



Government of Botswana

Ministry of Education and Skills Development

TOWARDS A KNOWLEDGE SOCIETY

Tertiary Education Policy

April 2008

TABLE OF CONTENTS

1. BACKGROUND	1
2. POLICY CHALLENGES	2
3. POLICY OVERVIEW	4
3.1 <i>Policy Justification</i>	4
3.2 <i>The Value Proposition and Purpose of Tertiary Education</i>	5
4. POLICY GOAL, OBJECTIVES AND STRATEGIES	13
4.1 <i>Overarching Goal</i>	13
4.2 <i>Policy Objective 1 – Increased Access, Quality and Relevant Tertiary Education</i>	13
4.3 <i>Policy Objective 2 – Developing a Nationally Relevant and Internationally Competitive Research Capacity</i>	14
4.4 <i>Core Policy Strategy – Creating a Single Integrated, Differentiated and Well Coordinated System</i>	14
5. POLICY RECOMMENDATIONS	16
5.1. <i>The Need for a Tertiary Education Policy</i>	16
5. 2. <i>Human Resource Development</i>	16
5. 3. <i>Research and Innovation</i>	16
5. 4. <i>A New Definition of Tertiary Education</i>	16
5.5 <i>A Single Integrated and Differentiated Tertiary Education System</i>	16
5.6. <i>A New System Level Institutional Configuration</i>	17
5.7. <i>An Integrated System Level Framework and Steering Approach</i>	18

1. BACKGROUND

1.1 The release of this Tertiary Education Policy is the culmination of a series of recommendations and actions that began with the establishment of the 1993 Education Commission whose work informed the *Revised National Policy on Education* (1994). The RNPE provided “a comprehensive strategy for education and training that would serve the human resource development needs of Botswana into the 21st century.” A number of key concerns about the state of tertiary education were identified by the RNPE including, “*a lack of overall policy of the tertiary education sector*” and “*the lack of policies, co-ordination, and unified administration in tertiary education.*”

1.2 Towards a Knowledge Society presents a comprehensive set of policy recommendations for Botswana’s tertiary education system which provide guidance as to the future direction of tertiary education for the next two decades. It also provides a further milestone in the development of Botswana as a knowledge society as the recommendations when taken as a whole provide a strategic framework that will help realise the potentials of future generations of Botswana.

1.3 The justification for transforming the tertiary education system and the substance of the recommendations are derived from a comprehensive process of policy formulation which centred on a review of the current situation as seen from the perspective of a variety of stakeholders as well as the insights provided by research and data analysis.

1.4 The process of policy formulation revealed the scale of the task before us. Tertiary education is at an important stage and there is clearly a widespread recognition throughout Botswana of the critical need to get things right. The quality of our insight in making the correct policy decisions is not only important in terms of the effectiveness of the tertiary education system that will evolve over time but is also critical to the future of Botswana.

1.5 Given the combination of a comprehensive and engaged consultative process supported by research and data analysis, the Ministry of Education and Skills Development is confident that the recommendations contained in this Policy are appropriately conceived and will receive a solid base of agreement by the tertiary education and the different stakeholder communities.

2. POLICY CHALLENGES

During the consultative process a number of key concerns about Botswana's current tertiary education system were identified by the stakeholders. While these challenges are not peculiar to Botswana they nevertheless constitute critical impediments to the growth of tertiary education in the country. These challenges are summarised as follows:

2.1 Fragmentation - with a system that is characterised by multiple accountabilities and that is ambiguously defined, lacks coherence and strategic direction. The frequent example that was given was the seeming overlaps between the Tertiary Education Council and the Botswana Training Authority. A second key issue are the number of tertiary institutions that were being separately run by various Government Ministries with little or no high level co-ordination being evident.

2.2 Economy of scale - with far too many institutions established both public and private, with small student enrolments which were uneconomical in terms of funding and could not offer the breadth or depth of knowledge required to sustain a sound educational programme. A common view put forward was that a more economical tertiary education system was a key priority and that institutional rationalisation that would lead to larger institutions was an essential.

