

REPUBLIC OF ZAMBIA

MINISTRY OF HIGHER EDUCATION

NATIONAL HIGHER EDUCATION POLICY

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Ministry of Higher Education

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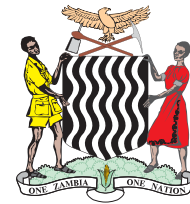


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FOREWORD



The Higher Education Policy is premised on National, Regional and Global aspirations for Education and Skills Development. These aspirations are espoused in the Seventh National Development Plan (7NDP) 2017-2021; the Vision 2030; Africa Agenda 2064 and the Sustainable Development Goals (SDG 4 on Education). Through the implementation of this Policy, the country's human capital will be developed to play the pivotal role of driving the National Economic Development Agenda without living

anyone behind. This Policy forms part of the key implementation documents for the Human Development Cluster and will be implemented through the Education and Skills Sector Plan (ESSP) and institutional strategic plans.

The Policy builds on key interventions aimed at enhancing access, quality and effectiveness of Higher Education and Skills. It also addresses financing challenges that have faced the Higher Education and Skills sectors. Furthermore, the Policy provides for a clear shift from focusing only on academic competences to also focusing on enhancing the development of well-rounded and responsible learners with both the academic and social acumen through career and ethical guidance and counselling.

The Policy has, therefore, been developed to provide guidance and direction on all matters relating to Higher Education and Skills Development. In addition, it will further facilitate reform of legislation and institutional frameworks to ensure an efficient and cost effective yet dynamic system that will address changes and challenges of the sector for the next ten (10) years.

The success of this Policy will depend on all stakeholders playing their role in creating, enhancing and mainstreaming a culture of excellence. I, therefore, wish to implore all stakeholders to effectively play their part in the implementation of the Policy to realise its objectives.

Professor Nkandu Luo, MP
Minister of Higher Education

ACKNOWLEDGEMENTS



This Policy document is a product of extensive consultations involving Government Ministries, Provinces and other spending agencies, Non-governmental Organisations, Training Institutions and Universities and the general public. Different approaches such as technical meetings, workshops and review of relevant documents were used.

In view of the foregoing, I wish to recognize the tremendous effort which was put into the development of this Policy. In the same vein, special acknowledgement is given to Cabinet Office, the Inter-Ministerial Committee of Officials on the formulation of the Higher Education Policy and to all who actively contributed to its development.

Finally, I wish to express my gratitude to all members of staff in the Ministry of Higher Education for their commitment in facilitating the Policy formulation process. I am confident that this Policy will provide the much-needed guidance on Higher Education and Skills Development in Zambia.

A handwritten signature in black ink, appearing to read 'Mabvuto Sakala'.

Mabvuto Sakala
Permanent Secretary
Ministry of Higher Education

WORKING DEFINITIONS

Access: The opportunity for education and skills training, regardless of one's social class, gender, ethnicity, geographical location and physical or mental disability.

Civil Society Organisation: A non-governmental organisation or institution (or non-state actor), as distinct from government and private sector (business). Civil society includes community-based organisations (CBOs), faith-based organisations (FBOs), and trade unions.

College of Education: An institution for the education of teachers.

Community: A geographically defined group of persons or sector of the public with a specific, ascertainable, and common interest.

E-Learning: The use of electronic technologies to access educational curriculum outside of a traditional classroom.

Education: The process of giving or receiving instructions at an educational institution.

Educational Institution: An established institution providing knowledge, skills and attitude to learners.

Education Standards: A set of statements of minimum requirements for quality of education and skills training.

Equity: Affording a fair chance in education and skills training to learners.

Gender: Attributes and opportunities associated with being male or female, and the socio-cultural relationships between women and men and girls and boys, as well as the relations between different groups of women and different groups of men.

Gender equality: Women having the same opportunities in life as men, including the ability to participate in the public sphere.

Governance Body: A body in which the management of an aided, private, or community education and skills training institution is vested.

Higher Education: post-secondary education leading to qualifications provided at colleges, universities, or similar education establishment.

Inspector: A person appointed to ensure that the provisions of the TEVET Act are complied with.

Learner: A person who is enrolled and is receiving education and skills training or a course of study at an education and skills training institution.

Learner with Special Education Needs: A learner who has physical, hearing, speech, visual, or mental disability; is significantly different from other learners mentally; has social, emotional or behavioural disorders as certified by a medical practitioner or prescribed officer; or is gifted and talented.

Local Authority: A city council, municipal council, or district council established under the Local Government Act.

