

REPUBLIC OF BOTSWANA

**NATIONAL POLICY ON VOCATIONAL EDUCATION
AND TRAINING**

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TABLE OF CONTENTS

Page

FOREWORD

| | |
|---|-----------|
| CHAPTER ONE: INTRODUCTION | 1 |
| Scope of the National Policy on Vocational Education and Training | 1 |
| The Socio-Economic Context | 1 |
| Overview of the Current Situation on Training | 3 |
| The Need for a National Policy on Vocational Education and Training | 4 |
| CHAPTER TWO: VISION STATEMENT, OBJECTIVES AND PRINCIPLES OF THE NATIONAL POLICY ON VOCATIONAL EDUCATION AND TRAINING | 6 |
| Vision Statement | 6 |
| Specific Objectives | 7 |
| Main Issues | 7 |
| CHAPTER THREE: THE INTEGRATED NATIONAL VOCATIONAL EDUCATION AND TRAINING SYSTEM | 10 |
| Structure of the Integrated National Vocational Education and Training System | 10 |
| Framework of the Integrated National Vocational Education and Training System | 10 |
| Access and Equity in Vocational Education and Training | 11 |
| Links with Formal Education | 11 |
| Links with Non-Formal Education | 12 |
| Course Design, Curriculum Development and Assessment | 12 |
| Curriculum Design | 12 |
| Modes of Delivery | 13 |
| Assessment Methods | 14 |
| Standards and Certification | 14 |
| National Vocational Qualifications Framework | 14 |
| Certification | 16 |
| Accreditation/Validation | 17 |
| CHAPTER FOUR: TEACHER TRAINING AND CAREER DEVELOPMENT | 18 |
| Levels, Types of Training, and Career Paths | 18 |
| CHAPTER FIVE: FINANCING OF THE NATIONAL VOCATIONAL EDUCATION AND TRAINING SYSTEM | 20 |
| Current Financing of Vocational Education and Training System | 20 |
| Guiding Principles for Financing of National Vocational Education and Training System | 21 |

| | |
|---|-----------|
| CHAPTER SIX: MANAGEMENT AND IMPLEMENTATION | 22 |
| Co-ordination and Management of the National Vocational Education and Training System | 22 |
| Policy and Planning | 22 |
| Coordination and Implementation | 23 |
| Provision of Training | 24 |
| Coordination between Vocational and Technician Training | 24 |
| Quality Management/Quality Assurance | |
| 24 | |
| Enabling Instruments | 25 |
| National Vocational Education and Training Act | 25 |
| National Vocational Education and Training Regulations | 25 |
| APPENDICES | 27 |
| Appendix I: Analysis of other Financing Options | |
| 27 | |
| Appendix II: Operational Terms/Definitions | 31 |

CHAPTER ONE: INTRODUCTION

1.1 The Revised National Policy on Education (RNPE) provides the general framework for the formulation of a policy to guide future development of vocational education and training in the country. The RNPE sees the need to focus attention on a training system which is distinct from general education and which should be accorded significant priority given the importance of skills training in the achievement of Botswana's development objectives. The National Policy on Vocational Education and Training, therefore, provides clear direction for future development of vocational education and training. Employment creation , productivity improvement, and overall human resource capacity building will be major challenges in Botswana's efforts to achieve economic competitiveness and sustained development. The role of training and skills development in meeting these challenges cannot be overemphasised.

Scope of the National Policy on Vocational Education and Training

1.2 The National Policy on Vocational Education and Training lays down the broad framework, within which training activities in the country are carried out. The scope of the policy, therefore, encompasses the following:

- skills level training, both formal and non-formal
- life-long training as an integral part of overall human resource development
- public institutional training , employer-based training, and the private training institutions
- training for both the formal and informal sectors of the economy including self employment

The Socio-Economic Context

1.3 Botswana's economy continues to undergo a rapid transition from a predominantly traditional to a more modern economy in which skill acquisition will be the main vehicle for employment. Future economic growth will therefore rely on the ability of the nation's workforce to apply advanced production technology and respond to changing demands of industry. This applies to both the formal and the informal sectors of the economy if they are to participate effectively in the process of development. Nevertheless, the capability of the workforce mainly depends on their skills. Presently, there are many skills which are imported and, many of which are vocational. According to Central Statistics Office (CSO) the estimated total formal sector employment as at March 1996 was 148 041. Of these, 11 854 (or 8%) were non-citizens and they were concentrated mainly in the construction, manufacturing, commerce₄

and finance sectors. This is because of the lack of such skills locally. On account of the foregoing, it is necessary to develop skills of the new entrants to the labour force as well as upgrade the skills of the existing labour force.

1.4 Botswana has a young and rapidly growing population. In 1991 about 42.8% of the population was under 15 years. CSO projections estimate that between 37 000 and 50 000 people will be added to the working age group (15-64 years) each year between 1991 and 2017. The provision of 10 years universal basic education up to Junior Certificate (JC) will however delay the entry of the majority of this group into the labour market. Beyond the JC level, the RNPE provides for a maximum of 50% of JC leavers to proceed to senior secondary education. For the remaining 50% the choice is between pursuing some kind of skills training or joining the labour market. In 1995 for example, there were about 31 000 JC leavers. Of this number only 10 869 were admitted to senior secondary schools (about 35%). Furthermore, the National Commission on Education projected that only about 38 % of Cambridge School leavers proceed to higher education. The public vocational training system (including technician training) presently has an intake of only about 5 000. The intake by private training institutions is difficult to estimate. A survey of Private Training Institutions in 1997 estimates a total enrolment of about 5 000 places within the private training system which suggests a lower intake rate. The number of available places is therefore not adequate compared to the potential target population. Access to further technical and vocational education and training therefore still remains a major challenge.

