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**A Report on the Improvement of  
the Training of Teachers of Setswana**

**A Consultancy to the Botswana Primary Improvement Project,  
Phase II**

**Prepared by Dr. David P. Baral**

**10 June - 2 August, 1991**

**Sponsored by  
the Government of Botswana, Ministry of Education  
and**

**USAID under a contract with  
the College of Education, Ohio University  
Athens Ohio**

**Contract No. 633-0222-C-00-5030-00**

**Consultant's Final Report: August, 1991**

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## **Introduction**

According to the terms of reference, the purpose of the consultancy was to analyze the present Setswana programmes in the Primary Teacher Training Colleges, the Colleges of Education and the University of Botswana for preparing teachers of Setswana and to propose steps which may be taken to improve Setswana instruction.

More specifically, the consultant was asked to address the following issues:

1. The major educational goals which are being sought through the Setswana preparation programs and the relationship of these goals to the expectations of the Ministry of Education.
2. The content of the Setswana syllabi (language, literature, reading, speech, composition and grammar) in the various teacher preparation institutions.
3. The methods, materials and facilities used in the instruction of Setswana in the teacher preparation institutions.
4. The methods used in the evaluations of both individual student learning and programme outcomes generally.
5. The programmes (both preservice and inservice) for preparing Setswana teachers at the various levels.
6. The incentives that might be employed to motivate, attract and retain teachers of Setswana.

These objectives were addressed through review of pertinent documents, through interviews with officials of the Ministry of Education, through visits to the Primary Teacher Training Colleges, the Colleges of Education and the University of Botswana, and through interviews with other individuals concerned with the national language, with various levels of education, and with teacher training in general. A list of the persons interviewed is presented in Appendix A.

### **Scope of the consultancy**

The consultant recognizes that issues related to the Setswana language extend far beyond the terms of reference of this consultancy. In addition to the audience for which this report is prepared --the teacher training institutions, the Ministry of Education, the National Setswana Language Council and the donor agencies-- all agencies of the government of Botswana, and the private sector as well, have a vital stake in the future of the language. It is hoped that this report may stimulate a general discussion of language policy issues which will extend beyond those involved in preservice and inservice programs for teachers of Setswana.

## **Organization of the document**

The first two sections of the report provide background information and context for the issues addressed by the consultancy. First, the basic language policy which guides public education in Botswana is reviewed. Second, the Setswana curricula at the elementary and secondary levels are discussed. These two sections are followed by the main body of the report which considers, in turn, the six major issues contained in the terms of reference for the consultancy. Each section in the main body of the report, except the section on incentives, concludes with a brief statement of conclusions which is highlighted. The final section of the report contains a series of recommendations to various agencies.

## Language Policy in Education

The most common official statement concerning the status of the two major languages spoken in Botswana is that English is the official language of the country and Setswana is the national language. Although some recent documents refer to "two national languages," they usually clarify that English is the language of the government. Indeed, most official business is conducted in English, and official documents are written in this language (Nayati-Ramahobo, 1991; Janson and Tsonope, 1991). Janson and Tsonope (1991) describe the government policy toward Setswana as one of "benign neglect."

Most students who enter public schools come from homes where Setswana is spoken. However, there are substantial numbers of children who speak other languages. Estimates of the number of students in school who are not native speakers of Setswana range from 10% (National Commission on Education, 1977) to 20% (Pride, 1982; Janson and Tsonope, 1991).

The origins of the current policies concerning instruction in Setswana can be traced to the Report of the National Commission on Education, *Education for Kagisano*, published in 1977 and the subsequent National Policy on Education of the same year which included many of the recommendations made by the commission (Government of Botswana, 1977).

The National Commission on Education conducted a full scale review of Botswana's education system, including its goals and major problem areas. A major function of the report was to make recommendations for future improvement of the educational system. The commission recommendations cover many areas, including access to schools, governance issues, curriculum for elementary and secondary education, and teacher education. Of the 156 specific recommendations in the commission report, eleven mention the Setswana language. These recommendations concerning Setswana are summarized below (the language used is mainly that of the commission report, edited slightly for stylistic reasons):

1. Syllabus revision (for the primary school) should include the establishment of a basic core: concentration on Setswana, English and mathematics; learning sequences from known to unknown; more concentration on Botswana and Africa; the syllabus and teacher's guides should be provided to every teacher (Recommendation No. 15).
2. Setswana should be the medium of instruction in Standards 1-4, with the transition to English occurring in Standard 5 (Recommendation No. 22).
3. Setswana should have more time and equal status with English on the Primary School Leaving Examination and in the selection of students for secondary schools (Recommendation No. 23).

4. Non-Setswana speaking schools should have compensation on the Primary School Leaving Examination, through adjustment of the student examination scores (Recommendation No. 24).
5. Annual story writing and essay competitions in Setswana should be organized, with significant prizes, the best materials to be compiled, also folk tales and songs should be collected (Recommendation No. 25).
6. Better materials for instruction in Setswana should be developed (Recommendation No. 26).
7. The junior secondary curriculum should consist of six common subjects: Tswana culture, English, mathematics, practical subjects, science, social studies. All students should take and be examined in these six subjects (Recommendation No. 48).
8. New emphases in secondary curriculum development should include Tswana culture, emphasis on Setswana as medium of communication in the modern world .... (part of Recommendation No. 51).
9. The curriculum in Teacher Training Colleges should focus on professional classroom skills and a sound foundation in Setswana, English and mathematics (Recommendation No. 99).
10. An institution for the development of and research into Setswana should be established, possibly at the University (Recommendation No. 122).
11. A programme for encouraging the writing and production of materials in Setswana should be developed (Recommendation No. 123).

Most of the recommendations of the National Commission on Education were approved in the National Policy on Education (Government of Botswana, 1977). This document contains seven individual items which refer directly to the Setswana language (the sections which follow are drawn from the national policy statement, edited slightly for stylistic reasons):

1. Primary education will aim to make children literate, first in Setswana and then in English... The syllabus and curriculum will orient children toward the realities of life in Botswana and prepare them for life in the physical and social environments they will experience after they leave school ... (Item 14)
2. Literacy in Setswana will be a positive goal of primary education. Setswana will be the medium of instruction for the first four years of education ... At the end of four years, all children will sit for an assessment test to determine whether they have achieved basic literacy in the National Language and basic competence in English and maths ... Those who have not attained sufficient ability will be allowed to repeat Standard 4 ... (Item 19)

3. The Government will plan carefully the change from the present system to the new one, in which Setswana will be the medium of instruction for four years. The change will not put children from non-Setswana speaking areas at a disadvantage. Time will be allowed to prepare for the change. The Ministry of Education will improve the training and supply of teachers who can teach in Setswana. It will provide in-service advice and instruction to teachers on how the new system will work. Improved teaching materials in Setswana will be developed. English will be taught as a subject during the first four years, and Setswana will be taught as a subject after Standard 4 (Item 20).
4. The automatic promotion system will be altered ... This will include the following measures ... establishment of an assessment test after Standard 4 to assure that children are literate in Setswana and have a basic command of mathematics to enable them to go on to higher standards... (Item 21-b).
5. Both intermediate and senior secondary schools will focus upon six main subject fields: Tswana language and culture, English, Mathematics, Science, Social Studies ... and Practical Studies (Item 35)
6. The content of the teacher training course will be strengthened ... in the following ways: ... (b) all teachers will gain a sound foundation in Setswana, English and Mathematics ...(Item 51)
7. There are many aspects of the educational policy on which Government wishes to have the views of parties concerned: parents, teachers, students, local authorities and others. The most important issues on which there will be consultation include: ... (d) the language of instruction and the level at which the change over from Setswana to English should take place; ... (Item 81)

The pattern of instruction envisioned in both the National Commission Report and the National Policy on Education is to use Setswana as the medium of instruction for the first four years of education, followed by an abrupt transition to English in the fifth year. This pattern is generally followed in Botswana schools. However, there have been two informal modifications of this policy. First, the use of Setswana has continued in the upper standards of primary education, due, in part, to the teachers' lack of proficiency in the English language (see Nayati-Ramahobo, 1991). Second, languages such as Kalanga have been used in remote areas when large numbers of students come to school without speaking Setswana (information from an official of the Ministry of Education, July, 1991), and the English language is used in a few English-medium schools which are located primarily in the capital city. However, no written policies sanctioning the use of Setswana in the upper primary level or the use of languages other than Setswana at the lower primary levels --except in the case of the English medium schools-- were found during the consultancy.

Conclusions concerning language policy in education - (1) The Report of the National Commission on Education and the National Policy on Education contain a clear view of the role of Setswana and English in the education of all Batswana. (2) Setswana is the primary medium of instruction during the first four years of schooling and a subject of study for the remainder of the primary cycle and at the secondary level, and English is a subject of instruction during the first four years of schooling and the primary medium of instruction thereafter. (3) The main goal of primary instruction is to make children literate first in Setswana and then in English. (4) English-medium schools and some schools in remote areas appear to be exceptions to the use of Setswana in the early years, and Setswana appears to be used informally in the upper grades in many areas.

