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**THE REVISED NATIONAL POLICY ON EDUCATION
APRIL 1994**

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I. INTRODUCTION AND BACKGROUND

1.0 INTRODUCTION

1.1 This Government Paper outlines Government's reactions to the recommendations of the Report of the National Commission on Education 1993 and lays down policy guidelines and strategy for future educational development.

1.2 His Excellency the President appointed the National Commission on Education in April 1992 with the following mandate:

1. To review the current education system and its relevance; and identify problems and strategies for its further development in the context of Botswana's changing and complex economy.
2. To re-examine the structure of the education system that will guarantee universal access to basic education, whilst consolidating and vocationalising the curriculum content at this level.
3. To advise on an education system that is sensitive and responsive to the aspirations of the people and manpower requirements of the country.
4. To study the various possible methods of streaming into vocational and academic groups at senior secondary level.
5. To study how the secondary structure at senior level may relate to the University of Botswana degree programmes and how the two programmes may best be reconciled.
6. To advise on the organisation and diversification of the secondary school curricula that will prepare adequately and effectively those that are unable to proceed with higher education.
7. To make recommendations to Government on the best and cost-effective methods of implementation of the final recommendations.

1.3 The Commission addressed the above issues through a variety of procedures, namely, national consultations, institutional visits, written and oral submissions, research and policy studies and external study tours. This is an indication of the extensive consultation that the Commission conducted with a broad spectrum of the society in accordance with the major national principle of democracy. Information gathered through these means was discussed at sub-committee level, sometimes with specialists in specific areas, or at plenary meetings. The extent of analysis of the issues led to comprehensive findings, conclusions and recommendations intended to guide future educational development into the next century and beyond.

1.4 The Commission submitted its report in July 1993 after 13 months of work. There are 134 main recommendations, some of which have sub-recommendations and therefore making a total of 424 recommendations in all. Government recognises that given the prevailing circumstances in terms of the socio-economic structure of the country, the seemingly reformist and revolutionary nature of some of the recommendations is considered appropriate.

1.5 Characteristically, education has a long gestation period and its effectiveness is optimised when long-term changes in the population structure, the economy and employment opportunities are taken into account. It is therefore necessary to undertake periodic reviews of the education system and to determine the extent to which it meets the socio-economic goals of the nation.

1.6 The last review was undertaken in 1976 and it led to a National Policy on Education adopted in Government Paper No.1 of 1977. This, in the main, has guided the development of education until now. There has been, over the years, increasing recognition that the socio-economic context within which the 1976 review took place has changed considerably and therefore there was need to review some of the policies and strategies for education development.

II. STRATEGY FOR FUTURE EDUCATIONAL DEVELOPMENT

2.0 THE MAIN ISSUES OF THE REVISED NATIONAL POLICY ON EDUCATION

2.1 On the basis of the Commission's report, Government has identified seven key issues that are vital to the future development of education in the country. These are;

(i) Access and Equity

According to the 1991 Census, about 17% of primary school age children (7-13 year age group) were not enrolled in formal education contrary to earlier projections of only 10%. A general analysis of a cohort of 1000 pupils enrolling in primary schools shows that, given the present rates of progression, 189 (18,9%) will reach senior secondary education, 35 (3,5%) will reach degree level education and 67 (6,7%) will have access to vocational training. This picture indicates a very low level of access. There is also lack of equity particularly at the primary education level. The 1991 Census shows that whilst the national average for primary school enrolment was 83%, there is a variation from as high as 95% in Orapa to as low as 66% in Ngamiland South and 65% in Kweneng West. There are similar imbalances in resource allocation, for example, in 1991 the shortage of trained teachers in primary schools varied from 5,4% in Gaborone to 41,9% in North-West District against a national average of 25,4%. Whilst in terms of enrolment there is no significant gender gap, in academic performance particularly in Mathematics and Science at both the Junior Certificate (JC) and Cambridge Overseas School Certificate (COSC) "O" Level, boys tend to perform better than girls. Finally, available statistics show that children with disabilities do not have equal access to the education system.

GESI": regional imbalances,
gender imbalances and disability
inclusion

(ii) Effective Preparation of Students For Life, Citizenship and World of Work

The Government is adopting a dynamic philosophy of education that promotes economic development, political stability, cultural advancement, national unity and the overall quality of life. In pursuit of these goals, education must offer individuals a life - long opportunity to develop themselves and to make their country competitive internationally. Ultimately, the aim of education must be to prepare individuals for life. Thus one of the central goals of the curriculum must be adequate preparation for the world of work. This is an issue that the present educational system is grappling with and one that the terms of reference of the Commission emphasised. A strategy of pre-vocational preparation within the general education system and a curriculum that is oriented to the world of work will be emphasized.

