore how this service can also help children with special needs.

Botswana's policy - formulated with Swedish assistance - is to provide as far as possible within ordinary schools for children with special needs. The emphasis has been on doing this through inclusion of special education in the teacher education curriculum, and on conducting surveys to identify children with special needs. It should be recognised that it will take time for these measures to have much effect in the schools, and that even when they do, they are unlikely to be sufficient. It should be recalled that at present about 30% of primary teachers are not trained at all - let alone trained in special education. Even when eventually school staffs will include teachers with some training in special education, schools will need support services, in particular from district education centres. It should also be recognised that there are children whose special needs are unlikely to be catered for in ordinary schools and who do need to attend special institutions, for short or long periods. The capacity of such special institutions as compared with needs should be assessed, and support should be offered to expansion and quality improvement in them on the basis of such needs assessment.

D. Museums and Libraries

The National Museum is an impressive cultural institution with an active outreach programme (mobile museum) which enriches education in rural primary schools, promoting both cultural identity or pride and equity values. It also carries out research into Botswana's history and pre-history (the National Monuments programme) which is closely related to its contribution to education and awareness of national culture, history and physical environment. An area in which we think the Museum could usefully take more initiative, especially in connection with its mobile museum programme, is development and use of Setswana. Its needs for staff development, adequate facilities, and further development of outreach activity should all be strongly supported by SIDA. Its links with Swedish institutions are well established. Sweden has valuable expertise to offer for the Museum's staff development, that can be made available through cultural exchange programmes which also benefit Sweden by spreading information about Botswana through Swedish museums.

The efforts of the National Library Service to make its facilities geographically more widely available through branch libraries, book boxes for schools, and village reading rooms is another area where continued support should be offered. SIDA should be willing to fund such evaluations as may be required to assess the effectiveness of these outreach activities in order to guide planning.

Trained cadre for such key cultural institutions are both few and scarce. These institutions are therefore especially vulnerable when persons in greatly needed but rare specialties retire or leave to take up other employment. SIDA should therefore be prepared to provide long-term follow-up to deal with training, staffing and equipment needs in response to contingencies arising. Such readiness should include the National Archives which has been assisted by SIDA in the past, as well as the present support to libraries and the work of the National Museum.

E. National Literacy Project

Adult literacy should remain an area of high priority for Swedish assistance, though the project faces a number of implementation difficulties (Cf. Appendix 7). It is clear that very unrealistic enrolment targets were set initially. It also appears from the recent evaluation project of the NLP that there is probably a loss of literacy in the years after a participant has completed the five-primer course. It is also clear that most participants would want an opportunity to learn English as well as Setswana, and that they perceive English to be valuable in the quest for jobs. On the basis of the recent evaluation, SIDA should offer support to improve project effectiveness and to monitor its performance more carefully on a regular basis, e.g. by means of reading and writing tests. Other support could include staff development, technical assistance and for writers' workshops to develop more literacy materials. The

present joint pilot project between the library service and the Department of Non-formal Education to build and equip village reading rooms is an attractive innovation which may well merit strong support, pending an evaluation of the pilot project. Such reading rooms are also likely to be valuable study facilities for school children in rural areas. One should also explore how links can be developed between achieving literacy outside the formal school system, and access to opportunity to study for the Primary School Leaving Certificate - though the 1986-87 evaluation does not indicate that many participants wish to return to formal schooling as established at present.

It should be recognised that there will be a long-term need for a literacy programme. What is recurrent expenditure in this programme should be clearly recognised as such. This part of the budget should not be funded by SIDA, but be covered by local funds - on line with recurrent expenditure in the schools. Staffing policy should also be based on a long-term commitment to literacy for both adults and school-aged children who are not in school.

F. Teaching Aids Production Unit

TAPU has taken on numerous roles in addition to the original concept of producing prototypes. It now makes teaching aid kits which teachers learn to assemble and use during in-service workshops. It is far from obvious that using scarce workshop time to assemble kits makes teachers more likely to put these aids to good use in their classroom. An evaluation of the impact of TAPU materials in schools needs to be undertaken. It is not yet clear how teaching aids for the expanded community junior secondary schools will be procured and distributed. TAPU's role in that effort needs to be clarified. In general, TAPU's system for distribution of teaching aids needs to be examined in the context of an overall plan for the distribution of teaching aids to all schools and associated in-service and pre-service courses for teachers - a plan which should define TAPU's distinctive role within that provision. Long-term support from SIDA to this aspect of TAPU's work can then be more properly assessed.

The other aspect of TAPU's work is creation and distribution of mainly supplementary readers in Setswana. This addresses a very important need. There is a need for teaching and learning materials in Setswana at all levels; and the role of TAPU should be to complement material which is available commercially and should take account of the different needs which Setswana speakers and non-Setswana speaking children have. TAPU's future work in this area should involve Setswana curriculum development officers more directly in the planning of such material.

In general, we have the impression that TAPU is not adequately related to other efforts intended to improve the quality of primary education, such as the Primary Education Improvement Project (PEIP), the In-service Department of the Ministry of Education, and other

media resource centres such as the Educational Resource Centre at the University, and the resource centre at Molepolole College of Education. The future in-service education role of district education centres is also part of this larger effort relating to the use of teaching materials and aids. Clarity of definition of the role of TAPU, a sharper focus and better links with other institutions may be necessary to maximise its impact. Long-term support from SIDA should be conditional on such clarification.

