

**EVALUATION OF THE IN-SERVICE BASIC EDUCATION
TEACHER DIPLOMA PROGRAMME IN NAMIBIA.**

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DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and has not previously in its entirety or in part been submitted at any university for a degree.

SIGNATURE:

DATE:

Abstract

The In-Service Basic Education Teacher Diploma Programme (BETD Inset Programme) is a Namibian educational programme under the Ministry of Basic Education, Sport and Culture. It is a unified general preparation for unqualified and partly qualified teachers in Basic Education, with opportunities for specialisation in both phases of schooling and in subject areas. It seeks to strike a balance between professional insight, skills and subject knowledge.

A process of evaluation was implemented to assess the programme management and the programme workers' knowledge, skills and expertise, including their choice of methodology for implementing the BETD Inset Programme. The aim of the programme evaluation was to determine the effectiveness and sustainability of the BETD Inset Programme.

The problem statement of this study takes as its point of departure the prevalence of development programmes that are not implemented in an effective and sustainable manner, particularly in Third World countries. Many researchers and scholars have identified programme management as crucial to the effective implementation of development programmes. It is in response to this argument that this researcher decided to conduct a study on the National Institution for Educational Development (NIED)'s implementation of the BETD Inset Programme. The objective was to establish whether the existing programme management strategy implements the BETD Inset Programme effectively, and to explore the possibilities of recommending supporting strategy. This

study also referred to the issue of gender balance in the appointment of BETD Inset Programme management staff.

Qualitative methodology was used to obtain information from the BETD Inset Unit and Regional Education Offices, who play an important role in the implementation process of the BETD Inset Programme. The senior managers were interviewed and they provided information about the BETD Inset Unit management structures and the objectives achieved during the BETD Inset Programme implementation process. The implementation process plans set by the NIED were based on terms of reference provided by the Ministry of Basic Education, Sport and Culture to determine their effectiveness in achieving the set objectives.

The literature review of this study reflects the conceptual categories identified from an overview of programme management objectives in development programmes and distance education programmes. These conceptual categories are based on management models that are useful for programme management evaluation. The conceptual categories point out characteristics fundamental to the effective implementation of the BETD Inset Programme. These characteristics were used to formulate measuring criteria, and they formed the basis for the analysis of the study's results in chapter 5. BETD Inset Programme is defined as a distance education programme.

It was deduced that the BETD Inset Programme faced a number of challenges, and that consequently the NIED management had to implement the programme with a limited

infrastructure and work force. All these challenges are linked to one major factor, which is the lack of sufficient resources required for the effective implementation of the BETD Inset Programme in a sustainable manner. This study recommends that a strategy for potential stakeholder participation should be redesigned and effectively implemented, in order to secure sufficient resources to support the programme in a sustainable manner.

Opsomming

Die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma (BOOD-Insetprogram) is 'n Namibiese onderwysprogram onder leiding van die Ministerie van Basiese Onderrig, Sport en Kultuur. Dit is 'n samevattende algemene voorbereiding vir ongekwalifiseerde en deels-gekwalifiseerde onderwysers in Basiese Onderrig, met geleentheid vir spesialisering beide in skolingsfases en vakgebiede. As algemene doelstelling streef dit na 'n balans tussen professionele insig, vaardighede en vakkennis.

Program-evaluering is gedoen ten einde die programbestuur en -werkers te beoordeel volgens hulle kennis, vaardighede en kundigheid, insluitend hulle keuse van metodiek vir die implementering van die BOOD-Insetprogram. Die mikpunt was om die effektiwiteit en volhoubaarheid van die BOOD-Insetprogram te bepaal.

Die probleemstelling van die studie is daarop gebaseer dat ontwikkelingsprogramme, spesifiek in Derdewêreldlande, nie effektief en op 'n volhoubare manier geïmplementeer word nie. Navorsers en studente het die bestuur van ontwikkelingsprogramme as die sleutel tot die effektiewe implementering daarvan geïdentifiseer. Dit het daartoe gelei dat die navorser 'n studie onderneem het oor hoe die Nasionale Instelling vir Opvoedkundige Ontwikkeling die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma implementeer. Die doelwit was om vas te stel of die bestaande strategie vir programbestuur die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma effektief implementeer, en ook om 'n moontlike ondersteuningstrategie voor te stel. Die studie het ook die kwessie van geslagsbalans aangeraak ten opsigte van poste wat beklee word deur

bestuurspersoneel wat die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma implementeer.

'n Kwalitatiewe metode is gebruik om inligting te verkry vanaf BOOD-Implementeringseenhede en Onderwysstreekkantore wat 'n sleutelrol vervul in die implementeringsproses van die BOOD-Aanvangsprogram. Onderhoude is gevoer met lede van die topbestuur wat ook inligting verskaf het oor die BOOD-Inseteenheid se bestuurstrukture, en doelwitte wat in die implementeringsproses van die BOOD-Insetprogram bereik is. Implementeringsplanne, daargestel deur die Nasionale Instelling vir Opvoedkundige Ontwikkeling aan die hand van riglyne van die Ministerie van Basiese Onderrig, Sport en Kultuur, word gebruik om vas te stel hoe effektief hulle hulle doelwitte bereik.

'n Literatuur-oorsig vir hierdie studie weerspieël die konseptuele kategorieë wat geïdentifiseer kan word uit die gesamentlike bestuursdoelwitte van ontwikkelingsprogramme en afstandsonderrigprogramme. Hierdie konseptuele kategorieë is gebaseer op bestuursmodelle wat ook aangewend kan word vir die evaluering van programbestuur. Die konseptuele kategorieë identifiseer fundamentele kenmerke vir die effektiewe implementering van die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma. Hierdie kenmerke is gebruik om evalueringskriteria te formuleer asook die basis daar te stel vir die ontleding van die studie se resultate in hoofstuk 5. Die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma word getipeer as 'n afstandsonderrigprogram.

Die gevolgtrekking word gemaak dat die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma uitdagings in die gesig staar wat die bestuur van die Nasionale Instelling vir Opvoedkundige Ontwikkeling noop om die program met beperkte infrastruktuur en menslike hulpbronne te implementeer. Al hierdie uitdagings hou verband met een hooffaktor, naamlik die gebrek aan voldoende hulpbronne vir die effektiewe en volhoubare implementering van die Indiensprogram vir 'n Basiese-Onderrig-Onderwysdiploma. Die studie stel voor dat 'n strategie herontwerp en effektief geïmplementeer word vir deelname deur potensiële belanghebbendes ten einde voldoende hulpbronne te verseker om die program op 'n volhoubare wyse te ondersteun.

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Chapter 1

BACKGROUND TO THE STUDY

1.1 Introduction

The study examines the programme management of the In-Service Basic Education Teacher Diploma Programme (BETD Inset Programme), a Namibian educational programme under the Ministry of Basic Education, Sport and Culture. The BETD Inset Programme is implemented by the National Institution for Educational Development (NIED). The significance of this study is to evaluate the implementation of the BETD Inset Programme and make recommendations regarding its management.

Namibian national personnel manage and implement the BETD Inset Programme. Programme management is crucial to the effective implementation of the BETD Inset Programme in a sustainable manner. Development programmes function within ongoing organisations; they do not only benefit from the strengths of these organisations, but are also vulnerable to their weaknesses. To the extent that an organisation lacks administrative capacity and sufficient operating resources, the programme for which it is responsible will suffer.

The BETD Inset Programme is defined as a development programme. Development programmes are integrated into national organisations, have objectives and activities that reflect national priorities, and are implemented over the long term. Some developing countries have done a better job of achieving development over the years than others

have done. Managing the tasks of socio-economic transformation in the face of these difficulties is a challenge in itself. Contemporary literature has shifted its paradigm from concepts of “purely management” to “performance management” or “improving performance management”. This suggests that specific competencies are required for managing development programmes.

According to Brinkerhoff (1991:3-8), another underlying premise is that development programme managers are not simply administrative technicians carrying out plans designed elsewhere. Depending upon the nature of their programmes, development managers are called upon to fulfil many roles. They must often mobilise resources from various sources: public, private, local, national and international. They are sometimes required to stimulate community participation, while at the same time negotiating support for their programmes from political elites. They must frequently elicit co-operation from other organisations in both the public and private sectors over which they have little or no supervisory authority. Brinkerhoff (1991:8) defines development programmes as “long-term, multiple locations whose production and/or service delivery objectives and impact goals are derived from indigenous policy choices”. This means that development managers need to acquire the necessary competencies to enable them to implement development programmes effectively.

The following sections discuss the background of the educational situation in Namibia and the evolvement of the BETD Inset Programme.

1.2 The Namibian Education System after 1990

When Namibia gained its independence in March 1990, it inherited an educational system which was characterised by inequality and division. The Government of the newly independent Namibia is presently in the process of moulding the previous structures into one single national system for the education of all Namibian children on the basis of equal opportunities for all (Instant Project Proposal, 1992:3). At the time of independence, the first task was to create a national integrated educational system free from past ethnic and racial divisions.

The material conditions of the schools in the country ranged from excellent to very poor. The inequalities were evident between rural black and urban white schools. The rural black schools were characterised by insufficient learning materials, improper syllabuses, and unqualified teachers, among others. The urban white schools were better off in all these areas. The Ministry of Education, Sport and Culture is working to improve the conditions in all the schools across the nation. (Instant Project Proposal, 1992:3).

The reform process in the Ministries of Education is geared towards the goals of access, equity, quality and democracy. The reform was immediately followed by the introduction of a standardised curriculum in the primary and secondary education (National Plan of Action, 2002:15). According to Coombe, Bennel, Uugwanga and Wrightson (1999:7), the previously fragmented structure was unified into a national education system administered by a Ministry with thirteen Regional Education Offices guided by the

overall goals of access, equity, quality and democracy. Curriculum reforms were implemented in all school phases, a learner-centred methodology was promoted and access for disadvantaged and marginalised groups improved substantially.

The Government had embarked upon a process to provide seven years of free compulsory primary education, three years of junior secondary, and two years of senior secondary education, from the age of six years to the age of sixteen. Formal education is divided into four phases: Lower Primary from grades 1 to 4, Upper Primary from grades 5 to 7, Junior Secondary from grades 8 to 10 and Senior Secondary from grades 11 to 12 (National Plan of Action, 2002:16).

Education reform in Namibia was initiated through a variety of policy documents and position papers. The most important of these are as follows: “Education for All” (EFA) (1992); A Development Brief for Education, Culture and Training (1993); the National Development Plans 1 (1996) and 2 (2002); the Report of the Presidential Commission on Education, Culture and Training (1999); the Strategic Plan 2001 – 2006 of the Ministry of Basic Education, Sport and Culture; and EFA National Plan of Action 2001 – 2015. These broad policy statements reflect policy making and planning since independence. They incorporate the basic principles and goals of EFA expressed in Namibian policies (National Plan of Action, 2002:7 - 8).

The Namibian Government declared education as a first national “priority among other priorities”. It has consistently worked towards providing EFA that facilitates

development and social equity. Development in education in Namibia must be seen against the background of the Government's development goals. The latter goals, determined upon independence, were to revive and sustain economic growth, create employment, reduce inequity in income distribution, and reduce poverty. Namibia has one of the highest disparities between rich and poor among developing countries, and considerable resources have had to be invested in redressing the material imbalances that were the legacy of apartheid education policies prior to independence (National Plan of Action 2002:3).

Namibia's commitment to EFA is affirmed in Article 20 of the Constitution of the Republic of Namibia, adopted in 1990, which makes the full provision of and access to quality education a right for all children in Namibia. EFA has been the guiding policy for the education sector. The policy identifies the four broad goals of access, equity, quality and democracy as the main thrust of EFA in Namibia. These goals were further strengthened in the recommendations of the Millennium Development Goals on EFA to which Namibia is a signatory. By 2015, all United Nations Member States have pledged to achieve universal primary education and ensure that all boys and girls complete a full course of primary schooling (National Plan of Action, 2002:3).

The background information shows that the Namibian Education System is under a process of reform to address the educational inequalities that had been created by the apartheid legacy. The following section discusses the quality of education in Namibia.

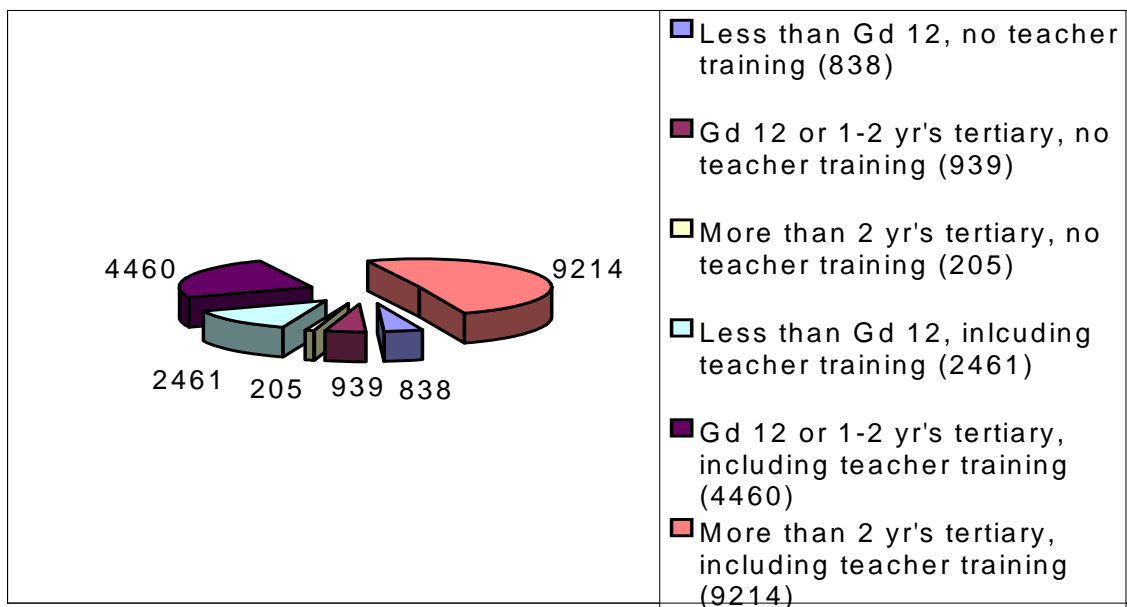
1.3 Quality of Education in Namibia after 1990

The Ministry of Basic Education, Sport and Culture (MBESC), in consultation with the United Nation Development Programme (UNDP), released the examination results for grade 10 and 12, among others, in December 1999 and January 2000, respectively. The examination results were compared over the years to determine the pass rate in the given grades. The statistics were published through the UNDP Human Development Report 1998 – 2001. In 1999, 46.8% of students achieved the minimum 22 points necessary to continue from grade 10 to grade 11, in comparison to only 46.5% in 1998. However, the proportion of unsuccessfully completed subjects increased from 13.5% to 15.1%, reverting to the level of 1996. The entry level to proceed to grade 11 remained unchanged at 22 points, and is thus still far from the figure regarded by the MBESC as being ideal, namely 27 points. This indicates that poor performances could be expected in the subsequent grades because there is no significant improvement in student performance (UNDP Report, 2001:5).

There was also a slight increase in the International General Certificate of Secondary Education (IGCSE) results on the number of ungraded subjects, with failures from 13.9% to 14.3%. The proportion of graded subjects for Higher International General Certificate of Secondary Education (HIGCSE) increased from 95.1% to 96.1%. Although results are sometimes difficult to compare, since requirements to obtain marks are not consistent over years, the following observations are of concern. Grade 10 students performed poorly in mathematics (54% were ungraded compared to 50% in 1998) and in physical science (UNDP Report, 2001:5).