Discussion - These statements imply three important roles for instruction in the Setswana language. First, Setswana is viewed as an important means of communication in the nation, and therefore the school has the responsibility to develop the full range of communicative skills in this language. Second, Setswana plays an important role in preserving the Tswana cultural heritage, and therefore an important objective of all instruction in the language is to foster cultural retention and expansion. Finally, the Setswana language acts as a unifying force in the process of national development, and for this reason school programs in Setswana play a crucial role in the development of national identity.

It should be noted that there are two potential goals for instruction in Setswana which are *not* implied in these policy statements: the Setswana language is not viewed as an important factor in the contemporary economic and cultural life of the country, and it is not seen as an appropriate vehicle for secondary or tertiary education.

## **Current Setswana School Syllabi**

The official curricula for Botswana schools are published by the Ministry of Education after development by various subject matter panels. There are separate syllabi for each subject at the primary, junior secondary and senior secondary levels. The sections which follow analyze the Setswana syllabi at various levels of schooling, based on current and draft versions of new syllabi, as indicated.

### **Setswana in the basic education curriculum**

The scope of the nine year curriculum of basic education is described in terms of eleven major goals. Upon completion of basic education, students should:

1. Show knowledge and appreciation of the Tswana culture, language, literature, arts, crafts, and traditions.
2. Realize the effect of Botswana's location in the African continent on political, economic, and social life in Botswana.
3. Appreciate climatic and ecological conditions prevalent in Botswana.
4. Understand English and use it appropriately, both as a medium of learning at school and as a vehicle of communication beyond school.
5. Apply knowledge and imagination to identify problems in household management and everyday commercial transactions, and have the mastery of basic scientific and mathematical concepts to resolve them.
6. Know how to run a home and care for a family.
7. Acquire skills in food production and industrial arts for self-reliance, self-sufficiency and rural development.
8. Be able to observe and record accurately and draw reasoned conclusions.
9. Effectively use commonly needed tools and instruments in activities connected with later studies and out-of-school occupations.
10. Have developed a sound moral code of behavior compatible with the ethics and traditions of Botswana.

11. Be able to adapt to social , economic and technical change by adjusting acquired knowledge to new situations and by taking appropriate action. (see Draft Setswana Syllabus, Standards 1-4)

While the first goal is most intimately related to the Setswana language and culture, many --if not all-- of the remaining goals could be used as a means of fostering language development. Indeed this is the position taken in the draft version of the new primary level Setswana syllabus in which "content is largely drawn from concepts across the curriculum ..." (Draft Setswana Syllabus, Standards 1-4).

### **Primary level Setswana syllabus**

Both the existing Setswana syllabus and the draft for the revision of the syllabus for Standards 1-4 were reviewed. They are described in the sections which follow.

#### **Existing syllabus**

The existing syllabus comprises separate documents by grade level with accompanying Teachers' Guides. (The only exception being the syllabus for Standards 6-7 which is a combined document.)

The existing Setswana curriculum guide contains multiple objectives for each standard which cover oral language development, reading decoding and comprehension skills, listening skills, writing development, and social development. The section on social development contains a significant amount of Setswana cultural content.

The objectives for each standard are grouped into "terms and blocks" which typically contain objectives from several of the language arts areas. However, there is no easily apparent progression of skills from simple to complex across various standards, terms, and blocks.

The syllabus contains a wide variety of teacher and student activities for the various aspects of language development. It is not controlled by textbooks and workbooks.

The syllabus is written entirely in English. In a few places Setswana vocabulary items are given, such as suggested captions for student drawings: "Se thunya se se Lephutsche" (Standard 2 Teachers' Manual, p. 20).

In some instances it almost appears that a deliberate effort has been made to exclude Setswana lexical items from the syllabus. For example, an objective dealing with "dangers at the cattle posts" contains the following activity:

*Let children discuss their cattle posts and lands, the type of trees, kind of soil, rocks, streams, wells, pools, cattle, donkeys, ploughs, horses, wild animals, and reptiles.*  
(Standard 3 Teachers' Manual, p. 16)

A brief examination of all objectives in Standards 1-7 was made to determine the extent to which specific items of Setswana grammar are supposed to be taught. The grammatical objectives are found in Standards 4-7 where they constitute approximately 10% of the total number of objectives (see Table I).

Std.	Total objectives	Grammatical objectives	Percentage Grammatical
4	74	10	14
5	89	5	6
6-7	109	13	12
Totals	272	28	10

#### Draft syllabus for Setswana. Standards 1-4

The new Setswana syllabus takes a broad view of the Setswana language curriculum, arguing that: "The Setswana programmes for the nine year curriculum, aim at providing the learners with skills to help them develop competence in language which will allow them to cope better with the requirements of life after they finish school. The programmes provide learning experiences that aim at enhancing the learners' intellectual development and creativity. The desired outcomes of these programmes include self-reliance and a reasonably good measure of self-sufficiency. A significant amount of the content is on Setswana Culture which is descriptive rather than prescriptive by design, aiming at enriching the learners personal and social growth and at the same time ensuring that the learners appreciate and respect the diverse nature of Setswana culture ..." (Draft Setswana Syllabus, Standards 1-4).

The new Setswana syllabus identifies six broad objectives for the Setswana program in Standards 1-4 which are quite similar to the eight objectives in the current Setswana syllabus for Standards 1-7.

By the time students complete Standard 4, they will be able to:

1. Use the four language skills --listening, speaking, reading--writing to communicate information about their environment, peers, adults and mass media.

2. Employ a wide range of functional vocabulary that will provide a basis for further education using Setswana as a medium of instruction, integrating concepts across the curriculum.
3. Make accurate observations from direct experience and express them creatively using any or all of the skills mentioned above.
4. Practise acceptable Setswana culture at home and school.
5. Appreciate that good spoken Setswana is acquired at home as well as at school.
6. Recognize the vital importance of Setswana as a strong instrument in nation building

For each standard, the new syllabus lists general and specific instructional objectives in five areas: listening, speaking, reading, writing, and social development (culture). The objectives are clearly written and could easily be converted into evaluation items. They show an increasing level of complexity as students move to higher standards, i.e. "recall names of characters from a story that they have heard..." (Standard 1) as compared with "narrate a story that they have read or heard, stating the main character and relating what makes him important and indicating whether they think he is likable or not" (Standard 4).

Except in the cultural sections of the syllabus, there are very few Setswana words, perhaps even fewer Setswana words than in the existing syllabus. Grammatical instruction, although clearly evident in the new syllabus, does not predominate.

Conclusions concerning the existing and draft primary level Setswana syllabi: (1) They take a broad view of language development and include objectives in the areas of listening, speaking, reading, writing, and social development. (2) Instruction in grammar is not a major component. (3) They are independent of instructional materials. (4) They are written entirely in English and provide no guidelines for appropriate Setswana terminology to teach concepts.

### **Junior secondary level syllabus**

The Junior Secondary Syllabus identifies eight major objectives for the last two years of basic education.

By the time students complete junior secondary school, they should be able to :

1. Write a text in a coherent and well sequenced flow of ideas and in a creative way.

2. Skillfully and appropriately use parts and figures of speech in writing.
3. Develop a wider range of functional vocabulary to use in writing.
4. Appreciate traditional and modern forms of literature.
5. Recognize that words and their meanings vary semantically from region to region.
6. Describe and appreciate the diversity of "Tswana culture."
7. Appreciate the dynamic nature of culture and the forces that cause cultural transition.
8. Choose to participate in the growth and development of the culture. (Revised Junior Secondary Syllabus, Setswana)

This syllabus lists general objectives and unit objectives in five areas (listening, speaking, reading, writing, and culture) and additional objectives in study skills and literature. Examples of general objectives from different areas are given below.

Students will be able to prepare and present oral reports and brief talks which express opinions supported by facts (Speaking 2.2).

Students will be able to describe the elements and language characteristics of poetry and identify examples of each within poetry (Literature 6.4).

Students will be able to explain the cultural significance and value of traditional social norms and how they have changed over the years (Culture 7.5).

The general objectives of the junior secondary level syllabus are not differentiated by level, i.e Form 1 vs Form 2.

The unit objectives of the syllabus include more detailed specifications for each of the general objectives. For example, the general objective on "social norms" quoted above generates three specific unit objectives, one of which is given below:

7.5.1 - Explain the cultural significance and value of *meila* (including *molomo*) and define them by listing the major characteristics of each including:

- = the type of behavior expected and its purpose
- = who the behavior affects (affected) and how
- = how the behavior as a social norm has changed over the years

The revised junior secondary syllabus, although written entirely in English, uses illustrative Setswana words, especially in the cultural section (see example 7.5.1, above).

Like the primary level syllabi described above, the junior secondary syllabus does not contain a major emphasis on grammatical objectives.

### **Senior secondary level syllabus**

The syllabus for the senior secondary level is an outline of the final examination in Setswana which also serves as a guide to instruction in forms three through five. The outline covers grammar, modern literature and traditional literature. It provides a detailed list of topics in grammar, based on Cole's (1955) text. The syllabus contains a list of prescribed works of literature by academic year which changes somewhat from year to year. The distribution of points on the examination is as follows: 20% essay, 30% structural grammar, 38% modern literature, 12% traditional literature. All responses are to be written in Setswana, following the 1981 orthography. The senior secondary syllabus, then, is simply a list of topics to be covered on the examination, and there is no indication of what methodologies should be followed in presenting the content covered in the syllabus.