1.5 Employment creation is another major development concern. According to the 1997 Annual Economic Report, formal sector employment rose by only 1.3% for the one year period from September 1994 to 1995. This slow growth in employment creation coupled with high growth rate of the working age population has led to a high unemployment rate particularly among the youth. The 1994 Household Incomes and Expenditure Survey estimated the unemployment rate at 21.6% with young people between the ages 15 to 29 years constituting about 70.2% of the unemployed. One of the reasons for such high unemployment among the youth is the lack of employable skills.

Overview of the Current Situation on Vocational Education and Training

1.6 Access to vocational education and training is very limited. Recent enrollment data indicate that less than 10 % of all secondary school leavers have access to some form of vocational education and training. This includes both technician and skills training. This low participation in vocational education and training is due to lack of available training places as opposed to availability of candidates. In some cases, there are up to 100 applicants for each available training place. If not addressed, this situation could lead to economic imbalances and social problems. Measures will therefore be needed to open up vocational education and training opportunities for all school leavers.

1.7 Mobility between vocational education and training and academic education is minimal as many of the vocational training qualifications are not recognised as minimum entry qualification to higher level training within the academic system. For those who have had the access to craft level training the opportunity to proceed to technician training is, in practice, limited to those who also hold a Cambridge O-level Certificate.

1.8 There are several major players providing vocational education and training in the country such as Government, Parastatal Organisations, the Private Sector, and the Communities. The Ministry of Labour and Home Affairs and the Ministry of Education share the responsibility for the provision of skill level training. The National Apprenticeship Scheme is central in providing skilled artisans. The larger portion of this training takes place in industry. The institutionalised part of the training is provided in six Vocational Training Centres (VTC) under the Ministry of Education and one company-based VTC. The VTCs also run two-year full-time courses to cover the first two years of the apprenticeship scheme as well as a number of short term, part time, and evening courses.

1.9 Parallel to the apprenticeship programme, the Government also runs a programme for trade testing. The community-based and Government-supported Brigade Centres offer 2 year courses leading to trade tests C and B which uses the concept of training with production. Apart from these, they also offer a range of other courses, e.g. for commercial occupations. The trade testing system further provides an opportunity for already employed and experienced workers to take trade test examinations and also to take a practical test at C-level without having to sit for the theoretical examination. The construction industry in partnership with Government has established the Botswana Construction Trades Training Fund which is used to fund competency based crash training programmes to address identified needs of the construction industry.

The Need for a National Policy on Vocational Education and Training

1.10 Many developments have taken place within the area of vocational education and training. However these changes have not fully addressed all the issues. There are still a number of problems which militate against the efficient provision of training. These problems can generally be categorised into the following:

- a) Policy - there is no unified policy to guide the development of training and no clear philosophy and goals.
- b) Integration - current provision of vocational training is fragmented and the quality of training differs from institution to institution. Integration of different training delivery systems into a unified system will lay the basis for provision of quality training and stronger links with industry.
- c) Qualifications - inter-relationships between different vocational qualifications awarded within the country are blurred. Furthermore, there is no clear system of determining equivalencies of qualifications from outside the country. Standardisation of qualifications with clear levels and paths of progression coupled with a strong accreditation system will enable easy evaluation of certificates by both employers and further training institutions.
- d) Curriculum - programme development efforts are not always co-ordinated and the present curriculum does not always meet the new developments and demands within the economy. Curricula developed outside are still widely used. Co-ordination of curriculum development efforts will go a long way in relating training to the needs of the economy.
- e) Teachers - Teacher training standards have not met the quality required. Some of the reasons are the lack of clear policy on teacher training and career structure for teachers of vocational education and training. A clear teacher training policy with associated career structure will attract teachers of high calibre and boost morale of existing teachers.
- f) Co-ordination - different bodies involved in training are not properly co-ordinated to the extent that there are areas of duplication. A more effective co-ordination arrangement with clear delineation of functions for the co-ordinating or-

gans will be required to improve effectiveness of training.

- g) Finance - vocational education to a large degree has been under-resourced even though its critical role in the development of the country has been acknowledged. Broadening the base for funding will generate more resources to allow for the expansion of the system.

1.11 In view of the issues raised above , the Revised National Policy on Education directed that “Government in conjunction with employers and unions should formulate a National Training Policy” (Government White Paper No. 2 of 1994). This policy is expected to build on the past achievements and provide the blueprint for future development of vocational education and training.

1.12 The current state of vocational education and training and the proposed direction for its future development, require that the vocational education and training policy comes up with clear and achievable goals, objectives, and strategies which will form the basis of the integrated system. It also proposes mechanisms for an effective co-ordination of the training system and implementation of the Policy.

CHAPTER TWO : VISION STATEMENT, OBJECTIVES AND ISSUES OF THE NATIONAL POLICY ON VOCATIONAL EDUCATION AND TRAINING

Vision Statement

2.1 The vision of the Policy is :

the realisation of the full potential of Botswana's human resource and to meet the current and future needs of the individual, the economy and society through the provision of a national vocational education and training system.

The above vision will be attained by:

- providing an integrated system with a close link between general education and vocational education which enhances recognition of prior learning, mobility, open career and educational paths
- involving all stakeholders in the provision of vocational education and training through joint responsibility for planning, designing, monitoring, financing, and implementing programmes in the most cost-effective manner
- providing adequate resources
- providing open access to vocational education and training programmes whilst catering for disadvantaged groups
- providing vocational education and training programmes which promote "total training" (i.e. the development of knowledge, skill, positive work attitudes, quality consciousness, and belief in training as a way of life), and emphasises training for self employment, adaptability to technological change, increased productivity, and diversification of the economy.

