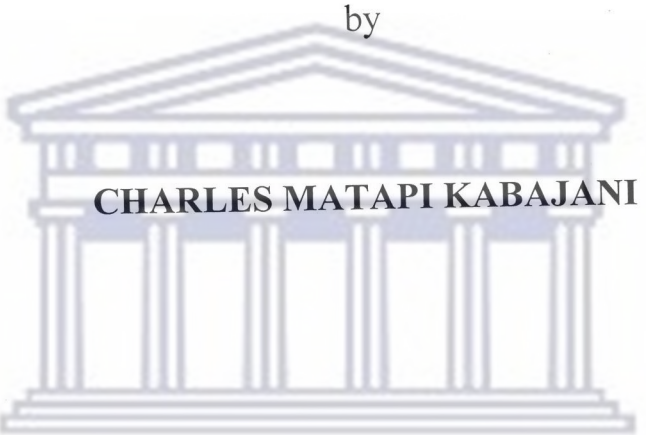
TOWARDS DEFINING THE ROLE OF THE SCHOOL INSPECTOR AS A MULTI-FUNCTIONAL EDUCATIONAL MANAGER AND ADMINISTRATOR IN NAMIBIA

by

CHARLES MATAPI KABAJANI



A mini-thesis submitted in partial fulfillment of the requirement for the Degree of Master of Education in the Faculty of Education, Department of Educational Management, Administration and Policy, University of the Western Cape, Bellville, Republic of South Africa.

Supervisor: Professor H. D. Herman

October 2000

ABSTRACT

TOWARDS DEFINING THE ROLE OF THE SCHOOL INSPECTOR AS A MULTI-FUNCTIONAL EDUCATIONAL MANAGER AND ADMINISTRATOR IN NAMIBIA.

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This study is an attempt to define the role of the school inspector as a multi-functional educational manager and administrator in Namibia. It aims at understanding the situation that prevails in the inspectorate in order to provide the knowledge base that would improve practice. This is a conceptual, analytical and descriptive study in which the current international literature on inspection across the world were reviewed. Documentary analysis of the SADC (1998) Resource Materials for School Inspectors was undertaken in order to assess its implications for Namibia.

The findings of this study were that school inspectors are indispensable in monitoring the standards of teaching and learning in Namibia. The study also found that the inspectors are overloaded and that they are not equitably distributed in the education regions of the country. The study concludes that for inspection to be effective, it should change from teacher control to teacher support and development.

DECLARATION

I declare that **Towards Defining the Role of the School Inspector as a Multi-Functional Educational Manager and Administrator in Namibia** is my own work, that it has not been submitted before for any degree or examination in any other University, and that all the sources I have used or quoted have been indicated and acknowledged by complete references.

CHARLES MATAPI KABAJANI OCTOBER 2000

SIGNED.....

ACKNOWLEDGEMENT

I am profoundly indebted, first and foremost to my supervisor, Professor H D Herman and co-supervisor Dr. John Katzao whose effective and professional guidance and useful comments saw me through thick and thin during the writing of the mini-thesis. Their knowledge of and insight into the subject proved crucial especially during the most trying moments of the writing process.

I also thank the USAID (Namibia), the Professional Enhancement Project (PEP) and the MBESC for their generosity in providing me with this rare study opportunity by sponsoring the research financially.

I also wish to thank Beatha Kasita, Selma Mupupa and Hilja Immanuel for their kindness, generosity and patience in typing my work under pressure.

Last, but not least, I would like to express my sincere appreciation to my wife, Judith and my children who showed such patience and support during the writing process. I must also thank those who gave me support in one way or another especially my brother, Chris Kamwi, who stood behind during the whole period of the my study.

I finally dedicate this study to my late father Samson Musipili Kabajani and my mother Khumalo Umbombozana Kabajani for their care and love during my upbringing.

While I acknowledge the advice and assistance of all the above persons, I alone bear the responsibility if any inaccuracies and or mistakes occur in the final text of this mini-thesis.

ACRONYMS AND ABBREVIATIONS

AASA	-	American Association of School Administrators
ADEA	-	Association for the Development of Education in Africa
BES	-	Basic Education Support
BETD	-	Basic Education Teacher's Diploma
DIAS	-	Directorate of Inspectorate and Advisory Services
EPI	-	Education Programme Implementation
HMI	-	Her Majesty's Inspectors
HMCI	-	Her Majesty's Chief Inspector
IN-SET	-	In-Service Training
LEA	-	Local Education Authority
MEC*	-	Ministry of Education and Culture
M.ED	-	Master of Education
MBEC*	-	Ministry of Basic Education and Culture
MBESC*	-	Ministry of Basic Education, Sports and Culture
MHEVTST*	-	Ministry of Higher Education, Vocational Training, Science and Technology
NEA	-	National Examinations and Assessment
OFSTED	-	Office of Standards in Education
PAD	-	Planning and Development
PEP		Professional Enhancement Project
SADC	-	Southern African Development Community
TMS	-	Teacher Management Support

USAID - United State Agency for International Development

WASCOM - Wages and Salaries Commission

EDUCATION REGIONS IN NAMIBIA

K1. - Katima Mulilo Education Region

K2. - Keetmanshoop Education Region

K3. - Khorixas Education Region

O1. - Ondangwa East Education Region

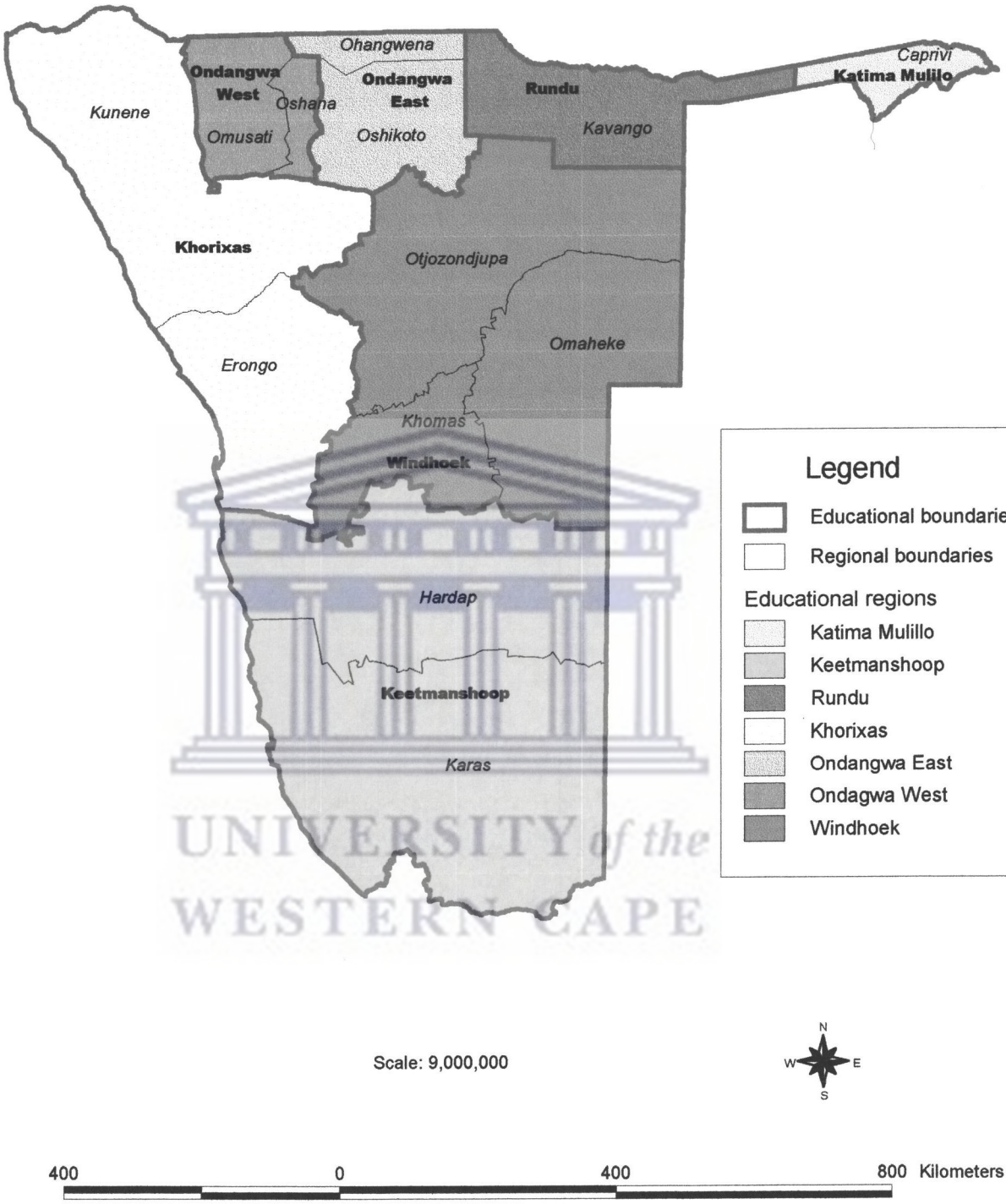
O2. - Ondangwa West Education Region

R1. - Rundu Education Region

W2. - Windhoek Education Region

* From 1991 to 1993 the Ministry responsible for education and culture in Namibia was referred to as MEC.

In 1993 the Ministry of Education and Culture (MEC) was divided into the MBEC, which was responsible for Basic Education (grades 1-10) and Culture; and the Ministry of Higher Education, Vocational Training, Science and Technology (MHEVTST). In March 2000, the Directorate of Sports was incorporated back into the MBEC hence the name the Ministry of Basic Education, Sport and Culture (MBESC)



Map of Educational Regions in Namibia

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CHAPTER ONE

INTRODUCTION

1.1 Orientation

This study is about educational leadership and is aimed at investigating the role of the inspector as an educational leader in Namibia. The requirement for promotion to a post of an inspector is that such a person must be a good school principal with extensive years of experience. This requirement is based on the fact that the inspector occupies a higher level of decision making as compared to a principal. This testifies to the understanding that an inspector of schools should have a broad knowledge base and experience in the management and administration of schools. Inspectors of schools are also required to administer a cluster of schools, the objective being to equate and guide these schools with the aim of raising the standards of teaching and learning. In order to carry out his/her tasks effectively, the inspector is in contact with various stakeholders in education such as parents and teachers (Shen, 1997:117)

Before Namibian independence, there have been two scenarios related to inspectors. The first is that an inspector was not seen as a teacher supporter but rather as an outsider who was put in a position to spy on teacher's weaknesses, in other words an informer of the system. Furthermore, the educational leadership role of the inspection was perceived negatively. The inspector was seen as a

policing, fault-finding, autocratic leader who all the time directed principals to follow the laid down rules and regulations. The inspector was neither seen as a professional colleague, nor as a supporting officer. The second scenario is that the inspection process itself was not open and transparent to teachers. Teachers hardly knew what course/ procedure an inspection would follow. The inspection process was seen as alienated from the actual problems faced by teachers. After independence, there has been a period of redefinition of the role of the inspector towards a democratic and participatory leader. (MBEC, 1993:41). There were attempts to review the inspection process to make it a teacher or school friendly operation. Earley (1997:96) maintains that:

> *"inspectors have to function above the profession to guide and advise so that the objectives of education as set out are not lost".*

Bush (1985: 13-86) and Hughes et al (1985:3-10) have outlined some leadership theories on management, which this study finds relevant to the understanding of the leadership roles of school inspectors. Other research work carried out in the field of inspection across the world viz. Ireland, (Buachalla, 1986) Belgium, (Jansen, 1986) England and Wales (Pearce, 1986) emphasize the importance of the inspectorate in the monitoring of standards.

Inspectors in Namibia are employees of the Ministry of Basic Education and Culture. It is in this broader context that their role

therefore been a need to see inspectors in a more positive light than was the case before independence.

The Draft Namibian Education Bill (1997:47), Part VII, and Section 63 (2)(a)) testifies that: *"all state schools... are subject to inspection"*

There has been a realization that school inspectors have a definite role to play in Namibia and that the quality of performance in schools cannot be brought about by principals alone, but it requires the support, guidance and advice from inspectors. This suggests that the inspector has a definite role to play in the education system in Namibia.

An inspector of schools occupies a strategic position in the education system in Namibia and the role is seen as pivotal in linking schools with parents and schools with the education authority. The problem, however, has also been that inspectors have been negatively perceived and their duties and responsibilities have been somewhat unclear. The image and role of the inspector and his/her role in schools has been a matter of constant debate. The inspection process itself was also seen to be flawed in many respects and seen as alienated from the school. (Buachalla, 1986: 262).

After independence there have been demands from particularly parents, schools and teacher unions. There has been a move to making inspectors accountable for the management of schools.

This lack of clarity on the role of inspectors has also been compounded by the fact that inspectors in Namibia are supervising a large number of schools (36 schools on average while individual inspectors in Ondangwa East and West may go up to over 50 schools per inspector). Guideline documents that were supposed to help inspectors carry out their duties were non-existent. Inspectors in the different education regions of Namibia have functioned uncoordinated, with each one doing his/her own things. A standard policy on school inspection has been a dire necessity. Currently the job of the inspector is also complicated by the fact that there seems to be an overlap between the duties and responsibilities of school inspectors and those of advisory teachers.

