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## FOREWORD

Around the world, tertiary education is going through major changes resulting from a number of challenges. These challenges include the need to respond to the impact of globalisation, needs of a new knowledge society, to high social demand and to the rising expectations of stakeholders including government, industry, labour and society. Botswana has since the 1990s sought to respond positively to these challenges. In particular, in 1999, Government passed the Tertiary Education Act, which defines tertiary education as all post-secondary school education and training. The Act has helped to define the organisation and issues for tertiary education in Botswana. However, now there is a need for a broader policy, which defines the vision, direction, organisation, funding strategy and levels, the regulatory framework and the strategies for modernising tertiary education and institutions in the country.

This consultation paper needs to be considered in conjunction with and must relate to other policy initiatives such as the recently initiated National Qualifications Framework, the crucially important Human Resources Development Strategy, the Skills Development Strategy for Technical and Vocational Education, the e-Learning Policy, the Science and Technology Policy and the evolving initiatives for research in science and technology development. These initiatives are all driven by different Ministries/Departments and independent agencies. Ultimately, if they are to make the desired impact these initiatives must be co-ordinated and synchronised. The Human Resource Development Strategy in particular must be developed expeditiously to provide the anchor and a broad framework that will guide both the Tertiary Education Council (TEC) and tertiary institutions to provide the needed skills and training for the nation.

This paper is not a comprehensive blueprint for tertiary education policy reform in Botswana, nor is it a comprehensive study of the current tertiary education situation in Botswana or an exhaustive catalogue of all that needs to be done in the future. The purpose is to ensure that a wide-ranging and all-inclusive set of views are solicited, providing a basis for future policy recommendations and actions. Very significant policy issues are rooted in this paper, which need to be debated with objectivity and care. At stake is the future of tertiary education in Botswana, the prosperity of our country and the educational opportunities of future generations.

On behalf of the Tertiary Education Council, I invite all stakeholders to seize this opportunity and join us in a constructive debate that will contribute to the development of a comprehensive and forward-looking tertiary education policy for Botswana.

*Patrick Molutsi*

*Executive Secretary, Tertiary Education Council*
SECTION 1 BACKGROUND and APPROACH

1.1 The Working Group. The release of this consultation paper concludes the assignment of the ‘Working Group on the Tertiary Education Policy for Botswana’ that was established by the Tertiary Education Council in November 2004. The composition of the Working Group was established as follows:

- **Chair**
  - Professor Frank Youngman
  - University of Botswana

- **Members**
  - Dr. Charity Kerapeletswe
  - Morake Matlhaga
  - Tekolo Modungwa
  - Mpho Mothibatsela
  - Dr. Haniso Motlhabe
  - Richard Neill
  - Jacob Swartland
  - Brian Watts
  - BIDPA
  - Ministry of Education
  - DEBSWANA
  - Private Citizen
  - Ministry of Education
  - University of Botswana
  - Tertiary Education Council
  - Deloitte

- **Secretariat**
  - Dr. Patrick Molutsi
  - Philemon Ramatsui
  - Victoria Damane
  - Kagiso Kobedi
  - Tertiary Education Council
  - Tertiary Education Council
  - Tertiary Education Council
  - Tertiary Education Council

1.2 Task Definition. The Working Group was tasked by the Executive Secretary of the Tertiary Education Council to ‘draft a background/framework document that will form the basis of the tertiary education policy for Botswana.’ The Terms of Reference of the Working Group were further elaborated as follows:

- Describe the state of tertiary education in Botswana and define what policy measures are required to rationalise and enhance capacity of the tertiary education system;

- Identify the policy issues/challenges for tertiary education globally and for Botswana;

- Propose policy goals and objectives to meet short, medium and long-term horizons that are consistent with and go beyond the time frames of NDP9 and Vision 2016;
Propose a strategy for ensuring that tertiary education policy synchronises with and in the first instance meets the development needs and national goals of Botswana;

Propose strategies for responding to key challenges for tertiary education policy such as access, equity, quality assurance, relevance, financing/funding, institutional governance, autonomy and accountability in Botswana.

Define the resource requirements for the sector and propose strategies for generating those resources in a sustainable manner;

Address programme issues and articulation in relation to different levels and types of institutions; and

When required, participate in the consultative process with stakeholders in support of the TEC Secretariat to explain the framework document and solicit views on policy content.

1.3 Approach to the Task. The Working Group was requested to accomplish its task through a series of meetings to be held over a period of six weeks up to December 31st 2004. The Working Group would be supported by a Secretariat whose principal function would be to produce short background documents on issues related to the above Terms of Reference that would form the basis for discussion at each meeting. The work was to be concluded with a daylong workshop to review and finalise the draft policy framework document.

The Working Group first met on November 4th 2004 and received a presentation from the Executive Secretary on the role of the Tertiary Education Council and its work in relation to tertiary education policy. The meeting then proceeded to review the Terms of Reference and outline documentation, and to discuss the process stages of the task and procedures, format and schedule of meetings.

The Working Group determined that its principle task was to produce a consultation document that could be utilised by the TEC to facilitate dialogue with key stakeholders on the range of policy issues outlined in the Terms of Reference. Thus, it was resolved at a preliminary stage that it would be inappropriate for the Working Group to attempt to develop the tertiary education policy for Botswana, but instead to initiate the process where policy expectations could be discussed and debated through a process of stakeholder consultation. Based on this understanding the Working Group proceeded through a series of eight meetings (including three half-day workshops) concluding during February 2005, to develop this policy
consultation document, Tertiary Education Policy for Botswana: Challenges and Choices. We are grateful to Richard Neill who took the major responsibility for drafting the document on behalf of the Working Group.

1.4 Purpose of the document. In order to properly discharge its mandate in terms of the Tertiary Education Act (1999), the Tertiary Education Council would like to see the Government pass a comprehensive tertiary education policy that will:

- Be cognisant of global trends and pressures that are impacting on tertiary education in Botswana as well as being responsive to specific societal challenges and needs;
- Clarify the goals for tertiary education for the next twenty years;
- Stipulate how the tertiary education system can best be developed, co-ordinated, steered, funded, resourced and regulated.

This document seeks to identify the key issues affecting tertiary education that Government needs to deal with and provides a number of suggestions as to how to move forward. The purpose of the paper is to solicit stakeholder consultation and to foster discussion throughout Government, society generally and those institutions in Botswana currently engaged in the provision of tertiary education services. The paper constitutes the main background for consultation and feedback which the TEC will undertake during the first half of 2005. Once the process of consultation has been completed, the TEC will then formulate a position with regards the various aspects of tertiary education policy outlined in this paper as well as other issues that may arise during the consultation phase. It will then make its recommendations to Government for formulation of a White Paper on tertiary education for adoption and implementation.

1.5 Note on data. The Working Group encountered considerable difficulties in accessing relevant data and wishes to draw attention to the general paucity of data on tertiary education in Botswana. The development of a tertiary education database that provide on a timeous basis comprehensive data sets that are reliable in terms of comparability, consistency and accuracy represents a key priority of the Tertiary Education Council in order to ensure a sound approach to planning, funding and steering the system. The data cited throughout this report have been drawn principally from the 2001 Population and Housing Census as well as a variety of Government sources. While every safeguard has been sought to ensure its accuracy and authenticity the figures nevertheless should be regarded as illustrative.
2. THE CONTEXT OF TERTIARY EDUCATION POLICY

2.1 Introduction. The opening section of this consultation paper seeks to provide the context of tertiary education in Botswana, which has changed dramatically since the idea of the Tertiary Education Council was first proposed in 1993 in the Government’s Report of the National Commission on Education. A number of key issues are addressed with the intention of initiating dialogue and discussion amongst key stakeholders about the definition and understanding, direction, organisation, funding and regulation of tertiary education in Botswana. Those issues are summarised as follows:

- The global trends and pressures that are impacting on tertiary education in Botswana;
- The specific societal challenges and needs of Botswana;
- The need to clarify the goals for tertiary education for the next two decades;
- How the tertiary education system can best be developed, co-ordinated, steered, funded, resourced and regulated.