The need assessment carried out by Ministry personnel and international experts has identified factors influencing the poor performance of the students. The assessment established that the quality of education is influenced by many factors, such as teacher qualification, effectiveness, professionalism, resource allocation, language proficiency and management. To tackle these problems the Ministry embarked upon an extensive programme to provide classrooms, laboratories and libraries (National Plan of Action, 2002:18). The professional qualifications of the teaching force vary considerably. In the more densely populated northern regions of the country, the majority of teachers are not formally qualified to teach at the level they are required to teach. At the other end of the spectrum, most of the urban schools have teaching staff who are well-qualified (Instant Project Proposal, 1992:3). Figure 1.1 illustrates the qualification of teachers in Namibia.

Figure1.1
Qualification of Teachers: 2001



(National Plan of Action, 2002: 22)

Although quality of education focuses more on learning than on teaching, the quality of teaching influences the quality of learning and thus the teaching remains important (Cowan, 1994:59; Hendrik, 1992:34).

The next section discusses the evolution of the BETD Inset Programme.

1.4 Evolution of the In-Service Basic Education Teacher Diploma Programme

The BETD Inset Programme is a unified general preparation for unqualified and partly qualified teachers in Basic Education, with opportunities for specialisation in both phases of schooling and subject areas. It seeks to strike a balance between professional insight and skills and subject knowledge (Broad Curriculum, 2003:1).

The need for an improvement in classroom teaching in Namibian schools has emerged from a number of research studies on teacher training, conducted even before Independence. A watershed conference to plan the improvement of teacher education took place in Lusaka, Zambia, in 1989. The importance of the conference for Namibia was to learn lessons from other countries in the areas of teacher education. In 1990 and 1991 alone, at least 15 reports, analyses and policy statements were produced which have a bearing on teacher education (Higgs, 1993:1).

The Ministry of Basic Education, Sport and Culture felt that more information about the specific needs of teachers was needed, and a survey of teachers' needs was therefore

carried out at the end of 1991. A random sample survey of 418 teachers in 124 schools throughout the country was conducted. The research team organised by the United Nations for Educational, Scientific and Cultural Organisation (UNESCO), composed of both Ministries of Education personnel and international experts, collected information about the qualifications of teachers in schools, the frequency and type of in-service training they already had and their needs for further training. The principals of the schools visited were also asked what they wanted with regard to instructional improvement in classrooms (Higgs, 1993:1).

The needs and interests teachers expressed in the survey provided the basis for the In-Service Teacher Education Programme. These needs include the following:

1. Contact courses should be provided during school holidays and at centres close to home by college lecturers or other qualified personnel;
2. The programme should be completed within a short period; and
3. Teachers will pay for course materials and contact instruction.

It was agreed that the in-service teacher-training programme should recognise, promote and assist the involvement of non-governmental educational organisations, among others UNESCO and UNDP, in the development and implementation of its curriculum. The task of training educational managers and school personnel was given to the Project

Implementation Unit of the National Institute of Educational Development (NIED) in 1991 (Higgs, 1993:3).

According to Higgs (1993:5), the official launch of the In-Service Teacher Education Programme in March 1993 resulted in the following general objectives:

1. To promote proficiency in the official language, English, and other Namibian languages for teaching purposes;
2. To improve general knowledge, subject competencies, educational leadership and teaching skills of teachers so that they can teach with confidence;
3. To ensure coherence between the requirements of both the pre-service and in-service programme;
4. To encourage the on-going professional growth of all teachers by continually introducing them to the practice of teaching; and
5. To assist teachers to master the theory and practice of modern teaching methods that have been shown by research to improve pupil achievement.

The In-Service Teacher Education Programme is essentially a way of educating teachers while they are still working. It has been designed in Namibia to complement the pre-service training programme which leads to the Basic Education Teacher Diploma (BETD), but it is also intended to provide a structure to train teachers to use a reformed basic education curriculum for Grades 1 to 10 (Higgs,1993:10).

To begin a systematic cycle of in-service training within the Ministry of Education, Sport and Culture, the course of study followed the same pattern as that of the Pre-Service BETD offered by Colleges of Education on a full-time basis. It consisted of foundation studies in EFA untrained and professionally uncertified teachers, specialised study for each level of the basic education programme, and an emphasis on teaching methodology for individual subject areas. The modular design has been planned so that in-service methods can apply to senior secondary level (Grades 11 and 12) and be adapted for the special needs of schools as they arise (Higgs, 1993:10).

The study materials of various subjects are organised into modules (three per subject per study year), except in School Based Activities that consist of practical work in the schools where the Inset teachers are employed. One module consists of 120 hours of instruction, reading, study, practice, activities, including project work, and tests of various kinds.

The modules have been designed to be used in a number of different ways. For example, the module may be used to impart teaching skills in a face-to-face lecture situation, as the basis for teachers to train themselves at home or in their schools, or to provide basic information about subjects and teaching techniques. In order to define the parameters of learning for serving teachers, instructional materials, called module guides, have been designed to provide guidance on how the 40-hours learning opportunities are to be used, monitored and assessed. In general, module guides comprise learning outcomes, motivating activities, content and related learning activities, evaluation, practice and

reference materials. This pattern will change depending on the needs of various subjects. Guides will be prepared for teachers in training and for trainers in some subjects like Science and Mathematics (Higgs, 1993:15). As a result of this planning, the pilot programme was tried out in 1994; it is attached hereto as Appendix A.

The development objective of the programme is to assist the Government in achieving its four main goals for the education sector, namely access, equity, quality and democracy in the delivery of educational services in order to achieve the ultimate objective of EFA. The next section discusses the changes made to the BETD Inset Programme for effective implementation.

1.5 Current status of the In-Service Basic Education Teacher Diploma Programme

The BETD Inset Programme is a revision based on the experiences of the pilot phase of the in-service programme, started in 1994. It is part of a process to constantly renew and improve teacher education in response to the changing needs of children and young people, and to contribute to the development of Basic Education. According to Coombe et al. (1999:19), it was originally intended as a six-year course, but was reduced to four years starting with the 1996 intake.

The BETD Inset Programme focuses on professional specialisation, reflecting the needs of teachers for different phases of education. Each Inset teacher is thoroughly trained to teach in an area of learning of the curriculum within a particular phase of Basic

Education. Inset teachers are thus prepared to teach in Grades 1 to 4, or to teach in Grades 5 to 10 (Broad Curriculum, 2003:5).

The normal study period at minimum entry level is four years. Recognition of Prior Learning for enrolment in the BETD Inset Programme follows the guidelines stipulated by the NIED Inset Unit. For teachers already in possession of a Teaching Certificate, for example, advanced placing is allowed. Appropriate teaching experience and qualifications already obtained are considered, and an Inset teacher is credited for some modules to be able to complete the programme in a shorter period (Broad Curriculum, 2003:6).

Inset teachers who qualify for advance placing may be required to:

1. Write one or more diagnostic tests to establish if they have achieved the required academic standard.
2. Complete a bridging course as an option; for example, Inset teacher can be exempted from doing the first phase of modules and start with second year modules.

The BETD Inset Programme provides assistance and support to Inset Teachers through Contact Sessions three times a year during school holidays at six centres throughout the country. Figure 1.2 illustrates the schedule for BETD Inset Programme Activities.

Figure 1.2

**SCHEDULE FOR BETD INSET PROGRAMME ACTIVITIES FOR THE 2003 –
2004 ACADEMIC YEAR**

DATE	ACTIVITY
1. August 18 – August 22	First Contact Session
2. September 8 – December 6	Self- Study
3. December 8 – December 12	Second Contact Session
4. December 15 until the school closes for the April/May Holiday, 2004	Self-Study
5. First week of April/May Holiday, 2004	Third Contact Session
6. August 31, 2004	End of Academic Year

(NIED Information Brochure, 2003:5)

The main aim of the BETD Inset Programme is to develop the professional expertise and competencies that will enable teachers to optimise the new Basic Education for learners, and to be fully involved in promoting educational reform in Namibia (see Appendix B).

The BETD Inset Programme is an ongoing developmental educational programme of the Ministry of Basic Education, Sport and Culture.

1.6 Statement of the Research Problem

The statement of the research problem is that “effective programme management of the BETD Inset Programme leads to effective implementation in a sustainable manner”.

1.7 Objectives of the Study

The main objectives of the study were:

1. To evaluate the programme management of the BETD Inset Programme implemented by the NIED;
2. To acquire knowledge about the effectiveness of the programme management of the BETD Inset Programme; and
3. To make recommendations to the NIED about the programme management of the BETD Inset Programme.

1.8 Research Questions

The most important factor to bear in mind is that programme management is a process not an event. The following question will lead the research paper: Is the BETD Inset Programme managed successfully?

In order to answer this question adequately, the following sub-questions were addressed:

1. What is the organisational structure of the NIED BETD Inset Unit, and what are the functions of management divisions/sub-divisions responsible for the programme management of the BETD Inset Programme?

2. To what extent does the NIED BETD Inset Unit involve stakeholders in the management of the BETD Inset Programme?
3. Is the BETD Inset Programme effectively coordinated?
4. Is the BETD Inset Programme self-sustained in terms of capacity building, and is it financially viable?
5. Does the appointment of BETD Inset Unit management staff address the issue of gender balance proactively?

1.9 Significance of the Study

No study has been done on the effectiveness of programme management of the BETD Inset Programme. This study aims to fill this gap. The findings of the study will address aspects of programme management and improved management proficiency, which are vital to effective implementation of the BETD Inset Programme in a sustainable manner.

1.10 Demarcation and Limitation of the Study

Programme management covers many aspects from different disciplines. For the purpose of this study, aspects from development management theory, organisation theory and distance education theory were covered. Due to financial and time constraints, the study was conducted in only three regions, namely Oshana, Khomas and Kunene.

1.11 Research Methodology

Qualitative methodology was used to get information from the BETD Inset Unit and the Regional Education Offices, who play a role in the implementation of the BETD Inset Programme. The top managers were interviewed and provided information about the BETD Inset Unit management structures and the objectives achieved during the BETD Inset Programme implementation process. Implementation process plans set by the NIED were based on terms of reference provided by the Ministry of Basic Education, Sport and Culture to determine their effectiveness in achieving the set objectives.

Permission to conduct a study on the delivery of the BETD Inset Programme was obtained from the Director of NIED (see Appendix E). Some respondents were however uncomfortable with their part in the interviewing process and strict confidentiality will therefore be maintained when dealing with controversial information.

The following forms of secondary data were used:

1. published text books and studies in the field of programme management;
2. the NIED policy and manual documents;
3. the Ministry of Basic Education, Sport and Culture policy documents;
4. reports by the United Nations regarding education;
5. journals; and
6. information from the internet.

Comments, ideas, views or concerns arising from interviews were presented in fairly broad terms. The research methods will be discussed in detail in chapter two. The following section discusses the outline of the study.

1.12 Outline of the Study

Chapter 1 commenced with an introduction to and background of education in Namibia. In it, the following aspects were considered: the Namibian educational system after 1990; the quality of education in Namibia after 1990; the evolution of the BETD Inset Programme; and the current status of the BETD Inset Programme. In addition, the first chapter presented the research problem, the study's objectives, the research questions, the significance of the study, the demarcation and limitation of the study, the research methodology, the chapter outline, and the definitions and terms used in the study.

Chapter 2 discusses the literature review used in the study. It reflects the conceptual categories of programme management in development programmes and distance education programmes. These conceptual categories point out characteristics fundamental to effective implementation, and were used as a theoretical framework to substantiate the analysis of the results in chapter 5. The categories discussed are programme evaluation theories, programme management in the Third World, structural configurations, capacity and sustainability, co-ordination of development programmes, distance education, competency in distance education, and institutional collaboration.

Chapter 3 discusses the research methodology used in this study. A qualitative methodology was used, and the chapter presents the conceptual categories, measuring criteria, population, sample of participants in the study, the instruments for collecting data, data analysis procedures and validity check employed in the research process.

Chapter 4 discusses the results of the study, which outline the programme management situation and the constraints facing the implementation of the BETD Inset Programme.

Chapter 5 analyses the results and findings of the study. It presents an analytical and detailed discussion of the programme management situation of the BETD Inset Programme, the general views of the people involved and the findings.

Chapter 6 discusses recommendations based on the findings and conclusions of the study. These include the recommended strategic plans of action, the proposed model for the BETD Inset Programme Communication Strategy, and recommendations for future research.

1.13 Definitions and Terms Used in the Study

The following concepts were used in the study:

Basic Education Teacher Diploma Inset Unit: “The responsible implementing unit of the Basic Education Teacher Diploma Programme under the National Institution for Educational development” (Higgs, 1993:10).

Capacity-building: “In practical terms, people need access to things such as, training, networks and organisations, appropriate tools and equipments, transport, communication, credit among others” (Kotze , 1997:75).

Co-ordination: “Information sharing, resource sharing and joint action” (Honadle & Cooper in Brinkerhoff, 1991:41).

Development programme: “Long-term, multiple locations whose production and/or service delivery objectives and impact goals derive from indigenous policy choices” (Brinkerhoff, 1991:8).

Inset teachers: Refers to serving teachers enrolled in the BETD Inset Programme (Higgs, 1993:10).

Management: “Management can be thought of as four functions: planning, organising, motivating and controlling” (Freeman, 1997:5).

Participation: “Is an essential part of human growth, that is the development of self-confidence, pride, initiative, creativity, responsibility and co-operation” (Burkey, 2000:56).

Programme management: Refers to the coordinated management of a portfolio of projects to achieve a set of business objectives (Programme Management Group, 2003:11).

Programme structure: Programme structures are distinct from organisational structures, having certain characteristics that derive from the nature of the programme. Although programmes are linked to existing organisations, they are rarely implemented solely by one entity. This means that programme structures are composed of pieces of various organisations, sometimes combining public and private entities (Brinkerhoff, 1991:100).

Programme sustainability: Refers to the ability of a programme to produce outputs which are valued sufficiently by beneficiaries and other stakeholders that the programme receives enough resources and inputs to continue production (Brinkerhoff, 2000:22).

Stakeholder participation: Stakeholder participation entails that beyond clients there are other actors in the proximate environment who are interested in and/or value or oppose what the programme does or does not produce (Brinkerhoff, 2000:16).

School Based Activities: Refer to the application of theoretical concepts to classroom experience (NIED Information Brochure, 2003:3).

1.14 Summary

The Namibian government declared education as a first national “priority among other priorities”. Development in education in Namibia must therefore be seen against the background of the Government’s development goals. The quality of education is influenced by various factors, such as teacher qualification, effectiveness and professionalism, which led to the implementation of the BETD Inset Programme.

The BETD Inset Programme focuses on professional specialisation reflecting the needs of teachers in different phases of education. It is evident that many development programmes, particularly in Third World countries, have not been implemented in an effective and sustainable manner. Programme management is crucial for the effective implementation of development programmes. The significance of this study is that it addresses aspects of programme management vital to the effective and sustainable implementation of the BETD Inset Programme. The study furthermore explores how the NIED is implementing the BETD Inset Programme.

The following chapter discusses the research methodology.

CHAPTER 2

RESEARCH METHODOLOGY

2.1 Introduction

This chapter clarifies the conceptual categories, measuring criteria, population, sample of participants in the study, the instruments for collecting data, data analysis procedures and validity check.

2.2 Conceptual Categories

The conceptual categories were identified from the joint objectives of programme management in the development programme and the distance education programme. The objectives were selected from a more extensive list of objectives set by the two courses, because they are based on the essential principles and programme management approaches of the BETD Inset Programme. The joint objectives of programme management in the development programme and distance education are as follows:

1. To develop programme management that copes with change;
2. To create opportunities that help development managers to develop skills and nurture their programmes;
3. To focus on interdependency as a method of enhancing institutional capacity; and
4. To further develop understanding of constraints and adopt meaningful organisational strategies.

