

**THE EFFECTS OF INCLUSIVE EDUCATION POLICIES AND ADMINISTRATIVE
CIRCULARS ON SMALL SCHOOLS IN NAMIBIA**

A thesis submitted in fulfilment of the requirements of the degree of

MASTER OF EDUCATION

of

RHODES UNIVERSITY

by

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APRIL 2023

ABSTRACT

The achievement of the right to education for all children in Namibia is fundamentally dependent upon the quality of education provided to these learners irrespective of their social circumstances. Being a sparsely populated region, nearly half of the primary schools in the Kavango West region have fewer than 100 learners; thus, these small schools are regarded as not economically viable. The educational development in rural regions is shaped by limited access to quality, inclusive education and the persistence of low-quality primary education which has resulted in high repetition rates and dropouts. This research is a Critical Discourse Analysis of the education policies and regulations. As a case study, it unpacks Formal Education Circulars on staffing norms and on the closure of small schools, looking at their affordances/constraints on the provision of inclusive quality education for children schooling at small schools in Namibia. Interviews and document analysis were used to gather data. Critical Theory frames the process of ideological critique which, among other things, identifies inequalities and factors that limit human freedom and how such factors can be alleviated. The research asks the question: what are the explicit and implicit underlying realities experienced at one-man schools, which depict the varied situations in which these schools survive?

Factors emerging from the study showed that small schools in Namibia are symbols of inequity and the exclusion of educationally marginalised children and their poor communities. Small schools are hardly able to sustain and draw in the resources required to meet the education needs of marginalised communities which fall under the multidimensional poverty index in Namibia. The study found that at the moment there are no deliberate efforts from the Ministry of Education to bring about the necessary changes to small schools, and therefore one-man schools have continued to operate as isolated sections of an inflexible system. It is my contention that deliberate efforts are still needed to improve small schools. Policy decisions that respond to the current challenges faced by one-man schools may be sufficient to bring about noteworthy changes in the operations of one-man schools and these changes could effectively impact the learners learning. The decision to drive change requires a multilayered approach that articulates a clear vision, which is systematically implemented to improve one-man schools in Namibia.

PREFACE

This thesis has been an extraordinary journey that started after I became a Director of Education of a sparsely populated rural region that is home to a marginalised San community. My 26 years of experience as an educator has ranged from being a teacher, Hostel Inspector and a Regional Coordinator of the Namibia School Feeding Program (NSFP), an Advisory Teacher and a member of a curriculum panel, Inspector of Education and Team Leader for National Standards and Performance Indicators for Schools in Namibia (NSPI), Deputy Director for Program Quality Assurance (PQA), Director of Education, Arts and Culture and now a Chief Regional Officer of a political region. Grappling with the highs and lows of education for the past 24 years has expanded my understanding of the provision of accessible, equitable, quality, inclusive education and provided me with helpful insights into the complexity of education in Namibia.

My research at four small schools in two different political regions has been an eye-opening experience and my findings point to the exclusion of educationally marginalised children and the absence of social justice in education. My first-hand experiences with the implementation of inclusive education policies and staffing norms circulars have provided me with rich data that was triangulated by the interviews with teachers. At times the findings were very alarming and overwhelming, but the unwavering determination by teachers who continue to teach under very difficult circumstances affirmed the purpose of this research.

This thesis would not have been possible without the support and guidance of a number of people, I therefore wish to express my thanks to the following:

- To my supervisor, Dr. Phemelo Hellemann for the constant, unwavering extended support and for believing in me. My former co-supervisors Dr. Ellison Musara and Mrs. Beverly Moore for their guidance and understanding.
- To the teachers at the four one-man schools where my research was conducted for their kindness and support and for sharing their time and knowledge with me.
- To my husband Nixon, our children, Penhafo and Moses-Helao Hamutumua for their love and endless patience and support, and for inspiring me to begin and complete this journey.
- To my sisters Oссор and Esser and their spouses for cheering me on throughout this process.

DEDICATION

I dedicate this research to my inspirational parents, Tate Erickson Limbadungila (1940-2005) and Meme Rauna Tweufiilwa Naukosho, and to all Educationally Marginalised Children (EMC) in Namibia.

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ACRONYMS

AEC	Annual Education Census (AEC)
CDA	Critical Discourse Analysis
CDA	Qualitative Data Analysis (QDA)
CPDA	Critical Policy Discourse Analysis
CPS	Critical Policy Studies
CReT	Critical Resource Theory (CReT),
EFA	Education for All
EISEL	Ethics of International Engagement and Services Learning
EMC	Educationally Marginalised Children
EMIS	Education Management Information System
FDS	15 th School Day Statistics
JP	Junior Primary
MBESC	Ministry of Basic Education, Sport and Culture
MDGs	Millennium Development Goals
MEC	Ministry of Education and Culture
MoE	Ministry of Education
MOEAC	Ministry of Education, Arts and Culture
MPCC	Management Policy Coordination Committee
NEABC	National Examination and Assessment Board Committee
NIED	National Institute of Education Development
NSA	Namibia Statistics Agency
NSFP	Namibia School Feeding Program

NSPI	National Standards and Performance Indicators for schools in Namibia
OEDC	Organisation for Economic Cooperation Development
OMAs	Organisation, Ministries and Agencies
OPM	Office of the Prime Minister
PQA	Program Quality Assurance
PSC	Public Service Commission
PSM	Public Service Management
TLR	Teacher-Learners Ratio
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International Children Emergency Fund
UPE	Universal Primary Education
USD	United States Dollar

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CHAPTER 1: OVERVIEW OF THE STUDY

1.1 Background of the Study

Namibia, previously known as South West Africa, is considered Africa's last colony. Namibia has an estimated population of about 2.6 million people (World Population Review, 2022), the lowest population density on the African continent, with an average of 3.1 people per square kilometre. Education in Namibia was provided according to racial and ethnic lines, with uneven provision of resources to different ethnic groups. Shortly after independence in 1990, the Namibian government viewed primary education reform as a fundamental means of investing its human resources to advance socioeconomic development. These reforms were meant to redress the apartheid ideology that promoted inequities and discrepancies in the quality of education provided to different ethnic groups. Thus, the Ministry of Education aligned its comprehensive reform process to four broad goals of access, equity, quality and democracy to achieve *Vision 2030*, which aims for an “innovative, knowledge based society, supported by a dynamic, responsive and highly effective education and training system” (Tjivikua, 2010, p. 3).

Namibia has since made remarkable strides in access to education, notwithstanding valid concerns about the exclusion of Educationally Marginalised Children (EMC), to be defined later in this research. This progress is evident in the number of inclusive education policies developed to redress education inequities. It is worth noting that the first inclusive education policy was only developed 10 years after Namibia gained its independence in 1990. The policies include, among others, the National Policy Options for Educationally Marginalised Children (MBESC, 2000), the Sector Policy for Orphans and Vulnerable Children (MoEAC, 2008) and the Sector Policy on Inclusive Education (MoE, 2013). The implementation of inclusive policies is completely deficient, and this is backed by the current low numbers of San children registered in schools. Even though the policy options for EMC (MBESC, 2000) show extensive knowledge and a comprehensive understanding of the lives of various groups of EMC in Namibia, I found that the task-force members who were mandated to champion the implementation of this policy have since left the system and there was no continuity handover. As a result, the committee has since ceased to exist. I have also established through several consultations with the executive management of the ministry that the current executive management have little knowledge or interest in the only policy that exposed all forms of barriers as applicable to a specific group of educationally marginalised children in Namibia.

The contention for this research, therefore, emanates from two circulars, Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017, on the closure of one-man schools. “One-man schools” is the term used by the MoEAC to refer to schools with an enrolment below 35 learners (MoEAC, 2017). These schools only qualify for one teacher, irrespective of the number of grades offered at the school. In the same vein, “uneconomical schools” is also term used by the MoEAC to refer to schools with fewer than 100 learners who by provision do not qualify for a school principal position (MoEAC, 2017). The literature review refers to the latter as “small schools”, depending on the number of learners that a specific country has determined to define a small school. In this research I have used the terms “small schools” and “uneconomical schools” interchangeably to refer to small schools in general; while I have used term “one-man schools” with specific reference to schools with 35 learners or fewer. I acknowledge the patriarchal undertones that the term “one-man” has, but in this thesis, I use it to refer to schools that have both male and female teachers. Therefore, the term is not used in an exclusionary manner.

Circulars are defined as written statements issued by an organisation on a regular basis to provide information, rules, guidance or background information on legislative or procedural matters (Ireland, 2019). Unlike acts and policies, ministerial circulars do not go through the same rigorous review processes to ascertain whether they are in compliance with other laws and policies such as the Constitution, the Education Act 16 of 2001 and the Inclusive Education policies. In this thesis, I argue that the above-mentioned circulars are in discord with the Inclusive Education policies. I draw therefore on Hogan (1987), who argued that there is evidence that government departments prefer to issue circulars rather than opting for legislation, because circulars, unlike statutory instruments, are not subject to annulment by legislative chambers of the parliament (Hogan, 1987).

1.2 Motivation and significance of the study

The study was carried out in three phases over a four-year period. It took place in four public schools, from two different political regions, that will henceforth be referred to Kavango1JP, Kavango2JP, Oshana1JP and Oshana2JP, to protect the identity of the schools. As I have been an educator for 24 years, inclusive education has been part of regular conversation throughout my career. I must, however, reveal that inclusive education was never a major concern for me until I became a Director of Education, Arts and Culture of a sparsely populated region, where most schools are categorized as uneconomical schools. As a director, I found it difficult to adhere to the

concerned directives without compromising the rights of children to an accessible, equitable, inclusive quality education. Education administrators are expected to implement the two circulars in question, Formal Education Circular 13 of 2001 and Formal Education Circular 5 of 2017, without fail, and at the same time uphold the constitutional right of children to an inclusive quality education, and this is a challenge.

Formal Education Circular 13 of 2001 regulates a ratio of one teacher to every 35 learners (1:35) across the board. This means that schools with an enrolment below 35 learners qualify for one teacher only. This is despite the fact that most one-man schools offer a curriculum ranging from Grade 1 to Grade 3. In some instances, the curriculum is even offered up to Grade 4. The implementation of the above circular has repercussions for one-man schools when it comes to the provision of inclusive quality education. I therefore argue that this is one of the systemic barriers to effective teaching and learning, especially at one-man schools.

Formal Education Circular 5/2017 directs the closure of all small schools referred to in the circular as one-man schools. According to the MoEAC, 85% of the ministry's budget goes to staff expenditure, and as a result, only 15% remains for the operational budget (MoEAC, 2017). The ministry is therefore seeking ways to minimise staff expenditure. The same circular directs that no school principal must be appointed at primary schools with fewer than 100 learners. The circular also directs the transfer of teachers from overstaffed schools to understaffed schools, and this includes one-man schools with two teachers or more.

As a former substantive member of a Management Policy Coordination Committee (MPPC) and National Examination and Assessment Board Committee (NEABC) in the Ministry of Education, Arts and Culture, I have presented these challenges to the two committees twice. I did not, however, have empirical evidence to back up my presentation. I felt my challenges and recommendations were never taken seriously or at least not as one would have expected. Another challenge that led me to this study is the outcome of assessment at Junior Primary Phase, whereby the poor performance of learners was attributed to poor leadership of the regional structures and to the laziness of teachers at these schools. This may not be entirely true, because there could be various challenges facing small schools that the MoEAC is not aware of. This perception was also documented in one of the few studies done at uneconomical schools in Namibia. Titus (2004) found that "regional education staff are of the opinion that principals in the region are not strong (in terms

of their training and preparation for their task) enough to handle the management of multi-grade schools” (p. 71).

It is also worth noting that the total number of children enrolled at uneconomical schools in 2017 was 17934 (MoEAC, 2017). Therefore, the reason that the MoEAC boasts improved access to education is because small schools were established in diffusely populated areas to make education accessible to educationally marginalised children, who would be otherwise excluded from accessing education. I therefore argue that small schools are still needed in many parts of Namibia, until such a time that a lasting solution is found, and this motivated me to conduct a research study that assesses the underlying realities faced by one-man schools, which depict the diverse circumstances in which one-man schools survive.

This study holds significant importance because it seeks to address systemic inequalities and promotes social justice by ensuring that all children, regardless of their background, have equal access to quality education and opportunities in Namibia. Central to this study is awareness creation among Namibian educators that inclusive classrooms expose all children to diverse perspectives, cultures, and experiences, enhancing their understanding of the world and preparing them for global citizenship.

Additionally, the study informs Namibian educators and policy makers that access to education can break the cycle of poverty by offering marginalized children opportunities for personal growth and future success. The interacting with marginalized peers from a young age fosters empathy and understanding, thereby contributing to a more inclusive education society in Namibia. Finally, my research can serve to inform education policy decisions, which can lead to the development of effective strategies that benefit children schooling at one-man-schools in Namibia.

1.3 Research goals and questions

1.3.1 Research goals

The goal of this research was:

- To assess how Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive quality education at these schools.
- To understand the teachers lived experiences regarding the implementation of inclusive education policies and the above mentioned administrative circulars.
- Finally, to examines how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools. In this case, the equity conceptualisation assumes that the equitable allocation of teaching and learning resources will enhance effective teaching and learning, and in essence results in the provision of quality education (Ministry of Education and Culture (MEC), 1993).

1.3.2 Research questions

To achieve the above goals, I asked the following four questions to guide my methodological approaches and theoretical underpinnings. These questions are addressed accordingly in my analytical chapters five and six to create a continuous conversation between the goals and the questions through the data collected.

Main Question

How does inclusive education policies and administrative circulars on staffing norms and on the closure of one-man schools influence the ideology of inclusive quality education at one-man-schools?

Sub-questions

- What are the teachers' lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms?*
- What underlying realities do small rural schools face, which depict the diverse situations in which these schools survive?*
- What are the adverse consequences of closing one-man schools?*
- What policy issues need to be addressed to sustain and improve one-man schools in rural schools of Namibia?*

1.4 Research methodology and analytical approaches

This critical qualitative case-study research used an inductive, subjective process of inquiry which was done with a selected group of Namibian teachers. Rule and John (2011) define a case study as a methodical and thorough study of one particular case in context. A case study method penetrates into situations in qualitative ways that are not subject to arithmetical analysis (Cohen et al., 2018). Thus, the data was collected through semi-structured interviews and document analysis. The views from the interviews were reported in formal, yet personal language to show how the interview method helped build a complex, holistic picture of teacher experiences. I use Critical Discourse Analysis (CDA) with Critical Policy Studies (CPS), to produce a theoretical and methodological interaction termed the Critical Policy Discourse Analysis method (CPDA). CDA focuses on the language dimensions of power, prejudice, conflict, and change; while CPS has a robust emphasis on the possibilities of policy formulation and implementation (Montessori, Farrelly & Mulderrig (2019). CPS includes a solid analytical emphasis on discourse and contextualises the social settings through which the policy is endorsed and interpreted (Montessori et al., 2019). Therefore, CPDA assists with the interpretation of the data collected and clarifies the processes of how the policy is comprehended, developed, and implemented. As such, the study used the interpretive paradigm to answer the research questions. I therefore concur with Montessori et al. (2019) that integrating CDA and CPS in my research analysis will help me to develop a framework of analysis that is sensitive to the context.