On the basis of the above, parents schools and education authority have seen the inspector and the inspection process as ineffective and inefficient. It is the aim of this research to investigate the role of the inspector in order to attempt to determine and define their role in the context of the profound situation under which they work. It is also aimed at attempting to clarify the roles of school inspectors and school inspection so that stakeholders better understand these.

1.3 Aims of the Study

The overriding aim of the study is to explore the roles and responsibilities of school inspectors. Derived from this aim are the following objectives:

- to investigate the conceptual debates around educational leadership with specific reference to the role of the inspector, which should take cognizance of the historical background and changes which have taken place in Namibia.
- to analyse the theoretical concept of educational leadership and administration in relation to school inspectors in Namibia.
- to investigate the current roles of school inspectors by analysing the policy document designed by SADC (1998) and to indicate its practical applications to Namibia.
- to offer an understanding of the importance of the inspection process to teachers and schools.

1.4 Research Questions

The study seeks to answer the following pertinent questions:

- Who are school inspectors?
- What does the job of inspectors entail?
- How can the inspection process be designed to better benefit the school in Namibia?

By attempting to provide answers to these questions, the role of school inspectors and inspection may be better understood and appreciated by schools, parents, politicians, trade unions, the public and other stakeholders.

1.5 Research Design

This is a conceptual, analytical and descriptive study of school inspectors

in respect of their leadership styles, the conceptual debates around their role and practices, and the extent to which a properly designed inspection process has a beneficial effect on schools. To achieve these aims, this study focuses primarily on document analysis in which in-depth exposition of the duties, responsibilities and operations of inspectors will be undertaken.

A micro-theoretical comparative study of literature on the roles, duties and responsibilities of inspectors commonly used by OFSTED for England and Wales will also be used in order to learn from their operation and the actual organization of the inspection process. The SADC (1998) Resource Material for School Inspectors shall be analyzed to establish its actual implication or practical application to the Namibian situation. The study also investigates some management theories that are relevant to the leadership roles of inspectors in Namibia. These theories form the conceptual framework of the study. Policy documents such as job descriptions, ministerial directives and guidelines are also consulted.

1.6 Focus and Structure of the Study

This study focuses on the role of the inspectors in the Namibian education system. Literature on inspection in Namibia and other countries especially Botswana and OFSTED Inspection Manuals for England and Wales will be consulted. This research aims at expounding on the roles of inspectors as well as at designing a comprehensive inspection framework for schools in Namibia. This research is not aimed at providing quick -fix and definite answers to

the immediate problems facing inspectors and the expectations of parents, politicians and other stakeholders, but it is an attempt at understanding the situation that prevails in the system of the inspection in order to provide a knowledge base that would improve both the perception of the inspector as an education leader and to improve practice. The researcher acknowledges that the research has limitations in that it is conducted or undertaken in own place of work.

One possible way of averting this problem is to change the research design from an empirical to an analytical-descriptive one, in which analysis of literature will be used as a qualitative method of gathering data. Johnson (1994:9) asserts that this approach is cost effective and that management and administrative resources regarding inspectors and other educational policy issues may be readily available.

The study is organized as follows

Chapter 2: This chapter deals with the conceptualization on educational leadership and management in relation to school inspectors.

Chapter 3: Provides a descriptive exposition and analysis of the international perspective of the role and duties and responsibilities of school inspectors. The SADC 1998 Resource materials and OFSTED Inspection Framework is the centre of focus.

Chapter 4: Looks into the OFSTED inspection process. The OFSTED Inspection Handbooks is reviewed to assist in designing an inspection pattern for Namibia.

Chapter 5: Deals with the overview of the results of the study and highlights the problems experienced during the research. The summary, conclusions and recommendations for future study are presented as well as the limitations of the study.

CHAPTER TWO

EDUCATIONAL LEADERSHIP: A CONCEPTUAL PERSPECTIVE

2.1 An attempt to conceptualize educational leadership and management

According to the Oxford Advanced Learner's Dictionary (1993), the meaning of the word "lead" is given as "to show the way, by going first, to precede, to guide by persuasion or argument". The word "guide" therefore denotes the interpersonal relationship between those who go ahead and those who follow. Davenport and Boles (1975:63) describe leadership as:

> *"...a process in which an assistance is given to a group to move towards production goals that are acceptable and to dispose of those needs of individuals within the group that impelled them to join it".*

It is true that the definition of leadership may differ from person to person and individual to individual. The purpose of this chapter is therefore to introduce the concepts leadership as well as characteristics of leadership and relate these concepts to the inspector of education as an educational leader and manager. Between 1920 and 1960 the desires of industrial models of governing organisations by bossing and more specifically leadership

that the relationship of workers with the management and each other may be more significant in effective productivity than the streamlined procedures and incentive schemes proposed by Taylor or the rational management principles advocated by the classical theorists.

Davenport and Boles (1975) in addition ascribe the potent influence of informal groups on motivation and behaviour, which came to be appreciated so that the organizational goals can be attained. Other authors emphasized success in organization based on team work and communication. Hughes et al (1995) asserts that authority in this case depends on cooperative personal attitude of the individual, on the one hand, and the system of communication in the organization on the other. Bush (1985) asserts that the human relation theory may be regarded in retrospect as an approach, which directs attention to important personal variable in organizations, which had previously been neglected. As such particularly practitioners have seen the theory, to provide a valuable corrective to views of management which rely exclusively on the abstraction of organizational charts and bureaucratic structures.

2.3 Leadership theories

Davenport and Boles (1975) and Gallie (1996) assert that there are a number of theories that have been developed by a number of researchers in an effort to understand the concept of leadership. Many of these theories have developed out of management ideas. As Davenport and Boles (1975:153) further indicate:

This indicates that leadership is not perceived as individual effort but rather something that takes place in a social setting through interaction. Leadership therefore consists of individuals bound together by some unity of purpose and interdependence. In this social system, there should be someone who leads and others who follow. Each individual in the system puts something into it and each gets something in return. Davenport and Boles (1975: 153) consider leadership as a positional attribute, as a personal characteristic and as a category of behaviour.

Regardless as to who leads, the following observable behaviour according to Davenport and Boles (1975: 153) manifests:

- goals are tactfully agreed upon.
- a leader is given responsibility (through appointment, election, ownership or default), assumes it in the absence of a designated leader or seizes it from the designated leader;
- means of achieving goals are agreed upon;
- limits of the leader's authority are set, either overtly or covertly unless powers are unlimited. (Davenport and Boles, 1975). The following have been developed as theories of leadership.

2.3.1 Characteristic/quality theory

The supporters of the theory argue that leadership consists of certain patterns of inherited or acquired traits and therefore they set about

trying to produce a definitive list of qualities. Davenport and Boles (1975), and Carysforth and Rawlinson (1992) identified the following characteristics and qualities of leadership:

- interest in people at least equal to a desire to get a job;
- a good listener who takes note of another individual's view and where possible uses it;
- decisive but makes decisions on sound reasoning not impulse;
- own his/her problem and never places the burden of these on subordinates;
- sets high standard but also sets a good example to follow;
- sensitive to the needs and expectations of others;
- a good communicator
- knows what motivates each individual and uses this to gain cooperation and interest in a job;
- gives praise and recognition for a job well done, offers help rather than criticism if job is not done well. In addition to this, Hughes et al (1985:265) maintains that *a leader should have above average intelligence, dependability, sound participation and socio-economic status*. Hughes et al (1983: 204) further asserts:

> *"A person does not become a leader by virtue of some traits but the pattern of personal characteristics of the leader must bear some relationship to the characteristics, activities and goals of the follower".*

Cawood and Gibbon (1981: 9) also list the following qualities of a leader.

- believes in teamwork;
- believes that a task is best performed through group cooperation;
- utilizes the group's talents;
- builds high morale in his/her group;
- lets his group plan together;
- does not take decisions on his/her own;
- works hard and inspires others to work hard.

However, Fullan (1992) cautions that if leaders really become good as the qualities above indicate, then they can be scary. He asserts that there is too much of the great leader theory built into managerial empowerment. Significant movement towards the implementation of the core concept is desirable, provided that we are not seeking and we do not look at a leader as a saviour. Fullan (1992) further argues that the logical extension of managerial empowerment in schools is the teacher, pupil and parent empowerment. He does not agree in giving the rein of power to anyone. Effective managerial power according to Fullan (1992) includes by definition: "*The ability to propel others within the organization.*"

2.3.2 Situational theory

The supporters of this theory argue that the most important factor, which determines leadership, is the extent by which human beings

can behave in a situation. This theory therefore raises a very important dimension to school inspection which is the fact that any educational leader or inspector changes his/her leadership style to fit the particular situation and this situation may lead into dilemma whereby the inspector positions him/herself in order to forfeit his/her leadership position to another person better equipped to act as leader in that specific situation. Those who identify with this approach to leadership have attempted to identify either the conditions under which certain traits or capabilities are effective, or the kinds of behaviour that effective leaders would use under certain conditions (David et al, 1993: 139).

2.3.3 People task interaction theory

The supporters of this theory, according to Gallie (1996), assert that there are two categories of activities of a leader, which are (i) the people and (ii) the task. Leaders do not lead in a vacuum. There should be participants who are willing to be led. Apart from the interaction with the followers, the leader should also interact with the task. This means that the leader and the followers are normally brought together as there is a task to be accomplished. This theory therefore tries to harmonize the close relationship between the task and the people. The balance between the task and the people will thus depend on the situation and the urgency of either the people or the task. (Gallie, 1996)

As defined earlier by Davenport and Boles (1975: 117): *"leadership is a process."*

It is therefore clear that the notion of influencing others comes to the fore in this definition. This definition also stresses such issues as justice and morality as well as persuasion rather than "coercion and bossing." The direction and amount of influence of a leader are not determined by a person's place in the organization, but by the expertise a person possesses. Gallie (1996) indicates that coupled with this, leadership should have mutually agreed upon goals, meaning that the organizational goals are supported by all people involved and they, in turn, support those who are at that particular time leading them towards such goals. It should be noted that during this process leaders could also become followers. In leadership, roles can be shifted and swopped depending on expertise, sharing of information and the interest of the organization and not only the interest of the individual.

This notion of leadership has compelled us to look at leadership from a different perspective and to provide a new understanding that suggests that anyone can assume the position of a leader, depending on whether the person's goals match the future goals and values of the organization.

2.4 The leadership in relation to school inspectors

The inspectorate in many countries of the world has in the past been negatively perceived by stakeholders among others parents, teachers,

trade unions and non-governmental organizations. The office of the inspector of schools, according to Jones (1973: 34), has become the target for a barrage of criticism. Researchers have found that the role and leadership of inspectors are linked to the political system of a country. They also have a strong link to the way education is organized in a particular country. The way the inspectorate is organized differs from country to country due to geographical, economic, social and political factors. (Katali, 1990: 45). Many researchers, among them Williams (1995) found that the inspectorate is closely linked to the political system of a country. In his research Williams (1995) established that the inspectorate in South Africa in particular was seen as organized to enforce the policies of apartheid. This had very serious consequences in a country like South Africa where the inspectorate and inspectors were totally rejected when visiting schools as they were viewed as part of the state machinery. As indicated by Williams (1995: 107) the inspectorate in South Africa was viewed negatively and described as:

- *prescriptive, imposing the individual idea.*
- *intimidating, fault finding and watchdogs.*
- *interested in results only and engaged in witch-hunts.*
- *victimization of teachers and principals.*
- *emphasizing administrative work.*

The consequences of this view were that the image of the inspectorate as a professional body was totally tarnished. Jones (1973: 43) suggested that

the function and image of the inspector must move in a new direction especially in view of the increasing professionalism of teachers. The position of inspectors is being threatened unless their roles are modified.

Many researchers even suggested that the inspectorate should not exist, rather the school principal should be empowered as an instructional leader, meaning, if the principal is well trained, there would be no need for somebody outside to monitor the system. Principals viewed inspectors as ensuring that schooling functioned according to strict rules and regulations. The inspectorate worked on the hierarchical order, characterized by top down and bureaucratic machinery. In South Africa, for example, the inspectorate was seen as functioning according to strict rules and regulations and the unquestioning adherence to instructions of department officials. The inspectorate was seen as aimed at a staff control and maintenance function instead of professional growth of teachers. Inspectors of education were meant to bridge the gap between the education department and the teaching staff. In South Africa, the central authority demanded strict accountability while teachers demanded autonomy.

The inspectors of education tended to lean towards satisfying the demands of the central authority with the dire consequences for the relationship between them and teachers. With this autocratic leadership style, inspectors were viewed as control agents of the

apartheid system. Reports written by inspectors were viewed with more criticism and lacked constant professional advice. At times, inspectors were seen as bullying and domineering in their approaches.

Mushaandja (1996: 31) divided inspectors into four categories:

- Conservative defender of teachers. These are inspectors who deliberately avoided telling the truth about teacher performance problems in order to avoid hurting their feelings or the hassles that comes with labeling performance.
- Conservative defender of authority. These were inspectors who worked in order to ensure that teachers implement the policies of the Ministry of Basic Education and Culture even when the policies were not viable or were outdated.
- Radical - wanting change by force. These were inspectors who employed coercion in getting teachers to teach.
- Radical - wanting change at a professional level by persuading teachers. In this case inspectors influenced teachers to improve and help them to develop a culture of self-direction, self-control and commitment.