National Examination: A national assessment conducted at the end of a defined education and skills training cycle for purposes of certification and/or selection.

Open Education: Education and skills training that is flexible in terms of time and place for both the learner and teacher.

Parent: In relation to a child, includes a guardian or a person who has actual custody of a child.

Principal: A person appointed as a head of a college of education or any other college, trades training institute, or skills training centre.

Private Educational Institution: An education and skills training institution which is privately owned and run.

Proprietor: The owner of an education and skills training institution or the person or body of persons in whom the ownership, custody, or control of the education and training institution is vested.

Public Educational Institution: An education and skills training institution administered or controlled by the Ministry or established and maintained using public funds.

Quality Assurance: The systematic monitoring and evaluation of the various aspects of education and skills training provision to ensure that minimum standards of quality are attained.

School: An institution at or from which regular instruction is provided.

School for Continuing Education: A school offering open and distance learning to learners.

Secondary Education: Second level of compulsory formal education and skills training.

Secondary School: A school at which the second level of compulsory formal education and skills training are provided.

Skills Training: Vocational training, entrepreneurship, and any practical subject for learners.

Special Education Institution: An education and skills training institution providing a course of instruction for learners with special education needs.

Teacher: A person engaged to facilitate the acquisition of knowledge and skills to learners.

Teaching and Learning Materials: Education and skills training materials, including textbooks, to support specific learning objectives.

Tertiary Education: Education provided after secondary education.

Tertiary Institution: An institution providing tertiary education.

User Fees: Fees charged by an education and skills training institution for education and skills training-related services.

ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immune-Deficiency Syndrome
CAG	Cluster Advisory Groups
CFS	Child-Friendly School
CP	Cooperating Partners
CPD	Continuing Professional Development
CSTL	Care and Support for Teaching and Learning
CSO	Civil Society Organizations
ECE	Early Childhood Education
EFA	Education for All
ESSP	Education and Skills Sector Plans
FBO	Faith Based Organization
HEA	Higher Education Authority
HEI	Higher Education Institutions
HEMIS	Higher Education Management Information System
HIV	Human Immune-Deficiency Virus
ICT	Information and Communication Technology
IFMIS	Integrated Financial Management Information Systems
JASZ	Joint Assistance Strategy for Zambia
LSEN	Learner with Special Education Needs
MDGs	Millennium Development Goals
MMS	Management Monitoring System
MTEF	Mid-Term Expenditure Framework
MOGE	Ministry of General Education
MOHE	Ministry of Higher Education
NDP	National Development Plans
NSC	National Science Centre
PLHIV	Person Living with HIV
PMS	Preventive Maintenance System
PPP	Public-Private Partnership
PTA	Parent-Teacher Association
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
STEM	Science Technology Engineering and Mathematics

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SHN	School Health and Nutrition
STI	Science, Technology, and Innovation
TEVET	Technical Education, Vocational, and Entrepreneurship Training
TEVETA	Technical Education, Vocational, and Entrepreneurship Training Authority

PART I: INTRODUCTION

In 1996, the Government of the Republic of Zambia adopted a National Education Policy titled *Educating Our Future*. This policy, together with the TEVET Policy of 1998, guided the education and skills development sector. These two policies provided measures that guided interventions at primary, secondary and tertiary levels as well as interventions in skills development.

In 2006, Government launched the national *Vision 2030*, whose aspiration was to make Zambia a prosperous middle-income nation by 2030. The Country also developed the Sixth National Development Plan (SNDP), which was recast in 2011 to develop the Revised Sixth National Development Plan (R-SNDP). The vision and the plan promulgated the aspirations of the country and highlighted education as the centre stage for development. This was done through the recognition of human capital development as the key driver of the development process for the country.

In 2017, the Government developed the Seventh National Development Plan (7NDP) which had five pillars that would lead to development outcomes intended to improve the livelihood of Zambians and contribute to economic and social development. These pillars are 1) Economic diversification and job creation; 2) Poverty and vulnerability reduction; 3) Reducing development inequalities; 4) Enhancing human capital development; and 5) Creating a conducive governance environment for a diversified economy.

While education and skills play a key role in all the development outcomes above, this policy particularly focuses on Development Pillar Number 4 on “Enhancing Human Capital Development”. The realization of this development outcome will be through a combined effort by various cluster members and key stakeholders. This policy will, therefore, contribute to the attainment of the national plan through education and skills development and this will be attained through an integrated effort with all stakeholders.