2.3 Private tertiary institutions - which have proliferated with some taking advantage of a weak regulatory environment and the enormous demand for post secondary education by offering poor quality programmes at exorbitant cost to the student. Repeatedly, from the students enrolled in these institutions as well as members of civil society was a plea for the Tertiary Education Council to completely overhaul this particular component of the tertiary education system.

2.4 Quality and relevance - with major concerns being expressed about the difficulties being experienced by new graduates in obtaining employment. From the employer's perspective, concerns were raised about the immediate utility of the graduates they employed and the need to provide further on the job training to make them 'work ready.' Various suggestions were made including the need for a national human resource development strategy as well as a comprehensive system level review to realign the current programme offerings with the needs of the nation.

2.5 Access, equity and participation - are major challenges that need to be dealt with. This is not only about the current lack of capacity within the system which absorbs only a fraction of traditional 18-24 age group, but also issues such as workforce development, the geographical location of institutions,

mainly in the east of the country, and rigid qualification structures with very poor articulation between various levels of programme. Lack of policies and clear consideration of access by people from disadvantaged backgrounds such as those with disability and other forms of impairments. Various suggestions were made to expand the system, including a major focus on providing opportunities through open and distance learning, and the establishment of a National Qualifications Framework to deal with the qualitative deficiencies that had been identified.

2.6 Institutional climate – has been a final key issue of concern with a constant sense of dismay spanning all generations about what went on within some of our tertiary education institutions. Numerous examples of poor governance were raised, as well as the quality of management, the behaviours, attitudes and a lack of responsibility amongst students as well as staff and an overpowering sense of frustration that the ideals of an enlightened, responsible, moral and tolerant society as envisioned in Vision 2016, were not being evidenced within many tertiary education institutions.

This Policy seeks to address these challenges through the different goals and objectives, strategies and initiatives detailed in the following sections and recommendations.

3. POLICY OVERVIEW

3.1 Policy Justification

3.1.1 Educational policy in Botswana has been shaped by two major reform initiatives. The first was the 1977 *Education for Kagisano* (Education for Social Harmony) which sought to increase educational opportunity through the provision of nine years of basic education and thus expand the base of skills needed for national development. This was followed by the establishment of the 1993 National Education Commission whose work culminated in the approval by the National Assembly in April 1994 of the Revised National Policy on Education (RNPE) which *inter alia* led to the establishment of the Tertiary Education Council, who subsequently provided the advice that underpins this Policy.

3.1.2 Since the publication of the RNPE Botswana has made considerable progress in developing its educational system. The achievements are evident at all levels, primary and secondary as well as tertiary education. In the early 1970s only a handful of Botswana were engaged in tertiary level studies and only a very few were enrolled at tertiary education institutions within the borders of Botswana. By any yardstick, there has been considerable progress since independence with 31,129 enrolled in registered tertiary education institutions within Botswana by 2007/8. This is equivalent to a tertiary education gross enrolment ratio of 11.4% (18-24 years age group) which represents a significant growth over the past decade from the 1997/8 figure of 4.4%. In addition a total of 11,095 new outbound students were sponsored by the Government to study in tertiary institutions outside the country over the period 2003/4–2007/8. Accordingly there is much in the development of Botswana's tertiary education system that needs to be acknowledged.

3.1.3 However, the key question is whether such progress can continue to be sustained in the face of the abundant challenges that undoubtedly lie ahead and whether the current approach to advancing tertiary education is sufficient. This Policy strongly suggests to the contrary. Notwithstanding the successes of the past, in order to position Botswana's tertiary education to respond to the new challenges of the future, there is need for tertiary education to be not only reformed but also re-formed.

3.1.4 The Policy has been informed by a new thinking and a changing understanding of the role and importance of tertiary education that has emerged during the last few years and which has had impact on almost all countries around the World. Specifically a new awareness of how tertiary education is more than capable of holding its own in terms of producing public and private benefits and has the potential to confer a range of high level strategic benefits on the state as well as personal benefits for the individual. In order to position Botswana's tertiary education to profit from this new thinking as well as respond

to the challenges of the future, there is need for a new high-level strategy and approach to tertiary education in Botswana as proposed in this Policy.