Conclusions concerning the content of the school syllabi - (1) The syllabi appear to be consistent with the policy statements previously discussed: they address oral and literacy development in Setswana, they are concerned with the preservation of Tswana culture and with the development of a distinct national identity. However, the limitations in the policy statements mentioned above --no clear linkage between the use of the language and the current economic and cultural life of the nation and lack of viable programs of secondary and tertiary education through the medium of the language-- also limit the Setswana school curricula. (2) While the primary and junior secondary level syllabi do not stress study of the formal aspects of grammar, this focus is a prominent feature of the senior secondary syllabus. (3) The senior secondary syllabus is a clear example of content being driven by an examination.

## **Goals and Objectives of Teacher Training Programs in Setswana**

The first issue addressed by the consultancy was the goals and objectives of the Setswana teacher training programs.

The goals of the Primary Teacher Training Colleges are described in the 1984 Affiliation Handbook and in the 1991 draft of the Subject Syllabi for the TTCs. The goals of instruction in Setswana at the two Colleges of Education are described in the common Setswana Department Programme of Studies. No comparable documentation on the general goals and objectives of the University teacher training programs in Setswana could be found. These three levels will be reviewed in turn.

### **Primary Teacher Training Colleges**

The curriculum of the Primary Teacher Training Colleges is currently under revision. Since 1984, the main curriculum document has been the Affiliation Handbook. This document contains syllabi for the foundational areas of the TTC program (English, Setswana, Mathematics, Science, and Professional Education), but not for the curriculum areas (Agriculture, Arts and Crafts, Home Economics, Music, Physical Education, and Religion). The Affiliation Handbook will be replaced by the new subject syllabi which are currently under development. The new document will include formal syllabi for the curriculum as well as foundational subjects (which have now been expanded to include Social Studies). A meeting to review progress on the TTC syllabi was held while the consultancy was being conducted, and the consultant attended this meeting. It is understood that all the documents reviewed at this meeting are to be considered as "work in progress." The following comments are based on the draft version of the Setswana syllabus presented at the review meeting.

The new Setswana syllabus, written for the first time in Setswana, includes eight major goals:

1. Help the students to grasp the structure and function of Setswana words, sentences and language as a whole.
2. Teach Setswana within the limits of traditional and cultural values.
3. Train students in the correct use of the language.
4. Emphasize the teaching of Setswana in a descriptive manner rather than in a prescriptive manner.
5. Aim at producing teachers whose academic competence qualifies them for entry into higher education levels.
6. Create an awareness in students that Setswana is affected by social, political, economic, religious and technical changes.

7. Co-ordinate the Primary Teachers' Certificate Setswana course content with that of the primary school by teaching the Primary School Setswana syllabus as part of the higher course.
8. Develop the students' pride in their national language.  
(English translation from the TTC draft syllabus for Setswana)

In addition, the syllabus lists six major goals for Setswana teacher preparation:

1. Train students to develop their pupils to use the basic skills of listening, speaking, reading and writing in Setswana.
2. Equip the student with the skills and techniques of teaching Setswana efficiently as a language and as a medium of instruction.
3. Train the students to apply acquired skills and techniques with imagination and originality so as to make teaching more relevant to the cultural needs and development of the country.
4. Enable students to teach all the topics within the primary school syllabi.
5. Teach Setswana in such a way that it integrates with other subjects and incorporates the latest innovations introduced by the Ministry of Education.
6. Prepare students to be creative and innovative enough to adapt to different teaching situations in relation to language use and relevant terminology.

### **Colleges of Education**

The Setswana syllabus for the Colleges of Education has been recently revised through a series of joint meetings of the Setswana departments of the two institutions, held in 1991.

The following ideas are mentioned in the preamble to the new joint Programme of Studies: (a) the promotion and development of the Setswana language, (b) literacy in Setswana as an important student outcome, (c) the relationship of oral and written language, (d) the importance of developing positive self-esteem for students whose first language is not Setswana, and (e) understanding of cultural traditions.

The stated aims of the Setswana training program at the Colleges of Education are as follows:

1. To equip students with a thorough knowledge of the subject content as well as a sound methodology in teaching different concepts.

2. To build a flexible, knowledgeable and creative teacher who can improvise and view teaching as an art.
3. To appreciate Setswana as a national language which should be given all the credentials for its importance of national identity.
4. To expose the students to the current proposed curriculum in Setswana for the Two Year Junior Certificate program.
5. To appreciate the diversity of the Setswana culture and to develop pride in it.
6. To create a research-minded attitude in students as they would be requested to read extensively reference books to enrich lectures.
7. To prepare students for teaching practice as they will be doing most of the work in demonstrating teaching.
8. Choice to participate in the growth and development of the culture.  
(from the 1991 Setswana Departmental Programme of Studies)

### **University of Botswana**

The University has no documents which summarize the goals of teacher preparation in Setswana, but goal statements for individual courses are relevant to this issue. For example, the course Theory and Practice of Teaching Setswana (ELS 569) has several fundamental aims: to prepare teacher to teach the current secondary education syllabi, to help students acquire a basic knowledge of instructional strategies for language and literature teaching, and to develop a framework for the evaluation of good teaching.

Conclusions concerning Issue No. 1 - There are three major goals being sought in the programs to prepare teachers of Setswana at the Primary Teacher Training Colleges and the Colleges of Education. (1) These programs are designed to improve the oral and written skills in Setswana of the teachers in training so that they can teach the language effectively. (2) The programs are designed to increase the participants' knowledge of Tswana culture so that they can effectively enculturate the new generation. (3) The programs are designed to develop a commitment to the promotion of the Setswana language and culture as an important unifying force in the nation. (4) These goals are generally consistent with the expectations of the Ministry of Education and with the educational policy statements reviewed above.

## Content of the Setswana Syllabi

The second issue addressed by the consultancy was the content of the Setswana syllabi at the teacher training institutions.

The content of the training programs was examined through a review of the current syllabi of these institutions and through interviews with the staffs and students of the Primary Teacher Training Colleges, the Colleges of Education and the University of Botswana.

### Primary Teacher Training Colleges

The Setswana syllabus in the 1984 Affiliation Handbook includes three sections: structure of the language, literature, and methodology. A study of the Setswana language occupies the largest section of the syllabus. It is based on traditional categories of grammatical analysis: nouns, verbs, adverbs, pronouns, adjectives, conjunctions, etc. The literature section of the syllabus is quite brief, being merely a list of topics in modern literature and oral traditions. The section on teaching methodology is longer, and it lists ways of teaching various aspects of the curriculum and includes a consideration of the current primary school syllabus.

The 1984 syllabus is quite brief and does not go beyond the level of a list of topics to be covered. There is no indication of how the topics should be taught or what materials the students and teachers should use.

As indicated above, the new syllabus is in the process of development, and so one should be wary of drawing conclusions from a "document in progress." Nevertheless, this syllabus does not appear to be a radical departure from the previous one.

The academic content of the new syllabus includes a section on Setswana grammar which appears to be substantially the same as the old grammar syllabus, however it is now written in Setswana. The literature portion of the 1984 syllabus has been replaced with a section on the various aspects of the language arts curriculum which appears to be based on the current primary school syllabus. Most of the methodology section of the old syllabus has been rewritten. (Analysis based on translation of the draft TTC Setswana syllabus).

Comments on the TTC syllabus - Several comments can be made on the draft version of this syllabus, keeping in mind that it is a "document in progress." (1) The prominence of the study of grammar is quite evident: in terms of topics listed, grammar occupies as much space, or more space, than the other academic content areas. (2) Many parts of the syllabus constitute lists of topics to be presented; the methodologies of presentation are not specified. (3) The intention to link the syllabus with Ministry of Education initiatives is highly desirable. (4) The fact that the document is

actually written in Setswana is an important, if symbolic, step in the right direction.

## **Colleges of Education**

There are four components of the COE Setswana program: language study (grammar), literature (modern literature, poetry, oral literature), and teaching methodologies. Under each of these four areas, specific student outcomes are listed. Several examples follow:

Students should be able to identify parts of speech and use them in writing, to teach grammar in context and not just in isolation ... (a-2, a-3)

Students should be able to think critically and creatively about what is read, ... become familiar with various literary forms ... (b-1, b-5)

Students should be able to appreciate the significance and importance of traditional literature ... make possible interpretations of why and how certain cultural practices are performed ... (c-1, c-5)

Students should be able to differentiate modern poetry from traditional poetry ... criticize and analyze certain selected poems ... (d-3, d-7)

Each content area also contains a section on methodology, for example "how to teach literature," and "how to teach poetry." In addition, there is a section on general teaching methodologies, as applied to Setswana.

The section on objectives is followed by a detailed course of study for each term of the three year program which lists objectives and topics in great detail. Each section contains an extensive list of references for the topic under study.