Laar (1997: 3) noted that even the inspection process itself had become an ultimate aversion for teachers. He describes inspection as a cause of profound anxiety amounting in some cases to a kind of terror. Laar (1997:3) identified a few reasons that make the inspectorate flawed:

- Inspection is a model that is punitive rather than constructive, imposed and conducted wholly from outside with the aim of "catching them doing it wrong", hunting down a handful of failing schools.
- The inspectorate is conducted by total strangers to the school who are expected in a day or a two to present a comprehensive picture of the intricate school situation.
- The inspection causes an unproductive disruption to a normal life and work of the school.
- The inspection provides immense strain and tension so debilitating for teachers and their work, especially the impractically large agenda that inspectors have to go through during the inspection.
- The inspection process is not developmental or creative in nature, rather it is faultfinding and did not advise.
- The perception presented here calls for researchers to redefine the role of the inspectorate in order for this professional body to retain its role in schools. This is actually what the research would like to address.

It is only through the discovery of the actual roles of inspectors that the body can be viewed positively. In many countries, attempts have been made to change the name "inspector" as it contained policing connotations. They are called "circuit managers", in South Africa, "education officers" in Botswana, "school supervisors" in Japan and "advisory teachers" in Britain (Katali, 1990:37). It has been difficult to rebuild the image of the inspector through the mere change of

name but rather, as Jones (1973) suggests, the roles should be modified as the changing of the name can merely be seen as treating the symptoms and not the causes.

2.5 The educational leadership in relation to school inspectors in Namibia

The perception expressed earlier about inspectors in Namibia as well as in South Africa and elsewhere, is that inspectors were viewed as authoritarian, autocratic, fault-seekers, bossy and critics of teachers. The research on school supervision carried out by Auala (1989) confirmed the occurrence of this trend in Namibia. He noted that inspectors used to make surprise visits in order to criticize teachers. The objective of inspection was to criticize, find mistakes, instead of cooperation, guidance, encouragement and professional advice.

In South Africa, for example, colonial inspectors were seen as political agents who represented a particular political view, namely apartheid. Cohen (1994:94) supports this view in her study. She established that inspection zones were created and divided into two groups, namely the police zone and the missionary zone. According to Cohen (1994), white inspectors were responsible for inspecting schools in the police zone only. Such inspectors did not carry out inspection in schools outside the police zones. In all these operations, inspectors were not involved in policy formulations. The apartheid system was so centralized, emphasizing a centralized decision making process with inspectors being part of the

decentralized structures to implement the system. Most decision-making was done at the top without consultation or participation by inspectors and school principals who had to implement these decisions. This practice painted a negative picture of inspectors and the inspection process. Inspections were associated with policing. Although inspectors in Namibia were as such not rejected, the negative image had bizarre consequences for the acceptance of their roles. The system of educational leadership, in relation to school inspectors in Namibia, therefore invariably reflected the dominant philosophy and goals of those in power during colonial times.

Namibia has made efforts to reshape and remodel the inspectorate in order for it to respond to the new order in the country. With the attainment of independence there has been a broad attempt to make organizations and school systems more democratic and less authoritarian so as to reflect the basic principles of the Namibian Constitution (1990).

With regard to school inspectors, the principle of hierarchical order, top down bureaucratic tendencies on which it was built had to be broken down. There are two elements in the Namibian situation that aggravated the position of the inspectorate in its present form.

Firstly, there has been a reform process in terms of changes of the education system such as decentralisation, curriculum reform, management of change and innovation that have characterized the new education system. In addition, the number of schools has

increased, new policies have been developed and require closer supervision, monitoring and evaluation. (Ministry of Basic and Culture, 1993). The number of teachers has consequently increased but the number of school inspectors has not followed the same trend. More emphasis has been put on supervising rather than advising, as reflected in the SADC (1998) Resource Materials.

Secondly, there has been a phenomenon in which the countries of the world, including Namibia, have found themselves moving towards a democratic system of government, calling for more participatory and collaborative leadership and less control. A lot of pressure and tension has therefore been exerted on inspectors in order to redefine their roles and contribute effectively to the education system. As far as educational leadership based on democratic principles is concerned, a few studies have been undertaken by scholars such as Shen and Hsieh (1998:107-121) and Van der Westhuizen (1989).

The recommendations by Carron (1994: 83-141) at the South African Conference on School Management, Teacher Development and Support also supported the importance of the democratic practice and give proposals for the future practice. All the studies urge that democratic participatory leadership is more about the creation and development of a healthy relationship. They, therefore, find this principle the most suitable on which the inspection in the new order should be built.

2.6 Models of school inspections and supervision

The International Encyclopedia of Education (1994:5247-5257) identifies three models on which all inspectorates of the world operate, namely:

2.6.1 Centralized model

This is a model in which the inspectorate is an integrated part of the state. The inspectorate in France is one example. In this case, the inspectorate is seen as powerful and complex and as the guarantor of academic standards. Organisationally, it reflects the administrative structure laid down in the Napoleonic Code of 1808 with general and administrative inspectors at the national level. The duties of the inspectors in France include recruitment and training of teachers, inspecting individual teachers, advising and encouraging in service training, helping to devise syllabuses for different subjects and for different levels of the school to the academic upper-secondary school and ensuring a two way flow of information from the centre to the periphery. The French example of the inspectorate plays a central role of holding the system together. Other countries such as Greece and Japan modeled their inspectorate on the French model although perhaps they are not equally complex. The strength of the model is the administrative and professional integrity of the inspectors and the respect with which they are held by teachers and parents alike. (International Encyclopedia of Education, 1994:5248)

2.6.2 Federal model

This is the model in which the inspectorate is an integral part of the federal or provincial government. The inspectorate in Germany, South Africa and Nigeria is operating on this model. This means that each state or province has a measure of independence from those of the other states, although the levels of inspection are similar. In Germany, for example, there are, state inspectors from the ministry of education who are responsible for all schools in the state, middle-level inspectors covering government-administered areas and lower-level inspectorates responsible for urban and rural administrative areas. Because of the law, the inspector's areas of responsibility are very clearly defined, though increasingly inspectors see themselves as having more of an advisory role than an inspectoral one. The role of these inspectors is to act as a link between policy and practice, administration and feedback, research and evaluation. The International Encyclopedia (1994:5249) indicates that a high degree of academic and professional training, a rich experience in the art of teaching and research, warm hearted human relations are required if the system is to be accepted by teachers.

2.6.3 Decentralized model

This is a model in which the inspectorate is independent from the state. This model is operational in England and Wales and to some extent in Scotland. Until the Education Reform Act of 1988 gave

greater control of the curriculum to the central ministry, the United Kingdom Department of Education and Science, had devolved increasing powers to individual schools. The main administrative body responsible for school provision had been the Local Education Authority (LEA). The British Education (Schools) Act (1992) had reformed the patterns of school inspection and control to the extent that it is helpful to consider the principles on which the system developed before examining the implication of the proposed reforms. In England and Wales, the inspectorate is based on an independent principle, which led to concern that it may lead to privatization. The Her Majesty's Inspectors (HMI) carried out independent inspection in schools, which has resulted in their responsibilities becoming confused with those of the LEA inspectors in roles becoming multifarious and unclear with the independent inspectorate in its current form.

In England and Wales there has been growing concern that making the inspectorate more independent may fragment the education system, that there will be a growing separation of inspection from policy making and that the standard of professionalism in the inspectorate may erode and be lost. The proponents of the decentralized system argue that schools will be frequently inspected and the link between the schools and parents will be strengthened. (Pearce, 1986:331-344).

CHAPTER THREE

INTERNATIONAL AND LOCAL LITERATURE SURVEY ON THE ROLES OF THE SCHOOL INSPECTOR AS A MULTI-FUNCTIONAL EDUCATIONAL MANAGER AND ADMINISTRATOR

3.1 Background of school inspection in Namibia

Inspection in Namibia is as old as the education system itself. At independence in 1990, the Ministry of Education and Culture inherited eleven ethnic education administrations and proceeded to amalgamate these educational systems into one. It should be mentioned that such an amalgamation was not an easy one as it was met with resistance from some quarters that felt it was a threat to their status quo. The main challenges, which faced the Ministry of Education and Culture, were the reforming of the education system to ensure meaningful provision and the training of personnel. Shikongo (1998: 63) indicates that reform measures taken included, among others, the following:

- Efforts to build up leadership capacities of educational personnel, especially school inspectors and principals.
- Formulation of national guidelines on school inspection and supervision. The rationalization of the structure of the Ministry of Education and Culture (1993:18) activated a new directorate namely, the Directorate of Inspection and Advisory Services (DIAS) which has the following functions:

- Quality enhancement and control
- Enabling and monitoring the development of educational programmes, and
- In-service training of school personnel to achieve set standard.

The rationalized structure of the Ministry of Basic Education and Culture (1993) divided DIAS into two divisions.

- Inspectorate and hostel management; and
- Advisory services, coordination and teachers resource management.

The inspectorate and hostel management is headed by a Chief Inspector of Education to whom, for the purpose of sustaining equity and effectiveness, the regional inspectors of education are professionally accountable, while accepting Regional Directors as their line managers.

Subsequent directives that followed in 1995 entitled, "The Year for the Improvement of Quality Education Outcomes" spelled out the roles of all stakeholders in the Ministry of Basic Education and Culture. With regard to school inspectors their duties were outlined to ensure:

> *"proper staffing of schools in his/her inspection circuit, supply of education consumables and instructional materials, availability of adequate physical facilities, monitoring the attendance of teachers and school principals at in-service*

training courses. The inspector should also check on whether the school has a school board, a management committee and a workable timetable, school rules and regulations. The inspector is expected to report on the state of the schools in his or her inspection circuit or district" (MBEC, 1995:2)

School inspectors were also expected to carry out any other duties that could be assigned to them by the Regional Director of Education or by the Senior Inspector of Education. They are also expected to prepare work plans for school visits. According to Tait (1996:2), since 1990, inspections in Namibia have been totally uncoordinated. Each of the seven educational regions conducted their own type of inspections.

Inspections tended to vary and the absence of national benchmarking resulted in inconsistency. Katali (1990) and Mushaandja (1996) testify that inspectors have received very little training for the important job they do. Tait (1996: 3) asserts that the goals that were set for the inspectorate have been partly achieved and others not. One of the main reasons is that the inspectorate is not unified, i.e. the promotion of equal access to educational and cultural services cannot be achieved if there are no guidelines to inspect equal opportunities.

3.2 The purpose of inspection and supervision

According to the OFSTED (1995a: 8) reports, the purpose of inspection is to identify *strengths and weaknesses* so that schools

may improve the quality of education they provide and raise the educational standards achieved. Reports and summaries provide information to parents and local community about the quality and standard of education that the school provides in order to ensure consistency with the parent charter. The inspection process, feedback and reports give direction to the school's strategy for planning, review and improvement by providing rigorous external evaluation and by identifying key issues for action.

Inspection findings also provide a basis for the national evaluation of schools and annual reports of Her Majesty's Chief Inspector. (OFSTED, 1995a, 1995b). The SADC (1998) document defines inspection as:

> *A specific occasion when a school is examined and evaluated as a place of learning in such a way that advice may be given for its improvement and advice embodied in a report.*

Laar (1997:17) shares the same view and stresses that schools need to keep the OFSTED aim of inspection in the forefront of their thinking. Laar (1997) further maintains that whatever else inspection does, it will set out to identify *strengths and weaknesses* of a school, to state them clearly and to identify key issues for action.

Dean (1992) also brings a special link between inspection and advising. He asserts that inspection without advising is a somewhat sterile activity, which does not serve any purpose. In order for

inspection to be accepted by teachers, it must involve advice, hence anyone giving advice must know the situation in which he or she is offering it.

Where advising and inspection are separated, the two functions must work closely together. In Namibia, for example, the Directorate Education Programme Implementation (EPI) and the Directorate Inspectorate and Advisory Service are expected to work closely together. The SADC (1998) documents for school inspectors developed an acronym "Adspector" to refer to inspectoral and advisory roles of school inspectors.

Wilcox (1989:169) puts a strong emphasis on the link between inspection and evaluation. As the definition depicts, Wilcox (1989) maintains that "*inspection is the principal means of evaluating the educational service and providing stakeholders with knowledge about it*". He regards inspection as an example of external evaluation of an institution and sees it as having the following attributes:

- the involvement of experienced professionals with some independence from the institution or programme being inspected;
- the observation of various aspects through formal or informal visits involving one or more inspectors;
- the preparation of a report on a formal visit for the institution or programme and those responsible for it;

- the expectation that inspectors have the initial knowledge and continuing experience of what is inspected;
- the inspection function is not only pronouncing judgment, but also encouraging and developing the institution or programme. One other dimension identified by Wilcox (1989) is that inspection should not be seen as only evaluating the institution and programme, but should also include evaluating individuals within the institution. He strongly supports that inspection should not only inspect teaching but also rather concentrate as well on individual teachers (Wilcox, 1989:166).