(iii) Development of Training Responsive and Relevant To Needs of Economic Development

A key task of the Commission was to advise on a post-school vocational and technical training system to cater for Junior Certificate leavers in particular, although also for the COSC "O" Level leavers. In the past decade rapid economic growth and the resulting changes in the structure of the economy have resulted in shortages of skilled personnel. However, the education system was not structured to respond to this demand. In addition to responding to the needs of the economy, the development of an expanded technical and vocational training system will further increase access to education for school leavers.

(iv) Improvement and Maintenance of Quality of the Education System.

As a result of the adoption of the National Policy on Education in 1977, educational development has been characterised by a massive expansion of school places. For example between 1979 and 1991 enrolments in primary schools rose by 91%, in secondary schools by 342% and at the University of Botswana by 315%. However, although not by design, the success in quantitative development of the school system has not been adequately matched by qualitative improvements. Levels of academic achievement are a cause for concern. Research Studies undertaken for the Commission reveal that academic achievement of Standard 7 completers is declining. At the Junior Certificate level the pass rate for Form 2 declined from 85,3% in 1988 to 80,1% in 1991 and for Cambridge from 79,3% to 69,9% in the same period. Government recognises that most massive and rapid educational expansion programmes such as ours are often characterized by declining quality due to lack of all the necessary resources to adequately sustain the system. It is realised that the system has thus operated under enormous strain which has not allowed a higher level of learning achievement to be maintained. Quality assurance measures will be a major priority in the overall development and provision of education.

use of data and evidence

(v) **Enhancement of the Performance and Status of the Teaching Profession**

The success of any education system depends largely on teachers. They are the catalyst of the learning process and on them mainly rests the whole system. They are therefore crucial in the strategy to achieve a more effective and responsive education system. Statistics indicate that in 1991 there were 9 704 primary school teachers, 2 202 junior secondary teachers and 1 231 senior secondary teachers, making a total of 13 362. This is a substantial resource, in terms of numbers, compared to the rest of civil service. Secondly, salaries for teachers in 1993/4 represent 45% of the Ministry of Education's recurrent budget making this resource also relatively expensive and one therefore, that needs effective utilization and management to achieve efficiency and cost-effectiveness in the education system. The Commission has cited evidence received from both the teachers and the general public confirming that the teaching profession is characterised by low morale and declining professional status. Even though teachers salaries compare favourably with other public officers of comparable qualifications, teachers have not received many of the benefits available to public servants due either to administrative problems or communication lapses. For example, teachers eligibility for housing has often not been treated on equal basis with that of other officers serving under similar circumstances. This has been particularly so in the case of primary school teachers who are seconded to local authorities and especially those posted for service in the rural areas. Enhancing the professional status may therefore raise the morale of the teacher and will go a long way to improve the educational system.

(vi) **Effective Management of the Education System**

The increase in the number and spread of educational institutions in the country, especially at the primary and secondary levels, presently poses problems of effective administration in view of the centralised nature of the management structure. The situation is further compounded by the joint responsibility for management of primary education between the Ministries of Education and Local Government, Lands and Housing. There is evidence to suggest that the current structure of management creates problems of communication with teachers in the field. The Ministry of Education Organization and Methods Review exercise of 1992 addressed some of these problems. However, in order to achieve efficiency in the running of educational institutions the administrative structures need to be reviewed and improved.

(vii) Cost-Effectiveness/Cost Sharing in the Financing of Education

The share of the national budget allocated to education is substantial. In the 1992/93 financial year 22,6% of the recurrent budget and 8,7% of the development budget was allocated to the Ministry of Education. New measures that the Commission recommended are likely to have additional financial implications. There is need therefore to adopt a cost-effective approach to educational expenditure which should include strategies to improve both internal and external efficiency of education and contain the level of unit costs. In order to achieve greater external efficiency there is need for increased emphasis on the relevance of the school to the needs of the society and the economy through the concept of pre-vocational preparation as well as expansion of the training programmes. Internal efficiency could be achieved through a more optimal use of educational resources, for example, use of school facilities in the evening. Government shares the Commission's view of the need for cost sharing as a means of diversifying sources of educational finance which requires individuals, communities and employers to contribute more towards the cost of education and training.

3.0 THE PHILOSOPHY AND AIMS OF BOTSWANA EDUCATION POLICY

3.1 The goals of the revised national education policy are to prepare Batswana for the transition from a traditional agro-based economy to the industrial economy that the country aspires to. The education and training strategy as enunciated in the Commission's report will aim at ensuring that the people of Botswana, as a major national resource, will have invested in them an education necessary for national development. Besides the demands of the economy, Government considers access to basic education a fundamental human right. The education system must develop moral and social values, cultural identity and self-esteem, good citizenship and desirable work ethics.

3.2 The overall objectives of national education will be:

- a) to raise educational standards at all levels.
- b) to emphasize science and technology in the education system.
- c) to make further education and training more relevant and available to larger numbers of people.
-  d) to improve the partnership between school and community in the development of education.
- e) to provide life-long education to all sections of the population.
- f) to assume more effective control of the examination mechanism in order to ensure that the broad objectives of the curriculum are realised.
-  g) to achieve efficiency in educational development.