Specific Objectives

2.2 The specific objectives of the national vocational education and training system are :

- i) to plan, promote and deliver skills training for the workforce to meet specific standards and quality targets defined by all stakeholders and to contribute to the productive development of the informal sector
- ii) to provide continuing education and training for skills upgrading and re-training in the light of rapid technological change
- iii) to provide initial training for school-leavers of basic education to acquire skills which will enhance their opportunities for employment or self-employment
- iv) to establish an open and flexible training structure that will facilitate horizontal and vertical mobility within the general education and training system and contribute to a change of attitudes and stereotypes towards vocational education and training
- v) to achieve equity in the provision of vocational education and training
- vi) to initiate programmes which use innovative training and delivery methods for increased participation in vocational education and training
- vii) to develop national standards for vocational qualifications and regulations for the provision of vocational education and training
- ix) to establish mechanisms for the effective co-ordination of the training system

Main Issues

2.3 The main issues underpinning the Policy are :

Integration - Vocational education and training should form an integral part of the overall system of human resources development in the country and provide learners with

opportunities for horizontal and vertical mobility within the education and training system. Training standards should be expressed in terms of a nationally agreed framework and internationally accepted learning outcomes and competencies.

Access - The concept of access refers to availability of opportunities within the vocational education and training system. Presently access is limited. The reason for this is that in the past, access has been planned on the basis of projected demand for skills. Experience has shown that this approach to determining access to vocational education and training has not been effective. Projected demand has been mainly based on formal sector employment and has neglected demand for training for the self employed and the growing informal sector. Increased access to training should therefore be considered a necessary response to the nation's changing economic and social needs. In this regard, the National Commission on Education proposed that 20% of JC leavers should have access to vocational education and training by the year 2003. This level of access will still leave a substantial proportion of JC and O-level leavers without training opportunities. Whilst acknowledging the need to train to the requirements of the economy, training is justified on the grounds that a well trained human resource capacity is a necessary pre-requisite for economic development. Expansion of access to vocational education and training beyond the level proposed by the Commission should therefore be a long-term objective of the training policy.

Equity - Increased access does not necessarily ensure equal opportunities in access to vocational education and training. Certain population groups are under-represented in vocational education and training mainly because of social and attitudinal reasons. Chief among these are women and persons with disability. Priority measures will be taken to remove all factors leading to inequity. This includes a fair distribution of training facilities geographically so that distance does not constitute an unnecessary barrier to access. In special cases boarding facilities will be provided to cater for the needs of those that reside far away from training facilities. Individuals or groups should therefore not be disadvantaged on account of their economic status, geographical location, age, gender, ethnic origin, religion or any disability. Career guidance would be used to inform trainees of career choices.

Quality - Quality of vocational education and training needs to be assured by instituting appropriate quality measures. Training should be conducted in an efficient and cost-effective manner.

2.4 On the basis of the goal, objectives and issues, a number of themes have been identified to be the pillars upon which the Policy is built. These themes form the remaining part of the document and are the basis for the strategies to achieve the objectives of the Policy.

CHAPTER THREE: THE INTEGRATED NATIONAL VOCATIONAL EDUCATION AND TRAINING SYSTEM

Structure of the Integrated National Vocational Education and Training System

Framework of the Integrated National Vocational Education and Training System

3.1 Currently the training system is fragmented and of uneven quality. The responsibilities for policy and strategic planning as well as the performance of the necessary functions are assigned to various institutions which results in complicated and often ineffective coordination. This does not allow for the establishment of standardised guidelines for training and quality assurance at all levels. To address this problem the integrated system will bring together all the various vocational education and training activities under one co-ordinating organ.

3.2 An Integrated National Vocational Education and Training System provides for the education and training of a skilled workforce for the economy and requires the involvement of all key stakeholders, that is, Government, the private sector, employers, and employees in the development and running of the system. It also encompasses trades and occupations covering a wide variety of economic activities and is flexible enough to be able to integrate new occupational activities as they develop.

3.3 In pursuit of the training objectives, the integrated system will operate at three levels with distinct responsibilities and clear work relations.

Level 1 :

3.4 The overall responsibilities for policy formulation and strategic planning shall be determined at this level. The Botswana Training Authority shall advise the Minister on policy and strategic planning which shall guide the development of vocational educational and training. The National Employment Manpower and Incomes Council (NEMIC) is responsible for advising Government on the overall manpower development and training strategy. The Minister of Labour and Home Affairs is assigned the overall responsibility for vocational education and training.

Level 2 :

3.5 The executive responsibility for the co-ordination and implementation of the National Policy on Vocational Education and Training will be determined at this level including promotion of training and liaison with training providers. This function is assigned to the Botswana Training Authority.

Level 3 :

3.6 This level deals with provision of training. There are a range of training providers, including state, community, private training institutions, and company in-plant training centres and these will carry out training in accordance with general guidelines established at the above two levels.

Access and Equity in Vocational Education and Training

3.7 The integrated vocational education and training system will aim at increasing the number of training places particularly for school leavers to prepare them for employment taking into consideration the needs of the economy as a whole. In order to make vocational education and training more attractive, the integrated system will be flexible enough to promote vertical and horizontal mobility. Increasing the number of training places however will not ensure equity in access for all groups. In this regard, priority will be given to disadvantaged groups such as women and disabled persons in the provision of training. Where necessary special training programmes will be established to cater for the needs of special groups. Efforts will be made both by the vocational education and training system as well as the general education system to change entrenched societal stereotypes regarding vocational education and training. Access will be opened for initial training, re-training and skills upgrading for adults.

Links With Formal Education

3.8 Due to the fragmented responsibilities in the current vocational education and training system, links with the other educational sectors are not well established. Therefore preparation for entry into vocational education and training is not adequate because its educational requirements are not sufficiently clear to the other sub-sectors of the formal education system. On the other hand, the present education system does not provide completers of vocational education and training with the opportunity to further their education in higher institutions in the same way as it does for academic students.

3.9 To improve the quality of vocational education and training, to promote flexible educational career paths in both systems, and to enhance horizontal and vertical mobility, close links will be developed between the National Vocational Education and Training System and the other sectors of the formal education system particularly in the development of curriculum, strengthening of pre-vocational subjects in schools, and career guidance and counseling.

Links with Non-Formal Education

3.10 In a modern society, the learning process is not completed with the passing of an examination at any one level within the system. The dynamic nature of the economy and society demands a life-long adaptation to technological and societal changes in order to cope with these developments. The current situation in the country shows that there is a need to create more awareness of the principle of life-long learning and to support it by appropriate measures.

