

Youth and Adult Learning and Education in Swaziland

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O?ENLEARNING



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FOREWORD

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Many individuals contributed greatly towards the production of this report.

While conducting this study, the researcher received co-operation from the co-ordinator of the host institution, the Swaziland National Coalition for Education for All (SWANCEFA) and the whole executive committee. The committee helped organise the participants for the meetings at the designated venues.

The researcher and his team received a warm welcome from the management and staff at the meeting venues – the University of Swaziland, Kwaluseni (Main) Campus; the Swaziland National Association of Teachers Centre; and the Save the Children headquarters in Mbabane. The researcher is grateful to them for making it possible to hold the meetings on their premises.

The curriculum developers and educators at the different learning institutions we visited and who attended the research meetings contributed a lot towards the generation of the research data. Collectively and individually, these professionals provided us with valuable ideas and suggestions.

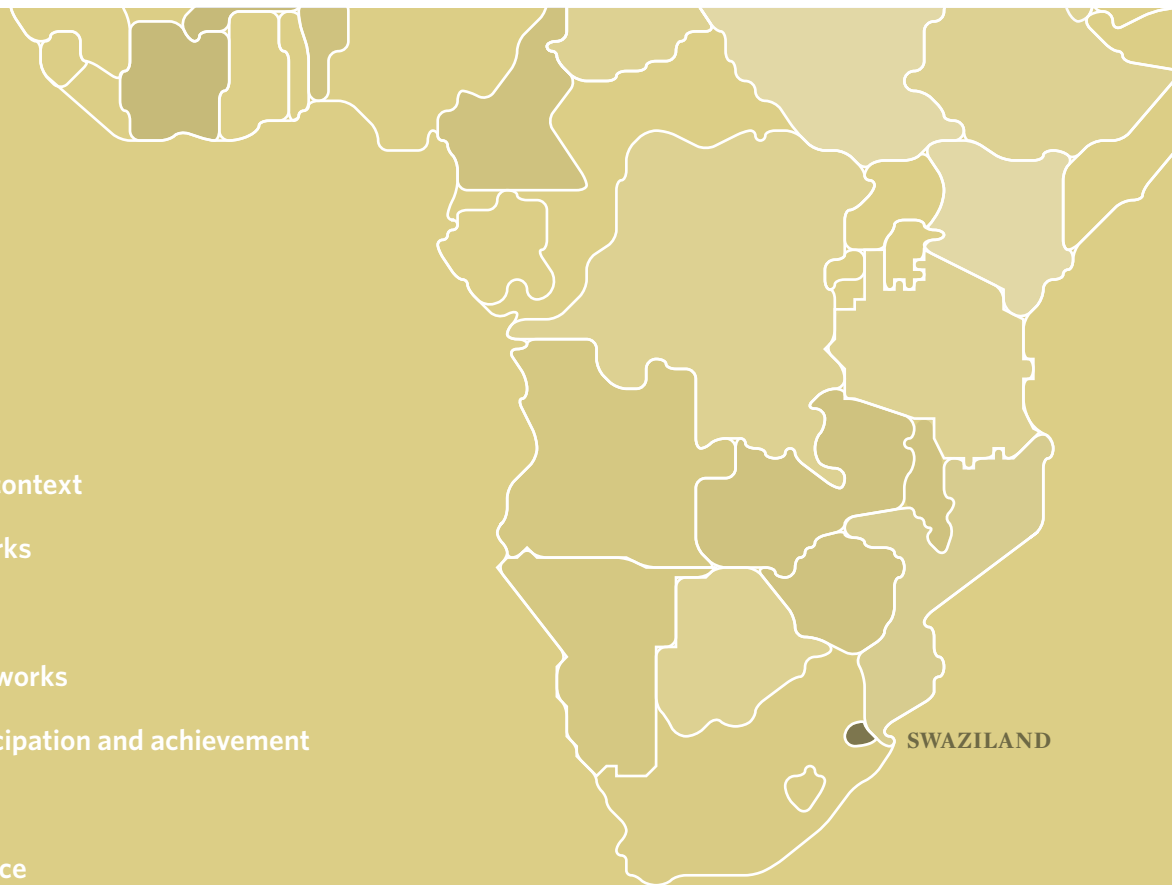
The research team is grateful to the wider membership of SWANCEFA for responding promptly to our invitations to meetings and for responding to the data collection instruments developed for this study. Their responses gave us useful insights on how best to go about the research exercise. Outside SWANCEFA, many individuals were roped into the study and we are grateful for their valuable input.

Senior government officials who were interviewed not only responded to our questions but willingly gave us valuable information that we would not have been able to obtain otherwise. These were mainly officials from the Ministry of Education and Training, under which the youth and adult education sub-sector falls. We extend similar gratitude to the government parastatal responsible for out-of-school youth and adult literacy training – the Sebenta National Institute.

As the in-country researcher, this youth and adult education study has been a learning experience for me. I hope that readers find this report a useful reflection on the state of youth and adult education in Swaziland.

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1.

INTRODUCTION

“It is hoped that this report can challenge the Swazi nation to finalise its adult education policy”

In 2011, the Open Society Initiative for Southern Africa (OSISA) conducted a research study in five of the countries in the region – Angola, Lesotho, Mozambique, Namibia and Swaziland – to draw an up-to-date map of the current state of youth and adult education in these countries – the policies, the institutional frameworks, the governance, the funding, the provision and the stakeholders. In addition, the study looked at the quality and coherence of the current base as a foundation for future growth and action that is congruent with the vision of open societies in which every citizen has access to free education facilitative of full participation in a democratic society.

This report on Swaziland is part of that regional study and is based upon research conducted in Swaziland in 2011 by Dr David Jele of the Faculty of Education of the University of Swaziland with the support of the Swaziland National Coalition on Education for All (SWANCEFA). The purpose of the study was to gain a deeper understanding of the current delivery of education and training to out-of-school youth and adults and to identify the effective institutions, educational practices, stakeholder collaboration and networking that will improve its quantity and quality. It is hoped that this report can challenge the Swazi nation to finalise its adult education policy and make suitable institutional and

“basic education, which includes life skills for young people and older adults, is an essential tool to enhance participation in democracy and contribute to the fight against poverty”

financial provision to meet the educational needs of youth and adults.

There is increasing international consensus that basic education, which includes life skills for young people and older adults, is an essential tool to enhance participation in democracy and contribute to the fight against poverty – two outcomes that are of particular relevance to poor and marginalised members of societies of southern Africa.