While many of these changes are both external to tertiary education as well as Botswana, they cannot be ignored. There have also been significant internal changes with the most obvious being the growth in student enrolments and the emergence of private sector providers. Already there is clear evidence that these drivers of change are impacting at system and institutional level to the extent that they demand priority in formulating a new tertiary education policy. The Tertiary Education Council in conjunction with its key stakeholders needs to recognise and understand the change that is taking place, select a future for tertiary education that is cognisant of these changes, and develop and implement a policy framework that enables the achievement of that future.

2.2 Globalisation. The most significant instigator of transformation is globalisation, which during the last decade has become one of the key concepts for understanding societal change. Towards the end of the 1980s,
the contours of a ‘new world order’ began to emerge, which during the 1990s established an environment of socio-economic and political change, which for convenience has been labelled ‘globalisation.’ Even though globalisation is far from being an uncontested concept, it is a current reality for all countries. Globalisation has led to a series of reforms, which are manifested in terms of competitiveness, responsiveness, efficiency and effectiveness, which in turn have placed considerable pressure on all sectors of society and have provided an important basis for national public sector transformation. Consequently, many countries have felt compelled to reposition and transform their education systems. Globalisation has further led to a broadening of the role of tertiary education policy to embrace economic growth, the promotion of the ‘knowledge economy’, internationalisation and trade. In addition, it has encouraged tertiary education to become more business like, more market oriented and more entrepreneurial. It has also led to the development of new funding mechanisms, new forms of governance and management, massification by expanding access, and new modes of planning, performance evaluation and quality improvement. The underlying ideas and thinking that have influenced tertiary reform have fundamentally challenged the assumption that universities and colleges should be left to steer themselves. Instead they should be externally steered, should be subject to market forces, should be audited through formal evaluation, be accountable for their performance and run by professional leaders and managers rather than academics. These are the key contours of tertiary education thinking in developed countries, which are more recently being manifest throughout the developing world.

These ideas about tertiary education in the context of globalisation have been extensively narrated by UNESCO and the World Bank and are notably manifest in the tertiary education policies of countries such as UK, Australia, New Zealand, Finland, Ireland, Singapore and South Africa. A key conclusion is that tertiary education policy is a critical component of economic growth and that the robustness of the tertiary education system reflects a nation’s ability to compete regionally and globally. In sum, globalisation has created a very specific context for national reform in tertiary education, which has led to the development of radically different policy expectations and responses than was the case in previous decades. This does not imply that globalisation is the single deterministic influence for change. However, it is nevertheless a key driver, which requires national policy makers to ensure that tertiary education policies take cognisance of the unfolding agenda of globalisation.

2.3 Societal demands. The second key driver of change has been societal expectations and demands. Over the last decade, the social demands with respect to tertiary education have significantly intensified, as having a tertiary level qualification has become an increasingly necessary condition for formal employment. Consequently, increasing participation rates and the massification of tertiary education have become a global orthodoxy promoted...
by national governments as well as international organisations such as UNESCO, the World Bank, and OECD amongst others. The major trend is that tertiary level studies are no longer reserved for an exclusive minority but instead are being opened up towards universal participation. However, while societal expectations have led to higher student numbers, public investments in tertiary education have been decreasing in real terms. The combination of rising participation rates, decreasing labour market opportunities and intense competition for public and private funds has combined to put tertiary education policy under renewed pressure. With education at this level being driven as much by demand by students for places as by needs of employers in industry and government, tertiary education is now more learner driven than it was in the past, which has new implications for institutions, stakeholders and policy makers. The major trend is that tertiary institutions have been compelled to come out from their ‘ivory towers’ and engage in a new form of relationship with society. New stakeholders including industry, business, the media, professional associations, special interest groups, are just some of the stakeholders who are claiming a role in the direction and development of tertiary education.

2.4 The national context. Botswana is categorised as a small state with a population according to the 2001 census of 1.68 million, yet is undoubtedly part of the increasingly complex world order and is being significantly impacted by the new kinds of understanding which are generally referred to by the term, globalisation. The influence of globalisation on Botswana has been evidenced since the mid-1990s through a variety of economic, social and public management reform strategies which have sought to restructure the economy and make its operations more efficient, effective and globally competitive.

Vision 2016, the principle underpinning of Botswana’s future, not only provides the national context for change but also identifies closely with the consciousness of globalisation in particular in terms of human resource development and the way it envisages Botswana as an innovative participant in the global information economy. The exposition of Vision 2016 finds real form for the first time in the Government’s National Development Plan 9 (2003-2009) which highlights globalisation as the key context for development and emphasises the necessity for Botswana to position itself to take advantage of the opportunities in the rapidly changing global environment. The challenge has been succinctly laid out by the President of Botswana in his 2003 State of the Nation address as follows:

Sustaining a competitive environment for attracting both domestic and international investment will neither be easy nor cheap. Investors from the developed world expect facilities no less advanced than what they are accustomed to in their home countries. They require state-of-the-art information and communication infrastructure comparable to the

Botswana recognises the need for a more skilled and internationally competitive labour force.
best in the world; a highly literate and technologically innovative workforce that has easy access to global trends and opportunities. We therefore need to urgently upgrade the country's local and international telecommunications capacity and build a strong capability in research, science and technology. This should be supported by the development of our human capital to meet the challenge of the information and knowledge age.

2.5 Key indicators of progress in Botswana's tertiary education system. This conjunction of global change and national response has resulted in significant developments in Botswana's tertiary education sector particularly since the mid-1990s. A number of key tertiary education indicators mark considerable progress that has been made:

- The establishment of the Tertiary Education Council in 1999 with a comprehensive mandate to develop and co-ordinate tertiary education and to determine and maintain standards of teaching, examination and research in tertiary institutions.
- The tertiary education participation rate (the proportion of 18-24 year olds) has increased from 5.8% (1996) to an estimated 12% (2001).
- The tertiary education attainment rate (the proportion of the population over 24 years old with a tertiary level qualification) has increased from 2% in 1995 to approximately 7% by 2001.
- University level undergraduate enrolments in 2002 were at a record high of over 20,000, with 12,000 at the University of Botswana and a further 3,848 in South Africa. In addition, 2,189 were enrolled in South Africa’s technikons and additional 2,000 at other overseas tertiary institutions.
- The proportion of Science and Engineering students as percent of total tertiary students, was a highly creditable 37% in 1997 when the last official data was compiled by the World Bank, while more recently in 2004, 23% of the University of Botswana’s full-time undergraduate enrolments were enrolled in the science, engineering and technology disciplines.
- 3% of the economically active population possess a university degree while 8.6% have a tertiary level qualification.
- Government expenditure on tertiary education has averaged 1% of GDP (gross domestic product) since 1990.
- A Tertiary Education Development Fund was established by
Government in 2004 with an initial capitalisation of P1.2 billion for the expansion of the University of Botswana, and the establishment of a Medical School and a second university.

- **The Department of Student Placement and Welfare** sponsored 26,943 tertiary students in 2004, with 17,932 at local institutions and a further 9,011 being sent for training outside the country.

- **The role of the private sector** in tertiary education has grown in importance with over 100 private providers estimated to have registered with the Ministry of Education by 2004, and more in the pipeline awaiting registration by the Tertiary Education Council.