Government’s aspiration is to deliver education in a seamless process for the learner from inception (Early Childhood Education) to tertiary level (Technical Education, Vocational, And Entrepreneurship Training (TEVET), teacher education, and university education) through various modes of delivery. The Policy, therefore, addresses the key factors that have affected higher education and skills training in the last decade. It also analyses the performance of the sector and outlines the policy objectives and measures that will guide higher education and skills training going forward.

As part of the major findings in the situation analysis, the policy identified quality and relevance; access and participation; efficiency and effectiveness; as well as equity and inclusiveness as key intervention areas

Quality and Relevance

The quality of education and its relevance to industry remains elusive and a number of objectives relating to quality in both the *Educating Our Future* and *TEVET policies* in their totality remained unachieved in certain instances, going by the performance reports of 2013-2014. While the two policies pre-occupied their interventions on increasing access, quality considerations were included, but not given prominence. A coordinated and comprehensive human resource development strategy that would promote both quality and relevant education and skills training was missing.

Access and Participation

Despite efforts by Government to provide learning places at tertiary level, access has remained a big challenge over the years. This has been manifested in the high demand for tertiary education. Strategies to promote private sector participation in the provision of tertiary education has resulted in the increased number of registered private institutions. The number of public institutions has also been increased with additional ones under construction. For example, in 2016, a total number of 126, 434 candidates sat for examinations at grade 12 level and only about 12% were absorbed into Universities. Despite enrolments in universities increasing significantly from 5,985 in 1996 to 91,969 in 2017, this increase remains insufficient to meet the demand for University Education. In TEVET, enrolments have also increased and reached 40,108 learners in 2017. However, the mushrooming of un-registered privately-owned universities and TEVET colleges suggest that the demand for higher education continues to outstrip supply. Embracing alternative modes such as E-learning is one of the keys to attaining SDG4.

Equity and Inclusiveness

In order to improve equity in education and training, interventions were developed to counter inequalities in gender, disability, HIV/AIDS, financial and geographical locations. Interventions through the Student Loans and Scholarship Fund and the TEVET Bursary to counter both gender and financial vulnerabilities were developed. In addition, the construction of Universities and TEVET colleges in 'far to reach' places were scaled up. This notwithstanding, equity remained a challenge as gender gaps existed especially in Science Technology, Engineering and Mathematics (STEM). Poverty, especially between the rural and urban areas also remained a big challenge.

Efficiency and Effectiveness

Operational efficiency and effectiveness both at institutional as well as at sectoral levels also proved challenging. At institutional level, institutional frameworks to guide performance management and accountability were weak. At sectoral level, deficiencies in the institutional arrangements, policy and legal framework presented challenges in enforcement of regulations and execution of mandates.

PART II: SITUATION ANALYSIS

In Zambia, higher education comprises all post-secondary education, training and research at institutions such as universities, Technical Education, Vocational and Entrepreneurship Training (TEVET) institutions and colleges. It also includes structured learning activities undertaken in a workplace leading to a recognised qualification. This system provides opportunities for learning either through the academic or skills pathway.

The academic pathway consists of universities, colleges of education and other similar institutions offering programmes leading to qualifications from Level 6 (Diploma) to Level 10 (Doctorate) on the Zambia Qualifications Framework (ZQF). Conversely, the skills training pathway consists of trades training institutions and colleges offering programmes ranging from Level 3 Certificate (Trade Test) to Level 6 (Diploma).

The Zambian education system shows that the transition rate from primary, through secondary to tertiary education is very low. It is estimated that only 12% of Secondary school leavers access university education. Currently, the skills development subsector, TEVET, represents an alternative stream to the academic pathway offered by university education and other colleges. There is a large pool of youths who are not absorbed into university education and present a reservoir of candidates for the TEVET system.

Higher Education in Zambia has faced several challenges that hinder it from adequately developing human capital, with the requisite skills necessary for the development of a knowledge economy that fosters sustainable development. As such, there is need for an efficient and well-coordinated higher education system to ensure that it creates a skilled domestic workforce necessary to drive economic transformation. This situation analysis identifies the challenges and their underlying causes which include limitations of existing legal, institutional and administrative frameworks: quality and relevance; access and participation; equity and inclusiveness; as well as efficiency and effectiveness.

2.1 Quality and Relevance

Quality and relevance in higher education has been a preoccupation of Government and significant strides have been recorded in upgrading of lecturer skills, improvement of equipment and curriculum review and development as interventions for improving quality. In addition, regulatory bodies have been established to ensure adherence to standards.

