A Comparative analysis of the organisation and management of the education systems of Namibia and Zimbabwe

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Abstract

Until 21st March 2015 in Namibia, the education sector is treated as a single sector thus its educational institution management was headed by a Ministry of Education. This is an important aspect of this type of management because of the advantage of having one minister who can look into overall aspects of education, who is accountable to Cabinet, and accountable to the appointing authority.

The Management and organisation of education in Zimbabwe is also the responsibility of two ministers, namely the Minister of Education, Sport, and Culture - for formal education - and the Minister of Higher Education and Technology - for tertiary education. Zimbabwe is home to nearly 13 million people -approximately six times the population of Namibia. This may be a contributing factor for having two ministries. Given its population, it then seems logical and rational from a management point of view, for Zimbabwe to have two Ministries of Education, but then Namibia with a population lower than that of Zimbabwe also currently has two Ministries of Education.

Another management feature to compare and study between these two countries is the hierarchical structure of educational institutions under the guidance and direction of their respective ministers of education. Significant differences exists in this regard. For example, in Namibia, educational institution management is highly centralised and integrated in terms of policy and decision-making such that it uses a top-down approach. In other words, the centre of the Ministry of Education manages educational institutions together with the rest of the bureaucratic and technocratic systems of management. Zimbabwe's institutional management is, however, neither centrally nor ministerially driven because nine provinces and 59 districts can make their own decisions on policy, planning, implementation, and reporting under the guideline of the centre. This high degree of decentralisation seems to be a rather bottom-up approach to management that is closer to those who use education services.

Naturally it is difficult to determine which approach is most relevant and applicable to generate the expected outcomes mainly because each system of management has its merits and demerits.

Key Words
management, organisation, education, Zimbabwe, Namibia, centralisation, decentralisation, integration

Introduction

A brief Socio-economic overview: Namibia

Namibia is situated on Africa's southwestern seaboard along the Atlantic Ocean. Its neighbouring countries are Angola and Zambia to the north, Botswana and Zimbabwe to the east, and South Africa to the south. Namibia's surface covers 825,615 km^2—almost four times the size of the UK and twice that of Germany—and has a population of 2.1 million. Its capital city is Windhoek, and the official language is English.

Namibia is an upper middle-income country with an estimated annual GDP per capita of US$5828 but has extreme inequalities in its income distribution and its standard of living. Given poverty levels varying among regions and communities, Namibia's Gini- coefficient is still high at 0.59.

There are primary and secondary public schools in all the major towns and rural areas throughout the country, and several private schools in the main centres. Currently, Namibia has three recognised tertiary institutions, namely: the University of Namibia (UNAM), the Polytechnic of Namibia—now called the University of Science and Technology (NUST), the private International University of Management (IUM), and a number of private commercial non-degree awarding institutions.

Education system: Namibia

Early childhood is the most rapid stage of development in a human life. Although individual children develop at their own pace, all children progress through an identifiable sequence of physical, cognitive, and emotional growth stages. The early child development (ECD) approach is based on the proven fact that young children respond best when caregivers use specific techniques designed to encourage and stimulate progress to the next level of development. The Government of Namibia (GRN) expects that the positive effects that ECD programmes have can change the development trajectory of children by the time they enter school. A child who is ready for school has few chances of repeating a grade, of being placed in special education, or of dropping out.

ECD is a very successful programme in Namibia. However, it faces some challenges including human and financial constraints for further scaling up. There is currently staff of only 5 at the Ministry of Gender Equality and Child Welfare (MGECW) head office in this sector while regions battle with dual functional responsibilities (ECD and Community Development). The 2011 submission to the Office of the Prime Minister (OPM) requesting that a full directorate to be established within MGECW, is a progressive initiative. ECD rollout is still constrained by staff shortage, which will prevail until a new structure is approved by the OPM.

Table 1

Children enrolled in ECD centres countrywide by gender for 2006 and 2012.

Gender	**2006**	**2012**	**Change %**
Male	13,341	27,693	14,352 107
Female	18,319	29,729	14,410 62
Total	31,660	57,422	25,762 81

Source: EMIS 2012, UNICEF, ET Sector Review (2013), SACMEQ, and responses to the researcher's questionnaire

Successful implementation of ECD needs approximately N$9M of additional funding per annum. Most of the land where ECD centres are constructed is private, making it difficult for further construction and renovation using public funds. It is sad that the budget provision for construction is inadequate and the feeding programme is not sustainable because there is no government-feeding programme in place for ECD.

As indicated in Table 2, enrolment in pre-primary education increased from 9,433 in 2006 to 17,572 in 2012, representing an 86% increase, while male pupil enrolment increased by 61% against female pupil enrolment of 51%. The comparison is taken from age group of 5 to 9 years. The average age was 5.8 in 2012, while the average in 2006 was 5.7.

Table 2

Enrolment in pre-primary education (PPE)

Gender	**2006**	**2012**	**Change %**
Male	5,431	8,739	3,308 61
Female	4,002	8,833	4,831 51
Total	9,433	17,572	8,139 86

Source: EMIS 2012, UNICEF, ET Sector Review (2013), SACMEQ, and responses to the researcher's questionnaire.

It is worth noting that the Namibian government is committed to the education programme of Orphan and Vulnerable Children (OVC), as reflected in the Ministry of Education's report of 2012 that 89% of pre-primary learners benefited from the school feeding programme in 2012 compared to 67% in 2006. In line with this programme, 42% of OVC were registered in 2012 against the target of 36.4%. This is a remarkable achievement compared to 21% who were registered, against the target of 56% in 2006.

When it comes to the education of children, primary schooling is considered the main delivery system of basic education. The Universal Primary Education (UPE) programme is a seven-year basic education programme whose goal is to empower learners in the development of Namibia's future, by becoming a knowledge-based society.

In 1990, primary education aimed to eradicate illiteracy, ignorance, and poverty, as well as to stimulate and accelerate national development, political consciousness, and national integration.

Enrolment in Grade 1 increased from 54,562 in 2006 to 57,428 in 2012, which represents a 5.2% increase consisting of a marginally higher increase of male students at 6.6%, than female students at 3.7% do.