For example, the grammar syllabus contains sections on the general morphology and syntax of Setswana, specific treatment of the pronoun, the demonstrative, the qualificative, the verbal predicative, the noun-verbal predicative, the adverb, the ideophone, the interjective, and the conjunctive.

The two longest sections of the course of study are oral literature and methodology; the grammar section and the modern literature section are of approximately equal size, and the poetry section is the shortest. The length of the oral literature section may be due to the way in which topics and examples are enumerated in great detail. This section of the syllabus, although written in English, contains many lists of topics written in Setswana.

The methodology section of the syllabus contains a section on oral and writing skills which is designed to improve the speaking and writing performance of the teacher candidates. Other topics include general teaching methodologies, lesson design, preparation of teaching aids, methods of teaching reading, preparation for teaching practice (which includes microteaching), and a review of the Junior Certificate syllabus.

Comments concerning the College of Education Setswana syllabus - (1) It is generally well organized and written in a consistent format. (2) The inclusion of lists of references is helpful. (3) The syllabus contains substantial sections which are designed to remedy deficiencies in the educational background of the students. (4) The section on general methodology appears to overlap the professional education syllabus.

## **University of Botswana**

The University offers several programs to prepare teachers of Setswana. Specialization in primary language instruction is offered at the B.Ed. and M.Ed. levels. The B.Ed. (primary) program offers a concentration in English/Reading/Setswana. Senior secondary teachers of Setswana are prepared through the Post Graduate Diploma in Education. Content for the teaching major in Setswana is offered in the Department of African Languages and Literature, with supporting courses in the Department of English.

### Faculty of Education

The following courses are listed in the offerings of various departments of the Faculty of Education: Language Education (EMLE 601), Setswana in the Curriculum (EMLE 604), the Setswana Language (EMLE 611), Acquisition of Language (EMLE 613), Curriculum Studies for the Setswana Teacher (ELS 461), Survey of Oral Literature and Composition (ELS 300), Methods of Teaching Setswana in Primary Schools (ELS 409), and Theory and Practice of Teaching Setswana (ELS 569).

The Post Graduate Diploma in Education is the main vehicle for certification of teachers at the senior secondary level. Entry requirements into this program include a first degree with two teaching subjects. The program itself includes eight semester courses in the Educational Foundations Department, two curriculum studies courses in each teaching area, and seven weeks of supervised teaching practice. All secondary teachers take a foundational core of courses: Developmental Psychology, Psychology of Learning, Guidance and Counseling, Measurement and Statistics, Social and Philosophical Foundations, Planning and Administration, General Methods, and Curriculum Theory and Development. Those preparing to teach Setswana at the senior secondary level take two curriculum courses in the Department of Language and Social Science Education, including ELS 569 - the Theory and Practice of Teaching Setswana.

The syllabus for the course Theory and Practice of Teaching Setswana was examined and an interview was held with the instructor who teaches the course. The following topics are included in the syllabus of the course: aims and objectives for teaching Setswana in secondary schools, reasons for learning the first language, theories of teaching and learning, the teaching of basic language skills at the secondary level, preparation of schemes of work, the teaching of literature, evaluation, using teaching aids, etc.

## Department of African Languages and Literature

The calendar of the University was reviewed and interviews were held with the Acting Chair of the Department of African Languages and Literature and with another faculty member in this department.

The potential scope of the department is not limited to the Setswana language, although current offerings focus on Setswana and related languages.

Students completing a teaching major in Setswana as a part of their undergraduate program would typically take two courses per year in the Department of African Languages and Literature. One course would be taken in the area of linguistics and the second in the area of literature. The linguistics courses are primarily structural in content, covering phonology, morphology, syntax, historical and comparative linguistics. There are no courses offered in the department in sociolinguistics or psycholinguistics. The Acting Chair of the Department stated that it was the intention of the faculty to move away from the structuralist orientation which currently predominates.

Comments concerning the current linguistics courses in the Department of African Languages and Literature - (1) They are predominantly structuralist in orientation; they do not include topics from the fields of sociolinguistics and psycholinguistics which are most relevant to teachers of Setswana. (2) However, it is noted that a new faculty member in this department does have expertise in language acquisition and that the department appears to be in the process of change. One potential area for expansion of the department would be to include academic programs in the other African languages spoken in Botswana.

The literature courses offered in the department include the following: Introduction to Modern and Traditional Literature, Fiction and Poetry, Drama, Modern and Oral Literature, Traditional Poetry, and Selected Authors.

### **Discussion of the content of the syllabi**

All syllabi for preparing teachers of Setswana include a large component of instruction in the grammar of the language. This is one constant factor across all three levels of preparation: Primary Teacher Training Colleges, Colleges of Education, and the University of Botswana. However, the approach in the TTCs and COEs differs from that of the University. In the first two cases, instruction in the structure of the language is considered to be necessary because of variations in the way students speak Setswana and various deficiencies in their preparation in the language. At the University level Setswana is taught as an academic specialty, a body of knowledge, which students must master. Two comments should be made about this emphasis on grammar: it is not very popular with the students, and it is somewhat inconsistent with the expectations of the Ministry of Education.

During interviews with students in the Colleges of Education and the Primary Teacher Training Colleges, students were asked which areas of the

curriculum they liked best. They typically stated that they preferred literature or methodology. They generally supported their choice of literature with the argument that they were interested in the cultural aspects of the subject, and they stated that they liked the methodology courses because they could see their practical implications for instruction. Students generally found the study of grammar boring, and nobody said that they preferred the study of grammar to other areas of the curriculum. This finding is consistent with an empirical study of secondary level student and teacher attitudes toward the various aspects of the Setswana curriculum. Martin (1990) found that instruction in grammar was the least popular aspect of the curriculum among students; it was almost as unpopular as literature was popular.

If the formal study of grammar is not very popular with students, it is also somewhat at variance with the expectations of the Ministry of Education. Curriculum documents of the Ministry stress the four language skill areas and they give particular importance to literacy in Setswana. Although goal statements of the teacher training institutions stress teaching grammar in context, or teaching it as a descriptive rather than a prescriptive subject, they are contradicted by the lengthy and formal lists of grammatical topics to be mastered by the teacher candidates. These grammatical topics are tested on the final examinations (see below).

In contrast to the grammatical aspects of the syllabus, the literature portions appear to be fully consistent with the expectations of the Ministry of Education. The strong emphasis on oral traditions and their cultural significance is in agreement with goals to preserve Tswana culture. However, the literature curriculum looks more to the past than to the present day realities of life in Botswana. Students are generally interested in the material presented because it is an important part of their heritage, but they may also question the current relevance of this topic.

Some teachers appear ambivalent toward this aspect of their curriculum. When the consultant asked which aspects of the traditional culture they wished to see preserved, one teacher responded, "these things are too primitive."

Conclusions concerning Issue No. 2 - (1) The content of TTC and COE syllabi address three major areas: (a) the structure of the Setswana language, (b) literature in Setswana, both modern and traditional, and (c) various methodologies for teaching language and literature. (2) Attention to these topics appears to be relatively uniform across the various institutions and between the TTC and COE syllabi, although no formal attempts have been made to coordinate curriculum development at the two levels of teacher preparation. (3) In the TTC and COE syllabi, the content of the curriculum, i.e. the Setswana language and literature, is given more attention than the methods for teaching that content. (4) The grammatical portions of the teacher training syllabi are not consistent with the primary and junior secondary Setswana syllabi developed by the Ministry of Education.

## **Teaching Methods and Materials**

The third issue addressed by the consultancy concerned the teaching methods, materials and facilities used in the teacher training institutions.

These factors were evaluated primarily through conversations with staff members at the teacher training institutions and through classroom observations. Each area will be discussed in turn.

### **Instructional methodologies**

The most salient characteristic of the Setswana training programs at the Primary Teacher Training Colleges and the Colleges of Education is that instruction is conducted through the medium of Setswana. One principal commented with obvious pride that her institution "was the first to teach Setswana through the medium of Setswana." Another commented that his institution was "very pro-Setswana."

Several classes were observed at the TTCs and the COEs and, except for an occasional word or explanation for the benefit of the consultant, the instructors spoke exclusively in Setswana. The students, too, responded in Setswana. No classes were observed at the University level, but students and faculty alike agreed that the language of instruction is uniformly English, even when works of Setswana literature are discussed.

Most of the classes observed followed a teacher-guided discussion format. In one instance, students read passages from a literature book, followed by discussion; in another the students themselves were conducting peer teaching lessons, with the instructor, and other students, providing commentary on the lessons presented. Lecturing, recitation and teacher-guided discussion appear to be the most common instructional strategy at the teacher training level. The use of the same strategies has been found in an observational study of primary and secondary classrooms (see Fuller and Snyder, 1991). While one should be wary of generalizing from the limited observations of this study, it would not be surprising to find that teachers in Botswana, as their counterparts elsewhere, "teach as they were taught."

The discussion classes were very animated with considerable teacher-student interaction in Setswana. Smaller amounts of student-student interaction were also observed. Although the classes would generally be classified as "teacher-dominated," students were obviously engaged by the lessons. Since no classes, other than Setswana sections, were observed, it is not possible to make comparisons between Setswana classes and other areas of the curriculum. But within the Setswana program lessons of grammar, literature, and methodology were observed, with fairly uniform patterns of classroom interaction.