1.5 Chapter outline

Chapter Two is a review of the literature and a discussion of Inclusive Education concepts, whereby its wider definition goes further than a focus on learners with disabilities and other learning special needs. The chapter also covers the concept of Education Quality and what constitutes quality education. Finally, I discuss the important features of multi-grade teaching and the rationale for this approach.

Chapter Three provides the theoretical framework that underpins my research, namely, Critical Social Theory paradigms, which take an unbiased approach towards sociological study to reveal truths that may have fallen through the cracks (Habermas, 1971). I have used Critical Social Theory and theory of public policy to ground my research.

Chapter Four deals with research methodology, amplifying the approach and the methods used for this study. The chapter also deliberates the sampling of the participants, data collection and analysis, as well as the ethical considerations of this study.

Chapter Five focuses on the Provisions to close one-man schools in Namibia. Here I looked at the the reasons for closing small schools, the implication for closing small schools and the Government efforts toward the promotion of access to education at small rural schools. The chapter 5 also deals with the Provision to supervise one-man schools on satellite basis as well as the implementation of post provision norms at one-man-schools in terms of the criteria used to allocate staff to one-man schools, the use of multigrade teaching strategy as a results of post provisioning norms, learners' progress to senior primary and pseudo-survival to secondary education as well as learners' attrition and repetition. In a nutshell the chapter highlight the underlying realities that small rural schools face, which depict the diverse circumstances in which these schools survive. Therefore, Chapter Five places an emphasis on the mismatch between policy and practice, with special reference to the teachers' experiences.

Chapter Six analyses the data collected as per my research goals. It further answers the question on the school size as determining factor for the allocation of resources with a special reference to the provision of infrastructures and the allocation of funding to one-man schools. The chapter also looked at the extension of curriculum to one-man schools. The chapter further discusses the extent of the neglect and exclusion in the three sub-themes: namely, poor provision of resources, supervision and management challenges and curriculum challenges.

Chapter Seven synthesizes the outcome of my study, draws conclusions, and puts forward propositions for transforming small schools. The chapter answers the question of the policy issues that need attention in order to sustain and bring improvement to rural one-man schools. Among others, the chapter draws conclusions on making access to education meaningful and equitable; supporting teachers to improve quality; addressing imbalances in the planning of small school locations and the use of educational data in research.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

In Namibia, inclusive education research has advanced considerably since the Ministry of Education, Arts and Culture implemented the Sector Policy on Inclusive Education. This policy was seen as the basis for an inclusive society that paves the way for Namibia children to learn and take part in the education system (MoE, 2013). However, the implementation of this policy is confronted by many challenges. In this chapter, I thus explore the general theory about inclusion, the different policy frameworks that have influenced the understanding of inclusive education, and finally how these relate to current literature on inclusion in Namibian education and policy. The last section will present the literature review on small schools and social equity.

2.2 Exploring the concept of inclusion in inclusive education

Inclusive education can be seen as a “process of strengthening the capacity of an education system to reach out to all learners” (Hankebo, 2018, p. 124). Sanagi (2011) notes that a “process that allows expansion of the scope of inclusion so as to include diversity in individual education needs serves as a shared aspect of the different definitions of inclusive education” (p. 103). Sanagi’s (2011) emphasis in terms of inclusion lies in diversity, and not in children specifically. Ueno and Nakamura (2011) view the inclusive education concept as school-based, whereby all learners go to mainstream schools where teaching and learning considers the needs of individual learners. Literature recognises that inclusive education is no longer focused on disabilities alone, but covers a wide range of barriers to education (Muthukrishna & Schoeman, 2000; Booth & Ainscow 2002 and Wedell, 2003). The basis of this research is inclusion, with a special focus on potential exclusion as results of various barriers to learning. I affirm from the review that inclusive education is about more than securing a space in a grade. It is also not about a one-size-fits-all provision, but is about supporting learners and families in constructing their own meanings and goals by adjusting the material environment (Gabel, 2002, p. 8). The literature also revealed that there were times when the terms “mainstreaming” and “integration” referred to the admission of learners with disabilities into mainstream schools. The concept has since evolved to include all forms of barriers to an accessible, equitable, quality inclusive education (Adedoyin, 2017; Otukile, Mongwaketse, Mangope & Kuyini, 2016; Avramidis & Norwich, 2002).

The literature further shows how different authors have different understandings or implementations of inclusive education (Kefallinou, Symeonidou & Meijer, 2020). Studies done in Nordic Countries conceptualised inclusion in different ways and the new understanding of the concept of inclusion led to the promotion of new approaches to inclusive education (Artiles et al. 2006; Nilholm and Göransson 2017; Wolff et al. 2019). Artiles et al. (2006) explain inclusive education as an “ambitious and far-reaching notion that is, theoretically, concerned with all learners” (p. 67). They assert that:

the concept focuses on the transformation of school cultures to (1) increase access (or presence) of all learners (not only marginalised or vulnerable groups), (2) enhance the school personnel’s and learners’ acceptance of all learners, (3) maximize learners’ participation in various domains of activity, and (4) increase the achievement of all learners (p. 67).

Nilholm & Göransson (2017) explains inclusive education as a political ideal for educational practice. This ranges from a specific focus on learners disabilities and special learning needs to wider ideals of establishing a school for all learners. Considering that disadvantage is not exclusive to special education, Wolff, Huilla & Kosunen (2021) propose that advanced research on inclusive education integrates diverse classifications of inclusion. They propose three basic avenues that consider the procedural and epistemological aspects of future research on inclusive education, and they are as follows:

investigating actual classroom interactions; looking at how broader meso- and macro-level forces influence micro-level developments in the social context of study, and vice-versa; and rigorously problematising the way in which social categories and classifications are employed and applied as analytical tools (p. 17).

In an African context, inclusivity is associated with Ubuntu values which ascribe to fairness and human dignity (Nel, 2020). Human rights and social justice principles are fundamental to a social approach to inclusive education (Nel, 2020). In South Africa, the ideals of inclusivity in education policy, to maximise the participation of all children irrespective of their social and economic circumstances, are yet to be realised (Engelbrecht et al., 2016). I still argue that Ubuntu’s values of ‘I am because you are’ have not yet been sufficiently developed for me to claim it serves as a foundation on which all-inclusive education policies in Namibia are anchored. I do recognise that the wisdom of Ubuntu lies in our ability to recognise that we, as a human race, must respect the human dignity of all children in the quest for their right to quality education. This broader explanation of inclusion responds to the diverse needs of all children and encourages children to participate effectively in their learning (Booth & Ainscow, 2002).

Booth & Ainscow (2002) further explain that inclusion is concerned with access to equitable, quality education. This is a valid statement, because there is no point in the provision of meaningless access to education. Inclusive education requires a concerted effort to reform and review education policies and revise the curriculum in terms of subject content, teaching pedagogy and the provision of conducive learning environments (Booth & Ainscow, 2002). Learners will develop a sense of belonging when they feel respected and valued (UNESCO, 2020). While the concept of inclusive education is broad, my research goals can be located in the context of barriers to accessible, equitable, inclusive quality education. In doing so, I look at how different policy frameworks have influenced the understanding of Inclusive Education in Namibia from a global perspective.

2.3 Various policy frameworks and their influence on the understanding of inclusive education

Policy development in Namibia is framed by several international declarations on human rights. EFA, in particular, represents a commitment by nations to ensure that all people receive basic education of good quality. Miles & Singal (2009) explore the two interconnected agendas; namely, Education for All (EFA) and inclusive education; whereby they highlighted the trend by EFA programmes to overlook issues affecting educationally marginalised children. They agree with Booth & Ainscow (2002) who argue that some international organisations mainly focus on inclusive education for children with disabilities, rather than advocating for alleviating barriers to learning for all children. I assert this is also true for Namibia, because even though deliberate efforts were made to narrow the gap, these two programs are rarely integrated.

Miles & Singal (2009) assert that if EFA and inclusive education programs were to join forces, it would advance their mutual commitment to the provision of quality education for all children. They argue that there are opportunities to develop more coherent and sustainable responses that take into account the cultural and contextual relevance, thus strengthening social justice in education and meeting the educational needs of marginalised groups of children (Miles & Singal, 2009).

Muthukrishna & Engelbrecht (2018) highlight how dialogues on inclusive education are still viewed through the old lens of special education, and this potentially undermines the new focus on the provision of equitable quality education to all children. I concur with this finding, because I believe that many children have access to the mainstream education classroom but do not receive the

support they need to actively participate in lessons. Education is a fundamental human right, in which all education policies and practice must be anchored (United Nation Education Scientific Cultural Organisation [UNESCO], 2008).

Eliminating global poverty, advocating for gender equality, education and environmental sustainability are some of broad Millennium Development Goals (MDGs) which echo the commitment of EFA (United Nations, 2000). The general understanding is that implementing these targets will end the vicious cycle of exclusion from education, averting the generational cycle of poverty and further social inclusion. The same sentiments are shared by Peček, Čuk and Lesar (2008), who explain that underprivileged children are excluded in education in two respects. Firstly, the cultural and language differences of minority learners (in this research context, of San learners) makes it difficult for these underprivileged children to participate in the education process. The second reason is that their family members live in poverty with little or no capacity to provide additional educational support to their children e.g., helping them with homework (Peček, Čuk & Lesar, 2008, p. 227). This is also the case in Namibia, where San learners attend public schools where the curriculum and the teaching practice does not make room to accommodate the culture and language of the learners from the minority groups (Ministry of Basic Education, Sport and Culture [MBESC], 2000).

According to Miles & Singal (2009), the commitment to quality education is integral to national development. The goals of my research are rooted in human rights. The human rights framework stresses that education is a human right and therefore should be guaranteed to all (Universal Declaration of Human Right [UDHR], 1948). Human rights are inherent and there will be no justice, peace and freedom in the world without upholding them (UDHR, 1948). The rights-based framework guarantees a decent education for all, and it does not matter if the education offered will bring economical gain to that particular individual (Robeyns, 2006). The keyword in the latter statement is “decent”, because access without effective learning does not prepare a child to sustain a better life after school, such as improves their chances to securing employment. Quality Education has the potential to provide prosperity to people and improve the quality of their lives (UNESCO, 1990).

In the Namibian context, education has indeed been used to perpetuate anti-democratic practices of exclusion based on economic decisions taken by the MoEAC, thus causing a further divide between

the rich and poor. As noted before, the MoEAC introduced stringent measures to reduce staff expenditure at the expense of the children at the receiving end. The right to education cannot only be pursued if and when funds are available; rather, government should find the required resources to enable the provision of quality education (UNICEF, 2003). It is from this perspective that Pogge (as cited in Robeyns, 2006) disagrees with the notion that human rights are whatever governments make them to be. He cautions that when a government sees human rights as a moral obligation other than a legal guarantee, it creates a situation where the government may only focus on what they choose as important (Robeyns, 2006). From this view, I believe that it is counterproductive to have a theoretically progressive, modern constitution that pledges a set of rights for children, when there are no realistic means to enforce these rights due to various forms of learning barriers, especially those created by the government.

Wedell (1995) explores how an inflexible system can contribute to barriers to inclusion. He explains convincingly that systems ought to be flexible if they are to bring about the required change in both development and innovation. I also agree that all flexibility should be applied in the implementation of inclusive policy at the national, regional, circuit and school level. However, Wedell (1995) calls for a flexible school system and government policies to promote inclusion for all children. This is also true in the context of this research. There are notable policies on inclusive education that advocate for flexibility in the establishment of schools and the extension of the curriculum, but the same ministry that is supposed to uphold and respect these provisions has issued circulars that direct the closure of small schools. These directives made no advances to find potential and sustainable options for children in the schools that are meant to be closed.

I therefore fully agree with Wedell (1995) that the present government policies are yet to recognise that the provision of inclusive education requires a deeper reflection on the conceptualization of curriculum and of learners as individual beings. I also concur that a substantive guarantee of access to education can become unattainable if there are no realistic means to enforce those rights (Legal Assistance Center [LAC], 2012). As Robeyns (2006) affirms, it is important and necessary that governments go beyond the call of duty with regards to rights- based policies, by ensuring that no child is left out. It is therefore true that most policies are government-centred and therefore dominated by particular political views (Robeyns, 2006). The same sentiments are also shared by Menon (2002), who stated that political domination renders some governments as part of the problem, rather than part of the solution. In the usual neoliberal political economy, the role of

education in promoting “social justice goals of education such as inclusivity, equity and fairness in access to and effective participation in quality schooling” remains amongst “marginal policy agendas” (Molla and Pham, 2019, p. 575). To develop a further understanding on how the policy framework relates to current literature, I explore inclusion in Namibian education and policy in the subsequent section.

2.4 How the policy framework relates to current literature on inclusion in Namibian education and policy

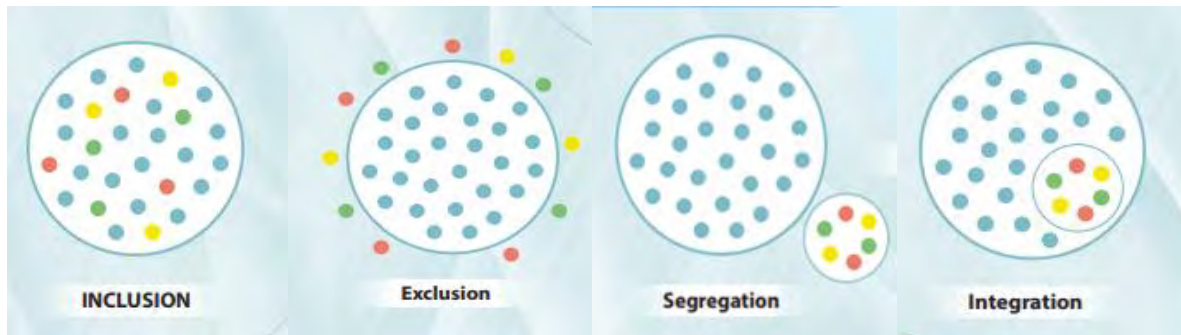
Namibia has laws and policies that commit to realising inclusive education. Among many others, Article 20 of the Namibian Constitution guarantees all people the right to education. The Constitution obliges the state to provide free primary education to children who are 16 years and younger (Namibian, 1990). The implementation of the Universal Primary Education (UPE) and Secondary Education Grant in Namibia is one realisation of these constitutional rights.

Before independence, many children, mostly in the northern regions of Namibia, did not have access to education opportunities (Ministry of Basic Education Sports and Culture [MBESC], 2000). An overall net enrolment rate in 1996 indicated that some 16 500 of the 7–13-year-olds (5.9%) were not in school (MBESC, 2000). This shows progress, because in 1992 the number was 28 000. Under the current conditions, it is estimated that about 2700 children in this cohort will not be able to attend school (MBESC, 2000). The policy development was therefore important because, despite increased access, there were still many children who remained outside the education system due to various forms of barriers. Some children drop out of school prematurely, and therefore the special efforts by government were seen as a good move forward towards achieving the right to education for all children in Namibia (MBESC, 2000).