Table 3
Enrolment in Grade 1 in Primary Education

Gender	**2006**	**2012**	**Change**	**%**
Male	28,454	30,342	1888	6.6
Female	26,108	27,086	978	3.7
Total	54,562	57,428	2866	5.2

Source: EMIS 2012, UNICEF, ET sector review (2013), SACMEQ and responses to the researcher's questionnaire.

With respect to access, the Net Enrolment Ratio (NER) as measured in the 2011 Census shows a less positive situation than it had registered in 2006. In 2006, NER was 87.4%, but it was 87% in 2011. In fact, girls show a higher enrolment rate than boys with 88.1% against 85.9% in 2006 and 2012 respectively.

It is useful to utilise recent information to assess quality. Promotion rates for Grade 7 have slightly improved from 83.8% in 2011 to 86% in 2012, but declined marginally for Grade 5 from 75.4% in 2011 to 74.5% in 2012. The 2012 survival (retention) rate improved from 93.4% to 95.6% for Grade 5 and from 85.5% to 88.5% for Grade 7 compared to 2011.

Dropout rates have decreased marginally between 2011 and 2012 in Grades 1, 5, and 7. Repetition rates have not really changed much for Grades 1 and 5, but there is a slight improvement in Grade 7. The success and outcomes of the Namibian education system are anchored in primary (basic) education.

Cabinet of the Republic of Namibia resolved in 2014 that like Primary School Education, all Secondary School children will attend schools free of charge as from 2016. Secondary education is the stage of education following primary education. After completing this stage of education, students proceed to another stage of higher education—college or university—or continuing education, which is related to vocational training. As far as knowledge economy is concerned, both primary and secondary education are important. The strategic objectives of secondary education in Namibia are identical to those of primary education.

In terms of standards, curriculum reviews were undertaken as per the Southern African Development Community – Protocol on Education and Training (SADC-PET) guidelines. As a result, the lower secondary curriculum has been integrated and is implemented in Grade 8 in a two-stream programme (i.e. vocational subjects and career oriented subjects). Consultations between the Ministry of Education and the regions are ongoing in an effort to incorporate learner assessments into the drafted language policy. This draft policy is also based on SADC-PET's emphasis on language policy.

As for the education sector in general, it should be noted that there are 17,230 schools in Namibia with 15,283 and 8305 teachers in secondary and primary schools respectively. Among them, 63% are female, of which 88% are qualified (EMIS, 2012). With respect to improving leadership, Namibia has developed a school cluster system in which education managers can share ideas. Namibia also has a Reform Forum Journal for the promotion of research and publication. Furthermore, an Education Information Management System (EMIS, 2012) has been well developed to provide vital information on the education sector. The policy on Vocational Education and Training (VET) was developed and published following the VET Act in 2008. This policy was developed according to the expectations of SADC-PET, and Namibia Training Authority (NTA) is the custodian that presides over all aspects of skills development as required by the labour markets. Accordingly, the accreditation of training providers, programmes, and registration of unit standards and qualifications are based on the requirements set by the National Qualifications Authority (NQA), which is currently operational. The NQF is benchmarked to other NQF in the region and internationally, to insure the mobility of graduates.

As for access, collaborative efforts are underway with the German Technical Cooperation (GIZ), the Ministry of Agriculture, and NAMCOL to expand the provision of VET into the Agriculture sector. Collaborative efforts are being put in place with Manufacturing, Engineering and Related Service Sector Authority (MERSETA) in South Africa to expand training in the manufacturing sector.

The training implementation levy which began on April 1st, 2014 will lead to an increase in access. In preparation, the Namibia Training Authority (NTA) is working to determine the exact nature of skills gaps in the sector based on the 2012-2025 National Human Resources Plan. As a result, development of a five-year sector skills plan for various industries will take place.

A brief Socio-economic overview: Zimbabwe

Zimbabwe occupies 390,757 km² of land in south central Africa, between the Limpopo and Zambezi rivers. The land-locked country is bordered by Mozambique to the east, Zambia to the north and northwest, South Africa to the south, and to the southwest by Botswana. It lies wholly within the tropics and is part of the great plateau that traverses Africa.

Zimbabwe has a population of 12.97 million and the official and business language is English, although Shona and Ndebele are also widely spoken. Harare is the capital city of Zimbabwe, a vital commercial and industrial business centre. Other centres include Bulawayo and Mutare. Formerly named Southern Rhodesia, Zimbabwe attained its independence from Britain in 1980.

Zimbabwe's economy is dependent on agricultural products including tobacco, cotton, and sugar cane. Major export commodities are tobacco and horticulture. Smaller crops like sugar, tea, coffee, cotton, seeds, maize, small grains, and oilseeds are also exported. The sector is an important contributor to the country's export activities, with markets in America, Europe, Africa, and the Far East. Mining contributes 4.3% to GDP, employs 7% of the country's labour force, and earns 40% of the foreign exchange.

Its literacy rate of more than 92% makes Zimbabwe one of Africa's highest literacy nations. Its population is usually better educated than the African average, making the citizens one of the greatest assets of this country. The crisis that began in 2000 however, diminished these achievements because of a general lack of resources and the exodus of teachers to other countries, including South Africa and Namibia. Economic hardship forced a number of well-educated Zimbabweans to leave the country for greener pastures.

Education system: Zimbabwe

All children have the right to education, as expressed in the Universal Declaration of Human Rights (1944) and in the UN Convention on the Rights of the Child. These are at the centre of the Government of Zimbabwe's free primary education policy announced in 1980. In other words, this policy is within the framework of the global action campaign for accessible, free, and quality public education for all. Early childhood education must be seen as an integral part of this framework. At the time of independence in 1980, the education sector in Zimbabwe recognised that ECE could contribute significantly to the development of young children at all levels—physically, socially, emotionally, intellectually, culturally, and spiritually.

Accordingly, early childhood education can be considered education that takes place before compulsory primary education. It includes childcare centres, nurseries, preschool education, kindergartens, and other similar institutions. ECE goes beyond what some refer to as preschool education as it is an education in its own right, having not only the purpose of preparing children for school, but for life in the same way as all other parts of the education systems contribute to this process.