3.3 At the school level the specific aims will be to:

- a) improve management and administration to ensure higher learning achievement.
-  b) improve quality of instruction.
- c) implement broader and balanced curricula geared towards developing qualities and skills needed for the world of work.
- d) emphasize pre-vocational orientation in preparation for a strengthened post-school technical and vocational education and training.
-  e) improve the response of schools to the needs of different ethnic groups in the society.

4.0 STRUCTURE OF THE EDUCATION SYSTEM

4.1 The structure of the education system is important because it shows how the different levels relate to each other, how individuals may progress from one level to the other, the various exit points and the variety of learning opportunities offered to individuals of different abilities and aptitudes.

4.2 The National Policy on Education of 1977, on the recommendation of the First National Commission on Education, adopted a change in the structure of education from 7 years (primary), 3 years (junior secondary) and 2 years (senior secondary), i.e. 7+3+2, to a 6+3+3 system. The duration of university was left unchanged. With this new structure, 9 years of basic education, i.e. primary and junior secondary education, was to be made available to all children. As a transition to the 6+3+3 structure Government adopted the 7+2+3 structure which was introduced in 1988. It was planned that by 1995 about 90% of primary school leavers would enter junior secondary school, by which time it would be possible to introduce the 6+3+3 structure without depriving many children one year of education by the reduction of primary schooling from seven to six years. The reasons for this transitional stage were firstly that, it would enable the attainment of universal access to nine years of basic education quicker; secondly, it would ease the eventual change to 6+3+3 because the new structure would require a re-arrangement within the 9 years and thirdly, an extra year of senior secondary schooling would significantly improve academic achievement of the Form 5 leavers.

4.3 The change to 6+3+3 system has not taken place yet. There are organisational problems to be overcome in order to make this change. At the point of change a double group of entrants to Form 1 will be created (i.e. the former Standards 6 and 7). This double group would strain the existing facilities of junior secondary schools for the 3-year period that they remain in the system, leading to arrangements such as double shifts or other special programmes. There would also be a problem of teacher supply, that is, a shortage of junior secondary school teachers but a surplus of standard 7 teachers. However, not all of primary school teachers can be converted to secondary school teachers. Alternatively, if students

were to be admitted on the basis of the number of places available, access to junior secondary would be reduced by about one-third from the present level.

4.4 The main problems with the current structure are firstly, universal primary education has not been achieved and its quality is still inadequate and therefore shortening the period of primary school is not advisable. With regard to the 2-year junior secondary education the period is considered too short for effective teaching and learning to take place particularly with the wide range of abilities of students. The standard of achievement at Junior Certificate level is considered questionable as employers and training institutions do not accept it as equivalent to the former 3-year Junior Certificate. Lastly, junior secondary leavers are often very young and most of them complete at an age below the minimum employment age. With respect to 3-year senior secondary, the first year is widely regarded as a wasted year in terms of education progress as students do not start the "O" Level Certificate programme in that year.

4.5 Government accepts that there are considerable difficulties to be encountered in changing to a 6+3+3 structure of education. On the other hand re-introducing the 7+3+2 system will organisationally be easier and will solve many of the educational problems that confront our education system, namely improving the quality of basic education whilst maintaining the present level of access.

5.0 PRE-PRIMARY EDUCATION

5.1 There has been a rapid growth of institutions that cater for children below school-going age and there is a strong public demand for this type of education as more and more women enter into paid employment that takes them away from home most of the day. The concept of basic education was re-defined at the World Conference on Education For All held in Jomtien, Thailand in 1990 to include pre-primary education and the Conference Declaration urged countries to set targets in this area of education.

5.2 Presently pre-primary education is provided mainly by private individuals and organisations through the day care programme. Access is limited to about 7% of the population age 3-6 years. The curriculum is not standardised and the training of teachers is done outside the formal teacher training programmes. Besides, the National Policy on Day Care Centres which guides the operation of pre-primary education is out of date in many respects. Finally, responsibility for the programme, which has recently been moved from the Ministry of Local Government, Lands and Housing to Ministry of Labour and Home Affairs needs to be looked at in order to provide professional capacity for effective supervision.

5.3 Government recognises the need to develop effective and comprehensive policy on pre-primary education "with a view of linking it to the formal education system in the long run" as indicated in the National Development Plan 7, 1991-97. However, at the present time Government cannot commit itself to the provision of pre-primary education on a universal basis given the scale of Government commitment for other areas of support. Nevertheless, Government will continue to provide an enabling environment for the expansion of this level of education as well as provision of adequately trained teachers and effective supervision.