Clear policy, financing and good governance are needed to ensure that young people and adults alike receive access to education – as is their right. This research study has sought to understand the extent of the challenges, identify their root causes and seek solutions to them. It is hoped that the research findings will provide both state and non-state actors with policy and other recommendations that will lead to

interventions that result in better governance and coordination of the sector.

What do we mean by youth and adult education?

This report uses a broad definition of adult education as applying to all education and training that is not part of the regular schooling, business, technical and training college and higher education system that children enter about age 6 or 7 and exit in their mid-teens to early twenties.

This definition of adult education therefore includes provision not only for those recognised as fully adult, but also for youth who are not part of the regular formal education system. This is in accord with the UNESCO usage, which considers an adult to be aged 15+. Youth and adult education includes programmes intended for out-of-school youth as well as much non-formal education, which replicates formal schooling (though usually without recognised certification).

In Swaziland, both the terms adult education and non-formal education are applied very narrowly to literacy and basic education for adults and out-of-school children and youth. The term ‘non-formal education’ is particularly confusing in this context as its aims – to provide full certificated equivalence to formal schooling – and its teaching modes – classroom based teaching – are both thoroughly formal.

2.

THE SWAZILAND CONTEXT

“there is a steady (largely work and education seeking) migration into privately owned urban and commercial farming areas”

Swaziland is a kingdom in southern Africa and lies between South Africa and Mozambique. It has a population of about 1,168,000 people in an area of 17,000 km² with most living on the largely rural Swazi National Land (SNL), which is held in trust by the king. However, there is a steady (largely work and education seeking) migration into privately owned urban and commercial farming areas – with the consequent problems of the provision of housing, educational and health infrastructure. There are four administrative regions: Hhohho, Manzini, Lubombo and Shiselweni. There is one national language, SiSwati.

Swaziland has a dual system of administration, which combines a traditional system of local councils and chiefs and components of a western parliamentary system. The four administrative regions are used for both administrative facilitation and economic development.

Within these regions exists the traditional level of government known as ‘Tinkhundla’ centres. There are 55 such centres, evenly distributed throughout the country. Each Inkhundla (Tinkhundla is the plural) consists of a number of chiefdoms. It is from these Tinkhundla centres that members of parliament are elected, who then

“In the 1980s, the economy grew quite rapidly at a rate of about 8 percent per annum, but this dropped to 2.8 percent in 2009 and is currently about 1.4 percent.”

represent the Tinkhundla and the respective chiefdoms in the House of Assembly. The Tinkhundla centres are responsible for most national and local development programmes, whether implemented by government, NGOs or the private sector.

Swaziland has the smallest population in the sub-region. Most people live in rural areas. The Central Statistics Office (CSO) estimates the population growth rate at about 2.8 percent, but there has been a major debate about the accuracy of this figure in light of the HIV and AIDS epidemic in the country. About 21 percent of the population now live in the cities mainly. About 54 percent of the population is aged below 18. This has obvious implications for the budgetary allocation for education in general and programmes for youth in particular.

The economy is dependent on the agricultural sector with sugar and citrus being the main contributors. Despite Swaziland being an agricultural country, studies have indicated that 40 percent of the rural population are not able to produce enough to meet their needs.

In the 1980s, the economy grew quite rapidly at a rate of about 8 percent per annum, but this dropped to 2.8 percent in 2009 and is currently about 1.4 percent. Currently, as a result of both of the global economic difficulties and the consequent variability in the monies due to Swaziland in terms of the Southern African

Customs Union agreement, the country is in dire financial straits. The International Monetary Fund recently refused to bail Swaziland out of its financial trouble unless it cut its public sector wages, among other requirements. South Africa offered the country a US\$370 million loan, but Swaziland's absolute monarch, King Mswati III, has so far refused to sign its conditions, which include democratic reforms and adherence to the IMF's recommendations.

The impact of the economic decline has seen Swaziland rating on the UN Human Development Index (HDI) decline from 0.641 in 1995 to 0.522 in 2011 (United Nations Development Programme, 2011). The HDI has fallen in part because of the drop in average life expectancy (mainly as the result of HIV and AIDS) and because of the on-going failure of many children and youth to remain in schooling.

Although Swaziland has been classified as a lower middle-income less-developed country because of its high GDP per capita (US\$4998 in 2009), this status disguises the country's severe inequality – with around 63 percent of Swazis living on less than US\$1.25 a day (United Nations Development Programme, 2011). In the period 1992-2005, the poorest 20 percent of the population had a 4 percent share of the country's wealth as opposed to the richest 20 percent who enjoyed around 56 percent of the wealth (United Nations Development Programme, 2007).

“For poor households, expenditure on primary schooling could account for 22 percent of their monthly income.”

Unemployment is high and was estimated in 2008 at 28 percent of the labour force (Ministry of Economic Planning and Development, 2009). Youth unemployment is even higher with 52.3 percent of people aged 15-24 jobless according to the 2007/2008 Swaziland Integrated Labour Force survey (Ministry of Labour and Social Security, 2011).

Population, poverty and inequality			
Population	Population growth rate	Population on less than US\$1.25 per day	Gini index
1 168 000	1.3%	63%	51

Sources: United Nations Population Division, 2008, United Nations Development Programme, 2008 and 2011, and World Bank, 2011
Note: A value of 0 on the Gini index represents perfect equality, a value of 100 complete inequality

Another concern is the HIV and AIDS situation. The epidemic, which affects mostly the younger and economically-active population, poses serious problems. This situation has implications for the development of the country, including the rising number of orphans and vulnerable children.

Education and training situation

Two major factors influencing poverty and unemployment are the state of the economy and the extent to which the education and training system prepares people for productive work.

Until recently, schooling was neither free nor compulsory in Swaziland. For poor households, expenditure on primary schooling could account for 22 percent of their monthly income. Only in 2010 was free education provided for grades 1 and 2 (and will be extended, year by year, up to grade 9) and this has led to a rise in enrolments. However, schooling is still not compulsory and the ‘fees’ now to be paid by government do not fully cover the costs of school attendance. In September 2011 it was reported that many schools had not opened because of a cash flow problem when the government failed to pay the fees for orphans and vulnerable children (Integrated Regional Information Networks, 2011).

Clear consequences of the lack of free schooling until now are the relatively high level of youth and adult illiteracy in Swaziland, the low mean level of schooling among the population, and the large number of out-of-school children of primary school age.