Prior to independence, few children in Zimbabwe had access to organised childcare and development programmes (The Commission, 1999). The Education Act of 1987 amended in 1996 stipulated that every child shall have the right to education including early childhood education, and was in the background of Education For All in 1990. Since 2004,

Zimbabwe has offered national Early Childhood Development (ECD), which instructs primary schools to offer a minimum of two ECD phases for children from three to five years old. ECD phases include ECD (A) for 3-4 year olds who attend first period, then ECD (B), then on to Grade 1.

Provision and development of Early Childhood Development (ECD) comes under the Ministry of Education, Sports, Arts and Culture. With respect to access, the period between 1980 and 1999 saw an increase in the number of centres from 1000 to 9000. Rural and urban areas are home to 3000 and 6000, respectively. In 2006, there were about 12,345 centres benefiting 1,913,312 children, which increased to 14,123 centres in 2012 benefiting 2,042,132 children.

As the education sector in Zimbabwe recognises that ECD education can contribute significantly to the development of young children, it supports this outlook by training ECD teachers who receive certified diplomas in ECD from the University of Zimbabwe. While 5790 registered for training, 1245 graduated in 2011. Furthermore, there is a UNICEF assisted programme to construct 87 ECD centres in rural areas.

Table 4

Early Childhood Education Enrolment by Gender 2006-2012.

Gender	2006	2012	Change	%	2006Gender%	2012 Gender%
Male	959,922	1,004,844	44,922	4.67	51.24	49.21
Female	913,390	1,037,287	123,897	13.56	48.76	50.79
Total	1,873,312	2,042,132	168,819	9.01	100	100

Source: Zimbabwe: All Education Indicators, Quandl, Harare, 2013 and UNICEF 2006, SACMEQ 1995 and 2007 & various other sources

ECD faces some challenges however. Low remuneration is a barrier to employ qualified and experienced service providers in the various stages of ECD education. Indeed, government funding is grossly inadequate, and if funding is not channelled to ECD, it will face a more critical situation. Parents, fellow teachers, headmasters, and most college lecturers look down on ECD teachers. Interventions in ECD must work to change this negative perception and boost ECD teachers' professional self-esteem. Strengthening ECD as an early identification system for learning difficulties and learning differences is the key. There is no pre-primary education in Zimbabwe. Pre-primary education is integrated into primary education of which a period of seven years of education is compulsory with one reception year.

Table 5 provides some useful information for the following analysis. In 2012, there were 2,507,098 six-year-old children who qualified to enter Grade 1, which represents a 35% increase from 2006 where enrolment was 1,855,229, of which 51% were male and 49% were female throughout.

While the expansion of ECD centres accommodated such substantial increases, access to primary education has not been stable, as net enrolment decreased from 96% to 94.3% between 2006 and 2012. One of the reasons for this decrease was the general collapse of the education system during the 2009 crisis where neither the state nor parents could afford to pay the costs of quality education (Barnes, 2003). Another factor that was responsible for this was stagnated infrastructural development, particularly the number of classrooms constructed that did not meet the increasing demand (UNESCO, 2002).

Table 5

Primary Education Enrolment by Gender 2006-2012.

Gender	**2006**	**2012**	**Change**	**%**	**2006 Gender%**	**2012 Gender%**
Male	943,321	1,279,198	335,877	35.60	50.84	50.02
Female	911,908	1,227,900	315,992	34.65	49.16	49.98
Total	1,855,229	2,507,098	651,869	35.13	100	100

Source: Zimbabwe: All Education Indicators, Quandl, Harare, 2013 and UNICEF 2006, SACMEQ 1995 and 2007.

Zimbabwe's decentralisation policy, particularly regarding public participation in school management, did not provide the expected support and facilitation to primary education (UNESCO, 2006).

The quality of primary education was affected by the 2009 crisis (Coltart, 2012), and as expected, the proposed curriculum reviews did not materialise. While qualified and experienced teachers migrated in increasing numbers to the neighbouring SADC countries, number of intake to teacher training colleges decreased substantially (Barnes, 2003). The most notable constraint was finance, as it manifested itself through lack of learning and teaching materials, poorly equipped laboratories and workshops, lack of furniture, and lack of modern equipment and materials for use in the training system (Clemens & Moss, 2005). Fundamentally, the policy of decentralisation was expected to play a substantial role at the community and rural levels. Instead, educational institution management nearly collapsed due to lack of leadership (UNESCO, 2006). SADC-PET places a strong emphasis on participation and facilitation by the public, communities, and their school leaders, but this expectation hardly worked in Zimbabwe.

Secondary education in Zimbabwe is particularly critical, due to the higher integration of technical subjects versus academic subjects, which is intended to offer a diversified education in order to satisfy increasing demands for a variety of skills. In the 1990s it was felt that the curriculum was failing to address key issues in development, unemployment, the manufacturing industry, and the ability of school leavers, to create jobs (1999, Education Commission).

As a result, strategic objectives of secondary education are to:

- improve system of education such that it is more useful to students;
- ensure that system of education is more relevant to the private sector and hence, to labour markets;
- strengthen delivery capacity and efficiency at all levels of the system;
- improve system quality and effectiveness;
- expand access to senior secondary education.

Even though substantial progress was made with respect to enrolment in primary schools, the secondary school system failed to accommodate and uphold this progress over the reference period, which can be clearly seen in Table 16. Policymakers expected a large number of students from primary schools to enter secondary schools, but this did not materialise, which was a substantial setback. For example, there were 1,855,299 learners at the primary level in 2006, but only 792,566, or 48%, entered senior schools, paving the way for increasing unemployment. This trend continued through to 2012, as only 847,296 learners enrolled in senior education out of 2,507,098 who were in primary level in 2012. This reflects the collapse of Zimbabwe's economy since 2000 that manifested into a crisis by 2008. During this crisis, the most vulnerable segment was girls' in senior education. With respect to gender balance, the difference between male and female in 2006 was marginal as percentages were 50.66% and 49.34% respectively. However, this situation changed considerably by 2012 as these figures stood at 59.05% and 40.95% respectively.