6.0 PRIMARY EDUCATION

6.1 A review of the current situation shows that significant progress has been made in quantitative terms in opening access to primary education. However, 17% of children of primary school age are still not in school which constitutes a major constraint in Government's efforts to achieve universal primary education. The increased access to primary education has not been accompanied by a corresponding provision of some educational inputs such as classrooms and teachers' housing. But the most serious problem that is a concern to Government is the Commission's finding that educational achievement at this level is indeed declining. Some of the reasons identified for this low level of achievement are inadequate physical facilities, the quality of the teacher, lack of effective supervision, inadequate co-ordination of the administrative functions shared between Ministry of Local Government, Lands and Housing and Ministry of Education, inefficient distribution of instructional materials and the retention of educational policies such as large class sizes, double shifts and automatic promotion without ensuring that mechanisms which mitigate the negative effects of these policies are put in place.

School governance

6.2 Government will undertake a phased programme to eliminate the shortage of physical facilities at this level as well as review policies that have negative effects on learning achievement. Particular attention will be given to areas where access to primary education is less than the national average in order to achieve equity in the provision of primary education.

7.0 SECONDARY EDUCATION

7.1 A significant achievement has been made in the provision of educational opportunity at the junior secondary education level. About 95% of primary school leavers now go on to Form 1 compared to 35% in 1977. Government has provided a nation - wide network of schools with reasonably adequate resources and with provision for communities to participate in the running of schools. The expansion at this level has had a number of consequences. The student body is now composed of a wider range of abilities. The Junior Certificate is devalued on the labour market and cannot now be accepted as minimum qualification for entry into many training institutions. Furthermore the very rapid expansion of this level has put the system under enormous strain in relation to management, supply of teachers and curriculum stability.

7.2 At the senior secondary level, even though enrolments have increased in absolute terms, the proportion of junior secondary leavers progressing to this level has fallen. The curriculum is relatively restrictive and diversification attempts to include technical and commercial subjects have been limited. Examinations at this level are yet to be localized.

7.3 Government is still committed to providing universal access to junior secondary education. However, in order to enhance the employability and the capacity for further training of junior secondary leavers, the goals and content of the programme will be revised to emphasise the pre-vocational preparation through the following:

- (i) Vocational orientation of academic subjects.

- (ii) Increasing the number of practical subjects offered.
- (iii) Emphasizing foundation skills applicable to work situations such as problem solving, self-presentation, team - work and computing.
- (iv) Relating the curriculum to the world of work by offering both curricular and co-curricular activities that espouse the processes and organisation of production and demands of working life.
- (v) Career Guidance and Counselling.

7.4 At the senior secondary level, Government recognises the need to expand access at this level in order to meet the demand for people with this level of qualification both by the economy and further training institutions. Government has already embarked on the localisation of Cambridge examinations and this process is expected to be complete by 1998. Special emphasis will be placed on improving science and technology education, environmental and AIDS education.

8.0 VOCATIONAL AND TECHNICAL TRAINING

8.1 Post-school vocational and technical training provides skills for specific occupations. An efficient and effective training system is crucial in a country's economic development and therefore it is necessary to focus attention on the training system distinct from general education and to give it more priority. Currently, there is no unified policy for vocational education and technical education and training is fragmented and of uneven quality. Co-ordination between different training organisations is not very effective and vocational qualifications, curricula and quality of teaching staff have not been standardised. Access is still restricted in comparison with other types of education.

8.2 Government recognizes the need for an integrated national training system whose goals, content and organization are uniform and of the highest standard if the economy is to be transformed to meet the challenges of the 21st Century. The development of a workforce that can apply advanced technology and respond competitively to changing demands of the international economy is therefore a goal that Government is aiming at.

8.3 In the pursuit of this goal Government will expand vocational and technical training and create the necessary structures for effective co-ordination. Establishment of the Botswana Training Authority (BTA) as the executive and coordinating authority for the skills training system will inevitably make such bodies as the National Industrial Training and Technician Education Council (NITTEC) redundant. A more comprehensive system of vocational qualifications will be developed by Government in consultation with employers and labour unions. Training of instructors will be harmonised and improved, and periodic surveys will be undertaken to monitor the skill needs of the economy in order to re-align training targets and orientation when the needs of industry change.

9.0 TERTIARY EDUCATION

9.1 The role of tertiary education is to provide high level manpower and research support

needed for economic development as well as cultivate the intellectual and cultural, enrichment that is indispensable for the nation's social development. This area of education has expanded enormously since 1977. In 1978 the combined enrolment of tertiary institutions was 1 047. By 1991 it had more than quadrupled to 4 960, catering for approximately 40% of Form 5 leavers.

9.2 However, a number of problems presently face this sector. First is lack of a comprehensive policy to guide its development, co-ordination, funding and administration. Second, is the problem of proper articulation between secondary and tertiary education, particularly in degree programmes, which has given rise to a programme such as the Pre-Entry Science Course. It is noted though that when the Cambridge Overseas School Certificate (COSC) Examinations are localised attempts will be made to minimise the mismatch. Third, is the lack of synchronisation between the academic year of tertiary institutions and secondary education which leads to some disruption in students' studies. This disruption is further compounded by the fact that students have to do Tirelo Setshaba before proceeding to tertiary education.