G. Women's Affairs Unit

At the moment the impact of the unit on Women's Affairs is not very great. However, the Unit has in the current Sector Agreement funds which could be used to define its role clearly. We doubt the realism of the new concept that the Unit is to contract other Ministries to undertake implementation of projects which are to be identified and monitored by the Unit. Laketch Dirasse in a 1986 consultancy report on training programmes for women in the informal economic sector also expressed doubts about the effectiveness of such an organisational structure, and that "the nature of bureaucracies, particularly when many ministries with different priorities are involved, does not bode well for efficient implementation of action..."(p 44). She recommends that government needs to address the status of the Women's Affairs Unit at policy level, and that the Unit would stand a better chance of effective programme implementation if it is subsumed under the Ministry of Finance and Development Planning.

We would agree that the programmes singling out women as a special target group, require a strong political commitment behind them, if this priority is to be taken seriously by implementing government agencies. Commitment from a donor agency will not suffice. However we suspect that non-formal education programmes designed to serve the needs of women can best be planned within units with implementing responsibility and special expertise in the type of programme concerned (e.g., health, agriculture, nutrition, and literacy). One needs to consider how adequately the Unit is staffed - or could be staffed - to assess women's needs and identify projects over the wide range of topics which now seem to be covered by its interests.

On the other hand, it is evident that there is a distinct group of women in Botswana in great need of support, also through education: single-parent heads of households living in poverty. SIDA should maintain a strong willingness to assist this target group and support the search for effective mechanisms to render assistance.

H. Primary School Classrooms and Furniture.

In the long run these programmes should be phased out as SIDA-supported activity. The question of timescale needs to be determined with reference to the case for ceasing to offer purely financial support, as discussed earlier in this report. This is not

an easy recommendation to make, for in the short run we note that there is a pressing and apparently worsening shortage of primary school classrooms due to low targets of construction under National Development Plan VI (1985-91). Negotiations should be undertaken to see if these targets can be raised to ensure that SIDA is not party to a plan which implies that - in spite of SIDA's support - conditions are not improving. In the meantime, SIDA should continue to offer support in order to strengthen the planning and implementing capacity at district and Ministry level.

APPENDIX 1

TERMS OF REFERENCE

PAST ACHIEVEMENTS AND FUTURE NEEDS OF SWEDISH
ASSISTANCE IN THE FIELD OF EDUCATION IN BOTSWANA

1. BACKGROUND

The first sectoral agreement in the field of education between Botswana and Sweden was signed in 1974. The current agreement (Education Sector Support VII) covers the Swedish financial years 1985/86-1987/88. Swedish support to the education sector has mainly been confined to the primary school construction programme, primary furniture, third-country training, branch libraries, adult education and teaching aids production. In the current agreement funds have also been earmarked for support to the National Museum and Art Gallery, educational broadcasting, in-country training for women and special education.

The last comprehensive evaluation of the Swedish support to education in Botswana was carried out in 1981. The evaluation report was published by SIDA as Education Division Document No. 2: Education and Training in Botswana 1974-1980.

One of the main recommendations for future support was to give priority to the qualitative improvement of primary education. The other recommendations for future support concerned special efforts to make primary education available to less advantaged groups, provision of locally produced furniture for primary schools, education and training for rural development, evaluation and research, third country training.

It is envisaged that cooperation between Botswana and Sweden in the field of education will continue after the expiry of the present agreement, i.e. after July 1, 1988.

2. PURPOSE OF THE STUDY

In the Agreed Minutes from the annual consultations held in November, 1985, it was agreed that a study should be undertaken with the main purpose of summarizing achievements of projects and programmes which have received Swedish assistance during the period 1981-1986 and to produce a working paper as a basis for discussions between Botswana and Sweden concerning the future content of cooperation in the field of education.

3. SCOPE AND FOCUS OF THE STUDY

- 3.1 Evaluation: Summary of Achievement and Analysis of the Process of Implementation in the period 1981-1986.

The Evaluation Team shall summarize achievements in relation to targets and objectives of individual projects and programme also taking into account the overall development goals of Botswana and the objectives of Swedish assistances as stressed in the development cooperation with Botswana (equity and increased political and economic independence). Consideration should also be taken to the recommendation laid down in the 1982 evaluation report, Education and Training in Botswana 1974-1980 as well as particular education policy and strategy documents in Botswana (e.g. the Report of the National Commission on Education from 1977, etc). Essentially, however, the analysis should be made at project/programme level, and build on material readily available, such as project memorandum, consultancy reports from annual consultations between Sweden and Botswana.

The study should also include an evaluation of the process of implementation with a view of identifying bottlenecks on both sides, taking into account that the cooperation in the field of education has involved four ministries (Finance and Development Planning, Education, Home Affairs and Local Government and Lands) and SIDA. For this purpose, it is envisaged that interviews will be carried out with key officials who have been involved in the implementation process.

THE DISCUSSION PAPER

Taking into account Botswana's development goals as expressed in National Development Plan VI and other relevant national policy documents as well as the objectives of Swedish assistance to Botswana (laid down in the General Agreement on Development Cooperation, Agreement on Development Cooperation, Agreed Minutes of the Consultations on Development Cooperation and the Country Report) the Evaluation Team should discuss the relevance of the present content of the Swedish support and should identify key issues and areas to which Swedish assistance could be addressed in the future, rather than dealing with specific recommendations on individual projects.

The findings and recommendations should be presented in a separate paper containing a maximum of 15 pages.