Despite these strides, quality and relevance has remained a challenge due to a number of factors. These include poor linkages among higher education institutions and between these institutions and industry; inappropriate curriculum, inadequate qualifications of academic staff; insufficient training materials and equipment; and poor teaching and learning facilities. This is especially prominent in the areas of Science, Technology, Engineering and Mathematics (STEM) and innovation. Further, there is inadequate funding to support research and development.

There is also a mismatch between the skills demanded by industry and the graduates produced in the higher education institutions. As a result, the graduates are unable to find employment in industry or in some cases have had to be retrained by their employers before recruitment.

Despite establishing the regulatory authority with an inspectorate function, the Higher Education Authority (HEA) authority has been unable to carry out the function due to structural and financial inadequacies. This has caused challenges in monitoring of quality in higher education institutions.

The above constraints have contributed to poor teaching and learning, low research output, and uncoordinated consultancy and community services, which are core functions of Higher Education Institutions. In addition, training in STEM can promote innovation and national development.

2.2 Access and Participation

Zambia, in the recent past has made strides in increasing access to higher education through construction of infrastructure, alternative modes of learning, and promotion of private-sector participation, among others. This has led to an increase in the number of students enrolled in both public and private institutions.

Despite the increasing number of higher learning institutions and the corresponding increase in student enrolments, access to higher education still remains low. This is attributed to inadequate infrastructure such as student accommodation, lecturing facilities and laboratories, and inadequate lecturers/instructors. Further, private sector involvement in higher education remains low and has therefore, not led to a marked increase in access to higher education. The rate of absorption has also remained low, estimated at 12% of school leavers per annum for both public and private universities. Higher education institutions have relied on traditional face-to-face modes of teaching and learning which demands high-level infrastructure development. Consequently, the capacity to increase enrolments has been hampered.

In TEVET, the preparation of qualified work force that will support Zambia's Vision 2030 requires an effective educational system that integrates academic instructions and a structured hands-on practical training. The country has embarked on the implementation of a two-tier career pathway. However, the skills tier is not modelled to develop highly skilled professionals, especially in technical fields, as it does not have progression routes that allow learners to pursue higher-level qualifications. This presents bottlenecks in career progression and affects quality and relevance.

Some institutions such as The University of Zambia are currently able to access e-learning resources from partners like Astria Learning. This is a continuous process so that challenges such as resistance to new technology and/or change, travel/accommodation costs being faced in institutions can eventually be eliminated or reduced to enhance quality education, enable

full participation and meet the growing student population. E-Learning systems such as the Astria Learning Management System enable students from various regions to access the same high-quality lectures featuring asynchronous tools with offline functionality for inclusion and synchronous tools such as built in web conferencing to bridge the distance.

2.3 Equity and Inclusiveness

Equity interventions in higher education have strived to achieve fairness and inclusion by gender, ability, disease burden, geographical location and financial vulnerability. Government introduced initiatives in higher education to support vulnerable groups.

2.3.1 Gender

Currently, Zambia has made significant progress in achieving gender parity in university education. There has been an increase in female participation in commercially oriented fields such as Humanities, Business and Education, with female participation around 50%. However, in Science, Technology, Engineering and Mathematics (STEM) courses, there is a low female representation, which stands at 25% of all learners.

2.3.2 Disability

Most higher learning institutions do not have the requisite facilities and lecturing staff to support special education needs. This has contributed to inhibiting potential learners with special education needs from accessing higher education.

2.3.3 Disease Burden

The Higher Education sector has not been spared from the effects of diseases such as HIV and AIDS, Malaria, Diabetes, Hypertension and Cancer given the high numbers of teachers, non-teaching staff, and learners that are affected. The direct impact of disease has been absenteeism of teaching staff and learners, disruption of classes due to frequent sickness, stigmatization, economic losses linked to early retirement of teaching staff. Loss of learning opportunities due to lost benefactors and sponsors has been another effect.

2.3.4 Geographical Location

In 2015, the national incidence of poverty was estimated at 54.4%, while rural poverty was estimated at 76.6%. The high rural poverty levels have continued to be a barrier to equitable access to higher education. The provision of financial support to selected students at higher education institutions has not been adequate to meet the demand. Further, although it has been Government policy to expand higher education, the majority of the university enrolments are from the urban and well-to-do population. In addition, the urban location of most higher education institutions continues to contribute to difficulties in access for rural based secondary school graduates. This is where the value of alternative educational models and modes can lessen this geographical burden enabling students to reach these high-level urban institutions from home.