3.2 The Value Proposition and Purpose of Tertiary Education

3.2.1 The Policy describes the Government's approach to developing tertiary education and how it will contribute to the realisation of the national development goals. These national goals are encompassed within the long term vision for Botswana, Vision 2016, with 'An Educated and Informed Nation' vision pillar providing a specific anchor for tertiary education. The Policy will directly contribute to this pillar through the development of the country's high level human resource and research and innovation capacity and will also be a key driver in the attainment of the other six pillars. The Policy builds on and complements the educational accomplishments that have been made since independence. These are the development of the learning foundations at primary and secondary levels, the expansion of vocational education and training opportunities, the advancement of non-formal education and the investments made to increase the provision of tertiary level education.

3.2.2 A further key underpinning of the Policy is the recognition that tertiary education has a significant role to play in ensuring Botswana's successful transition from being a resource driven economy to a diversified economy that is characterized in terms of a high skilled knowledge intensive service sector. In addition tertiary education has a key role to play in laying the foundation for the subsequent development of Botswana as an innovation knowledge driven economy. This provides the first value proposition for the sector, as a key driver of Botswana's economic development and a significant source of value add to the economy.

3.2.3 The second value proposition of tertiary education is that it makes Botswana a better place to live in and delivers major benefits to society. From improved health and life expectancy to overall community participation, informed criticism, debate and dialogue, building and maintaining democratic values, increased social cohesion and improved leisure time, tertiary education yields significant rewards to its individual recipients and provides a broad payoff to society as a whole. For the individual it improves the quality of life, enriches people's life potentials and their degree of personal fulfilment. The societal benefits of tertiary education are through the development of smart and adaptable people and through knowledge discovery. Both of these raise the intellectual level of society and provide a broad stimulus to societal advancement.

3.2.4 The overarching purpose of the policy recommendations is therefore to build a tertiary education system that can deliver on these two value propositions. This requires a system that is linked to broader policies and national goals, is focussed in terms of strategic direction, characterised in terms of increasing

access and ensuring relevance and quality, as well as providing diversity and choice. This overall purpose finds form in a series of policy goals, objectives and strategies which are detailed in the subsequent Section 4 of this policy document and which embrace the following: **(1)** Advancing Human Resource Development, **(2)** Developing Research and Innovation Capacity, and **(3)** Strengthening System Capability.

3.2.5 Human Resource Development.

Botswana's tertiary education system has a key responsibility for meeting the needs of an increasingly market-driven, diversified, globalised knowledge-based economy and this is where the pressures of growth and change are already being experienced. This has led to a context of increased demand to accommodate large numbers of learners combined with the necessity to offer a curriculum that equips those learners with (1) a broad general education, (2) specialist knowledge, (3) critical skills. Added to this is the essential requirement of the tertiary education system to enhance the personal aspirations and ambitions of each individual learner and lift their capabilities beyond the narrowly focussed needs and requirements of the labour market.

The key response to this challenge requires the tertiary education system to develop a holistic approach to developing the nation's human resource capacity, which involves:

- i. Establishing a relationship between the tertiary education supply of graduates, the current stock of tertiary level graduates in the workforce and demand in terms of wants needs and expectations of employers and stakeholders.
- ii. Realising a realistic match between supply and demand in quantitative and qualitative terms.
- iii. Enhancing the delivery, customer focus and relevance of tertiary education provision.
- iv. Ensuring a smooth transition from secondary to tertiary education, skills development and then into employment.
- v. Embedding a culture of Lifelong Learning within tertiary education that addresses the multifaceted needs of the individual learner, the employment sector and society in general.