3.11 Training opportunities however are not yet sufficient to meet the requirements of those who did not have access to the new technological developments during their formal training. Non-formal training is of particular value to address this issue. Few programmes have been developed to target the needs of the informal and the small business sectors. To include these sectors into the concept of life-long learning appropriate training opportunities will be developed.

3.12 To facilitate and promote the principle of life-long learning, a data base will be developed which provides necessary information on training facilities, courses offered, and the quality of training.

3.13 The RNPE proposes the establishment of a Distance Education College and this institution will offer vocational education and training on a non-formal basis. In addition, there are a variety of courses and programmes offered by private institutions on a commercial basis in different areas and at different levels. These often respond at short notice to training needs related to the introduction of new technologies and will be utilised in the provision of non-formal programmes. Public training institutions will also be encouraged to offer modularised courses for specific target groups in order to increase the training opportunities particularly for the informal sector and small businesses.

Course Design, Curriculum Development and Assessment

Curriculum Design

3.14 The Apprenticeship and Industrial Training Act of 1983 sets out a structure for the development of standards and curricula for designated and apprenticeable trades. However, most private training institutions rely on curricula from outside the country. A few private training institutions have developed their own curricula in some areas though such curricula do not always meet the needs of the economy.

3.15 Preparing Batswana through vocational education and training for useful and productive lives with emphasis on meeting manpower needs of the economy and self-employment requires curricula and co-curricular activities that expose them to the processes and organisation of pro-¹⁵

duction and the demands of working life. There is therefore need to establish a curriculum development process that is consistent with the objectives of the training system. Such a process shall:

- allow for transition from one level to another
- shall as far as possible encourage modular training to facilitate transferability
- be responsive to technological change and societal needs
- directly involve industry and other stakeholders
- encompass both formal and informal training
- take cognizance of lifelong learning, pre-vocational preparation and continuing education
- include development of entrepreneurial skills
- identify core competencies

3.16 As a quality measure, training providers in cooperation with industry will strive towards competency-based modular training curricula and delivery.

Modes of Delivery

3.17 Traditional modes of programme delivery are widely used and may still be functional for certain aspects of training. Nonetheless, their exclusive application does not always meet the requirements of modern labour force and are not adequate for certain target groups. There is therefore need to diversify the modes of delivery. The curricula, pre-service and in-service training programmes will therefore emphasise:

- flexible modes of delivery that will facilitate the achievement of competencies by trainees
- various modes of delivery (i.e. formal and non-formal) which facilitate open career paths
- modes of delivery that are adaptable to new technologies and responsive to technological changes.

3.18 Through pilot programmes, new modes of delivery will be explored. These include development and testing of different models of distance education. Special emphasis will be put on programmes aimed at self-employment promotion taking into account the particular needs of the target groups.

Assessment Methods

3.19 The assessment of students performance is closely related to the curricula which provide the basis for the establishment of assessment criteria. The purpose of any assessment¹⁶

is to provide a feedback to students and teachers as part of the learning process and at the same time form the basis for certification of achievements. Assessment will be criterion referenced and will be directed towards the achievement of certain levels of competencies. Appropriate assessment methods will be indicated for each type of training.

Standards and Certification

National Vocational Qualifications Framework

3.20 The current vocational education and training system offers a variety of training ranging from company-based training to full-time and part-time institutional training. Training also varies in duration and levels at which it is offered. Apart from the apprenticeship scheme, courses in different vocational fields are offered by many training providers which prepare trainees for externally awarded qualifications. But these qualifications are not transparent and their equivalencies are difficult to establish.

3.21 To address this problem a National Vocational Qualifications Framework has been developed as the basis for certification and accreditation of training achievements and for categorisation of competencies offered within and outside the formal vocational education and training system. This framework has two main characteristics. It consists of three levels of competence, Botswana National Vocational Qualification (BNVQ) 1 being the lowest and BNVQ 3 being the highest, and applies to all sectors of the National Vocational Education and Training System. This framework will facilitate the development of National Training Standards and categorisation of training programmes.

The following diagram shows the Botswana National Vocational Qualifications Framework.

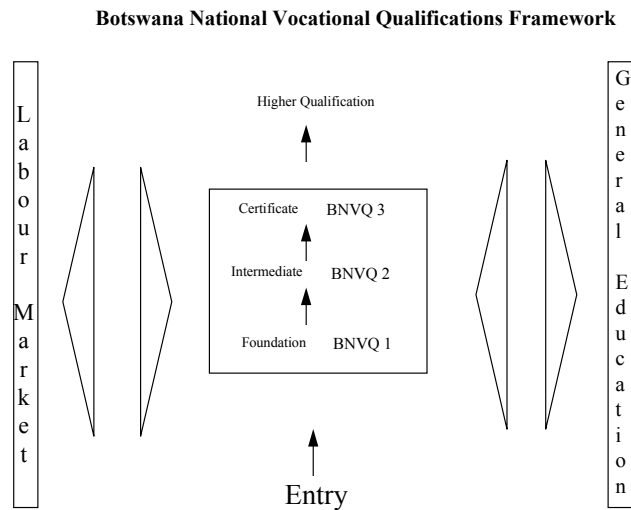


Diagram 1

However a National Vocational Qualifications Framework cannot be fully effective on its own without an overall National Qualifications Framework covering the entire education and training system. It is therefore recommended that a National Qualifications Framework and an appropriate mechanism for establishing equivalencies should be developed.

3.22 The Botswana National Vocational Qualifications Framework will mainly depend on the achievements of competencies. The duration for achieving any level of competence will be flexible and depend on the ability of the individual.

3.23 The levels of the Botswana National Vocational Qualifications are defined as follows:

BNVQ 1 Foundation

The level includes broad based initial training and reflects competence to perform a limited range of work activities under supervision. This award will match employers minimum vocational criteria for recruitment.

BNVQ 2 Intermediate

Competencies to perform predictable tasks in routine jobs and some non-routine jobs with minimum guidance and supervision.