2.3.5 Poverty and Student Financial Support

Government has implemented interventions to support the financially vulnerable learners in order to promote equity in access to higher education. One such intervention is the bursary scheme, which was implemented until 2004. The lack of a built-in mechanism to identify urban poor and rural students has resulted in most learners entering universities coming from better-off households located in urban areas. Therefore, the bursary scheme benefitted the relatively rich segments of the population and thus contributed to an inequitable distribution of public expenditure. However, with the increase in student enrolments, this intervention became unsustainable prompting Government to change the bursary into a loan scheme established under the Higher Education Loans and Scholarships Act No. 31 of 2016. The loan scheme is a revolving fund aimed at increasing access. Despite the establishment of the Higher Education Loans and Scholarships Board in 2016, the loan recovery system was not in place and no recoveries had been made.

2.4 Efficiency and Effectiveness

In order to enhance efficiency and effectiveness, Government introduced measures guiding budgeting processes; performance management systems including monitoring and evaluation, among others. In this regard, Government introduced Output Based Budgeting which links resources to outputs. In addition, Government facilitated the strengthening of Management Information Systems and helped to build capacity in Monitoring and Evaluation in higher education institutions.

Efficiencies and effectiveness in Higher Education are mostly measured by examining whether graduates find space in the labour market. However, the relevance and efficiency of Higher Education has increasingly come under scrutiny as Universities are challenged to be responsive to the dynamic needs of the labour market and to have better efficiencies. In spite of the interventions put in place to improve efficiency and effectiveness, Higher Education Institutions continue to face challenges in effectively managing their operations. This is due to a weak financial resource base, huge debt burden, run-down infrastructure, low staffing levels and diminishing morale among staff. Other challenges include non-adherence to management systems; emergence of dual management systems with the unionisation of academic staff; inadequate monitoring and evaluation systems and tools; and inappropriate structures to provide oversight and instil discipline. This has affected the efficient running of the universities and has resulted in reduced effectiveness in these institutions. One alleviation has been the implementation of e-learning solutions, which does not require physical further infrastructure funding.

2.4.1 The Legal and Institutional Framework

Zambia runs a fragmented Higher Education system which lacks coordination mechanisms. While on one hand Government through Ministry of Higher Education

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provides policy direction, different line Ministries (General Education, Justice, Agriculture; Finance; Tourism; and Health) and Cabinet Office on the other hand provide policy and legal oversight to institutions of learning in specialised areas such as education, law, agriculture, accounts, tourism health and public administration. The laws governing higher education are covered under the following pieces of Legislation: Higher Education Act No. 4 of 2013; Zambia Qualifications Authority Act No. 13 of 2011; Technical Education, Vocational and Entrepreneurship Training Act No. 13 of 1998; National Institute for Public Administrators (NIPA) Act No. 15 of 1998; Teaching Professional Act No. 5 of 2013; Zambia Institute of Advanced Legal education (ZIALE) Act No 9 of 2011; The Education Act No. 23 of 2011; and, Tourism and Hospitality Act No 13 of 2015 among others.

This has created segmentation and lack of synergies in the provision of higher education. It has also affected the standardisation of quality assurance due to varying regulatory bodies.

2.4.2 Administrative Framework

At the administrative level, there exists overlapping of responsibilities among different regulatory and quality assurance institutions dealing with the higher education system. The definition of responsibilities is vital to avoid the gaps, conflicts of interest, duplication of regulatory activities, increased bureaucracy, fragmentation of efforts and inefficiency in systems and functions. There is, therefore, a very strong need for better coordination and separation of mandates for regulatory authorities that have overlapping jurisdictions. The system requires an integrated, multi-sectoral, and multi-disciplinary approach, decentralized decision-making bodies, and the participation of different stakeholders including private higher learning institutions.

Further, the Zambian qualifications landscape has for many years been uncoordinated as many players have awarded qualifications using varying standards not easily comparable within Zambia, in the region and internationally. Recognition of Zambian qualifications internationally has been negatively affected as many graduates from Zambia have been subjected to bridging examinations even when the qualification they possessed was of more superior quality.

In order to mitigate these challenges, the Government established the Higher Education Authority (HEA) to register higher education institutions and accredit learning programmes and Zambia Qualifications Authority (ZAQA) to register, accredit and validate qualifications. The Authorities, however, have not been able to fully carry out their mandate mainly due to inadequate human resources, financial challenges and limitations in the respective legal frameworks.