3.2.6 Research and Innovation

The second key area addressed by the Policy concerns research and innovation and requires the tertiary education system to play a leading role in transforming

Botswana into a knowledge driven innovative society. As a matter of priority, the tertiary education system, and its constituent parts, must sharpen their research focus significantly and ensure a proper integration of their effort with the needs of the country, to respond to the goal for a '*prosperous, productive and innovative nation* (Vision 2016) and to specifically contribute to the development of the national innovation system. This encapsulates the essence of the tertiary education mission and distinguishes it from the rest of the education and training sector.

This requires tertiary education institutions to play a leadership role in:

- i. Creating, advancing, applying, transmitting, communicating, converting and preserving knowledge.
- ii. Embedding a culture of research through every facet of life in Botswana and ensure that Botswana derive real benefit from the endeavour of our research activity.
- iii. Contributing to the building of a national innovation system that is relevant to the needs of Botswana and recognised globally.

3.2.7 Strengthened System Capability

In order to ensure that the high level goals of this Policy are efficiently and effectively implemented it is critical that tertiary education system is strengthened, has an enhanced capability and it is strategically positioned. This will involve putting in place a restructured tertiary education system and institutional landscape that is better able to respond to expansion and growth, which provides better value for money, that ensures increased differentiation and specialisation, and with improved strategic leadership capacity at both governance and management levels. The overarching design of the new tertiary education system will require that the following key issues are addressed.

D) A Single Understanding of what constitutes Tertiary Education

The first issue is what constitutes tertiary education in Botswana. International practice indicates that those countries that have moved towards universal senior secondary education (as Botswana is clearly heading towards), a widespread trend has been to consequently develop a more inclusive definition of tertiary education that embraces higher education and vocational education and training. This has led to the emergence of the concept of tertiary education a term which is widely used, but often not closely defined, and has been variously interpreted around the world to describe:

- i. all post compulsory education
- ii. all education taken by adults

- iii. all education at a level above that normally achieved at the end of upper secondary schooling

In line with the above, the Policy has adopted a more inclusive understanding of tertiary education which brings together all facets of post secondary education under a single embrace but which clearly and unambiguously separates tertiary education from skills training. This new understanding will set the boundaries of the system in a more coherent manner and from a single perspective. While the proposed construct separates the two worlds of discipline based learning (tertiary education) and skills development (work based training) it does so based on the recognition that while the two are fundamentally different they also form part of a single integrated national learning system. This approach recognises the unique modes of learning that occur within tertiary institutions (education) and the workplace (training) while ensuring a mutually reinforcing, interdependent and holistic coexistence.

This also reflects the overwhelming appeal made during the consultation phase for a system that is less complex and better understood from the perspective of the market (students, parents, employers, and the international community); that facilitates differentiation and diversity within an integrated and coherent tertiary education system; that ensures international comparability, and that is more focused, responsive and efficient. This will be achieved by providing a clear direction as to what the system level boundaries are through a clear and unambiguous definition of tertiary education and an equally comprehensible framework of what knowledge areas constitute tertiary education. The proposed definition will provide a rational and reasoned understanding of the structure of the tertiary education system.

II) A Restructured Institutional Landscape

In order to achieve the challenging undertaking of transformation, Botswana requires a single integrated and coherent tertiary education landscape that balances the need for diversity, differentiation, accessibility and well resourced quality institutions with the requirements of efficiency and economies of scale. While there are many positive features of the current provision of tertiary education in Botswana, reform of the system is unquestionably required.

A key issue is undoubtedly that of affordability and economies of scale. Without doubt the current structure is neither optimal nor sustainable in terms of cost efficiency and with the need to increase student enrolments, a better design is required that could absorb larger numbers of students and ideally at the same overall cost. The fundamental question is can a country the size of Botswana with a population of just under 1.7 million and a total tertiary student enrolment of just over 30,000 justify a system with such an extraordinary level of institutional complexity.

Can Botswana continue to afford a system made up of small single purpose teaching institutions with small student enrolments training only at non-degree levels and at high unit costs? These are inevitably expensive, unable to provide sufficient breadth and depth in their learning programmes, and unable to cross subsidise more expensive programmes.