The rhetorical stance of MoEAC (2013) on the justification of inclusive education speaks a language of inclusion, while the status quo on the matter cannot go unchallenged. The Sector Policy on Inclusive Education justified inclusion through access to education, social inclusion and economic benefits. The education justification requires that all children be educated together in ways that respond to their individual learning needs. This view concurs with a popular quote by Ignacio Estrada, which says that if a child cannot learn through the way the teacher is teaching, then the teacher should teach in the way that a child can learn (Gutierrez, 2014). Inclusion is also justified socially, whereby inclusive schools educate learners to treat each other fairly and embrace diversity

(MoE, 2013). The last justification is the economic justification, whereby inclusive schools are established to educate all children together other than having different types of schools for each group of learners (MoEAC, 2008).

Figure. 2.1: Depiction of various terminology (MoE, 2013)



While the concepts of exclusion, segregation, integration and inclusion are normally used in a similar context, these terms have different meanings. The light blue dots in the circle represent what the society perceive as “normal”, such as children without disability. The yellow, green and red coloured dots, in this context, represent learners from racial minorities, religious minorities and children with disabilities. Learners are excluded when there are conditions that directly or indirectly deny them access to education. When the school system perceives some learners as more normal than others, it aggravates exclusion. As a result, learners with functional diversity are overlooked by society, because they also perceive themselves as not “normal” (Villegas, 2017). Segregation in society can also occur when people are separated according to social groups such as by gender, race, religion, or sexual orientation.

Integration occurs when learners with disabilities are placed in mainstream classroom where they are expected to adjust and conform to expected standards by the school (Villegas, 2017). These arrangements do not represent inclusion until there are structural changes in the school that respond to learners’ individual educational needs.

Finally, true inclusion reforms the system to bring about the required changes to overcome all forms of barriers that impede the learners’ learning opportunities (Villegas, 2017). In other words, with inclusion, emphasis is on the learner’s capabilities and not on their diagnosis. Inclusion accepts learners as they are, knowing that each learner is special in their own ways and cannot be re-moulded

to what society perceive as normal (Villegas, 2017). Therefore, the central idea is to appreciate and take cognisance of diversity as a human right. As depicted in the picture above, integrating children is not a full representation of inclusive education. These sentiments are shared by Cohen (1994), who asserts that allowing children to attend school without any prejudice increases their participation in learning. Policies must therefore identify and reduce barriers that prevent the full participation of children in education. Even though Namibia has many other policies that commit to inclusive education in Namibia, my focus is on the two inclusive education policies as discussed in the section below.

2.5 A streamlined review of selected inclusive education policies in Namibia

The National Policy Options for Educationally Marginalised Children (2000) seek to address poverty and target the attitude of people toward educationally marginalised children (MBESC, 2000). This policy was therefore perceived as one of the government efforts to reduce poverty in educationally marginalised children (MBESC, 2000). It is worth noting that the fundamental principles that frame the development of this policy were not Namibian, but refer to universal challenges pertaining to education marginalisation. Namibia has signed several international conventions and declarations that address issues of educationally marginalised children. For example, the government has signed the Universal Declaration of Human Rights, the Convention on the Rights of a Child; the World Declaration on Education for All; and the Jomtien and Salamanca Framework for Actions on Special Needs in Education, to mention a few (MoE, 2013). The literature indicates that the children excluded from education are not from the general population, but they belong to vulnerable and marginalised communities (MBESC, 2000). According to MoEAC (2013), educationally marginalised children may be:

Children of farmworkers; Children in remote areas as defined in the Policy Options for the Educationally Marginalised Children; ‘Street’ children; Children in squatter, resettlement and refugee camps; Children with disabilities and impairments; Children who are considered ‘over-aged’ in the current education policies (be they within or outside the education system); Children of families living in extreme poverty; Children who head households; Child labourers; Children with learning difficulties; Orphans and vulnerable children; the Girl-child; the Learner-parent; Children with extreme health conditions or chronic illnesses; Children with emotional and behavioural challenges; and Children who are gifted/talented. (p. 5)

The MoEAC (2013), therefore, regards educationally marginalised children as children who are deprived of educational opportunities as result of various forms of deprivation, and as a result a cycle of intergenerational poverty continues. Children from the above-mentioned communities are denied quality education (“quality” as conceptualized in the next section) and are therefore unable to reach their full potential that enables them to take part in national development (Shaeffer, 2019 and UNICEF, 2018). The policy recognises that diverse challenges require diverse solutions and as a result, the policy identified long distances and poverty as one of the main reason children are finding it hard to access education (MBESC, 2000).

Education Sector Policy on Inclusive Education (2013) is also one of the education policies which promotes child-centred education and child-centred leadership at all levels of education (MoEAC, 2008). This policy emphasises inherent human dignity and therefore advocates that all learners must be educated in a non-limiting education setting to the fullest extent possible (MoE, 2013). The “least restrictive environment” in this context, means children who receive special education should be in the same classrooms as other children as much as possible. This policy is in harmony with national curriculum and the inclusive education framework (MoE, 2013). While the policy promotes the rights of all children, it has a specific focus on educationally marginalised children (MoE, 2013). Finally, the policy identified strategies that serve as a vehicle for achieving the policy objectives in Namibia and they are:

The integration of the policy into all other legal frameworks and policies of the education sector; Advocacy campaign to raise awareness of the constitutional right to education and foster attitudinal change; Support institutional development by developing human and instructional resources; Review the National Curriculum for Basic Education to reflect the diversity of learning needs of all learners; Widen and develop educational support services; Develop teacher education and training for paramedical and support staff; Strengthen and widen in-service training for stakeholders; Develop a mechanism for monitoring and evaluating the implementation of the Sector Policy on Inclusive Education. (MoE, 2013, p. 7)

The Ministry of Education is aware that when learners’ learning needs are not addressed it constitute barriers to learning,

and that learning needs stem from a range of factors, including, inter alia: impairments; psychosocial disturbances; differences in abilities; life experiences; deprivation; negative attitudes; inflexible curriculum; language of instruction/learning; inaccessible or unsafe environments; policies and legislation; and education managers’ and teachers’ lack of skills or inappropriate skills. (MoE, 2013, p. 4)

Nel (2020) argues that the principles of human rights and social justice are seen as fundamental by most African countries, and I would say this is also the case in Namibia. The most common barrier identified in Namibia is the lack of government funding to schools to ensure provision of necessary material and human resources that will contribute to effective quality teaching and learning (MBESC, 2000). This is because of the country's poor economy and is also a result of corruption and national budgets that do not always prioritise basic human rights (NID, 1997; Gaomab, 2005; and Shaeffer, 2019). Another reason why children are excluded, which resonates well with my research study, is as a result of policies that do not give due consideration to issues affecting marginalised communities. This includes attitudes by educators when they deny educationally marginalised children equal learning opportunities based on their gender, economic, ethnicity and social status (Shaeffer, 2019). Burr (2005) also identified financial poverty and information poverty as determining factors against which equity and social justice in education can be measured. Therefore, all efforts toward equity and social justice in education ought to first alleviate financial and information poverty (Burr, 2005).

Thus, the theme for the policy reads:

An Inclusive Education system creates opportunities for participation and collaboration, and in so doing, develops new approaches and resources i.e. not necessarily material, but rather resources developed through diversifying teaching and learning and providing care and support, and resources resulting from teachers' improved pedagogical skills and broader understanding of diversity. (MoE, 2013, p. 7)

This line of thinking is shared by Shaeffer (2019) who argues that the physical integrations of marginalised and vulnerable should be accompanied by both human and material resources necessary to ensure that the children are able to learn. This appears to be the case at small schools in general, where staffing norm circulars prescribe a ratio of one teacher to every 35 learners, even in cases where the school offers three grades or more. Often, in these instances, there is no training provided to enable teachers to execute multi-grade teaching strategies effectively (NIED, 2011).

The Task Force on Marginalised Children in Namibia (1996) has also noted that the likelihood of educationally marginalised children reaching secondary education is low. Recently, the COVID-19 pandemic aggravated the already prevailing condition of inequalities and fragility in Namibia (MBESC, 2002). The recent (2020-2021) closure of schools to mitigate the spread of COVID-19 has intensified the already underlying inequalities with regard to the provision of inclusive education. This is because, generally, rural schools do not have access to digital platforms for

personalized learning; therefore, the proposed e-learning platforms/opportunities were implemented only at a few urban schools and private schools. During this period, the MoEAC (2021) also introduced a concept of “continued learning”, where teachers prepared assessment activities and parents and guardians of learners physically picked up the daily task and submitted the assignment from the previous day.

During the pandemic (COVID-19), most Namibian schools slotted learners into different times to attend school in an effort to avoid overcrowding and improve social distancing. This approach was not feasible at most rural schools, especially in households where parents are uneducated. I have also learned first-hand that parents were unable to support their children with their school tasks. As a result, most learners, especially junior primary learners, returned incomplete assessment activities. There was no-one available to assist them at home. This confirms how the digital divide further excluded learners and placed disadvantaged learners at the risk of missing out.

Poor educational practices contribute to some barriers to learning and others are a result of environmental, economic or cultural situations (MBESC, 2000). The above translates to inappropriate pedagogy. In this context, San children are at risk of bad pedagogy, because the decision to remain in school lies with them (Spector, 2016). It is therefore very important that policy actors do not blame the child for learning difficulties but must pay more attention to how a child interacts with their environment (MoE, 2013). Developing good, inclusive practices involves the regular review of policies, to allow learners to reach their full potential.

While there was sufficient research studies on inclusion and diversity and strategies to promote inclusivity and diversity in small schools I have identified several research gaps in the context of social justice in education for rural schools. Among others is a lack of comprehensive studies on the impact of specific policies and practices, insufficient exploration of culturally responsive teaching methods, limited examination of the role of community engagement in promoting equity, and a need for more longitudinal research to understand the long-term effects of interventions aimed at reducing disparities in rural education.

2.6 Small schools and social equity

There is a lack of literature on school size and social equity (Little, 2008). Little (2006a) found that small schools in many rural areas are the only nearby mean of access to education, and without them these children will not attend school. This means the establishment of small schools is

justifiable, because these schools contribute to equity in the form of opportunities for schooling for the children concerned.

The literature review shows that the number of learners at a school determines the size of that particular school. Studies by Cotton (2001), Howley and Howley (2006), Perry (2003), Wasley et al. (2000) and Diwan (2015) all agree to learner enrolment as an important determinant factor of how big or small the school is. Little (2008) affirms that the size of schools range from a small school with 50 or fewer learners to 300-400 learners in densely populated countries like the United States of America. In essence, an enrolment of 150–200 may be small in some countries, while the same enrolment is accepted as normal for a regular mainstream school. For Diwan (2015), the maximum is 500 learners for a school to be categorized as a small school.

In a Namibian context, the size of a small school is determined to be below 100 learners. A school with 150-200 is considered to be of normal size, especially in rural areas. The stance of Formal Education Circular 5/2007 on uneconomical schools is similar to Govinda (1995), who also regards schools with fewer than 100 learners as small. He further points out that many small schools only have one teacher and therefore use a multi-grade teaching strategy. Aggarwal (1997) categorises a school with enrolment of fewer than 60 learners as small.

Aikman and el Haj (2006) point out that millions of nomadic and pastoralist children worldwide do not have access to education. As a result, these children may not receive any chance of schooling at all. If they do receive this opportunity, the school is either a mobile school or a small multi-grade school (Aikman and el Haj, 2006). Their arguments resonate well with the situation in Namibia, where the Ministry of Education has issued a Formal Education Circular 5/2017 that directs the closure of small schools.

Globally, the Organisation for Economic Cooperation Development (OECD) identified school size as an important policy matter. In the early 1900s, Finland closed many smaller schools, citing economic constraints (OECD, 2017). Similarly to Namibia, questions were raised about their economic viability and the delivery of quality education to learners at small schools (Vulliamy et al., 1997). This inquiry shows how the issue of one-man schools has a historical significance worldwide, and how the questions about the sustainability of such schools have now filtered into Namibia. In 2017, about 17,934 learners were enrolled at small schools in Namibia (MoEAC, 2017).

In the context of my research, the creation of one-man schools is justifiable, because it contributes to equity of access to learning.

In other countries, such as India, education initiatives encourage the establishment of schools in areas with 20 or more learners, which meets the criteria of social equity by EFA standards (Miles & Singal (2010). However, some scholars argue that such policies aggravate incidents of equity and quality in education (Govinda et al., 2007). The same sentiments are shared by Kochar (2007), who suggests that the latter provision has negative impacts on learning outcomes for learners schooling at smaller schools where multi-grade teaching is likely to be offered. In this context, social justice education is achieved when all learners are able to participate in education that is crafted to meet their ever-changing needs. Social justice relates to ideas of fairness, equity, and inclusion. The approach of social justice recognises the power at play when it comes to the allocation of resources to various social structures (Hargraves, 2021).

Fraser (1997) reveals the two dimensions of injustice; namely, socioeconomic and cultural or symbolic injustice. In socioeconomic injustice, the marginalised members of society are exploited and therefore they do not take part in socioeconomic development activities. Cultural injustice arises as a result of how the interests of marginalised people are represented in policies (Fraser, 1997). I agree with Fraser (1997), because economic disadvantages and cultural disrespect are still prevalent in Namibia, where educationally marginalised children are still excluded on both economic and cultural grounds. Therefore, the concept of social justice is not static, but has been changing across time and place.

Within the education context, policy should provide for individual benefits while it should also emphasise the collective good by establishing relationships of equality and reciprocity within the context of a ‘truly civil society’ (Lingard & Garrick, 1997, p. 175).

Social justice education represents both a process and a goal to be achieved, and this includes, among others, the equitable allocation of resources to all people, irrespective of their social status, to a point where they feel safe and secure (Bell, 1997).

Literature on small schools covers the pedagogical approaches related to multi-grade teaching strategies. In this context, Paulo Freire’s critical pedagogy affirms education as an exercise of freedom. According to Freire (1972), the lessons must be built on learner’s prior experiences rather than on ideologies commanded by dominant groups through the curriculum. Hargraves (2021)

highlights three main features of a social justice approach to education, which I draw on to show links between her views and the reasons for challenging poor inclusive education practices in Namibia. Firstly, both teachers and learners ought to recognize social injustices in their daily interactions. With prevailing disparities in the allocation of resources, some members of society are highly likely to experience poverty and discrimination (Hargraves, 2021). These sentiments were shared by Hind (1977) who noted, in reference to Australian primary schools, that:

the small schools remaining are in sparsely populated areas and/or located considerable distances from other schools. The possibility of economies being realized would thus, under present circumstances, appear rather limited. (p. 24)

The study by Diwan (2015) also found that a small primary school with low enrolment will not obtain sufficient resources to sustain it. Hargraves (2021) further asserts that minority groups may not have the required experience, skills and knowledge to fight for social justice in education. The latter is one of the barriers identified by the Policy Options for Marginalised Children, which explains why San learners are staying away from schools.