Wilcox (1989:166) further defines evaluation as: *"A systematic collection and interpretation of evidence leading as part of the process to judgment of value with a view to action".*

Ofetotse (1996:7) asserts that the terms inspection (inspector), supervision (supervisor) and advice (advisor) should be used interchangeably when referring to the teaching and learning in schools. This is put forward because different institutions prefer to use either one of them for different purposes in education management.

According to Ofetotse (1996) inspection is carried out for the following purpose:

- to provide information on the appropriate use of public funds;
- to gather evidence on the quality of education given to the society;

- to provide responses to questions related to:
  - quality of teaching and learning;
  - the relevancy of the curriculum to the societal needs;
  - the effectiveness of management and supervision of schools;
  - the relevancy of the resources provided for schools;
  - pupil welfare and guidance as stated in policy statements;
  - assessment, recording and reporting to relevant authorities;
  - guidance on possible development and changes for improvement;
  - to provide statistics, for proper planning and development purposes as well as the training needs.

Craggs (1995) sums up the purpose of inspection by stating that without school inspection and supervision, it would be really difficult for the education of any country to be able to account for the future. He further argues that inspection is essential because it reveals the extent to which accountability is offered by those given the mandate.

3.3 The Policy of the Directorate of Inspectorate and Advisory Services (DIAS) in Namibia

The most crucial challenge that faced the Ministry of Education and Culture immediately after independence was the reform process (MEC, 1993:2) in the following areas:

- ♦ efforts to build up leadership capacities of educational personnel, especially school principals and inspectors.
- ♦ the formulation of national guidelines on school inspection and supervision.

The Directorate of Inspection and Advisory Service (DIAS) was established in 1995 with the function to:

1. Set standards for improving educational outcomes in schools i.e.:
    - Better teaching, learning and examination results;
    - Better management of schools;
    - Better administration of hostels;
2. Monitoring and control of the teaching situation in schools as well as administration of hostels through visiting and guidelines.
3. Report on the provision of the quality of education. In DIAS's view, inspection involves the observation of various aspects of the institution through formal or informal visits involving one or more inspectors.

Ilukena (1992:6) and Shikongo (1998:66) summarise the purpose of inspection in Namibia as follows:

- ♦ to monitor and evaluate the educational programmes;
- ♦ conduct regular inspection visits;
- ♦ provide feedback to the Ministry of Basic Education and Culture and to the schools on all professional matters;
- ♦ ensure that policies and provisions laid down for the provision of education are adhered to;

- provide encouragement and constructive evaluation in promoting acceptable curricular change;
- guidance, advice, mediation and support for the teacher in a spirit of encouragement;
- continuously re-appraise, adapt and modify the curriculum through inspectors and syllabus committees or panels;
- ensure that pupils are learning effectively under conducive conditions;
- ensure that public funds administered by the school boards are properly accounted for;
- check on the availability of instructional materials, deployment of teachers and other resources;
- ensure that the Ministry of Basic Education and Culture provides schools with suitable classrooms, adequate furniture, stationery, books, auditory and visual technical aids and materials;
- advise the authorities on the establishment of new schools;
- to investigate and recommend cases of misconduct by teachers to the MBEC;
- check on and assess lesson preparations, presentations and pupil's participation, and;
- classroom observation and examination of pupil's work;

The duties and responsibilities of inspectors as outlined above appear most prominently on duty sheets or job descriptions of the inspector. These functions are not exhaustive. Attempts are also made by school inspectors to monitor and guide school principals on

ministerial policies. However these duties are inhibited and hampered by the workload of some inspectors in Namibia who manage too many schools, coupled with lack of transport and long distances between schools as well as inaccessibility of some schools during rainy seasons.

3.4 Lesson from OFSTED inspection: A brief background of OFSTED inspection in England and Wales

Tait (1996:9), OFSTED (1994) (1995) and Shikongo (1998:5) each gives a brief account of OFSTED inspection. It should be noted that there has been an evolution in the inspectorate in England and Wales as referred to by (Lee, 1997:39-50).

The organisation of OFSTED is dramatically different from that of HMI. The new non-ministerial government department has to select tender for inspection, issue contracts, and ensure quality control and quality assurance. Collect, collate and analyse inspection data and commission reports and documents as required by ministers. The administration of the office reflects the complexity of administering a vast system.

It should also be noted that the inspectorate in England and Wales developed through stages and the development came about as a result of the complexity of the education system. The inspectorate developed initially from LEA to HMI and finally to an independent or non-governmental inspection system, i.e. OFSTED. As Shikongo

(1998:90) points out, the idea to show the development of OFSTED inspection is to learn from its frameworks. This is not meant to copy how OFSTED operates but there are general trends in inspection that should be common to all, in order to ensure that the system operates efficiently (Shikongo, 1998:91).

In OFSTED inspection, inspectors are required to make judgment in four main areas.

- the quality of education provided;
- the quality of standard achieved;
- the efficient management of the school's financial arrangements; and
- the spiritual, moral and cultural developments of pupils.

In setting up the system, OFSTED had the following imperatives in mind:

- the importance of national consistency.
- the importance of supporting schools action and development planning.
- the importance of judging standards and quality at all levels of teaching and learning (Tait, 1996:9).

It was for this reason that a common Framework, OFSTED (1995a) was established by statute and supported by a Handbook for Inspection (OFSTED, 1995a). The framework provides a clear and comprehensive set of criteria, which are intended to establish the optimum in consistency and objectivity. The focus of inspection is

the child in the classroom, the framework enables inspectors to look at standards of provision, standards of pupil achievement and other contributory factors in any type of school.

Benchmarking, training, monitoring, regular updating of the Framework, all help to promote consistency, they all ensure that there are more checks on the validity and reliability of judgment.

An OFSTED report offers the school an analysis of what is working, it is the school's report, for the school to use in whatever way it sees fit (Tait, 1996:10). It is therefore worthwhile and advisable for Namibia to study the operations of OFSTED inspection in order to reshape its own. Some of the issues for which the inspectorate in Namibia can learn from OFSTED are the following:

3.4.1 Statutory basis for school inspection

Section 9 of the British Education (schools) Act 1992 makes inspection a legal provision to guide its operations (Tait, 1996:8). The same act clearly points out as on what the inspector should report, namely:

- The quality of the education provided
- The educational standards achieved in the school;

Whether the financial resources made available to the school are managed efficiently, as well as the spiritual, moral, social and cultural development of pupils at the school. (OFSTED, 1995a: 8)

An OFSTED Framework is in place which all registered inspectors are required to adhere to. Namibia, on the contrary, after ten years of independence does not yet have an Education Act in place. The Draft Education Bill (1997) that is in place stipulates that schools should be inspected, but does not provide guidelines on what to report on. It is imperative that inspectors be empowered through legal provisions to carry out their duties.

The SADC Resource Material (1998) for school inspectors is a step in the right direction and can be easily compared to the OFSTED Framework on Inspection (SADC, 1998).

3.4.2 Inspection requirements

Inspection is a complex undertaking and many researchers have felt that there are specific requirements to be met in order for this exercise to be credible (OFSTED, 1995a).

3.4.2.1 Qualifications of inspectors

OFSTED (1995a: 10) requires that inspection should be carried out by a team of registered inspectors assisted by a team of trained inspectors.

Katali (1990) advocates persons with massive experience and the highest level of qualifications to be recruited as inspectors. He also adds on the following criteria.

- wide interest in education;
- teacher training plus five years teaching experience;

- university graduates with teacher training certificate and 3 years of teaching experience;
- Ability to communicate;
- Management and administrative skills and
- Right personality (approachable, innovative);

Training, either induction or in-service, is fully stressed by researchers such as Munguambe (1996), Ofetotse (1996) and Mushaandja (1996) who all maintain that:

- inspectors should be trained to improve competence and confidence, and to promote well-being and positive attitude.
- to identify gaps in knowledge, skills and expectations and to do something about reducing them.
- new-comers need to be inducted to familiarize themselves with people, places and procedures so that job satisfaction and high productivity is ensured (Musaazi, 1988).
- inspectors should comply with the policy of life-long learning. They should be trained on the job in order to keep abreast with the changing world or changes in education. (Mushaandja, 1996: 29)

The Namibia Public Service Commission requires an inspector to be in a possession of a Basic Education Teachers Diploma (BETD) or equivalent diploma plus a additional degree plus three years teaching experience or a BETD plus 12 years teaching experience. In

addition, the person should have experience as a principal of a school.

The high requirement for inspectors testifies to the fact that the job of an inspector is demanding, complex and requires a high level of decision making.

3.4.2.2 Code of conduct for inspectors

OFSTED (1995b: 9) stipulates that the right of entry to schools by inspectors brings with it important responsibilities. Tait (1996) and OFSTED (1995b) outline the principles, that govern the conduct of inspectors. Inspectors should uphold the highest professional standards in relation to all who are in the process before, during and after inspection.

According to OFSTED (1995b: 9) inspectors should:

- carry out their work with professionalism, integrity and courtesy;
- evaluate the work of the school objectively;
- report honestly and fairly;
- communicate clearly and frankly;
- act in the best interest of the pupils at the school, and
- respect the confidentiality of personal information received during inspection. (Tait; 1996: 8)

The SADC Resource Materials (1998: 15) bring out one other dimension of inspectors, namely: professional skills. SADC (1998) refers to professional skills as abilities and expertise, that can enable inspectors to perform their work efficiently, effectively and can facilitate their continuity in the assistance of teachers with the purpose to improve teaching and learning.

Some of these skills are:

- evaluation
- note taking
- reporting
- data collection and analysis
- interviewing
- record keeping
- planning
- project management
- training
- guidance and counseling
- management
- conflict resolution
- trouble shooting
- research
- computer literacy and
- interpreting regulations.

(SADC, 1998:15)

Munguambe (1996:7) introduces the importance of interpersonal or human relationship skills required by school inspectors.

She sees the following as the most important personal attributes of an inspector: humility, tolerance, honesty, observant, good listener, counselor, optimistic, reliable, objective, hardworking, analytical , forward looking, calm and diplomatic.

SADC (1998:8) and Jones (1973:35) add to these qualities:

- integrity
- helpfulness
- frankness
- enthusiasm
- determination
- patience
- desire to learn
- approachability
- fairness
- firmness
- sympathy
- apathy
- politeness
- impartiality
- positive attitude towards work
- competency
- flexibility
- communication

- respect
- sensitivity to gender issues and
- awareness of the constraints in the work environment.

SADC (1998:16) maintains that the success or failure of inspectors depend, among other things, on their qualities and the relationship they develop with all people they meet in their operations. In order to succeed, the inspector's relationship with all people should be built upon confidence and mutual respect (SADC, 1998).

Shen and Hsieh (1998:107-121) also stress the importance of personal qualities for the success of the job of the inspector. Most importantly, Jones (1973:41) asserts that:

> *"The inspector will survive in his role only by being a professional among professionals. He will have to command respect by earning it and deriving it. He will carry authority because of his status as an educator, not merely because of his status on an educational ladder. He will be accorded particular respect not because of his hierarchical status but from the function he performs vicariously as a system coordinator, as a formal link between school as a connection between sub-systems which without him could be disjointed and inarticulate".*

This point stresses the interpersonal relationship that should exist between a teacher and an inspector (Jones, 1973) and (Shen and Hsieh, 1998).

in provision and that schools operating with quality assurance will be better placed to handle changes required as a result of inspection. There should therefore be a shift of emphasis from quality control to quality assurance i.e. looking not only at the outcomes but overhauling or looking at the entire system when failure is established (Shikongo: 1998).

OFSTED (1995b: 11) sets the following quality assurance requirements:

- the induction, support, selection and deployment of inspectors.
- liaison with schools.
- the review and analysis of inspection evidence.
- ensuring that judgments about the school are corporate.
- ensuring the consistency, clarity and accuracy of reports and their compliance with requirements.
- the use of feedback from the monitoring of inspection.

3.5 The SADC (1998) Resource Materials for School Inspectors

The inspectorate in Namibia did not have framework documents on which to operate. Many writers noted that in the past inspectors were appointed without induction and even those who were in service were not upgraded to fit into the changing world (Shikongo; 1998). Inspection documents were non-existent and inspectors relied on their job descriptions as guidelines in their work.

Thanks to the efforts of the SADC (1998) initiative in producing a framework that fully describes the responsibilities of school inspectors almost similar to the OFSTED Framework for Inspection in England and Wales.

3.5.1 The History and Development of the SADC (1998) Resource Materials for School Inspectors

Effective school inspection and advisory support is the *sine quo non* for ensuring quality in education. Owing to inadequate professional preparation and a serious lack of field support, many countries still use conventional methods of school inspection. Inspection is often limited to monitoring the implementation of the school curriculum and education policies. Inspection findings are rarely used to inform the preparation of staff development strategies and school improvement programmes. (Shikongo, 1998:46) It has also been observed by Shikongo (1998) that, at times, many programmes which aim at improving school inspection have tended to follow a reactionary approach such as creating more posts for school inspectors, providing limited logistical support to enable inspectors to visit schools, or sending them for training.