The fundamental issue then that is addressed through this policy is that of system and institutional configuration. In order to promote this new national tertiary education agenda, the Policy recommends two types of tertiary education provision from the state and the private sector as being capable of ensuring a coherent, comprehensive, distinctive, differentiated, accessible, high quality and responsive tertiary education system. The aim is to bring together public and private tertiary institutions into a coherent integrated tertiary education system that promotes both institutional differentiation and diversity while at the same time encouraging synchronisation, articulation and a healthy competition. The fundamental new feature of this Policy is a firm anchoring of private tertiary education institutions into the compass of the tertiary education system, under the same legislative umbrella as public tertiary institutions and subject to a similar set of regulatory prescriptions, albeit with some variation in recognition of their special characteristics. By such means, it will be possible to build a tertiary education system that is both coherent (striving towards the same set of goals) yet at the same time offering diversity (responding to a range of different learner and programme needs).

While the above addresses the structure of the system at a macro level, the next requirement will be to set out the different types of institutions that will constitute the tertiary education system, and on an informed basis determine the designation and nomenclature of those institutions. While there is a fundamental agreement around the world as to the general categorisation of institutional types (university and college in particular are universally acknowledged as generic types), nevertheless each country has developed its own specific classification. This has been mainly because of a combination of factors, such as size and system level complexity, the influence of history and tradition, the particular needs that have to be responded to, orientation or focus, and specific institutional considerations.

The range of institutions that make up the tertiary education system should be sufficient to achieve the two principal goals of human resource development and research and innovation. In terms of the former, they must also be cognisant of the different constituencies that they serve, principally – school leavers and adult learners with a second category of institutions taking into consideration the need for a research focus.

With this in mind, the Policy calls for a three level structure based on the following categorisation.

Research, Innovation and Teaching - Under this category, one institutional type, 'University' will be recognised. The designation of University will be reserved for those institutions that are established to provide a broad range of programmes from undergraduate degree to research programmes at doctoral level, across an extensive set of disciplines and which also have a core engagement in all levels of research – basic, applied and strategic.

Specialised Teaching - This second category represents the broad foundation of the tertiary education system with human resource development at its core. This will embrace a diversity of providers; both public and private who will prepare students for entry into the professions and the general world of work by providing programmes that are occupational specific and directly focussed on the labour market. As part of a systems approach to demarcating the different roles of tertiary education providers, one institutional type, 'College' or 'Institute' will be recognised. The development of this category of institution will be based upon the existing non-university tertiary education structures, which are currently full contact institutions. The focus of this category of institution will be teaching a comprehensive range of programmes at sub-degree level with either a single or a multiple disciplinary focus. In addition, where need, expertise and resources are available on a sustainable basis programmes with a strong theoretical foundation (degree and post graduate level) which prepare students for further advanced studies and/or entry to the higher level professions and jobs with high skills requirements will be offered at this level. While research will not constitute a core undertaking, a limited research focus related to discipline specific curriculum, learning and teaching will also be required.

Open and Distance Learning - One new type of institution will be developed in this category, which currently does not exist and which represents a significant gap in tertiary education provision. This will be a college or university whose single focus will be open and distance learning providing access to a wide range of 'non traditional students'.

Any future types evolving as a result of the growth in the system or new external entities will be considered on case by case basis.

III) A Connected Tertiary Education System

This Policy has so far highlighted a range of challenges that the tertiary education system has to deal with and has proposed a series of high level and strategically oriented goals that respond to those challenges. It has also recommended a single co-ordinated tertiary education system that is capable of realising those goals. Thus there now exists a clear understanding of where we want to go and what we want to be – and how we want to get there. A new comprehensive understanding of tertiary education has been agreed and a new integrated system level approach in terms of its strategic management and co-

ordination has also been approved. Yet the danger is that now that the primary needs have been identified we will continue to think of tertiary education as a stand-alone or silo. The main focus of this next section addresses the issue of strategic management and governance and raises the question as to how efficient is a system that is currently directed by six individual Government Ministries and directed by eleven Departments of Government? Would it not be more effective to have a single unified tertiary education system under the direction of a single Ministry whose core business is education and skills development?