9.3 In order to address these problems, Government will establish an appropriate framework and formulate policies to guide the development and management of tertiary education. The academic year for the whole education system will be synchronised to the extent possible and modifications will be made to Tirelo Setshaba Scheme to reduce disruptions to students' studies as far as possible.

10.0 OUT OF SCHOOL EDUCATION

10.1 Education should not be conceived only as schooling, but as a lifelong learning process for all, both young and old. The goal is to create a learning society in which every individual is acquiring new knowledge. It is therefore necessary to provide access to learning opportunities outside formal education to benefit those who would wish to further their education.

10.2 Out-of-School education is a complex area in view of the wide variety of client groups it caters for. The current situation reveals that the various providers of out-of-school education operate parallel to each other and the quality of the programmes is uneven. This sector lacks the status and recognition it usually enjoys in developed and some developing countries. The sector also lacks a comprehensive policy as it was left out of the Government Paper No.1 of 1977 with a view to preparing a separate policy which was never done.

10.3 Government recognises the need to create learning opportunities outside the formal education system at all levels for those who would want to avail themselves to the pursuit of further learning. An institutional framework will be created for the delivery and co-ordination of all types of out-of-school education.

11.0 SPECIAL EDUCATION

11.1 Provision of education for children with disabilities still remains limited. Part of the problem for this situation is that there is lack of adequate data on incidence and categories of disability among children. Earlier attempts to collect such data have not been successful

due to cultural attitudes regarding disabled children. It is estimated on the basis of international data that about 10% of children have some form of disability in this country. Some disabled children are integrated into public schools and therefore receive free education. But others who go to private schools have to pay fees.

11.2 Government is committed to the education of all children including the disabled ones and therefore will intensify efforts to increase access to education for disabled children. Government will also expand support for non-governmental organisations which have considerable experience and expertise in this field to enable them to provide free education to disabled children.

12.0 THE TEACHING PROFESSION

* 12.1 The quality of instruction is one of the most important determinants of the level of learning achievement. Teachers as agents of curriculum implementation are therefore central to the education system and can make or break the system. The enhancement of the status and motivation of teachers to enable them to discharge this role effectively cannot be overemphasised. ✓

* Trained Teachers 12.2 With the significant expansion of the education system the training of teachers increased substantially which tended to improve the supply of trained teachers. However, there are still some untrained teachers in the system particularly in primary and junior secondary schools. Besides this, expatriates still constitute a substantial proportion of teachers in post-primary education, 32% in junior secondary schools, 57% in senior secondary schools, 12% in Primary Teacher Training Colleges and 66% in Colleges of Education.

* 12.3 Government intends to embark on a number of measures aimed at raising the status and morale of teachers so that they can perform their tasks more effectively. Such measures will include both improved pre-service and in-service training, a package of incentives and improvements in the conditions of service.

13.0 ORGANIZATION, ADMINISTRATION AND COMMUNITY INVOLVEMENT

* 13.1 The implementation of the recommendations contained in this Government Paper will necessitate a number of changes in the organisation and administration of the Ministry of Education and other agencies engaged in education and training. The process of decentralisation of the Ministry of Education will continue and fairly senior officers will be placed in the field to enable effective decision making at the local level.

13.2 It is Government policy that, as much as possible the community should participate in the development and management of education. Such a policy will continue to be encouraged through consultations with Boards of Governors, PTAs and other relevant bodies in the community.

14.0 FINANCING EDUCATIONAL DEVELOPMENT

14.1 Education already receives the largest proportion of the recurrent budget which in the 1993/94 financial year amounted to 22% of the total recurrent budget. The implementation of the new recommendations will further increase the cost of providing education. It is therefore necessary that educational financing in future must emphasise cost-effectiveness and cost-sharing.

14.2 Government will continue to provide basic education free but beyond this level beneficiaries will be called upon to contribute in varying degrees to the cost of their training. Provision will however be made for deserving students who cannot afford to pay fees to get bursary awards.

15.0 IMPLEMENTATION OF THE STRATEGY AND MONITORING

15.1 An institutional framework will be put into place with the mandate for continuing policy analysis and strategic review based on a sound monitoring and evaluation process. Thus the mechanism will monitor the implementation of the educational policy and evaluate the goals set for each recommendation with a view to ensuring that they are being achieved in relation to stated norms.

III. RECOMMENDATIONS OF THE NATIONAL COMMISSION ON EDUCATION

16.1 Government accepts the broad principles and purposes of the report and recommendations of the National Commission on Education. The recommendations will have to be fulfilled by a staged and phased approach and the order of priorities will be carefully determined. It is noted that some of the recommendations have to be implemented by Government agencies other than the Ministry of Education. Such agencies should be closely monitored to ensure that they do not lag behind. Implementation of the recommendations will require a massive injection of additional resources as well as an expanded professional service with support from the community and other agencies of Government. To achieve high levels of professional competence substantial training and professional development will have to be embarked upon at all levels of the education system. As a result of Government's reaction to the report, such as the non-acceptance of pre-primary as part of the mainstream of the education system, the additional cost of implementing the recommendations as estimated by the Commission will be reduced substantially.