### 2.6 System level overview

These achievements have been provided by a tertiary education system that has been in place prior to the establishment of the Tertiary Education Council and modelled on lines common to many Commonwealth countries. The Government formerly took upon itself the regulatory and funding responsibilities with respect to tertiary education. It also took care of the national need for tertiary education as well as the public interest. This has been achieved principally through the Ministry of Education but also through a delegated responsibility to other government ministries such as Health, Agriculture and Finance and Development Planning. These public institutions were centrally directed according to the Government’s understanding of their role and responsibilities, while up to now quality was assured through a system of affiliation established through the University of Botswana. The exception was the University of Botswana, which is directed at arms length through a self-regulating governing council, albeit funded solely by Government and with the head of state as Chancellor. The tertiary education structure prior to the establishment of the TEC was very much a centralised state control model, as shown in Figure 1.

Undoubtedly, this model has ensured that a great deal has been achieved and there is much progress within Botswana’s tertiary education system that needs to be applauded. However, the key question is whether such progress can continue to be sustained in the face of the abundant challenges that lie ahead and whether the current approach to tertiary education policy is sufficient to position Botswana to respond to the twin challenges of globalisation and national demand. Increasingly throughout the world where similar models have been followed, the approach is no longer deemed appropriate to such a task. The first reason is the growing complexity of tertiary education that has caused governments to appreciate that their near monopolistic hold of tertiary education through Ministries of Education at both system and institutional level could not be maintained. Secondly, the disappointments with the outcome of government actions where policy outcomes were often distinctly detached from policy intentions have brought a realisation of the difficulties of state control and direction. New government
steering approaches that emerged through the 1980s and 1990s reflected this recognition, which sought to decrease direct state control and establish a more even-handed interrelationship between tertiary education, government and society. The most obvious and almost universal change in terms of the role of the state has been the establishment of tertiary education ‘buffer’ mechanisms responsible for advising government on policy development, funding and system-wide coordination, standards and quality assurance. The establishment of the Tertiary Education Council in 1999 represents the clearest manifestation of such a change in this country and the first signal of the unfolding reform agenda to better position Botswana’s tertiary education system to respond to the challenge of change.

There is now need for a tertiary education system that can support the economic and social goals of Vision 2016 and which is strongly engaged with and provides Batswana with the skills and knowledge to prosper and contribute to the global community. For this grand goal to be achieved the tertiary education system needs to be strengthened in terms of strategic direction, management and coordination, cohesiveness and integration, better linking to broader policies and national goals, enhanced resource utilisation and improved quality. The following sections in this consultation paper further detail the key challenges that tertiary education in Botswana will have to deal with over the next two decades. The final section outlines the key areas of policy change and some of the policy choices that need to be considered.

Figure 1 Outline of Botswana’s pre-TEC tertiary education structure

2.7 The issue of the definition of tertiary education in Botswana. Up to this point this paper has taken an understanding of tertiary education as has been adopted by Botswana since the early 1990s. This section seeks to outline a more expansive understanding of tertiary education that is emerging
globally that encompasses a much more extended idea than has until now been the case. The Report of the National Commission on Education (1993) used the following definition of tertiary education: “all education that stipulates a minimum entry requirement of successful completion of senior secondary schooling, i.e. all post COSC programmes. This refers to [the] Diploma and Degree programme and other advanced professional courses...” The Commission recommended the establishment of a Tertiary Education Council (TEC) and proposed, “the degree teaching and other tertiary institutions at present and in the future be under the coordination of the TEC.” The Commission defined technical training (technician level) in terms of post-senior secondary (Form 5) training and viewed it as falling within the ambit of the TEC, whilst defining vocational training (or skills training) as post-junior secondary (Junior Certificate) training that should fall under the proposed Botswana Training Authority (BOTA). These categorisations were made in a context in which it was envisaged that junior secondary school would become universal, after which 20% of completers would proceed into vocational training while 50% would go into senior secondary school, which in turn would provide the gateway into tertiary education.

The distinction made by the National Commission on Education underlay subsequent legislation. The Vocational Training Act 1998, which established the Botswana Training Authority and the Botswana National Vocational Qualifications framework, defined vocational training as “provision of skills, knowledge and attitudes up to certain specified levels of qualification below the technician level.” The Tertiary Education Act, 1999, which established the Tertiary Education Council, defined a “tertiary institution” as a “post secondary training institution including a university” (a phrase in which post secondary meant the level after the highest point in the secondary school cycle).

This notion of tertiary education is currently undergoing re-evaluation globally and is increasingly being superseded by a more expansive conception, which embraces a variety of forms and levels of post secondary education both public and private within the framework of lifelong learning and anchored within the broad definition of the knowledge society. The most comprehensive international typology of educational levels is the International Standard Classification of Education (ISCED) produced by UNESCO. In this classification tertiary education has two stages defined as follows:

**Tertiary Education First Stage**

- Programmes are largely theory-based and are intended to provide sufficient qualifications for gaining entry into advanced research programmes and professions with high skills requirements (5A ISCED)
- Programmes focus on practical technical or occupational skills for direct entry into the labour market (5B ISCED)

Our definition of TE needs to be comparable and consistent with the international definition.
**Tertiary Education Second Stage**

- Programmes at this level are devoted to advanced studies and original research. They lead to the award of an advanced research qualification. (6 ISCED)

This classification clearly assumes vocational education and training taking place after senior secondary schooling, thus falls within the definition of tertiary education, and further classifies tertiary education by programmes rather than institutions.

In 2002, the World Bank published a report entitled *Constructing Knowledge Societies: New Challenges for Tertiary Education*, in which it used the terminology tertiary rather than higher education for the first time in its policy documents. While it did not define tertiary education in precise terms and did not clarify whether vocational education and training (for which previously it had separate policies) were to be included, it is significant that the term tertiary education has replaced higher education.

International practice indicates that countries vary in their definitions of the post-secondary education sector but there seems to be a trend (especially in countries that have compulsory senior secondary education) towards an inclusive definition that embraces both higher education (usually defined primarily in terms of degrees and postgraduate qualifications) and further education or vocational education and training (VET). For example, the tertiary education sector in Australia comprises higher (university) education and vocational education and training with some institutions in the sector offering both higher education awards and VET awards. In New Zealand, the Tertiary Education Commission has a very broad responsibility for funding “all post-compulsory education and training offered by universities, polytechnics, colleges of education, wananga private training establishments, foundation education agencies, industry training organisations and adult and community education providers.” Scotland is currently adopting the term tertiary education and is merging its separate further and higher education funding councils to create a strategic body that can support a more coherent system with a greater diversity of education providers. The trend towards an inclusive conception of the tertiary education sector suggests that increasingly the distinctions are becoming less clearly delineated and that a unified approach to planning, funding, organising and regulating the sector is regarded as being desirable.

It seems clear that Botswana will have to define tertiary education in a way that is appropriate in its own context, whilst taking into account international practice. The main change that has taken place since the distinctions introduced by the National Commission on Education in 1993 is that universal

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With increased access to senior secondary education, JC
access to junior secondary schooling has been achieved and a significant expansion has taken place in the senior secondary school system. The transition rate to senior secondary education is now around 50%. The State of the Nation Address 2004 said that Government intends “that access from junior to secondary school becomes universal by the time of the Tenth National Development Plan” (i.e. 2009-2015). In this scenario of universalised senior secondary education, programmes with JC as the minimum entry requirement will gradually disappear. Already BGSCE holders are enrolling for vocational programmes for which JC is the minimum qualification (for example in the Brigades and the foundation courses of BTEP). This trend in itself creates a situation in which vocational education and training will become more part of the tertiary sector as defined internationally.

The way tertiary education is defined in the new policy has major implications for how the sector is to be considered and it is important that the possibility of a new understanding of tertiary education is a major policy consideration. Accordingly the various options and possibilities are subsequently addressed in Section 4 of this paper where it is included as a question for policy inception.