While the establishment of the Tertiary Education Council has brought together for the first time in Botswana all tertiary education provision in a co-ordinated and strategically focussed manner, it is doing so within a changing context that requires a fresh understanding of the scope of its work. This requires us to locate the mandate of the Tertiary Education Council in the wider context of Human Resource Development and takes into consideration changes in the policy environment. These changes principally revolve around a Human Resource Development Strategy, the National Qualifications Framework, the various suggestions of bringing together of Botswana Training Authority (BOTA) and the Tertiary Education Council into a single Education and Training cluster as well as the need to put in place an approach to quality assurance that ensures transparency and objectivity.

It is recommended that the above complex of issues should be addressed through the federation of national education and training strategies with the consequent structural reforms that seek to bring together supply factors (education and training) with demand factors (labour market issues). The link between a country's potential to succeed and its capacity to develop the skills and knowledge of its population is now recognised by virtually every country. Although this link is not a new discovery, it is currently finding a new form in an increasing number of countries through the establishment of a Human Resource Development Council. This is increasingly being manifest through the combination of education and skills into single government departments or ministries (e.g. The Department of Education and Skills, UK) and the establishment of a Human Resource Development Council (e.g. Mauritius). Such approaches are in recognition that while better human resources through more people obtaining higher-level qualifications are an essential, on their own they are inadequate.

Thus, tertiary education (which is concerned with developing an educated population) must go hand in hand with skills development (developing the competencies of the workforce) and both must be part of a broader strategy that links the supply of knowledge and skills to the demand for human resources. It is to achieve such an integrated approach that the Policy provides for a new organisational structure centred around a Human Resource Development Council, reporting to a single Ministry of Education and Skills Development and

supported by discrete functions which specialise in tertiary education, skills training and national human resource planning.

The Human Resource Development Council (HRDC) will bring about an integrated and multifaceted understanding of a complex of issues, that will ensure that the policies of Government, the desires of civil society, the programmes of educational institutions, and the initiatives of business and industry are better aligned and work together in a coordinated way to enhance overall human resource capabilities. In particular, the HRDC will fulfil the following:

- i. Achieve a better cohesion within the education sector.
- ii. Establish a better link between the supply side of HR development (education and training) with the demand side (work).
- iii. Link both of these to the economic development strategy which *inter-alia*, includes diversifying and transforming the economy, attracting foreign investment and international entrepreneurs, and ensuring a better strategic fit with citizen involvement and empowerment, immigration policies, skills requirements and needs, workforce productivity and managing the HR resource.
- iv. Connect all of the above to social development and demographic issues such as health and wellness, population trends, societal advancement, social cohesion and the general albeit equally important issue of the quality of life.

The key benefit is that tertiary education (which is concerned with developing an educated population) will be working hand in hand with skills development (developing the competencies of the workforce) and both will be part of a broader strategy that is responsible for employment and labour market planning.

4. POLICY GOAL, OBJECTIVES AND STRATEGIES

4.1 Overarching Goal

4.1.1 The overall goal of the policy is to achieve sustainable social and economic development, uplift the standard and quality of life of Botswana, and to meet the long term national and global challenges through the development of a tertiary education system that is relevant, dynamic, accessible, equitable and internationally competitive. The tertiary education system will be characterised in terms of increasing access, ensuring relevance and quality, providing diversity and choice and is linked to broader policies and national goals in particular those related to (1) Human Resource Development and (2) Research and Innovation.

This overarching national or system level goal outlined above will be realised through the implementation of the following core objectives.

4.2 Policy Objective 1 – Increased Access, Quality and Relevant Tertiary Education

4.2.1 Key Issues

4.2.1.1 Tertiary education institutions around the world are now being given a key responsibility for meeting the needs of an increasingly market-driven, knowledge-based economy and this is where the pressures of growth and change are being experienced. A combination of increased demand to accommodate large numbers of students, the necessity to offer a curriculum that equips those students with (1) a broad general education, (2) specialist knowledge, (3) critical skills, and within an environment of rising costs and shrinking resources, is proving to be a challenge of enormous proportion. The key response to this challenge requires the tertiary education system to develop a holistic approach to developing the nation's human resource capacity which balances the needs of the economy, with the demands and expectations of society and the individual.