Based on the analysis of the joint objectives of the two courses, six categories were identified: (a) adopting an effective organisational structure; (b) building on the capacity and sustainability of the BETD Inset Programme; (c) enhancing the co-ordination of the BETD Inset Programme; (d) understanding distance education; (e) developing distance education competency; and (f) promoting institutional collaboration.

The literature used for the study reflects these conceptual categories. The conceptual categories point out characteristics fundamental to the effective implementation of the BETD Inset Programme. These characteristics were used to formulate measuring criteria and formed the basis for the analysis of results in chapter 5.

2.3 Measuring Criteria

According to Wickham (1998:6), criteria, indicators and standards are the chief tools for the evaluator in that they are the means by which a judgment is formed. Where these are unclear, or where they are not made explicit, different expectations arise that may result in tensions and disagreements. This researcher used criteria to make distinctions in judgement between different phenomena. It is important to understand that criteria reflect choices made within and across institutions and organisations. Criteria are the statements that pinpoint the characteristics according to which the programme was judged.

Twenty-one criteria, based on conceptual categories derived from the joint objectives of the programme management in development programmes and distance education

programmes, were formulated to evaluate the programme management of the BETD Inset Programme.

The following five criteria have been designed to evaluate the organisational structure of the BETD Inset Unit:

1. What is the organisational structure of the BETD Inset Unit?
2. What is the complexity of the organisational structure of the BETD Inset Unit in terms of horizontal, vertical and partial differentiation?
3. How do we classify the organisational structure of the BETD Inset Unit?
4. Is the authority of the BETD Inset Programme centralised or decentralised?
5. What are the constraints regarding the organisational structure of the BETD Inset Unit?

The following three criteria have been designed to evaluate the management responsibilities:

1. What are the management responsibilities of the NIED, TRCs, Inset Units and Regional Offices?
2. To what extent does the management use the guideline for implementation?
3. What are the constraints regarding the management responsibilities?

The following four criteria have been designed to evaluate the extent of stakeholder participation in the management of the BETD Inset Programme:

1. Does the NIED BETD Inset Unit have a programme structure of stakeholders in place, which supports the management of the BETD Inset Programme?
2. What are the responsibilities of the stakeholders?
3. Are the stakeholders provided with BETD Inset Programme policy documents that clarify the goals and objectives of the programme?
4. What are the constraints regarding stakeholder participation?

The following three criteria have been designed to evaluate the management co-ordination of the BETD Inset Programme:

1. Does the management have the competency required to coordinate the BETD Inset Programme?
2. To what extent is there information sharing regarding the programme management of the BETD Inset Programme?
3. What are the constraints regarding the co-ordination of the BETD Inset Programme?

The following three criteria have been designed to evaluate the sustainability of the BETD Inset Programme in terms of capacity building:

1. To what extent does the BETD Inset Programme get the resources necessary for effective implementation in terms of infrastructure, work force, administration and other resources?
2. To what extent does the NIED Inset Unit implement staff development?
3. What are the constraints regarding the capacity building of the BETD Inset Programme?

The following three criteria have been designed to evaluate the sustainability of the BETD Inset Programme in terms of financial viability:

1. Who is responsible for the funding of the BETD Inset Programme?
2. To what extent does the BETD Inset Programme provide incentives for funding the programme in terms of loan incentives and others?
3. What are the constraints regarding the financial viability of the BETD Inset Programme?

2.4 Population

Two senior managers of the BETD Inset Unit, three middle managers of the BETD Inset Unit responsible for the implementation of the BETD Inset Programme, and one Regional Education Officer provided the researcher with information. Two Regional Education Officers were unavailable for interviews because of work schedule constraints.

2.5 Sample

Judgmental sampling, based on what the researcher considers to be the characteristics of a representative sample (Bless & Higson-Smith, 2000:92) was used. A sample was selected from members of the BETD Inset Unit management structure. The strategy was to select units that are seen as typical examples of the population under investigation. The judgmental sampling was conducted with 6 people drawn from 17 selected from members of the BETD Inset Programme management and Regional Education Offices.

2.6 Research Instrument

Semi-structured interviews were used to obtain information from respondents. During the interviews, questions were asked as they appear on the schedule with relatively little freedom to deviate from them (see Appendix C). The method was suitable for research because it enabled the researcher to obtain appropriate information.

2.7 Data Analysis Procedure and Validity Check

The data was analysed according to the characteristics of conceptual categories listed in the literature review. These characteristics are fundamental to the effective implementation of the In-Service Basic Teacher Education Programme. Since the researcher's working career includes employment in the public service for ten years, employment in the private sector for two years, and a one-year stint in a development organisation, he relied extensively on his own experience, which forms part of the sources of data and analysis.

The theoretical principles of the conceptual categories and the interview schedule, which used the contextual categories, validated the content of this study.

2.8 Summary

The chapter clarified the conceptual categories, measuring criteria, population, sample of participants in the study, the instruments for collecting data; and data analysis procedures and validity check. The following chapter reviews related literature.

CHAPTER 3

REVIEW OF RELATED LITERATURE

3.1 Introduction

This chapter presents the literature review and focuses on programme evaluation theories and the conceptual categories of programme management in development programmes and distance education programmes. These conceptual categories are based on management models useful for the programme management evaluation of the BETD Inset Programme. The conceptual categories point out characteristics fundamental to the effective implementation of the In-Service Basic Teacher Education Programme. Programme management in the Third World, the structural configuration, capacity and sustainability of development programmes, the co-ordination of development programmes, distance education responsibility and competency in distance education, and institutional collaboration were categories included in this overview. What the literature review offers is an organised discussion of programme management theories that encapsulate current thinking about the best ways to improve and sustain the performance of the BETD Inset Programme.

3.2 Programme Evaluation Theories

According to Posavac and Carey (in Wickham 1998:1), “[p]rogramme evaluation is a collection of methods, skills and sensitivities necessary to determine whether a human service is needed and likely to be used, whether it is sufficiently intense to meet the unmet need identified, whether the service is offered as planned, and whether the human

service actually does help people in need at a reasonable cost without undesirable side effects”.

For the purpose of this study, the following definition has been adopted by the researcher: “Programme evaluation is a judgement of the programme management and the programme workers regarding their knowledge, skills and expertise, including their choice of methodology, for implementing the programme”. According to evaluation theories, either evaluation can be done during the course of a programme, or it can be done once the programme has been completed. In fact, evaluation should ideally be done before the programme is implemented, during the course of the programme and after it has been completed. In this way, the evaluation process serves as a constant monitoring mechanism for the programme and the evaluation reports provide feedback loops. In effect, both a programme plan and an evaluation plan, each with its own rationale and design, need to be conceptualised.

Programme evaluation is a management tool. It is a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects. Evaluation is undertaken selectively to answer specific questions, to guide decision-makers and/or programme managers, and to provide information on whether underlying theories and assumptions used in programme development are valid and effective. Evaluation commonly aims to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme or project (United Nations Population Fund, 2000:1).

According to Wickham (1998:2), there are many reasons for evaluating programmes. Programme evaluation reports include important feedback that helps programme workers to monitor their work, improve their effectiveness, compare strategies employed and to make management decisions. The United Nations Population Fund (UNPF) defined the main objectives of programme evaluation as follows: To inform decisions on operation, policy or strategy related to ongoing or future programme interventions and to demonstrate accountability to decision-makers. It is expected that improved decision-making and accountability will lead to better results and more efficient use of resources (UNPFA, 2000:2).

According to the UNPFA (2000:2), other objectives of programme evaluation include the following:

1. To enable corporate learning and contribute to the body of knowledge on what works and what does not work and why;
2. To verify/improve programme quality and management;
3. To identify successful strategies for extension/expansion/replication;
4. To modify unsuccessful strategies;
5. To measure effects/benefits of programme and project interventions;
6. To give stakeholders the opportunity to have a say in programme output and quality;
and
7. To justify/validate programmes to donors, partners and other constituencies.

It is important to distinguish between monitoring and evaluation, although they are very similar processes. Both are necessary management tools to inform decision-making and demonstrate accountability, but even though they follow the same steps, they produce different kinds of information. Systematically generated monitoring data is essential for successful evaluations (UNPFA, 2000:2).

Monitoring is a continuous measurement of performance against original plans by collecting and analysing data on the indicators established for monitoring and evaluation purposes. It provides consistent information on whether there is progress towards achieving results (output, purpose, goals) by record keeping and regular reporting systems. Monitoring looks at both programme processes and changes in the conditions of target groups and institutions brought about by programme activities. It also identifies strengths and weaknesses in a programme. The performance information generated by monitoring enhances learning from experience and improves decision-making. Management and programme implementers typically conduct monitoring.

Evaluation, on the other hand, is a periodic, in-depth analysis of programme performance. It relies on data generated through monitoring activities, as well as on information obtained from other sources (studies, research, in-dept interviews, focus group discussions and surveys, among others). Evaluation is often (but not always) conducted with the assistance of external evaluators (UNFPA, 2000:2 – 3).

3.3 Programme Management in the Third World

Many development efforts in the Third World have been totally ineffective or even counter-productive. One major reason for this has been that governments and other role players have avoided the hard evidence of the constraints and opportunities confronting them (Kotze, 1997:6).

Applying management concepts to economic and social development programmes in the Third World is a complex and multifaceted task, because the managers must deal with elusive goals, a changing environment and uncertain means. Donor programmes to assist the management of Third World development programmes have been largely ambiguous. The comparatively new field of economic and social development management has to create intellectual resources that are relevant for both the developing countries and their donor co-operators.

Some developing countries have been more successful at achieving development over the years than others have been. Progress has been made by design, in some cases, and by trial and error or good luck, in others. Managing the task of socioeconomic transformation in the face of these difficulties is a challenge in itself. In development management there are approaches, techniques and tools that have demonstrated their effectiveness in improving performance. The demands of the future, however, call for further breakthroughs in both ideas and performance, building on the best of what has been thought and done so far to develop new responses for years to come. There is no

single best way to do development management. Different situations in different sectors call for different ways of managing and organising (Brinkerhoff, 1991:1).

Another underlying premise is that development programme managers are not simply administrative technicians carrying out plans designed elsewhere. Depending on the nature of their programmes, development managers must fulfil many roles. They have to mobilise resources from various sources, public, private, local, national and international. They are sometimes called upon to stimulate community participation, while at the same time negotiating support for their programmes from political elites. They must frequently elicit co-operation from other organisations in both the public and private sectors over which they have little or no supervisory authority (Brinkerhoff, 1991:3).

The following section discusses conceptual categories, which the researcher identified as crucial to the effective and sustainable management of the BETD Inset Programme.

3.4 Structural Configuration

Organisational structures and programme structures create enduring, predictable patterns of interaction among actors undertaking activities in a particular setting. Structures provide frameworks for managerial processes and action (Brinkerhoff, 1991:100). The configuration of structures in a given context shapes the incentives that programme staff and stakeholders confront and emits cues prompting certain kinds of behaviour and outcomes over others.

Structure influences the flow of information, and the context and nature of human interactions. It allocates power, authority and responsibility, channels collaboration, specifies modes of co-operation and co-ordination, shapes incentives and inducements for behaviour and prescribes levels of formality and complexity (Brinkerhoff, 1991:100).

3.4.1 Organisational Structure

Organisational structure is a framework for getting things done. It consists of units, functions, divisions, departments and formally constitutive working teams into which activities related to particular processes, projects and products are grouped (Robbins, 1990:277-279). It indicates who is accountable for directing, co-ordinating and carrying out activities, as well as for management hierarchies, or the chain of command, thus spelling out who is responsible to whom for what at each level in the organisation.

Complexity refers to the degree of differentiation that exists within an organisation. Horizontal differentiation considers the degree of horizontal separation between units. Vertical differentiation refers to the depth of the organisational hierarchy. Spatial differentiation encompasses the degree to which the location of an organisation's facilities and personnel are dispersed geographically (Robbins, 1990:83). An increase in any one of these three factors will increase an organisation's complexity.

Formalisation refers to the degree to which jobs within the organisation are standardised. If the job is highly formalised, the job incumbent has a minimum amount of discretion over what is to be done, when it is done and how he or she should do it. Employees can

be expected to always handle the same input in exactly the same way, resulting in a consistent and uniform output. There are explicit job descriptions, many organisational rules and clearly defined procedures covering work processes in organisations where there is high formalisation (Robbins, 1990:93).

Centralisation is the most problematic of the three components. Most theorists concur that the term refers to the degree to which decision-making is concentrated at a single point in the organisation. According to Robbins (1990:104), a high concentration implies high centralisation, whereas a low concentration indicates low centralisation, or what may be called decentralisation. There is also agreement that it is distinctly different from spatial differentiation. Centralisation is concerned with the dispersion of authority to make decisions within the organisation, not geographic dispersion.

Mintzberg (in Robbins 1990:278) identifies five basic parts of the structure of the organisation as strategic apex, the middle line, the operating core, the techno structure and support staff.

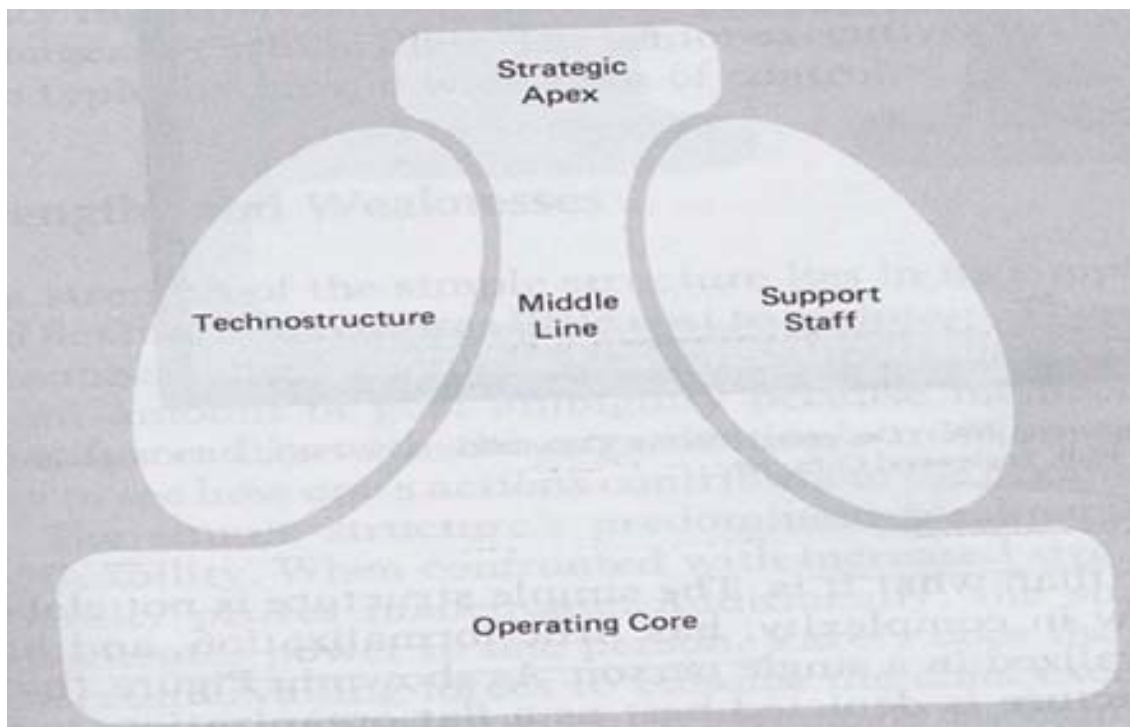
Figure 3.1 illustrates the five basic elements of an organisation. The strategic apex is described as the highest decision-making part of the structure, followed by the middle line.