BNVQ 3 Certificate

Competencies to perform tasks associated with skilled jobs of non-routine and complex nature and indicates the potential for supervisory functions.

Certification

3.24 Within a training system, certification plays an important role because it reflects the performance of the system and, on the other hand, provides access to higher education. It can also entitle one to the assignment of specific responsibilities within the world of work. Finally, it proves the achievement of a certain training level and confers self-confidence and a certain social status.

3.25 The existing certification system reflects the fragmented nature of the training system as it is not based on common principles. In order to link the certification system to the National Qualifications Framework, a new certification system will be introduced which applies the following principles:

- successful attainment of each level of competency defined by the National Vocational Qualifications Framework will be certified
- successful attainment of competency in each module of a level will be separately certified
- certification awarded by the National Vocational Education and Training System shall qualify the holder to further education including University education
- modularised training outside the formal vocational education and training system will be certified and equivalencies with the formal system will be established to enable access to the formal system
- award of certificates will be based on the assessment of the students continuous performance and final tests

3.26 The first performance certificate will be awarded after Foundation level. Holders of this preliminary certificate will be entitled to progress to the next level or gain suitable employment.

3.27 The certificate at the intermediate level will certify one to be a semi-skilled worker. The holder would be enabled to progress to the final certificate course.

3.28 The final certificate in addition to certifying one as a skilled worker will also qualify one for admission to diploma and degree level education.

Accreditation/Validation

3.29 Training standards will be established in accordance with the National Qualifications Framework and will form the basis for accreditation and determination of equivalencies of qualifications including accreditation of trainers. The responsibility for establishing the accreditation process and criteria will be assigned to the Botswana Training Authority. The accreditation process will include validation of standards of teaching, assessment, and grading. A register of accredited training institutions, programmes and awards they offer as well as awarding bodies shall be compiled and reviewed periodically with a view to maintaining standards and quality control.

CHAPTER FOUR: TRAINING OF TRAINERS AND CAREER DEVELOPMENT

4.1 The calibre and morale of the teachers and instructors are probably the most important factors in any training system. Trainers' influence on the trainees is often critical and at a time when rapid changes in technology are affecting almost every area of the economy, the need for good and motivated teachers is essential. The number of teachers produced so far has not been adequate.

4.2 Considerable concerns over training of instructors especially with regard to their low qualifications and lack of industrial experience has been raised. The training staff themselves have voiced dissatisfaction with their poor conditions of service, lack of staff development programmes and poor career opportunities in a study commissioned for the purpose of formulating the Policy.

4.3 Against this background, steps have to be taken for provision of appropriate training of trainers for vocational education and training. The key principle of this training will be to enable trained teachers to adjust to standards and assessment criteria as well as to adapt to technological and economic changes.

Levels, Types of Trainer Training and Career Paths

4.4 In order to rationalise training of teachers/instructors for vocational education and training, three categories of trainers will be established in accordance with Botswana National Vocational Qualifications Framework.

- a) Trainer level to cover BNVQ 1 - 2
- b) Trainer level to cover BNVQ 3
- c) Trainer of trainers for the above.

Training for all categories of trainers shall include a common core of competencies.

4.5 The Botswana Training Authority shall work in close cooperation with relevant bodies on the development of training of trainer standards, the curriculum, training guidelines including administration and certification requirements of trainers.

4.6 In view of the move towards more flexible modes of delivery including modularised approach to training, there will be need to expose new as well as existing trainers to these methods. A comprehensive in-service training programme will be developed for existing trainers and the Vocational Teacher Training Centre (VTTC) will include these methods into the programmes.

4.7 The conditions of service and the career structure will be rationalised including the establishment of a professional training service.

CHAPTER FIVE: FINANCING OF NATIONAL VOCATIONAL EDUCATION AND TRAINING SYSTEM

5.1 The provision of vocational education and training is very expensive not only for Government, but also for all providers of such training. A study on the cost of training in 1997 estimated that in-company apprenticeship training on the average costs P22 000 per apprenticeship year in a big company whilst institutional training in a VTC costs between P11 000 - P15 000. Apprenticeship training in the smaller companies costs on the average P4 100 per trainee compared to training in the brigades which costs about P6 000. The above study also indicates that the private sector spends substantial amounts on training. The above costs are considerably higher than unit costs of many other sectors of the educational system such as primary and secondary education. Given the emphasis the training policy places on increased access and quality of training, it is likely that substantial resources will be needed. The policy direction for financing of vocational education and training should therefore provide for broadening the funding base to generate more resources.

5.2 The effectiveness of any mode of financing to encourage increased vocational training will depend on the environment in which the training policy operates. If employers do not see the benefits of training their employees, they are less likely to invest in training or contribute to any training initiative. Even if they appreciate the benefits of training, they will not enthusiastically contribute if they perceive the training to be of poor quality. The Policy should therefore endeavour to satisfy the needs of all potential financing agents in order to achieve the objective of broadening the funding base. The financing strategies adopted must generate additional resources and provide sufficient incentives to stakeholders to undertake training. These strategies should also apply some cost-recovery measures to the extent desirable, and maximise cost effectiveness in training.

Current Financing of National Vocational Education and Training System

5.3 Presently, there are three major players in the funding of vocational education and training. All Vocational Training Centres (except Orapa), training provided by Madirelo Training and Testing Centre and other specially tailored training offered by various Ministries and Departments are all directly funded by Government. The second, are Government-subsidised Brigades which are autonomous community based organisations. The third, the private sector plays a role in funding in two ways. Employers participating in the apprenticeship scheme pay the salaries / allowances and other requirements of the apprentices during the period of training. The private sector also finances two other types of vocational training programmes, namely, in-house training centres operated by big companies like Debswana Diamond Company, BCL,²³

and some of the parastatal companies and the more profit-oriented institutions run by private entrepreneurs. Other private sector institutions such as the Banks invest substantial resources in training.

5.4 In addition to the above modes of funding, other schemes and strategies such as the Double Tax Deduction Scheme, Financial Assistance Policy Training Grant, Training With Production (TWP), and sectoral training levy are currently being used to finance training.