Adult and youth illiteracy						
	Illiteracy rate (%)			Number of illiterates		
	Total	Male	Female	Total	Male	Female
Adults (15 +)	13	13	14	95 000	42 750	52 250
Youth (15 to 24)	7	8	5	19 000	11 590	7 410

Source: UNESCO Institute for Statistics database, 2010

“A staggering 74 percent and 88 percent of children of eligible age are not enrolled in junior secondary and senior secondary schools respectively.”

Only between 1-1.5 percent of applicants for places in teacher training colleges and the police college get accepted.

Marope (2010, p. 131) details the sheer inadequacy of access for young people in particular:

Access is limited at all levels of the sector and is most severely so for Early Childhood Care and Development, secondary education, Technical and Vocational Education, Training and Skills Development and Higher Education. Only 35 percent of children of eligible ECCD age are enrolled in centres. Even then, most of these centres offer partial aspects of what ought to be a full ECCD program. Sixteen percent of children of primary school age are not enrolled in primary education. A staggering 74 percent and 88 percent of children of eligible age are not enrolled in junior secondary and senior secondary schools respectively.

...the non-formal sector enrolls a limited numbers of children who are out of formal schools. In 2007, an estimated 480 were enrolled in Non-formal Upper Primary Education. In 2008, about 320 and 380 were enrolled in junior secondary and senior secondary non-formal programmes respectively. About 7 percent of school leavers gain access to TVETSD. A range of platforms offer TVETSD to youth and adults but these are without standards and are unregulated. In 2006, about 560 were in non-formal TVETSD. An additional 600 to 800 were involved in some form of informal training and presented themselves for RPL through trade tests. Enterprises trained 27 percent of their unskilled workers. About 2501 trainees were enrolled in unregulated private training institutions mostly focusing on commercial training for which there is limited market demand.

It would seem obvious that youth and adult education have an important strategic role in helping to address this situation of under-education.

However, the World Bank paper on The Education system in Swaziland (Marope, 2010, p. xviii) is sceptical about the adult education sub-sector's capacity to rise to the following challenges:

- Low internal, market and development relevance;
- Weak strategic direction and delivery capacity;
- Poor access;
- Systemic inequities;
- Poor quality; and,
- Low resource efficiency and poor resource mobilization and utilization.

3.

POLICY FRAMEWORKS

“Every country should have a comprehensive national youth and adult learning and education policy and action plans”

The existence of adult education policies indicates that a country recognises the importance of the education of adults as a means towards achieving social, cultural or economic development or other goals. It also indicates explicit political commitment to allocate the necessary resources to implement appropriate strategies for adult education (although not necessarily immediately or completely).

The importance of there being actual official policies explains the concern of the Nairobi 2008 African Statement on the Power of Youth and Adult Learning and Education for Africa's Development (UNESCO, 2009, p. 3, 5) that:

Very few countries have comprehensive policies, legislation and strategic plans related specifically to youth and ALE. The lack of these frameworks weakens the linkages between non-formal and formal education and multi-sectoral collaboration and inhibits the incorporation of African perspectives into youth and ALE.

...Every country should have a comprehensive national youth and adult learning and education policy and action plans (which also provide a comprehensive language policy and support for the creation of literate environments). This policy should be backed by legislation together with strengthened capacity to give effect to the policy. This policy should take into account strategies for poverty alleviation.

So what policies and strategies (at governance level) exist in Swaziland that support adult education for youth and adults?

The Ministry of Education and Training website has a list of all the international and national agreements, conventions and statements that underlie Swaziland's commitment to education (Ministry of Education and Training, 2012a). However, most of these apply to primary education for children, although the Dakar Education for All goals (UNESCO, 2000), which countries agreed to achieve by 2015, include a '50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults'.

The National Constitution of 2005 states that there will be free primary education starting from 2009 (although it only started in 2010 after a Supreme Court ruling in a case brought by the Ex-Miners Association) and article 60 states that without compromising quality, the state shall promote free and compulsory basic education for all.

The National Development Strategy (NDS) (Ministry of Economic Planning and Development, 1999) talks about basic education as a means towards national development and mentions that the 'focus of the education system must be redirected so as to include more and better training facilities (focusing on youth education outside of the classroom)'. It also encourages

continuing education for science and technology personnel. However, it is also characterised by a market-driven and cost-recovery approach to education provision.

The Poverty Reduction Strategy and Action Programme (PRSAP) (Ministry of Economic Planning and Development, 2005, 2006) sees basic education as a means of overcoming poverty and social exclusion.

The National Policy Statement on Education (Ministry of Education, 1999, p. 6) includes a broad and vague commitment to support adult and continuing education:

*6.0 ADULT AND CONTINUING EDUCATION
Education is a continuous process with no possible end. Therefore the focus now is not just education but lifelong learning which takes place both formally and informally. Therefore, the Ministry of Education shall support:*

6.1 All the Adult and Life-long Education initiatives in the country.

6.1.1 Adult Education shall provide numeracy, literacy and life skills

6.1.2 Distance Learning shall be used as one of the means to provide life-long learning.

6.1.3 Adult education and Life-long programmes shall be designed to meet the demands of target groups.

6.2 The Ministry of Education shall continue to perform its co-coordinating function while relevant Ministries continue to run such programmes.

The last clause is of particular concern as it suggests that the Ministry of Education has no direct responsibility to provide any adult education at all.

The Swaziland Education and Training Sector Policy (Ministry of Education and Training, 2011) has a section (pp. 43-45) on non-formal and continuing education, which notes that currently there is:

...insufficient capacity to cater for all these learners and the quality of education is not regulated and in some cases not accredited. There is therefore a pressing need to develop a parallel, regulated system of non-formal education that follows an agreed curriculum to open flexible entry-points into the formal system.

It argues for setting up a well-staffed and resourced sub-sector Directorate to expand the provision of so-called non-formal primary education programmes to all over-aged and adult learners in a way that facilitates 'school-re-entry', to develop primary school equivalence examinations and to regulate minimum qualification requirements for teachers in the sub-sector. Its specific medium term goals include strengthening the Emlalatini Development Centre and Regional Education Centres and

differentiating 'delivery modes for different learner groups such as children, adolescents and adults'.

The document has a small technical and vocational education and training section (pp. 36-38) but there is little specificity. It argues for the conversion of Regional Education Centres into Vocational Training centres and for the need to (p. 37):

Establish mechanisms for the portability of formal, non-formal and informal qualifications, with provision for flexible exit and entry to both academic and skill related pathways.