One of SADC-PET's top priorities is to ensure that there is gender balance. However, Zimbabwe did comply with this requirement, particularly at the secondary level.

The study reveals that the critical limitation to attaining the expected access, quality, equality, and efficiency was due to inadequate finance. This was evident by the lack of pedagogical material, furniture, and modern training equipment, as well as ill-equipped laboratories and workshops.

Given the severe financial restrictions, educational institution management was dysfunctional and did not fulfil the intended purpose of decentralisation, which was to increase efficiency and effectiveness of public service. As the essential links between the centres and provinces were now missing, management's ineffectiveness, particularly at the provincial level, was revealed.

Since its independence in 1980, Zimbabwe's education system underwent substantial changes, and the 1999 Education Commission subsequently gave top priority to vocational education and training (VET). Zimbabwe's education commission was the foundation of VET policy, developed according to the expectations of SADC-PET. The institution that is tasked with the responsibility for training providers' accreditation programmes and for registering unit standards, is at par with the rest of the SADC region. The above process is important because it guarantees the mobility of students and graduates (Raftopoulos, 2003).

Accordingly, the commission recommended an education structure that vocationalised education and familiarised students with vocational and technical skills. These skills were presented at a level of basic education and set the groundwork for specialised, postbasic levels.

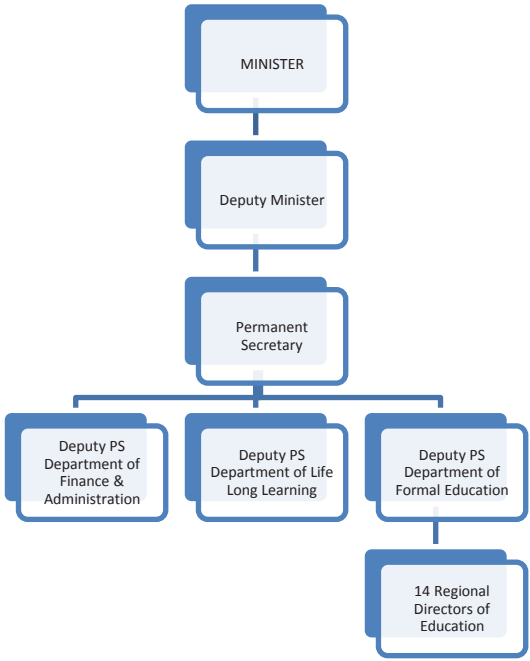
A noteworthy point is that government encouraged students to enrol in vocational training by advertising the programmes, as the labour market became more specialised and the economy demanded higher levels of skills (UNESCO, 2002). In fact, government and businesses were increasingly investing in vocational education through publicly funded training organisations and subsidised apprenticeship or traineeship initiatives for businesses. At the postsecondary level, universities and technical colleges provided vocational education. By this time, government's intention was to revitalise the ailing economy by creating employment through vocational education because students who had left after primary education were unskilled and unemployable (World Bank, 1997). The government's policy of encouraging skills training was clearly successful as a result of this, as registration stood at 84,675 by 2006, with increased equal access opportunities for males and females. At this time, there were 1962 teachers at 662 centres, each accommodating an average of 127 students. Teacher-student ratio was 1:43 (UNICEF, 2006)—far too high for vocational education given that the practical nature of the subject matter requires far smaller ratios closer to 1:20. This unfavourable situation worsened further, because resource input did not increase on par with student registration, which rose to 114,897 by 2012—a 30% student increase compared to 2006, as can be seen on Table 17. Since resource input such as number of centres, teachers, and private participation and facilitation did not increase, VET education faced the same setbacks as primary and secondary education did (Raftopoulos, 2003). The prevailing financial crisis prevailed throughout the country (Coltart, 2012), whose effect was particularly felt after 2006, as the growth and expansion of VET education in Zimbabwe became severely constrained. Roughly, 35% of VET education centres were forced to close down due to a shortage of resources including teachers, furniture, lab equipment, and particularly financial support by the private sector and the donor community. This constraint of resources, as well as poor management of the sector, particularly at the regional level resulted in the government gradually losing interest. In fact, the management aspect was noticeably absent, as the labour attached to the managing institutions was grossly inadequate due to increased redundancy.

Education Management: Namibia

Up until March 21st 2015 the education sector in Namibia was organised and managed by one Ministry of Education. This means: one education sector and one ministry of education portfolio. As can be noted, South Africa and Zimbabwe both have two ministries and as a result, basic education and higher education have been organised and managed by two different ministries.

Figure 1 illustrates the management structure of the education system in Namibia. Under the overall guidance of Cabinet, the Ministry of Education is managed by the Minister. The management team includes the Deputy Minister and the Permanent Secretary. The Permanent Secretary is assisted by three deputy permanent secretaries who head the Department of Finance and Administration, the Department of Formal Education, and the Department of Lifelong Learning. Under the Department of Formal Education are the Directorate of Programme Quality Assurance, the Directorate of National Examination and Assessment, and the National Institute of Educational Development. The Department of Life Long Learning houses the directorates of Adult Education, National Libraries and Information Services, Higher Education, and Vocational Educational and Training.

Most importantly, all 14 regions of education are managed by the Permanent Secretary under the direct supervision of the Minister and the Deputy Minister. These regions are: Caprivi, Erongo, Hardap, Karas, Kavango East, Kavango West, Khomas, Kunene, Ohangwena, Omaheke, Omusati, Oshikoto, Otjozondjupa, and Oshana (see Figure 4.2).