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<th>Summary of Key Points</th>
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<td>Botswana’s tertiary education system needs to be understood within the relevant context of the processes of globalisation and the national agenda for transformation as represented by Vision 2016, which are providing a series of trends, and pressures for reform. The compact of global and national demands are manifest in terms of the need for a more comprehensive definition of tertiary education, the changing role of the state as regards its direction and control over tertiary education institutions, demands for greater quality, efficiency, effectiveness and responsiveness, the need for greater involvement of tertiary institutions in developing national intellectual capacity, the need to have avenues for lifelong learning for those Batswana with less than Senior Secondary educational qualifications, a re-interpretation of tertiary education in terms of a service industry with society as its market place, an overwhelming demand from individual members of society to be able to access tertiary education on a life-long basis and the need for efficient pricing and provision of Tertiary Education opportunities, both for equity and sustainability reasons.</td>
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SECTION 3 POLICY CHALLENGES

3.1 Introduction. Throughout the world, tertiary education is facing unprecedented challenges. The sources of these challenges are government, society and globalisation. In broad terms, the confluence of challenges that tertiary education has to deal with is represented below.

As will be accounted for in this section, Botswana is not exempted from these challenges, which are already manifesting themselves at both system and institutional level. These policy challenges are identified and a brief explanation is provided as to how they are currently influencing the development of tertiary education in Botswana. The clarification of the key challenges lays the basis for accurately identifying the major problems and consequent reforms that will be required both within the tertiary education system and in Government.
### 3.2 TERTIARY EDUCATION POLICY CHALLENGES

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<td>Knowledge Economy</td>
<td>A key economic assumption is that knowledge rather than physical capital and natural resources and knowledge workers rather than traditional labour skills and getting the prices right are the key essentials for a nation’s economic development and a prerequisite of global competitiveness. This accords with Botswana’s current development strategy of sustainable development through economic diversification which is detailed in the Government’s National Development Plan 9 and which finds further echo in Vision 2016. The emergence of knowledge-based economies has resulted in a number of trends and challenges that tertiary education systems and institutions have to contend with. These are summarised as follows:</td>
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<td><strong>Labour market demands.</strong> Tertiary education institutions are now being given a key responsibility for meeting the demands of an increasingly market-driven knowledge based economy with demands for highly skilled and educated personnel. The key characteristics of this new highly educated labour force are that they be equipped with specialist knowledge and also be independent in thought, self-directed, globally marketable and mobile, and possess the following critical skills – communication, computation, critical thinking, cooperation, creativity and computer literacy. How to improve the linkages between tertiary education and the current and future labour market presents a serious challenge to Botswana. In former times when the main demand was from Government and the key issue was the localisation of posts occupied by expatriates the articulation between the number of tertiary graduates required and the number to be produced appeared to be comparatively simple. The localisation of posts and the slowing of growth in the government sector, coupled with the economy becoming more market orientated has resulted in a rapidly changing pattern of human resource needs. An increasing</td>
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number of graduates are entering the labour market to find work on their own and have to contend with the vagaries of the labour market. Recent studies by the University of Botswana have reported significant mismatches of supply and demand in the labour market and the job placement ratio is cause for anxiety.

Tertiary education institutions have been constrained by the absence of a national Human Resources Development Strategy, which would have set out the broad macro-level human resource goals for the country, as well as a Tertiary Education Policy, which would have provided guidance as to how tertiary education should meet those goals. In general public tertiary education institutions have been slow to respond to changes in the labour market, have been poor in terms of establishing linkages with the market, and have not responded sufficiently in terms of curricula adaptation and quality improvement to improve the employability of their graduates. Indications from employers also suggest that while many of the graduates entering the labour market are sufficient in terms of specialist knowledge they are lacking in terms of critical skills. Private institutions have been more responsive to labour market demand and when certain employers needed certain types of skills have been able to quickly come up with programmes to meet these demands. However, as subsequently noted many of these institutions are far from being well established and are largely disconnected from the core developments of the country’s tertiary education system.

One key issue, which cannot be ignored, is that of HIV/AIDS which must as a matter of course be incorporated into any projections for tertiary education development. A BIDPA study in 2000 predicted that the shortage of skilled workers will increase, there will be an increased reliance on expatriate skills and that there will need to be an increased investment to train greater numbers of skilled labour to compensate for deficits in the workforce and to minimise dependence on expatriate skills.
Knowledge development is increasingly at the heart of the modern economic enterprise with the ability to control and direct its creation, production, dissemination and application proving to be the key determinants of success and prosperity. A large number of changes in tertiary education find their origin in this understanding of the knowledge economy. Tertiary education institutions formerly enjoyed a virtual monopoly in terms of knowledge creation but are increasingly having to contend with the emergence of a number of new types of knowledge producers, many of them with a commercial focus, developing and applying knowledge as a key economic resource.

Botswana does not enjoy a reputation for knowledge-based innovation, nor does it have a record of accomplishment in investing in the production of new knowledge. It is handicapped by its small (and in comparison with many countries) relatively lowly skilled population, a small domestic market, and a small private sector which is predominantly a subsidiary of international and particularly South African business (where the creativity, innovation and intellectual property resides). It currently has one national university, which until recently has not had a strong research focus, and few other research oriented institutions, and a limited capability to critically determine the usefulness of externally sourced new knowledge. With science and technology being at the core of knowledge innovations, Botswana is further handicapped by the failure of the education system to deliver appropriately equipped mathematics and science school-leavers and consequently the tertiary system to produce graduates with the requisite skills that are fundamental for a knowledge economy.

The transfer of knowledge-based business processes from other countries has recently been identified as providing a new opportunity for Botswana to diversify its economy and to build upon its existing comparative advantage (good governance, political stability, low risks, fiscal
responsibility, low tax and regulatory costs and a growing telecommunications infrastructure). If Botswana is to pursue this route successfully, it will have to satisfy one further criterion – skilled human resources. India, which is the most cited example of offshoring has a large pool of educated (and inexpensive) graduates. Singapore, Ireland and New Zealand have developed excellent education systems and have a strong pool of professional managers and knowledge workers.

Tertiary education has a key responsibility to respond to these multiple challenges. First, to position Botswana as a research leader and knowledge innovator in the key niche strategic areas that are in consonance with the country’s social and economic potentials. Second, to develop capacities to assess and assimilate new knowledge that is sourced from other countries so that it can be effectively utilised to further the nation’s development. Thirdly, to develop into a recognised regional hub that can attract offshore knowledge-based opportunities through the availability of a highly educated and competitive workforce.

- **Information and communications technology (ICT)** clearly represents a key underpinning of much of what has been laid out above. The application of new technologies has obviously had a transforming effect on the demands of the labour market and knowledge as an economic resource. More recently, ICT has increasingly become a key driving force for change within tertiary education. While traditional on-campus residential education remains the option of choice for the majority of students, open and distance learning is becoming an increasingly attractive choice especially for adult students. More and more universities are accordingly investing in remote learning and an increasing number are concentrating their academic programme provision and educational services via the Internet. Apart from the provision offered for e-learning by a number of offshore providers and a few opportunities offered by the University of Botswana to mix traditional media and ICT, the market for tertiary level distance education...
Tertiary Education Policy for Botswana: Challenges and Choices

<table>
<thead>
<tr>
<th>Policy Challenge 2</th>
<th>Description and analysis</th>
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| Societal and cultural development | As the emphasis on the economic role of tertiary education intensifies, there is a grave danger that the development of social and cultural capacities will be neglected. For generations tertiary education has enriched society through the development of individual capabilities as well as the capacity of society as a whole. The ability of tertiary education to unlock the potentials in individuals, as well as to address topics of long-term value to society and to provide opportunities for free and open discourse and discussion should not be lost in the wake of the economic values that represent current orthodoxy. The great danger is that as tertiary education becomes more market focused, more instrumentalist in purpose, and more business oriented, more competitive, and more reliant on the private sector, more narrowly focused in terms of its economic role, the traditional responsibilities will be lost and neglected.  