As noted in the case of Namibia, the recruitment and selection of school inspectors should be based on seniority and high academic quality coupled with a vast experience in teaching. The situation that prevails now in Namibia is that the majority of school inspectors are recruited from the ranks of classroom teachers, college lectures

rather than experienced head teachers. This situation creates a problem for head teachers in schools because the required guidance and advice may be limited. Such an inspector is inexperienced and may resort therefore to purely carrying out administrative tasks of delivering teaching materials other than inspection of the teaching and learning programme. Such inspectors lack the necessary skills and confidence to do inspection in schools.

The rationale for the Southern African Development Community and the Teacher Material Support (SADC) (TMS) (1998) programme is therefore based on the recognition that the task of improving instructional work in schools and of raising the performance of both teachers and pupils rest with all the key actors in the education enterprise, including head teachers, teachers, parents and school inspectors/advisors. School inspectors/advisors must therefore be carefully recruited and selected and, above all, be well trained to perform their functions effectively in accordance with the set norms. (SADC, 1998:iii)

Following the adoption of the Association for the Development of Education in Africa (ADEA) working group on the teaching profession work programme for 1995-97 at the Teacher Management and Support (TMS) review meeting held in Accra, Ghana, in July 1995, eight Southern African Development Community (SADC) countries (Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia and Zimbabwe) met on the fringes of the Accra

Unit 1: Inspection includes:

- Concept "inspection"
- Purposes of inspection
- Types and styles of inspection
- Roles and responsibilities of inspectors

Unit 2: Supervision includes:

- Concept "Supervision"
- Purposes of supervision
- Types of supervision

Unit 3: Report writing includes:

- Types of reports
- Importance of reports

Unit 4: Fire fighting includes:

- Management of stress
- Conflict resolution

Unit 5: Curriculum includes:

- Concept curriculum
- Stages of curriculum development
- Curriculum change and renovation

Unit 6: Assessment and evaluation includes:

- Lesson observation

- Continuous assessment
- Examinations
- Assessment techniques

Unit 7: Training includes:

- Planning a training programme
- Training techniques

Unit 8: Performance appraisal includes:

- Concept "performance appraisal"
- Monitoring of performance
- Appraisal reports

Unit 9: Current trends in Education includes:

- Gender issues
- HIV/AIDS
- Human Rights
- Environmental education
- Population education

Unit 10: Educational Technology includes:

- Roles of technology in education

Unit 11: Statutory regulations and procedures includes:

- Education acts

- Personnel regulations
- Financial regulations
- Codes of conduct for inspectors
- Teaching regulations

Unit 12: Educational Research includes:

- The role of research for the inspector.

Unit 13: School Development Planning includes:

- Importance of school development planning
- Stages of school development planning

3.6 The positive image of school inspectors

Williams (1996) outlines the negative image of school inspectors. Other critics such as Mushaandja (1996:21), maintain that in a school that has a principal and well-qualified teachers, there is actually no need for an inspector or an advisor. Perhaps the criticism leveled against the inspectors can be attributed to ignorance of what role inspectors should play in education.

There is a considerable body of literature, Sayer (1993:86), Dean (1992:57) and Buachalla (1986:386) which all point to the fact that the task of the inspectors of education is or should be to monitor, evaluate and report on the provision of quality education.

This considerable body of literature also presents a positive description of the positive image of the school inspector indicating that the inspectorate is an indispensable body in any education system.

Canham (1983: 3-4) provides the following description of an inspector:

- Teacher trainer and counselor

  It is the teacher who has daily contacts with the inspector and through the teacher that the inspector will communicate. The rapport between the inspector and teacher is crucial for the success of any inspection. It is also the responsibility of the inspector as counselor to help his teachers and best train them to help their children. Canham (1983:5) also stresses that the best rule for the job of an inspector is to *"know your teachers"*.

- A professional educator

  The inspector should possess a detailed knowledge of everything that is happening in his/her schools. He/she must have a detailed knowledge of the school curriculum, time table, instructions and policies of the Ministry of Education regarding subjects taught, methods to be used and the activities to be encouraged.

- Administrator

The inspector should understand what administration is all about, acquire skills in handling human relationships and in getting things done.

- Representative of government

  Inspectors are civil servants and therefore representatives of government and are bound by their terms of service to strictly comply with government policies and directives.

- Auditor

  It is important for the inspector when checking school accounts and records to be prepared to ask for explanations on any apparent irregularities and to listen sympathetically to them.

- Building inspector

  The inspector should make sure that repairs are made to building defects which if neglected could endanger children's lives.

- Health Inspector

  An inspector is certainly not required to be a professional doctor as well as professional engineer, auditor, administrator and the rest, but he/she is required to keep an eye on the general health of the children in his/her schools.

- Liaison officer

  An inspector should communicate frequently with other government officials in his/her area and this should be done in an official or social way.

- Community Adviser

  In rural areas the inspector is the only government official to whom the community can turn for official advice or guidance on a wide variety of matters. He/she should therefore liaise with other community groups such as parent-teacher associations, sports clubs, cultural groups and religious groups.

- External examiner

  The inspector is also expected to supervise and monitor the conduct of the examination in his/her schools.

Jones (1993:35) describes inspectors as policy informer, specialist and educationalists and jack-of-all trades. The inspector's work is not free from pressure and as the American Association of School Administrator AASA (1957:8) points out:

> *"As superintendent of schools he/she sits at the crossroads of democracy. Sooner or later the problems of the community and its people come across his/her desk. He/she is in direct contact with the best and worst features of our democratic life.*

He/she comes to grips with politics and high-minded public service with distraught emotional instability and rock-ribbed stability, with hate and love, with selfishness and selflessness... The superintendent should be both tender and tough, idealistic and realistic, sensitive... A superintendent lives many lives in one life time".

This quote clarifies that the job of an inspector is not free from pressure and that it does make tremendous demands on the physical and nervous energy of the person.

Kathryn (1994: 167-168) asserts that:

"Superintendents must not only have special vision, but they must also work with others to develop a shared vision and to find the common ground, they must not only have answers, but also ask the right questions, they must not only persuade, but also listen carefully and consult widely before making decisions, they must not only wield power, but also depend on others and develop caring relationships, they must not only exercise leadership but also nurture the development of leadership throughout the school district".

A wealth of literature has described an inspector as a multi-faceted and multi-functional leader who is indispensable to many education systems. Many researchers like Lyons (1981: 147) acknowledges that inspectors tend to have a very diversified set of duties to carry out in schools. Shikongo (1998:75) also acknowledges that

inspectors are expected to carry out more duties. This state of affairs leads to a situation where inspectors are professionally and physically overloaded. Jansen (1986:372) refers to inspectors as *"jack-of-all trades"*

SADC (1998: 12:14) outlines the multi-faceted duties and responsibilities of school inspectors as follows:

3.7 Roles, duties and responsibilities of inspectors.

- Assess standards of teaching and learning;
- SADC (1998: 5-7) outlines the following roles, duties and responsibilities of inspectors;
- Conduct regular inspection visits;
- Provide feedback to the Ministry of Education and to the schools on all professional matters;
- Ensure that policies and provisions laid down in the Education Act are adhered to in all types of schools;
- Provide encouragement and constructive evaluation in promoting acceptable curricular changes;
- Guide, advise, mediate and support the teacher in a spirit of encouragement and not condemnation of the teacher's work;
- Give support to all teachers;
- Continuously re-appraise, adapt and modify the curriculum through inspectors and syllabus committees and panels;
- Ensure that pupils are learning effectively under conducive conditions;

- Ensure that public funds administered by the school committees are properly accounted for;
- Check on the availability of instructional materials, deployment of teachers and other resources;
- Ensure that the Ministry of Education provides schools with suitable classrooms, adequate furniture, stationery, books, auditory and visual technical aids and materials;
- Inspect a school before it is registered and established;
- Investigate and recommend cases of misconduct by teachers to the appropriate authorities and
- Deal with cases of misconduct of teachers.

3.7.1 Inspection roles should include:

3.7.1.1 Inspecting Standards (Quality Control).

- Check standards of learning
- Check on and assess schemes and record of work.
- Classroom observation
- Check on and assess lesson preparations, presentation and pupils' participation
- Examine pupils' work and
- Check on classroom inventory, e.g. attendance register, timetable, furniture, displays equipment and textbook inventory.

3.7.1.2 Assessment of School Organisation and Management

- Assess school mission statement and/or school objectives.
- School development plan- mission statement translated into Action Plan.
- Check on the role of the head in monitoring standards.
- Check on the school inventory
- Admission register
- Staff and pupil files
- Check on historical and achievement display boards
- Check examination records
- Check on the availability of statutory regulations and procedures
- Check financial records
- Check specialised rooms
- Check school routine and assemblies
- Check general learning atmosphere
- Check projects in operation
- Check administration of external relationships

3.7.1.3 Assessment of the School Environment

- Safety and cleanliness of buildings
- Sanitation-adequacy and cleanliness of toilets and ablution blocks and clean water
- Ground – playing fields, pathways
- Check on boarding facilities

- Check on provision for the handicapped

3.7.1.4 Subject and Department Inspection.

- Check on availability of teaching materials, access storage and suitability
- Records of department and staff meetings.
- Management style in the department e.g. delegation, staff appraisal, staff development.
- Check scholastic records including examination results.

3.7.1.5 Advisory Roles

- Dissemination of good practice and innovation
- Guidance and counseling
- Curriculum development
- Policy formulation
- Coordination of examinations
- Liaising with other stakeholders
- Identifying needs and running INSET
- Action research
- Advise on procedures of doing things
- Advise on current trends in education
- Advise on new schools (SADC, 1998:5-6)

3.8 The status and central argument in the SADC (1998) Resource Materials for School Inspectors: Its implications for Namibia

The SADC (1998) Resource Materials for School Inspectors have made a significant contribution towards local and regional capacity building in resource material development that will attempt to ensure that inspectors develop confidence and professionalism in carrying out their duties. The materials are also an attempt to have inspection regain the prestige, status and respect it deserves. The inspectorate in Namibia has been shunned as unnecessary and ineffective.

Research carried out by Mushaandja (1996) indicated that training in Namibia, whether induction or in-service, is lacking in the inspectorate. The resource materials for school inspectors is an attempt to provide:

- Guidelines on job description of an inspector, outlining the multi-faceted roles, duties and responsibilities;
- Guideline materials on induction, in-service materials for school inspectors;
- Empowering inspectors with skills they require during inspection, namely reporting on the quality of education and conducting educational research;
- The SADC (1998) resource materials for school inspectors were written by a pool of experienced academics and practitioners in the field of inspection from eight SADC

countries. This means that aspects of inspection were widely generalized. It was left to each individual participating country to localize the documents and use what is relevant to their situation. The general principles required for inspection was fully covered by the resource materials.

While we embrace the development of the SADC (1998) materials for school inspectors, the use of these resources brings with them a lot of challenges for the Ministry of Basic Education and Culture.

- The Education Act should be promulgated to lay down a legal framework or legal provision for the inspection of schools, meaning that the statutory basis for inspection should be explicitly stated.

- The Ministry of Basic Education and Culture should harmonize the relationship between advisory services and the inspectorate and provide clarity on the duties of each one of them. Walker (1991:189) proposes that inspectors should be divided into those for Senior Secondary and those for Primary Schools. Inspectors for Senior Secondary Schools would be referred to as subject specialists. In Namibia, there should be inspectors for primary schools and secondary schools. Each level of education should thus have special inspectors specially trained for the levels.

Mushaandja (1996) proposes that more inspectors should be appointed in Namibia in order to diminish the ratio of schools per inspector. The MBEC should come up with a norm for school inspection. The average of 40 schools or more per inspector as is currently the case in the Ondangwa Regions as compared to 20-25 schools in Katima Mulilo, Windhoek and Keetmanshop Regions is an unhealthy situation.

There is a need to provide inspectors with reliable official transport. Due to the geographical dispersion of the schools, each circuit inspector should be provided with a 4x4 vehicle, provisions of speed boats should be considered to be used by inspectors in regions where floods are rampant, namely the Caprivi and on a small scale in the Ondangwa regions.

The SADC (1998) resource materials do not address the inspection process in detail. Laar (1997:15) and Brimblecombe (1995:53) stressed that the inspection process should be clearly understood if it is to yield the best results. Meaning that the inspection as a process should be clearly understood by teachers, principals and parents so that its impact can be easily felt. Chapter 4 of this thesis will attempt to shed some light on the conduct of inspection in Namibia.

CHAPTER FOUR

THE MANAGEMENT OF THE INSPECTION PROCESS

4.1 The importance of the school's understanding of the inspection process

A number of researchers, among them Earley (1997:101), Tait (1996:12) and Cunningham (1997), attach strong importance to the manner in which inspection is managed which ultimately creates a smooth school and inspector relationship.

As asserted by Laar (1997:15), a remarkable number of schools face inspection either unaware of, or uninformed of the form it will take, the manner in which it will be conducted and the way in which inspection will operate, even in some cases the exact purpose of it. The OFSTED Handbook (1995) has made contributions to the understanding of the inspection process in England and Wales. Laar (1997:15) asserts that schools should acquaint themselves with the guidelines provided, thereby enabling them to concentrate on areas and aspects most relevant during the inspection process.