There are five distinct design configurations and each one is associated with the domination by one of the five basic parts. This creates professional bureaucracy. When

the strategic apex is dominant, control is centralised and the organisation is a simple structure. If middle management is in control, you will find groups of essentially autonomous units operating in a divisional structure. Where the analysts in the technostructure are dominant, control will be through standardisation and the resultant structure will be a machine bureaucracy. Finally, in those situations where the support staff rules, control will be via mutual adjustment and the adhocracy arises (Robbins, 1990:278).

Figure 3.1

Five Basic Elements of an Organisation



(Robbins, 1990:279)

The operating core, which does the basic production of goals and services, depending on the type of organisation, is at the bottom of the organisational structure. The technostructure and support staff are on the sides of the organisational structure. The

technostructure contains the analysts who serve the organisation by affecting the work of other employees. They usually design the organisation, plan it or train others to do it. Support staff, on the other hand, provides additional services for the smooth functioning of the organisation. These different parts are co-ordinated by the line of authority.

Programme management principles require an understanding of particular organisation in order to ensure that the right organisational structure is designed for effective implementation.

3.4.2 Programme Structure

Programme structures are distinct from organisational structures, having certain characteristics that derive from the nature of the programme. Although programmes are linked to existing organisations, they are rarely implemented solely by one entity. This means that programme structures are composed of pieces of various organisations, sometimes combining public and private entities (Brinkerhoff, 1991:100).

Stakeholder participation entails that, beyond clients, there are other actors in the proximate environment who are interested in and/or value or oppose what the programme does or does not produce. These can include local or national elites, religious leaders, community groups, politicians and unions, among others. Other frequently influential stakeholders are the international donors that support a programme. The major stakeholders relevant to the short- and long-term goals of the programme should first be

identified and then described according to (1) the resources they control and (2) their potential interests in programme benefits. Stakeholders command various types of resources. These may be tangible (funds, goods) or intangible (knowledge, prestige, legitimacy, moral or religious authority, tradition) (Brinkerhoff, 1991:16 – 33).

The more important stakeholders relevant to short- and long-term programme support should be prioritised and identified in terms of their resources and interests. It should be noted that command over resources and interests is likely to change over time. Based on such analyses, a summary matrix relating all major stakeholders to transactions can be prepared to illustrate where programme managers should focus their attention and develop strategies and tactics to facilitate the achievement of sustainable results.

Table 3.1 illustrates such a matrix for the Stakeholders-Transaction. It should be recognised that this matrix is simplified for purposes of presentation. The full matrix for a programme would have a much more disaggregated list of stakeholders and transactions that are more detailed.

Programme management principles regard programme structure as an important component that can support the programme. The programme structure secures resources that are necessary for the implementation of a particular programme in a sustainable manner.

Table 3.1**Stakeholders-Transaction Matrix**

TRANSACTIONS	Financing	Physical Inputs	Political Support	Approvals	Technical Assistance	Service Delivery	Publicity
STAKEHOLDERS							
USAID	x			x			
Education Ministry	x	x	x	x		x	x
Finance Ministry	x		x	x			
Curriculum Dev't. Center Staff			x			x	
Planning Ministry			x	x			
Beneficiaries (students, parents)			x			x	x
Technical Assistance Firms		x			x	x	
Teachers			x			x	
Religious Leaders			x				x
General Public							x

(Brinkerhoff, 1991:34)

3.5 Capacity and Sustainability of Development Programme

Specific performance targets and measures vary depending upon the type of programme and the situation in the country. According to Brinkerhoff (1991:20-22), performance in general terms can be thought of according to the following dimensions, among others:

3.5.1 Capacity

This is the latent ability of the programme organisation(s) to generate outputs. Because capacity becomes verifiable only when used, it cannot be directly measured except in the sense of a presumed potential based on past action with a given set of resources and

inputs. Capacity assessment relates existing physical, human and administrative resources to the ability to combine those resources effectively to produce results, based on past performance and comparison with similar organisations. According to programme management principles, it is necessary to assess the capacity of the organisation on a continuous basis for effective implementation of programmes. This is important in order to determine whether the organisation is capable of generating output effectively.

3.5.2 Sustainability

This dimension of performance incorporates capacity and efficiency/effectiveness to address the related issues of continuation over time and responsiveness to the needs and desires of the programme. Because one of the characteristics of programmes is that they continue over time, the sustainability dimension of performance is critical to programme success.

3.6 Co-ordination of Development Programme

According to Kotze (1997:30-31), effective co-ordination is conducive to the optimal utilisation of resources; ineffective co-ordination causes duplication of effort and wastage of resources. Co-ordination is either horizontal, which is to say among institution and officials at the same level, or vertical, at different levels, for instance a central agency and its field offices.

1. Horizontal co-ordination is achieved through co-operation, phasing of activities in a pre-arranged sequence and in some instances even through the integration of activities.

2. Vertical co-ordination is usually affected by means of control and aids links, which are incorporated in financial arrangement, regulation and monitoring, technical assistance of personnel, provision of services and the facilitation of formal and informal participation at all levels.

Programme management principles entail that effective co-ordination leads to effective implementation of programmes. For example, each head of a functional field office would have to ensure that the personnel in the office act in accordance with the policy and the budgetary guidelines, and that activities are phased as required.

3.7 Distance Education Responsibility

Programme management principles furthermore entail the understanding of the context of an implemented programme. This is important in order to plan and manage a particular programme in an effective manner.

Distance education emerged as a means to offer educational programmes to learners at sites physically removed from educators. The process of developing and delivering learning material can effectively provide learning to these learners (Miller & Husman, 1996:103; Nielsen, 1997:285; Eaton, 1999:25). This assumption is based on at least three factors: learner responsibility, educator responsibility and administrative assistance (Miller & Husmann, 1996:103).

3.7.1 Learner Responsibility

Learner responsibility can be viewed as the level of responsibility taken by learners in acquiring specific competencies (Miller & Husman, 1996:103). Higher education in general intends to enhance learners' critical thinking skills and independent study habits (Guri-Rozenblit, 1990:75). The programme approach is the ideal for an independent, self-directed learner (Guri-Rozenblit, 1990:75; McIlroy & Walker, 1993:46; Eaton, 1999:26) and must be built into the learning experience (Garrison & Baynton, 1987:3; Eaton, 1999:26).

3.7.2 Educator Responsibility

Educator responsibility is vital to the success of distance learning and entails both instructional design and delivery to fit the unique demands of the distance education environment (Miller & Husmann, 1996:104). A learner-centred method needs to be followed. Innovative and flexible approaches are tailored to meet individual learners' needs in terms of their intellectual ability, interest, experience and motivation (McIlroy & Walker, 1993:46). This has implications for the design of course materials, support systems and how success is measured in distance education (McIlroy & Walker, 1993:46).

3.7.3 Administrative Responsibility

Administrative responsibility has implications for course delivery methods, staff development, financial management and other technical considerations of programme delivery (Miller & Husmann, 1996:104).

According to Rourke (1993:3), increasing acceptance of lifelong learning for both personal and professional growth will mean that both prospective learners and providers will consider distance education as a viable option to meet learning needs at various stages of life and career. The value of distance education for improving the qualifications of professionals in practice, such as teachers and nurses, has been demonstrated over 25 years of practice. Open and distance learning are being used in a wide range of settings, such as workplace learning, technology training, volunteer training, and enhancing the range of subjects available in remote primary and secondary schools.

According to Harry, John and Keegan (1993:111), institutions that teach at a distance inevitably face many of the same administrative problems as conventional institutions that teach only face-to-face. Conventional institutions must have structures in place to deal with, for example, the registration of students, teaching and the provision of support. Distance teaching institutions must also deal with arrangements for registration and teaching, and the majority provides student support services as well.

There are however many differences between the tasks as they are actually performed. These distinctions do not only apply between conventional teaching institutions and distance teaching institutions, but also between various individual distance teaching institutions, which exist in many forms and sizes, and operate in many different ways (Harry et al., 1993:111).

The administrative responsibility covers crucial aspects of programme management, which are vital to the effective implementation of the BETD Inset Programme in a sustainable manner.

3.8 Competency in Distance Education

According to Rourke (1993:4), it is more important for a young organisation to provide for growth and increased competency through mentorship and other learning opportunities, both on the job and away from the workplace, than it is to define roles in advance. Part of this provision entails establishing roles in such a way that more senior people have as assistants or co-workers “understudies” who can then take on more responsibilities as they learn more and as the organisation grows. This approach, of building a learning organisation, also provides career paths and motivation at every level within the organisation.

According to Rourke (1993:5-10), the competencies listed below are not presented in rank order of importance. All are considered essential. It is reasonable to expect that competencies, especially those in the leadership category, would not necessarily be attributes of one individual; ideally, a team of people share leadership competencies and complement each other’s attributes.

3.8.1 Leadership

Leadership should be viewed as a component of the capacity of development programmes. Both leadership and capacity reflect the output of a given organisation.

Leadership expands on the competency required to fulfil certain tasks. Any retrospective reflections on the real or mythologised history of a successful distance education enterprise highlight the importance of key persons who had the vision, influence and leadership skills to get the project off the ground and nurture it through its early years.

The attributes of leaders in distance education projects may be as follows:

1. A vision of the rationale, scope and potential impact of a distance education programme in their own context;
2. A clear view of prospective participants and their needs;
3. Access to financial and human resources and/or access to decision-makers who have access to these resources;
4. Senior decision-making authority and respect within the organisation;
5. Credibility among teaching staff;
6. An understanding of how distance education works and an overview of the planning, resource allocation and promotional tasks required to launch it;
7. An understanding of how their own organisation works and how distance education will affect existing systems;
8. An understanding of the relationship between the proposed distance education project and other educational providers within the region; and
9. The ability to communicate and coordinate distance education endeavours with other educational providers in the region, to ensure accreditation is recognised and to minimise duplication of provision, among others.

These attributes could be those of a single individual or of a number of individuals in key positions within an organisation. If a single individual is the sole leader initially, the following important attributes are required:

1. The ability to convey to others in the organisation the value of distance education and earn their support for the project;
2. The ability to identify training needs and provide learning opportunities about distance education processes to teaching staff and administrators responsible for implementing the project, which can be done either directly by mentorship or teaching, or indirectly by seeking out and establishing appropriate learning opportunities, such as secondment, short-term attachments to distance education projects, and formal training, among others.

The leadership competencies could be in one or in several important individuals within an organisation. Positions within an organisation which lend themselves to effective use of these competencies to launch a distance education project are the following:

1. Senior administrator, such as principal or vice-principal, province-chancellor, or dean of continuing education;
2. Senior member of teaching staff, such as professor, senior lecturer, or department chair;
3. Senior Ministry of Education staff member who can be sent to work fulltime on the project; and
4. Senior staff member in a private or non-profit organisation, e.g. director of human resources, or training, among others.

After the programme is launched, and roles and positions are finalised, individuals in a leadership role may continue their work from the position they hold, or take on a formal role as:

1. Principal of the distance education institution or programme;
2. Academic director of the distance education programme;
3. Director of continuing education; and
4. Senior administrator of distance education.

This subsection focused on leadership competency necessary for a distance education programme. The following subsection discusses the administration competency required to run a distance education programme.

3.8.2 Administrative Skills

Administrative skills are as important as leadership skills in launching and maintaining a distance education programme. Ideally, persons who share the vision of the individual(s) in the leadership roles provide the kind of administrative competencies needed to begin a distance education project. According to Rourke (1993:6-7), administrative competencies include the following:

1. A vision of the rationale, scope and potential impact of a distance education programme in their own context;
2. A clear view of the participants and their needs;

3. Logistical skills: the ability to foresee and plan for logistical requirements, scheduling and materials production knowledge, creative problem-solving abilities, knowledge of the organisation's infrastructure and of the communications and transportation infrastructure of the region where participants live;
4. Financial management: the ability to predict the costs of each phase and component and to make reasonable decisions about allocation of funds for administrative systems, course development, and for a student support system;
5. An understanding of how their own organisation works and how distance education will affect existing systems;
6. The ability to determine the systems needed to support distance education within a given context, to set up new systems and to evaluate their effectiveness and modify them if necessary;
7. Respect and credibility within the organisation; and
8. The ability to identify training needs and to provide learning opportunities for others within the organisation, either directly as a mentor or trainer, or indirectly by seeking out and making provision for appropriate learning opportunities, including secondments, job sharing, and formal training, among others.

The types of roles held by individuals who have these competencies can vary depending on the phase of the project. At the initial phase, before the programme is launched, these individuals may be in the following positions:

1. Administrator within an academic unit, such as a vice president, within administration, a programme director, or dean;

2. Manager of an administrative unit, such as student services, registrar; and
3. Administrator of continuing education.

As a distance education programme is launched, these individuals may occupy the following roles or positions:

1. Administrator of a distance education unit;
2. Administrator of continuing education; and
3. Director of outreach services.

Logistics co-ordination. According to Rourke (1993:10 – 11); these competencies are essential to the smooth operation of a distance education programme. The roles assigned to these important tasks tend to be considered “support” or “clerical”. A distance education system cannot operate if the right materials are not sent out at the right time, if assignments are not handled correctly, if provisions are not made for secure operation of examinations. Competencies are as follows:

1. The ability to foresee and plan for the logistical needs of distance education, to schedule, allocate resources and anticipate potential difficulties;
2. The ability to communicate equally with clients, learners, and teaching and administrative staff within the institution to address problems and issues of concern, and help to resolve them;
3. The ability to organise and direct the work of others, to communicate the importance of accuracy and timeliness, and to develop enthusiasm among others for the work of supporting distance education;

4. The ability to coordinate with other organisations and institutions, at a distance, for the establishment of study centres and examination centres, among others;
5. Knowledge of general administrative and financial systems within the institution, and a grasp of the requirements of most commonly used systems, such as payroll, room rental, equipment rental and purchasing, among others;
6. Knowledge of stock control systems and production, ensuring that stock levels are maintained.

Prior to the start up of a distance education programme, individuals with these competencies may be in a variety of roles:

1. Administrator;
2. Administrative assistant in a larger unit;
3. Office manager;
4. Senior secretary;
5. Assistant registrar;
6. Unit manager.

After the start up of a distance education programme, the most important logistical roles may be defined as follows:

1. Student services administrator;
2. Information/promotion co-ordinator;
3. Enrolment co-ordinator;
4. Assignments and examinations co-ordinator;

5. Materials warehousing and dispatch co-ordinator.

3.9 Institutional Collaboration

Subsection 3.4.2 on the programme structure of development programmes has a strong link to the institutional collaboration of distance education. Both emphasise the importance of the participation of stakeholders. According to Moran and Magridge (1993:4-11), there are many potential advantages to inter-institutional collaboration. Collaboration may expand an institutions' capacity to provide a breadth and depth in particular areas. More pedagogical and technological strategies become available as approaches, facilities and materials are shared, and these factors may in turn raise the standards of learning materials, and teaching and management across the institution. In addition, there are cost advantages in using human and material resources effectively and economically, and political advantages in demonstrating that such things can be accomplished.

In reviewing these findings, along with their investigations and a discussion of other collaborative ventures, the lessons applying to all forms of collaboration in distance education were drawn. It was noted that they seem self-evident but deserve to be emphasised again (Moran & Magridge, 1993:4 – 11; Swanepoel & De Beer, 1998:64 – 66).

1. Make sure that your purpose or 'mission statement' is clearly stated and contains both short-term and long-term goals. A corollary to this is the critical importance of

ensuring that this statement and description of goals are communicated to all those participating in the co-operative effort.