4. METHODOLOGY

The evaluation study and the discussion paper on future cooperation should be undertaken by two independent consultants; one to be identified by Botswana and one to be identified by Sweden. The two consultants should work closely together in Botswana during the last three weeks in November, 1986. Preparations should be made by both consultants through an inventory of existing materials and through interviews during the first week in November.

SIDA'S Development Cooperation Office in Gaborone and the Planning Unit within the Ministry of Education will liaise to ensure that necessary services are provided to the Evaluation Team.

5. REPORTING

A first draft report in two parts, as indicated in 3.1 and 3.2 above, should be presented for comments to the relevant ministries in Botswana and to SIDA not later than November 30, 1986. A final version of the report should be submitted not later than January 15, 1987. The Evaluation Team consisting of the two independent consultants will jointly be responsible for the report.

A seminar in Botswana, in Connection with the forthcoming annual consultations of ESP VII (February 1987) to discuss the findings and recommendations laid down by the Evaluation Team is envisaged. The Swedish Consultant should be called to Botswana for this seminar.

APPENDIX 2

PERSONS CONTACTED AND INSTITUTIONS VISITED

1. Ministry of Education

Mr. J. Swartland	-	Deputy Permanent Secretary
Mr. E. Odotei	-	Principal Planning Officer
Mr. V.P. Sephuma	-	CEO Primary & Teacher Training
Mrs. N. Gaetsewe	-	Senior Planning Officer
Mr. D. Taylor	-	Senior Planning Officer
Mr. P. Jones	-	Chief Technical Education Officer
Mr. Axelsen	-	Director of Brigades
Mr. O. Bäckman	-	Senior Education Officer Sp. Ed.
Ms. F.M. Leburu	-	Senior Curriculum Dev. Officer Science
Mr. L. Hasley	-	Advisor In-Service

1a. Educational Broadcasting Unit

Mrs. M. Van-Vureen	-	Assistant Programme Producer
Mrs. Q. Pilane	-	Head of Unit
Mr. L.C. Thobega	-	Programme Producer
Mr. A. Munyadzwe	-	Programme Producer

2. Ministry of Local Government & Lands

Ms. G. Maakwe	-	Principal Administration Officer
Mr. E.R. Maritshane	-	Senior Education Officer
Mr. P. Knuedsen	-	Procurement Officer

3. Ministry of Finance & Development Planning

Mr. P. Esderts	-	Principal Planning Officer
Mr. G. Thipe	-	Principal Planning Officer
Ms. R. Thathedi	-	Desk Office MLGL
Mr. M. Matila	-	Planning Officer

4. Ministry of Home Affairs

Mr. M.H. Botana	-	Principal Planning Officer
Mr. B. Garebakwena	-	Director of National Library Service
Ms. D.A.N. Nteta	-	Under Secretary
Mr. A.C. Campbell	-	Director of National Museum and Art Gallery
Mrs. M. Lekaukau	-	Director of National Archives

5. BRIDEC

Mr. W. Sibanda	-	Principal
Mr. U. Jönsson	-	Senior Tec.Ed. Officer (Training)

6. Brigades

Mr. P. Chanda	-	Coordinator (Madiba)
Mr. T.M. Male	-	Construction Manager (Shashe)
Mr. J. Kennedy	-	Business Advisor (Shashe)

7. TEC & VOC Education
 - Mr. Wenzel - Director of Industrial Trades & Training Officer
 - Mr. Ahmad - Principal Training Officer
8. Faculty of Education- University of Botswana
 - Mr. F. Youngman - Director of IAE
 - Dr. G. Behm - Maths Education
9. SIDA DCO Gaborone
 - Ms. I. Löfström-Berg - Senior Programme Officer
 - Mr. K. Wickmann - Senior Programme Officer
10. TAPU Francistown
 - Mr. M.M. Mokgwathi - Coordinator
 - Mr. G. Middlejans - EO Printing
 - Mr. R.N. Mathangwane - Adult EO (DNFE)
11. Mahalapye
 - Mr. S.B. Moremi - Assistant Council Secretary
 - Mr. P.S. Rathagane - Senior Planning Officer (CDC)
 - Mr. I. Rampou - Education Officer
 - Ms. L. Setlogelo - Sub-District Ed. Secretary
 - Ms. A. Lekota - Librarian (Mahalapye)
12. Gantsi
 - Mr. Sebina - Council Secretary
 - Mr. Lekaukau - Education Officer
 - Mr. B. Ndlovu - Education Secretary
 - Mr. M. Tshweneyagae - Council Planning Officer
 - Mr. Tamocha - Librarian
 - Principal & Staff - Western Hanahai Primary School
13. Kweneng District Council
 - Mr. P.M. Nkoni - Principal Education Secretary
 - Mrs. Sillah - Principal (Khudumelapye Primary School)