Dean (1992) and Laar (1997) believe that if the inspection process and the course it will take is not known, the process itself will lead to anxiety on the part of the staff of the school leading to the system being traumatic, bitter, resentful and perhaps even fearful. Laar (1997:2) feels that the lack of understanding of the inspection

process by schools had resulted in many teachers in England resigning, as they could not face the ordeal. As Laar (1997:3) asserts: *"Inspection became the ultimate aversion for teachers, a cause of profound anxiety amounting in some cases to a kind of error that exceeds anything caused by the rigour of the national curriculum, annual reports to parents."*

Laar (1997) believes that the general lack of success in the inspection process needs to be addressed in order to make it more acceptable and sympathetic. Some teachers have even associated inspection in their schools with a court trial. SADC (1998) believes that a better understanding of the pattern which inspection will take, is of great importance to teachers.

In Namibia, as in England, it is obvious that school principals and teachers would feel anxious about school inspection. The reason for this according to Laar (1997:17) and Dean (1992:56) and Cunningham (1997:243-246) is related to the aim of inspection which is to: *"Identify strengths and weaknesses so that schools may improve the quality of education they provide and revise the educational standards achieved by the pupils".*

This means that schools are called upon to be accountable and responsible to constituencies, regions, parents, school boards, regional education offices, the Ministry of Basic Education and Culture and the Government. Parents handing their children over to a school for prolonged care and guidance are anxious to know how

they compare with their peers, how they are faring, how schools respond to them and most importantly, how the schools are providing for them. Inspectors, and stakeholders have demanded that schools demonstrate their *"value for money"*.

In turn, schools have called upon the inspection process to be more open and developmental. They want inspection to be useful to them. In order to clarify the strengths and weaknesses, schools have demanded to engage in professional dialogue and discussions on the process especially their views on the reports about the schools. Schools feel they need to be part of the process for self-review. In the words of Laar (1997:6) if this is not done *"inspectors will be seen as total strangers"*.

Laar (1997) stresses that inspection should be school friendly and should be viewed as a more effective and acceptable system for the school's development and benefit. Shikongo (1998:13) outlines the following as an acceptable pattern to follow:

4.2 Preparing for inspection

(a) Notification

Most schools will receive good notice of the forthcoming inspection and there should be adequate time for the school to plan and prepare. When the school learns about inspection, the attitude of the headteachers/ principals, their response to the information and the manner in which this information is used as well as the manner in

which the inspector shares with the staff, school board and parents, will set the tone for the whole inspection process (Billington and Clegg, 1994: 43).

(b) Informing

As OFSTED (1995a) states, schools should be informed of the terms on which it is to be inspected. Teaching staff need to be informed as inspection is a daunting task. For teaching staff, notification can be made through an official letter. Billington and Clegg (1994) advocates that teachers are informed in a staff meeting. This will give the inspector an opportunity to give basic information about the inspection and the broad overview of the process. OFSTED (1995b) suggests about nine months notice.

The SADC (1998: 14) advocates that the following stakeholders need to be informed or be seen during the inspection, the headteacher, teachers, learners, support staff, school board and the parent-teacher associations. The inspection will concentrate on the following aspects of which the school needs to be informed.

For checking on standards the inspection will focus on:

- classroom observations
- lesson preparation
- schemes and records of work
- pupil's work
- classroom inventory e.g. attendance register, time table, furniture displays.

For checking on subject department the inspection will focus on:

- teaching learning materials
- record of meetings
- management style
- academic records
- staffing levels and qualifications
- availability of syllabuses.

For checking on school organization and management the inspection may look at:

- admission registers
- staff and pupil files
- school mission statement and objectives
- school development plan
- monitoring of standards
- school inventory
- display boards
- examination records
- availability of statutory regulations and procedures
- financial records
- specialist rooms
- school routine and assemblies
- school climate and ethos
- on-going projects
- school community relations

- physical environment of the school i.e. cleanliness, sanitation and grounds. (SADC, 1998: 15)

(c) Negotiation

OFSTED (1995) recommends that negotiation needs to be undertaken with the schools to indicate the appropriate time during which inspection should take place given its calendar, activities, holidays and examinations. There should also be negotiations on the aspects to be inspected apart from the teaching of the curriculum.

Armston and Shaw as cited by Shikongo (1998:14) feel that it is during negotiations that school principals can use inspection to look at particular features of the school that they think are important in giving an overall picture of the school. This opportunity should be fully utilized and the response negotiated at least with all the staff. This will give the school plenty of time to familiarize itself with the inspection process.

4.3 SADC (1998) perspective on inspection process

SADC (1998) distinguishes four types of inspection namely:

(a) **Full inspection**, which is an occasion when a school is examined and evaluated as a place of learning in all aspects of its work so that advice is given in an evaluation report for its improvement. Aspects of the school inspected include, standards of achievement, curriculum, administration, buildings, grounds and equipment. (SADC, 1998: 2)

(b) **Collaborative inspection style,** in this situation the inspector presents his/her own ideas, asks the teacher to propose possible solutions and negotiates with the teacher to find a common course of action. The final decision concerning the plan of action is shared by both the teacher and the inspector. This style is based on democratic principles and accepting the principle that professionals are equal. (SADC, 1998)

(c) **Non-Directive inspection style,** in this situation, the inspector listens to the teacher, clarifies what the teacher says, encourages the teacher to speak more about the issue or concern, and verifies the teacher's perception. The inspector helps the teacher to formulate a decision about the future.

Comment: It should be noted that SADC (1998) advocates the use of the collaborative style of inspection to a large extent because it is based on the democratic principle of supervision.

(b) Both collaborative and non-directive inspection styles put the inspector on the same level as the person to be inspected. Inspectors take inspection to teachers to acknowledge that they can learn from it. Inspectors and teachers in schools see each other as colleagues and equals.

4.4 Code of conduct for inspectors before, during and after inspection

OFSTED (1995a: 18–19) and Laar (1997: 25) put the following codes of conduct for school inspectors during the inspection process.

- Inspectors should carry out their work with professionalism, integrity and courtesy.

  Inspectors need to recognize that the process of inspection is demanding for a school and that it can be very stressful. The way the inspection is conducted should contribute to reducing this stress. Inspectors should instill confidence, minimize disruption and ensure cooperation of all staff members. The inspector should treat those involved in school with respect.

- Inspectors should evaluate the work of the school objectively.

  The inspection has to be undertaken without bias and preconceptions about the school. Inspectors must be impartial and be seen to be impartial in the treatment of those they come into contact with.

- Inspectors should report honestly and fairly.

  Inspectors must report on their findings without fear or favour. Minor issues should not be given undue prominence.

- Inspectors should communicate clearly and frankly.

  Inspectors must maintain an open dialogue with all those involved in school without compromising the confidentiality of the information about individuals. Parents, teachers, staff, pupils and other stakeholders need to understand the purpose of inspection.

- Inspector should act in the best interest of the pupils at the school.

  Inspectors enter schools in a position of authority and the safety and well-being of the pupils must be a prime concern.

- Inspectors should respect the confidentiality of personal information received during the inspection.

  Inspection will be privy to information about individuals during the inspection. Such information is confidential and this confidentiality should be respected. (OFSTED 1995a)

4.5 Inspection process as prescribed by DIAS

The MBEC report on DIAS (1998) prescribes school visits for inspectors and these visits are aimed at:

- Establishing a learning environment conducive to efficient teaching, learning and caring.
- Use and maintenance of the infrastructure, technical installations, supporting equipment and other furnishing.
- Developing and applying a policy that will ensure responsible use and control of consumable supplies as well as inventory items.
- Developing and applying a policy based on Performance Appraisal System that will ensure the professional development of school managers.
- Developing and applying a policy that will ensure responsible use and control of textbooks.
- Developing and applying a policy that will ensure a reasonable and comparable distribution of work among staff.
- Developing and applying a policy that will ensure that the requirements of the curriculum are adhered to, with regard to diversity of subjects, as well as time allocation to teaching individual subjects.

4.6 Visits to schools

DIAS (1998) prescribes that visits to schools can only be done under the following circumstances:

- The principal can request a visit, and
- The inspector can decide to visit a school with the approval of the Regional Director of Education. (DIAS, 1998: 2)

4.7 Types of school visits

4.7.1 informal visit

- When a new principal is appointed.
- When a certain message should be delivered.
- To deliver important school materials.

4.7.2 formal visit

- It is a well-planned visit.
- It will normally be scheduled on the trimesterly programme.
- A need for the visit should exist.
- A formal notice should be sent well in advance to the principal.
- The formal form for school visits should be filled in.
- A formal discussion with the principal should take place to inform him/her of the problematic areas in the school and to look for solutions / corrective actions.
- Recognition of good work done should form an important part of the visit.
- Personnel development of principal, deputy principal and head of department should take place.
- The performance appraisal of the top structure of the school should also be done.
- These visits should not be shorter than three days and should contribute to improvement of the school.

- The Regional Director and Chief Inspector of the region should be informed to get their inputs and if necessary should sign a copy of the report of the visit.

4.7.3 follow-up visit

- It is a visit to see whether corrective actions, previously discussed, received the necessary attention.
- It is also a visit to see whether the principal and his personnel are committed to the improvement of the school.
- Further assistance should be given if needed.
- A short written report should follow after each visit.

4.7.4 performance appraisal visit

- Normally, appraisal of personnel (principal, deputy principal and heads of department) should take place during formal visits.
- As the personnel involved are doing work on the functional level (i.e. teaching) as well as on the managerial level (planning, organizing, guidance and control), the final evaluation should be done in co-operation with the subject advisor responsible for the evaluation of that specific person.
- In exceptional cases, it may be necessary to organize a visit only to do the appraisal of a person. The appraisal visit has not been effected in Namibia because the performance appraisal system for teachers was suspended.

4.7.5 panel visit

- This visit is normally planned to make a situation analysis of all managerial functions of the school in order to give the principal a clear picture of the school.
- The visit can also be planned in co-operation with the advisory teachers.
- The Chief Inspector, Senior Inspector and Inspector should work in close co-operation with the school principal to organize such a visit.
- All the participants should be informed in writing.
- A copy of the reports of these visits should be presented to each of the Chief Inspector and Regional Director, as well as the participants.

4.7.6 special visit

- During this visit, a specific method is used to solve a problematic situation (e.g. make use of "process consultation" to clarify the situation of a principal in the school).
- After solutions have been found, the principal should be assisted to re-plan in order to change the situation.

4.8 Notification of school visits

- Following the trimesterly planning of visits to school, the inspector should inform the principal in writing of the date of the visit.

- The inspector should also inform the principal about the documentation that should be available during the visit.

4.9 Procedure to be followed by the inspector during a visit to schools

- Send formal notice to the principal.
- Pay a visit to the principal's office on his/her arrival.
- Discuss the visit with the principal and confirm the following:
  - Identified needs of the school as requested and the aim of the visit as determined by the inspector.
  - Time and place of discussion regarding the findings of the inspector and possible performance appraisals.
  - Date, time and place for a personnel meeting.
- Discussions with the following staff:
  - Teacher responsible for attendance register.
  - Teacher responsible for stock control register.
  - Teacher responsible for the laboratory.
  - Teacher responsible for school fund (if school is sub-receiver of revenue, the inspector must discuss the keeping of books and money).
  - Teacher responsible for extra-mural activities.
  - Teacher responsible for the bookstore.

- Study and evaluate documentation in workroom that was requested from the principal.

- After the visit, a written report should be completed as soon as possible.
- After every visit, the inspector should ask the question whether the school is in a better position to cope with the high standards that are expected from it.

4.10 Reporting on inspection

- All formal visits to schools should be followed by a report.
- The nature of the report will depend on the type of visit and the circumstances surrounding the visit.
- The report must reflect a true picture of the school and should be handled confidentially.
- Reports should be completed immediately after the visit at the school.
- Two copies should be made of the original report and distributed as follows:
  - The original is directed to the school.
  - One copy is filed in the inspector's office.
  - One copy is sent to the Chief Inspector for his/her comments and records.
- Inspectors should be very careful in order to stay professional towards officials. Nobody should be insulted at all. It is better to consult with somebody in an attempt to assist him/ her.
- Inefficiencies should not be ignored and should be carefully handled.

- Inefficient behaviour and problematic situations should be followed up with corrective actions.
- The report should have the following ingredients:
  - accurate
  - short and concise
  - underline aspects that should receive attention
  - make provision for definite recommendations regarding rectification of certain problems.
  - objective and directed to the work of the top structure of the school – no personal grievances should play a role.
- Aspects for further attention and handling must be attached to the copy to the Chief Inspector.
- In cases of an informal visit or a follow-up visit, the usual form should not be used.

4.11 The OFSTED Pattern of Inspection

4.11.1 Before inspection

The inspector must provide the appropriate authority and the head teachers of the school with a list of the information and documents which are needed before the inspection, giving sufficient notice for the school to gather the items. In addition, the inspector will need to visit the school and prepare for inspection. The inspector should invite the appropriate authority to distribute the parents' questionnaire for return to the inspector before the meeting with parents.