2. Use the accepted statement of purpose to ensure that the institutional form the co-operative effort takes is consistent with that statement of purpose; use the statement of purpose further to assist in the definition of appropriate and necessary co-operative activities. In other words, keep checking what you are doing against your reason for being.
3. Invent and develop organisational structures against a background of your statement of purpose and the operationalising of the goal statement. In this task, make provision for major involvement of member institution administrators and faculty in significant roles.
4. In establishing a governance structure for the co-operative effort, ensure that it fits the statement of purpose and that the people selected to implement the governance structure understand and support it and are prepared to make it work. In the negative, this suggests that simply having a chief executive officer or senior officer of an institution as a member of a board of directors for some form of co-operation does not ensure the support of the people that will be required to make the scheme work.

5. Make certain at the outset that members to be brought together in the co-operative effort have a commitment to the assignment and are sufficiently complimentary to ensure that the scheme will work.

3.10 Summary

The literature review discussed programme evaluation theories and conceptual categories derived from the programme management of development programmes and distance education programmes. Programme evaluation is important for making a judgement of specific aspects of the programme. The conceptual categories were based on management models useful for programme management evaluation. The following chapter presents the results of the research questions.

CHAPTER 4

RESULTS OF THE STUDY

4.1 Introduction

The previous chapter outlined the literature review, which reflects the programme management conceptual categories of development programmes and distance education programmes. The conceptual categories discuss characteristics that are crucial to the effective implementation of the BETD Inset Programme in a sustainable manner. These characteristics were used to formulate measuring criteria in response to the research questions, and will form the basis for the analysis of results in chapter 5.

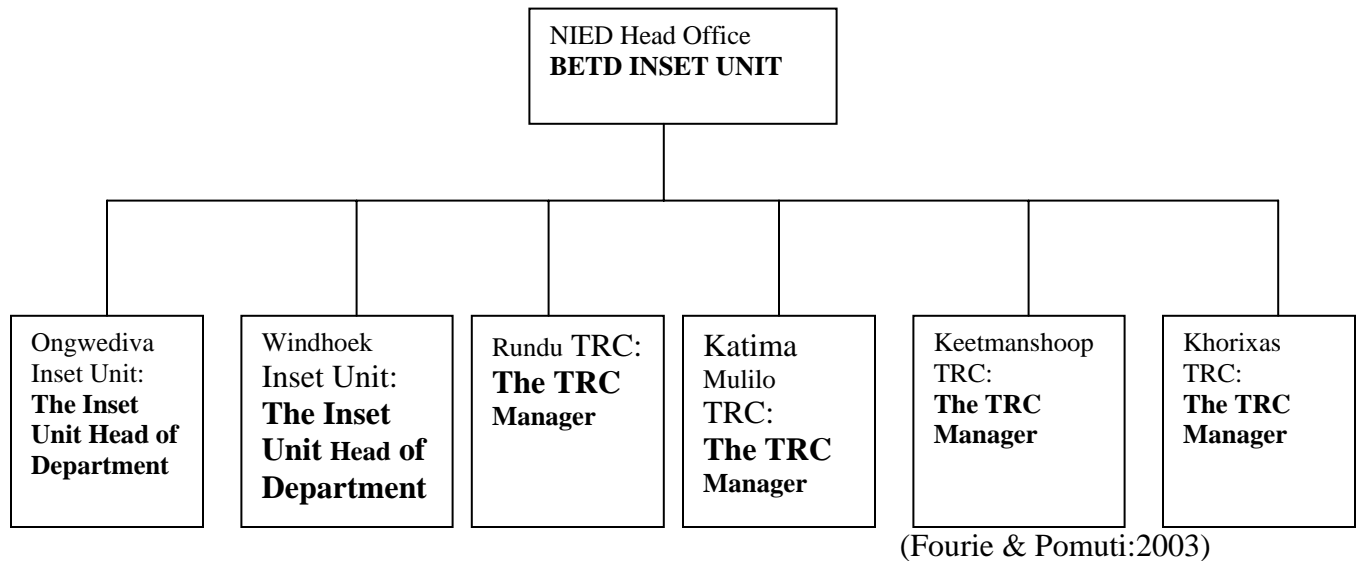
This chapter presents the results of the research questions on the evaluation of the BETD Inset Programme, with the focus on the current implementation situation. It starts with the organisational structure of the NIED BETD Inset Unit, the management responsibilities, the stakeholder participation, co-ordination, sustainability in terms of capacity building and financial viability, and gender balance. Constraints identified in this chapter will be analysed and discussed in chapter 5.

4.2 Organisational Structure of the NIED BETD Inset Units

The organisational structure of the NIED BETD Inset Units is divided into two levels, the top management level of the BETD Inset Unit at the NIED Head Office in Okahandja, and the middle management level of TRCs and Inset Units at six centres in different

geographical areas. Figure 4.1 illustrates the organisational structure of the BETD Inset Unit.

Figure 4.1
Organisation Structure of BETD Inset Unit



According to Fourie and Pomuti (2003), the organisational structure is flat, with vertical differentiation of two levels, and slight horizontal differentiation between TRC Units and Inset Units. Inset Units are attached to the Colleges of Education, i.e. Windhoek College and Ongwediva College, and offer supportive services to TRCs. The two colleges offer the pre-service BETD Programme, which is not attached to the same management of the Inset Units of the BETD Inset Programme. The NIED BETD Inset Unit is implementing the BETD Inset Programme at six delivery centres, which are partially differentiated. Authority for policy decisions are centralised at top management level, while decisions for activities are decentralised at the second management level.

Constraints: The BETD Inset Unit structure at the middle management level does not provide assistants; for example, deputies to assist TRC Managers and Inset Unit Heads of Departments for effective implementation.

4.3 Management Responsibilities of the BETD Inset Programme

According to the NIED Administrative Manual (2003), the management responsibilities of the BETD Inset Programme are divided between the NIED Head office and TRCs/Inset Units.

4.3.1 NIED Responsibilities

The NIED BETD Inset Unit has the overall responsibility for the co-ordination of the following components: development, administration and delivery of the programme. The following subsections expand on each of the three components of responsibilities.

4.3.1.1 Development of Programme

1. Responsible for the development of:
 - a. the broad curriculum;
 - b. subject curricula;
 - c. module descriptors;
 - d. all administration forms and registers;
 - e. policies; and
 - f. modules and other study materials.

2. Responsible for the development (mainly through workshops) of:
 - a. programme administrators;
 - b. module writers;
 - c. tutors; and
 - d. subject co-ordinators.

3. Organisation and holding of workshops.

4.3.1.2 Administration

1. Responsible for the following administrative tasks:
 - a. planning;
 - b. budgeting ;
 - c. finances;
 - d. ordering of materials;
 - e. processing of bills;
 - f. printing of modules;
 - g. distribution of modules and other materials;
 - h. processing of claims;
 - i. recruiting module writers and subject co-ordinators; and
 - j. signing contracts with module writers and subject co-ordinators.

2. Manage the Programme in general and monitor all activities involved in it.

3. Organise and lead the following meetings:
 - a. administration;
 - b. moderation;
 - c. assessment and promotion; and
 - d. any other as needed.

4. Involved in the staffing of Inset Units.

5. Liaison with regional offices, Colleges of Education, University of Namibia, United Nations Development Programme and non-governmental organisations.

6. Approval and correspondence regarding submissions/requests by TRCs and Inset Units.

7. Prepare all submissions regarding the Programme.

8. Advertise programme in papers.

9. Any other tasks necessary for the successful development, administration and delivery of the programme.

4.3.1.3 Delivery of the Programme

1. approve appointment of tutors;

2. information/tutorial letters to tutors, Inset teachers and TRCs;
3. moderation; and
4. certification.

4.3.2 Responsibilities of TRCs and Inset Units

There are four TRCs and two Inset Units responsible for BETD Inset Programme implementation. The following are their responsibilities:

4.3.2.1 Information

The following are the responsibilities of TRCs and Inset Units regarding the management of information:

1. Inform regional offices and teachers in the region about the programme structure and changes to it, application procedures, where to obtain application forms, closing dates for applications, dates for registration, dates for contact sessions and TRC days.
2. Inform the NIED of needs and problems concerning the delivery of the programme.

4.3.2.2 Recruitment, selection and registration

The following are responsibilities of TRCs and Inset Units regarding the management of recruitment, selection and registration:

1. Recruit Inset teachers for the programme in collaboration with the regional offices;
2. Initiate the establishment of the Regional Selection Committee in collaboration with the regional offices;

3. Distribute application forms and the information brochures in collaboration with the regional offices;
4. Receive and process application forms;
5. Inform applicants regarding the outcome of their applications;
6. Organise and administer registration process; and
7. Receive study fees and pay them into the BETD Inset programme bank account.

4.3.2.3 Tutors

Tutors fulfil the function of tutoring Inset teachers. It is the responsibility of the TRCs and Inset Units to manage the tutors. The following are the responsibilities of TRCs and Inset Units regarding tutors:

1. Advertise tutor posts in the region;
2. Recruit enough tutors for each subject area;
3. Handle application forms for tutor posts, select suitable tutors and submit to the NIED for approval;
4. Inform applicants of the outcome of their applications;
5. Sign contract with tutors;
6. Identify a leader tutor per subject area where necessary;
7. Inform tutors and co-ordinators about workshops, training sessions, meetings, etc.;
8. Monitor tutors' work for the programme;
9. Distribute relevant study and other materials to the tutors;
10. Support tutor activities and handle their problems;
11. Distribute all forms, registers, etc., to be completed in a set time; and

12. Conduct a tutors information meeting and provide tutor training before each contact session.

4.3.2.4 Contact Sessions

Contact Sessions are the tutoring period for Inset teachers during school holidays. The TRCs and Inset Units have the responsibility of managing the Contact Sessions. The following are responsibilities of TRCs and Inset Units regarding Contact Session:

1. Draw up a programme for the Contact Session;
2. Make sure that tutors are well prepared for the Contact Session;
3. Organise classrooms for the contact session;
4. Distribute study and other relevant materials to the Inset teachers;
5. Monitor activities during the Contact Session;
6. Check that instructions from the NIED and policies are implemented;
7. Check that the attendance registers are properly kept up to date;
8. Check that all relevant forms/registers are completed;
9. Support Inset teachers and tutors, and handle problems concerning the programme;
and
10. Compile a report after each contact session and submit it to the NIED.

4.3.2.5 Information to the NIED

The TRCs and Inset Units have the responsibility to give information regarding the programme to the NIED on request.

4.3.2.6 School-Based Activities

School-Based Activities are part of tutoring activities in certain subject areas, which have to be done as practice in the classroom by Inset teachers at their respective schools. School mentors monitor these activities. It is the responsibility of the TRCs and Inset Units to manage School-Based Activities as follows:

1. Train school mentors;
2. Keep records as requested by the NIED;
3. Liaise with other professionals and the regional office on School-Based Activities;
4. Distribute manuals and observation forms;
5. Assist where needed;
6. Monitor implementation of, for example, field visits; and
7. Evaluate the process.

4.3.2.7 TRC Days

TRC Days are organised for Inset teachers, where they are shown how to use the TRC materials and given advice about their studies. The TRCs and Inset Units have the responsibility to manage the TRC Days as follows:

1. Organise a TRC day once a term;
2. Announce dates for TRC days during the contact sessions;
3. Establish and assist self study groups;
4. Make library facilities available to Inset Teachers;
5. Arrange for subject tutors or resource persons to be present at TRC days; and
6. Arrange for facilities like laboratories.

4.3.2.8 Record Keeping

The TRCs and Inset Units are responsible for entering all the information and results of each Inset teacher into the database.

4.3.2.9 Handling of Assignments

The TRCs and Inset Units have the responsibility of handling assignments as follows:

1. Keep an assignment register;
2. Receive and distribute assignments to tutors and return them to Inset teachers.

4.3.2.10 Negotiate with Regional Offices

The TRCs and Inset Units have the responsibility to negotiate with regional offices about the following issues:

1. Appointment of a regional BETD Inset Co-ordinator;
2. Establishment and activities of Regional Selection Committee;
3. Implementation of School-Based Activities System; and
4. Transport for the purposes of the programme.

4.3.2.11 Assessment and Promotion

Assessment refers to the manner in which the examinations and School-Based Activities should be assessed. Promotion refers to Inset teachers who perform below average, but qualify for the next phase. The TRCs and Inset Units are responsible for assessment and promotion in the following ways:

1. Inform tutors and Inset teachers about the Assessment and Promotion Policy;

2. Monitor and support the implementation of the Assessment and Promotion Policy;
3. Check that tutors keep assessment registers up to date;
4. Compile assessment and promotion schedules for submission to the Assessment and Promotion Committee from the assessment registers submitted by the various tutors;
and
5. Inform Inset teachers about their promotion results and credit points.

4.3.2.12 Meetings

The TRCs and Inset Units have the responsibility to attend meetings and workshops concerning the programme on request of the NIED.

4.3.2.13 General

The TRCs and Inset Units have general responsibilities regarding the following:

Inform Inset teachers and tutors about the policies and regulations of the programme and see that these are properly implemented;

Attend to matters concerning the programme on request of the NIED and the regional office.

4.3.2.14 Inset Units Only

In addition to the above-mentioned areas, Inset Units also have the following responsibilities:

1. To write modules and support the NIED to recruit module writers;
2. To participate in the development of the programme;

3. To attend to other matters concerning the programme on request of the NIED or the College Rector; and
4. To act as tutors of the BETD Inset Programme.

There are guidelines for implementation in the form of documents, such as the Broad Curriculum and Administration Manual. The work processes are formalised with little room for deviating from normal procedures. Since the BETD Inset was implemented in 1994, the management officers at the TRCs and Inset Units are still the same. To many management officers the work becomes a routine. The management staff have little room to use their own discretion, as there are regulations on how activities should be carried out.

Constraints: There are constraints regarding management responsibilities. It is frequently difficult to find a time suitable for all when scheduling meetings between top management and middle management, or between the middle management and the Regional Education Offices. The responsibilities of the regional offices are not stipulated clearly in the NIED Administration Manual. Heads of Departments in Inset Units and TRC managers are overloaded with work.

4.4 Stakeholder Participation in the BETD Inset Programme

The programme structure of stakeholder participation identified in the NIED Administration Manual (2003) is as follows: Regional Education Offices, Colleges of Education, University of Namibia (UNAM), United Nations Development Programme

(UNDP), Namibian National Teachers Union (NANTU) and Teachers' Union of Namibia (TUN), among others. The NIED has an open door policy, which allows any interested stakeholder to participate.

Stakeholders' responsibilities are as follows:

1. Regional Education Offices: support role, selection of student teachers and moderation of the BETD Inset programme;
2. Colleges of Education: provide tutors and facilitate Contact Sessions;
3. UNDP: administer the finances of the BETD Inset Programme;
4. UNAM: endorse the diploma of the BETD Inset Programme; and
5. NANTU and TUN: unions that promote the interest of their members and are involved in the selection of their members.

Stakeholders receive documents relevant to their roles. The following documents are made available to stakeholders: Broad Curriculum, School-Based Manual, Portfolio Manual and Study Skills documents. For example, the School-Based Manual can be provided to mentors of School-Based Activities as an administrative guideline, but the same document is not applicable to the UNDP, who is responsible for the financial administration of the BETD Inset Programme.

Constraints: The BETD Inset Programme fails to attract adequate resources from stakeholder participation.

4.5 Co-ordination of the BETD Inset Programme

The total management staff does have the competency to co-ordinate the BETD Inset Programme. These include the staff at the NIED Head Office, TRC Managers/Inset Unit Heads of Departments and Regional Officers.

Information sharing about the programme management of the BETD Inset Programme is effective. The following co-ordination modes are being utilised: e-mail, telephone, fax, courier and letters have proved effective. The Commonwealth of Learning assisted by providing a consultant for a feasibility study on the Management Information System. The BETD Inset Programme hired two consultants to develop and install a database system that is flexible, compatible across both Mac and Windows platforms, and which can be accessed over the internet.