Source: Ministry of Education, 2013

Figure 1 : Education Management in Namibia

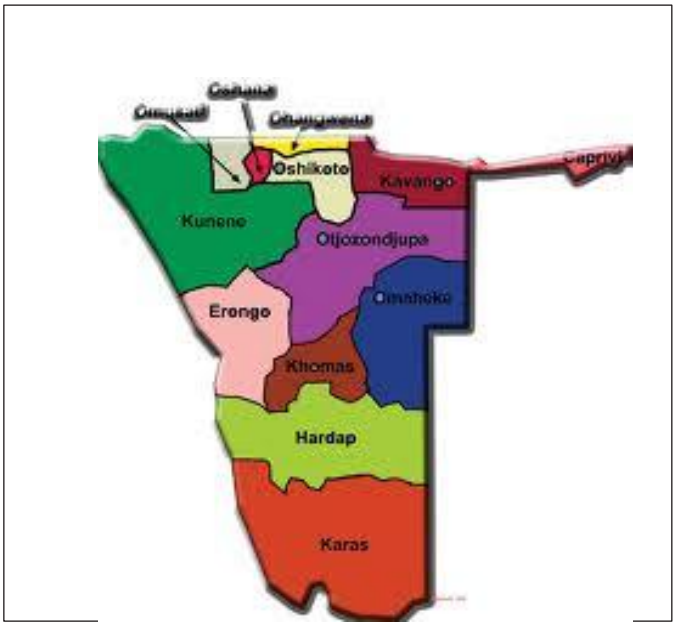
Additionally, the Ministry of Education manages 13 institutions, namely, the:

- Directorate of National Examination & Assessment
- HIV/AIDS Management Unit
- Namibia College of Open Leaning (Now a parastatal)
- Namibia Students Financial Assistance Funds (Now a parastatal)
- National Commission for Research, Science, and Technology
- National Council for Higher Education
- National Institute of Education Development
- National Qualifications Authority (Now a parastatal)
- Polytechnic of Namibia, now the Namibian University of Science and Technology
- Regional Directorates of Education
- University of Namibia
- Vocational Education Centres
- Vocational Training Institute

While the above institutions are managed by both the Department of Formal Education and the Department of Life Long Learning, they are related to SADC-PET in that they are built-in management mechanisms whose functions are aligned with the goals of this protocol. For example, curriculum development is managed by the National Institute of Education Development, national accreditation is managed by the Namibia Qualifications Authority, and the National Council for Higher Education manages quality assurance and programme accreditation along with the National Qualifications Authority.

Within the framework of education management, it is important to present an analysis of structure and systems of education, illustrated in Table 11. Namibia's school system consists of 13 years of schooling. It includes five years of lower primary education consisting of one year of pre-primary, followed by Grades 1-4 where learners are normally taught in their mother tongue, Next, learners will have three years of upper primary education—Grades 5-7, in which English is used as the medium of instruction from that point onward. This is followed by three years of junior secondary education—Grades 8-10, and end with two years of senior secondary education—Grades 11-12. The school system is therefore divided into two main phases, namely: primary—including pre-primary—and secondary. This school system is part of SADC-PET and is managed by the educational institutions listed under the Namibian Ministry of Education.

After completing Grade 12, the learner receives the Namibia Senior Secondary Certificate (NSSC) and may qualify for university education. However, most university subjects have built-in clauses to restrict admission, therefore students who perform poorly in Grade 12.



Source: Survey Data

Figure 2 : Regions of Education in Namibia.

Although it is not possible to fail Grade 12, students may opt to improve their grades in order to qualify for university admission. Recently following the review of the national education curriculum a 13 grade (A'level) has been added but this is yet to be introduced.

There are only two public universities in Namibia. While the Polytechnic of Namibia (now the Namibian University of Science and Technology – NUST) tries to concentrate on skills required by the industrial sector, such as technical or administrative studies, the University of Namibia (UNAM) covers many classic university subjects. However, because there is no straight division of competences, there are some overlaps. For example, both UNAM and the Polytechnic (NUST) offer engineering courses. The third university, and the only private university in Namibia, is the International University of Management (IUM), which concentrates on management studies. All three institutions are located in Windhoek with satellite compuses in regional cities such as Rundu, Swakopmund, Walvis Bay, Keetmanshoop, Ongwediva, Nkurenkuru and Oshakati. All universities require tuition fees, but scholarships are provided by public and private donors for students with good grades and in financial need. There are a number of vocational training centres in Namibia that provide vocational education.

Table 8
Namibian Education System

Classification	Grade	Comment
Pre-primary	0	Early childhood development education
Lower Primary	1-4	Mother tongue instruction
Upper Primary	5-7	English language instruction
Junior Secondary	8-10	Qualified for vocational training with Grade 10
Senior-Secondary	11-12	Qualified to enter higher education depending on performance

Source: Survey Data

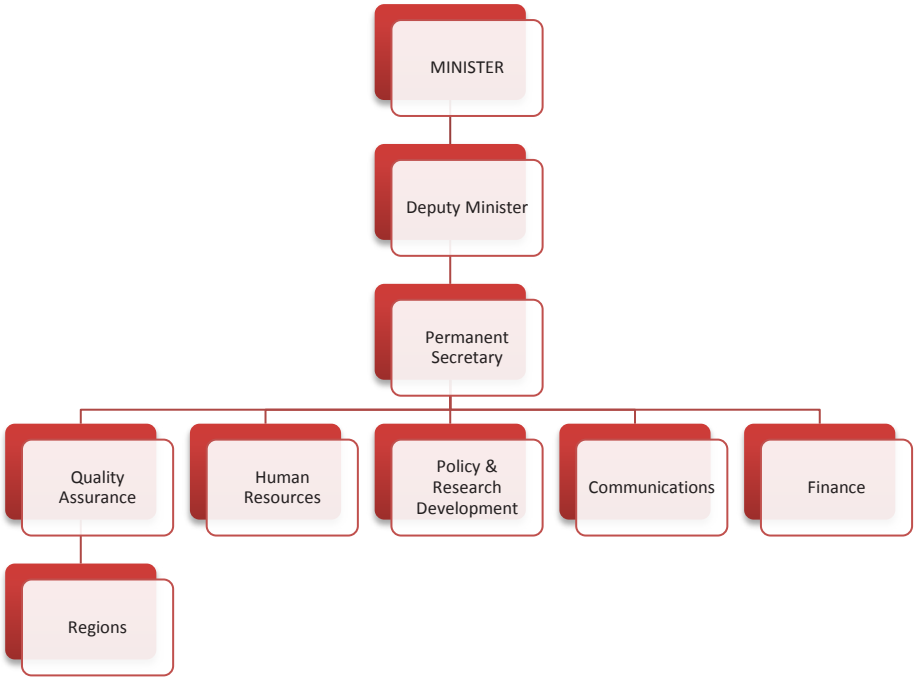
education for a handful of professions, but they are still very young. There are four Colleges of Education for the teaching profession, located in Windhoek, Rundu, Katima Mulilo, and Ongwediva, however, these have since merged with UNAM in 2010.