So while there are some references to adult and continuing education in broader education and development policy documents there are no specific comprehensive and detailed adult education policies in their own right. There is little evidence that even the broad policy documents have been distributed further than heads of institutions and they are not even available on the Ministry of Education website. Public policy discussion forums were restricted to invited participants only.

The lack of detailed adult education policies also results in a somewhat emaciated view of adult education. Adult education is subsumed under broad and vague targets for meeting relevant Education for All goals and Millennium Development Goals for out-of-school youth and adults to reduce poverty, create employment and

combat AIDS. What specific references there are to it are about basic literacy, primary education for out-of-school children and adults and some continuing technological and scientific education for the already educated and employed. Fairly typically for many sub-Saharan African countries, the term 'non-formal education' is a highly inaccurate term for what essentially attempts to replicate formal schooling, albeit with less in the way of certification and status.

Perhaps the most telling problem is that the sparse policy references to adult education make it clear that there is little beyond the aspirational in their formulation and they end up as unenforceable unfunded mandates.

There is some recognition that there need to be linkages between formal and 'non-formal' education but few specifics on how this is to be done other than to institute a National Qualifications Framework, although the World Bank Report of 2010 does have some recommendations relating to the Non-formal Upper Primary Education (NUPE) – namely that the programme could be provided to schoolchildren, be benchmarked to formal levels of primary education and that adults who complete the NUPE programme could be allowed to write the school leaving examinations (Marope, 2010, p. 135).

Students from the formal education sector can transfer to the non-formal education sector (and

“the term ‘non-formal education’ is a highly inaccurate term for what essentially attempts to replicate formal schooling”

of course most do because of being 'pushed-out' by, for example, failing examinations or their inability to pay fees rather than from choice) but not many students can transfer from the non-formal to the formal education sector. Policy-maker attitudes towards, and perceptions about, non-formal education may be the major problem here rather than technical difficulties. There is a tendency among some formal school educators and policy makers to look down upon adult and non-formal education as second-class education.

In relation to language in education, the prioritising of English in the formal education system may have negative unintended consequences for effective literacy and adult basic education (given the overwhelming international research evidence in favour of mother-tongue instruction as the basis for sound literacy development).

There is no separate adult education legislation and the Education Act, No. 9 of 1981 is silent on service to children or youth who never had schooling or who dropped out. Section 16 is on the establishment of an Adult Education Council (AEC), which is accountable to the Minister of Education and mandated to advise the minister on all adult education matters, including the co-ordinated development of adult education and the establishment of adult education centres and classes and their financing, standards and staffing. However, this Council has been dormant for some years.

The Sebenta National Institute (SNI), which delivers adult literacy and some skills training, was set up in 1960 in terms of the Public Enterprise Act and its Board is appointed by the Minister of Education in consultation with the Special Committee on Public Enterprises (SCOPE). While it actually works in nine regions, funding shortfalls mean that it can only afford to employ four regional officers.

The legislation for technical and vocational education and training is described by Marope (2010, p. 56) as comprising:

...isolated and fragmented pieces of legal instruments, the collective of which is not adequate to provide a comprehensive legal framework for the subsector...The lack of a national Technical and Vocational Education, Training and Skills Development legal framework has led to very weak regulation and quality control of public and private training provision. At present, public provision of TVETSD is regulated through circulars mainly from the Ministry of Education and the Ministry of Enterprise and Employment. Private provision is largely unregulated. As with "illegal" General Education and Training schools, private training providers do not have to register, except as businesses with the Ministry of Enterprise and Employment. They do not have to seek accreditation for their programmes with any authority. This leaves the nature and quality of training to their discretion and trainees vulnerable to abuse.

The Vocational and Industrial Training Act of 1982 deals with apprenticeships and trade testing but some of its key provisions, such as a skills levy to support skills development were rejected. The Human Resource Development and Planning Bill of 2003, which was designed to produce a more coherent and regulated environment including the setting up of a National Qualifications Framework, was never enacted.

4.

GOVERNANCE

*“youth and adult education
is ‘an invisible system’.”*

At national level, the Inspectorate Division of the Ministry of Education and Training governs out-of-school youth and adult education in Swaziland. Adult and non-formal education is handled by the Secondary Education Division and formal and non-formal Technical and Vocational Education Centres and Distance Education Centres by the Division of Tertiary Education and Curriculum Development. The Ministry of Education maintains that it coordinates youth and adult education provision among stakeholders. The fact that the Adult Education Council is defunct has already been noted.

The major problem – as it was described by a senior education official – is that, in reality, youth and adult education is ‘an invisible system’.

A public enterprise institution, the Sebenta National Institute, governs the provision of literacy and adult basic education at institutional level. However, it has, in recent years, included some youth vocational training and skills development.

In the non-governmental sector (church-based groups, companies and voluntary agencies), individual organisations govern their own provision of adult education, although many claim that they ‘report’ to the Ministry of Education.

There is a general perception that there is less than satisfactory governance by the state, clearly illustrated by the dormancy of the Adult Education Council, the lack of articulation between sectors and the un-forged links between formal and non-formal education.

Administrative frameworks: institutions and implementation

Government centres, private and public sector training facilities, NGOs and church-based organisations are all providers of adult and non-formal education for out-of-school youth and adults. In some instances, children of school-going-age learn in non-formal education settings because of inadequate formal school establishments or long distances to

available schools. Post-secondary institutions, literacy centres and skills development centres provide varied training opportunities – some of which culminate in formal qualifications, while others culminate in less formal qualifications or in no qualifications at all.

At the top level, the Ministry of Education and Training Secondary Education Division has an Inspectorate of Adult and Non-Formal Education, which administers eight Rural Education Centres (RECs) via a Principal and REC Coordinator at each centre. Another division, Tertiary Education, administers Technical and Vocational Education Centres and Distance Education Centres through Centre Managers.

Because of Swaziland's small population, economies of scale are difficult to achieve. Implementation targets for many providers are generally poorer people, although there is only limited evidence in relation to the process by which particular targets are chosen. Employment and income generation are clearly articulated goals and combatting HIV and AIDS is often mentioned. In some cases, needs assessments have guided decisions on targets.

14 There is some degree of co-operation and networking amongst providers in Swaziland. The Board of Affiliated Institutions (BAI) handles agreements between the University of Swaziland and teacher training colleges. The Co-ordinating Assembly of Non-Governmental Organisations – an umbrella body of NGOs – networks NGOs, as does the Council of Swaziland Churches for the mainline churches in the country.