Constraints: Management staff needs to mobilise enough resources from the stakeholders. The Management Information System relies on the use of internet access. Where this is not possible, remote access or dial- up is used. Telephone time is a problem for some centres that use dial-up because it takes much longer to insert data.

Tutors in some regions are not committed to submitting assignments to the Head Office on time for processing. Instances of administrative negligence occurred at some TRCs/Inset Units, where some assignments of Inset teachers were reported lost. The following section discusses the sustainability of the BETD Inset Programme in terms of capacity building.

4.6 Sustainability of the BETD Inset Programme in Terms of Capacity Building

Infrastructures in some regions are inadequate for accommodation and contact sessions, particularly in Khorixas. During contact sessions, some venues are unsuitable, because classrooms lack adequate lighting for the afternoon sessions, and toilet facilities are in a bad condition with no availability of cleaners.

A work force problem is sometimes experienced, especially in regions without Colleges of Education, causing a shortage of trainers for tutors. There is also a shortage of qualified assistants for TRCs Managers and Inset Units Heads of Departments. Staff development in terms of programme management is in place. Management staff attend annual administration workshop.

Constraints: Lack of resources, especially equipment, is experienced in some regions during contact sessions. Major resources like transport are not available for TRCs/Inset Units. Database systems do not function properly. The following section discusses the sustainability of the BETD Inset Programme in terms of financial viability.

4.7 Sustainability of the BETD Inset Programme in Terms of Financial Viability

The BETD Inset Programme is a self-sustaining programme. Funds are generated through student fees. The funds are used to remunerate tutors (including overtime), to cover the cost of producing modules, materials and workshops. Permanent staff, i.e. TRC

Managers/Inset Unit Heads of Departments and strategic staff at the Head Office, are paid by the government.

The BETD Inset Programme provides incentives for the funding of the programme. Firstly, Inset teachers were given the opportunity to pay the study fees in three instalments in August, December and April. The NIED negotiated with Eduloans financial institution to provide Inset teachers with study loans.

Constraints: The UNDP, which is responsible for the administration of the BETD Inset Programme funds, sometimes delays the process of claims by tutors. External factors, such as the economy, make services and materials unaffordable. Eduloans is a profit-oriented organisation with high interest rates.

The following section discusses the gender balance of the management staff of the BETD Inset Programme.

4.8 Gender Balance

The BETD Inset Unit has taken full advantage of the cultural differences of a diverse staff. The gender balance is well addresses, both at the top and middle management level of the BETD Inset Unit. At the top management level, there are two staff members, a woman and a man. At the middle management level, there are six staff members, three women and three men. Figure 4.2 illustrates the gender balance of the middle management.

Figure 4.2
Gender Balance of the middle management

Katima Mulilo TRC	Keetmanshoop TRC	Khorixas TRC
The TRC Manager Mrs. M.R. Mukasa Private Bag 5006 Katima Mulilo Tel.: (066) 253-570 Fax: (066) 253-506	The TRC Manager Mr. J. Mostert P.O. Box 1545 Keetmanshoop Tel.: (063) 222-556 Fax: (063) 223-896	The TRC Manager Mrs. B. Jagger P.O. Box 97 Khorixas Tel.: (067) 331-073 Fax: (067) 331-557
Ongwediva Inset Unit	Windhoek Inset Unit	Rundu TRC
The Inset Unit HOD Ongwediva TRC Mr. J. Shilongo Private Bag 5550 Oshakati Tel.: (065) 230-057 Fax: (065) 230-032	The Inset Unit HOD Windhoek College of Education Mr. D. Nel Private Bag 13317 Windhoek Telefax.: (061) 270-3234	The TRC Manager Rundu TRC Mrs. S. Hausiku Private Bag 2143 Rundu Tel.: (066) 255-936 Fax: (066) 255-814

(NIED information brochure, 2003:3)

4.9 Summary

The research results have outlined the programme management situation and the constraints facing the implementation of the BETD Inset Programme in a sustainable manner. The following two prominent concerns emerged: the organisational structure of the BETD Inset Programme is not in place, and the BETD Inset Programme does not attract sufficient resources from the stakeholders. These concerns will be discussed in detail in the following chapter, which focuses on the results and findings of the study.

CHAPTER 5

DISCUSSION OF RESULTS AND FINDINGS OF THE STUDY

5.1 Introduction

The previous chapter discussed the current implementation strategies of the BETD Inset Programme. However, it did not consider whether its practices are of an acceptable standard. This chapter will therefore analyse the programme management of the BETD Inset Programme in terms of the issues discussed in the previous chapter. It presents an integrative analysis, which links the theoretical issues discussed in chapter 3 to the real life issues discussed in chapter 4. Other issues overlooked in previous chapters may also surface during this analysis. The findings of the study in this chapter will provide the basis for the recommendations and conclusions presented in the next chapter.

5.2 Discussion of the Organisational Structure of the BETD Inset Unit

Organisational structure is the basis for establishing an operational framework in any given organisation. Robbins (1990:277-279) argues that organisational structure is a framework for getting things done. It identifies units and functions, which are necessary for the effective implementation of management goals, programmes and projects. Organisational structure indicates who is accountable for directing, co-ordinating and carrying out activities, and it identifies management hierarchies, or the chain of command that spells out who is responsible to whom for what at each level in the organisation.

The NIED BETD Inset Unit's organisational structure is divided into two levels, the top management level and the middle management level. The characteristics of the organisational structure justify the classification of the BETD Inset Unit as a flat organisational structure. According to Rourke (1993:4), a flat organisation allows decision-making to be shared among a wide group of competent people. It can be argued that since distance education has as one of its goals the democratisation of education, its methods and structures should also permit shared decision-making. According to Fourie (personal communication, November 12, 2003), authority for policy decisions is centralised at top management level, while decisions for activities are decentralised at the middle management level. This is in line with the characteristics of a flat organisational structure. Another underlying practice is that flat organisations allow for a fast decision-making process in comparison with organisation with a strict hierarchy.

The BETD Inset Unit has two horizontal differentiation units, TRCs and Inset Units, which are implementing units that differ slightly in their responsibilities and are partially differentiated. According to Pomuti (personal communication, November 7, 2003), the TRCs and Inset Units are both implementing units, but they differ slightly in their responsibilities (see subsection 4.3.2). Inset Units attached to the two Colleges of Education (Windhoek and Ongwediva) were structured to implement the BETD Inset Programme and to support TRCs. Khorixas TRC and Keetmashoop TRC fall under the Windhoek Inset Unit, while Rundu TRC and Katima Mulilo fall under the Ongwediva Inset Unit. Looking at the characteristics of an ideal organisational structure, it is evident that the supporting component built into the basic elements of an organisational structure

provides supportive services for the smooth functioning of the organisation (Robbins, 1990:278). One can argue that the BETD Inset Unit's organisational structure supports its objectives.

It was noted in the previous chapter that the organisational structure of the BETD Inset Unit does not provide positions for Deputy TRC Managers or Deputy Heads of Departments. The current structure is arguably overloaded with responsibilities (see subsection 4.3.2). For example, there is a need to visit schools to monitor School Based Activities and student support services, among other projects, on a continuous basis. The delivery process is hampered because some activities are not carried out effectively or within the set time. Carrying out activities effectively is crucial for the successful implementation of the programme. According to Nel (personal communication, November 19, 2003), TRC Managers and Inset Unit Heads of Departments do not have assistants. It is argued that in instances where the TRC Manager/Head of Department resigns or dies, the unit will be affected and it will hamper the effective delivery of the BETD Inset Programme. According to Rourke (1993:4), building a learning organisation should provide career paths and motivation at every level within the organisation. Part of this provision entails establishing roles in such a way that senior staff have assistants or co-workers, who can then take on more responsibilities as they learn more and as the organisation grows.

The organisational structure of the BETD Inset Unit has the characteristics that enable it to implement the BETD Inset Programme effectively. However, changes have to be made

to the organisational structure to address the organisational needs in a responsive, proper and sustainable manner. The establishment of positions for Deputy TRC Managers and Deputy Inset Heads of Department is crucial for the effective implementation of the BETD Inset Programme.

The following section discusses the management responsibilities of the BETD Inset Programme. Attention will also be given to the number of activities carried out at the TRC/Inset Unit that have a bearing on the organisational structure and the positions of Deputy TRC Managers and Deputy Inset Heads of Departments.

5.3 Discussion of the Management Responsibilities of the BETD Inset Programme

The management responsibilities of the BETD Inset Programme include educator responsibility and administration responsibility. According to Miller and Husman (1996:104), educator responsibility is vital to distance learning success and entails both instructional design and delivery to fit the unique demands of the distance education environment. Administrative responsibility has implication for course delivery methods, staff development, financial management and other technical considerations of programme delivery. According to Shilongo (personal communication, November 13, 2003), there are many differences between the actual performance of activities by the management in the implementation of the BETD Inset Programme. The management responsibilities of the BETD Inset Programme are in line with the responsibilities of distance education. According to Pomuti (personal communication, November 7, 2003),

“the BETD Inset Programme follows the management responsibility patterns of distance education”. It is important to understand that the BETD Inset Programme is a unique programme that has taken management responsibilities, which are necessary for the implementation of the BETD Inset Programme, into consideration. According to Harry et al. (1993:111), this distinction does not only apply to differences between conventional institutions and distance teaching institutions, but also to the many different types of distance teaching institutions. The BETD Inset Programme’s management responsibilities are in line with these criteria.

The guidelines for the implementation of the BETD Inset Programme are in the form of documents, which indicate the formalisation of jobs. Robbins (1990:93) states that employees could be expected to handle the same input in exactly the same way. This has a significant impact on conformity within the BETD Inset Programme, which has to be implemented in a uniform manner at all centres.

The NIED Administration Manual (2003) stipulates the management responsibilities of the NIED, TRCs and Inset Units. However, the management responsibilities of the Regional Education Offices are not stipulated in the NIED Administration Manual. Regional Education Offices have an important role to play in the process of implementing the BETD Inset Programme. The stipulation of the management responsibilities of Regional Education Offices in the NIED Administration Manual will contribute to the acceptance of functions in a meaningful manner. If a situation arises where Regional Education Offices do not take full management responsibilities for the

BETD Inset Programme, it may negate its smooth running. There have been instances when Regional Education Offices were not co-operative, for instance failing to assist TRC/Inset Units with transport because they viewed the provision of transport as outside their core function.

Time constraints and coinciding demands impinge on management responsibilities. To schedule meetings between top management with middle management, or between middle management and Regional Education Offices, is extremely difficult and made more so by full schedules that include, among others, monitoring School-Based Activities. This situation persists because of the overloading of tasks. It is argued that management responsibilities were distributed among an inadequate work force, which did not provide for assistants to Inset Heads of Departments and TRC Managers. The criteria set out in the literature review show that assistants can take over responsibilities assigned to them and can act on behalf of their superiors when they are attending to other management responsibilities. The administration workshop/meeting for all management staff is held during February/March of each year at the NIED Head Office to review the programme and make recommendations. As a result of the non-existent structure of Deputy TRC Managers and Deputy Inset Heads of Departments, some management responsibilities are not carried out effectively. This has a negative impact on the programme in the sense that some of the activities necessary for the realisation of the objectives of the programme are either not carried out, or not carried effectively.

The next section analyses the Stakeholder Participation in the BETD Inset Programme. Stakeholder Participation focuses on the mobilisation of adequate resources necessary for the effective implementation of the BETD Inset Programme.

5.4 Discussion of the Stakeholder Participation in the BETD Inset Programme

The literature review in chapter 3 outlined the advantages of stakeholder participation in programmes. Brinkerhoff (1991:16-33) argues that Stakeholder participation can support the programme in areas of importance. Although programmes are linked to existing organisations, they are rarely implemented solely by one entity. The BETD Inset Programme has a programme structure in place, which identifies the key stakeholders and their roles (NIED Administration Manual, 2003). According to Shilongo (personal communication, November 13, 2003), an open door policy does exist for any interested stakeholder to participate in the effective running of the BETD Inset Programme. However, the stakeholders identified in the programme structure do not sufficiently attract adequate resources required for the successful implementation of the BETD Inset Programme in a sustainable manner. Economic factors, such as the unforeseen increment in the salary of tutors, the increased cost in the production of materials and the need to adjust the delivery processes of the BETD Inset Programme, need to be considered.

The insufficient resources negatively affect the implementation of the BETD Inset Programme in the sense that some of the necessary activities are left out, or not carried out effectively.

The provision of policy documents to stakeholders is in place. The literature review highlighted the importance of providing policy documents to stakeholders. Moran and Magride (1993:4-11) argue that it is essential that the purpose or 'mission statement' is clearly stated and contains both short-term and long-term goals. A corollary to this is the critical importance of ensuring that this statement and description of goals are communicated to all those participating in the co-operative effort. According to Fourie (personal communication, November 12, 2003), stakeholders are provided with necessary documents relevant to their roles. The following documents are made available to stakeholders: Broad Curriculum, School Based Manual, Portfolio Manual and Study Skills documents. The communication of policy documents to relevant stakeholders promotes the harmonising of policies, and encourages stakeholders to mainstream the BETD Inset Programme within their own organisational activities. Although policy documents were provided, stakeholders like Government ministries, particularly; Regional Education Offices, fail to support the programme with sufficient resources. TRC Managers and Inset Unit Heads of Departments, for instance, rely on the Regional Education Offices for the provision of transport to carry out their activities. It has been reported that there have been instances when transport had been unavailable. This affects the smooth and sustainable management of the BETD Inset Programme.

5.5 Discussion of the Co-ordination of the BETD Inset Programme

The characteristics of a successful distance education enterprise highlight the importance of key persons who have the vision, influence and leadership skills to get the programme

off the ground and nurture it through its early years. These leadership competencies could be located in one or in several key individuals within an organisation (Rourke, 1993:5 – 10). According to Fourie and Pomuti (personal communication, November 2003), the overall management staff have the competency to co-ordinate the BETD Inset Programme. It can be argued that the BETD Inset Programme is in the right hands that nurture and implement it effectively.

The categories identified in the literature review also show that there are many potential advantages to inter-institutional co-ordination (Moran & Magridge, 1993:4-11). Co-ordination may expand an institution's capacity to provide breadth and depth in particular areas. According to Jagger (personal communication, November 14, 2003), information sharing regarding the programme management of the BETD Inset Programme between the centres (TRCs and Inset Units) is effective. The BETD Inset Programme benefits from the sharing of information between the TRCs, Inset Units and the Regional Education Offices. Kotze (1997:30-31) argues that effective co-ordination is conducive to the optimal utilisation of resources; ineffective co-ordination causes duplication of effort and wastage of resources.

Some tutors are reportedly not committed to submitting assignments on time to the Head Office for processing. Instances of administrative negligence have been experienced at some TRCs and Inset Units, where assignments of students have been reported as lost. Poor co-ordination of logistics negates the smooth running of the BETD Inset Programme. Therefore, it is argued that logistics co-ordination competencies are essential to the smooth

operation of a distance education programme. A distance education programme can not operate effectively if the right materials are not sent out at the right time, if assignments are not handled correctly, if provision is not made for the secure management of examinations (Rourke, 1993:10-11).

Although the co-ordination of the BETD Inset Programme is effective, the management of the BETD Inset Programme should get the co-operation of potential stakeholders, who can support the programme with required resources in a sustainable manner. It is evident that the co-ordination of development programmes has taken a new direction in the New Public Management approach to co-ordinate the programmes effectively with potential stakeholders for support.

The next section analyses the sustainability of the BETD Inset Programme in terms of capacity building. It highlights the important aspects of capacity building that are vital to the successful implementation of the BETD Inset Programme in a sustainable manner.