16.2 The following section lists all the recommendations of the Commission, with Government's reaction as to which are accepted, accepted with amendments or deferred. Most of the recommendations have sub-sections (a), (b), (c), (d), (e), etc. Where a sub-section of the recommendation has been accepted, amended or deferred, only that particular sub-section appears under the appropriate list of the recommendations. With regard to some of the accepted recommendations, further explanatory notes have been provided. Reasons have been given for both the amended and deferred recommendations. It should be noted that the recommendations listed as deferred are accepted in principle only and so are not accepted for implementation at this point as they will be subject to on-going educational policy review by the proposed National Council on Education. The paragraph numbers that appear next to the recommendation numbers refer to the relevant paragraph in the main report.

- b) the National Council on Education should establish any sub-committees it deems necessary.
- d) the membership of the National Council on Education should include representatives of teachers and other education professionals, of the public service, of the business community and of the public.
- f) the National Council on Education should meet at least once a year.
- g) the Ministry of Education should undertake a public education programme after the publication of the White Paper.
- h) a programme of professional seminars is organized under the supervision of the Deputy Permanent Secretary (Education Development Services) in the Ministry of Education after the publication of the White Paper.

RECOMMENDATIONS ON PRE-PRIMARY EDUCATION

REC.9 [para. 3.6.5] The Commission *recommends* that:

- a) the Ministry of Education should be assigned the portfolio responsibility for pre-primary education.

a Pre-primary Education Unit should be established as soon as possible in the Department of Primary Education with the functions of:

- registering all pre-primary education units
- establishing standards for facilities and the quality of the programme
- supervising pre-primary education.

a Pre-School Development Committee should be established, chaired by the Ministry of Education with representatives from the Ministries of Health, Local Government, Lands and Housing, Labour and Home Affairs and other interested parties to co-ordinate all Early Childhood Care and Education programmes.

REC.11 [para. 3.8.7] With respect to the curriculum for pre-primary education, the Commission *recommends* that:

- a) { the Ministry of Education should develop a curriculum together with teachers guides and other support materials which should guide the operation of all pre-primary education. This should be done in consultation with the Ministry of Health, Ministry of Labour and Home Affairs and Ministry of Local Government Lands and Housing,

as well as interested and relevant international agencies like UNICEF, UNESCO and local non governmental organizations.

- b) the Curriculum Development Unit should be strengthened to enable it to co-ordinate the development of the curriculum.

RECOMMENDATIONS ON PRIMARY EDUCATION

 REC.14 [para. 4.4.11] With respect to primary school facilities and standards, the Commission *recommends* that:

- a) a special provision should be made over and above the normal budgetary allocation to clear the backlog of classrooms and teachers' quarters that presently exists.
- b) in view of the difficulty small contractors face in remoter areas of the country, Government should include bigger construction firms in the award of contracts for clearing the backlog,
- c) a standard primary school should have the following as a minimum:

The physical facilities, equipment and support staff listed below are considered standard rather than the barest minimum required to run a primary school.

Physical Facilities

- adequate number of classrooms up to a maximum of 22
- administration block with office space for the headteacher, deputy headteacher and typists, staff room and 2 storerooms for storage of books and food
- library
- resource centre
- fully equipped Science room/Science Equipment
- room for health activities
- a sports field for various sporting activities
- a tool shed for storage of agricultural and other tools
- teachers' quarters with a minimum of 2 bedrooms
- adequate toilet facilities (including provision for the disabled)
- sufficient land for agricultural purposes and future development

- b) at least one senior experienced teacher in each school should be appointed to be responsible for the handicapped children in each school. This teacher should ideally be a member of the School Intervention Team and should organize special remedial tuition for children with specific learning problems. In time, these posts should be filled by trained special education teachers.
- c) more special education units should be built onto existing schools, and as part of all new schools, at the rate of one per school with a maximum capacity of 20, with boarding facilities in selected cases. Provision should be made for specialization e.g. blind or deaf at a few selected schools.

In determining the need to construct special education units as part of the development of new schools, consideration should be given to the existence of units in neighbouring schools to take account of economies of scale.

- d) equity and inclusion the education of the most severely disabled children should continue to be managed by the non governmental organizations as they have the necessary experience and expertise.
- e) early childhood basic training for disabled 2-5 year olds should also continue to be managed by non governmental organizations as they already have the experience and expertise.
- ELV * f) those non governmental organizations which care for the severely disabled children and those which provide early childhood basic training for the disabled should be encouraged to expand by Government assistance with:
 - i) payment of staff salaries;
 - ii) a per capita allowance for pupils and staff;
 - iii) costs of training for their staff, with the NGOs deciding their own training needs.