Type of provision	Administrative agency	Provider category
Basic literacy	Sebenta National Institute	Parastatal
Adult basic education and training (Post-literacy)		
Primary schooling equivalency (Non-formal Upper Primary Programme)		
Life skills and community development	Various	Various
Skills training	Sebenta National Institute	Parastatal
Technical and vocational education and training	Technical colleges, skills centres (6 in total)	Government, Private sector
Continuing education and professional development	University of Swaziland, Swaziland College of Technology, Swaziland Institute of Accountants, Institute of Development Management, Vocational & Commercial Training Institute, Swaziland Institute of Management & Public Administration, Emlalatini Development Centre	Government, parastatal, private, professional bodies, etc.
Information, communication technology (ICT)	Various	Various
Higher education	Universities	Public and private universities
Special needs	Federation of Disabled Persons in Swaziland, CBOs, voluntary agencies	NGOs, Government
Religious, cultural, political	Sebenta National Institute, Council of Swaziland Churches, Swaziland Conference of Churches, Bible Colleges, Swaziland Coalition of Concerned Civic Organisations, Elections and Boundaries Commission	Parastatal, Faith-based organisations, civic organisations

5.

FINANCIAL FRAMEWORKS

“In some cases, equipment is available but no staff can be paid to work with it.”

As in many countries, getting detailed information on the sources and scale of adult education funding is difficult. Generally, although there have been increases over time in the amount of money allocated to youth and adult education, the demand for educational provision far outstrips supply. While education received a big share of the national budget, inequalities characterised its distribution among the sub-sectors, with the bulk of the education budget going to support formal schooling. The funding – whether from state or elsewhere – came nowhere near reaching the Global Campaign for Education benchmarks (Global Campaign for Education, 2005).

Most commentators see insufficient funding as the main factor inhibiting expansion. Staff, facilities, software, teaching and learning materials are all lacking because of this funding shortage. In some cases, equipment is available but no staff can be paid to work with it. The Adult Education Council supposedly shut down because there was no provision to pay the Council members sitting fees.

For Ministry of Education and Training sponsored youth and adult education programmes, funds come directly from the government education budget.

The Sebenta National Institute receives 83 percent of its annual budget (including for capital items) from government – with the remaining 17 percent coming from donors and self-generated income. In the 2010/2011 financial year, the government grant was the equivalent of about US\$1 million. Unsurprisingly, it was not enough to meet the needs.

A certain amount of additional funding comes from the private sector either directly through private sector training institutions, such as Ubombo Technical and the Commercial College (U-Tech College), or in-house training or indirectly through payments for employees to attend training. Foreign aid through technical assistance or funding is also present. For example, there is German technical assistance to the VOCTIM and Chinese support to the Co-operative College of Swaziland and the Handicraft Training Centre.

Churches run a number of centres such as the Caritas Adult Education Centre (Catholic) and the Thokoza Church Centre (Anglican). NGOs fund a number of projects and programmes. Learner fees are a significant source of funding in Swaziland but, of course, are also a barrier to participation.

6.

PROVISION: PARTICIPATION AND ACHIEVEMENT

“the need and demand for educational provision in Swaziland far outstrips the supply for children, youth and adults.”

Adult and non-formal education complements or supplements formal education or acts as an alternative means of access to education and training for out-of-school youth and adults, who are seeking education for a range of purposes, including formal qualifications, specific skills, or other tailor-made training.

Responses for this study revealed that the collection and processing of participation data were on-going and sustainable. The Planning Section of the Ministry of Education and Training collects, analyses and disseminates results through annual and/or special reports. However, in practise, only limited data is available

and it was not corroborated in any way so its reliability and validity are uncertain. The limited data collected on the provision and participation in youth and adult education programmes showed a very meagre number of people being reached. Indeed, it became clear that the need and demand for educational provision in Swaziland far outstrips the supply for children, youth and adults.

Literacy and adult basic education

The Sebenta National Institute recruits learners who are mainly poor and illiterate. The recruitment is done using community based methods. Although there is

open access to the basic literacy programme, learners can only proceed to the higher levels in their basic education programme if they have the pre-requisite qualification. In recent years, it has widened its clientele 'catchment' to include youth who cannot attend formal school due to lack of funds or because of the long distance from the nearest school.

The Sebenta National Institute runs three general education and training programmes:

- Basic literacy (SiSwati language) is a nine month course in reading, writing and arithmetic with some focus on encouraging awareness of social and economic development;
- Basic and Post-basic English and Numeracy is a two-year course that reaches a Grade 4 equivalence and includes an internal examination; and,
- Non-formal Upper Primary Education (NUPE) is a two-year programme in primary school subjects, such as Belief Systems, English, Practical Maths, Practical Science, SiSwati and Social Studies with an external examination at the Grade 7 level.

Sebenta has also introduced a skills development programme to complement its adult literacy training. It is only open to those who have completed both basic and post-basic SiSwati and English.

Sebenta enrolment 2004 to 2007					
Programme	2004	2005	2006	2007	Totals
Basic	1 305	2 055	2 264	2 408	8 032
Post-basic	584	326	315	388	1 613
NUPE	35	404	440	480	1 359
Totals	1 924	2 785	3 019	3 276	11 004

Source Sebenta National Institute Strategic Plan, 2008–2011

Sebenta enrolment November 2010 to February 2011						
Programme	Month	Total	Aged over 18		Aged 10-18	
			Female	Male	Female	Male
SiSwati Basic	November 2010	1844	1145	390	150	147
	December 2011	1459	1008	344	60	47
	January 2011	1222	679	297	164	82
	February 2011	1655	1056	357	114	128
English Basic and Post-Basic	November 2010	1435	814	368	129	124
	December 2011	1146	625	337	98	86
	January 2011	1183	688	320	95	80
	February 2011	1164	732	270	90	72

Source: Sebenta National Institute Statistics Division
 Note: The variations in attendance are ascribed to seasonal agricultural work

Sebenta Basic enrolment by region: March 2010

Region	Classes		Facilitators		Learners	
	SiSwati	English	SiSwati	English	SiSwati	English
Mbabane	8	46	8	13	183	280
Piggs Peak	9	6	8	4	163	56
Manzini	8	13	8	11	132	171
Sidvokodvo	14	5	14	5	237	67
Hluthi	15	21	15	21	100	233
Nhlangano	2	2	2	2	28	55
Siteki	5	9	5	9	298	140
Big Bend	6	6	6	6	268	73
Mankayane	4	4	4	4	40	55
Totals	71	112	70	75	1 449	1 130
	183		145		2 579	

Source: Sebenta National Institute

Sebenta NUPE enrolment by region

Region	March 2010			2011		
	Classes	Learners	Average class size	Classes	Learners	Average class size
Mbabane	[16]	79	Not applicable	2	43	21
Piggs Peak	2	15	8	1	8	8
Manzini	1	6	6	1	10	10
Sidvokodvo	0	0		0	0	
Hluthi	0	0		0	0	
Nhlangano	0	0		1	16	16
Siteki	2	28	14	4	58	15
Big Bend	0	0		1	10	1
Mankayane	0	0		1	8	
Totals	21	128		11	153	14

Source: Sebenta National Institute

Note: In Mbabane in March 2010 there were only three actual classes; the other learners were tutored individually.