In one grammar class an extended discussion on correct usage was observed. Later discussion with the lecturer confirmed the observer's perception that the discussion had been prompted by dialectical differences

in the varieties of Setswana spoken by the students. Conversations with professional staff at other institutions confirmed that this type of discussion is common in grammar classes. Linguistic diversity among the students could easily provide the basis for discussions of language varieties in the country and the issue of determining which variety is the "standard version" of a language. However, one student commented that she didn't like grammar classes "because they created arguments."

Peer teaching is a strategy which is often used in the Setswana teacher training programs, particularly in the methodology sections of the program, and as a preparation for teaching practice. In addition to peer teaching, microteaching is used at the College of Education level, and the TTC staff tend to regard peer teaching as the best approximation to microteaching which is available to them.

Cooperative learning groups are also used, and one short use of these were observed, but staff did not mention this as a major instructional technique used in the training of Setswana teachers. Presentations of drama in Setswana are not used. When the consultant suggested the use of debate in Setswana to the staff of one institution, there was open skepticism.

Except in peer teaching presentations by students, no use of audiovisual aids to teach Setswana was observed. It is not clear that teachers of Setswana avoid the use of audiovisual aids, but one teacher, when asked about the use of audiovisual presentations in Setswana said, "not like what happens in other departments." The very limited use of audiovisual materials to teach Setswana by the professional staff observed in this study contrasted with the extensive use of these materials in the peer presentations and in the *Breakthrough* classes which were observed (see below).

### **Instructional materials**

Discussions of instructional materials with the staffs of the teacher training institutions led to one uniform conclusion: nobody is satisfied with them. With the exception of original works of Setswana literature, and translated works, most texts are in English.

The grammar classes at the TTCs and COEs use books which are also texts used at the secondary and university level because they are the only ones available. One of the most widely used (Cole, 1955) is written in English. In some cases, students have already studied the assigned text for the Setswana grammar class before coming to the teacher training institution.

In the literature courses the situation is much better. At the TTC level, there are two novels and two drama books which are required reading, and the titles are changed every two years. The Colleges of Education require books on oral literature (some in English) and several books in modern literature. TTC lecturers comment that students can deal with the content of the literature program, but have difficulty doing critical analysis. COE lecturers comment that their students have the most difficulty with poetry because of unfamiliar vocabulary and imagery.

The most serious problem with textbooks is in the methodology classes. There is absolutely nothing written directly about the teaching of Setswana except the *Breakthrough to Setswana* materials. The result is that TTC and COE lecturers use books about the methodology of teaching English, either as a first or as a second language. Staff at both the Primary Teacher Training Colleges and the Colleges of Education are virtually unanimous in identifying the lack of texts in Setswana methodology as their number one problem in materials. Students concur and comment on the message which is conveyed when they have only books about teaching English to study while preparing to become teachers of Setswana.

Few if any instructional materials other than textbooks were observed in the teacher training institutions, the only exception being the *Breakthrough to Setswana* materials. TTC and COE staff talk almost exclusively in terms of textbooks as instructional materials. As one Principal commented: "if it isn't in a book, then it isn't totally real."

Two additional comments about the availability of textbooks should be made. During classroom observations, it was found that most students had copies of the textbook for the class. Also, there are far more textbooks and reference books available in the Colleges of Education than in the Primary Teacher Training Colleges.

## Facilities

The quality of the physical facilities available for the program in Setswana, and for other programs as well, is in part a function of age. The newer Colleges of Education contain far more attractive learning environments. They have faculty offices and better designed classrooms. The Molepolole College of Education has the capability of conducting microteaching sessions. It also has a small collection of cultural artifacts and an excellent supply of textbooks.

Among the Primary Teacher Training Colleges, Tlokweng (opened in 1986) has the best facilities. Lobatse, the oldest, has significant limitations which are described in the self-study report.

The report of the Curriculum Implementation Committee on *The Status of the Primary Teacher Training Colleges in Botswana*, dated October, 1989 describes the most significant of the facilities problems of the older colleges: "hostels housing 10 or more students to a room; a lack of work space for tutors to prepare for classes and to mark papers; inadequate laboratories; an absence of consideration for handicapped students; sites which tend to be too small and inadequately developed; and insufficient staff housing" (p. 17). Current programs to upgrade the TTC facilities are dealing with some, but not all, of these issues.

These factors affect the quality of instruction offered in all subjects, but there is one element in the physical environment of the teacher training institutions which has direct bearing on their Setswana training programs. There is a marked contrast between the oral presence of Setswana, which is spoken

everywhere by students and faculty alike, and the lack of things written in Setswana. No official notices in Setswana were observed; no permanent signs in the language and no Tswana cultural artifacts were on display. In fact, no written use of the language was observed at all except in the limited number of texts in the Setswana language, in students' notebooks, and things written by teachers --temporarily-- on the chalkboards.

Conclusions concerning Issue No. 3 - (1) The primary instructional strategies employed in training Setswana teachers are: lecturing, student recitation, and teacher-guided discussion. (2) Instructional materials used in the teacher training institutions are almost exclusively textbooks, and most of the texts are written in English. (3) The most serious materials problem is the lack of texts concerned with the methodology of teaching Setswana. (4) Written Setswana is not often seen in the teacher training institutions. (5) The Colleges of Education and the newer TTCs have better physical facilities than the older institutions.

## **Evaluation of Student and Program Outcomes**

The fourth issue addressed by the consultancy was the evaluation of individual student learning and programme outcomes.

The evaluation of individual student performance in programs to train teachers of Setswana does not differ from the evaluation of other areas of the program, except that it is conducted in Setswana rather than in English.

The Primary Teacher Training Colleges and Colleges of Education follow similar patterns of student evaluation. Final grades are a composite of course grades and year end examinations, and the final examination process includes the participation of outside examiners, although their function differs somewhat in the TTCs and COEs.

### **Primary Teacher Training Colleges**

The Board of Affiliation of the Primary Teacher Training Colleges names a subject panel for Setswana (and for other subjects as well). The desired membership of this panel is as follows: two tutors from each TTC, two representatives from the National Primary Education Setswana Panel, one Setswana curriculum officer from the Ministry of Education, and a moderator from the University who is a specialist in the area.

The subject panel develops a pool of examination items, based on the approved primary syllabus for Setswana. The moderator prepares the examination, based on these questions, and they are sent in sealed envelopes to each Primary Teacher Training College. Students must write two examination papers: one in language (grammar and culture-related vocabulary) and one in literature (the novel, drama, and oral literature) and methodology. The subject panel meets to evaluate student performance on the examination and assign grades. The final grades are determined by the course grades (50%) and by the examination grade (50%).

### **Colleges of Education**

Examinations in the Colleges of Education are a local responsibility. Two external examiners participate in the process, grading samples of student papers and making recommendations for modifications of the examination. One of the Colleges reports that the external examiners recently suggested that the examination of oral literature should be expanded. Students write papers in four areas (language, modern literature, oral literature, methodology) at the end of the first and second years and in three areas (language, modern literature, oral literature) at the end of the third year. A research project is required in year three in lieu of the fourth examination area. This project generally follows the pattern for psychological research (introduction, methodology, findings, conclusions, etc.) Course evaluations are given double weight in determining the final grade in all classes.

## **Program outcomes**

The consultant could find no evidence of follow-up studies of graduates of the Primary Teacher Training Colleges or the Colleges of Education.

During 1988-89 the Primary Teacher Training Colleges underwent a process of self-study and the Colleges of Education were embarked on this process at the time of the consultancy.

The TTC self-study process consisted of three phases: (1) each institution evaluated its program, based on a Self-Study Guide, (2) a review team of fifteen members visited each institution, and (3) the staff of each TTC designed a five-year development program, based on the results of phases one and two. A composite report on *The Status of the Primary Teacher Training Colleges in Botswana* (October, 1989) has been prepared, based on the entire self-study process.

The development plan of the Tlokweng Teacher Training College was reviewed by the consultant. It contains sections dealing with curriculum development, instructional support, personnel development, organization and administration, facilities development, and policy changes. The following recommendations concerning Setswana were made in the Tlokweng development plan:

1. "There should be closer cooperation between Curriculum Development for Primary Schools and the TTC's where the teachers are trained."
2. A program of reading and writing skills development is recommended, separate from the regular offerings in English and Setswana.
3. Regular meetings between the faculty of the English and Setswana departments are recommended.
4. "The amount of materials for class use in the Primary Schools written in Setswana is very limited. We need to think of translating relevant material from English and have it published for students to use during teaching practice and for our own use during lessons as support and examples of proper teaching methods. The translation committee should comprise lecturers from all four Colleges."
5. "A Setswana Curriculum Handbook ... written in Setswana is needed to help shape the teaching of Setswana methods and to help new Lecturers in the subject."
6. "Due to the many new Ministry initiatives in the educational field (breakthrough, project method, BTCL, continuous assessment, etc.) it is imperative that the College takes the lead in ensuring that in-service courses are planned to deal with these matters, so that the College remains in the forefront of these initiatives."