REC.93 [para. 9.6.19] With respect to resource and assessment centres, the Commission *recommends* that:

- a) the Central Resource Centre is substantially strengthened by the immediate appointment of a Head, a doubling of its establishment as soon as possible, and a rationalization of its facilities so that it can offer the following services:
 - i) the educational needs assessment of all kinds of disabled children.
 - ii) guidance and counselling for parents with disabled children.
 - iii) assistance with the integration of disabled children into ordinary schools.

- b) the transport needs of special education should be evaluated regularly to ensure that it is adequately served. Alternative methods of supplying this facility including private transport should be considered in order to ensure that the requirements are satisfied.
- c) the Central Resource Centre is made responsible for the operation of the workshop and for the regular evaluation of the physical resources needed for special education.

REC.97. [para. 9.7.2] With respect to adult rehabilitation, the Commission *recommends* that:

- a) the non governmental organizations concerned should receive Government help in the form of a per capita grant for each trainee.
- b) the proposed Botswana Distance Education College should modify its programmes, where relevant, for the disabled.
- c) a Vocational Rehabilitation Unit be established under the Botswana Training Authority to cater for the job specific training of the disabled.
- d) responsibility for the liaison with and coordination of the Ministries and non governmental organizations concerned with the rehabilitation of the disabled and for fostering links with regional organizations, should lie with the Botswana Training Authority.
- e) employers should be encouraged to employ registered disabled persons, for example by means of a tax rebate.
- f) an annual high profile exhibition of the work and skills of the disabled (adult and children) should be mounted in order to sensitize employers in particular and the general public of their abilities.

RECOMMENDATIONS ON THE TEACHING PROFESSION

REC.98 [para. 10.3.4] The Commission *recommends* that teacher selection procedures and processes be re-examined to ensure that the most suitable and appropriate candidates to serve the teaching profession are selected.

REC.99 [para. 10.5.4] The Commission, with respect to pre-primary education, *recommends* that:

- a) training of pre-primary school teachers should be part of the primary teacher training programme, with provision for teachers to have the option to specialize at pre-primary, lower or upper primary levels.
- b) a special conversion course should be developed for trained primary school teachers who may wish to become pre-primary teachers.

- c) the Departments of Teacher Training and Development, Primary Education and Curriculum Development and Evaluation should alongside development of a pre-school curriculum, develop a pre-service teacher training course to be offered in the PTTCs, and an in-service training programme for pre-primary school teachers.
- d) the minimum entry requirements for pre-service training of pre-primary school teachers should be the same as the entry qualifications for primary school teachers.
- e) a programme should be developed for the training of teacher trainers specializing in Pre-Primary/Early Childhood Education.

REC.100 [para. 10.5.9] With respect to primary teachers, the Commission *recommends* that:

- a) the entry qualifications into primary teacher training should be raised to a minimum COSC "O" level and the period of training should be three years. The pilot Diploma programme should be extended to all the primary teacher training institutions so that all future primary teachers will be trained for the Diploma in Primary Education qualification.
- b) teacher preparation should provide for specialization at pre-primary, lower primary and upper primary levels, with some subject specializations at the upper primary level as well. Subjects should be grouped for upper primary specialization, for example, Mathematics/Science, Humanities (English/Setswana/Social Studies), Practical Subjects (Agriculture/Home Economics), and Art/Music.
- c) the primary teacher training curriculum should prepare teachers to handle adequately some of the innovative methods such as Breakthrough to Setswana, Project Method, Continuous Assessment, Guidance and Counselling, Special Education, Remedial Teaching, especially to support assessed progression.

REC. 101 [para. 10.5.13] The Commission, with respect to junior secondary teachers, *recommends* that:

- a) the teacher training curriculum should be diversified to meet the needs of the new three year JC. It should include training of junior secondary teachers with a commercial subject, including computer studies, as one of the teaching subjects and emphasis on pre-vocational preparation.
- b) the subject combination of a major and minor should be maintained to ensure a reduction in the problem of teacher shortages and maximum utilization of teachers in small junior secondary schools.

LIST OF AMENDED RECOMMENDATIONS

RECOMMENDATIONS ON STRATEGY FOR EDUCATION AND TRAINING INTO THE 21ST CENTURY

Recommendation Reads:

REC.5 [para. 2.4.20] With regard to the structure of education, the Commission *recommends* the re-introduction of the 7+3+2+4 system in 1995.

Amended to read:

REC.5 [para. 2.4.20] With regard to the structure of education, the 7+3+2+4 system should be re-introduced in 1996.

Reasons for Amendment:

Amended in view of the decision to amend recommendation 29 (a) to introduce the three year JC in 1996.