“there are nearly a hundred thousand total illiterates in Swaziland”

The average attendance in this period – 1,543 for basic SiSwati Basic and 1,232 for English Basic and Post-Basic – suggests that the initiative had not grown since 2007. Indeed, more recent data for early 2011 shows a decline in SiSwati Basic learners to 1,323 at 77 sites and for English the Basic and Post-Basic to 778 at 51 sites. And when data on the actual provision by region is examined the small scale of provision becomes even more evident.

The class sizes are small – 14 for SiSwati, 10 for English – and the overall facilitator:learner ratio is 1 to 19 for SiSwati and 1 to 15 for English.

For the Non-formal Upper Primary Education (NUPE) programme the scale of operations is even smaller.

Sebenta skills development classes are also on a small scale. At the end of 2010, 52 people finished the sewing course, while 9 completed carpentry and joinery, and 8 construction. However, the programme does appear to have grown in 2011.

Sebenta skills development enrolment by region						
	March 2010			2011		
Region	Classes	Learners	Average class size	Classes	Learners	Average class size
Mbabane	1	15	15	3	57	19
Piggs Peak	0	0		0	0	
Manzini	1	6	6	2	21	11
Sidvokodvo	2	30	15	2	35	17
Hluthi	8	56	7	8	87	11
Nhlangano	0	0		0	0	
Siteki	1	16	16	3	65	21
Big Bend	1	7	7	5	89	18
Mankayane	0	0		0	0	
Totals	14	130	9	23	354	15

Source: Sebenta National Institute

Unfortunately, given that there are nearly a hundred thousand total illiterates in Swaziland, it is clear that the Sebenta National Institute is making little headway. The Institute has only one supervisor per region instead of the necessary two, while financial limitations prevent the opening of new literacy centres thereby keeping many potential learners out Sebenta's literacy provision 'net'. If it is accepted that resource allocation is more often a policy rather than a technical decision, these resource constraints suggest that there is weak political commitment to literacy within the national leadership in Swaziland.

Adult secondary education

An affordable and quality second chance secondary education opportunity is offered by the Emlalatini Development Centre (EDC), which was previously known as the Ephesus House and the Swaziland International Education Centre and which offers face-to-face and distance education (Southern African Global Distance Education Network. 2000).

The centre follows the same curriculum as formal secondary schools with learning materials converted into distance learning workbooks. Tuition is by a week-long residential course and once-weekly sessions. Participants include second chance learners and those seeking to upgrade previous examination results to enable them to gain entry to university or technical college. Enrolments have increased steadily since 2004 but are still relatively low considering the number of Swazis who have completed primary education but are not in secondary schools. This may partly be the result of the opening of many private for-profit schools offering secondary education.

Emlalatini also offers a vocational programme in carpentry.

Emlalatini Development Centre enrolments 2004 to 2008					
Programme	2004	2005	2006	2007	2008
Junior Certificate	240	252	211	310	320
O level	350	371	340	230	380
Totals	590	623	551	540	700

Source: Emlalatini Development Centre Annual Report, 2008.

The Inspectorate of Adult and Non-Formal Education administers eight Rural Education Centres (RECs) via a Principal and REC Coordinator at each centre. They run non-formal programmes based upon the expressed needs and interests of the community. Plans are underway for four more.

Training provided by various ministries						
Ministry	Institutions and programmes	Duration in months	Trainees per annum	% female	Instructors	Trainees per instructor
Agriculture	Co-operative College of Swaziland (CCS)	10	39	5	6	7
	Farmer Training Centres	24	61	39	5	12
Home Affairs	Vocational Rehabilitation Centres	12	94	34	8	12
Regional Development and Youth Affairs	Women in Development Training Centre programmes on craft, business and basic trade skills for women	9	100	88	15	7
Public Works	Road technician training programmes					
Public Service and Information	Public servant short and long training programmes					

Source: Marope, M. 2010. *The Education system in Swaziland: Training and skills development for shared growth and competitiveness*. World Bank Working Paper No. 188. Washington, D.C.: World Bank, p. 58

Note: All of these programmes had entrance qualifications requiring a Swaziland Primary Certificate or an 'O' level school leaving certificate.

Publicly funded technical and vocational education and training						
Provider	No. Providers	Trainees	% female	Annual no. trainees	Trainers	Trainees per trainer
Technician level training centre (Swaziland College of Technology)	1	314	32.7	114	43	7.3
Artisan and trade training institution (Vocational and Commercial Training Institute - Matsapha)	1	157	20.3	224	33	4.8
Pre-vocational programmes in schools	16	720			67	10.7
Government training centres	19	664	45	664	75	8.8
Government assisted non-formal training centres	18	813	56	378	56	14.5
Non-assisted non-formal training centres	2	190	43	190	23	8.3
Total	57	2 858		1 570	297	

Source: Marope, M. 2010. *The Education system in Swaziland: Training and skills development for shared growth and competitiveness*. World Bank Working Paper No. 188. Washington, D.C.: World Bank, p. 59

Note: The duration of these programmes range from 9 months to two years

The University of Swaziland is the main publicly-funded body providing continuing education of a professional nature, particularly through its Institute for Distance Education.