5.6 Discussion of the Capacity Building of the BETD Inset Programme

According to Brinkerhoff (1991:22), capacity is the latent ability of the programme organisation to generate outputs. "In practical terms, people need access to things such as training, networks and organisations, appropriate tools and equipments, transport, communication and credit" (Kotze, 1997:75). According to Bedeken and Jagger (personal communication, November 14, 2003), infrastructure for accommodation and contact sessions, particularly in Khorixas, is inadequate and in a very poor condition. During

contact sessions, some contact venues are not suitable because classrooms used for afternoon sessions do not have lights. Toilet facilities are in a bad condition because there are no cleaners. This has a negative effect on the efficient running of the programme. However, it was found that other TRCs and Inset Units have adequate infrastructure.

Work force problems sometimes occur because there is a shortage of tutor trainers, especially in the regions without Colleges of Education. This problem can prevent the effective implementation of the BETD Inset Programme. If tutors are not trained on time, contact sessions will be jeopardised and thus prevent the effective implementation of the BETD Inset Programme. The database system, which keeps programme records, is not functioning properly, with the result that some duties (certificates and course transcripts) had to be processed manually. According to Bedeken (personal communication, November 14, 2003), the Commonwealth of Learning, an international NGO that funds the system, had used an outside consultant from the United Kingdom, who installed a Macintosh system, which is not supported by the Namibian communication system.

Another underlying factor is the lack of transport for TRCs and Inset Units. Although the provision of transport to TRCs and Inset Units is the responsibility of the Regional Education Offices, it is sometimes not available when needed. This hampers the process of field visits and the effective performance of other duties by TRC Managers and Inset Unit Heads of Departments.

In terms of a programme management perspective, the capacity of the BETD Inset Programme to generate output is up to standard. However, sufficient resources have to be secured for effective implementation in a sustainable manner. The next section discusses the sustainability of the BETD Inset Programme in terms of financial viability.

5.7 Discussion of the Financial Viability of the BETD Inset Programme

Although the BETD Inset Programme is a self-sustaining programme through the generation of student fees, it requires extra funds to cover unforeseen events, caused by external factors such as economic factors. The cost of services and goods are always increasing as the market prices rise. When the market prices rise, it creates pressure on management to increase the student fees. For example, increasing the student fees relative to the market prices can negate the potential enrolment of Inset teachers to the programme, which will result in the goals of the BETD Inset Programme not being achieved. Other important financial aspects need to be identified and finance mobilised in a sustainable manner for the BETD Inset Programme to be implemented effectively.

Eduloan, which provides Inset teachers with loans, is a profit-oriented financial institution. Inset teachers are classified as a low-income group, and by using Eduloan services financial burdens for Inset teachers are created because of the high interest rates they have to pay. There are already cases of student defaulters as the result of high interest rates. The process of administering this service is costly and time consuming because the administration, including the application process and funds, are managed by the TRCs and Inset Units.

The UNDP, which is responsible for the administration of the BETD Inset Programme funds, sometimes delays the process of claiming for tutors' remuneration. This point is presumably a kind of organisational dynamic, which is not within the authority of the NIED or the Ministry of Basic Education, Sport and Culture. The delay can cause the loss of potential tutors, who, like other employees, are entitled to get their remuneration on time; the remuneration system should be put in place to rectify the problem.

The next section discusses the management views on the implementation of the BETD Inset Programme.

5.8 Presentation of all Management Views

Management views are based on the two elements (organisational structure and programme structure) of the research questions, which were identified by the management staff as crucial for the effective implementation of the BETD Inset Programme in a sustainable manner. According to the management staff, the other research questions were derived from these two elements. All six management staff interviewed were positive about the implementation of the BETD Inset Programme.

Management staff expressed mixed feelings about the question whether the organisational structure of the BETD Inset Unit supports implementation effectively and in a sustainable manner. Two management staff members were in favour of the organisational structure, and the remaining four management staff members were not in favour of the organisational structure. None of the management staff regarded the

organisational structure as unimportant for the effective implementation of the BETD Inset Programme. The management respondents' views are represented in table 5.1.

• = In favour

X = Not in favour

Table 5.1

Respondents' Views on Organisational Structure of NIED BETD Inset Unit

Respondents	1	2	3	4	5	6
Structure in place	•	•				
Structure not in place			X	X	X	X
Structure not important	0	0	0	0	0	0

(NIED management members, 2003)

The majority of the management staff agreed that the organisational structure of the BETD Inset is not in place. This means that the four management members who are not in favour of the current organisational structure comprise 67% compared to 33% of the management members who support the organisational structure.

The management views on whether the BETD Inset Programme has the programme structure wherein stakeholders can secure sufficient resources to support the programme in a sustainable manner were presented. Figure 5.2 illustrates management views on

stakeholder participation and support of the programme in terms of the resources necessary for sustainability.

Table 5.2

Respondents' Views on Resources of BETD Inset Programme

Respondents	1	2	3	4	5	6
Adequate resources						
Inadequate resources	X	X	X	X	X	X
Resources not necessary	0	0	0	0	0	0

(NIED management members, 2003)

All six respondents indicated that the programme structure does not secure sufficient resources necessary to support the programme in a sustainable manner. None of the management staff considered resources as unnecessary to the effective implementation of the BETD Inset Programme.

5.9 Gender Balance

According to the Namibian Gender Policy Summary (1998:17), women have traditionally suffered special discrimination and must be helped and encouraged to play a full and equal part in all aspects of life. Few women are in decision-making positions at local, regional or national levels. Improvement in women's social, political and economic status is necessary for the development of the entire nation. Affirmative action (making special

efforts to include women) is needed to remove the barriers that are keeping women out of decision-making positions.

The gender balance at both top and middle management levels of the BETD Inset Unit has been addressed. The BETD Inset Unit has also taken full advantage of the cultural differences of a diverse staff. When institutions make full use of the diverse experiences and perspectives of all the staff, it results in transformational ways of doing business. The following section discusses the findings of the study, which leads to the recommendation in the next chapter.

5.10 Findings of the Study

The research results were analysed and the programme management challenges that face the sustainable implementation of the BETD Inset Programme, have been outlined. The researcher deduced that the BETD Inset Programme is faced with challenges which are forcing the NIED management to implement the programme with limited infrastructure and labour. All these challenges are linked to one major factor, which is the lack of sufficient resources. Other factors are related to the economy and environment surrounding the implementation of the BETD Inset Programme.

In the light of programme management, it is understood that stakeholder participation should be seen as a vital element necessary to secure sufficient resources for the sustainability of the programme. All stakeholders at hand do not sufficiently support the programme in a sustainable manner. It is assumed that sufficient support by stakeholders

will assist the management to overcome the challenges impinge on the effective implementation of the BETD Inset Programme in a sustainable manner.

The findings of the study reflect both positive and negative elements. The negative aspects are dominant and refer to those programme management principles that negatively affect the sustainability of the programme, whereas the positive aspects refer to programme management principles supporting the effective implementation of the BETD Inset Programme. The positive and negative elements of the findings will be presented as follow:

1. The organisational structure of the BETD Inset Unit has the characteristics suitable to implement the BETD Inset Programme effectively. However, changes have to be made to the structure to address the organisational needs in a responsive, timely and sustainable manner.
2. Management responsibilities have characteristics in line with those of distance education programmes. However, the management staff found it difficult to schedule formal/informal management meetings between delivering centres and to do field visiting, which includes the monitoring of School-Based Activities, due to the lack of human resources caused by the lack of Deputy TRC Managers/Inset Unit Heads of Departments. It is assumed that if management functions are divided between two staff members, activities will be carried out more effectively.

3. The study established that the BETD Inset Programme has the characteristics of the programme structure needed for the successful implementation of the programme. Stakeholders are provided with policy documents relevant to their roles, which is in line with the characteristics of stakeholders' participation in a development programme. However, the current programme structure does not sufficiently support the BETD Inset Programme in terms of adequate resources necessary for effective implementation in a sustainable manner.
4. The overall management staff has the competency to co-ordinate the BETD Inset Programme. Information-sharing regarding the programme management of the BETD Inset Programme between centres and Regional Education Offices is effective. The modes of co-ordination are effective. There is however a lack of competence in effective logistics co-ordination.
5. The study further established that some contact venues do not have adequate lights and sanitation facilities, particularly in Khorixas. This makes it impossible for the facilitation of contact sessions in the evening and affects standardisation.
6. There is a shortage of trainers for tutors in some regions. Regions without Colleges of Education experience this problem, which has an impact on the programme, because tutors for specific subjects may not be able to teach at the required standard. This leads to the objectives of the BETD Inset Programme not being effectively implemented.

7. The database system is not functioning properly. As a result, diplomas, certificates and course transcript are processed manually. This can cause delays and negate the process of effective implementation.
8. Transport remains a major concern. The unavailability of transport at the time required for the performance of duties seriously affects the programme. This can lead to the mismanagement of some of the important activities that need to be carried out.
9. Eduloans is placing a financial burden on Inset teacher, who are classified as a low-income group. Inset teacher pay high interest rates on study loan obtained from Eduloans. This has implications for the enrolment of Inset teacher in the programme.
10. The BETD Inset Programme needs sufficient resources to cover unforeseen events. Taking economic factors into account, the programme requires financial resources to cover, for example, the increase in tutors' salaries and increased costs of the production of materials, among others. The increase in the cost of services cannot be imposed on the Inset teachers who are regarded as low-income group.
11. The UNDP sometimes fails to process remuneration claims on time, which may cause the loss of potential tutors.
12. The gender balance has been addressed at both the senior and middle management levels of the BETD Inset Unit.

5.11 Summary

This chapter discussed the results analysis and findings of the study. The findings of the study predominantly reflected the negative aspects affecting the sustainable implementation of the BETD Inset Programme. The overall implementation of the BETD Inset Programme is effective. However, the programme management of the BETD Inset Programme is faced with challenges, which are forcing the programme to be implemented with a limited infrastructure and work force. All these challenges are linked to one major factor, which is the lack of sufficient resources. Other factors are related to the economy and environment surrounding the implementation of the BETD Inset Programme.

All stakeholders at hand do not sufficiently support the programme in a sustainable manner. Therefore, it is assumed that sufficient support by stakeholders will assist the management to overcome the challenges that impinge on the effective implementation of the BETD Inset Programme in a sustainable manner. The next chapter recommends some strategies to address the management challenges facing the programme management of the BETD Inset Programme.

Chapter 6

Recommendations and Conclusion

6.1 Introduction

The purpose of the study was to analyse the programme management of the BETD Inset Programme and to make recommendation regarding its management. The focus was to look at aspects of programme management that are crucial to the implementation of the programme in a sustainable manner. Programme management principles reflected aspects from various disciplines. For the purpose of this study, programme management aspects from development theory, organisation theory and distance education theory were focused on.

The finding of the study outlined areas for improvement in the programme management of the BETD Inset Programme. Due to the fact that the study was very broad, the findings do not and should not prove that these programme management problems are directly attributable to the programme management of the BETD Inset Programme. They rather indicate that something needs to be done to solve those problems. Based on the findings of this study, this chapter recommends some strategies to be followed in order to improve the programme management of the BETD Inset Programme. A conclusion, linking the theoretical principles to the practical experiences, is presented.

6.2 Recommendation

The findings of this study show that the current implementation strategy of the BETD Inset Programme needs to be restructured if the programme is to be implemented in a sustainable manner.

6.2.1 Recommended Strategy Plans of Action

Considering the Namibian government's declaration that education is a first national "priority among other priorities", and its commitment to EFA, as affirmed in Article 20 of the Constitution of the Republic of Namibia, adopted in 1990, which makes full provision and access to quality education a right for all children in Namibia, it is time for Namibian Educational Programmes to be recognised as development programmes to be effectively implemented in a sustainable manner. The fact that the BETD Inset Programme is one of Namibia's Educational Programmes, which contributes to the quality of education in Namibia, the following recommendations are offered:

- (a) The organisational structure should be extended to provide assistants to senior management staff. This will improve implementation in the programme management context and ensure that all management activities are accounted for in an effective manner.
- (b) A strategy for potential stakeholder participation should be redesigned and implemented effectively, in order to secure sufficient resources for the BETD Inset Programme in a sustainable manner. Resources can be in the form of financial

assistance sufficient to cover the salary of the proposed positions for deputy TRC Managers/Inset Head of Departments.

- (c) A participatory approach should be advocated in the planning and management of the BETD Inset Programme. This will improve implementation in the programme management context when common understanding is advocated from the early stages and throughout all phases of the programme.
- (d) Support staff accustomed to the BETD Inset Programme will have to be retrained for their tasks; for example, administration clerks, to ensure effective administration for the implementation of the programme.
- (e) The management should provide trainers for tutors according to a well-planned schedule to ensure a sufficient number of well-trained tutors in relevant subject areas for Contact Sessions.
- (f) The database system should be developed to facilitate the processes of administering the BETD Inset Programme.
- (g) The management should provide transport to the delivery centres of the BETD Inset Programme for effective implementation of field visits and other activities.

- (h) The management should secure adequate resources to cover unforeseen events, like the increase in tutors' salaries and the increased costs of materials, among others, which may affect the BETD Inset Programme.

6.2.2 Proposed Model for BETD Inset Programme Communication Strategy

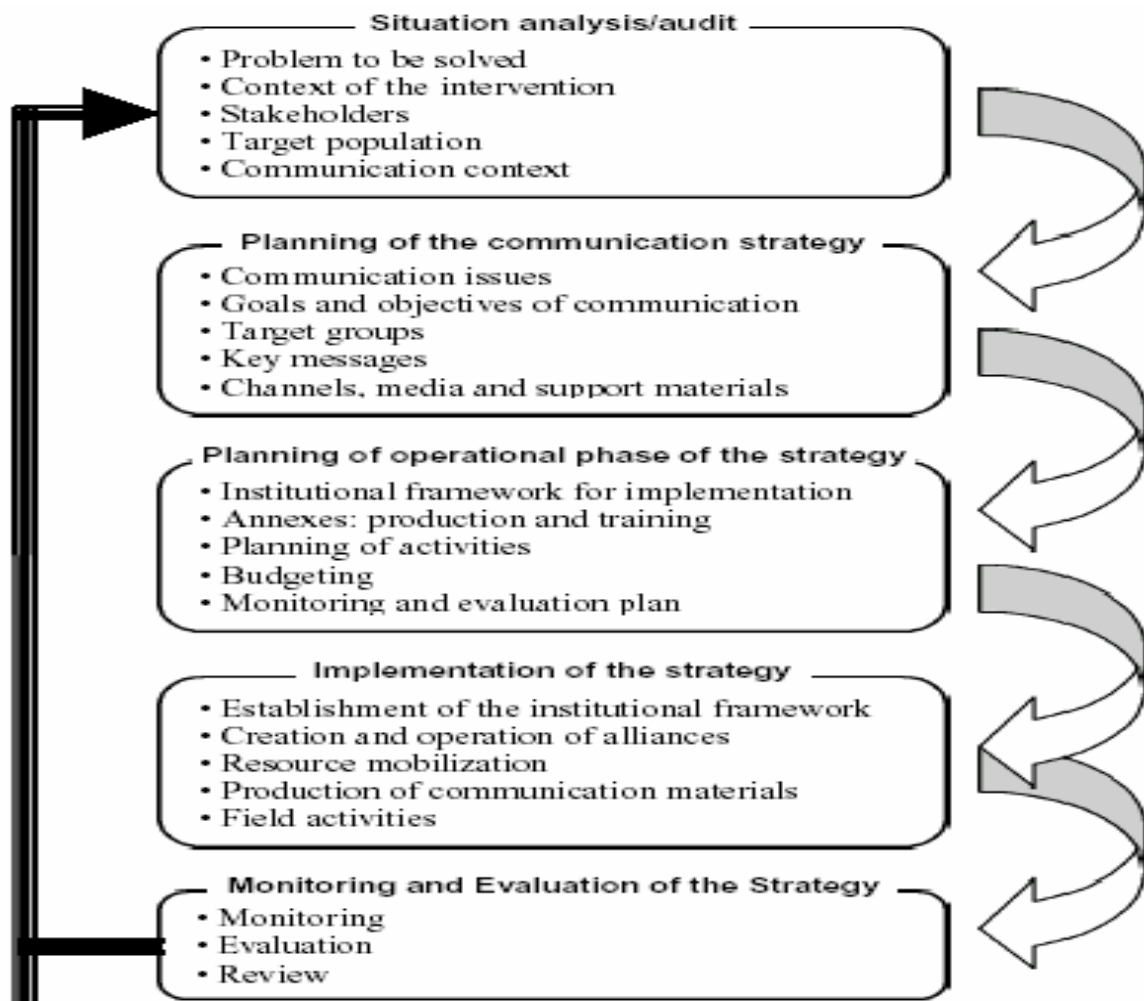
In order to operationalise the stakeholder participation strategy, it was suggested that a communication strategy should be put in place. A communication strategy may derive from a communication policy, which is a statement presenting general objectives, guidelines and standards that should guide the use of communication for achieving the development goals of the government of Namibia and the strategic goals of the BETD Inset Programme. The communication strategy is a framework that combines the communication interventions considered necessary for achieving specific changes in knowledge, attitude and behaviour on the part of relevant individuals and groups. A communication strategy operates within a time frame, taking into account available material and human resources. Figure 6.1 illustrates communication strategy development and implementation processes for stakeholder participation.