The second dimension of social justice pedagogy calls on learners to challenge injustices (Hargraves, 2021). According to Cochran-Smith (2014), social-justice-focused pedagogy can help educators and learners recognise and reflect on implied biases and how it affects the teaching and learning processes. She further affirms that the latter equitable practices will promote inclusion in education (Cochran-Smith, 2014). In this regard, teachers should point out the issues of dominance to learners, to make deliberate efforts to change social inequities (Cochran-Smith, 2014).

The third commitment to social justice, according to Hargraves (2021), requires inclusive practice. Collier (2019) explains inclusive practice as a teaching approach that understands the diversity of learners and capitalises on these differences to ensure that learners have access to educational content that allows full participation by all learners. Inclusive practice ensures that learners' diversity is celebrated and not used to discriminate against learners (Collier, 2019). In other words, inclusive practice ensures that all learners are empowered to participate in decision-making processes of the school e.g., when an educationally marginalised child is elected as a member of the Learner Representative Council (LRC).

The final social justice approach to education implores all learners to achieve at a high standard when all forms of barriers are removed. This requires a change in attitude by teachers, by believing

that all learners can make a meaningful contribution with prior acquired knowledge and skills that teachers can build on to enhance effective teaching and learning discourses (Hargraves, 2021).

A lesson that is driven by the social justice approach will assess teaching methods and opinions that a teacher might possess towards certain groups of people (Cochran-Smith, 2014). This means that the approach used by a teacher may not accommodate individual needs of a diverse group. The teacher has to intentionally plan to compensate for other learners who may not have acquired the necessary basic knowledge required (Hargraves, 2021). An example of this incident happened in Namibia a few years back when learners were asked to identify a picture of a microwave in a standardised achievement test. Learners from rural areas who had never seen a microwave mistook it for a television, which they had learned about in previous lessons.

A social justice approach reflects on the teaching strategy used and adjusts it to accommodate learners who need additional support (Hargraves, 2021). For example, in the Namibian context, efforts to support San learners might focus on facilitating the learning of a medium of instruction, particularly considering the San language is not yet decoded in Namibia. As a result, learners are excluded by the language policy that advocates all junior primary learners must be taught in their mother tongues. Teaching must therefore aim to support learners to overcome all forms of barriers that impede effective learning.

Will & Najarro (2022) explain that culturally responsive pedagogies offer culturally responsive teaching and culturally sustaining pedagogy to learners. They assert that culturally responsive pedagogies recognise that learners can make a meaningful contribution to lessons (Will & Najarro, 2022). These attributes serve as a foundation for responsive teaching and learning (Hargraves, 2021). As a result, all learners, and in this context, educationally marginalised learners in particular, must be trained to become critical thinkers. In this regard, the Ministry of Education in Namibia has adopted a learner-centred approach whereby learners are the main participants, while the teacher is acting as a facilitator for the lesson (MoE, 2013). The learner-centred approach is the most effective approach when it comes to honing in on the indigenous learners' abilities through their cultures.

Regarding bicultural pedagogies, the ambitions of native peoples should be reflected and appreciated in lessons (Hargraves, 2021). The teacher is required to be honest about the experiences of indigenous people in relation to displacement, inequities and discrimination. Teachers can engage learners to realise greater social justice in their community by involving both the parents and

learners in school activities, such as school bazaars and cleaning campaigns to improve the school environment. All these may require the Ministry of Education to have structures in place to review school policies, practices and curricula that result in injustices for learners. Finally, Bells and Stevenson (2006) state that education for citizenship focuses attention on central questions such as: What is education for?; Who receives it?; and who decides? These questions are very relevant because they are linked to notions of 'fairness' and, therefore, to concepts of social justice. Thus, through a culturally responsive education, the ministry needs to support learners, and thus make meaningful contributions to the national development of society (Hargraves, 2021).

Having reviewed the literature above, I have identified various gaps in existing literature on small schools and social equity. These gaps help me to build the case that inclusive education practices in Namibia need revisiting. Here, I note the inconsistency between learners outcomes in terms of academic achievement, social development, career readiness compare between small rural schools and small urban schools in Namibia. Consequently, the literature do not provide accounts for how the allocation and utilization of resources in terms of funding, teaching staff, facilities in small rural schools impact educational quality in Namibia.

Most the research studies and reports within the Namibian context seem to focus on teaching practices studies that explore of effective teaching and classroom management strategies tailored to the unique dynamics of small rural school settings. Not much is reported on specialized professional development programs that address the needs of teachers in small rural schools, considering their multifaceted roles. As a result, there continues to be community engagement research gap that examined the role of community involvement and partnerships in enhancing the educational experience and outcomes for learners in small schools. Finally, because of the above noted gaps, there is a need to conduct research that focus on the long-term viability and sustainability of small rural schools, particularly in the face of changing enrollment trends and evolving educational landscapes.

2.7 Chapter conclusion

In this chapter, I have reviewed the general theories about inclusion, the different policy frameworks that have influenced the understanding of inclusive education and finally how these relate to current literature on inclusion in Namibian education and policy. What stands out to me, and has helped me to make a choice about this theoretical framework, is the value-added nature of inclusive education,

which does not only cover issues of quality of education and access, but also brings to the forefront issues of social justice. Inclusive education provides us with an opportunity to examine our education systems and its structures. An obligation toward equal access to education for all children is not just about finding them a space in a classroom, but that access must be meaningful to bring about change in the children's lives and that of their family and community at large. I therefore conclude this section with the understanding that analysing the education system creates room to identify factors that serve as barriers to learning, and this will allow learners to take part in the educational setting.

CHAPTER 3: THEORETICAL FRAMEWORK

3.1 Introduction

This study is underpinned by two theories, namely, Critical Social Theory and Interpretive Sociology. I used critical social theory for my research to analyse and critique power dynamics, societal structures, and cultural norms, with the aim to uncover underlying inequalities and promote social change. This theoretical framework helps examine issues through a lens that challenges established norms and highlights marginalized perspectives. Critical Social Theory is of particular importance to my research because it advances social justice in education, and it empowers educationally marginalised children. Interpretive Sociology recognises that any societal reality only exists from the viewpoints of those who identify with it. Combining Interpretive Sociology and Critical Social Theory will help advance the intended social inclusion in education. Critical Social Theory paradigms gained eminence through the work of Theodor W. Adorno and Max Horkheimer, members of the Frankfurt School of Critical Theory. Critical Theory takes an unbiased approach to sociological study to reveal truths that may have fallen through the cracks (Habermas, 1971). The second theory is Interpretive Sociology, originated by sociologist Max Weber. It is rooted in the concept of “Verstehen”, a German word that means “to understand” (McCarthy, 1974). Interpretive sociologists attempt to understand social phenomena through the lenses of those involved. Within Interpretive Sociology, I have drawn on the work of Rogers (1969), who covered the need for self-actualisation (Maslow, 1970). I also discuss the theory of Public Policy, to highlight the four dominant discourses present in public policy. Finally, I focus on a Critical Discourse Analysis (CDA) as my analytical framework, and this is discussed in the section below.

3.2 Theoretical framework: Critical Theory

Approaches to Critical Theory’s fundamental beliefs can be categorised in three generations as follows. The first generation of Horkheimer and Adorno is centred on the role of culture. The second generation consists of Habermas’s linguistic turn, which focuses on the ultimate settings that are conducive for democratic participation. Finally, the third generation of critical social theorists creates a platform to reform and change Marxist social criticism, in order to advance human emancipation and expose dominant forces that oppress people. I will briefly start off this section with the first generation of Critical Theory, which focuses on culture.

The First Generation of Critical Theory

Horkheimer and Adorno blame industrialisation for the decline of human imagination and thinking capacity. Horkheimer (1982, p. 244) argues that “a theory is critical to the extent that it seeks human emancipation, to liberate human beings from the circumstances that enslave them.” A directive by the MoEAC to close small schools without a plan as to what to do with learners currently schooling at these schools is one typical example, and this research seeks to liberate and emancipate children from the bondage of these directives. The latter concurs with Hays (2011) who said:

If people have access to education they can develop the skills, capacity and confidence to secure other rights. Education gives people the ability to access information detailing the range of rights that they hold, and government’s obligations. It supports people to develop the communication skills to demand these rights, the confidence to speak in a variety of forums, and the ability to negotiate with a wide range of government officials and power holders. (Hays, 2011 p. 131)

The Ministry of Education recognises that people’s attitudes toward educationally marginalised children is one of the main reasons as to why these children leave school (MBESC, 2000, p. 23). Cultural and social practices of marginalised communities in terms of traditional socialisation and educational practices differ considerably from the Western models applied in formal education systems. For example, a number of authors have discussed child-rearing and socialisation among San groups (Biesele 1992 and 1993; Draper 1976; Konner 1976 and Katz et al. 1997).

Hays (2007) summarises the above-mentioned practices that are in conflict with formal schooling:

San cultures generally do not tolerate aggressive behaviour and competitiveness, whereas the mainstream schooling system promotes competition, which requires self-promotion, and the latter is strongly discouraged in most San cultures. In many San cultures, parents place little pressure on their children to work, and do not fully involve their children in performing daily chores until the children reach adolescence, whereas compulsory schooling demands children’s full participation at all times. Most San cultures strongly emphasise personal autonomy and free will, whereas learners in formal schools have little freedom; there is a rigid schedule every day which leaves little room for individual choices (also as regards subjects of study). San children often accompany their parents and learn by observing, thereby gaining detailed and integrated knowledge about, for example, a large variety of plants and animal species, but this way of teaching and learning strongly contrasts with the formal schooling methods which are based on rote memorisation and hierarchical classification. Learning practices of the San generally emphasise the process rather than the result, with failure viewed as a normal part of the learning process (and sometimes as an acceptable and normal outcome), whereas in formal education, learners who do not meet the requirements according to schedule are viewed as ‘failures’. San learning techniques are based on internal rather than external motivation, whereas formal schooling techniques generally rely on external forms of reward and punishment. (p. 227-248)

In the context of my research, the use of this school of thought (Marxism) alone, cannot sufficiently cover the changing nature of power and domination that are a bone of contention in research. Power and domination through education policies can be oppressive, especially to educationally marginalised children who remain excluded from quality education. This notion should therefore not be accepted as the norm. As Giroux (1985) puts it, Marxism seems to be stuck in time and is unable to come up with a theory of social contestation or an alternative idea. Given that the issues raised in my research are more about social contestation and political action, I am compelled to integrate all three generations' philosophy into my analysis, to advance the moral cause of emancipation from domination (Horkheimer, 1993). It is on the above basis that I now move to the second generation of Habermas's linguistic turn, which focuses on the ideal conditions for democratic participation.

The Second Generation of Critical Theory

Habermas (1975), a key philosopher and sociologist in the tradition of Critical Theory, identified the incongruity between the needs of policymakers and teachers as one of the factors that impedes the successful implementation of educational reform. He said that policymakers expect teachers to implement educational reforms efficiently and effectively, and in contrast, teachers who implement these curriculum changes focus on the meaning that they get from implementing educational changes or reforms (Habermas, 1975). To relate the latter statement back to my studies, the officials in the Ministry of Education prefer to issue administrative circulars rather than to opt for legislation, because circulars, unlike statutory instruments, are not subject to annulment by legislature chambers of the parliament. Unlike policies, circulars do not go through legislation and statutory instruments, before being approved for implementation. Typical examples include the two circulars on which this research focuses, namely Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure on uneconomical schools.

Habermas (1975) rightly argues that if the teacher perceives the instrument of implementation (such as revised syllabi, a new promotion or assessment policies) as meaningless, they are likely to lose the meaning of their calling as teachers. They will then implement control measures such as lesson preparation, assessment forms, teachers' self-evaluations etc., out of obligation instead of meaningful, practical teaching and learning (Habermas, 1975). This view links well with this research, because teachers at one-man schools are expected to implement the requirements of the

curriculum effectively and at the same time, the ministry, through administrative circulars, put into place conditions that hinder the effective delivery of an equitable, quality education. Hence, we have the lingering question of how a teacher with no training and resources can be required to successfully implement a curriculum in a multi-grade classroom. I therefore agree with Habermas (1975) that the ability of teachers to reason and take decisions is inherent. A typical example in this case is that of teachers at one-man schools, who religiously conduct a school self-evaluation every year in October as required by National Standards and Key Performance Indicators (NSPI) for schools in Namibia, out of obligation. The evaluation seems pointless, because the outcome is not used to change the situation of one-man schools. Critical theorists further caution policy researchers to ensure that policy analysis has resulted in new knowledge that can bring about change (Cohen, Manion, & Morrison, 2018). Therefore, in essence my research seeks to generate new knowledge on how to transform one-man schools. The intention here is that the recommendations from this study will be shared with the Executive Management of the Ministry of Education, Arts and Culture to effect possible suggested changes.

The Third Generation of Critical Theory

The third generation of critical social theorists established efforts to rethink and reform Marxist social criticism and to promote human emancipation by exposing all forms of oppressive power. Freire's *Pedagogy of the Oppressed* brings forth a critical understanding of the rigidities, inconsistencies, fears, doubts, aspirations, and delayed dreams that are integral components of living in a borrowed and colonised cultural existence (Macedo, 2000). In his introduction to Freire's *Pedagogy of the Oppressed*, Donaldo Macedo (2000) describes the "culturally schizophrenic" state, which means "being present and yet not visible, being visible and yet not present" (p. 12). In this context, the exclusion of educationally marginalised children is well known in Namibia before and after independence. The fact that these children continue to be excluded from quality education fits with Macedo's (2000) concept of being present and not visible. Thirty-two years after Namibia gained independence, a high number of the educationally marginalised children in Namibia still find it hard to access primary education, many drop out early and some are "pushed out of the formal education system by the system itself" (MBESC, 2000, p. 2; UNESCO, 2015); UNICEF, 2018).

In essence, Freire deemed it vital to converge a theoretical framework that takes into account factors such as "race, class, gender, culture, language, and ethnicity" (Freire, 1972, p. 46). In fact, Freire

opposed the 'banking' concept of education (Freire, 1972, p. 46), wherein learners are seen as empty vessels, and the teacher is the only source of knowledge. Unfortunately, many educators misunderstand the basic goal of dialogical teaching as a learning process (Macedo, 2000). Freire (1972) promotes a humanising pedagogy, in which both teachers and learners establish a dialogue to scaffold that reality. According to Freire:

In order to understand the meaning of dialogical practice, we have to put aside the simplistic understanding of dialogue as a mere technique. Dialogue does not represent a somewhat false path that I attempt to elaborate on and realize in the sense of involving the ingenuity of the other. On the contrary, dialogue characterizes an epistemological relationship. Thus, in this sense, dialogue is a way of knowing and should never be viewed as a mere tactic to involve students in a particular task. We have to make this point very clear. I engage in dialogue not necessarily because I like the other person. I engage in dialogue because I recognize the social and not merely the individualistic character of the process of knowing. In this sense, dialogue presents itself as an indispensable component of the process of both learning and knowing. (Freire and Macedo, 1995 p. 379)

This approach supports social inclusion and the learner's active involvement in the learning process (Freire, 1972). The Namibian education system has adopted a learner-centred approach to teaching, and on paper its approach to education appears to be inclusive. Article 14 of the UN Declaration on the Rights of Indigenous Peoples states that:

Indigenous peoples have the right to establish and control their educational systems and institutions providing education in their own languages, in a manner appropriate to their cultural methods of teaching and learning. (United Nation, 2007, p. 13)

The Term "pedagogy" has Greek roots, meaning "to lead a child", from "pais" (child) and "ago" (to lead) (Freire 2000, p. 25). Thus, as the term "pedagogy" illustrates, education is inherently directive and must always be transformative (Freire and Macedo, 1995).