Among the government training centres that offer both formal and non-formal technical and vocational provision are the following:

- Rural Education Centres (RECs)
- National Handicraft Training Centre
- Co-operative Development Centre (CODEC)
- Farmer Training Centres
- Vocational Rehabilitation Centres
- Women in Development Training Centre
- Swaziland Posts and Telecommunications Corporation Training Centre (SPTC)
- National Handicraft Training Centre
- Vocational and Commercial Training Institute – Matsapha (VOCTIM)
- Swaziland Skills Centres (including Manzini Industrial Training Centre (MITC))
- Nhano Agricultural Skills Training Centre (NASTC)
- Mpaka Vocational Training Centre (MVTC)
- Ngwane Park Youth Training Centre (NPYTC)
- Sebenta National Institute

There are a range of other bodies that provide technical, commercial, ICT, and professional training, such as the Bosco Skills Centre, Likusasa Labasha Centre, Ubombo Technical College and the Africa Management Development Institute. Some of them have bases in foreign

countries, such as the Institute of Development Management and Solusi University, which are Zimbabwe-based.

There are a number of not-for-profit groups running early childhood development training and environmental education centres. There are also several private training firms in the larger urban centres and their number is mushrooming as demand grows. Some of them are reputable but the quality and credential of others are dubious. However, they are all seen as helping learners get jobs.

Faith-based organisations run a number of adult education centres, such as the Thokoza Church Centre and the Caritas Adult Education Centre.

In terms of more general support for a literate environment there is an active formation of reading clubs and libraries (including mobile ones), an Adult Education Association and a national Swaziland Reading Association. Sebenta has, in collaboration with the Bible Society of Swaziland, made available pertinent reading materials for their learners to reinforce standard literacy content.

7.

QUALIFICATIONS

Swaziland is still in the process of finalising its national qualifications framework (NQF). Slight achievements in that regard are the Human Resource Development and Planning Bill of 2003, which provides for the creation of a National Qualifications Authority – although this bill has not yet been enacted. A Technical and Vocational Education and Training working group has also made progress towards having an NQF in that sub-sector.

Having one national qualifications and certification structure for all levels of the education and training system would ease the horizontal and vertical mobility of learners between all the providers engaged in youth and adult education. Currently, there is poor articulation between the

formal system and so-called non-formal education, despite the institution of the Non-formal Upper Primary Education programme. Learners who complete NUPE subjects have to re-enter a formal primary school in order to sit for the Grade 7 Primary School Certificate Examination (PSCE). In practice this effectively blocks adults from using this examination and is a disincentive to progress on to secondary education.

Marope (2010, p. 29) describes the poor articulation with the formal schooling as ‘a key weakness of Swaziland’s NFE system’, points to better articulation systems in Namibia and Botswana, and makes some recommendations for NUPE to be benchmarked against primary education levels (p. 135).

8.

QUALITY ASSURANCE

The assessment of learning outcomes in youth and adult education in Swaziland is complicated and somewhat incoherent. The adult literacy and basic education programmes use internal assessments, while NUPE learners have to re-enrol in primary schools and write their external examination.

Technical and Vocational Education and Training colleges use internal and external assessments, often relying on accredited examining bodies such as the Association of Accounting Technicians, City and Guilds of London, and some South African professional qualifications bodies. All of these bodies are based outside Swaziland. The Swaziland Skills Centres (SSCs) use internal assessments, including grade testing by the Directorate of Industrial and Vocational Training.

Literacy and adult basic education is not accredited by the recognised examination bodies.

The monitoring of adult learning and education is an on-going process in many institutions and bodies, although its extent and rigour – for example, in the RECs, Swaziland Skills Centres and TVET Centres – is difficult to determine.

Almost all organisations surveyed in this study evaluated their programmes either internally or by inviting an external professional evaluator (particularly when required by

donors). But as with monitoring, it was difficult to judge the extent, rigour and effectiveness of such evaluations. There is a clear need for evaluations to be more readily available to interested parties and researchers.

The collection and processing of participation data was on-going and sustainable in a body such as Sebenta, which has a staff member who collates the statistical data. The planning section of the Ministry of Education and Training collects, analyses and disseminates results through annual and special reports. The government, represented by the Ministry of Education and Training's Educational Management Information System (EMIS), has the research capacity to verify and evaluate their data

A recent comprehensive study of interest in adult education was the Integrated Labour Force Survey 2010 (Ministry of Labour and Social Security. 2011), which designed to assess the labour market situation. Independent researchers have also gathered and produced some data on youth and adult education, as have lecturers and students at the University of Swaziland. Most students studying adult education conduct research as part of their programme requirements, while academics often carry out evaluations on the performance of select programmes. In addition, attempts are currently being made by the university and some government departments to revive the National Research Council as a means of stimulating and coordinating research in the country.

However, on the downside, there was apparently minimal response to requests for adult education providers to contribute data to the 2008 pre-CONFINTEA VI country report (Ministry of Education, 2008).

9.

PRACTITIONERS AND PROFESSIONAL DEVELOPMENT

Swaziland does possess a pool of trained personnel, although adult education practitioners are generally less well qualified than educators and trainers in the formal education system. Most practitioners receive some form of induction training as well as refresher courses during their tenure. While it is positive that nearly all practitioners working in youth and adult education have some form of qualification, infrastructure and funding constraints unfortunately conspire to inhibit further growth in the number of practitioners – a situation that does not augur well for the increasing number of young people needing youth and adult education.

Many of the literacy facilitators are volunteers. They have at least Junior Certificate or 'O' Levels, while some have post-'O' Level certificates and diplomas. Facilitators at the

Sebenta National Institute possess a minimum of Junior Certificate. There are 180 practitioners.

Lead teachers at the RECs have undergraduate diplomas or degrees, while instructors had University Certificates or Diplomas in Adult Education. There are 32 REC staff members. Meanwhile, there are over 32 staff at the Swaziland Skills Centres and they possess 'O' Levels and Vocational Instructor Diplomas obtained at the Swaziland College of Technology.

Technical and Vocational Education and Training staff have technical diplomas and/or technical degrees obtained at the Swaziland College of Technology, the University of Swaziland and at some Universities of Technology in South Africa.

10.

RECOMMENDATIONS

From the study's findings, it is evident that the current provision of youth and adult education is nowhere near what is required to achieve the Education for All goals by 2015. The inadequate scale of provision does not bode well for the youth and adults who are neither employed nor enrolled in any education or training programme. Given the size of the youth population compared to other population groups and the urgent need for greater knowledge and skills to make people more employable, the Swazi government must give greater priority to youth and adult education.

The following recommendations emanating from this study have taken cognisance of the list of general recommendations made in the African statement on the power of youth and adult learning and education for Africa's development made at the CONFITEA VI Preparatory Conference in Nairobi in December 2008.

Policy, legislation and governance

1. Swaziland needs a comprehensive youth and adult education policy for those people who have not benefited from the highly selective system of formal education and training. While such a policy may understandably

prioritise literacy and basic education, it should incorporate the whole range of adult education and should include attention to language issues and support for the creation of literate environments.