2.4.3 Financing of Higher Education

Government financing of higher education has increased over the years. The Government has introduced a new financing strategy to improve operational

efficiency in public institutions. Currently, funding to public Higher Education Institutions is through a combination of direct government funding and user fees. Financing is also ideally supposed to be sourced through research and consultancy. Public Higher Education Institutions, however, have depended on direct Government funding. In addition, revenue from research and consultancy has remained low. This is mainly due to low investments in these two areas as well as poor accountability mechanisms especially for resources earned through consultancies and other internally generated interventions.

Given the limited availability of public resources and the legitimate competing demands of other sectors of the economy, it is clear that government budgetary allocations alone will not be sufficient to ensure quality higher education. This has been exacerbated by the lack of sufficient private sector participation in the financing of university education.

This funding challenge has affected Research, Innovation and Development in higher learning institutions. This constraint has also contributed to poor quality in teaching and training, low research output, and uncoordinated consultancy and community services, which are core functions of higher education institutions.

2.4.4 Discipline, Human dignity and Ethics

It has increasingly become clear that the national tenets of Zambia as a Christian nation are being compromised through adopted behaviours, moral debasement and lack of guidance, especially in the youth. The higher education and skills sector plays a major role in providing skills to develop members of society that can contribute to national development. However, more should be done to ensure that graduates are not only equipped with the knowledge and skills necessary for work but also with the ethics and moral standing to ensure patriotism, human dignity and discipline. The higher education system currently is characterised by student riots, lecturer unrest and confrontational and sometimes violent interactions as opposed to peaceful dialogue.

In addition, the Higher Education Act No. 4 of 2013 provides for the establishment of a tribunal to investigate and consider disciplinary cases of various categories of staff in Higher Education Institutions and according to the Act, all supervising officers have to refer disciplinary matters to the tribunal. This has provided challenges in discipline, as there are delays in imparting discipline and also takes away authority of supervising officers over their direct reports. This has resulted in gross indiscipline and lawlessness in the institutions of higher learning.

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There is need, therefore, to build frameworks that will support the promotion of national identity, patriotism, ethical conduct, human rights, dialogue, entrepreneurial and leadership skills. This will help to not only improve discipline but also develop well rounded graduates that will ably contribute to the national development process.

PART III: VISION, RATIONALE, AND GUIDING PRINCIPLES

3.1 Vision

Given the context elaborated above, the Vision for the higher education and skills development sector is:

“An inclusive, innovative, relevant and quality lifelong higher education and skills training system.”

3.2 Rationale

The rationale for formulating the Higher Education Policy is to establish a coordinated framework for quality higher education and skills training in the country. Currently, Zambia does not have a dedicated policy on higher education and skills development and largely depends on the *Educating Our Future* Policy of 1996 whose emphasis was on promoting basic education through primary and secondary education. While it is acknowledged that the *Educating Our Future* Policy may remain relevant in some areas, it is noted that it has not undergone any revision considering the major changes and trends that have emerged in higher education at global, regional and national levels. Among these are involvement of private sector in higher education, global agendas, and financing of higher education.

This Policy will address challenges and weaknesses identified in the regulatory frameworks and institutional arrangements in higher education and skills training. Further, it will provide a framework for managing and financing higher education and skills training to enhance access, quality, relevance, efficiency, and equity in the sub-sector.

It will also provide a framework that will allow the implementation of existing and future initiatives and opportunities in a more coordinated manner,

3.3 Guiding Principles

The Principles below will serve as the basis for Policy direction in the delivery of higher education in the country.

3.3.1 Access and Quality

Government will ensure that every Zambian, regardless of their geographical location, gender, age, ability, race, social, economic, cultural, or political status have equal access to quality higher education.

3.3.2 Participation of all stakeholders

In the implementation of the Policy, the Government will provide a conducive environment for the participation of local communities and private sector stakeholders to promote access and quality in higher education and skills training.

3.3.3 Transparency and accountability

The Higher Education sector shall be administered in an open and accountable manner with the engagement and participation of all relevant stakeholders including state, private sector and non-state actors

3.3.4 Equality and non-discrimination

The Policy will promote objectivity and shall not be influenced by any discriminatory bias, be it on grounds of age, race, colour, gender, language, religion or belief, political or other opinion, national or social origin, citizenship or domicile, birth, education, social, economic or other status in the provision of higher education;

3.3.5 Universality and Completeness

The training provided in Higher Education institutions shall be aimed at churning out graduate with not only the necessary academic competences but also with all other requisite characteristics necessary for creating a universally acceptable, responsible and productive member of society.