4.2.1.2 Objective

To ensure that by 2026 more Botswana aged 18-24 years have access to a quality tertiary education that is responsive to every element of their personal well-being, social progress and economic development and which advances to the fullest extent possible their potentials for learning and their individual capacities in a manner that will further their aspirations and contribute to the development of a globally connected and prosperous nation.

4.3 Policy Objective 2 – Developing a Nationally Relevant and Internationally Competitive Research Capacity

4.3.1 Key Issues

4.3.1.1. A fundamental weakness of the country’s research and innovation system lies within the tertiary education system. Tertiary level research has almost exclusively been centred on the one public university (UB) with very little capacity or opportunity for research existing in the rest of the system. As a matter of priority the tertiary education system, and its constituent parts, must therefore sharpen their research focus significantly and ensure a proper integration of their effort with the needs of the country, to respond to the goal for a ‘prosperous, productive and innovative nation (Vision 2016) and to specifically contribute to the development of the national innovation system. This encapsulates the essence of the tertiary education mission and distinguishes it from the rest of the education and training sector. This requires tertiary education to play a leadership role in (1) creating, advancing, applying, transmitting, communicating, converting and preserving knowledge, (2) embedding a culture of research through every facet of life in Botswana, and (3) the national innovation system.

4.3.1.3 Objective

To ensure that by 2026 the tertiary education system is demonstrably playing a leading role in advancing the quality and utilisation of research, knowledge creation and innovation and that through its excellent research record and the strength of its relationships with other sectors of the national and global economy it is recognised as a valuable ally and partner in the on-going development of Botswana’s knowledge society

4.4 Core Policy Strategy – Creating a Single Integrated, Differentiated and Well Coordinated System

4.4.1 Key Issues

4.4.1.1 A major re-organisation of the tertiary education system is required to do away with the fragmentations, inefficiencies arising from small scale operations, high government control of the governance and management of tertiary education institutions.

This new system will ensure proper articulation in the programmes of learning as well as complementarity and co-operation between public and private institutions governed by the same legislative framework and quality assurance regimes.

Addressing these key issues will increase the capacity and capability required to expand opportunities for citizens and attract international students to Botswana.

Objective

To ensure that by 2026 Botswana has a strengthened, single, integrated, differentiated, co-ordinated tertiary education system and institutional capability that is planned, goal oriented, funded through a new performance related public funding model, accountable and which is appreciated nationally and globally in terms of the quality of its learning and research outcomes, financial viability, strategic capacity, effective governance and leadership and efficient resource utilisation.

5. POLICY RECOMMENDATIONS

This section details the specific recommendations of the Tertiary Education Policy as approved by the National Assembly on April 10th 2008. The Policy has a twenty year time frame starting from 2006 when the recommendations were recommended by the Tertiary Education Council to the Minister of Education and Skills Development. The recommendations are as follows:

5.1. The Need for a Tertiary Education Policy

As a consequence of the heightened understanding of the public and private benefits associated with tertiary education, and the need to maximise those benefits a comprehensive integrated, forward-looking tertiary education system as detailed in this Policy should be implemented as a matter of priority.

5.2. Human Resource Development

This Policy seeks to increase the tertiary education gross enrolment ratio from the current 11.4% (2007/8) to a minimum of 17% by 2016 and then to a further minimum of 25% by 2026.

5.3. Research and Innovation

As a key component of Botswana's Research and Innovation system, this Policy will ensure that the tertiary education system produces inventive, pioneering, high impact research and educate creative, talented and capable researchers for the successful transformation of Botswana into a Knowledge Society.