The appropriate authority for the school must arrange a meeting between the inspector and those parents of pupils at the school who wish to attend. The inspector should ensure that parents' views are sought on aspects of the school specified in the Inspector's Handbook. Parents' views contribute to the inspection evidence and must be taken into account in the course of the inspection. As the meeting takes place before the inspection, the inspector will not be able to comment on parents' views of the school. The inspector should discuss with the head teacher and the appropriate authority the key matters raised through the questionnaire and at the meeting. Where inspection reports refer to views expressed by parents, they should indicate the extent to which inspection findings support those views. (OFSTED, 1995 b)

Billington and Clegg (1994: 26) provide the following table on inspection:

Feature Inspected	Possible source of evidence	May be provided by
• Administrative producers	• Staff files • Timetables	• school documentations
• Communication systems	• Pattern of meetings • Notices in classrooms	• Pre-inspection information • Observation in school
• School systems and routines	• Guidance for staff • Notices in classrooms • Letters home	• Observation in school • Observation in school
• Planning systems	• School development plan • Action plan • Budget allocation	• School documentation • Discussions
• Quality of leadership	• Job descriptions • Aims and objectives • Shared values and understanding	• Documentation • Discussions with all governors, staff, parents, pupils
• Planning for teaching and learning	• Departmental schemes of work • Teacher's planning	• Planning documents

• Planning for continuity and progression	• Long and short term planning (subject or class) • Pupil's work • Records of pupil's experiences	• Documentation • Classroom visits • Review of work across school
• Planning for breadth and balances	• Time allocated to individual subjects • Provision for teaching cross-curricular themes and dimensions	• Timetables • Curriculum audit • Observation of teaching • Discussions
• Planning for individual subjects	• Schemes of work • Links with National Curriculum	• Curriculum documentation • School development plan
• Organization of pupils	• Arrangements for grouping of pupils • Provision of additional support	• Classroom observation

4.11.2 During the Inspection

The sample of work inspected in a school must constitute an adequate cross-section. Wherever possible, the classes and work seen, and interviews with pupils, must be representative of all ages and levels of attainment. Work should be inspected in National Curriculum Subjects as appropriate and in any other subjects or aspects specified in the inspection contract. Where a subject is not being taught at the time of the inspection, the report should state this fact clearly. In such a case, evaluation of pupil's attainment and progress in the subject should be based on the work previously completed by pupils, if this constitutes a sufficient sample, together with such other evidence as may be available. Members of the team should inspect the whole range of the school's work including extra-curricular activities. The inspection team should inspect acts of worship, except in schools where collective worship falls to be inspected under Section 13 of the 1992 British School Act or where collective worship is not required. (OFSTED, 1995 b)

The overall findings of the inspection should reflect the balance of evidence provided by the inspection team. The main findings and the key issues for action must represent a corporate view.

Towards the end of the inspection it will be necessary for the inspector to ensure that all team members have indicated their evaluations clearly, and with the team, to consider whether or not the school is failing, or is likely to fail, to give its pupils an acceptable standard of education and thus requires special measures. The procedures to be adopted in such cases and the criteria on which to base a conclusion that a school falls into this category are set out in the Handbook for Inspectors.

Visit to classrooms

Essentially, it is important that teachers are clear that during inspection:

- inspectors may visit classrooms at any time.
- they may know in advance of a visit by an inspector.
- short term plans and lesson notes need to be available for inspectors.
- inspectors do not expect to spend time talking to teachers during their classroom visits as they want to see teachers teaching.
- some classes or teachers may get more visits than others.

- inspectors may appear uncommunicative and comments or feedback may be very limited (Billington and Clegg, 1994).

(a) The role of the principal.

- During the inspection process the role of the inspector shall be that of a facilitator that the inspection proceeds smoothly.
- Collect any additional information the team might require.
- He should inform the inspector of any staff absences due to illness or attending in-service training.
- An important aspect of headteacher's role during inspection will be for maintaining staff morale, to make teachers feel accustomed to the presence of inspectors.
- Where general positive observations are made the headteacher should make sure staff members are informed.
- The whole purpose of the inspection might have been made known during the preparatory stage of inspection. Teachers need to be reassured that inspectors are primarily concerned with gaining an overview of the schools not looking at individual performances.

(b) The role of the Head of Department

Heads of Departments, according to Billington and Clegg (1994: 61), will also be under pressure, their own work as teachers and managers will be under scrutiny but they will also have to contribute to the added task of maintaining the morale of their department. It is

important that during inspection, a good professional relationship is established between the inspector and the Head of Department. Head of Department should discuss any recent departmental developments or initiatives, or to design the department development plan, and indicate any difficulties (Billington and Clegg, 1994: 62).

4.11.3 After inspection

OFSTED (1995) maintains that the inspector must offer to discuss the findings of the inspection first with the head teacher, who may invite any staff of the school to be present. The appropriate authority must also be offered an oral report. This should occur as soon as possible after the inspection and before the inspection report is finalized. The inspector should present the findings of the report in such a way that they can easily be assimilated, for example, by using visual aids. The purpose of these discussions is not only to share with those concerned about the outcomes of the inspection but to provide an opportunity for clarification for the main findings and key issues for action. (OFSTED, 1995 b)

It is also important to check on the factual accuracy of the inspection report. Offering the pre-publication text of the written report to the school after oral reports have been completed is just the best thing to do. Factual errors must be corrected, only if such errors have a direct bearing on particular inspection judgments should the inspection team consider revising their judgments. Otherwise, there must be no modification of the judgments in the report.

Billington and Clegg (1994: 65) maintain that no matter how well the inspection went, staff will be exhausted after being under the microscope and they will thus need a reasonable time to recover, and to be allowed to get back to normal. It is important that the school reflects upon inspection findings and that the early post-inspection period should be a time for thinking and talking other than great activity. There should be debriefing to the teaching staff, non-teaching staff, school boards as each one of them may be anxious to know the outcomes of the inspection.

4.11.3.1 The inspection report and summary

The written report and a summary must be prepared by the inspector and sent to the appropriate authority for the school before the end of the period specified by Her Majesty's Chief Inspector (HMCI) in the inspection contract. Copies should also be sent to those specified in Section 209 of the 1993 Act. The report must be written in the order of the inspection schedule. The summary of the report should reproduce the main findings and key issues for action sections of the inspection report together with a very brief contextual statement about the school indicating its type and size, a summary of the response to the parents' questionnaire, and the standard text specified in the Inspector's Handbook.

The inspection report and summary and those parts of the Record of Evidence required by HMCI must also be sent to OFSTED.

Inspectors should retain their complete Record of Evidence for 12 months from the date of inspection. OFSTED may call on this record at any time during that period.

4.11.3.2 Report becoming public

OFSTED (1995) requires that the inspection process and findings be made public. The issues of informing parents about the findings of the inspection is a very sensitive one. In most cases, as outlined by Billington & Clegg (1994: 75), letters are sent to parents with copies of reports indicating:

- the positive aspects of the report.
- the school's response to the report.
- parent's means of access to the full report.
- any opportunities for parents to discuss the report fully.

In Namibia, unlike in England and Wales, the publication of inspection reports to parents is not done. Reports are only published for consumption by the Regional Offices, education planners, programme implementers and the Ministry of Basic Education and Culture as a feedback mechanism to inform curriculum developers, planners and any other educationists to use or refer to, in improving, modifying or reforming the education system as a whole (SADC, 1998: 21). In the case of OFSTED inspection, the daunting task is the publishing of the inspection reports especially when such reports are bad which may be unwelcomed by schools. In most cases, after the release of reports by OFSTED, Billington and Clegg (1994: 77)

advise schools "*to be positive, welcome the report and be prepared to talk about the good and bad things*".

4.12 Schools requiring special measures

According to Laar (1997), Tait (1996), Shikongo (1998) and OFSTED (1996), a school may be in need of special measures if there is evidence of:

4.12.1 Educational standards achieved

- Low attainment and poor progress in the subjects and the curriculum by the majority of pupils or consistently among particular groups of pupils. This will be evident in poor examination results, National Curriculum assessment and other accredited results;
- Regular disruptive behaviour, breakdown of discipline or high levels of exclusions;
- Significant levels of racial tension or harassment;
- Poor attendance by a substantial proportion of pupils or by particular groups of pupils, or high levels of truancy.

4.12.2 Quality of education provided

- A high proportion of unsatisfactory teaching, including low expectations of pupils;
- Failure to implement the National Curriculum;

Where a judgment is made that the school is failing or is likely to fail to give its pupils an acceptable standard of education, the inspector has a duty to inform HMCI and express the opinion in the report stating whether or not HMCI agrees.

4.13. The operational situation of inspectors of education in Namibia

In order to understand the operation of the inspectorate in Namibia, an analysis of the results of the survey done by the Directorate of Inspectorate and Advisory Services (DIAS) which was conducted in April 1999 is made. The purpose of the survey was to gather data so as to be informed on the conduct and operation of the inspectorate in Namibia. It must be mentioned that many changes have taken place in the regions after the survey was done. The questionnaire conducted was designed to correct information on the following aspects:

- the regions in which inspectors operate;
- number of inspectors per education region;
- the qualification of inspectors;
- procedures according to which inspectors are recruited;
- the extent to which inspectors carry out inspection visits in schools;
- the time split of inspectors between primary and secondary schools;
- frequency with which inspectors meet;

- number of schools per circuit inspector; and
- the general problems faced by inspectors of education in Namibia (MBEC, 1999).

4.13.1 Inspectors of education

REGIONS	NUMBER OF INSPECTORS OF EDUCATION			WORKLOAD	INSPECTOR'S ACTUAL ATAFFING NORM i.e. 25
	M	F	Total	No. of Schools	
Katima Mulilo (K1)	5	0	5	138	6
Keetmanshoop (K2)	4	1	5	108	5
Khorixas (K3)	4	0	4	120	5
Ondangwa East (01)	11	0	11	350	14
Ondangwa West (02)	11	0	11	368	15
Rundu (R1)	8	0	8	261	10
Windhoek (W1)	7	2	9	156	6
TOTAL	**50**	**3**	**53**	**1501**	**61**

Table 1: Numbers of inspectors of education per region. (MBEC, 1999).

Analysis: Table 1 indicates that at the time this information was collected, the inspectorate in Namibia had only three (3) appointed female inspectors on the establishment as compared to fifty (50) male appointed inspectors. This situation is a clear indication of the seriousness of gender imbalance within the inspectorate in Namibia. The situation calls on an urgent study to establish why few female inspectors aspire to appointment in the position of inspectors in Namibia. Table 1 also indicates that Katima Mulilo, Keetmanshoop, Khorixas

and Windhoek regions have a low number of schools as compared to Ondangwa East and West and Rundu Education Regions which have a high number of schools. Although schools do increase on a yearly basis in all regions, the Ministry of Basic Education and Culture and DIAS in particular do not have a policy in place on a norm for school inspectors. SADC (1998) puts 25 as the ideal number of schools per inspector. If 25 schools are taken as the ideal for school inspector in Namibia then many educational regions would run short (be understaffed) as follows:

Ondangwa = -1, Keetmanshoop = 0, Khorixas = -1, Ondangwa East = -3, Ondangwa West = -4, Rundu = -2, Windhoek = +3 (overstaffed).

4.13.2 Qualifications of inspectors

	K1	K2	K3	O1	O2	R1	W1	Total
Degree – Education Diploma	2	4	2	4	5	2	4	**23**
Education Degree / Other	-	1	-	1	2	-	1	**5**
Degree + Education Certificate	1	-	-	1	-	2	-	**4**
Education Diploma	1	-	1	-	2	2	3	**9**
Education Certificate	1	-	1	5	2	2	1	**12**
TOTAL	**5**	**5**	**4**	**11**	**11**	**8**	**9**	**53**

Table 2: Qualifications of inspectors per region (MBEC, 1999).

Analysis: Table 2 indicates that twelve (12) inspectors do not meet the minimum requirements as set by the Public Service Commission of Namibia regarding

appointments of school inspectors. The explanation for the existence of the twelve (12) inspectors is that they were appointed during the pre-independence era in which case the appointment requirement was still a teacher's certificate. In 1996, there was a trend to rationalize the public service and in the process the minimum requirements for appointment of inspectors were reviewed. It should be noted that after 1996 a large number of inspectors with Bachelor's degree qualifications were recruited.

4.13.3 Procedures according to which inspectors of education are recruited

- **advertising:** the post is advertised in the news media, (newspaper) or circulars.
- **screening;** applications are screened on the basis of the prescribed criteria by Personnel Office.
- **interviewing:** applicants are interviewed by regional education officers.
- **selecting:** qualifying applicants are scheduled and short listed by Personnel.
- **recommending:** recommendations are made to the Office of Prime Minister via the Permanent Secretary's Office.
- **appointing:** the most successful and suitable applicants are approved by the Office of the Prime Minister.

- **in-service training and induction:** Induction for the newly appointed inspectors is conducted by Regional Education Officers.

4.13.4 Frequency with which inspectors get out into the field

Katima Mulilo (K1)	-weekly
Keetmanshoop (K2)	-no indication
Khorixas (K3)	-every second week
Ondangwa East (O1)	-three times a week
Ondangwa West (O2)	-monthly
Rundu (R1)	-monthly
Windhoek (W1)	-depends on the availability of vehicles – one visit per school plus follow-up necessary. Team visits to selected schools.