PART IV: POLICY OBJECTIVES AND MEASURES

The overall objective of this Policy is to coordinate, regulate and improve higher education and skills training in Zambia.

The specific Policy objectives are:

1. To enhance quality and relevance in the provision of higher education;
2. To increase equitable access and participation to quality higher education;
3. To enhance equity and inclusion in higher education;
4. To enhance efficiency and effectiveness of higher education;
5. To promote alternative sources for financing Higher Education; and
6. To enhance career development support to students.

The following are the policy objectives and measures that will be pursued to attain the Vision for higher education and skills training.

Policy Objective 1: Quality and relevance

To enhance quality and relevance in the provision of higher education.

Policy Measures:

- (a) Facilitate the development and implementation of a Human Resources Development Strategy;
- (b) Establish and implement mechanisms for monitoring quality in higher education institutions;
- (c) Capacity building for universities through Loans and Scholarships Board;
- (d) Facilitate the provision of teaching and learning materials as well as training equipment to public higher education institutions;
- (e) Promote innovation, research and development in higher education;
- (f) Promote the learning of Science, Technology, Engineering and Mathematics (STEM) in higher education institutions; and
- (g) Enhance partnerships between higher education institutions, research institutions and industry.

Policy Objective 2: Access and Participation

To increase access and participation to quality higher education.

Policy Measures:

- (a) Facilitate the improvement of infrastructure, including water and sanitation, ability and gender inclusiveness, in the existing higher learning institutions;
- (b) Establish new higher education institutions particularly in underserved and outlying areas;
- (c) Promote the use of alternative modes for delivery of higher education;
- (d) Promote effective participation of the private sector and other stakeholders in provision of higher education;
- (e) Establish Technical Universities to provide progression routes in TEVET; and
- (f) Promote the development of systems that integrate academic instructions and structured hands on practical training.

Policy Objective 3: Equity and Inclusiveness

To enhance equity and inclusion in higher education.

Policy Measures

- (a) Enhance gender balance particularly in STEM programmes;
- (b) Promote access for differently abled learners and learners with special needs;
- (c) Promote training on disease burden prevention to employees and learners;
- (d) Establish new higher education institutions in underserved, rural and outlying areas; and
- (e) Establish mechanisms for the rural and urban poor, and male and female students to access students' loan and scholarships.

Policy Objective 4: Efficiency and Effectiveness

To enhance efficiency and effectiveness of higher education

Policy Measures

- (a) Streamline management systems in higher education;
- (b) Enhance budgetary allocation to higher education;
- (c) Promote sustainable financing of higher education;
- (d) Establish a sustainable financing strategy for public universities;
- (e) Facilitate the undertaking of Government Research and Consultancy in universities;
- (f) Establish effective and transparent systems of accountability;
- (g) Establish effective M&E systems in the higher education; and
- (h) Establish and promote the need for access to up to date materials and books.

Policy Objective 5: Financing of Higher Education

To promote alternative sources for financing Higher Education

Policy Measures

- (a) Enhance capacity of the Higher Education Students Loans and Scholarships Board loan recovery system;
- (b) Establish mechanisms to promote establishment of alumni;
- (c) Promote research and development at higher education; and
- (d) Promote innovation in higher education institutions.

Policy Objective 6: Discipline, Human dignity and Ethics

To enhance ethical conduct and discipline for both students and staff in Higher Education Institutions.

Policy Measures

- (a) Promote ethical and career guidance in institutions of higher learning;
- (b) Mainstream ethical and national values in higher education curriculum;
- (c) Mainstream critical thinking and problem solving in higher education curriculum;
- (d) Mainstream entrepreneurship skills in higher education curricula to promote self-employment; and
- (e) Establish clear, timely and transparent disciplinary processes for universities.

PART V: IMPLEMENTATION FRAMEWORK

Effective delivery of the aspirations of the Higher Education Policy will depend heavily on the implementation framework, whose key components are the institutional arrangements; the legal framework; resource mobilisation and financing; and monitoring and evaluation.

5.1 Institutional Arrangements

Institutional arrangements will include management and governance structures, which will facilitate the effective delivery of the policy aspirations.

The policy will be coordinated and implemented through the existing institutional, organisational and management structures. The Ministry of higher education will be responsible for policy and legal framework formulation, strategic decision making, standard setting and enforcement, and overall coordination of the implementation.

Statutory bodies will ensure that the relevant laws and regulations are developed and enforced to ensure increased equitable access, enhanced quality and relevance, and effectiveness. Higher Education Institutions (HEIs) will serve as major implementing agencies.