7. "There is need for tape recorders/players'to do oral work in the two subjects (Setswana/English). ..."  
(Quotations from the 1989-94 Development Plan of the Tlokweng Teacher Training College)

Conclusions concerning Issue No. 4 - (1) Evaluation of student learning in Setswana is the same as in other subjects. (2) Procedures for the assessment of candidates in the TTCs and the COEs are similar, the main differences being the role of external examiners and the respective weighting of examination scores and continuous assessment. (3) The Primary Teacher Training Colleges have completed a program of self-assessment, and the Colleges of Education are just beginning. The self-assessment process will be a stimulus to the improvement of instruction in Setswana, and in other subjects as well. (4) No follow up studies of graduates of the teacher training program have been undertaken.

## **Inservice Programs**

The fifth issue addressed by the consultancy concerned programs of inservice education for teachers of Setswana.

The results reported in this section are based on interviews conducted in the Ministry of Education, conversations with Regional Education Officers, staff of the various Primary Teacher Training Institutions and the Colleges of Education, and faculty at the University of Botswana. Also, several reports of the Primary Education Improvement Project were reviewed.

### **Inservice Infrastructure**

In recent years the Ministry of Education has developed an extensive infrastructure for inservice education. There are now 13 fully equipped education centers, 35-40 Field Education Officers in Primary Education, a corps of Junior Secondary Field Officers and over 30 Teacher Advisors. These persons represent the first level for the delivery of inservice education. The promoted staff of the schools--1,800 principals, deputy heads, and head teachers-- represent the second level of inservice providers.

Given this extensive network, it is surprising to note how little inservice education for teachers of Setswana has been conducted in recent years. With the exception of the two Setswana Workshops held in 1985 and 1987 and the important efforts made to disseminate the *Breakthrough to Setswana* materials, the consultant was unable to discover any significant initiative for inservice education in Setswana.

### **1985 and 1987 Setswana workshops**

Held in Serowe and Francistown, these workshops provided a national forum for the discussion of issues related to education in Setswana. There was considerable emphasis on inservice education. Three quotes capture some of the flavor of the discussions at these workshops.

"Language is the mainstay of propagating traditions and culture and neglect of one's language is the surest and quickest way of destroying one's culture and tradition." (1985, p. 2)

"There is a feeling among the pre-service teachers that the road leading to Setswana is a blind alley. There are no career prospects; there are no opportunities for enhancing professional experience of improving academic qualifications." (1985, p. iv)

"In some ways the plight of Setswana teachers recaptures the colonial history of native languages vis-a-vis the language of the colonial masters. It is an unpalatable fact that teaching English is more prestigious than teaching native languages." (1985, p. v)

A series of recommendations were made at the first workshop and repeated two years later. Some of them are listed below:

1. Annual Setswana workshops should be held.
2. There should be training abroad for Setswana teachers.
3. Proficiency in the Setswana language should be an additional requirement for advanced training in law, journalism, medicine, and social work.
4. Writers workshops for production of children's books in Setswana and other books for teaching should be organized.
5. The University should be asked to teach Setswana in Setswana.
6. Good Setswana teachers should be seconded as lecturers to the University.
7. Age should not be taken into account for Setswana teachers who want training.
8. A special inservice course to provide teachers with the skills of writing, editing and curriculum development should be conducted.
9. Before Setswana teachers' guides are introduced, teachers concerned should be given demonstrations in workshops on their use.

Virtually all of these recommendations were voiced again by people interviewed by the consultant in the process of gathering information for this report.

### ***Breakthrough to Setswana***

The *Breakthrough* method has been adapted from the English version *Breakthrough to English*, a structured approach to initial literacy. *Breakthrough* programs have now been produced in several South African language versions. The method is based on the child's oral proficiency in Setswana which becomes the basis for his or her initial reading and writing activities. *Breakthrough* is a method for initial literacy which has been introduced in Standard 1.

A national effort has been mounted to introduce *Breakthrough* into all Standard 1 classrooms. *Breakthrough* classes have been started in most of the major centers of population, but it may take another 3-4 years to reach all Standard 1 classes in the nation (interview with Mrs. Jensvold, 6/27/91). A key feature in the spread of the program has been the cadre of Teacher Advisors who have provided inservice training to teachers in classes where the program is being implemented.

A 1984 report by UNESCO consultant Alan Peacock concluded that the pilot program of the *Breakthrough* method had been highly successful and that further implementation should be undertaken. The Ministry of Education later approved the program for national implementation. A more extensive evaluation of the program is planned for the future.

Some problems have been noted as the implementation of *Breakthrough* has spread to many areas of the country. A recent report concludes that

"... a definite deterioration in the quality of *Breakthrough* teaching has set in due mainly to the shortage of Teacher Advisors... *Breakthrough* demands change in the total approach to the child and the classroom. Teachers must stand back and observe what the child is capable of doing and then adjust her expectations which are generally far too limited" (undated manuscript supplied by Mrs. Jensvold, 6/27/91).

In spite of these problems, the *Breakthrough* program has been the most successful innovation implemented in Botswana in recent years. Its success appears to be due to two factors: (1) clear direction and coordination from the Ministry, and (2) the network of Teacher Advisors which carried out the program of inservice education.

One concern expressed by many persons during the consultancy was the lack of a coordinated program in Setswana literacy to follow the *Breakthrough* program. The important gains in initial literacy could be lost without adequate follow-up activities. The project method was mentioned by many as the natural complement to the *Breakthrough* method, but the project method is not specifically directed to continuing literacy in Setswana.

## Results of Interviews

A number of issues concerning inservice education came up in the course of the interviews with Ministry officials, Regional Education Officers, and staff of the TTCs and COEs, including the following ideas:

1. In part teachers teach the way they are taught because no inservice in Setswana has been provided.
2. The issue of status of TTC and COE lecturers came up several times. Lecturers complained that their colleagues, friends, and the public at large think less of them because they are teachers of Setswana.
3. At one College of Education it was pointed out that the Setswana staff is less qualified than staff of other departments because few of them hold the M.A. degree.
4. Many staff members complained that there is no plan for professional development of Setswana staff, after the initial degree.

5. Virtually everyone commented on the lack of travel and study opportunities for Setswana staff.
6. Several people pointed out the desirability of visiting other African countries where teachers and teacher trainers are facing similar problems.
7. Several people suggested that visits to areas of South Africa where Setswana is spoken would be very helpful.
8. Several staff members felt that they were not given enough training in new initiatives of the Ministry of Education, such as Guidance and Counseling, *Breakthrough*, and the Project Method.
9. Several staff members commented that teachers of Setswana, if they have the opportunity, will choose to teach another subject.

### **TTC self-study report**

Some of these concerns were also echoed in the report "The Status of The Primary Teacher Training Colleges in Botswana." For example, the report stresses the importance of training new teachers in the various initiatives of the Ministry, but it points out that the TTC syllabus is already overcrowded.

The report also endorses an expanded inservice role for the faculty of the Primary Teacher Training Colleges, but points out that the teaching loads of TTC lecturers are already heavy.

Finally, the report recommends "the development of an inservice education programme for tutors in the TTCs which provides both system-wide workshops and college-based activities."

Conclusions concerning Issue No. 5 - (1) Although an extensive inservice network has been established, there has been few inservice activities in Setswana, with the exception of the *Breakthrough* program. (2) There is a sense of frustration among teachers of Setswana about the status of the Setswana language and the lack of opportunities for professional advancement. (3) Staff in the TTCs and COEs need to be fully trained in the new initiatives of the Ministry so that they can prepare the teacher trainees with up to date information. (4) An expanded role in inservice education has been proposed for TTC and COE lecturers.

## **Incentives for Teachers of Setswana**

The sixth issue addressed by the consultancy concerned incentives for teachers of Setswana.

Opinions concerning incentives for teachers of Setswana were solicited from all persons interviewed. While there was some variation in responses, the following issues were brought up repeatedly: inservice training, salary incentives, Setswana materials, and the status of the language.

### **Inservice training incentives**

1. Provide programs of staff development for Setswana lecturers at the TTCs and COEs.
2. Bring promising Setswana teachers to the TTCs and COEs for further study.
3. Organize workshops on how to prepare materials in Setswana for teachers.
4. Provide training on how to conduct a workshop in Setswana.

### **Travel and study**

1. Send Setswana lecturers to South Africa for further training.
2. Send Setswana teachers to other African countries to observe teaching practices and talk with their counterparts.
3. Send Setswana lecturers outside Botswana for advanced study in linguistics.

### **Salary enhancements**

1. Provide salary incentives for Setswana teachers which are comparable to those provided for teachers of math and science.
2. Provide salaries for TTC and COE lecturers which are competitive with salaries paid to heads of schools.

### **Setswana materials**

1. Encourage the production of materials in Setswana by teachers.
2. Collect student stories in Setswana for informal publication.

3. Record songs, poems and plays in Setswana.

### **Status of Setswana**

1. Encourage the use of Setswana for advanced academic study, such as defending a thesis.
2. Make proficiency in Setswana a requirement for study in the fields of law, medicine and journalism.

### **Other Incentives**

1. Organize writing competitions and quizzes in the Setswana language.
2. Promote drama and debate using the Setswana language.