5.4. A New Definition of Tertiary Education

Within the framework of this Policy tertiary education shall from here be understood to mean "All formal education programmes beyond the level of senior secondary embracing technical and occupation specific programmes and those with a strong theoretical foundation through to advanced research qualifications". This is in order to respond to the demands associated with the knowledge society which requires a unified and integrated single tertiary education system that embraces all teaching and learning that takes place in post secondary school educational institutions.

5.5 A Single Integrated and Differentiated Tertiary Education System

This Policy will be implemented within the context of a unified tertiary education system that recognises both private and public providers established under the strategic direction of a single Government Ministry of Education and Skills Development.

5.6. A New System Level Institutional Configuration

In order to improve efficiency, cost-effectiveness and allow tertiary education institutions to offer specialised programmes at degree level and to promote access, diversity and choice for students, parents, and employers throughout the system, the Policy will ensure that:

5.6.1. University of Botswana should re-focus its academic mission and programme/qualification mix to ensure complementarities with the Botswana International University of Science and Technology.

5.6.2 Botswana International University of Science and Technology should offer programmes embracing all the disciplines of science and technology from undergraduate degree to research programmes at doctoral level.

5.6.3 Multidisciplinary Tertiary Education Research Centres such as the Harry Oppenheimer Okavango Research Centre of the University of Botswana should be deliberately supported to maximise their unique strengths and possibilities to promote international research Excellence.

5.6.4 A College or Institute of Education should be established as a multi-campus institution through a combination of the existing colleges of education.

5.6.5 A College or Institute of Health Science should be established as a multi-campus institution through a combination of the existing institutes of health sciences and the Schools of Nursing.

5.6.6 College(s) or Institutes of Technology – all technical education institutions should be re-branded to become colleges or institutes of technology

5.6.7 A University, College or Institute of Open and Distance Learning should be established as a separate institution dedicated to tertiary level open and distance learning either as a new institution or through the development of BOCODOL with a mandate expanded beyond its current remit to embrace tertiary education.

5.6.8 Botswana College of Agriculture should be converted to become either a College performing the function of specialist teaching or part of one of the public universities (BIUST or UB) with a mandate to undertake research and teaching.

5.6.9 All other public or government funded post secondary education or training institutions should be subject to a review to be undertaken by the Tertiary Education Council in collaboration with the Botswana Training Authority. The outcome of the review should be a recommendation to Government as to their future status.

5.7. An Integrated System Level Framework and Steering Approach

To implement the recommendation for a new integrated strategically focussed tertiary education system a new and improved system level framework and steering approach has been approved with the following key characteristics and components.

5.7.1 A Department of Tertiary Education within the Ministry of Education and Skills Development, drawing together expertise from the existing central functions in Government that are responsible for tertiary education issues.

5.7.2 A Human Resource Development Council (HRDC) reporting to a single Ministry of Education and Skills Development and supported by discrete functions which specialise in tertiary education, skills training, and national human resource development planning to provide a strategic level independent advice to the Minister of Education and Skills Development. A separate quality assurance administrative function which embraces the proposed National Qualifications Framework will be established.

5.7.3 The main function of the Human Resource Development Council should determine a rolling national strategic agenda for human resource development and the relationships between a skilled workforce, tertiary education and the human resource needs of the economy.

5.7.4 The HRDC shall have a range of statutory functions, powers and responsibilities, which shall be defined in a new HRD Act, which shall incorporate existing legislation, TE Act, Vocational Training Act and the legislation to establish the proposed National Qualifications Framework.

5.7.5 Reporting directly to the HRD Council will be a discrete function responsible for tertiary education, which shall be responsible for steering the tertiary education system. There shall also be a reporting line to the National Research Council (NEC) on matters relating to tertiary education research.

5.7.6 Two additional functions under the HRDC will be (a) Skills Training and Development (currently within the mandate of BOTA) and (b) Human Resource Development Planning. The former function will include such activities as training standards, evaluation of skills training and apprenticeship. The latter function of human resource development planning will be responsible for labour market monitoring, labour observatory, HRD database and information systems and national HRD policy and planning.

Functional Relationships- Ministry of Education and Skills Development and the Human Resource Development Council