Critical theories urge critical researchers to deliberately seek to transform, emancipate and promote human rights and social justice for all (Cohen et al., 2018). These words align well with my research that engages in ideology critique through a critical analytical lens, which identifies inequalities and factors that limit the human freedom of both teachers and educationally marginalised children and explores how such factors can be alleviated. Horkheimer criticises:

the modern philosophical and legal subject as abstract, detached, and ahistorical; whatever freedom and autonomy actors have, they are best understood as "definite individuals" whose freedom is exercised in relation others and in historically specific societies. (Horkheimer, 1992, p. 211)

Horkheimer (1992) argues that the freedom of real individuals can only be thought of in a holistic way, in the resultant web of relationships with the social totality and with nature. There are three ways through which critical theorists can add value to the fight against inequality. Their work makes it clear, “practical and normative” (Cohen et al., 2018, p. 21). Critical Theory makes changes to the current social reality apparent. Cohen (2018) further explained that it must first be explained and understood for oppression to be solved. This means offering realistic solutions that address the social problems identified. I am mindful that early Marxist theorists mainly consider social exclusion on economic terms other than on poverty (Nilsson, 2020). According to Mathieson, Popay, Enoch, Escorel, Hernandez, Johnston and Rispel (2008), various theorists established integral features of social exclusion as a concept. Lenoir (1974) emphasises the groups at risk of being excluded, e.g., the mentally and the physically disabled, suicidal people, aged individuals, abused children etc. Silver (1994, p. 541) emphasises which people are excluded from opportunities that makes their lives better. Social Exclusion Unit (1997) explains the problems associated with social exclusion, such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health, and family breakdowns. Estivill (2003, p. 19) highlights the “processes driving exclusion and the levels at which they operate” (p. 19). In other words, social exclusion promoted systems that make it difficult for marginalised groups to advance economically and politically.

Finally, the South Australian Labour Party (2002) emphasises the agents and actors involved. They point to insensitive government policies as a main contributor to an unequal society (South Australian Labour Party, 2002). Although they write in the Australian context, their views on insensitive government policies resonate with what this study unpacks regarding the mismatch between identified education circulars and inclusive education policies in Namibia.

Critical Resource Theory (CReT), as a new extension of Critical Theory, offers an innovative, crucial perspective on education funding that is central to my research. This new term allows for the equitable allocation of resources (Kaplan & Owings, 2022). The theory offers the fundamentals of justice and equity, preventing the dominant group from withholding resources from others (Kaplan & Owings, 2022). CRet, as a dimension of Critical Theory, presents equilibrium from both a theoretical and practical standpoint, in order to improve the provision of quality education for educationally marginalised children.

As can be seen above, various theorists have established constituent elements of social exclusion, with special reference to the groups at risk of exclusion and the aspects from which people are excluded. In the context of this research, it is educationally marginalised children who are excluded from an accessible, equitably, inclusive quality education. Another group of theorists identified problems associated with social exclusion, with special reference to policy actors who serve as agents driving the processes advancing social exclusion. Given the above definition of social exclusion, one can conclude that the concept of social exclusion is broader than a basic economic occurrence, as it describes how people become excluded through societal structures. According to Honneth (1991), exclusion is a condition that denies one social recognition (p. 340). In the context of my research, confluent processes have accumulated an absence of social justice in education, as a result of unequitable allocation of resources to one-man schools. I have identified these as: incompetent education managers as decision makers; economies of scale; policies that do not consider the issues faced by the marginalised; as well as cultural bias. Therefore, it is amidst these prevailing challenges that social exclusion occurs, as educationally marginalised children in Namibia experience poverty and social exclusion.

3.3 Using Critical Discourse Analysis to make sense of Public Policy

Critical Discourse Analysis (CDA) focuses on texts used to explore sources of power, supremacy, inequality and prejudice and how they are upheld and replicated in specific political, social and historical contexts (Bukhari & Xiaoyang, 2013). Critical Discourse Analysis (CDA) also focuses on how dominance is applied through language, and it draws knowledge from several other fields that use language as a form of social practice. Fairclough (2010) has developed three elements for CDA, namely: text, discursive practice and social practice dimensions. “Text” refers to words and characters we decide to use when writing or speaking. This textual dimension involves speaking, writing, images, or an integration of all three. Both Gee (2010, 2011) and Fairclough (2010) maintain that, even in description, all texts involve interpretation.

In a discursive dimension, spoken words are not neutral and blameless. Rather, they carry beliefs, attitudes and messages that the speaker wishes to send to the receiver (Fairclough, 2010). The social practice dimension refers to the standards of society or an analysis of what can be referred to as the norm level. Fairclough’s analytical approach assumes that language helps to create change and can,

therefore, be used to change behaviour; as such, language is a mechanism of power (Fairclough, 2010).

Cummings, de Haan and Seferiadis (2020) state that adopting a CDA approach exposes inner biases and rhetorical claims as result of power and dominance (Cumming et al., 2020). Furthermore, the approach covers new discourses, accounts and influences which respond to social injustices (Cumming et al., 2020).

According to Ball (1990) a policy signifies the dominant distribution of ideals and goals. Woodside-Jiron (2004) argues that people are aware of dominance in policy-making, but rarely expose how it is created and the implications it has for policy's intended beneficiaries. Regarding the latter, Edmondson (2002) explains that Critical Discourse Analysis surpasses basic questions of efficiency and outcomes "to questions of how power is used to define the parameters of particular questions, set the rules for particular practices, and shape particular agendas" (p. 114). Prunty (1985) explains that policy is an agenda that sets objectives that legitimises its writers' beliefs, principles and attitudes. He argues that processes of policy development and implementation serve as catalysts for critical policy analysis. Therefore, using CDA in policy analysis allows me to zoom in on texts and practices that are appropriate to the anticipated social changes.

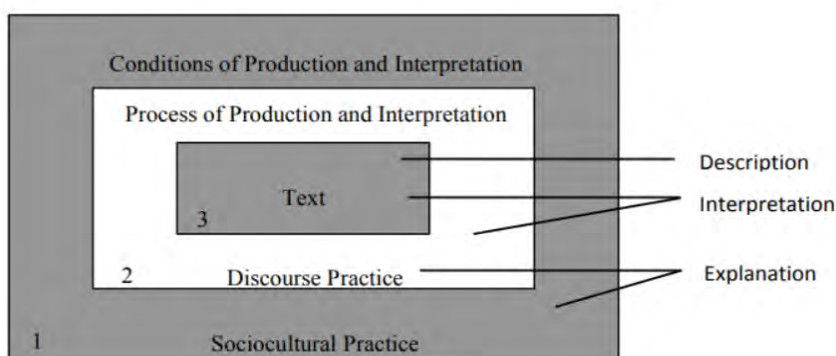
Critical Discourse Analysis (CDA), as an approach, is well-suited to education policy studies. I have also used CDA to examine how language is used in education policies and administrative circulars to promote or hamper social transformation. To advance the use of CDA in this research, I have outlined the steps used in Chapter Four. In a nutshell, I research frameworks of analysis that include: analysing text; interaction amongst the children, teachers and parents; and social practices at one-man schools. It is therefore framed by a CDA. In this research context, I use CDA to examine how text, social practices and phenomenon come into existence and how beliefs are moulded and overpowered by policy and administrative circulars. CDA also allows me to explore how the inflexibility of these relationships between discourse and society is a factor in securing power and control (Fairclough, 1993). This applies to my research, because the National Policy Options for Educationally Marginalised children advocate for flexibility in policy implementation. However, this notion is ignored by the provisions of administrative circulars.

McGregor (2010, p. 2) asserts that words have meaning and proposes not perceiving language as an abstract, but rather seeing our words as having meanings for a specific context, be it social,

political or historical. This connects to my research, because the meanings of words and concepts in inclusive education policies and administrative circulars vary according to the setting in which they are used. A typical example in this research is that the policy refers to the status of the San learners who left the school early as having “dropped out of school”, while the same policy uses “pushed out of school” when referring to the “street kids” who left school early. Van Dorn et al., (2006) explained that “dropped out” emphasises students’ personal characteristics as the main reason for school disengagement, while “pushed out” emphasises the school and community context, and “pulled out” emphasises the economic aspects of considering whether to keep studying at school. In this respect, I could argue that the MoEAC still blames non-enrolment and dropping out on parents and their children, whereas barriers to learning are mostly systemic or institutional. The term “dropout” insinuates that the child and his parents are at fault. In this context, I argue that Critical Discourse Analysis (CDA) exposes how power is exercised through language, and this approach draws knowledge from several other fields that use spoken words as a form of social practice.

According to Paul Gee (2011), researchers who use descriptive research as a critical approach are “unscientific”, because they are converted by their interests, passions and/or beliefs about social life. As an educator, I am passionate about the rights of children to education. I therefore agree with Cohen et al., (2018), who note that a qualitative inquiry is not a neutral activity, and that a researcher does not start research with a clean sheet, since they have their own values, bias and world views. This also applies to me. I use self-reflexivity and my positionality in some sections to show insider knowledge, thus acknowledging values and beliefs that influence the research findings. I draw on Fairclough’s (2010) model for CDA below:

Figure 3.1: Fairclough’s Model for CDA adapted from Janks (2002, p. 27)



The text dimension is the pool of words and characters we opt to use when writing or speaking. Both Gee (2010, 2011) and Fairclough (2010) maintain that all texts contain an interpretation, even in description. Janks (1997) affirms that it is impossible for one to derive any meaning in the absence of verbal or visual signals. She affirms that it is easy to differ with text when it does not resonate with what we believe to be true, writing:

[I]n cases where we begin from a position of estrangement or alienation from the text it is easier to read against rather than with the text. In such a case the interests served by the text may be apparent; the reader may even be at the receiving end of the consequences entailed and might have little difficulty in questioning the text. (Janks, 1997, p. 331)

Janks (1997) further explains that where conformity in a text is not accepted by readers or listeners, it strengthens the notion that texts are only constructed accounts of reality.

Fairclough organises language structures in four classes: vocabulary, grammar, cohesion, and text structure (Fairclough, 1992; Jorgensen & Phillips, 2002). In a discursive dimension, spoken words transmit ethics, attitudes and assessments that the sender wants to communicate to the listener (Fairclough, 2010). In the context of this research, I explore what the language used in text by the MoEAC reveals about their attitudes and educational approaches towards marginalised children and teachers. Thus, I analyse how communities view children's rights to education and how these views align with Constitution and Education Act. Moreover, I also explore the notion of using economic reasons to close small schools and how people view the value of education, as well as the considerations made when regarding the effects of their decisions on children, considering the fact that having uneducated adults in the 21st Century could place more demand on state resources. While I will excavate more during the discussion of the teachers' interviews and document analysis, I am compelled to agree with Sari (2019), who asserts that discursive practice bridges the relationship between text and social practice.

A study by Thiem and Hays (2013) attributes barriers to learning to poverty, discrimination and the inaccessibility of distant rural communities. Generally speaking, these findings apply to educationally marginalised children in Namibia. In the same vein, the corruption index in Namibia increased from 49 points in 1998 to its highest in 2002 at 57 points, but it later decreased back down to 49 points in 2021 (Anti-Corruption Commission (ACC), 2021). Therefore, the use of CDA in

this context allowed me to zoom in on how the misuse of power and authority prevails in social and political contexts (Van Dijk (2003).

The third dimension of CDA is the social practice dimension, which refers to society's standards or an analysis of what can be referred to as the norm level (Fairclough, 2010). Social practice suggests philosophical effects and dominant processes in which discourse partakes. Perceiving discourse as social practice allows us to integrate the perceptions of construct and action (Dremel & Matić, 2014).

3.4 Theory of public policy

I used Critical Social Theory and Critical Discourse Analysis to analyse sampled policy documents to reveal hidden prejudices in inclusive education policies, as well as sampled administrative circulars. Critical theory is essentially advanced, because its concluding phase involves the identification of new discourses, accounts and influences which can expose dominant discourses (Cummings, de Haan and & Seferiadis, 2020). There are several theories, representations and methods for analysing the development of policy. Dye (1972) asserts that public policy may be viewed as whatever a government decides to do or not to do. Anderson (1997) explains that such a definition may be sufficient for ordinary discourse. However, it is not adequate for a methodical analysis of public policy. That is why there is a need for a clear-cut definition to shape our perceptions and expedite effective communication.

Anyebe (2018) refers to public policy as what the government plans to put into effect to reach specific goals. He further explains that the above definition makes public policy look like political rhetoric. Therefore, this cannot be called public policy. He affirms that public policy must respond to the needs of its people by allocating sufficient resources necessary to solve such challenges (Anyebe, 2018). It is not enough to proclaim the constitutional right to education in acts and policy when one-man schools still lack the minimum set of resources needed to provide all learners the opportunity to meet the learning standards and to be on track to attain a meaningful primary school education that prepares them for capable civic participation and competitive careers. If a government is failing to generate the required resources to uphold human rights commitments, then these human rights obligations become illusions (Tomasevski, 1997, p. 240 cited in Sayed & Soudie, 2003 p. 9).

A policy discourse seeking to shape education policies recognises that social problems can be alleviated through deliberate efforts by various interest groups like managers and educators (Shaw, 2010). The language and arguments used by these groups encourage both educators and researchers to consider how policy challenges are shaped, who shapes them and why (Shaw, 2010). Through this research, I will endeavour to use language to promote inclusive education policies that may lead to social change.

Dyson (1999) further identified four dominant discourses present in public policy: rights and ethics discourse; efficacy discourse; political discourse; and pragmatic discourse. The rights and ethics discourse emerged in the 1950s. It advocated for children's rights to education and addressed inequalities generated by the education systems of capitalist societies (Dyson, 1999). The goal was to respond to the disparities created by the education systems of consumerist societies (Sayed & Soudie, 2003).

The efficacy discourse contends that inclusive schools are not only economically and socially auspicious; they are also more educationally effective than isolated special schools (Sayed & Soudie, 2003). The latter also fits in well with the goals of this research, as the MoEAC has directed the closure of one-man schools, citing reasons that "besides being uneconomical, it is impossible to cover the full curriculum with one teacher unless it is class teaching, meaning quality is also compromised" (MoEAC, 2017, p. 4).

In the political discourse, marginalised groups speak for their political right to secure their rightful fair share of representation in decision making and equitable allocation of resources (Sayed & Soudien, 2003). Engaged in a political struggle, members of the marginalised group may find it extremely difficult to convey their aspirations in the face of conservative views about them and ever-changing policies (Sayed & Soudien, 2003). Finally, the fourth discourse, the pragmatic discourse, focuses on the features of inclusive education, as well as the means by which inclusive policies are passed. The level of inclusion is determined by the "absence of injustices, discrimination and exclusionary barriers rather than the presence of particular pedagogical practices and organisational forms" (Dyson, 1999 p. 45). With reference to this research, this discourse offers guidelines and recommendations to achieve inclusive education and not to impede it. This discourse promotes the view that 'right action' in relation to policy and practice will lead to successful, inclusive education (Sayed & Soudien, 2003, p. 9).