APPENDIX 3

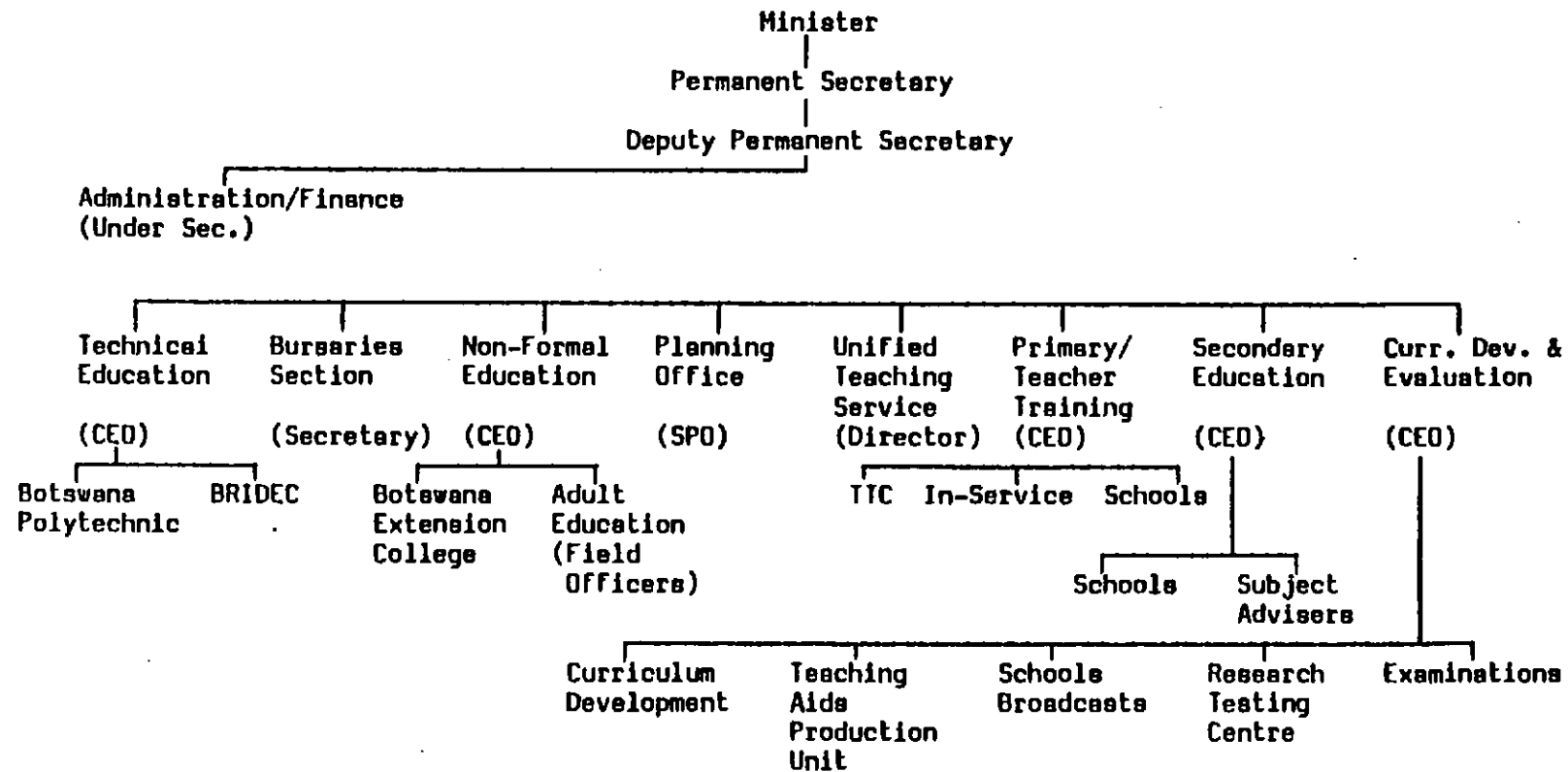
SIDA EDUCATION SECTOR SUPPORT
EXPENDITURES 1980/81 - 1985/86 (SEK 3,7360 TO PULA)

SECTOR PROGRAMME	1980/81	1981/82	1982/83	1983/84	1984/85	(not whole year)	Total 1980/81-1985/86	%	Sub-total 1980/81-1982/83	%	Sub-total 1983/84-1985/86	%
						1985/86						
1. Branch Libraries	1,100,000	619,000	2,173,504	1,579,076	1,620,252	1,314,330	8,406,162	5.4	3,892,504	4.0	4,513,658	7.9
2. Third Country Training	6,000,000	2,407,000	9,915,809	14,177,191		-	23,500,000	21.0	18,322,809	18.7	14,177,191	24.9
3. Botswana National Archives	-	852,000	-	-	-	-	852,000	.6	852,000	.9	-	-
4. National Monuments	139,000	55,000	38,438	64,522	18,750	64,517	380,227	.2	232,438	.2	147,189	.3
5. Mater Spei College	184,000	290,000	-	-	-	-	474,000	.3	474,000	.5	-	-
6. St. Joseph's College	-	2,346,000	47,000	-	-	-	2,393,000	1.5	2,393,000	2.4	-	-
7. Boipelego Education Project	1,680,000	16,096,000	111,000	238,475	116,105	-	18,241,580	11.8	17,887,000	18.3	354,580	.6
8. Botswana Polytechnic	232,000	360,000	98,502	-	-	-	690,502	.4	690,502	.7	-	-
9. Non-Formal Education (BEC Reading Cards)	-	-	32,101	-	-	-	32,101	-	32,101	-	-	-
10. Swaneng Hill School	677,000	520,000	208,101	73,425	23,000	-	1,501,526	.9	1,405,101	1.4	96,425	.1
11. Shashe River School	-	2,435,000	2,017	-	-	-	2,437,017	1.5	237,017	2.5	-	-
12. Moeng College	1,200,000	261,000	1,167,069	64,900	5,031	-	3,698,000	2.4	3,628,069	3.7	69,931	.1
13. Primary School Equipment	450,000	2,659,000	3,193,890	293,060	1,705,533	7,270,330	15,571,813	10.1	6,302,890	6.4	9,268,923	16.3
14. Primary School Construction	13,425,000	19,883,000	-	-	-	15,484,127	48,792,127	31.5	33,308,000	34.1	15,484,127	27.2
15. National Library Project	1,200,000	2,998,000	1,145,629	3,921,571	4,025,802	916,035	14,207,037	9.2	5,343,629	5.5	8,863,408	15.6
16. Educational Evaluation	-	-	12,674	98,571	102,555	115,876	329,676	.2	12,674	-	317,002	.6
17. Teaching Aids Production Unit	-	-	542,165	1,352,145	1,299,746	708,101	3,902,157	2.5	542,165	.5	3,359,992	5.9
18. National Museum & Art Gallery	-	-	-	-	-	-	-	-	-	-	-	-
19. Govt. Sec. Expansion	-	-	-	227,843	-	-	227,843	.1	-	-	227,843	.4
20. Special Education	-	-	-	-	-	19,204	19,204	-	-	-	19,204	-
TOTAL	26,287,000	51,781,000	19,687,899	22,090,779	8,916,774	25,892,520	154,655,972	100.	97,755,899	100	56,900,073	100