2. While creating and reforming the governance and institutions of adult education, it should be seen as an autonomous sector and not an appendage to another (such as formal schooling).
3. The dormant Adult Education Council should be resuscitated, given the critical role it could play in the promotion of adult education.
4. As an interim measure, the existing unit in the Ministry of Education needs to be upgraded to a full Directorate of Adult Education.
5. The Technical and Vocational Education and Training policy and strategic plan needs to be finalised, including the formal establishment of the National Qualifications Framework.
6. The existing unit in the Ministry of Education needs to be upgraded to a full Directorate of Industrial and Vocational Training.

Literacy and Language

7. Given that Swaziland is a signatory to several international and regional conventions relating to the elimination of

illiteracy, it is imperative that the country observes these agreements. In the field of literacy, the Bamako Call to Action, which was agreed to by African countries in 2008, is a challenge that Swaziland has yet to meet. While the Sebenta National Institute indicates the government's commitment to this field, a re-galvanised adult literacy plan and the resources to implement it are needed.

9. The issue of the language of literacy and adult basic education instruction needs to be re-examined. While there are compelling reasons to teach English as a key means of communication in the workplace and bureaucracy, there is overwhelming international evidence that the use of the mother-tongue as the main medium of instruction in primary and basic education is more effective.

Data, information and research

10. There is a need for a standardisation of the data required from youth and adult education providers – and all youth and adult education providers should be encouraged to develop their own capacity to supply this information.
11. Digitised, internet-accessible stores of reports, research, evaluations and other documentation are needed – along with a comprehensive, systematic web-based database on adult education provision and practice in Swaziland.
12. Government must work hand-in-hand with the university and other research-based institutes

to revive the National Research Council so that research findings can inform policy and practice in youth and adult education.

Quality assurance, monitoring and evaluation

13. The government should support the development of quality assessment, monitoring and evaluation mechanisms as well as support research and data collection in order to formulate and regulate policies, programmes and to evaluate the impact of youth and adult education. It should also develop a framework for learning validation, which is equivalent to the system of formal education, regardless of where and when the learning occurred, and ensures fair equivalence between formal and non-formal learning.

Funding

14. Funding benchmarks should be developed along with strategies for mobilising funds, including from international donors, for youth and adult education.
15. There should be renewed attempts by all sectors to ensure sustainable funding of youth and adult education and the accountable and transparent utilisation of the funds.

Qualifications frameworks

16. The speedy establishment of a national qualifications framework must be supported to

ensure access and recognition of prior learning (formal and non-formal) of adults and the rational comparison of certification and qualifications provided by various providers. However, care must be taken to avoid cumbersome and over-bureaucratised models.

Capacity building

17. The poor conditions of service of adult education personnel, particularly in literacy, adult basic and non-formal education need to be rapidly addressed.
18. Adult education qualifications need comparable status to those for conventional education and training.
19. The use of open and distance learning and ICT in the training and support of educators and materials developers should be encouraged.

Out-of-school youth

20. The advantages of separate programmes for out-of-school youth should be explored.

Cooperation and networking

21. More networking and exchanges are required to give substance to cooperation in the field of youth and adult education. Civil society organisations, the donor community, and other actors should make youth and adult education an important part of their social 'agenda'.

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The Open Society Initiative for Southern Africa (OSISA) is a growing African institution committed to deepening democracy, protecting human rights and enhancing good governance in southern Africa. OSISA's vision is to promote and sustain the ideals, values, institutions and practice of open society, with the aim of establishing a vibrant southern African society, in which in which people, free from material and other deprivation, understand their rights and responsibilities and participate democratically in all spheres of life.

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dvv international is the Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV). Its main objective is the promotion of development through cooperation in youth and adult education. The domestic and international work of *dvv international* is guided by a commitment to human rights and the Institute's principles on the promotion of women and gender equality. *dvv international* supports non-formal and out-of-school education programmes that provide young people and adults with life-skills training that serve functions that complement formal education and training and compensate for their deficiencies. *dvv international* operates on a worldwide basis, with more than 200 partners in over 40 countries.



Established in 20007, the Swaziland Network Campaign for Education for All (SWANCEFA) is a national coalition of civil society organisations campaigning for Swazis' 'rights to quality and inclusive education for all'. The coalition's aim is to ensure that EFA goals are achieved by the year 2015 in accordance with the Dakar Framework of Action. The role of SWANCEFA is to organise partners to discuss policy making, promote public and media debate, and strengthen its member organisations through capacity building and coordination of activities.



Youth and Adult Learning and Education in Swaziland

Many countries in southern Africa are facing a critical and growing challenge – how to provide an education that meets the socio-economic needs of their bulging youth populations. Primary school drop-out rates remain high across the region so many children and youth end up outside the education system. Unable to return to school or to access technical and vocational education, they end up without the necessary skills to prosper in a world that is increasingly dependent on knowledge.

And there are very limited ‘second chances’ for these children and youth to learn in adulthood since the adult education sector also faces serious difficulties. Funding remains low, while gaps in policy formulation and implementation mean that the sector cannot adequately meet the current needs of the region’s adults – let alone the needs of the burgeoning population of out-of-school youth.

The right to education for every child, youth and adult is fundamental. Great strides have been made towards universal primary education along with increased participation in secondary and tertiary education, reduced gender disparities, and some steps towards addressing the needs of marginalised groups, children with special needs and indigenous people. But despite these gains, a lot still needs to be done in the youth

and adult education sectors if southern African countries are ever to meet the demands of all the uneducated and unskilled youth and adults in the region.

It is within this context that this research study was commissioned by OSISA in collaboration with dvv international to create an up-to-date map of the current state of youth and adult education in five southern African countries – Angola, Lesotho, Mozambique, Namibia and Swaziland – and to highlight critical gaps and provide recommendations to address them.

This report on Swaziland is part of that regional study and is based upon research conducted in Swaziland in 2011 by Dr David Jele of the Faculty of Education of the University of Swaziland with the support of the Swaziland National Coalition on Education for All (SWANCEFA). The purpose of the study was to gain a deeper understanding of the current delivery of education and training to out-of-school youth and adults and to identify the effective institutions, educational practices, stakeholder collaboration and networking that will improve its quantity and quality. It is hoped that this report can challenge the Swazi nation to finalise its adult education policy and make suitable institutional and financial provision to meet the educational needs of youth and adults.