5.1.1 Intra and Inter-Sectoral Collaboration

The Ministry of Higher Education will take the overall responsibility for coordinating and ensuring successful implementation and attainment of the objectives of this Policy. However, several other players will be involved in the implementation of the Policy as follows:

5.1.1.1 Executive, Legislature and Judiciary

The Ministry of Higher Education shall advocate for higher-level commitment and support the central government, including the Executive, the Legislature and the Judiciary to enhance quality and increase access to higher education. Parliament will play a role in enacting appropriate laws and allocating funding to higher education. The judiciary will play a role in enforcing the relevant statutes.

5.1.1.2 Line Ministries

Line ministries will participate in the delivery of higher education within their mandates given the fact that Education does not only depend on the provision but other determinants such as health, food security and nutrition, water and sanitation and poverty reduction. Furthermore, government has adopted the integrated approach to development, which has provided a platform, the Cluster Advisory Groups (CAGs), for increased collaboration of the line ministries. However, there will be need to

streamline the regulatory and quality assurance functions and place them under the ambit of the Ministry of Higher Education.

5.1.1.3 Faith Based Organisations (FBOs)

The FBOs will play an important role in the implementation of policy through the delivery of higher education across the country.

5.1.1.4 Civil Society Organisations (CSOs)

The CSOs will play an important role in the implementation of the policy through advocacy and financial support to vulnerable learners.

5.1.1.5 Private sector

The Private sector has continued to contribute to higher education through financial support to students and running some higher education institutions. The role of the private sector will need to be enhanced to include support to research and consultancy, infrastructure development and financing of faculties in public universities

5.1.1.6 Communities

The government will work towards strengthening community involvement in the planning, management, implementation and monitoring and evaluation of higher education.

5.1.1.7 Cooperating Partners (CPs)

The Cooperating Partners are expected to play an important role in the implementation of the policy, through the provision of financial and technical support to the sector. The support will be through general budget support, earmarked budget support and project support. The Cooperating Partners are required to support the higher education sector by aligning and synchronising their interventions with the national priorities and timelines as specified in the Education sector strategic plan and the national development plan.

5.2 Legal Framework

The higher education sector has been operating within the legal framework as provided under the following legislation:

- a. Education Act No 23 of 2011 ;
- b. Zambia Qualifications Authority Act No 13 of 2011 ;

- c. Technical Education, Vocational and Entrepreneurship Training Act No 13 1998 read together with the Amendment Act No 11 of 2005;
- d. Higher Education Act No 4 of 2013 - quality assurance framework to cover all HE institutions; and
- e. Higher Education Loans and Scholarships Act No 31 of 2016.

However, there is need to review the Higher Education Act No 4 of 2013 to support the implementation of this Policy. Further, Government will need to repeal / replace and review other related pieces of legislation to effectively implement this policy. It will also periodically review and harmonise various legislation pertaining to provision of education.

5.3 Resource Mobilisation and Financing

The Higher Education Policy requires sustainable financing to successfully achieve its desired objectives. Government shall mobilise financial and technical resources through the annual budget, Cooperating Partners, multilateral and bilateral agencies to support the institutionalisation of the Policy. The private sector will also be encouraged to play a bigger role in the financing of higher education.

5.4 Monitoring and Evaluation

Monitoring and Evaluation of the implementation of the Policy will be conducted through appropriate existing and new systems, procedures and mechanisms. The monitoring and evaluation frameworks under the CAGs will be responsible for providing advice in all matters concerning monitoring and evaluation in the cluster.

5.4.1 Monitoring

The Ministry of Higher Education will harmonise the cluster performance indicators and use these as the basis for the joint annual reviews, annual progress reports, and quarterly cluster reports. Indicators will include cluster performance; key performance indicators; outcome and output indicators to assess service delivery (quality, access, efficiency). They will be derived as far as possible from the routine monitoring systems and build on those required for monitoring and evaluation of the National Development Plans (NDPs), Mid-Term Expenditure Frameworks (MTEFs), and Annual Budgets.

The Higher Education Management Information System (HEMIS), Integrated Financial Management System (IFMIS), and Management Monitoring System (MMS) will be the major tools for data collection to support evidence-based decision-making in higher education.

5.4.2 Evaluation

The Policy shall be implemented through the successive Education and Skills Sector Plans (ESSPs). The Higher Education Policy shall have an initial review after five

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years and another review after ten years. The initial review will focus on progress made in the implementation of the higher education policy and assess the appropriateness of the overall strategic direction. The follow up review will assess the impact of the Policy implementation.