Guiding Principles for Financing of National Vocational Education Training

5.5 Increasing access to vocational education and training will require substantial resources which Government alone may not be able to provide. In the light of this, it is necessary to broaden the funding base in order to generate more resources for vocational education and training. The guiding principles for financing will include

- participation in financing of training by all stakeholders (cost sharing)
- cost - recovery methods of training
- cost effectiveness in training
- combination of training with income generation

Details of financing of vocational education and training including levels of contribution by stakeholders, and, management of funds to be generated will be spelt out in a National Vocational Education and Training Act and associated Vocational Education and Training Regulations.

CHAPTER SIX: MANAGEMENT AND IMPLEMENTATION

Co-ordination and Management of the National Vocational Education and Training System

6.1 For the National Policy on Vocational Education and Training to have the desired impact, its implementation must not only be given serious attention, it must also involve all the stakeholders in the decision making process. Effective management and co-ordination of the Policy calls for the establishment of an institutional framework at three levels as shown in the diagram below.

Structure of the National Vocational Education and Training System

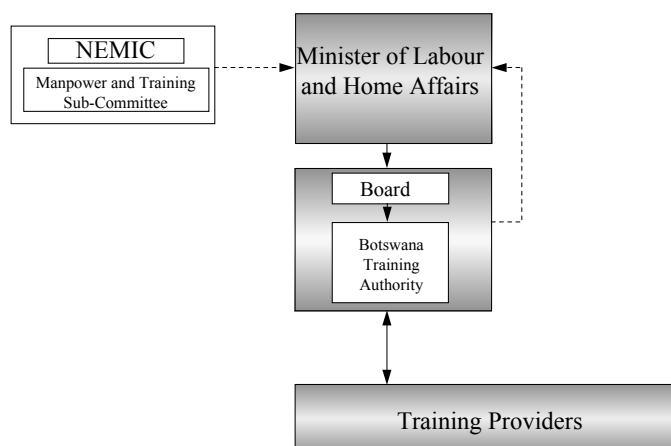


Diagram 2

The responsibilities and the functions under this Policy are defined as follows:

Policy and Planning

6.2 The Minister of Labour and Home Affairs shall have overall responsibility for vocational education and training. The Botswana Training Authority shall develop policy and strategic plans which shall provide direction for vocational education and training and advise the Minister accordingly.

6.3 The National Employment Manpower and Incomes Council (NEMIC) shall monitor the overall manpower development and training policy. The Employment Policy Unit (EPU), the technical wing of NEMIC will be provided with adequate capacity to offer the necessary technical expertise to enable NEMIC play that role.

Coordination and Implementation

6.4 A new semi-autonomous body, the Botswana Training Authority, will be established as the executive and coordinating Authority of the National Vocational Education and Training System under the Ministry of Labour and Home Affairs. The Authority will have overall responsibility for the implementation of the Policy. It will operate within the policy guidelines adopted by Government through the Ministry of Labour and Home Affairs.

6.5 The Botswana Training Authority shall be governed by a Board chaired by a knowledgeable and competent person appointed by the Minister. The composition of the Board shall be based on a multipartite partnership and shall include representatives from Government, private training institutions, employers, and employees organisations.

6.6 Coordinating and supervising functions to be performed by the Botswana Training Authority shall include:

Registration and accreditation of Training Institutions and trainers

Support and promotion of Training Institutions

Development and review of programmes and curricula

National standards and national awards scheme

Assessment and certification

Staff training and development

Research

Monitoring and evaluation of Training Institutions

Development and maintenance of Data Base on Training System

Presently a number of these functions are performed by several organisations within the education and training system. Upon the formation of the Authority, relevant functions shall be transferred to the new organisation.

Provision of Training

6.7 Training will be provided by Government, private sector, and community based institutions. The Authority shall not exercise direct supervisory functions over the training institutions but shall monitor them to ensure that the quality of training is maintained. Private Training Institutions will be allowed flexibility in the types of programmes they wish to offer within the general framework of the Policy. Public vocational training institutions including VTTC will remain under their respective Ministries. Provision of artisan training will be increased and the curriculum will be closely linked to technician training.

Coordination between Vocational and Technician Training

6.8 It has to be emphasised that technician training is closely related to vocational education and training in the sense that they are both dealing with the development of skilled workers. Furthermore, many institutions are already offering both vocational and technician training in the same institution and this trend is expected to continue even in public institutions. However, since the two training systems are under different authorities clear mechanisms will be developed to facilitate efficient co-ordination of the two systems through the establishment of joint structures to ensure synchronisation and smooth transfer from one training level to another.

Quality Management/ Quality Assurance

6.9 Recommendation 4 of the Revised National Policy on Education states that “with respect to quality assurance the Commission recommends the establishment of quality assurance systems for education and training and publication of annual reports on performance of the education and training system”. Vocational education and training needs to emphasise quality as skills development aims at training people who are expected to perform at high levels of quality. Quality is therefore one of the main issues to be addressed by this Policy.

6.10 Normally a quality system in education is restricted to quality assurance, that is, the development and application of quality control tools to pedagogical aspects of educational management. For the purposes of this Policy, however, a broader concept of “quality management” is adopted. This concept of quality management goes beyond quality assurance and embraces the total management of the physical and human resources of the training system.

6.11 As a basis for developing a quality management system for the training system appropriate international standards will be adopted. These quality standards will be applied to all three levels of the training system, namely, policy and strategic planning, co-ordination and management, and provision of training levels. Necessary quality instruments regarding specific functions will be developed and implemented. These instruments will include quality measures for assessment standards, approval of training centres, validation processes and quality audits of training institutions.