For example one of the key responsibilities of tertiary education is the promotion of equity by ensuring that the country’s future leaders are chosen from only the most talented amongst the age group, not the richest, ensuring that the talented succeed irrespective of social and economic origins. The increasing market-based and profit orientation of tertiary education does pose dangers that the brightest of talents will not be able to gain access when the costs of doing so surpass their personal means.  

Another responsibility in terms of public good is the value of the tertiary education system to generate research and knowledge and to test the applicability of that knowledge in open public forum. Again, there is great danger that tertiary education institutions will |

remains largely untapped.
become pre-occupied with the commercial benefits of knowledge generation at the expense of public knowledge, which is freely available.

Tertiary education has also traditionally had a key role to play in the development of civil society and in particular the promotion of democratic values, open debate, disputation and public discourse. This responsibility has been discharged through research and knowledge dissemination, the education of open-minded tolerant citizens and through its general engagement in the structures of society.

The key policy challenge is to ensure that tertiary education is not solely captured by the economic arguments that promote a very narrow view of the benefits to society, but that tertiary education policy also recognises the wider interests of society and the public and the contribution it can make to the country’s democratic, political, social and cultural development.

In practical terms this requires us to ensure that Botswana’s tertiary education system meets both the highly specialised scientific, technical and professional needs of a modernising economy and also provides the opportunity for students to critically examine and engage with society and its problems and to acquire and understand the culture and values of society through a broad general education in the Humanities and the Social Sciences.

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<tr>
<th>Policy Challenge 3</th>
<th>Description analysis</th>
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<tr>
<td>Social demand</td>
<td>Along with greater emphasis being placed on the economic role of tertiary education has been the demand from the general populace (parents and students) for post-secondary education. The combination of a fast-growing market economy, rising individual income levels, social expectations and higher standards of living, have fuelled this growth. This has led to what has been termed the 'massification' of tertiary education and a shift from what was formerly an elite system towards access for all those who qualify and who can and wish to benefit. Student numbers in advanced modern economies are rapidly approaching universal access with over half the relevant age group being enrolled in some form of post-tertiary education.</td>
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The commercial ethics of tertiary education should be balanced against its public good requirements. Tertiary education should entrench and enhance human rights, democracy and personal freedoms rather than curtail them. The subject offerings should remain comprehensive and not just science, technology and business but humanities and social sciences as well.
secondary programme in addition to an increasing number of adult students. In the majority of developed countries, this has resulted in dramatic increases in enrolment not only in absolute terms but also in terms of participation rates.

More recently tertiary education has been conceived of in terms of a life-long activity with the notion of a qualification that will last for a lifetime being increasingly challenged by the demand for a life-long commitment to continuing education. This has become increasingly critical as the nature of work has changed, job mobility has increased and the need for constantly upgrading high level skills has become an essential. Botswana’s response to this social demand has been impressive with levels of participation amongst the 18-24 age group increasing from 5.8% (1996) to an estimated 12% (2001).

However, future demographics represent a significant and further challenge. A recent estimate of the growth in the relevant age group (18-24 years) indicates that a population of 300,000 could be assumed by 2016. If the participation rate of 12.0 % is to be maintained this adds up to an tertiary education enrolment of 36,000. In practical terms, the physical capacity to accommodate most of this demand is yet to be developed.

The challenge is enormous. Unless the rapid growth in tertiary enrolments, which are currently a response to social demand, is matched by a corresponding growth and structural changes in the labour market to produce more jobs and an increasing proportion of highly skilled ones, the consequences will lead to a severe mismatch between supply and demand. The ramifications of that eventuality will be felt throughout all sectors of society, political, economic and social.

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<th>Policy Challenge 4</th>
<th>Description and analysis</th>
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<tr>
<td><strong>Changing role of the state</strong></td>
<td>One of the most significant reforms that is affecting tertiary education systems across the world is the changing role of the state, which has redefined its purpose from that of direct control to that of supervision and oversight. New and more integrated system-level approaches to steering tertiary education are ever changing and require life long learning.</td>
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<tr>
<td><strong>Skills demand for tertiary education places is going to increase in future as the population increases.</strong></td>
<td>Around the world the state has taken a distanced supervisory and oversight role in tertiary education.</td>
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have been introduced with new policy mechanisms, making funding, planning and quality assurance the key mechanisms for the creation of a new tertiary education landscape. These changes have had significant impacts at institutional level, in particular in the area of policy. The governance systems in those institutions that fell directly under government control tended to be highly authoritarian with little scope for independent management or policy initiative. Academic and management agendas were centrally set and controlled with a strong training focus, which placed little emphasis on the production of new knowledge or the development of critical thinking skills. The challenge that these institutions have been required to confront in the transition from direct government control to external steering and regulation has been about transforming institutional culture, developing managerial capability, developing their own distinctive missions and competing in the tertiary education market place.

By contrast, in those tertiary institutions (predominantly the university sub-sector) that enjoyed an arms length relationship with government and in many regards benefited from varying degrees of autonomy, academic policy-making was traditionally the preserve of the academics (Senate). Administrative policy was undertaken separately by Governing Councils and invariably tolerated by the academics to the extent that it assured the optimum conditions to allow them to operate autonomously. Academics have traditionally resisted the notion of academic policy being directed or steered from outside and jealously sought to preserve their right to not only set policy but also to manage those policies through a process of self-regulation. Over the last ten to fifteen years, a number of external pressures have challenged this traditional set of characteristics and the academic control of institutional policymaking. The rapid growth and demanding complexity of the academic enterprise, the moves to initiate and steer organisational change from the outside, the need to respond to new government policy initiatives, the necessity to form new industry or community partnerships, the external requirements for planning, quality control and performance management, and the need to obtain alternative State control and regulatory regimes for tertiary education institutions tend to stifle creativity and scholarship.

Relatively autonomous institutions have done better in research and scholarship.

Even the public institutions need to
sources of funding, has led to the professionalisation of management. This new management cadre has become a strong and influential player in terms of policy formulation and implementation. The strengthening and expansion of institutional management has sought to achieve a number of objectives. Amongst other things, it has sought to enable institutions to become strategic and responsive in order to compete nationally and internationally, and to help drive the implementation of national policy agendas. The emergence of this professional cadre has challenged the traditional dominance of academics in institutional affairs particularly in the area of policy.

The establishment of the Tertiary Education Council has signalled that tertiary education in Botswana is about to undergo a similar change. New structural arrangements, quality standards and external reviews, new institutional autonomy, new approaches to funding and resource allocation, and new accountabilities will provide the policy and legislative agenda for the change that will undoubtedly be unfolded. The management of this type of change will provide a key challenge as what used to be state run public institutions under individual government ministries will be required to operate in a market-driven environment with significant autonomy over budgets, personnel and programme issues and with new forms of governance. Conversely, the University of Botswana will have to adapt to a system of steering and oversight over a wide range of functions that has previously not been the case. The second university similarly will need to be established within the framework of this new policy paradigm. The task will require a series of reforms to break down the current fragmented approach to managing tertiary education that currently exists with a variety of institutions under the jurisdiction of various government ministries, plus the University of Botswana.

Each will require a legal status, which reconstitutes them into a single cohesive system responsive to the guidance and co-ordination of the Tertiary Education Council. The undertaking of such a degree of change and the establishment of capacity to carry out this type of change at both system (TEC/Government) and
### Policy Challenge 5: Funding

Since 1990, the Government of Botswana has consistently invested an average of 1% of its GDP (gross domestic product in tertiary education. This represents a significant commitment which is high by international standards (OECD countries over the same period have achieved 1.5% and the US the highest in the world at 2%). Can such a level of investment be sustained and increased and who is going to pay?