Sayed & Soudien (2003) provide several reflections on how to develop inclusive education policies. They explain that national policies must be feasible and implementable in terms of articulation and facilitation. They further argue that policy must make sense to ensure effective delivery (Sayed & Soudien, 2003). The second consideration is that the development of policy must be part and parcel of broader educational policy and must consider other sectors. Another consideration is that policy development must be democratic, to allow democratic representation instead of nominal representation. The policy should also be flexible and adaptable to regional and local conditions.

3.5 Theories of public policy analysis and decision making

According to Anyebe (2018), “theories are needed to guide the study of public policy, facilitate communication, and suggest a possible explanation for policy action” (p. 9). Iglupas, (2015), Anyebe (2018) and Ayamba (2022) examine public policy analysis and decision making from the perspective of the following theories: institutional; process; group; elite; political systems; game, policy output analysis; incremental; and rational-choice theories. With reference to my research, I will discuss the seven approaches which constitute the sub-theories for my research.

Institutional theory

This theory assumes that that political activity generally revolves around organisations like the legislature (parliament), the executive (presidency), the judiciary (courts) and political parties. Therefore, public policy is firmly enacted, executed, and enforced by these institutions (Ayamba, 2022). Iglupas (2015) asserts that governmental institutions give public policy three distinctive features, and these help me answer my four research questions. Firstly, government gives legitimacy to policies, and as result, government policies that I intent to analyse in this research are considered as legal obligations, which command cooperation from citizens. Secondly, the public policy to be analysed involves universality, and in essence covers all people in society. Finally, only government can legally incarcerate people who violate the policy (Iglupas, 2015).

Process theory

This theory is important but has very narrow focus, and the emphasis is placed on processes involved in the development and implementation of the public policy (Iglupas, 2015). Public policymaking involves agenda setting, formulation of proposals, policy legitimisation,

implementing policy and evaluating policy (Ayamba, 2022, p. 3). This sub-theory is also important to my research because it helps me understand the process by which these policies were developed.

Elite Theory

This approach suggests that public policy reflects the elites' interest not necessarily to ensure equity in the distribution of power and influence in society. Pareto (1916, as cited by Anyebe, 2018, p. 9) argues that persons of ability vigorously seek to confirm and overstate their social position. Obi, Nwachukwu & Obiora (2008) assert that elite groups are classified as governing and non-governing bodies. They further explain that elite groups possess distinctive abilities, such as skills and physical possessions, they are very calculating in their dealings, and because of their intelligence they assume more positions of power than other members of the society fated to be under their rule (Obi et al., 2008).

I believe this to be true for Namibia, as the policy actors at ministerial levels occupy the elite role when it comes to education matters in Namibia. It is difficult for a person who has never taught in deplorable rural conditions to contemplate the impact of decisions made. I have learned this through experience, when the policy suggested small schools be supervised through a satellite school and that learners from small schools to be closed should be absorbed by nearby schools. The policy author often does not know that small schools are many kilometres apart, they do not have hostels and there is no road infrastructure to allow regular monitoring by a satellite supervisor. It is the policy actors' urban location that privileges and prevents them from understanding the needs of the marginalised. Evidently, as Mosca (1939, as cited by Anyebe 2018) argues, the social structure of developing countries favours the elite class to usually take up political roles and all benefits that come with monopolised power.

Group Theory

According to Anyebe (2018), a public policy is the result of group competition, as each group constantly strives to advance policy formulation in their favour. According to Anderson (1997), a group theory endeavours to analyse how different groups in a society influence public policy at the initial stages of policy formulation and angle the policy decisions in their favour. This theory helped me analyse the views of teachers in these small schools. Enemu (1999) concurs that this type of rivalry between groups regulates the allocation pattern of public resources. The position of power in society changes now and then, and is dictated by the group that will emerge superior by exerting

its powers. Latham (1969) asserts that when a new group takes power, new policies are developed or reviewed in favour of the new group. Anyebe (2018, p.11) argues that: “Since the power to dominate policy decision is dependent on group solidarity and power, the dynamics of the policy process is expected to be more vibrant and fierce in plural societies than in homogenous ones.”

According to Anyebe (2018), the group theory has been criticised for two reasons. The group theorists failed to clearly define the two concepts, namely, ‘group’ and ‘interests’. There is no understanding as to which group is more pertinent to politics and decision making (Anyebe, 2018). Secondly, the theory was more concerned with the groups’ roles and excludes the individual’s and society’s roles in their analysis (Anyebe, 2018). In this regard, I was guided by this theory to ask the teachers for their views, which no-one from the MoEAC has probably done before. I wanted to show the teachers that I am interested in bringing their views to the fore, in the hope that they will be considered by those making decisions about the closure of one-man schools.

Systems Theory

Easton (1953), as cited by Anyebe (2018, p. 12), outlines eight significant characteristics of Systems Theory. He describes the characteristics as the intellectual foundation stones of behaviourism: regularities, verification, techniques, quantification, values systemisation, pure science, and integration. These features form the basis for the natural links between systems thinking and behaviourism (Obi et al., 2008). Anyebe (2018) explains that public policy is a political system’s reaction to demands emanating from its setting. This is also true for Namibia, where education programs that were meant to address identified challenges have ceased to exist with successive government administrations. A typical example is the National Professional Standard for Teachers in Namibia, which was championed by a Minister of Education. The Minister unfortunately passed away before the program could take off, and as result, that was also the end of this very important program. Easton (1953), as cited by (Anyebe, 2018 p. 12), defines a political system as consisting of recognisable and interconnected institutions and activities, such as public entities and political processes, that make decisions binding on society. According to Dlakwa (2004), support is solidified when electorates accept election results, pay their taxes, adhere to laws and are satisfied with decisions and government responses to their demands. This approach reminds us about critical sides of the political process (Anderson, 1997).

Incremental Theory

Incremental decisions are comprised of narrow changes to existing policies, such as the ministry's budget increasing by a small percentage. Anyebe (2018) states that, in this approach, the policy makers review a limited number of policy substitutions and change is effected in very small steps. He further explains that this approach requires that the administrator recognises the complexity of challenges to allow possible policy reform. Lindblom (1959, as cited by Anyebe, 2018) opposes incrementalism as distinctive in policymaking in a pluralist society, and I believe the formulation of administrative circulars in Namibia fits this theory. This theory therefore assisted me in understanding these ever-changing circulars as a challenge to inclusion. Anyebe (2018) affirms that decisions and policies result from a mutual understanding amongst various participants in the policy-making process.

Incrementalism is politically well-placed, because disputes between various groups are only limited to changes made to existing programs (Anyebe, 2018). There are several criticisms of the incremental approach. Some political scientists see it as too conventional and highly fixated on the current order; therefore, it serves as a hurdle to innovation that is essential to effective policies (Anyebe 2018). The second criticism is that the incremental approach does not provide procedures for handling decision-making tasks (Anyebe, 2018). Anderson (1997) also criticises the incremental approach as geared toward past actions, existing programmes, and limited changes. He argues that incrementalism could discourage the use of readily available options. According to Hayes (1992), incrementalism does not remove the need for theory in policymaking. He argues that theory must guide the actions needed to effect the suggested changes.

Rational Choice Theory

Down (1956) set forth a rational-choice theory known as social-choice, public-choice, or formal theory. Downs (1956) suggests that electorates and their political parties serve as sensible decision-makers who seek to advance the realisation of their aspirations. He states that that political parties frame their campaigns around policy matters that are likely to win them more votes, while the electorates push for their development agendas, which maximise what could be realised through government action. I encountered this theory through my specific experience as a director, which is relevant to this case study. When the MoEAC directed the closure of small schools, the political leadership protested this, because the existence of small schools in the area was used as a reason to apply for basic services, such as connections to electricity, a health centre, a police station etc. According to Anyebe (2018), this theory is based on economic principles, such as the cost-benefit

analysis. This theory aided me in contextualising some of the reasons given for the closure of one-man schools. According to Henry (2004), people take cognisance of value inclinations present in a society, and then ascribe each value a comparative weight to determine preferred policy options. He argues that knowing all the consequences of each alternative will allow them to take an informed decision with regard to costs and benefits of social values (Henry, 2004).

3.6 Chapter conclusion

Public policy plays an important role in social justice in education, as it concerns ‘who gets what and how’ and ‘what government chooses to do or not to do’. That is why the theories discussed in this research are useful in the subsequent chapters to explore the causes and consequences of public policies. Each method emphasises various features of policy-making, however, they provide analytical flexibility for the explanation and clarification of policies. For each of the theories discussed, I draw upon them respectively to form a better understanding of policy analysis.

In the next chapter, I describe the research design and methodology employed in the study, which help to give my research legitimacy and provide logical and useful findings.

CHAPTER 4: METHODOLOGY

4.1 Introduction

A good research approach grants research validity and results in logically comprehensive findings (Jansen & Waren, 2020). This chapter sets out the research methodology that was used in this study. The chapter also discusses qualitative research and the interpretive model within which my research design is found. Furthermore, it clarifies why I chose to use the case study method. In addition, the chapter explains how my research questions and research goals were developed. The chapter further explains how I integrated research goals into my research design. I will also describe how data was collected, used and analysed. It finally highlights the credibility and ethics involved in the research.

4.2 Research goals and questions

Motala (as cited in Bloch, 2009, p.70) asserts that there are rigorous theoretical and conceptual policy reviews that cannot be underestimated, but that “they tell us little about events on the ground”, thus a need to understand the the provision of inclusive quality education at one-man schools. This has become the rationale for this study.

The overall goals of this research are, therefore:

- To assess how Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive quality education at these schools.
- To understand the teachers lived experiences regarding the implementation of inclusive education policies and the above mentioned administrative circulars.
- Finally, to examines how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools.

Consequently, I asked the following four questions to guide my inquiry:

Main Question: *How does Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive quality education at one-man-schools?*

Sub-questions

- a) What are the teachers' lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms?*
- b) What underlying realities do small rural schools face, which depict the diverse situations in which these schools survive?*
- c) What are the adverse consequences of closing one-man schools?*
- d) What policy issues need to be addressed to sustain and improve one-man schools in rural schools of Namibia?*

4.3 Research design

This section is about the research design, and it represents how I systemically planned to collect data and how the data gathered was analysed to answer the research questions (Bertram and Christiansen, 2015). Education policy implementation is a multifaceted matter, and thus qualitative methods are better suited to this research in comparison to quantitative methods that calculate and measure results (Cohen, Manion & Morrison, 2011). Unlike quantitative research, qualitative research seeks to understand, rather than give explanations, and provides a subjective investigation of reality from the standpoint of the insider (Creswell, 1994). Therefore, qualitative methods are more appropriate for understanding policy implementation and its implication for smaller schools.

Qualitative methods integrate the interpretive paradigm, since it fits well the “exploration of a particular case” that can help to “elicit what different actors seem to be doing and think is happening” and it helps in the analysis and interpretation of the data collected (Bassegy, 1999, p. 44). This study used an interpretive paradigm, because it is better suited to understanding how research participants see their worlds and lives and what they mean to them (Bertram & Christiansen, 2015). I have therefore used the interpretive paradigm to comprehend teachers' experiences and their stance towards the implementation of inclusive education policies and administrative circulars on staffing norms. The interpretive model also assisted me in better understanding the teachers' lived experiences regarding the implementation of these policies and regulations. Cohen, Manion & Morrison (2018) further assert that the interpretive paradigm is better suited to comprehending the subjective world of people's experiences, as this approach sees the social world as a developing social process. Okeke & Van Wyk (2015) argue that people create their meaning from their daily interactions with their environment. Researchers should not just assume what people are likely to

do in a given setting but should rather allow them to narrate how they perceive their world and how they would act in a given situation.

Smit (2013) studied how qualitative research can inform policy implementation. Crossley, Michael & Vulliamy (1995) argue that,

while national education policy influences teachers' work, there are hidden contextual micro decision-making processes and dynamics which are often ignored. These hidden dimensions include teachers' emotional experiences and resistance to how education policy is (or is not) implemented at school and classroom level. (p. 6)

Smit (2013) explains that when teachers receive education policies, they already have prior skills and knowledge gained from their own practical experiences. I am therefore using my theoretical frameworks, i.e. Critical Social Theory, theory of public policy and sub theories from CDA, in my methodology to address concerns raised by Smit. In essence, qualitative and interpretive research can increase the understanding of the limitless complexity of inclusive education policy processes and may expedite a deeper understanding that will allow the effective implementation of policies (Smit 2013).

4.4 Case Study

The process of my research design gave me an assurance that the case study method was best suited to exploring my research goals. I sought to understand how education policies on inclusive education and administrative circulars on staffing norms are being implemented at one-man schools and learn how teachers at one-man schools experience the implementation outcomes thereof. Cohen et al. (2008), define a case study as an exact occurrence that is commonly intended to demonstrate a more general norm or standard. Rule and John (2011), define a case study as a logical and detailed study of one specific case in a setting. A case study can enter the setting in ways that are not liable to arithmetical analysis (Cohen et al., 2018). My research adopts the approach of a qualitative case study because a qualitative case study allows the investigation of an occurrence within its setting using a selection of data sources. This allowed me to ensure that the phenomenon is explored using various lenses, which permit for various sides of the occurrence to be explored and comprehended (Baxter, 2010).

Data used in my case study is qualitative in nature, since it is best suited to developing a deep understanding of underlying realities that one-man schools face, which depict the various circumstances in which these one-man schools survive. Case studies allow the exploration, description or explanation of a particular phenomenon through a detailed study within its natural context (Yin, 1984). One of the advantages that make this approach suited for my study is the close collaboration between myself and the participants. This approach allows people to narrate their experiences (Miller & Crabtree, 1999). Indeed, the participants in my study were able to explain their opinions and their assessment of their reality based on their own lived experiences. This enabled me to understand better the participants' actions (Hart & Robottom, 1993; Lather, 1992). Another strength of a case study is that "it recognises context as a powerful determinant for both cause and effect and that in-depth understanding is required to do justice to the case" (Cohen et al., 2018, p. 376). Bassey (1999, as cited by Cohen et al, 2018, p. 367) explains that policy makers can use case studies to make informed decisions. This resonated well with the relevance of this study, because it helped me obtain detailed information about how the practical implementation of inclusive education policies and administrative circulars enable or generate conditions of inclusion and equity and how the situation can be improved.

4.5 Research site, participants and sampling

The research took place in two regions, namely, Kavango West and Oshana Region in the northern parts of Namibia. The study focused on four one-man schools, two of which are located in Kavango West and two in Oshana Region. The selected schools are all government (public) schools. These schools offer a curriculum of three grades (Grade 1-3). These schools each have only one teacher and had fewer than 35 learners each at the time of the study. The one-man schools concerned do not qualify for a principal position, as per Formal Education Circular 5 of 2017, which states that regional directors should not fill the current vacancies of principals at schools with enrolment lower than 100 learners. This includes vacant positions that were already advertised or interviewed but not yet filled (MoEAC, 2017, p. 5).