Analysis: Indications above are that inspectors in Namibia do not have uniform guidelines regarding the frequency of visiting schools. Indications are that the issue of how many times schools should be visited rests with the education regions depending on their situation. Some visits vary from weekly, trimesterly and monthly. SADC (1998) does not give guidelines in this regard.

4.13.5 Time–split by inspectors of education between primary/lower / secondary schools

Katima Mulilo (K1)	-according to need
Keetmanshoop (K2)	-60-70% training of principals/ school boards/ field supervision/ school management/ classroom observation / investigation. 10% report writing. 10% DIAS and NIED activities 10% Administration
Khorixas (K3)	-30% primary, 70% secondary schools
Ondangwa East (O1)	-90% given to primary / junior secondary or combined is 10% for senior secondary schools.
Ondangwa West (O2)	-90% given to Primary/ Junior/ Secondary or combined Schools is 10%
Rundu (R1)	-all phases treated equally unless there is a specific programme aimed at a specific phase.
Windhoek (W1)	-depends on the number of primary and secondary schools an inspector has.

Analysis: Indications here are that inspectors find themselves in a dilemma. When inspectors are appointed in Namibia, there is no indication as to the phase they are supposed to supervise. In fact, inspectors are appointed to supervise both phases i.e. primary and secondary phases. Before independence inspectors tended to put strong emphasis on the supervision of primary rather than secondary education. The reason is that secondary education has a high degree of subject specialization as in most cases inspectors have to advise on subject content and methodology of teaching. The other problem is that the salary scales of principals of secondary schools are considered higher or equal to that of inspectors. In this case, inspectors tend to be reluctant to strictly supervise secondary schools as they consider themselves somehow lower in rank and therefore inferior.

4.13.6 Frequency with which inspectors of education and advisory teachers meet

	Regionally	**On their own**	**Together with advisory teachers**	**Other ways**
Katima Mulilo	Monthly	according to need	frequently, according to need	Individually
Keetmanshoop	twice per term	weekly as often as possible	twice per term. Individual discussion daily or weekly basis	visit to district / circuit office
Khorixas	once or twice per term	once a term	once a week	Regular telephonically discussions or message by fax

Ondangwa East	Once a month	twice a year	once a term	Workshop twice a year
Ondangwa West	Monthly	once a month	once a term	conduct cluster workshops
Rundu	Once per trimester	every Monday	once per trimester	informal contact on daily basis
Windhoek	no induction	at least once a month	no indication	no indication

Table 3: Frequency of meetings between inspectors of education and advisory teachers (MBEC, 1999).

Analysis: Table 3 indicates that the frequency of meetings of inspectors to discuss policies has been left to education regions as conditions are not the same. As indicated, these meetings vary from monthly occurrences to once or twice trimesterly. There is also indications that in many regions there is a wide range of consultations between inspectors and advisory teachers. SADC (1998) stresses a strong link between the two areas.

4.13.7 Number of schools as per circuit according to the respective education regions

REGION	NAME OF CIRCUIT (S)	NO. OF SCHOOLS 1999	NO. OF SCHOOLS 2000
Katima Mulilo (K1)	Circuit 1	32	17
	Circuit 2	29	18
	Circuit 3	34	22
	Circuit 4	43 (138)	21
	Circuit 5		16 (94)
Keetmanshoop (K2)	Circuit 1	20	19
	Circuit 2	20	20

	Circuit 3	21	20
	Circuit 4	21	20
	Circuit 5	26 (108)	26 (105)
Khorixas (K3)	Circuit 1	34	27
	Circuit 2	27	22
	Circuit 3	15	29
	Circuit 4	27	29 (107)
	Circuit 5	17 (120)	
Ondangwa East (O1)	Eenhana	50	51
	Endola	42	42
	Ohangwena	39	48
	Okongo	48	39
	Omuthiya	46	47
	Onathinge	43	44
	Onyaanya	43	43
	Oshigambo	39 (350)	39 (350)
Ondangwa West (O2)	Elim Circuit	40	41
	Okalongo Circuit	43	44
	Outapi Office	48	48
	Oshakati Office	50	52
	Onesi Office	40	55
	Ogongo Office	45	46
	Okahao Office	42	43
	Oluno Office	52 (360)	53 (382)
Rundu (R1)	Rundu	-	30
	Ndiyona Circuit	39	39
	Shambyu Circuit	39	37
	Ncqmaagoro Circuit	35	36
	Bunya Circuit	39	42
	Nankundu	38	-
	Mukwe	-	42
	Mpungu Circuit	40 (230)	39
	Kandjimi	-	31 (306)
Windhoek (W1)	Circuit 1	24	24
	Circuit 2	25	24
	Circuit 3	25	25
	Circuit 4	21	20
	Circuit 5	26	25
	Circuit 6	28 (149)	27 (145)

Table 4: Number of schools per inspector (MBEC, 1999).

Analysis: Table 4 indicates generally that inspectors in Namibia are overloaded. If 25 schools is taken as the ideal norm for inspectors in Namibia, individual inspectors in Ondangwa regions supervise about 45-50 schools. Under such conditions, it would be difficult for inspectors to carry out effective visits and monitor the standard of teaching. As Mushaandja (1996) indicated, inspectors in Namibia are overloaded which makes the whole inspection process ineffective, under such situations, inspectors only undertake sporadic visits or only do administrative work in offices. If an inspector is overloaded, he/she is likely to experience stress and is unable to exhibit the flexibility needed for work effectiveness. The number of schools in Ondangwa regions for example have increased while the number of inspectors have not followed the same trend.

4.13.8 Problems faced by inspectors of education in Namibia

The survey carried out by DIAS (1999) established the following problems faced by inspectors in Namibia.

- Namibia is a vast country, the vastness of the regions, lack of accommodation at rural schools hampers effective visits. There

are great problems of distance from duty stations to schools and from school to school in all seven education regions.

- Budgetary constraints lead to lack of transport and inhibit effective follow-up visits.
- Most principals are inadequately trained which makes them unable to effectively and efficiently manage their schools in the absence of the circuit inspector.
- Shortage of inspectors in some regions. The number of schools per inspector in Ondangwa West, East and Khorixas is grossly too high compared to the number of schools in other regions especially Windhoek, Khorixas and Keetmanshoop and, in this situation, advisory teachers are sometimes being used as inspectors of education or in some cases principals of schools are used as inspectors or district officers.
- Inspectors in Rundu, Ondangwa East and West are overloaded as too much administrative work is sometimes allocated to them.
- In the Khorixas Region for example, senior inspectors are too overloaded as they have to function as circuit inspectors.
- In some regions like Ondangwa East and West, inspections have been decentralized, some regions, like Windhoek, have not been decentralized and there is feeling that inspectors are not serving schools effectively.
- Inspectors feel that their remuneration in terms of salary is very low. The other serious problem is that inspectors have been graded lower in salary as compared to principals whom they supervise.

- Inspectors feel hindered to carry out their duties effectively due to lack of support from Regional Offices or the Ministry of Basic Education and Culture, in many cases, schools are understaffed but due to financial constraints, posts cannot be provided. Some circuit offices do not have supporting staff like secretaries and clerks and the inspector has to do the work on his/her own.

4.14. The need for a comprehensive inspection policy in Namibia

As Dean (1992:64) suggests, every country in which the inspectorate operates needs an inspection policy which should, among others, address the following:

- The aim of inspection;
- The chosen method of inspection;
- The way institutions for inspection should be selected and the frequency of inspection;
- The people to be involved in inspection;
- The relationship to be established with the institution being inspected;
- The aspects of the institution to be inspected and the evidence that might be sought;
- The preparation required for inspection, including the information that should be available within the office or required from the institution;
- The way inspection and monitoring is carried out including the way time should be spent;
- The discussion that should take place following an inspection.

- The writing of the report, and
- The presentation of the report to the institution and to stakeholders.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS OF THE STUDY

Summary, Conclusions and Recommendations

This chapter presents a brief summary and conclusions of the study and recommendations for the effective school inspection in Namibia, as well as the need for further study in the area of the inspectorate. The core of this study was to establish and define the roles and responsibilities of school inspectors in the Namibian education system. The literature review from the SADC (1998) Resource Material for school inspectors and other policy documents provided theoretical knowledge and background information to broaden the scope of this study. The researcher was motivated by the debate around the role of the inspectorate in Namibia and the desire to contribute to the understanding of the roles and responsibilities of school inspectors. The inspectorate in Namibia is as old as the education system itself. It has been operating as a centralized model, as an integral part of the state whose aim is to:

> *" Identify strength and weaknesses in schools in order that they may improve the quality of education offered and raise the standard achieved by their pupils. Particular attention is to be paid to pupil's standard of achievement which are better*

or worse in any subject that the average for their age group". (Laar, 1997: 17)

In addition the literature review reveals, among others, that the function of the inspectorate is to serve as a vehicle for controlling and monitoring standards ensuring that an appropriate curriculum is taught and ensuring that quality and efficiency in schools are maintained, meaning that inspectors are responsible for evaluation and monitoring of education.

Inspectors in Namibia have been operating without a clear policy guideline. The creation of the SADC (1998) Resource Materials for School Inspectors created a directive that tries to unify the inspectorate in Namibia into a single unit with clear purpose and job description. However, due to geographic, socio-economic and political conditions the SADC (1998) guidelines cannot be fully implemented in Namibia. Inspectors in Namibia among others are faced with peculiar problems such as:

- The vastness of the regions in which the inspectors operate;
- Budgetary constraints which result in lack of transportation;
- Inspectors are required to do too many administrative tasks at the expense of monitoring and evaluating teaching;
- Inspectors are overloaded, meaning that some inspectors especially in Ondangwa East and West have to supervise about 45 to 50 schools;

- Centralized decision making inhibits flexibility on how the inspectorate should carry out its work, and
- Inspectors feel extremely demotivated as their salary is below their level of supervision. Inspectors in Namibia earn less than school principals of senior secondary schools whom they are supposed to supervise.

The literature review in this study also presented a rather positive perception of an inspector. The bossy, autocratic and policing attitudes of school inspectors have slowly been changing to a more democratic, collaborative, teacher and school friendly attitude. Under the new dispensation, an inspector is viewed as a teacher developer and supporter and a community leader par excellence. This study also testifies that an inspection pattern for Namibia needs to be transparent and teacher friendly.

This study also reveals that there are two elements that have facilitated the change of the inspectorate to its present form.

- Firstly, there has been a new reform process in terms of changes in the education system, curriculum reforms, management of change and innovations, meaning that the number of schools have increased, new policies have been developed and require close supervision, monitoring and evaluation. The number of teachers has also increased while the number of school inspectors have not followed the same trend.

- Secondly, there has been a phenomenon in which countries of the world, including Namibia, have found themselves moving towards democracy, call for more participation, greater autonomy and less control. On this basis there is a serious but gradual attempt to make the inspectorate more democratic and less authoritarian.

The implication of the SADC (1998) Resource Materials for School Inspectors in Namibia can be summarized in the words of Carron (1994) who believes that the success and operation of any inspectorate in the world is based on the tradition, structure and customs of each country.

SADC (1998) Resource Materials for school inspectors, however, reveals that the inspector's roles can be categorized as follows:

- **Strategic role:** which deals with the general assessments of the school organization and its management by the school principals e.g. assess school mission, school development plan and so on.
- **Pedagogic role:** which deals with the inspecting standards and ensuring the quality of teaching, suggesting new ideas, classifying education objectives, explanation of the curriculum, recommending teaching materials.
- **Advisory role:** which includes guidance, counseling on policy formulation, interpretation and implementation and guidelines on innovation and change.

- **Professional development role:** which includes needs analysis of schools, dissemination of information, encouraging contracts, school marketing and liaising.

Recommendations for the Effective Inspection process

In order to adapt the inspectorate to live up to the challenges of the new millennium, it is important that we learn from the following recommendation by Carron (1994: 39-43):

Firstly: in order for the work of the inspector to be of value to the teacher, reports on inspection should be made publicly available to all parents and stakeholders emphasizing more openness and transparency to what is going on in the school.

Secondly: there should be emphasis on the change from teacher control to support and development.

Thirdly: the emphasis from teacher inspection to school improvement of quality in a school should take a global approach directed towards the whole school involving the relation between the school and the community and paying full attention to the contextual factors.

Fourthly: efforts should be undertaken to empower principals as schools based inspectors at school level in order to carry out inspection and monitoring of standards in every school.

Limitations of this Study

This study is limited in many ways. This is a descriptive analytical study based on literature review. Time and financial constraints forced the researcher to adopt this type of research design rather than embarking on fieldwork. The researcher also observed a lack of adequate literature on inspection, particularly for Namibia, and was thus forced to rely on some secondary sources from other countries, particularly South Africa, United Kingdom and Botswana. However, the surveys carried out by DIAS on the Namibian inspectorate added more depth to the understanding of the inspectorate in Namibia.

Recommendations for further study

As this is only a literature based study, other empirical studies are recommended to compliment aspects not included or not comprehensively addressed in this study. Some recommendations for further study are:

- An empirical study could be undertaken to seek the perception of teachers, parents, school boards regarding the roles and responsibility of inspectors and what they think about the inspection process.
- A study should be conducted to determine the relationship between school inspection and variables that affect the effectiveness of school inspection.

- A study should be conducted to establish why few females feature in the inspectorate in Namibia.

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