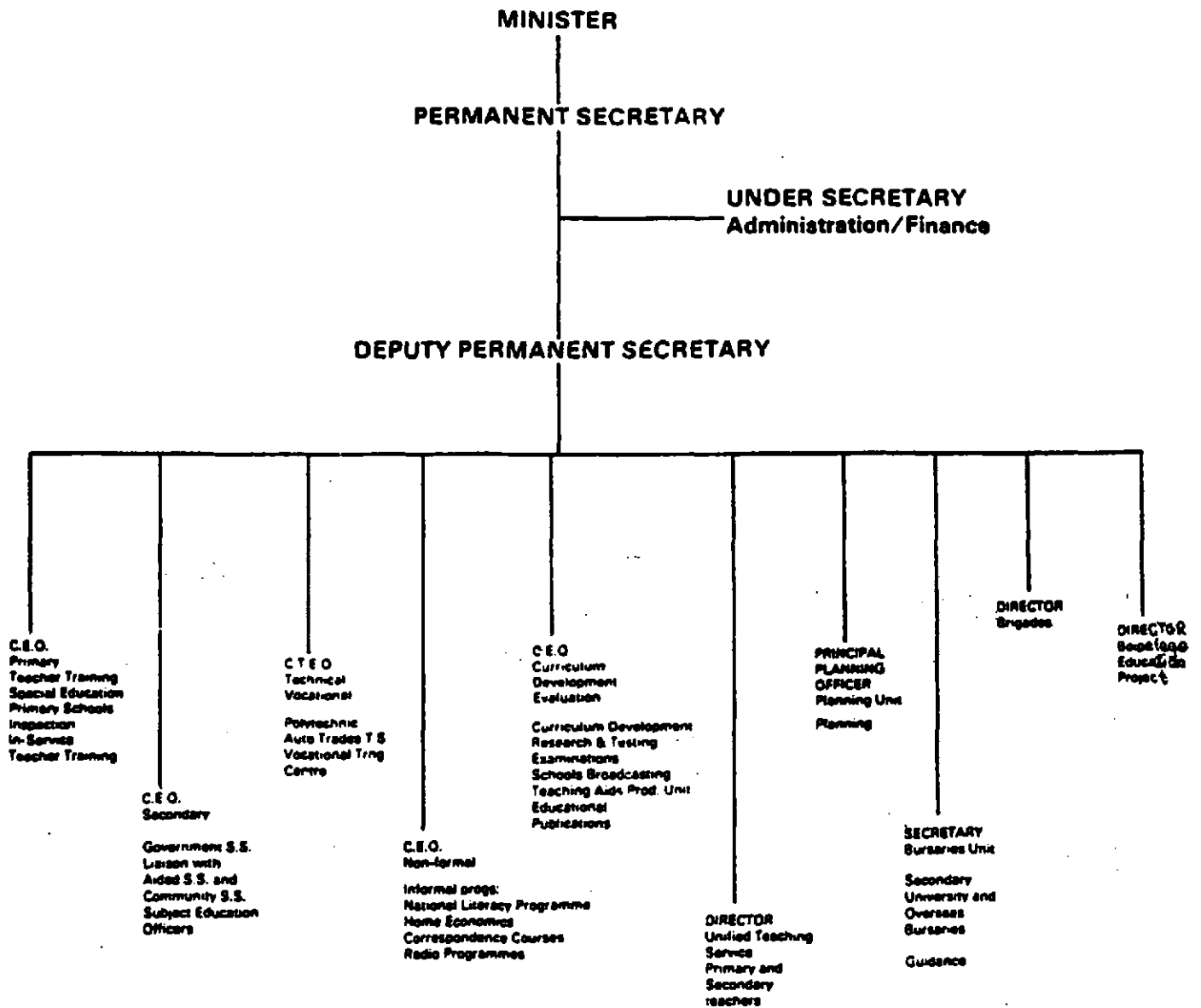
Source: Planning Unit
Ministry of Education

MINISTRY OF EDUCATION ORGANIZATIONAL CHART

(unofficial)