4.5.1 Research site

Kavango West is located in the north, bordering the Cuando Cubango Province in Angola. Domestically, it borders Kavango East in the east, Otjozondjupa in the south, Oshikoto in the west and Ohangwena in the northwest. According to a multidimensional poverty index report, Kavango

4.5.2 Participants

Even though I set out to interview four teachers in total, one teacher from each of the sampled one-man schools, I ended up interviewing five teachers in total. This is because one of the initial teachers from a one-man school in Oshana Regional went into retirement but agreed to share valuable insights on his experience as a teacher for over two decades. I also interviewed the current teacher at the same school. The teachers interviewed narrated their lived experiences with regard to the implementation of inclusive education policies and administrative circulars.

4.5.3 Sampling

I used a purposive sample, also known as a critical or expert sample, where the sampled participant is someone with experience or expertise in the phenomenon. Purposive sampling involves a nonprobability sample, which reasonably serves as representative of the population targeted (SAGE Publication, 2022). This can be achieved by intentionally selecting research participants who have the necessary skills and knowledge concerning the phenomenon to be explored.

Participants sampling

In my research, I used critical case sampling to identify participants who were most likely to give me the information; in this case, teachers teaching at small schools with fewer than 35 learners, which offer a curriculum of three grades. Although the sampling of four schools may not produce findings that can be widely applicable to all small rural schools, the rich data produced from a comprehensive investigation of the phenomenon has allowed me to come up with a useful, logical, broad view that can be used in similar settings. Cohen et al. (2018) advance critical case sampling, which resonates with my research methods. These authors argue that critical case sampling yields insights that might have wider applications. It means my findings are likely to resonate with the realities of teachers' experiences at other small schools in more or less similar settings.

Documents sampling

I selected the policy documents, taking into consideration education policies and administrative circulars that are likely to yield information on inclusive education. Therefore, I analyzed Formal Education Circular 13 of 2001 on staffing Norms and Formal Education Circular 5 of 2017 on the closure of uneconomical schools, in order to establish the alignment and possible discrepancies that exist between these circulars and Education Policies, such as the Sector Policy for Orphans and

Vulnerable Children (2013), and the Sector Policy on Inclusive Education (2013). Additionally, I also looked at School Self Evaluation Reports, the Admission and Attendance Register, 15th School Day Statistics (FDS) and the Annual Education Census (AEC) for document analysis, because they yielded insight on the research question. These documents hold statistical information relevant to my studies. To obtain more insights on how the two circulars enable or generate conditions of inclusion and equity, I interviewed teachers at one-man schools, who narrated their experiences of the implementation of the above-mentioned circulars.

4.5.4 Data Collection

I chose to conduct interviews with teachers at the school and in addition, I analysed various documents as highlighted in the table below. Bassey (1999, p. 60) refers to the two-edged sword of sufficient data, meaning “not too little, not too much”. Data must, therefore, remain relevant, be systematically stored and allow for meaningful analysis. My primary source of data is from the document analysis and also from the Interviews with five teachers from the four sampled one-man-schools. The following sections now turn towards a more detailed discussion of each data collection method.

4.5.4.1 Document Analysis

Document analysis involves extensive document study, which includes examination and interpretation. Arksey & Knight argued that:

Documents are created for a purpose and may mislead the enquirer who has different questions in mind. For example, the minutes of meetings say what was discussed and what was decided. However, they say little about the context of the meetings, nor do they indicate who took what stance and why certain stances prevailed over others. (1999, p. 17)

Document analysis of educational policies, regulations, statistics and other relevant documents allowed me to gain insights into the formal guidelines and frameworks that shape the education system and how they influence inclusive quality education at small rural schools. This method helped me understand how policies are formulated, their intended impact, and their actual implementation at small rural schools. By examining these documents, I was able to assess the alignment between policy goals and real learning outcomes at one-man-schools. Document analysis allowed me to identify potential gaps and discrepancies and contribute to informed discussions about educational practices and reforms. I aligned the various documents to the questions in my

research to show how the gaps in the documents can help me build a case for the gaps that I identified that this study sought to address (refer to Appendix F for a details account).

Furthermore, I drew on Bowen's (2009) guidance to study and interpret the inclusive education policies, administrative circulars and statistical documents in a critical manner with the main purpose of eliciting meaning to gain awareness and eventually advance empirical facts concerning my research questions. Analysing historical issuing of staffing norms circulars allowed me to track and understand the changes and development of staffing norms. The analysis of staffing norms at one-man-schools involved assessing the guidelines and standards that dictate the allocation of staff members, such as teachers, administrators, and support staff, based on factors like learner's enrollment, grade levels, and subject areas. This analysis help education managers to ensure appropriate staffing needs for effective education delivery, class sizes, and learner-teacher ratios. By scrutinizing these norms, I was able to identify potential areas for improvement, resource allocation, and equity within the educational system with special reference to equitable allocation of teachers to one-man-schools

I also consulted the School Self Evaluation Reports to see the overall corporate judgement (score) of each one-man school as per National Standards and Performance indicators (NSPI) for schools in Namibia. Other documents analysed were the Admission and Attendance Register, 15th School Day Statistics (FDS), Annual Education Census (AEC) and Trimester Reports of the four selected schools. School statistic reports helps educators, policymakers, and stakeholders to make informed decisions about curriculum development, resource allocation, and educational reforms. Therefore, the analysis of school statistics reports shown in Appendix I, provided me with valuable insights into various aspects of education, including learner's performance, enrollment trends, teaching arrangements (class grouping), learner attritions and learners' survival rate to senior primary education as well the learners attendance rates. Analysing of school statistics report enabled me to identify patterns, disparities, and areas that require attention, enabling evidence-based strategies to improve teaching and learning outcomes at one-man-schools and make recommendations that are aimed at addressing specific challenges to improve learning outcome at small rural schools in Namibia. Below is the list of documents analysed.

DOCUMENT TITLE	DATE PUBLISHED	AUTHORS
POLICIES		
1. Sector Policy on Inclusive Education (2013)	2013	MoEAC Signed by: MP Minister of Education
2. Sector Policy for Orphans and Vulnerable Children (2013)	2013	MoEAC Signed by: Nangolo Mbumba MP Minister of Education
ADMINISTRATIVE CIRCULARS AND GUIDELINES		
3. Formal Education Circular 13 of 2001	17/07/2001	3 MoEAC Staff members Signed by: Permanent Secretary
4. Formal Education Circular 25 of 2001	24/07/2001	MoEAC Staff Member Signed by: Under Secretary
5. Formal Education Circular 8 of 2002	30/08/2001	MoEAC Staff Member Signed by: Permanent Secretary
6. Formal Education Circular 12 of 2002	21/11/2002	3 MoEAC Staff Members Signed by: Permanent Secretary
7. National Standards and Key Performance Indicators for schools in Namibia.	01/12/2005	MOEAC
8. Revision of the post provisional norms for Government Schools and Hostels	20/09/2008	MoEAC Staff Member Signed by: Permanent Secretary
9. New suggested staffing norms for Namibian schools	20/10/2010	MoEAC Signed by: MP Minister of Education
10. Formal Education Circular 0 of 2002 (withdrawn)	20/07/2012	2 MoEAC Staff Members
SCHOOL REGISTERS AND STATISTICS		
11. Annual School Self Evaluation Reports	2015-2019	Form four sampled one-man schools in Kavango East and Oshana Region
12. Admission and Attendance Register	2015-2019	
13. 15 th School Day Statistics (FDS)	2015-2019	
14. Annual Education Census (AEC)	2015-2019	

Table 4.1: Documents analysed

4.5.4.2 Interviews

I conducted the research interviews face to face. Adhabi, & Anozie (2017) explain that interviews are an extremely important source of useful information in qualitative research designs. Cohen et al. (2018, p. 507, as cited by Kitwood, 1977) affirm that interviews can be viewed firstly as offering a prospective means of untainted transfer of information; secondly as a biased transaction that must be controlled; and finally, as an encounter necessary for sharing many features of everyday life. Since I am carrying out a Critical Discourse Analysis, my interview questions in some respects emerge out of my analysis. I then prepared standard open-ended interview questions in advance, as noted in Appendix C. With open-ended questions, a researcher does not present research participants with possible answers to choose from, rather allowing the participants to give their answers in their own words (SAGE Publication, 2022). Open-ended questions are best suited to my qualitative research, because they provided me with more information than simple 'yes' or 'no' answers. According to Allen (2017), qualitative research uses open-ended questions to allow researchers to take a critical look at the phenomenon. I also chose open-ended questions, because they allowed me to probe further when it was necessary and when responses were not very clear. All teachers were asked similar questions in the same order to increase the comparability of responses and allow the data to be complete for each person on the topic that is addressed during the interview. In all interview cases, I used an audio-recorder to record the interviews with the consent of participants. All interviews were personally transcribed, as shown in Appendix D. This helped me to keep records of interviews, which in turn assisted me during data analysis. Teacher interviews provided the context, nuances, and personal perspectives that were not be fully captured in documents. This adds depth and a human element to my analysis. Thus, documents analysed provide official policies and guidelines, while teacher interviews offer on-the-ground experiences, enabling a more comprehensive understanding. Combining the two data sources ensured the convergence of evidence from various sources and this will give readers an assurance in the credibility of the findings.

4.6 Data analysis

Data analysis is a methodical application of statistical and/or rational techniques to describe and demonstrate, summarise and recapitulate, and assess data (UNESCO, 2019). Data analysis includes a variety of specific procedures and methods. According to UNESCO, to effectively use these processes and approaches, it is critical to view data analysis as an essential component that

encompasses goals, decisions taken, connections, decision-making and ideas (UNESCO, 2019). Qualitative Data Analysis (QDA) allows the researcher to look at the collected qualitative data and come up with explanations and critical awareness or interpretations of the people or phenomenon being studied (Lewins, Taylor & Gibbs, 2010). The process of qualitative data analysis is usually inductive, and the researcher has to read the data collected over and over to understand it better, while reflecting on what the raw data represents (Thomas, 2006). As a researcher, I used data analysis to condense the high amount of information collected into reasonable smaller parts in ways that make sense. The data analysis in qualitative data research is not straightforward, because the quality of the data consists of words, graphs, illustration, objects, and sometimes symbols. Cohen et al. (2018) argue that there is not one correct method of analysing and presenting the qualitative data; a researcher should abide by fitness for purpose.

For this analysis, I integrated Critical Discourse Analysis (CDA) with Critical Policy Studies (CPS), as an analytical tool to allow a methodological synergy termed as Critical Policy Discourse Analysis (CPDA). The integration of CDA and CPDA in my analysis can deepen the conceptualisation and analysis of public policy (Montessori, Farrelly & Mulderrig, 2019). CPS can be identified by its robust and sturdy analytical application on discourse. CPS allows a researcher to put into perspective the social settings where the policy is enacted and interpreted (Montessori et al., 2019). Montessori et al. further argue that CPS analysis helps not only to interpret the data but also to explain the processes through which policy is understood, developed, and implemented. According to Torgerson (2015), CPS is an established approach to policy studies and its roots can be traced back to the post-war era, in efforts to develop a critical and democratic policy science. Literature on CPS reveals that in recent years, CPS has advanced a unique identity in policy and politics studies. It for the latter reasoning that I have decided to use Critical Discourse Analysis to analyse my data.

I agree with Wagenaar's (2011) arguments on the use of CDA in policy analysis, in which he comments that it is not easy to interpret CDA using precise methods. Apart from the ontological assumptions and emancipatory goals that CDA covers, it also offers a theoretically conversant language of descriptive analysis (Wagenaar, 2011). Language critique allowed me to expose the discussed interests behind policy initiatives as well as challenge policies' impartiality and predictability. CPDA allowed me to point out inconsistencies innate in policy, as well as the cracks in plans of supremacy in political and social contexts.

My task as a critical researcher does not only revolve around awareness creation; it is also about exposing and challenging the social disparity and inequity that is revealed by integrating CDA with CPDA. The changing aspects of language, dominance and society are interconnected, and worth being explored from a CDA point of view. Therefore, one of the definite goals of CDA is to expose how language is used to advance dominance in the socio-political environment (Seidlhofer, 2003). Textual analysis gives insight into what exists in the text analysed, as well as revealing significant information that creates gaps in the system operation that affects some people in one way or another (Ashgar, 2013). During my analysis, I gave consideration to the dual approaches to CDA discussed by Fairclough (1992 b). He explains the inclusion of micro and macro analysis of the text. He suggests that micro analysis allows the exposure of hidden information. When complemented by macro analysis, it allows the researcher to interpret the intentions of the author and provide information on the setting and orders of discourse. Therefore, this Critical Discourse Analysis was also set in motion by clearly defined research questions. The selected range of source materials that I used to answer my research questions are highlighted under data gathering tools (4.7).

Critical Discourse Analysis allowed me to examine how power is exercised through discourses, text, conversations and narratives and how power operates through discourses (Cohen et al., 2018). CDA works with the voices of the marginalised and seeks to emancipate society and redress illegitimate imbalances, and this is what my research is about. I therefore followed Fairclough's (2003) model of CDA to analyse my data, whereby I have divided my analysis activities into four main phases, namely: general preparation; working with a text; analysing the text's form and production; and tracing power in social practices as depicted below.



Figure 4.2. Fairclough Framework for Critical Discourse Analysis (Dick, 2004 p. 205).

Phase 1: Preparation and analysis

I have adopted the approach to data analysis as suggested by Cohen et al. (2018). This approach does not necessarily follow a sequence of steps to be taken when analysing data; in fact, my data analysis and interpretation occurred simultaneously. I prepared and organised my data into formats and an organisation system that allowed me to manage and analyses data with ease. This involved transcribing and summarising my data to bring order to my data. I looked for themes and concepts that came out of both the documents and teacher interviews. Doing so allowed me to organise and categorise my data into key concepts, as well as allowing the identification of units of analysis and coding to establish the relationship between data.

Phase 2: Working with text

I started off my analysis by selecting a specific text in the policy documents. It is important to state that in Critical Discourse Policy Analysis (CDPA), the term ‘text’ has numerous meanings, because it relates to any kind of communication whether is in textual form or is visual (Luke, 1995). In my analysis, I included written texts and images. I then looked for words and expressions that divulge the text's attitude towards its target. This process involved starting my CDPA at the most precise level, where I looked at the words of my chosen text. Word choices can show the way an author feels about the subject of the text, and this allowed me to identify the exact tone or attitude conveyed by these words in text. I uploaded the policy and circulars in editable formats, where I highlighted adverbs and adjectives in the policy and circular text. I then considered what they suggest, and their tone. I also looked for the tone of the words, with the aims of working out what the author intended to communicate e.g. the policy refers to the status of the San learners who left the school early as having “dropped out of school” while the same policy used “pushed out of school” when they referred to the “street kids” that left school early. Thereafter, I considered whether the text accommodates all readers in a given setting.