This is a policy challenge that is confronting almost every nation - how to extend and improve the quality of tertiary education under conditions of acutely constrained funding and a multiplicity of competing demands on how governments should use taxpayer based funding. This is further compounded by the increasingly high costs associated with tertiary education and declining taxpayer based funding. Because of the growing demand for tertiary education and the sheer need for other-than-government revenue, a growing worldwide shift of tertiary education costs from governments and taxpayers to parents and students is of necessity occurring. This has been complemented by such measures as financial aid and student loan programmes, cost sharing and revenue supplementation, and a drive to promote greater institutional efficiencies and a culture of entrepreneurship.

The idea of cost sharing or revenue supplementation from parents and students in the form of tuition and full-cost recovery for non-institutional benefits is one of the key recommendations of the World Bank and other influential international bodies as the solution to overcrowded and under-funded tertiary institutions. More and more countries (even formerly tuition free Britain) are moving towards this as a solution, albeit not without some resistance. In the US and many other countries, the principle of expanding higher educational opportunity and accessibility is being met through means tested student-financial assistance.

| Institutional level will pose a significant challenge in terms of policy formulation and implementation. | Botswana has so far invested handsomely in tertiary education. | User fees are now a worldwide requirement in tertiary education. |
and/or student loans or other forms of deferred payment such as graduate taxes. While the principle is not new to Botswana, which introduced a grant/loan scheme in the mid-1990s, the success of that scheme in terms of cost recovery needs to be determined.

The challenge for Botswana is to develop a comprehensive funding policy for tertiary education that will be based on a partnership between:

- **Government** – As there is a high correlation between the level of investment in tertiary education and national economic growth and competitiveness, what level of investment should government make in tertiary education?

- **Public tertiary institutions** – As their existence depends on a high level of funding, can they commit to a radical programme of cost efficiency and operational effectiveness and entrepreneurship?

- **Private sector employers** – As they are one of the key beneficiaries of a high level educated and trained workforce, can they establish stronger partnerships with tertiary institutions and make a major contribution to broaden the resource base of these institutions while at the same time providing direct benefit to the economic development of the nation?

- **Students** – As they derive considerable personal benefit in terms of enhanced employment opportunities and high levels of income and social benefit, should they be required to provide a greater contribution in the form of deferred payment with a greater proportion of the real costs of their tertiary education being recovered through a student loan?

**Policy challenge 6**

**Description and analysis**

**Internationalisation**

Internationalisation is of such growing importance that it represents a key policy challenge in its own right. At a general level, internationalisation has been regarded as the process of integrating an international dimension into the teaching, research and service

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**Tertiary education funding requires sustained partnership between government, private sector and students/learners.**
functions of tertiary level institutions, ensuring that an international dimension features in institutional strategic plans, recruitment of international staff and students, and in many instances establishing an international office with staff employed to manage this function. While this represents an important trend, the issue of internationalisation is more far-reaching and not without some serious consequences.

As the opportunities for individuals with globally transferable competencies and skills have grown, so has the transfer of talent. Unfortunately, the migration of such skills has largely been one-way from the developing to developed countries. Tertiary education is seen as a vehicle for attracting the brightest and the best and then the opportunities for work in the host countries is leading to what has been termed the ‘brain drain.’ For example, the stay rates for advanced students in the science and engineering disciplines in the United States can be as high as 75% from some countries – particularly India and China. This represents a serious loss of scarce and expensively trained talent from developing countries who feel unable to contribute their expertise to their countries of origin.

The second key issue is the proliferation of global and regional free trade agreements, which have direct implication for tertiary education. The GATS (General Agreement on Trades in Services, Uruguay, 2000) provides a global framework for the liberalisation of services in general and tertiary education in particular. Consequently, the business side of tertiary education is growing rapidly and economic rationales are increasingly driving a large part of the international and cross border supply of educational services. As with all aspects of globalisation, there are both beneficial and negative effects. Clearly, cross–border provision has contributed to alleviating problems of access in a number of developing countries – Kenya for example. However, it has also raised serious issues with regards quality and accreditation – South Africa provides a good example in this regard with the recent decision by the South African Council for Higher Education not to recognise a number of MBA programmes offered by...
private institutions based in South Africa. The key challenge for tertiary education policy makers is to give serious thought to establishing a regulatory framework within the liberalised trade environment that GATS seeks to promote, that can deal with a diversity of providers including those who perceive tertiary education as a key aspect of international trade.

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<tr>
<th>Policy Challenge 7</th>
<th>Description and analysis</th>
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<tr>
<td>Private and off-shore tertiary education providers</td>
<td>Both globally as well as in Botswana, there have not only been increases in the number and diversity of institutions providing tertiary education but also the emergence of private providers who have assumed greater importance in responding to excess demand. There has also been an expansion of institutions operating ‘trans-nationally’, exploiting information technology and offshore modes of delivery to penetrate markets with underdeveloped capacity.</td>
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The inability of the public sector tertiary institutions to absorb the tremendous social demand for educational opportunities has led to the flourishing of alternative institutions in the private sector. The key characteristic of these institutions is that unlike public institutions, they charge a full-cost tuition fee and they offer programmes that are narrowly focussed invariably in business and management, information technology, secretarial and clerical fields and hotel and tourism. Until the Tertiary Education Council becomes operational in this area, these institutions remain unregulated and accordingly extremely uneven in terms of quality.

A more recent phenomenon evidenced in Botswana is that of off-shore providers who are increasingly utilising new technology to extend the scope of educational delivery across national borders with important consequences for quality assurance, the protection of student and intellectual property rights, cultural maintenance, and national responsiveness. However, given the increasing demand for tertiary education both
these types of operation, private and off-shore, will undoubtedly have an important role to play in tertiary education provision, and accordingly present a major policy challenge. The challenge is to ensure that their contribution is steered towards the achievement of the overall goals of the tertiary education system and that the services they provide achieve the levels of quality required by the Tertiary Education Council.

**Summary of Key Points**

The essential challenges confronting tertiary education in Botswana can be understood in terms of the following key aspects:

- The possibility of regulatory capture by narrow vested interests and the setting of inappropriate standards and regulations.

- The changing purpose of tertiary education with increasing expectations in terms of increasing student enrolments, producing graduates who can be employed in an increasingly market-driven economy, and adapting to the twin tensions of an instrumentalist economic interpretation of the role of tertiary education while ensuring that the social and cultural mission of tertiary institutions is enhanced.

- Relating academic programmes, curriculum and graduate output to new labour force demands and the emerging knowledge economy.

- The increasing social demands for access to tertiary education and its transformation from an elite system to the provision of educational services for a broad mass of the population on a continuing and life-long basis.

- The increasing proliferation of public sector tertiary education ‘suppliers’, the rapid commercialisation of the tertiary education sector through increasing participation from the private sector and the emergence of a trans-national global market place in tertiary education. These developments are coupled with the use of new technologies to deliver educational programmes both locally and internationally and the increasing internationalisation of colleges and universities.

- The rapid encroachment of the business culture and demands for tertiary education institutions to ‘manage’ their enterprises resulting in new governance and management arrangements replacing traditional collegial practices (universities) and civil service regulation (state controlled institutions). A new management agenda is being disseminated throughout the tertiary education sector, which increasingly has to adapt traditional organisational practices to adhere more closely towards a business, oriented commercial perspective.
SECTION 4 POLICY INCEPTION ISSUES

4.1 Introduction. While Government bears the final responsibility for tertiary education, the Tertiary Education Council clearly plays a central role in drawing together the policy expectations of key stakeholders, formulating policy and advising Government accordingly. In order to provide a realistic set of policy proposals to Government it is essential to understand the role and responsibilities of the TEC and in particular the policy areas that it is required to address in response to the challenges identified in the previous section. In broad terms, the TEC is responsible for the ‘promotion and coordination of tertiary education and for the determination and maintenance of standards of teaching, examination and research in tertiary institutions.’ In terms that are more specific the responsibilities of the Council can be addressed as follows in terms of vision, organisation, funding and regulation as expressed in the following diagram.