Created for DU/USAID Team
from a plan by SPO



APPENDIX 5

TEACHING AIDS PRODUCED AT TAPU

Bench hook	Book rack
Saw	Storage container
Hammer	Plannel board
Screw driver	Flower press
Chisel	Mirror holder
Sundial/sun clock	Wind vane
Shadow stick	Wind speed meter
Clock face large	Battery holder
Clock face small	Switch
B.B. Flip-over	Bulb holder
T.Square/caliper	Periscope
100 cm B.B. ruler	Light in straight lines
Terrarium	Rounders bats
Insect/butterfly cage	Model of gears
Formicarium/cormery	Area sets
100 Board	B.B. Template of Botswana
Geoboard	4 x 4m Map of Botswana
Structured number rods	Jig saw puzzle of Botswana
Units, tens hundreds	Trek route game
Number dice	Simple weaving frame
Height measure	Play ground equipment
Tangrams	Blackboard and stand
100 cm Pacer	Display boards
100 cm Trundle wheel	Peg board room divider
Grammer dice	Hooks for above
Sentence/word making board	Abacus
Sentence making rod	Balance
Word lists for above	Clinometer
Letters for above	Number board
Theodolite	

APPENDIX 6

REVISED ESTIMATES OF MANPOWER IMBALANCES BY EDUCATION LEVEL AND SECTOR 1981-1989

	Year								
	1981	1982	1983	1984	1985	1986	1987	1988	1989
I. Formal Sector Only (manpower Available Minus Manpower Required)									
Less than Full Primary	293,228	306,327	303,944	300,965	296,186	292,186	288,262	284,334	281,186
Primary Completed, No training	38,566	50,714	62,306	70,865	81,460	94,760	107,470	117,709	118,969
Jr. Certificate No Training	9,249	12,118	12,879	13,059	13,181	13,578	15,688	19,548	27,339
Cambridge Cert., No Training	151	-686	-1,534	-2,448	-3,499	-4,380	5,041	-5,527	-5,677
University Degree or Higher	-1,318	-1,240	-1,221	-1,252	-1,271	-1,276	-1,291	-1,321	-1,325
Primary Completed, Plus Training	-5,357	-5,056	-4,486	-4,345	-4,351	-3,900	-3,722	-3,662	-2,125
Secondary Education, Plus Training	-15,734	-14,792	-13,997	-13,428	-13,265	-12,751	-12,569	-12,449	-11,277
II. Formal, Traditional, and Informal Sector (Manpower Available Minus Manpower Required)									
Less than Full Primary	183,728	193,604	187,804	181,311	171,782	163,500	154,481	145,146	138,670
Primary Completed, No training	18,455	29,937	40,820	48,648	58,215	70,588	82,206	91,265	91,850
Jr. Certificate, No Training	5,630	8,408	9,074	9,155	9,153	9,434	11,412	15,133	22,828
Cambridge Cert., No Training	-477	-1,327	-2,186	-3,111	-4,175	-5,068	-5,741	-6,240	-6,403
University Degree or Higher	1,523	-1,449	-1,433	-1,468	-1,491	-1,500	-1,519	-1,553	-1,561
Primary Completed, Plus Training	-5,357	-5,506	-4,686	-4,345	-4,351	-3,900	-3,722	-3,662	-2,125
Secondary Education, Plus Training	-15,734	-14,792	-13,997	-13,428	-13,265	-12,751	-12,569	-12,449	-11,277

Source: Ministry of Finance and Development Planning

(Copied from p.2 - 161, Botswana Education and Human Resources Sector Assessment. Ministry of Finance and Development Planning/USAID 1984