Recommendation Reads:

REC.6 [para. 2.5.9] With respect to the implementation of its proposals and to educational policy review, the Commission *recommends* that:

- c) the National Council on Education should report to the Head of State, who should appoint an eminent person outside of Government as its Chairperson.
- e) the National Council on Education should have a full-time secretariat located in the National Institute for Research of the University of Botswana, which should be allocated the appropriate resources.

Amended to read:

REC.6 [para. 2.5.9] With respect to the implementation of the proposals of the National Commission on Education and to educational policy review,

- c) the National Council on Education should report to the Minister of Education, who should appoint an eminent person as its Chairperson.
- e) the National Council on Education should have a full-time secretariat located in the proposed Division of Planning, Statistics and Research of the Ministry of Education, which should be allocated the appropriate resources.

LIST OF DEFERRED RECOMMENDATIONS

In the reasons for the deferred recommendations below non-acceptance means not accepted for implementation even though the principle of the recommendation is acceptable.

Recommendation Reads:

* REC.7 [para.3.4.10] The Commission *recommends* that:

- a) pre-primary education in the form of a school readiness programme should be established by the Government as part of the overall education structure.
- b) universal access to pre-primary education should be achieved within 25 years but implementation of the programme should start immediately.

Reasons for Non-Acceptance:

Extended provision of pre-primary education as a more effective school readiness programme than has hitherto been the case with the day care programmes is appreciated. However, there are concerns about lack of capacity by Government to take over pre-primary education into the mainstream of education considering the huge resources that would be required in order to meet the proposed targets. Government already has a heavy load in meeting the various needs of primary education. Therefore, priority should rather be given to further development of primary education in terms of infrastuctural provision and improvement of the quality of instruction. Government will however, create an enabling environment for effective pre-primary education to be offered, i.e. the Ministry of Education will provide the necessary professional guidance and assistance.

Recommendation Reads:

* REC.8 [para. 3.5.7] The Commission *recommends* that:

- a) the duration of pre-primary education should be two years.
- b) the minimum entry age to pre-primary education should be four years.
- c) there should be two intakes in one year to allow children who turn 4 years after the beginning of the academic year to be admitted.

Reasons for Non-Acceptance

This recommendation falls away in view of the non-acceptance of recommendation 7.

Recommendation Reads:

* REC.9 [para. 3.6.5] The Commission *recommends* that:

- c) the Social Welfare and Community Development Unit in the Ministry of Labour and Home Affairs should continue to supervise the day care centre programme.
- d) the Councils should be given the responsibility to provide infrastructural facilities for pre-primary education units in the same manner as they do for primary schools.

Reasons for Non-Acceptance:

- c) *Since the Ministry of Education will be providing the necessary professional guidance for all pre-primary education, there is no need for the Ministry of Labour and Home Affairs to supervise Day Care Centres.*
- d) *The need for this recommendation falls away as a result of the non-acceptance of Recommendation 7.*

Recommendation Reads:

* REC.10 [para. 3.7.3] The Commission *recommends* that:

- a) as a general rule pre-primary units should be located on the same premises as primary schools but with identifiably separate facilities.
- b) where this is not possible pre-primary units should be established as close to primary schools as possible.
- c) private bodies may be given exemption to operate pre-schools which are not attached to primary schools.

Reasons for Non-Acceptance:

The need for this recommendation falls away as a result of non-acceptance of Recommendation 7.

Recommendation Reads:

* REC.12 [para. 3.9.5] With respect to the language of instruction, the Commission *recommends* that:

- a) children in pre-primary schools should be taught in the language dominant in the area where the school is located. English and Setswana should be introduced gradually.

*Not accepted
by Gov.
It is
contrary
to national
policy.*

- b) private pre-primary schools may adopt the above language policy or may use either of the official languages as the medium of instruction.

Reasons for Non-Acceptance:

The need for this recommendation falls away as a result of non-acceptance of Recommendation 7. Furthermore, the proposed policy on the language of instruction is contrary to national language policy.

Recommendation Reads:

REC.13 [para. 3.10.3] With respect to class size, the Commission *recommends* that:

- a) the class size at the pre-primary level should not exceed 25.
- b) each class should have one attendant to assist the teacher.

Reasons for Non-Acceptance:

The need for this recommendation falls away as a result of non-acceptance of Recommendation 7.

Recommendation Reads:

REC.18 [para. 4.7.31] With respect to the teaching of languages in primary school, the Commission *recommends* that:

- e) where parents request that other local languages be taught to their children, the school should make arrangements to teach them as a co-curricular activity.

Reasons for Non-Acceptance:

The recommendation may result in undue pressure on schools to offer the various languages spoken in Botswana, whereas the schools may lack the capacity to do so and the education system would not be able to support such a development. Further, it is contrary to national language policy.

Recommendation Reads:

REC.118 [para. 11.6.3] With respect to Parent Teachers Associations (PTAs), the Commission *recommends* that:

- b) the Government should implement a grant system which supplements the funds raised by PTAs. This should consist of:
- i) a matching grant which is equal to the amount raised by the PTA, with an upper limit;