This provides the policy framework for tertiary education in Botswana with four iterative steps outlined as follows:

<table>
<thead>
<tr>
<th>Vision</th>
<th>The scope, purpose, long terms goals and direction of tertiary education</th>
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<tbody>
<tr>
<td>Organisation</td>
<td>The tertiary education system in terms of size, shape, strategy, structure, system, policies, interventions and overall management.</td>
</tr>
<tr>
<td>Funding</td>
<td>The budget requirements (capital and recurrent) of public</td>
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<tr>
<td>Regulation</td>
<td>Evaluation, benchmarking, assessment, quality improvement, monitoring, review, establishment of standards, accreditation, programme approval and institutional performance monitoring.</td>
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**POLICY AREA 1 | POLICY ISSUES**

**VISION**

**Policy Area Outline**

*The objective of this policy area is to set the strategic direction of tertiary education in Botswana in terms of vision, mission, strategic goals, issues of viability, sustainability, efficiency and equity for the next two decades from 2006. The articulation of this policy area will be in terms of the overall understanding of the scope, role and purpose of tertiary education and the potential contribution tertiary education can make to economic development as well as the essential social and public value that tertiary education provides.*

**Policy Inception Questions**

1) Should the current understanding of tertiary education in Botswana be maintained or should a more expansive and all embracing definition be developed?

2) Why is tertiary education of such critical importance to Botswana’s future and long-term development?

**Some possible policy responses**

1) In determining the scope of tertiary education in Botswana the following options could be considered:

- Retain the current definition of tertiary education and seek to work around it in a pragmatic fashion the consequent operational ambiguities that arise out of the newly established organisations of TEC and BOTA.

- Acknowledge two distinct sectors within tertiary education and then redefine the mandate and nomenclature of the Tertiary Education Council in terms of higher education.

- Retain the terminology tertiary education and redefine it to embrace vocational education and training, the definition of which will be
progressively redefined as schooling levels within the population rise.

2) As we increasingly recognise that knowledge skills and ideas, rather than commodities and minerals are determinants of economic success, tertiary education could be considered as a key determinant of economic success.

3) Tertiary education could be viewed as a future economic asset for Botswana in its quest to diversify its economy.

4) To ensure sustainable to prosperity and to keep pace with change, we need develop a tertiary education system that will provide opportunities to continually up-date our workforce with new knowledge and skills throughout their lifetime.

5) Tertiary education is essential to a modernising economy, but also needs to provide opportunities for individual intellectual advancement through the pursuit of learning for personal interest.

6) Botswana’s tertiary education system could adopt an international focus by becoming a regional hub for tertiary education attracting international students to study and research in high value strategic disciplines.

7) Basic research is essential for knowledge generation, for developing high-level discipline, specific human resources, and for stimulating innovation while applied research is essential for improving the lives of individuals and societies. Tertiary education could play a strategic role in Botswana’s basic and applied research agenda.

8) Tertiary education needs to balance its role in terms of positioning Botswana to compete in the global knowledge economy and its responsibility to address social and cultural obligations.

9) Tertiary education needs to contribute to the development of enlightened, responsible and
constructively critical citizens who can play a role in promoting a culture of tolerance, equality, respect for others and a commitment to the common good.

10) That a key component of the tertiary education strategy should be the mainstreaming of distance and open learning and the utilisation of information and communications technology to deliver educational services and materials to on-campus and remote learners.

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<tr>
<th>POLICY AREA 2</th>
<th>POLICY ISSUES</th>
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<tr>
<td>Organization</td>
<td>Policy area outline</td>
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<tr>
<td></td>
<td>The objective of this policy area is to delineate the overall scope and size of the tertiary education system, articulate the system in terms of structure, institutional types, programme/qualifications structure and articulation, and core activities (teaching, learning, research, societal engagement), and set out how the system will be managed within a governance framework of responsibilities and accountabilities.</td>
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<td></td>
<td>Policy inception questions</td>
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<tr>
<td></td>
<td>1) In order to meet the challenges of national responsiveness and globalisation what should be the:</td>
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<td></td>
<td>• <strong>Size</strong> (student enrolments) of the tertiary education system?</td>
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<td>• <strong>Shape</strong> in terms of the configuration of academic and professional disciplines?</td>
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<td></td>
<td>• <strong>Structure</strong> in terms of types of institutions (diversity) and nature (public/private mix and co-operation, competition and partnerships) of the system?</td>
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<td></td>
<td>• <strong>Academic programme policy</strong> within the framework of a single qualifications framework (NQF)?</td>
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<td></td>
<td>2) Should the Tertiary Education Council restructure the current tertiary education system, which is fragmented, inefficient, and ineffective, with little co-ordination or common goals and no strategic plan, into a single integrated system?</td>
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3) How can the Tertiary Education Council ensure cohesion within Government with respect to policies and strategies that affect the tertiary education sector? (Human Resource Development Strategy, National Qualifications Framework, Science and Technology Innovation etc.).

4) There are a range of ‘operational best practices’ that need to be promoted both at tertiary system and institutional level which can conveniently fall under the general heading of Governance. Such practices include proper governance structures and compliance with good practice, policies and procedures with regards financial management, human resource management, and utilisation of facilities and buildings, risk management, audit and financial control, decision support capabilities, strategic plans and so on. What strategies need to be developed and put in place to ensure good governance is a key feature of the tertiary education system?

5) What steps need to be taken in order to develop a tertiary education system that is responsive to societal interests and needs in terms of the delivery of requisite research and knowledge that will also assist Botswana to engage with the global economy?

6) What changes are required in terms of current legislation that is applicable to tertiary education and tertiary level institutions?

7) How can capacity be developed to strengthen the tertiary education system?

8) Given that the TEC and BOTA have similar organisational responsibilities should they be merged into a single body? What are the advantages and disadvantages of keeping them separate?

<table>
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<th>Some possible policy responses</th>
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<tr>
<td>1) All public and private tertiary institutions could be brought under the Tertiary Education Council</td>
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supervision for policy direction, implementation, oversight, regulation and quality assurance.

2) The tertiary education system in Botswana could be restructured through mergers, incorporations, institutional closures and the establishment of new ones to encourage both efficiency and effectiveness as well as a diversity of institutional missions and providers.

3) The Tertiary Education Council could recommend to Government changes to the Tertiary Education Act to accommodate system level changes that will be effected by the development of a tertiary education policy as well as generic legislation for the governance of a) public universities and b) other public tertiary institutions.

4) The size of the tertiary education system in terms of student enrolments (full-time/part-time/distance etc and at all levels) and shape in terms of institutional missions and academic programme configuration and enrolment targets, could be determined through the development of a strategic tertiary education plan. The determination of the size and shape of the sector would take account of a complex of issues such as:

- The needs of individuals, the national and the future labour market;
- Private spending priorities, affordability and financing alternatives;
- Government spending priorities and affordability;
- Demographic considerations such as the growth in population, the transition rates to senior secondary school, the proportion of graduates in the workforce, HIV/AIDS etc.
- The participation rate based on a key population indicator such as 18-24 age group with a possible target of 35% being set to be achieved by 2025;
- The future shape of the economy with for example a target of 50% tertiary enrolments in science and technology being achieved by 2025.

5) In order to ensure cohesion at system level while
recognising the value of institutional diversity a functional classification of tertiary education institutions (public and private) could be adopted along the following lines:

- **University** – whose activities shall be classified as embracing ‘teaching and research’ and whose primary area of focus shall be according to UNESCO’s stages 5A (theory based for admission to advanced research programmes and professions with high skills requirements) and second stage leading to advanced research qualifications.