APPENDIX 7

NATIONAL LITERACY PROGRAMME
PERCEIVED REASONS FOR SLOW IMPLEMENTATION

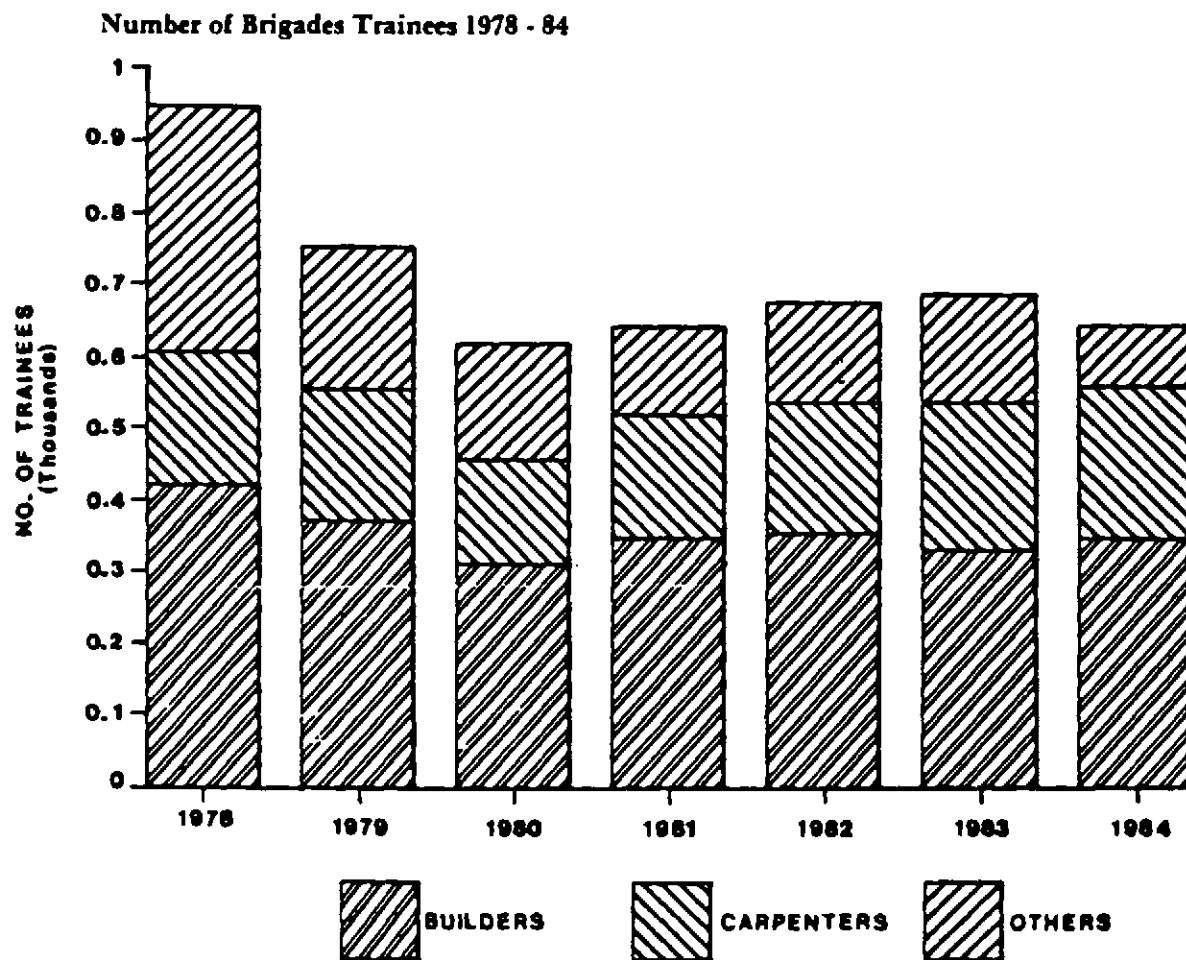
7. ISSUES, PROBLEMS AND CONCERNS

- 7.1 It is clear that enrolment continues to be below the level originally anticipated. Some of the reasons for this include:-
- a) Staff shortage and turn-over. (There were no DAEs in Gantsi and Tsabong).
 - b) Drought (and competition from drought relief programmes).
 - c) Lack of co-operation from other agencies.
 - d) Shortage of transport. (One vehicle in a district is not adequate and motor-bikes take too long to be repaired).
 - e) Poor conditions of service of LAs (Temporary).
 - f) Lack of office and residential accommodation for field staff.
 - g) Honoraria for LGLs too small.
 - h) Seasonal migration.
 - i) Poor supervision and support from Head Quarters at village level.
 - j) Poor organisation in follow-up of income-generating activities (due to lack of funds and technical expertise by DNFE).
 - k) Bureacracy (Delay in processing papers at Head Quarters plus Funding Scheme etc.
 - l) Failure to respond to learning needs of participants (e.g. English).
 - m) Fielding of female LAs even in difficult areas.
 - n) Poor Management Information Systems (MIS) and Reporting.
- 7.2 Distribution of materials still remains a problem. This is attributable largely to the vastness of the country and the scatteredness of its population. Other problems include:
- a) Inadequate transport

- b) lack of storage facilities and office space
- c) lack of good roads
- d) shortage of staff
- e) poor co-ordination at district level.

Source: Ministry of Education
National Literacy Programme
(NLP) 1980.

APPENDIX 8



Source: MoE Planning Unit, 1985.

APPENDIX 9

TRAINING BRIGADES AND THEIR TRADES

Name/Address	Training Trade
Tshwaragano Craft Centre P.O. Box 464, GABORONE	1. Textiles
Kanye Brigades Development Trust P.O. Box 202, KANYE	1. Automechanics 2. Building/Bricklaying
Chobe Brigades Development Trust P.O. Box 42, KASANE	1. Automechanics 2. Carpentry
Lobatse Brigade Development Centre P.O. Box 165, LOBATSE	1. Building 2. Carpentry 3. Plumbing
Madiba Brigades Centre Private Bag 12, MAHALAPYE	1. Automechanics 2. Welders 3. Carpentry 4. Building 5. Electrical
Maun Brigades Development Trust P.O. Box 13, MAUN	1. Building 2. Carpentry 3. Plumbing
Kgatleng Development Board P.O. Box 208, MOCHUDI	1. Building 2. Carpentry 3. Welders
Palapye Development Trust P.O. Box 113, PALAPYE	1. Building 2. Carpentry
Kweneng Rural Development Association Private Bag 7, MOLEPOLOLE	1. Building 2. Carpentry 3. Automechanic
Tswelelopele Brigades Centre P.O. Box 99, RAMOTSWA	1. Carpentry 2. Building 3. Drafting
Shashe Brigades Development Trust P.O. Box 84, TONOTA	1. Building 2. Carpentry
Tutume Brigades Centre P.O. Box 2, TUTUME	1. Automechanics 2. Building 3. Carpentry 4. Textiles
Bobonong Brigades Centre P.O. Box 525, BOBONONG	1. Building