Eductaion System

1.1 Zimbabwe

In Zimbabwe, education is managed by two ministries: the Ministry of Education, Sports and Culture, and the Ministry of Higher Education and Technology. While each ministry has a deputy minister, the Permanent Secretary is the administrative head of the ministry as a whole. Each ministry consists of five functional departments: Quality Assurance, Human Resources Development, Policy and Research Development, Communication, and Finance.

As shown in Figure 3, educational services are divided between two ministries. The Ministry of Education Sport and Culture is mandated for formal education, under which nine administrative education regions are housed. The nine administrative education regions are Harare, Mashanaland, Mashana Central, Mashana East, Mashana West, Masvingo, Matabeleland and Midland, and are headed by the Regional Head of Education. The administrative regions have been further divided into 59 district council areas.



Source: FFA, 2010

Figure 3 : Education Management in Zimbabwe

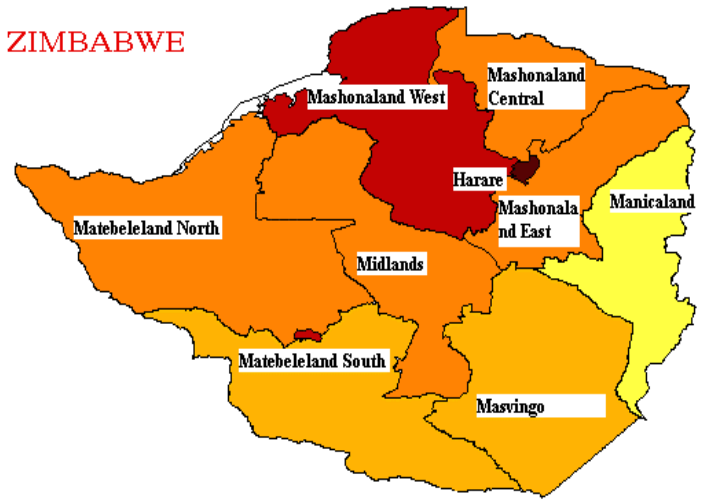
One important aspect of the above management structure is decentralisation. Within the overall guidance and directives framework, regions can formulate policies, projects, and undertake implementation. However, monitoring and evaluation is a joint exercise carried out by each region and the Centre, or Ministry of Education. In fact, all policy orientation comes from the 59 district councils rather than from the Centre. This is significant because management is usually assumed by a ministry of education, which uses a top-down approach whereby regions are expected to stay abreast of activity at the Centre. In Zimbabwe, however, it is the opposite; educational institution management is established at the regional level and works its way up, because regional directors are granted authority for policy formulation, planning, implementation, monitoring, and reporting. This means that nine educational administrative regions and 59 district councils are effective and efficient management units of the education management rather than being centre-oriented. Therefore, due to the fact that SADC-PET implementation is the responsibility of central government, the degree to which it represents the totality of its regions rests on the way that regions respond. In fact, as far as what is taking place at the regional level does not matter, as the Centre represents the collective results of the regions.

In light of the above, the education management information system is highly region-oriented because regional information is transmitted to the Centre. Although Zimbabwe's education ministries show an administrative arrangement, this structure is a very good management instrument for policymaking and planning, because there is evidence-based planning, implementation, monitoring, and reporting at the regional level. This is indeed the missing link of development planning in many developing countries, including Namibia.

Generally, with respect to the four educational initiatives including SADC-PET, implementation is highly regionalised rather than centralised. As a result, all education management institutions such as quality assurance, vocational education, distance education, etc., operate at a regional level. Consequently, demand and quality can be met, as service providers are in close proximity to the public who require educational service. There is no doubt this has contributed to the successful implementation of SADC-PET in Zimbabwe, and will be analysed in the next chapter.

The role and functions of educational institutions are related to the structure and systems of education. In other words, before it is managed, structure and systems must be in place. As illustrated in Figure .5, the structure of education systems can be divided into basic education, secondary education, and tertiary education

Zimbabwe's basic education system is comprised of early childhood education and care, or preschool for 0 to 6 year-olds, and primary education for 6 to 12 year-olds. Primary



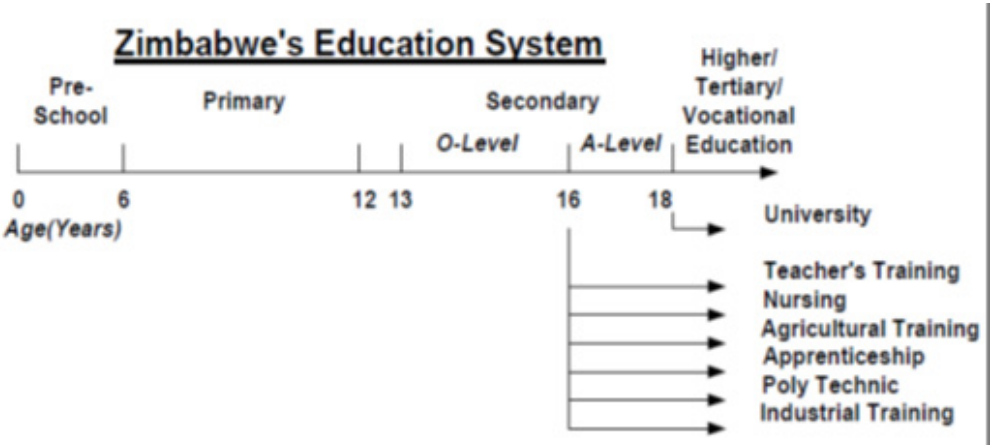
Source: FFA, 2010.