The Communication Strategy will improve the implementation situation of the BETD Inset Programme in the following areas:

1. Improve the understanding of the importance of the BETD Inset Programme that will lead to the participation of potential stakeholders;
2. Secure sufficient resources necessary for the effective implementation of the BETD Inset Programme in a sustainable manner; and

3. Lead to the support of government policy based on a grasp of the output and outcomes of the programme by all stakeholders and interested parties.

Figure 6.1
Communication Strategy for Stakeholder Participation



(Opubor, 2001:13)

6.2.3 Recommendation for Future Research

Recommendations can be drawn from this study to serve as a basis for future research on the effective implementation of the BETD Inset Programme for the following reasons:

1. Although this research confirms previous research findings, it should be further investigated.
2. This study focuses on the evaluation of the programme management of the BETD Inset Programme, but it did not evaluate the improvement of the programme management of the BETD Inset Programme. Future studies should evaluate how effective programme management impacts on the sustainability of the BETD Inset Programme.

6.3 Conclusion

Development in education in Namibia must be seen against the background of the Government's development goals. The Namibian government declared education as a first national "priority among other priorities". It has consistently worked towards providing an EFA that facilitates development and social equity.

The BETD Inset Programme is a revision based on the experience of the pilot phase, started in 1994, of the in-service programme in a process of constant renewal and improvement of teacher education in relation to the changing needs of children and young people, and development of Basic Education. The BETD Inset Programme is a unified general preparation for unqualified and partly qualified teachers in Basic Education, with opportunities for specialisation in both phases of schooling and subject areas. It seeks to strike a balance between professional insight and skills and subject knowledge.

Programme evaluation was important for judging specific aspects of the programme. According to Wickham (1998:2), there are many reasons for evaluating programmes. Reports written on programme evaluations include important feedback, which helps programme workers to: monitor their work, improve their effectiveness, compare strategies and make management decisions. Evaluation may be likened to a constant monitoring of the programme, and they serve as feedback loops. For the purpose of this study, evaluation had been conducted to judge the programme management and programme workers regarding their knowledge, skills and expertise, including their choice of methodology for implementing the BETD Inset Programme.

It is evident that many development programmes, especially in Third World countries, are poorly implemented. Many researchers and scholars have identified programme management of development programme as a crucial element for the effective implementation of development programmes. Development programmes can only be sustained through proper programme management. The core assumption of programme management is that improvement in the implementation of the BETD Inset Programme will lead to its sustainability.

In order to evaluate the BETD Inset Programme systematically measuring criteria were formulated to answer the research questions. These measuring criteria were based on conceptual categories identified from joint objectives of the programme management of development programmes and distance education programmes. The conceptual categories point out characteristics fundamental to the effective implementation of the BETD Inset

Programme. The programme evaluation of the BETD Inset Programme has resulted in the following conclusion drawn from this study.

The study concluded that the overall implementation of the BETD Inset Programme is effective. However, consideration should be given to the strategy necessary to implement the programme in a sustainable manner. The current organisational structure is not in place and needs to be restructured for effective and responsive implementation. The study recommends that the BETD Inset Programme should create positions for assistants for senior management staff to facilitate effective implementation in a sustainable manner. This will improve implementation because activities will be carried out more efficiently.

The study also concludes that stakeholders are not securing sufficient resources required for the effective and sustainable implementation of the programme. Through acquiring resources, the BETD Inset Programme can build on the programme capacity, which may lead to management ensuring the effective implementation of the programme. The study recommends that management should call for stakeholder participation in planning and management to ensure the sufficient resources needed for programme sustainability. This will improve implementation because adequate resources will cover the provision of transport to all six delivery centres, it will cover unforeseen events like the increase in tutors' salaries and costs of materials, all of which may affect the sustainable and effective implementation of the BETD Inset Programme.

Instances of improper logistics co-ordination were reported at some regions. Some tutors were not committed to submit the assignments of Inset teachers on time to the NIED Head Office for processing. Administrative negligence occurred at some TRCs/Inset Units, where assignments of Inset teachers were reported as lost. This practice impinges on the effective implementation of the BETD Inset Programme. This study recommends that training of support staff will improve logistics administration and lead to the effective implementation of the BETD Inset Programme in a sustainable manner.

This study concludes that gender balance in the management staff of the BETD Inset Programme had been properly addressed. At the top management level, there are two staff, a woman and a man. At the middle management level, there are six staff, three women and three men. The Namibian government's policy on gender balance has been achieved. This had empowered women in the management/decision-making of the BETD Inset Programme.

The study has proposed a model for a BETD Inset Programme Communication Strategy for stakeholder participation, in order to secure sufficient resources necessary for effective implementation. The communication strategy is a framework that combines the communication interventions considered necessary for achieving specific changes in knowledge, attitude and behaviour on the part of relevant individuals and groups. The Communication Strategy will improve the implementation of the BETD Inset Programme in the following areas:

1. Improve the understanding of the importance of the BETD Inset Programme that will lead to the participation of potential stakeholders;
2. Secure sufficient resources necessary for the effective implementation of the BETD Inset Programme in a sustainable manner; and
3. Lead to the support of government policy based on a grasp of the output and outcomes of the programme by all stakeholders and interested parties.

The study has recommended future studies that should focus on the evaluation of how effective programme management impacts on the sustainability of the BETD Inset Programme.

Based on these facts, the study concludes that adequate resources are necessary for the effective implementation of the BETD Inset Programme in a sustainable manner.

6.4 Summary

This chapter discussed the recommendations and conclusion of the study. The study recommends the strategic action necessary for the programme management of the BETD Inset Programme. The major recommended strategic actions are the provision of assistant positions to senior management staff by the organisational structure, and a strategy for potential stakeholder participation to be redesigned in order to secure sufficient resources for the BETD Inset Programme. This will improve the implementation by securing adequate labour to carry out all activities effectively, and securing adequate resources to cover the provision of transport to all six delivery centres; to cover unforeseen events like

increases in tutors' salaries and the costs of materials, among others, all of which may affect the effective and sustainable implementation of the BETD Inset Programme. A communication strategy was proposed to improve the implementation of the BETD Inset Programme in the following respects:

1. Improve the understanding of the importance of the BETD Inset Programme that will lead to the participation of potential stakeholders;
2. Secure sufficient resources necessary for the effective implementation of the BETD Inset Programme in a sustainable manner; and
3. Lead to the support of government policy based on a grasp of the output and outcomes of the programme by all the stakeholders and interested parties.

It was concluded that the BETD Inset Programme is being implemented with a limited infrastructure and work force; and that adequate resources are necessary for the effective implementation of the BETD Inset Programme in a sustainable manner.

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8. Appendix A

PROPOSED TIMETABLES OF ACTIVITIES FOR THE IN-SERVICE TEACHER EDUCATION UP-GRADING PILOT PROJECT – 1994.

Activities

1. Finish Printing Year One Instructional Materials	November 1993 – February 1994	Mr. D. Palmer
2. Advertise the Programme	January	MEC Headquarters
3. Train Regional In-Service Teacher Education Administrator	6 – 11 February	All Project and Government Staff
4. Select Enrolees	14 – 28 February	Regional Education Committees
5. Enrol Teachers in the Programme; Notification of Selection	All of March	All UNVs and Government Staff
6. Train Contact Course Lecturers and Markers	27 March – 1 April	All Project, Government and NGO Staff
7. Train In-Service Teachers	24 – 29 April	All Project, Government and NGO Staff
8. First Contact Course Period.* All regions.	2 – 27 May	All UNVs, Government and NGO Staff
9. Microteaching Training for the Improvement of Classroom Teaching	June – July	Prof. D. Allen, Government and NGO Staff
10. First Writers' Workshop for Year Two Project and In-Service Materials Development	15 – 25 May	All Project, Government and NGO Staff
11. Second Writers' Workshop for Finalisation of Year Two Materials	28 August – 7 September	All Project, Government and NGO Staff
13. Third Contact Course. All regions	12 – 23 December	UNVs, Government and NGO Staff

14. In-Service Training for Teachers for Curriculum Implementation at all Teacher Resource Centres. (English, Mathematics, science, etc.).	Throughout 1994	UNVs, Government and NGO Staff
15. Typing, Laying Out, Editing and Printing.	Throughout 1994	Mr. Don Palmer

*Self-study modules will be made available for enrolled teachers to complete during the second and third school terms, June to July and October and November 1994.

(Manual of Operation 1994)

Appendix B

AIMS OF THE BETD INSET PROGRAMME

1. The goal is to create a national and common teacher education for Basic education related to the needs of the nation, the local community, the school, the learner and the teacher.
2. The main aim of the BETD Inset Program is to develop the professional expertise and competencies which will enable the teacher to optimise the new Basic Education for the learners, and to be fully involved in promoting change in educational reform in Namibia.
3. Basic teacher Education will strive to:
 - 3.1 Develop a teacher who will respect and foster the values of the Constitution of the Republic of Namibia, contribute to nation building, and respond positively to the changing needs of Namibian society;
 - 3.2 Develop understanding and respect for cultural values and beliefs, especially those of the Namibian people;
 - 3.3 Enhance respect of human dignity, and sensitivity and commitment to the needs of learners;
 - 3.4 Develop the ability to actively participate in collaborative decision-making;
 - 3.5 Develop social responsibility towards learners, colleagues, the community and the nation as a whole;
 - 3.6 Promote gender awareness and equity to enable all Namibians to participate fully in all spheres of society;
 - 3.7 Enable the teacher to promote environmental awareness and sustainable management of natural resources in the school and community;
 - 3.8 Develop awareness of the varying roles and functions of a teacher and commitment to the teaching profession;
 - 3.9 Develop an understanding of learning as an interactive, shared and productive process;

- 3.10 Enable the teacher to meet the needs and abilities of the individual learner through organisation, management and assessment of teaching and learning processes;
- 3.11 Prepare the teacher to strengthen the partnership between school and community;
- 3.12 Develop adequate command of English and another language of Namibia to be able to use them as media of instruction where needed;
- 3.13 Prepare the teacher to be able to develop and use the creative and expressive abilities and skills of the learners;
- 3.14 Develop the ability to create learning opportunities that will enable learners to explore different ways of knowing, and develop the whole range of their thinking abilities both within and across subject areas of the whole curriculum;
- 3.15 Provide the teacher with sufficient curriculum content and depth in selected subject areas to be able to identify and select basic knowledge content for learners, and to organise and sequence content and learning situations appropriately;
- 3.16 Enable the teacher to understand and utilise current knowledge of children's intellectual, emotional, social, physical, aesthetic, moral and spiritual development;
- 3.17 Develop a positive attitude towards individual differences and enable teachers to utilise them to meet social and individual needs;
- 3.18 Enable teachers to take responsibility for their own learning, to be aware of ways to develop themselves professionally both through their own initiatives as well as through formal education opportunities.

Appendix C

Interviews

Dear NIED Management Members:

Evaluation of the In-Service Basic Teacher Diploma Programme in Namibia

The evaluation you are asked to participate in is an academic research project between the researcher and the University of Stellenbosch. The aim of the study is to evaluate the programme management of the BETD Inset Programme, which will be submitted to the University, as a Thesis for a Masters Degree of Public Administration, for evaluation.

Kindly, be informed that because your responses will not be used against you, be free to be honest as possible. Lastly, your responses would be treated as confidential.

Twenty-one criteria have been formulated to evaluate the programme management of the BETD Inset Programme. Criteria are based on conceptual categories derived from programme management of development programmes and distance education programmes.

The following five criteria have been designed to evaluate the BETD Inset Unit organisational structure:

1. What is the organisational structure of the BETD Inset Unit?
2. What is the complexity of the organisational structure of the BETD Inset Unit in terms of horizontal, vertical and partial differentiation?

3. How do we classify the organisational structure of the BETD Inset Unit?
4. Is the authority of the BETD Inset Programme centralised or decentralised?
5. What are the constraints regarding the organisational structure of the BETD Inset Unit?

The following three criteria have been designed to evaluate the management responsibilities:

1. What are the management responsibilities of NIED, TRCs, Inset Units and Regional Offices?
2. To what extent does the management use the guideline for implementation?
3. What are the constraints regarding the management responsibilities?

The following four criteria have been designed to evaluate the extent of stakeholder participation in the management of the BETD Inset Programme:

1. Does NIED BETD Inset Unit have a programme structure of stakeholders in place, which support the management of the BETD Inset Programme?
2. What are the responsibilities of the stakeholders?
3. Are the stakeholders provided with BETD Inset Programme policy documents which clarify the goals and objectives of the programme?
4. What are the constraints regarding the stakeholder participation?

The following three criteria have been designed to evaluate the management co-ordination of the BETD Inset Programme:

1. Does the management have the competency required to co-ordinate the BETD Inset Programme?
2. To what extent is there information sharing regarding the programme management of the BETD Inset Programme?
3. What are the constraints regarding the co-ordination of the BETD Inset Programme?

The following three criteria have been designed to evaluate the sustainability of the BETD Inset Programme in terms of capacity building:

1. To what extent does the BETD Inset Programme get required resources necessary for the effective implementation in terms of infrastructure, manpower, administration and other resources?
2. To what extent does NIED Inset Unit implement staff development?
3. What are the constraints regarding the capacity-building of the BETD Inset Programme?

The following three criteria have been designed to evaluate the sustainability of the BETD Inset Programme in terms of financial viability:

1. Who is responsible for the funding of the BETD Inset Programme?
2. To what extent does the BETD Inset Programme provide incentives for funding the programme in terms of loan incentives and others?
3. What are the constraints regarding the financial viability of the BETD Inset Programme?

Appendix D



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Enquiries: H. Pomuti

8 October, 2003

Mr H. Shingenge
P.O. Box 4806
Windhoek
Namibia

Dear Mr Shingenge

Re: Permission to conduct a study on the delivery of BETD INSET Programme

This serves to inform you that you are hereby granted permission to conduct a study on the delivery of the BETD INSET programme. Our personnel will assist you to access relevant documentation you might need to complete your research activities successfully.

Wishing you good luck with your study.

Sincerely,

Alfred Ilukena
DIRECTOR: NIED