## **Recommendations**

The final section of this report contains the general recommendations which result from this consultancy. These recommendations are directed to various levels and institutions, i.e. the Primary Teacher Training Colleges and the Colleges of Education, the Ministry of Education, the National Setswana Language Council, and the donor agencies. Some recommendations directed to one institution have counterpart recommendations directed to other institutions.

### **Primary Teacher Training Colleges and Colleges of Education**

The following recommendations are directed primarily to the institutions which prepare teachers for the primary and junior secondary schools.

1. Continue the refinement and development of the Setswana syllabi.
2. Review the relative emphasis placed on different components of the syllabi in relation to the goals and content of the primary and junior secondary syllabi developed by the Ministry of Education.
3. Review the content of the syllabi in relation to the new initiatives of the Ministry of Education.
4. Coordinate efforts to improve the Setswana syllabi across the two levels of teacher preparation.
5. Expand the opportunities for the formal use of Setswana in the teacher training institutions through the organization of drama societies, debates, and competitions.
6. Increase the visibility of written Setswana in the teacher training institutions through formal announcements in that language, exhibits of student work, and visual displays of the language in Setswana classrooms.
7. Encourage the production of audio-visual materials for the teaching of Setswana.
8. Increase the visibility of elements of Setswana material culture in the teacher training institutions.
9. Develop and implement a plan for the collection of samples of student work in Setswana, including original essays, poems, collections of oral traditions, recordings of Setswana language samples, and plans for lessons in Setswana to be presented during practice teaching.

10. Discuss the issue of increasing the use of Setswana as a means of communication in present day society, and formulate suggestions to the Ministry of Education, the National Setswana Language Council, and the Government.
11. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige among students and faculty of the teacher training institutions, in the primary and secondary schools of the country, and among parents.
12. Develop an institutional plan for the professional development of Setswana lecturers.
13. Encourage Setswana lecturers to seek opportunities for professional development and request Ministry support for these activities.
14. Encourage Setswana lecturers to become fully informed about new initiatives of the Ministry of Education and organize symposia and workshops which will facilitate this process.
15. Develop a plan for the increased participation of Setswana lecturers in inservice activities, including appropriate incentives for them to participate.
16. Begin to plan follow-up studies of graduates of the teacher training institutions.

### **The Ministry of Education**

The following recommendations are directed primarily to the Ministry of Education. In some instances they are parallel to the recommendations made to the TTCs and COEs.

1. Develop and implement a plan of incentives for teachers of Setswana.
2. Provide opportunities for Setswana teachers to visit African nations to observe their programs of first and second language education.
3. Provide opportunities for Setswana teachers to undertake graduate study of the Setswana language in South Africa.
4. Provide opportunities for Setswana teachers to undertake graduate programs of study in first and second language acquisition.

5. Develop a plan to insure that all College of Education and Primary Teacher Training College lecturers are well informed about the new initiatives of the Ministry.
6. Develop a plan for the production of materials in Setswana which deal with various aspects of the methodology of teaching that language.
7. Encourage the development of institutional, regional, and national competitions for the production of original works in Setswana.
8. Develop a plan for the production of instructional materials in Setswana, outside of the regular commercial publishing channels.
9. Provide support and encouragement to TTC and COE lecturers to become active participants in inservice activities.
10. Discuss the issue of increasing the use of Setswana as a means of communication in present day society and formulate new policies and suggestions to the National Setswana Language Council and the Government.
11. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige among students and faculty of the teacher training institutions, in the primary and secondary schools of the country, and among parents.
12. Examine the process of curriculum development for Setswana in the various departments and agencies of the Ministry and look for ways to improve coordination of these efforts.
13. Examine the coordination of various inservice programs in Setswana which exist in various departments of the Ministry and look for ways to improve coordination in the delivery of services.
14. Include an examination of various issues concerning the language education policy in the charge to the National Commission on Education which will be convened during the National Development Plan No. 7. These issues include the initial language of instruction, the time of transition to English, the use of Setswana as a medium of instruction in the upper primary grades and at the secondary level, the use of languages other than English and Setswana in the first years of schooling, and the linguistic competencies of current teachers.

### **National Setswana Language Council**

The following recommendations are directed primarily to the National Setswana Language Council.

1. The process of reviewing the Standard Orthography of Setswana should be completed as soon as possible.
2. An existing orthography should be adopted or a new one created. The approved orthography should then be promoted as a single standard for the written version of the language.
3. The Council should examine the issue of expanding the vocabulary of Setswana so that it may become a more effective means of communication in contemporary society, including its eventual use in the professions, in secondary education and in academic programs at the University of Botswana.
4. Scholarly research by Batswana, and the dissemination of the findings of this research, should be encouraged. Among the many important areas of research are the current diversity of language varieties spoken in this country, the process of language change, first and second language acquisition by young children in Botswana, and the history of the Setswana language in Botswana.
5. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige in many sectors of society.

### **Donor agencies**

The following recommendations are directed primarily to the donor agencies. Support should be given to the improvement of instruction in Setswana in the following areas:

1. Programs of inservice education for teachers of Setswana and for lecturers at the TTC and COE levels.
2. Improvement of the Setswana curriculum at the basic education level.
3. Programs to increase the quantity and improve the quality of instructional materials in Setswana.
4. Programs of research in Setswana instituted by individual researchers and by the National Setswana Language Council.

## Appendix A

### Persons interviewed during consultancy

#### **Ministry of Education**

Deputy Permanent Secretary  
Chief Education Officer for Teacher Education  
Chief Education Officer for Primary Education  
Chief Education Officer for Curriculum Development and Evaluation  
Education Officer for Setswana (Curriculum Development)  
Education Officer for Setswana (Secondary Education)  
Inservice Advisor

#### **Serowe**

Principal and Deputy Principal, Primary Teacher Training College  
Chair and Lecturers, Setswana Department  
Regional Education Officer  
Coordinator, *Breakthrough program*

#### **Lobatse**

Acting Principal and Deputy Principal, Primary Teacher Training College  
Chair and Lecturers, Setswana Department

#### **Francistown**

Principal, Primary Teacher Training College  
Chair and Lecturers, Setswana Department  
Students, Setswana teacher training program  
Regional Education Officer

#### **Tonota**

Principal and Deputy Principal, College of Education  
Chair and Lecturers, Setswana Department

#### **Tlokweneng**

Principal and Deputy Principal, Primary Teacher Training College  
Chair and Lecturers, Setswana and English Departments  
Students, Setswana teacher training program

## **Molepolole**

Principal and Deputy Principal, College of Education  
Chair and Lecturers, Setswana Department  
Students, Setswana teacher training program

## **University of Botswana**

Chief-of-party, Primary Education Improvement Project  
Acting Chair, Department of African Languages and Literature  
Lecturers from the Departments of African Languages and Literature,  
Primary Education, Language and Social Studies Education

## **Botswana Book Center**

Mr. Matumo, Mrs. Lesole, Mrs. Johnson

## Appendix B

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## Appendix C

### Consultant's Report on the Improvement of the Training of Teachers of Setswana

#### Summary

According to the terms of reference, the purpose of the consultancy was to analyze the present Setswana programmes in the Primary Teacher Training Colleges, the Colleges of Education and the University for preparing teachers of Setswana and to propose steps which may be taken to improve Setswana instruction.

Conclusions concerning language policy in education - (1) The Report of the National Commission on Education and the National Policy on Education contain a clear view of the role of Setswana and English in the education of all Batswana. (2) Setswana is the primary medium of instruction during the first four years of schooling and a subject of study for the remainder of the primary cycle and at the secondary level, and English is a subject of instruction during the first four years of schooling and the primary medium of instruction thereafter. (3) The main goal of primary instruction is to make children literate first in Setswana and then in English. (4) English-medium schools and some schools in remote areas appear to be exceptions to the use of Setswana in the early years, and Setswana appears to be used informally in the upper grades in many areas.

Discussion - These statements imply three important roles for instruction in the Setswana language. First, Setswana is viewed as an important means of communication in the nation, and therefore the school has the responsibility to develop the full range of communicative skills in this language. Second, Setswana plays an important role in preserving the Tswana cultural heritage, and therefore an important objective of all instruction in the language is to foster cultural retention and expansion. Finally, the Setswana language acts as a unifying force in the process of national development, and for this reason school programs in Setswana play a crucial role in the development of national identity. It should be noted that there are two potential goals for instruction in Setswana which are not implied in these policy statements: the Setswana language is not viewed as an important factor in the contemporary economic and cultural life of the country, and it is not seen as an appropriate vehicle for secondary or tertiary education.

Conclusions concerning content of the primary and secondary school syllabi - (1) The syllabi appear to be consistent with the policy statements previously discussed: they address oral and literacy development in Setswana, they are concerned with the preservation of Tswana culture and with the development of a distinct national identity. However, the limitations in the policy statements mentioned above --no clear linkage between the use of the language and the current economic and cultural life of the nation and lack of viable programs of secondary and tertiary education through the medium of the language-- also limit the Setswana school curricula. (2) While the primary and junior secondary level syllabi do not stress study of the formal aspects of grammar, this focus is a prominent feature of the senior

secondary syllabus. (3) The senior secondary syllabus is a clear example of content being driven by an examination.