Figure 4. Education Management at Regional Level in Zimbabwe

education is a 7-year cycle where the official entry age is 6 years. This cycle espouses the policy of compulsory education and unimpeded progress that ends with a terminal examination in Grade 7. Thirteen years of education is usually both free and compulsory in Zimbabwe.

Secondary education in Zimbabwe encompasses the following:

- A 4-year Ordinary Level cycle, where the official entry age is 13 years. There is unimpeded progress to reach this cycle although some schools set selection criteria based on Grade 7 examinations.
- A 2-year Advanced Level cycle, which is a restricted cycle meaning that promotion is based on merit according to established pass grades and/or selection criteria.



Source: AFA 2010

Figure 5 : Education System Structure in Zimbabwe

Secondary school learners who enter Form I, are usually aged 12-13 years, and compete for places in private and mission schools based on their Grade 7 examination results, school-based interviews, and placement tests. Competition at better quality government schools in urban areas is characterised by long waiting lists. Government schools admit students by zone and allot the remaining places to those with the best qualifications. The curricular framework in Forms I and II consists of eight subjects: English, Shona or Ndebele, mathematics, science, history, geography, bible study, and one practical subject which could be food and nutrition, fashion and fabrics, woodwork, agriculture, metalwork, or technical drawing.

This subsector is made up of eight polytechnics and technical colleges; 14 teacher training colleges; 29 vocational skills training centres, seven universities, as well as two university colleges affiliated to the University of Zimbabwe. Additionally, there are over 350 privately owned institutions, most of which offer commercially based programmes.

The Ministry of Higher Education and Technology has a different organisational structure and management system than that of the Ministry of Education, Sports and Culture, in that there are no education regions. Until recently, the ministry's operations were highly centralised, with all crucial decisions being made at Head Office in Harare. Today, operations are decentralised with some authority and responsibilities reassigned to higher education institutions such as colleges. Moreover, legislation is being proposed to transform college advisory boards into management boards, with the latter eventually taking over management responsibility of these institutions from government. On the other hand, public universities are governed separately through Acts of Parliament, which allow for the establishment of university councils and senates to run the affairs of the educational system.

In terms of tertiary learning, teacher education is provided at fourteen colleges with mostly three-year programmes leading to a diploma in education. Technical education is taught at various registered institutions that include several vocational training centres, six technical and two polytechnic colleges that are state-run. These offer a wide range of technical subjects that lead to a National Certificate, a National Diploma, or a Higher National Diploma. University education is offered at 11 institutions, two of which are teacher's colleges that have merged with the university. Government has also invested heavily in the Skills Training Programmes in partnership with the local authorities, which is being promoted through the establishment of Vocational Training Centres (VTCs). Since 1998, 25 new VTCs have been established. The programmes offered at these centres are demand-driven in the sense that they are designed after consultations with the local community in response to its needs, such as metal fabrication, woodwork etc. In these programmes, the government provides some of the professional staff, the local authorities provide the infrastructure and all additional staff, while the private sector funds the supply of equipment to those centres through Zimbabwe Manpower Development Fund.

An education system provides services from early childhood education up to tertiary or higher education. The above-mentioned systems of education are managed based on six management functions, namely: planning, organising, directing, controlling, staffing, and monitoring and evaluating, in collaboration with the ministries of education.

The education system in Zimbabwe is highly committed to universal efforts such as Education For All, MDG2, the African Union Plan of Action for the Second Decade of Education for Africa, and SADC-PET. Consequently, SADC-PET is being implemented under the banner of Regional Education and Training Implementation Plan. As discussed earlier, the education system in Zimbabwe is managed by two ministries. Formal education falls under the Ministry of Education, Sports and Culture, and tertiary and technical education fall under the Ministry of Higher Education and Technology. Each has a minister, a deputy minister, and a permanent secretary who acts as the administrative head of the ministry. Each is composed of five functional departments, which are quality assurance, human resources development, policy and research development, communication, and finance.

Overall, the educational institution management under the two ministries has good regional orientation, which is the opposite of the top-down approach of management, where regions are expected to stay well informed with developments at the Centre. Under the general guidance of the Centre, regions can plan, implement, monitor progress, and report to it. This is clearly grassroots-oriented, where policy and planning take place close to the end users of the educational services. This bottom-up approach is founded on the six functions of planning, where education is provided with a high degree of regional orientation, thus supporting SADC-PET implementation because service can meet demands more directly from a regional level thereby increasing the quality of services to users.

Conclusion

With respect to managing educational institutions in Namibia and Zimbabwe, organograms and systems of education in both countries were used to illustrate the discussion. Comparing and contrasting these two countries has shown that the systems of education in both countries have accommodated SADC-PET. It has also been shown that up to 21st March 2015 managing educational institutions was headed by one ministry of education in Namibia in a single section, whereas education in Zimbabwe is managed by two ministries, namely the Ministry of Education, Sport and Culture for formal education, and the Ministry of Higher Education and Technology for tertiary and technical education. In both countries there are hierarchical arrangements regarding educational institution management from a primary school to a university under the guidance and direction of respective education ministries. However, there are significant differences within the hierarchical arrangements. Specifically, in Namibia, management of education institutions is highly centralised with respect to policy and decision-making such that it uses a top down approach of education management. In other words, the Ministry of Education manages educational institutions with the help of the rest of the bureaucratic and technocratic systems of management.

In Zimbabwe, management of educational institutions is not essentially ministry-oriented because nine provinces and 59 districts can make decisions concerning policy, planning, and implementation and reporting, under guidelines of the Centre. This seems to be a bottom-up management approach that brings educational services closer to those who use them. With respect to SADC-PET implementation, it is difficult to determine which approach is relevant and useful to generate its expected outcomes. However, an analysis of the responses to the research questionnaire have shed more light on the topic of top-down and bottom-up approaches of management that are relevant to managing educational institutions.

According to the Constitution of Namibia, primary education is compulsory and provided free of charge. This is the utmost principle in the education system that starts with Childhood Education or early childhood development (ECD) in Namibia. Government has accorded top priority to ECD since 2006, as it opens doors to the future of children in many ways. In 2012, there were 57,422 children in ECD centres, which represents an 81%

increase compared to 2006. Quality has improved substantially with training provided to the teachers together with the provision of the required materials. Monitoring and evaluation of ECD takes place based on UNESCO criteria. In terms of effective educational institution management, there is much-needed additional funding of N$9 M per year. As for SADC objectives and principles, ECD is functioning well in Namibia.