Enabling Instruments

6.12 The National Policy on Vocational Education and Training shall require certain enabling instruments to operationalise the broad policy objectives into law, regulations, and activities. The main enabling instruments for the purposes of implementing the Policy are:

- The National Vocational Education and Training Act
- The Vocational Education and Training Regulations

National Vocational Education and Training Act

6.13 Presently training is regulated by the Apprenticeship and Industrial Training Act, 1983 and to a lesser extent the Education Act. Even though the Apprenticeship Act provides the legal framework for apprenticeship and industrial training and addresses the issue of co-ordination and financing of training, its scope is limited as it only addresses the apprenticeship training. The Education Act is also limited in dealing with vocational education and training. To broaden the base of the law to cover all types of vocational training, a National Vocational Education and Training Act will be enacted. The new law will define, among other things, types and scope of training; accreditation of training institutions, validation of programmes, levels of qualification and certification, institutional structures for implementation of the Policy and their functions, training and qualification of trainers, and financing of training.

National Vocational Education and Training Regulations

6.14 The current Training Regulations are restricted to apprenticeship training and, therefore, new Vocational Education and Training Regulations will be developed to support the new Act. The Vocational Education and Training Regulations will be a statutory instrument which complements the National Vocational Education and Training Act. It will provide details of all the regulations that are needed to guide the implementation of the Policy. The Minister of²⁸

Labour and Home Affairs will be empowered by the Act to draw up these regulations which will be reviewed periodically in consultation with key stakeholders.

APPENDICES

APPENDIX I: ANALYSIS OF OTHER FINANCING OPTIONS

Current Modes of Financing Vocational Education and Training

The Double Tax Deduction Scheme, Financial Assistance Policy Training Grant, and Training With Production (TWP) are currently being used to finance training .

i) The Tax Deduction Scheme : Section 44 of the Income Tax Act provides for a deduction of 200% of expenses incurred by an employer on approved training of citizen employees. These expenses cover actual training costs, salaries of trainees, cost of equipment and other facilities used in training.

ii) The Financial Assistance Policy Training Grant : This training grant is part of the Financial Assistance Policy (FAP) package provided to eligible companies for the training of unskilled citizen employees generally below the artisan level. Presently about P3,0 million is being spent annually from this grant training.

iii) Training With Production (TWP) : This is a concept that integrates the financial advantages of production into institutional training. The idea is to produce during training, goods and services which are sold to generate revenue which is then ploughed back into training. In this regard TWP is a financing strategy. This mode of financing was adopted initially by the Brigades and has recently been adopted to a limited extent by some of the Government vocational training institutions.

Other Modes of Financing VET

1. Earmark Taxation / Direct Levy

This is a tax levy based on a percentage of the annual wage bill or taxable income of companies and is usually directed at industry in the private sector. The rationale for this levy is that industry benefits from training and therefore must contribute to it. This levy has the potential to generate substantial resources for funding training. Revenue accruing from this tax is paid into a Training Fund and used on training activities provided centrally. Such a funding system is appropriate in countries where the state is either the sole or the major provider of training. The applicability of such a levy to Botswana is limited. Many of the large companies with high wage bills and financial turn-over are exempt from company taxes. The state is not the sole provider

of training and the introduction of such a system might stifle private training initiative. A payroll levy also tends to encourage the development of labour saving technologies to avoid paying high taxes which will go against Government policy of employment creation.

2. The Sectoral Levy System

Sectoral levy is similar to direct levy except that this is sector specific and is normally imposed by the sector itself on their members or sometimes in co-operation with Government in which case the latter matches the contribution from the sector. This system is effective in the absence of a strong national training system for the sector. An example of this levy in Botswana is the Botswana Construction Training Trust Fund.

Sector levies are normally effective as it is industry which initiates the levy and therefore ensures the commitment of companies contributing to it. The levy is also flexible and is able to respond to the changing needs of the industry because of the minimal bureaucratic procedures in administering the fund. The disadvantage of this levy is that such a system cannot be used to effectively target national priorities as it is only member companies of the sector that benefit from it. In this regard it cannot be used on its own as a national financing strategy.

3. The Levy-Grant System

Unlike the direct levy discussed above, the levy-grant system combines revenue generation with provision of incentives to the private sector to undertake training. The scheme imposes a levy on employers on the basis of a percentage of their annual wage bill or taxable income which is paid into a Training Fund. Sometimes Government also contributes an agreed amount into this Fund. Funds thus generated are channeled back to industry to reimburse training costs actually borne by employers. What this system does in effect is to compensate companies which train and penalise those which do not. This levy system addresses the problem of small companies not investing in training because of fear that their trained employees might be poached by others. The scheme is particularly friendly to small businesses because it can be operated in such a way as to subsidise them more than they contribute in order to encourage them to train.

The arguments against this system are mainly two. The system is criticised for tending to promote shorter-term rather than longer term training as companies would try to recoup all their training costs within the tax year. This problem can be addressed through measures that regulate the type of courses approved and the extent of re-imbursement. For example, re-imbursement for short courses could be limited or reimbursed at lower rates. The second criticism is that this

levy can lead to the creation of an over-blown bureaucracy to manage the Fund and that such a structure may lead to high administrative costs as well as become inefficient. In the case of Botswana , the proposed Botswana Training Authority could be given the responsibility for developing regulations for management of the Fund but the actual collection of the levy and disbursement of funds can be done by organisations which are performing similar functions. For example, the Department of Taxes and National Development Bank could collect and disburse respectively.

4. The Voucher System

The Voucher System entitles a company to a training grant through a voucher of a certain face value and with a specific validity period which can be used to settle fees for approved training courses. The training institution offering the course is re-imbursed by the training authority from a fund on presentation of the voucher. This system is being used in Mauritius to fund training. The advantages of the voucher system is that it promotes training in smaller businesses as the paper work involved is minimal and does not require the company to make an up-front expenditure. The system also compels training providers to seek approval from the training authorities to qualify them to participate in the voucher system and thus enables standards to be set for the training providers. Nevertheless, the voucher system does not promote in-house training by a company, nor does it promote longer term training such as the apprenticeship scheme. The voucher system combined with the grant-levy system could be suitable for Botswana in addressing the problem of training in small companies and will allow more control of the private training institutions.