Conclusions concerning goals of the training programs - There are three major goals being sought in the programs to prepare teachers of Setswana at the Primary Teacher Training Colleges and the Colleges of Education. (1) These programs are designed to improve the oral and written skills in Setswana of the teachers in training so that they can teach the language effectively. (2) The programs are designed to increase the participants' knowledge of Tswana culture so that they can effectively enculturate the new generation. (3) The programs are designed to develop a commitment to the promotion of the Setswana language and culture as an important unifying force in the nation. (4) These goals are generally consistent with the expectations of the Ministry of Education and with the educational policy statements reviewed above.

Conclusions concerning content of the training programs - (1) The content of TTC and COE syllabi address three major areas: (a) the structure of the Setswana language, (b) literature in Setswana, both modern and traditional, and (c) various methodologies for teaching language and literature. (2) Attention to these topics appears to be relatively uniform across the various institutions and between the TTC and COE syllabi, although no formal attempts have been made to coordinate curriculum development at the two levels of teacher preparation. (3) In the TTC and COE syllabi, the content of the curriculum, i.e. the Setswana language and literature, is given more attention than the methods for teaching that content. (4) The grammatical portions of the teacher training syllabi are not consistent with the primary and junior secondary Setswana syllabi developed by the Ministry of Education.

Conclusions concerning instruction, materials, and facilities - (1) The primary instructional strategies employed in training Setswana teachers are: lecturing, student recitation, and teacher-guided discussion. (2) Instructional materials used in the teacher training institutions are almost exclusively textbooks, and most of the texts are written in English. (3) The most serious materials problem is the lack of texts concerned with the methodology of teaching Setswana. (4) Written Setswana is not often seen in the teacher training institutions. (5) The Colleges of Education and the newer TTCs have better physical facilities than the older institutions.

Conclusions concerning student and program evaluation - (1) Evaluation of student learning in Setswana is the same as in other subjects. (2) Procedures for the assessment of candidates in the TTCs and the COEs are similar, the main differences being the role of external examiners and the respective weighting of examination scores and continuous assessment. (3) The Primary Teacher Training Colleges have completed a program of self-assessment, and the Colleges of Education are just beginning. The self-assessment process will be a stimulus to the improvement of instruction in Setswana, and in other subjects as well. (4) No follow up studies of graduates of the teacher training program have been undertaken.

Conclusions concerning inservice education - (1) Although an extensive inservice network has been established, there has been few inservice

activities in Setswana, with the exception of the Breakthrough program. (2) There is a sense of frustration among teachers of Setswana about the status of the Setswana language and the lack of opportunities for professional advancement. (3) Staff in the TTCs and COEs need to be fully trained in the new initiatives of the Ministry so that they can prepare the teacher trainees with up to date information. (4) An expanded role in inservice education has been proposed for TTC and COE lecturers.

The following incentives are recommended:

1. Provide programs of staff development for Setswana lecturers at the TTCs and COEs.
2. Bring promising Setswana teachers to the TTCs and COEs for further study.
3. Organize workshops on how to prepare materials in Setswana for teachers.
4. Provide training on how to conduct a workshop in Setswana.
5. Send Setswana lecturers to South Africa for further training.
6. Send Setswana teachers to other African countries to observe teaching practices and talk with their counterparts.
7. Send Setswana lecturers outside Botswana for advanced study in linguistics.
8. Provide salary incentives for Setswana teachers which are comparable to those provided for teachers of math and science.
9. Provide salaries for TTC and COE lecturers which are competitive with salaries paid to heads of schools.
10. Encourage the production of materials in Setswana by teachers.
11. Collect student stories in Setswana for informal publication.
12. Record songs, poems and plays in Setswana.
13. Encourage the use of Setswana for advanced academic study, such as defending a thesis.
14. Make proficiency in Setswana a requirement for study in the fields of law, medicine and journalism.
15. Organize writing competitions and quizzes in the Setswana language.
16. Promote drama and debate using the Setswana language.

Recommendations - The final section of this report contains the general recommendations which result from this consultancy. These recommendations are directed to various levels and institutions, i.e. the Primary Teacher Training Colleges and the Colleges of Education, the Ministry of Education, the National Setswana Language Council, and the donor agencies. Some recommendations directed to one institution have counterpart recommendations directed to other institutions.

The following recommendations are directed primarily to the institutions which prepare teachers for the primary and junior secondary schools.

1. Continue the refinement and development of the Setswana syllabi.
2. Review the relative emphasis placed on different components of the syllabi in relation to the goals and content of the primary and junior secondary syllabi developed by the Ministry of Education.

3. Review the content of the syllabi in relation to the new initiatives of the Ministry of Education.
4. Coordinate efforts to improve the Setswana syllabi across the two levels of teacher preparation.
5. Expand the opportunities for the formal use of Setswana in the teacher training institutions through the organization of drama societies, debates, and competitions.
6. Increase the visibility of written Setswana in the teacher training institutions through formal announcements in that language, exhibits of student work, and visual displays of the language in Setswana classrooms.
7. Encourage the production of audio-visual materials for the teaching of Setswana.
8. Increase the visibility of elements of Setswana material culture in the teacher training institutions.
9. Develop and implement a plan for the collection of samples of student work in Setswana, including original essays, poems, collections of oral traditions, recordings of Setswana language samples, and plans for lessons in Setswana to be presented during practice teaching.
10. Discuss the issue of increasing the use of Setswana as a means of communication in present day society, and formulate suggestions to the Ministry of Education, the National Setswana Language Council and the Government.
11. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige among students and faculty of the teacher training institutions, in the primary and secondary schools of the country, and among parents.
12. Develop an institutional plan for the professional development of Setswana lecturers.
13. Encourage Setswana lecturers to seek opportunities for professional development and request Ministry support for these activities.
14. Encourage Setswana lecturers to become fully informed about new initiatives of the Ministry of Education and organize symposia and workshops which will facilitate this process.
15. Develop a plan for the increased participation of Setswana lecturers in inservice activities, including appropriate incentives for them to participate.
16. Begin to plan follow-up studies of graduates of the teacher training institutions.

The following recommendations are directed primarily to the Ministry of Education.

1. Develop and implement a plan of incentives for teachers of Setswana.
2. Provide opportunities for Setswana teachers to visit African nations to observe their programs of first and second language education.
3. Provide opportunities for Setswana teachers to undertake graduate study of the Setswana language in South Africa.

4. Provide opportunities for Setswana teachers to undertake graduate programs of study in first and second language acquisition.
5. Develop a plan to insure that all College of Education and Primary Teacher Training College lecturers are well informed about the new initiatives of the Ministry.
6. Develop a plan for the production of materials in Setswana which deal with various aspects of the methodology of teaching that language.
7. Encourage the development of institutional, regional, and national competitions for the production of original works in Setswana.
8. Develop a plan for the production of instructional materials in Setswana, outside of the regular commercial publishing channels.
9. Provide support and encouragement to TTC and COE lecturers to become active participants in inservice activities.
10. Discuss the issue of increasing the use of Setswana as a means of communication in present day society and formulate new policies and suggestions to the National Setswana Language Council and the Government.
11. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige among students and faculty of the teacher training institutions, in the primary and secondary schools of the country, and among parents.
12. Examine the process of curriculum development for Setswana in the various departments and agencies of the Ministry and look for ways to improve coordination of these efforts.
13. Examine the coordination of various inservice programs in Setswana which exist in various departments of the Ministry and look for ways to improve coordination in the delivery of services.
14. Include an examination of various issues concerning the language education policy in the charge to the National Commission on Education which will be convened during the National Development Plan No. 7. These issues include the initial language of instruction, the time of transition to English, the use of Setswana as a medium of instruction in the upper primary grades and at the secondary level, the use of languages other than English and Setswana in the first years of schooling, and the linguistic competencies of current teachers.

The following recommendations are directed primarily to the National Setswana Language Council.

1. The process of reviewing the Standard Orthography of Setswana should be completed as soon as possible.
2. An existing orthography should be adopted or a new one created. The approved orthography should then be promoted as a single standard for the written version of the language.
3. The Council should examine the issue of expanding the vocabulary of Setswana so that it may become a more effective means of communication in contemporary society, including its eventual use in the professions, in secondary education and in academic programs at the University of Botswana.

4. Scholarly research by Batswana, and the dissemination of the findings of this research, should be encouraged. Among the many important areas of research are the current diversity of language varieties spoken in this country, the process of language change, first and second language acquisition by young children in Botswana, and the history of the Setswana language in Botswana.
5. Discuss the issue of the prestige of the Setswana language in Botswana today and formulate plans for dealing with problems of low prestige in many sectors of society.

The following recommendations are directed primarily to the donor agencies. Support should be given to the improvement of instruction in Setswana in the following areas:

1. Programs of inservice education for teachers of Setswana and for lecturers at the TTC and COE levels.
2. Improvement of the Setswana curriculum at the basic education level.
3. Programs to increase the quantity and improve the quality of instructional materials in Setswana.
4. Programs of research in Setswana instituted by individual researchers and by the National Setswana Language Council.