In terms of access, 17,577 enrolled in 2012 and this represents an 86% increase compared to 2006. This increase was facilitated and accommodated by the construction of the required infrastructure together with improvement to existing facilities. However, as demand is increasing, the ministry needs to build new classrooms. With respect to equality, 86% of learners have been benefitting from the feeding programme, which has been increasing. Some management issues related to NIED and mainstreaming curriculum need to be addressed and resolved for enhanced smooth implementation of pre-primary education. Generally, management, monitoring, and evaluation of pre-primary education are very good.

Primary education is at the centre of the education system in Namibia along with regional and international concerns. Therefore, its primary education programme is part of the provisional nine years of education to all since 1990. Enrolments are expected to rise with the introduction of universal primary education in February 2013. This programme is currently integrated into ETSIP and is implemented. Enrolment increased by 5.2% from 54,562 in 2006 to 57,428 in 2012. In fact, this is non-significant, but it is stable. Yet, marginalised children have benefitted significantly, as their enrolment increased. While the quality is being tested through SATs, teacher training is a top priority of the ministry. Dropout rates have been under control, whereas concerns related to sanitation are issues that need to be addressed and resolved. CPD has begun to develop Teacher Education materials to assist teachers to understand and utilise the SATs more effectively in order to improve learning achievement, but these materials are not expected to be ready until 2014. Compared to 2006, overall aspects of primary education with respect to organisation and management have increased satisfactorily and therefore they are in line with the expectations of SADC-PET.

Secondary education is crucial, as it is the turning point for higher education, and technical and vocational training. The survival rate from Grade 10 to Grade 12 continues to be an issue since 2006.

However, the above trend is under control, which is manifested by the improvement of school infrastructure, teacher development, and the development of new staffing norms. With respect to standards, curriculum review was undertaken along with SADC-PET guidelines. As a result, the curriculum has been integrated and implemented at Grade 8 in a two-stream programme from lower secondary. These streams are vocational and career oriented subjects. In terms of learner's assessment, language policies have been drafted and regional consultations have just been completed. Another main concern of SADC-PET is the provision of hostel facilities and school counsellors; these requirements have been met to 87%.

The Namibia Training Authority is the main caretaker that looks into all aspects of skills development as required by the labour markets. Accordingly, the accreditation of training providers, programmes and registration of unit standards, and qualifications, are all based on the requirements set in the National Qualification Framework (NQF). The NQF is benchmarked with SADC countries and other international countries to ensure the mobility of graduates. NTA has established essential relationships with stakeholders to produce relevant and useful skills. In this respect, it should be mentioned that NTA has accommodated the skills requirements as indicated by the National Human Resources Plan (2010-2015). The Namibia Business and Investment Climate Survey (2012) reflects the private sector's appreciation for the substantial improvement in the availability of skilled labour since 2008, and the excellent prospects for the future supply of such skills as NTA is committed to generate.

Namibia has integrated an annual monitoring and evaluation system into the SADC-PET implementation process, with all stakeholders regarded as part of the good progress that has been made.

In the case of Zimbabwe, all children have the right to education, as expressed in the Universal Declaration of Human Rights (1944) and the UN Convention on the Rights of the Child, are at the centre of the Government of Zimbabwe's free and primary education policy as announced in 1980. In other words, this policy is within the framework of the global action campaign for accessible, free, and quality public education for all.

At the time of independence in 1980, the education sector in Zimbabwe recognised that ECE education could contribute significantly to the benefit of young children, and at various developmental levels, such as physical, social, emotional, intellectual, cultural, and spiritual. Along with this perspective of ECE was the understanding that ECD is an integral part of primary education, and it made substantial progress prior to 2006, and from 2006 to 2012. Apart from government involvement, private sector organisations were also part of the above-mentioned progress. While the progress is valued and appreciated, it is not stable and sustainable due to many reasons. These are mainly: lack of finances, lack of quality input including trained teachers, and lack of management as community support and involvement, which was drastically reduced over the crisis that prevailed in the country. In fact, community participation is vital if this sector is to regain the momentum that prevailed prior to 2000, and to live up to SADC-PET expectations.

With respect to primary education, high expectations were placed on this sector, as it is the foundation for secondary and higher education. As a result, access to primary education increased by 35% from 2006 to 2008, which is remarkable, as the equity was also maintained with respect to male and female enrolment. However, quality was affected due to similar reasons that affected ECD, as discussed above. As for secondary education, enrolment declined substantially as it recorded only 7% growth compared to 35% growth in primary education from 2006 to 2012. This is an important point because expansion

and growth of student populations should be a continuous process in view of the labour market demands in particular, and economic growth and development in general. Decline of enrolment means the dropout rates were increasing, hence a flood of unskilled people in the labour market where there is no demand for such labour. It should be mentioned here that Zimbabwe had arguably been recognised as having the best education sector in Africa. However, lack of finance and poor management of educational institutions which were also due to finances, affected the education sector.

VET policy was formulated by taking into account the strategic importance of skills in a growing economy, as SADC insisted on 7% economic growth. In fact, the government demonstrated insight by placing a high priority on VET, which was manifested as an increase in enrolment by 30% from 2006 to 2012. However, implementation was drastically curtailed by the resource constraints. While finances were at the centre of these setbacks, lack or absence of management at the regional levels contributed to the failure to produce the expected outcomes. In fact, enrolment increased because of the government's initiative and commitment, but most of the centres were closed down due to lack of resources including teachers.

The absence of a systematic monitoring and evaluating reporting system on SADC-PET implementation has also been a setback for Zimbabwe and substantially affected the expected outcomes of SADC-PET.

This article thus identifies strengths and weaknesses, those affecting Namibia and Zimbabwe. These findings were analysed to help formulate ideas that will lead to the solution of the problem at hand.

The implementation of SADC-PET is moving at a snail's pace and this does not bode well for the region.

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