5. Training Fees

Charging fees for training provided in public training institutions is a cost-recovery measure and may generate more resources for investment in training. The RNPE directed that some partial cost-recovery measures should be introduced at senior secondary level. It could therefore be argued that vocational education and training being a post-JC level training should be subjected to the same cost-recovery measures to maintain equity particularly in view of the fact that those who do not gain access to the public vocational institutions pay fees in private institutions. However , charging fees at this level may run counter to the RNPE's objectives on training. Vocational education and training presently has an image problem as a preferred career path and therefore charging fees may further make it unattractive. Secondly, the cost of training is high and viable cost recovery measures that may not be affordable. On account of this, it may be strategic to allow initial vocational training to remain fee- free in public institutions. However, the practice of charging modest "commitment fees" to ensure trainees commitment should³²

continue.

The Grant/ Loan Scheme is another cost-recovery measure which was introduced by the Revised National Policy on Incomes, Employment, Prices and Profits. The scheme offers different benefits to various disciplines at tertiary education level with those courses considered to have high priority receiving more grant than loan and vice versa. Technician training in public training institutions is presently covered by the scheme.

6. Cost-Effectiveness of Training

Efficient Allocation and Utilisation of Resources : Financing of training does not only have to do with provision of resources. The way in which such resources are efficiently employed to maximise its use is also a financing issue. In achieving efficiency in the use of resources, the cost of training will be reduced considerably thereby releasing resources to fund additional training. As noted above, the unit cost of a year's training in a VTC is in excess of P 16 000. This is very high and might pose serious problems for increasing access to vocational education and training if the cost of training at this level is not reduced. One way of achieving such reductions is by maximising the utilisation of physical and human resources by increasing utilisation rates of facilities.

APPENDIX II : OPERATIONAL TERMS AND DEFINITIONS

Accreditation

Comprises the processes and criteria by which an organisation of status approves the training, programmes and awards of other bodies e.g. Within Botswana, the University accredits courses which are taught in other institutions, such as the Training Colleges & Colleges of Education.

Accreditation of Prior Learning (APL)

A process that enables a candidate to receive formal certification of prior learning, training or experience.

Apprentice

Any person undergoing initial training for a recognised apprenticeable occupation during an established period assured by a contract. The term is generally applied to young people, although present day practice tends to take no account of strict age limits.

Apprenticeship

A period of long-term training substantially carried out within an undertaking and often with related compulsory classroom instruction. It is regulated by statutory law or custom according to an oral or written contract which imposes mutual obligations on the two parties concerned.

Basic Vocational Training

Training given in school, centre or undertaking in the fundamentals of an occupation or group of occupations; may qualify trainee for employment or provide a basis for specialisation: may be recognised as a phase on initial training or constitute a part of retraining.

Certification

The formal process of crediting candidates with a record of their achievement.

Competence

The ability to carry out specified activities to predetermined standards of performance.

Competence Based Assessment

The process of judging candidates' performance and the evidence they present against specified performance criteria.

Craftsman

Person who practices an artisan trade (e.g. pottery , weaving, woodwork) to a high level of skill, often alone or with one or two assistants/apprentices.

Employability

Factors which make a person eligible for employment (qualifications, experience, age, degree of specialisation, etc.)

Formal Training

Instruction given in training institutions or specially designed training areas. It is usually conducted within a structured programme with precise learning objectives.

Formative Assessment

An informal assessment which provides feedback to candidates, tutors and trainers and is not recorded for external purposes.

Summative Assessment

Assessment which measures the candidate's achievement for a particular outcome or unit and is used for certification.

Life-Long-Learning

A continuous response to the needs and opportunities to learn afforded by an ever changing socio-economic, technological and political environment. Learner knows of the possibilities for continuing self-development.

National Skills Standards

The envisaged national vocational awards scheme in Botswana implies the need for vocational awards to be based on national skills standards of training related to employment. There is no unique methodology for establishing such standards but in general they should contain course/programme outcomes related to performance and competence, and preferably the criteria on which these outcomes are to be assessed for the award of a vocational qualification.

Open Career Path

Flexible upward, lateral, or horizontal movement in education and training in a system accessible to those who are willing and able to learn.

Open Learning

Forms of learning such as flexi study, open access, distance learning, learning by appointment and

independent learning designed to make education and training widely accessible to candidates.

Pre-Vocational Training

Training arranged primarily to acquaint young people with materials, tools and standards relating to a range of occupations, to help them in their choice of an occupational field or a line of training.

Skill

An ability to perform tasks to particular levels of competence.

Tertiary Education Institution

Post secondary institution other than the university which confer certificates and diplomas.

Technical Education

Education which may be vocational, or pre-vocational and occur at lower tertiary levels to prepare middle-level personnel (technicians, middle management, etc.), and at University level, to prepare engineers and technologist for higher management positions. Technical education includes general education, theoretical, scientific and technical studies and related skill training. The components of technical education may vary considerably depending on the type of personnel to be prepared and the education level.

Technical Training

Theoretical and practical training for technicians (in the industrial sector) to augment basic acquired knowledge.

Training by Employers

The nature and quality of training by employers varies greatly, ranging from highly effective to inadequate. At one extreme is a very formal, sophisticated training which surpasses most formal school instruction in its scope and achievements.

Validation

A process whereby standards of teaching, assessing and grading are checked and approved. This is usually done by “independent” subject experts having no obligation to, or connection with, the institution seeking accreditation. These experts may be called validators, verifiers or moderators.

Vocational Training

Activities which aim to provide the knowledge, skills and attitudes required for effective and efficient performance within an occupation or group of occupations. It encompasses initial, refresher, further, updating and specialised job-related training. It may, but does not necessarily include general educational subjects.

Vocational Education

Education designed to prepare skilled personnel at lower levels of qualification for one or a group of occupations, trades or jobs. Vocational education, usually provided at upper secondary level, includes general education, practical training for the development of skills required by the chosen occupation, and related theory. The proportions of these components may vary considerably but the emphasis is usually on practical training.