- **College** – designated according to the area of focus e.g. technology, education, health sciences etc. and whose primary focus shall be practical technical and occupational skills for direct entry into the labour market (UNESCO classification 5B). Where such providers can demonstrate that they have the capacity and the expertise to offer programmes normally reserved for universities, then they shall be permitted to do so subject to TEC regulatory approval and quality assurance requirements being satisfied.

6) Responsibility for the overall direction of tertiary education could be vested with the Tertiary Education Council. The organisational consequences could be a) a merger of TEC and BOTA, b) TEC delegating responsibility for vocational and Technical education to BOTA, or c) maintenance of the status quo with each body have distinctly separate responsibilities for distinct sections of the tertiary education system.

7) The management capability of the tertiary education system could be enhanced in the following ways:

- Enhance the capacity of the TEC’s Directorate for Policy, Planning and Research by commissioning the research as needed;
- Establish a separate Centre for Tertiary Education Policy Research in one of Botswana’s Public Tertiary institutions (University of Botswana or the proposed second university).
- Enhance the capability of the TEC to fund contract research on an on-going basis.
- Develop a Tertiary Education Management Information System with comprehensive data sets embracing the entire sector and all tertiary education institutions

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<th>POLICY AREA 3</th>
<th>POLICY ISSUES</th>
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<td>FUNDING</td>
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**Policy area outline**

The objective of this policy area is to determine how tertiary education is to be funded. Against an inevitable backdrop where only a limited growth in public expenditure can be expected the tertiary education sector will have to devise a new tertiary education funding framework and strategy which has to be developed in parallel with the policy area on regulation and be inclusive of a comprehensive review of student financial assistance.

**Policy inception questions**

1) How should Government determine the total amount of public funds to be made available in a given year to tertiary education?

2) On what basis should funding be allocated to individual institutions? The following outlines some approaches:

   - An undesignated block grant to cover operational costs.
   - Earmarked funding for specific designated purposes.
   - Specifically designated funding for discrete educational services – teaching, research etc.

3) In what ways could funding be related to planning and performance of each individual institution? What processes would have to be put in place?

4) How are individual students to pay for the costs of tertiary education? What reforms need to be put in place to strengthen this area?

5) What is the role of the private sector with regards funding tertiary education costs? What measures need to be put in place to strengthen this area?
6) What system-wide measures and institutional reforms need to be put in place to improve efficiency and minimise waste?

7) How can the capacity of public tertiary institutions be increased to allow for the enrolment of international students at the full cost of education?

8) How can funding be used to promote the global competitiveness of institutions to attract local, regional and international students?

9) How can tertiary institutions be encouraged to become less reliant on Government funding?

10) Should Botswana make more use of international agencies (World Bank, IMF, EU) to fund tertiary education and if so how?

11) What mechanisms should Botswana put in place to attract FDI (Foreign Direct Investment) in the tertiary education sector?

12) How can PPP (Public-Private Partnerships) be used to contribute to the funding of tertiary education?

13) How can the establishment of private tertiary education institutions be promoted?

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<th>Some possible policy responses</th>
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<tr>
<td>1) Total tertiary education funding levels could be benchmarked against comparator and competitor countries.</td>
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<td>2) The level of Government funding for tertiary education could be in part determined by a comprehensive Human Resource Development Strategy and plan.</td>
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<td>3) The allocation of funding could be based on each tertiary institution’s output and performance based on a range of key performance indicators.</td>
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<td>4) A performance base line for each institution could be established to measure progress, which in turn</td>
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5) Establish a system of zero-based budgeting in each institution by which funding could be provided based on annual priorities negotiated with the Tertiary Education Council and which will inter alia promote efficiency and minimise waste.

6) Employers could be required to deduct at source student loans for the tertiary level graduates that are on their payroll.

7) Employers could be required to contribute a graduate levy based on payroll, which is fully refundable on the employment of graduates.

8) The private sector could join hands with tertiary institutions to fund research projects and consultancy requirements.

9) The private sector could be encouraged to fund tertiary education by sponsoring a ‘class’, a ‘classroom’ or item of equipment etc.

10) Provision of tax cutting incentives for employers who fund the training of employees in tertiary institutions.

11) Tax incentives, preferential access to land, etc. could be available to those wishing to establish private tertiary education institutions.

### POLICY AREA 4

#### POLICY ISSUES

Policy area outline

The objective of this policy area is to ensure that the tertiary education sector and the individual institutions that it comprises (public and private) are of high quality, provide value for money, are accountable to their stakeholders, are supported in terms of their efforts to improve, and are responsive to the tertiary education vision and goals. The policy will spell out a range of regulation and quality assurance activities including:

- Development and monitoring of system level and
institutional standards and benchmarks of achievement
- Institutional registration
- Institutional audits, evaluations and reviews
- Institutional and programme accreditation
- Institutional and programme evaluations
- Development and implementation of developmental and continuous improvement activities to enhance capacity at system and institutional level.

**Policy inception questions**

1) What is the appropriate body for measuring quality in tertiary education? Is it good practice for the TEC to combine the role of funding tertiary education with that of quality assurance, or should these functions be undertaken by separate bodies to ensure they are done independently and objectively? Should there be a funding agency separate from a quality assurance agency?

2) How should the TEC relate to other existing bodies that have a responsibility for quality assurance and academic standards? These include BOTA, which is responsible for training institutions, the University of Botswana with respect to its affiliated institutions, national professional bodies such as the Nursing Council, and international professional bodies such as CIMA.

3) How should the TEC relate to the proposed National Qualifications Framework, which will include the general education qualifications of the Botswana Examinations Council, the vocational qualifications of BOTA, and the tertiary qualifications of the institutions overseen by the TEC?

4) Quality assurance includes the undertaking of institutional audits. What areas of an institution’s activity should an institutional audit cover?

5) How should the TEC develop its regulations and criteria for registration and accreditation? What role should there be for stakeholders? How can it be ensured that the process is transparent? How
frequently should reviews of the established regulations and criteria be undertaken?

6) To what extent should international benchmarks of institutional standards and quality be used by the TEC? What are the rationales for international benchmarking?

7) How can capacity for quality assurance be built within tertiary education institutions and which organisation(s) should be responsible for this?

8) With regards offshore providers of tertiary education programmes and educational services how should the TEC deal with the regulatory and quality assurance issues?

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<th>Some possible policy responses</th>
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<tr>
<td>1) Retain the current set up as the TEC’s main funding role is with public institutions and its main quality assurance role is with private institutions.</td>
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<td>2) Establish a quality assurance agency that assumes the quality assurance functions of TEC, BOTA, and DVET and is integrated within the National Qualifications Framework.</td>
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<tr>
<td>3) The TEC could absorb the current functions of BOTA and UB (with regards the affiliated institutions) and have formal memoranda of understanding with national and international professional bodies.</td>
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<td>4) Keep the status quo and deal on a case-by-case basis with dual level institutions categorizing them by their main level of provision.</td>
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<td>5) Keep the status quo and redefine regulation and quality assurance in terms of programmes rather than institutions.</td>
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<td>6) Redefine tertiary education to embrace vocational education and merge BOTA with TEC as a single regulatory agency.</td>
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<td>7) The focus of quality audits could include a) mission</td>
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b) academic programmes

c) teaching and learning
d) research
e) community service
f) governance and management processes

g) Resources and facilities

h) the student experience, and what else?

8) With regards registration criteria TEC could establish formal stakeholder procedures and publish draft documents for public comment and review and update every 5 years.

9) TEC could ignore international benchmarks as being contextually irrelevant, develop national benchmarks and compare with international benchmarks, or explicitly encompass international benchmarks in national standards to be competitive in the global education market.

10) Capacity building activities, for quality assurance should be left to individual institutions, or could be contracted out by the TEC to consultancy firms, or the TEC itself should develop its own capacity to run its own programmes of institutional capacity building.