PRODUCTION/DEVELOPMENT BRIGADES AND THEIR ACTIVITIES

Brigades/Addresses	Activities
Tshwaragano Craft Centre P.O. Box 464, GABORONE	1. Silk Screen Products 2. Bakery
Gaborone Development Trust P.O. Box 1026, GABORONE	1. Block yard
Matsha Community College P.O. Box 3, KANG	1. Horticulture 2. Forestry 3. Retail shop 4. Block yard 5. Construction company
Lobatse Brigades Development Trust P.O. Box 165, LOBATSE	1. Block yard
Madiba Brigades Centre Private Bag 12, MAHALAPYE	1. Block yard
Tiro-ya-Diatla P.O. Box 165, LOBATSE	1. Retail shop 2. Knitting 3. Weaving
Mahalapye Development Trust P.O. Box 291, MAHALAPYE	1. Farming 2. Milling 3. Retail shop 4. Block yard 5. Textiles 6. Clinic/Family Welfare 7. Literacy programme/ Night school 8. Typing/Clerical course
Maun Brigades Development Trust P.O. Box 13, MAUN	1. Retail shop 2. Block yard 3. Textiles 4. Construction company
Kgatlang Development Board P.O. Box 208, MOCHUDI	1. Horticulture 2. Block yard
Kweneng Rural Development Association P.O. Box 7, MOLEPOLOLE	1. O.S.C.A. shop 2. Block yard 3. Retail shop (Hardware)
Palapye Development Trust P.O. Box 113, PALAPYE	1. Block yard
Tswelelopele Brigades Centre P.O. Box 99, RAMOTSWA	1. Retail shop 2. Block yard 3. Textiles/Knitting

Serowe Brigades Development Trust P.O. Box 121, SEROWE	<ol style="list-style-type: none"> 1. Machine shop 2. Farming/Dairy 3. Forestry 4. Livestock
Shashe Brigades Development Trust P.O. Box 84, TONOTA	<ol style="list-style-type: none"> 1. Horticulture 2. Livestock 3. Block yard
Tlokwenng Rural Development Centre P.O. Box 30148, TLOKWENG	<ol style="list-style-type: none"> 1. Milling
Tutume Brigades Centre P.O. Box 2, TUTUME	<ol style="list-style-type: none"> 1. Farming 2. Horticulture 3. Retail shop 4. Block yard 5. Textiles
Marapong Development Trust Private Bag Marapong, Via FRANCISTOWN	<ol style="list-style-type: none"> 1. Knitting
Kweneng Bophirima Development Association P.O. Takatokwane, Via LETLHAKENG	<ol style="list-style-type: none"> 1. Retail shop 2. Block yard 3. Tannery

APPENDIX 10

EXISTING SPECIAL EDUCATION SERVICES FOR DISABLED IN BOTSWANA

MOCHUDI	Pudulogong Rehabilitation Centre for the Visually Handicapped (enrollment 32 adults)
MOCHUDI	Linchwe Primary School Resource Class for the Visually Handicapped children (enrollment 24 children)
MOCHUDI	Molefi Secondary School "Resources Room" for Visually Handicapped students (3)
MOCHUDI	Leseding Optical Workshop
FRANCISTOWN	Phuthego Primary School Resource Class for the Visually Handicapped Children (enrollment 10 children)
RAMOTSWA	Ramotswa Society for the Deaf Ramotswa School for the Deaf (enrollment 30 children)
RAMOTSWA	Ear, nose and throat (ENT) clinic Audiological clinic at Bamalete Lutheran Hospital
OTSE	Camphill Community, Rankoromane: Provides for Physically and Mentally handicapped children (enrollment 42 children)

In order to help more children, Camphill started day schools at Thamaga - Thuto Boswa - and Gaborone - St. Francis Camphill - and supported the establishment of special classes at Ramotswa - Mokgosi Primary School - and Serowe - Motetshwane Primary School.

THAMAGA	Thuto Boswa
GABORONE	St. Francis, Camphill
RAMOTSWA	Mokgosi Primary School Special Class
SEROWE	Motetshwane Primary School Special Class
The Botswana Red Cross	
FRANCISTOWN	Tshimologo Stimulation Centre for disabled children (enrollment 16 children)
TLOKWENG	Tlamelong Rehabilitation Centre

APPENDIX 11

ACRONYMS AND ABBREVIATIONS

BERA	Botswana Educational Research Association
BRIDEC	Brigades Development Centre
CD&E	Curriculum Development & Evaluation
DCO	Development Cooperation Office
DNFE	Department of Non-formal Education
ESP	Education Sector Programme
GTZ	Gesellschaft für Technische Zusammenarbeit
ITTC	Industrial Training and Trade Centre
JSEIP	Junior Secondary Education Improvement Programme
MFD	Ministry of Finance and Development Planning
MHA	Ministry of Home Affairs
MLGL	Ministry of Local Government and Lands
MoE	Ministry of Education
NCE	National Commission on Education (1977)
NDP5	National Development Plan V (1979-85)
NDP6	National Development Plan VI (1985-91)
NIR	National Institute of Research and Documentation
NGO	Non-government organisation
NLP	National Literacy Project
PEIP	Primary Education Improvement Programme
RADP	Remote area Development Programme
RECC	Rural Extension Coordination Committee
SIDA	Swedish International Development Authority
TTC	Teacher Training College
TAPU	Teaching Aids Production Unit
VTC	Vocational Training Centre
ULGS	Unified Local Government Service
WODPLAC	Women's Development Planning & Advisory Committee
USAID	United States Agency for International Development

APPENDIX 12

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The Education Division at SIDA initiates and implements a large number of studies regarding education and training, especially in SIDA's programme countries.

A selection of these studies is published in the series "Education Division Documents". Copies can be ordered from the Scandinavian Institute of African Studies, P O Box 1703, S-751 47 Uppsala, Sweden

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- No. 13: "Non-Formal Training Programmes for Rural Skill-Development" by Alex Gorham. First Published November 1980
- No. 14: "The Indian Non-Formal Education Programme." An evaluation by G. Mellbring, O. Österling, J. Persson
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