According to Fairclough (1995), language has the power to construct a social community through communication. When the author uses particular words and expression, they allow readers to feel validated and understood. I considered the text and sought to detect whether it works to strengthen and empower the community in which the policy, as well as administrative circulars, must be implemented. Finally, during this phase, I looked for anticipated interpretations that are preconceived in the text. A typical example for my research is the assumption made about the

supervision of one-man schools on a satellite basis and the closure of one-man school without an alternative possible option for children at these schools. As a critical reader, it is my duty to analyse the perceptions that are present in texts; therefore, I read the text over and over in a critical manner to find instances where language, tone, attitude and chosen expressions expose textual prejudices in the phenomenon being studied.

Phase 3: Analysing the text's form and production

I started this section off by taking cognisance of how the texts were created. Textual production carries a lot of meaning because it shows how the text was created, including its historical and cultural context, authorship and format (Fairclough, 1995). I have then examined the kind of text concerned and I have decided how to evaluate it. Within CDPA, a text's form and the people to whom it is intended are closely interconnected; thus, a text can convey the authors' intentions towards their target group. Finally, under this section, I analysed quotations and loaned language. Quotations in a text can express an admiration for history and the kind of community that the author wishes to build (Fairclough, 1995).

Phase 4: Tracing power in social practices

In this phase, I scrutinised how the texts disclose traditions within a culture. Texts have the ability to expose and produce cultural beliefs and traditions (Luke, 1995). A text can uncover the attitude of the author towards cultural traditions and shape the way a culture advances. I also compared parallel texts, to establish the variances between social cultures. It is productive for me to compare similar texts with one another. This did not only allow me to create a new perspective of the texts, but it also helped me understand the dissimilarities in social values held by different groups and cultures.

Thereafter, I determined which norms are upheld by a culture or a subculture. Small schools, like other organisations, may consist of smaller subcultures. These subcultures possess their own customs and traditions that may differ from the main culture (Luke, 1995). A typical example of norms in subcultures is the use of corporal punishment, which is not common in San culture. Physical punishment is also banned in Namibian schools, but there are still schools that administer corporal punishment (MoEAC, 2000). Thus, the findings led me to understand how a common culture either strengthens acceptance and inclusivity or advances the misuse and abuse of power.

The above interpretation of data gave meaning to the information analysed and determined its signification and implications, allowing me to draw conclusions from evidence collected. I added evidence from my study in the appendix. I intend to share my findings with target audiences, such as teachers, directorates and MoEAC executive management, to show what is interesting about my findings, and what makes this Critical Discourse Analysis a compelling case. The table below Shows data sources used to develop themes and answer research questions.

The 3 Goals of the research	Applicable Research Questions	Data Sources (Q: Question No.)
<p>1. To assess how Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive quality education at these schools.</p>	(a) What are the adverse consequences of closing one-man schools?	<p>Teachers Interviews:</p> <ul style="list-style-type: none"> ○ OT1FSSI (Q4), ○ OT2FSSI (Q1 & 6), ○ OT5MSSI (Q20) ○ KT3FSSI (Q11, KT4MSSI (Q11 & 22)
	(b) How does the implementation of post provisioning norms affect small schools?	<p>Documents analysis</p> <ul style="list-style-type: none"> ○ Formal Education Circular 13 of 2001 (Pg. 1) ○ Public Service Management Circular 25 of 2001 (Pg. 2 Appendix C) ○ Annual Education Census B. 1 (2) ○ 15th Day School Statistics Pg. 7, (criteria) ○ Public management Circular 25 of 2001, Pg. 9. Appendix C, 2.1) ○ Annual Education Census B. 1 (2), 5 (multigrade offered as results) ○ 15th Day School Statistics Pg. 7, comparison of cleaner allocation per school. ○ Human resources development plan r UNICEF (2017 Pg. 5)
<p>2. To understand the teachers lived experiences regarding the implementation of inclusive education policies and the above mentioned</p>	(a) What are the teachers' lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms?	<p>Teachers Interviews:</p> <ul style="list-style-type: none"> ○ <i>Long distance to service centres:</i> OT1FSSI (Q14), OT2FSSI (Q15), OT5MSSI (Q16) KT3FSSI (Q15), KT4MSSI (Q15) ○ <i>Use own funds to attend meeting:</i> OT1FSSI (Q21, OT2FSSI (Q.11), OT5MSSI (Q.37) KT3FSSI (Q16), KT4MSSI (Q.16) ○ <i>Administration and management of one-man school.</i> OT1FSSI (Q,4,) OT2FSSI (Q5b.),

administrative circulars.		<p>OT5MSSI (Q.28) KT3FSSI (Q.9), KT4MSSI (Q.9)</p> <ul style="list-style-type: none"> ○ <i>Other challenges:</i> OT1FSSI (Q17, 14,19,26,35) OT2FSSI (Q,10), OT5MSSI (Q22&25) KT3FSSI (Q.14), KT4MSSI (Q14)
3. To examine how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools.	(a) What underlying realities do small rural schools face, which depict the diverse situations in which these schools survive?	<p>Document Analysis</p> <ul style="list-style-type: none"> ○ Trimester Reports Pg., 1, 5, 6, 7 ○ KW Bank school balance by January 2021 MoEAC Page 4 (No. 34 and 39) ○ 15th Schools Day Statistics Pg. 3 14 ○ Annual Education Census C3, 14, B1. 2 ○ School Self Evaluation (SSE) ○ Budget Circular FY2020/21, Page 2 ○ NSFP Policy (2016) Communication (letter) from the (2018) to schools, MoEAC Strategic Plan 2017 -2022 , Pg. 17 ○ NSFP Policy (2016, Pg. 26. Validated by KT3F and KT4M. <p>Teachers Interviews</p> <ul style="list-style-type: none"> ○ OT1FSSI (Q22), OT5MSSI (Q21,Q33) KT3FSSI (Q17,Q18), KT4MSSI (Q15)
	(b) What policy issues need to be addressed to sustain and improve one-man schools in rural schools of Namibia?	<p>Document Analysis</p> <ul style="list-style-type: none"> ○ Policy Option for marginalised children (2000) Part IV Page 26-29. ○ Trimester Report Pg. 1, 5, 6, 7 ○ Annual education Census C. 3 (14) & B 1. 2 ○ Education Grand Allocation by MoEAC. ○ 15th School Day Statistics Pg. 3 (14), ○ National Standards and Performance indicators for schools in Namibia (2017). ○ Monitoring and Evaluation of Multi-grade Teaching in Namibia Schools NIED (2011) Page 84-89. ○ Diwan, R. (2015). Small schools in rural India: ‘Exclusion’ and ‘inequity’ in hierarchical school system (Page 196-199) ○ Little, A. W. (2008). Size Matters For EFA. (Page 19, 35-39)

Table 4.2 Shows data sources used to develop themes and answer research questions

4.7 **Validity, trustworthiness and reliability**

Validity in qualitative research considers the fact that natural settings are a main source of data, and that data is socially positioned and embedded (Geertz, 1973). Another important principle I used to determine the validity is that my data was analysed inductively, rather than using prior categories. In Chapters Five and Six, I present my data in a manner that gives the respondents a voice. There, I ensure that my participants' perspectives are equally as valid as mine; to uncover more perspectives in the impact of inclusive education policies and administrative circulars on staffing norms and on the closure of one-man schools. To ensure validity, I was cautious not to interpret and select data to fit my preconceived perceptions of the phenomenon (Glaser, 1992). I made sure that the data selected is representative of the sample and addressed content, construct and concurrent validity (Cohen et al., 2018). I have also considered suggestions on validity and reliability in interviews as discussed by Cohen et al. (2018). These authors cautioned researchers to guard against being biased, because any form of bias can render the research findings invalid. Therefore, I took caution not to exaggerate or devalue the true worth of the point.

I strived to compare the responses from the interviews with data generated from document analysis that has shown to be valid. This triangulation of information ensured convergent validity of data. If my interview findings agree with my document analysis, it is likely that the interviews were credible and can be compared with the validity-verified findings from the document analysis. I further carried out respondent authentication, to improve the correctness, trustworthiness, validity, and transferability of my research. This was done through narrative accuracy checks to establish how my findings reflect the teachers' views (Rubin & Babbie, 2008). The interpretive validity allowed me to ascertain that I understood the teachers' points of views, thoughts and intentions accurately, while the descriptive validity ensured that there is factual accuracy and objectivity regarding information gathered and how I report it in my research. Finally, I improved accuracy through theoretical validity and evaluative validity to check their applicability beyond the small schools sampled. I have done my best to build rapport with my research participants, so that they can be truthful with their answers. I have regularly tried to condense the information received, and when things were not clear, I consulted participants to strengthen the accuracy of the information captured.

4.8 **Triangulation**

The document analysis was used in combination with interviews of teachers, for triangulation purposes. Triangulation is when a researcher uses various forms of means or data sources in qualitative research to advance a comprehensive awareness of a phenomenon (Patton, 1999). Triangulating information from document analysis with teacher interviews enhanced the validity and depth of my research findings. Triangulation allowed me to validate my findings by comparing information from documents with insights gained from teacher interviews. This helped me verify the accuracy and reliability of my findings. The consistency between these two different data sources strengthens the credibility of my research. Triangulation allowed me to view the research topic from multiple angles. The discrepancies between document content and teacher accounts can highlight gaps between policy and practice, revealing areas for potential improvement or further investigation. By combining different data sources helped me to draw a meaningful conclusions and implications for the provision of inclusive quality education at one-man-schools and this gave a well-rounded and robust research approach.

4.9 **Positionality**

Misawa (2010) describes positionality as the changes in social positions and authority that shape personalities and contact in society. He argues that “all parts of our identities are shaped by socially constructed positions and memberships to which we belong” (Misawa, 2010, p. 26). When I started this research, I was a Director of Education responsible for personnel provisioning and utilisation as provided for in administrative circulars. I feared that because I have experienced first-hand the challenges of implementing policies and administrative circulars in a one-size-fits-all manner, I might have a biased view concerning how I perceived these challenges. I took note of Cohen et al. (2018), who affirm that a qualitative inquiry is not a neutral activity, and that a researcher does not start research with a clean sheet: they have their own values, biases and world views. Being passionate about the rights of children to education, I was attentive to self-reflexivity and my positionality, therefore disclosing aspects of my knowledge, values and beliefs to help me along the research journey.

I was also aware of power dynamics that may be present in my research process; I therefore saw it as my ethical duty to look out for issues of power-play consciously and attentively throughout my research process. Therefore, I ensured that the process of data collection and interpretation was

respectful of the interviewed participants' views, and free from power issues. I tried to the best of my ability to let them know that I was a learner who sought to learn from their experience. According to Herod (1999), personal experience refutes the dichotomy of basic insider-outsider positionality, because the researcher can deliberately manipulate the research findings as a result of their position. I was therefore cautious not to use my position to set forth preconceived ideas of analysis regarding my research context. As a novice researcher, I responded by embracing my positionality that changed when I moved from a position I held when I started this research.

4.10 Ethical consideration

This research study followed three ethical principles as classified by Durrheim & Wassenaar (2002), which are autonomy, non-maleficence and beneficence. This was done in line with Rhodes University's ethical clearance procedures. I have therefore received ethical clearance from the ethics committee at Rhodes University (see Appendix A). I have also obtained permission from the Ministry of Education, Arts and Culture as well as from the Directorate Education, Arts and Culture for Oshana and Kavango West Region (See Appendix B). I have also obtained an informed consent from teachers who participated in the study and explained what was expected of them to allow informed consent as noted in Appendix H. I have clearly explained the purpose, procedures, and potential risks of the research, and assured the participants that they have the option to participate or withdraw without consequences. I adhered to the principles of non-maleficence: "do no harm" (EIESL, 2011). I have also ensured that my research participants did not experience either physical or emotional harm, or any harm socially. I have promised participants confidentiality and anonymity and I have safeguarded participants' privacy by ensuring that their identities and personal information remain confidential. I have also used pseudonyms or codes to protect their anonymity in reporting.

I have also explained to the participants that the research has a potential benefit for the one-man-schools and marginalised communities. I strived to provide participants with insights that can lead to positive change or improvement. The participants were also made aware that, upon completion, I will share the research findings with the Ministry of Education, Arts and Culture to effect possible change. Since there was only one teacher at each research site, it is important to not to reveal the name of the schools to protect the identity of the teacher-participants who provided me with information. Finally, I ought to achieve the beneficence principle as the study could be beneficial

to policy makers, as well to the school communities at the receiving end of the changes that will come with future policy development.

I was conscious of possible power dynamics between myself and participants and I therefore treated all teacher participants respectfully and with sensitivity by acknowledging their unique experiences and perspectives. I was conscious of respecting the cultural, linguistic, and social contexts of marginalized communities and I made efforts to avoid reinforcing stereotypes or exploiting vulnerabilities. I endeavoured to address any potential biases in my research design, data collection, and analysis that could perpetuate inequalities or disadvantage marginalized groups. Finally I have provided a clear and honest account of my research methods, findings, and limitations. By following these ethical considerations, I was able to conduct responsible and respectful research that contributes to a better understanding of one-man-schools and supports positive change within these communities.

4.11 Chapter conclusion

This chapter has presented my research methodology used to achieve the research goals. This research used a qualitative approach by means of the interpretive paradigm, to answer the research questions. The chapter also expounded on the research design and the motivation to use a case study. I have used interviews and document analysis to gather my data. To follow is a comparative discussion, showing the mismatch between policy, practice, and implementation, based on the methodology I used, explaining how I arrive at these themes and how they relate to theory. Chapter Five focuses on teachers' experiences of educational policies and practices at one-man schools in Kavango West and Oshana regions and Chapter Six covers the policy implications of children's right to education. As I proceed, the next three chapters present the findings.

CHAPTER 5: EDUCATIONAL POLICIES AND PRACTICES AT ONE-MAN SCHOOLS IN KAVANGO WEST AND OSHANA REGIONS

5.1 Introduction

In this chapter, I present and analyse data simultaneously through themes from documents and interviews. This chapter addresses the first and third goals of the study, which was to assess how Formal Education Circular 13 of 2001 on staffing norms and Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive quality education at these schools; and to examine how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools. Here, I carry out a comparative discussion to show the mismatch between policy, practice, and implementation. By doing this, I answer question b) and c) of the study which seek to understand the adverse consequences of closing one-man schools and the underlying realities do small rural schools face, which depict the diverse situations in which these schools survive. In this regard, I demonstrate how the mismatch between policy and practice has impacted both teachers and learners regarding the provision of accessible, equitable and inclusive quality education to learners schooling at one-man schools. CDA helps me weave the findings from documents and interviews together. Thus, I closely examine various elements of the documents, such as words, sentences, paragraphs, and overall structure. As a result of analysis, two main themes were developed from the data collected from teachers' interviews and documents analysis and the findings are presented under two different chapters. Chapter Five focuses on the findings concerning policy and practice, with special reference to teachers' experiences. Chapter Six deals with the policy implications on children's right to education.

For both chapters, I draw on data the data I collected d through document analysis and triangulate those with interviews with teachers. Here, I looked for patterns or similarities that align with my theory through inductive reasoning, wherein I used an extensive collection of information to develop my arguments and interpretation. The following section introduces the various documents that I analysed.

5.2 Policy provision and proposition

I have classified the documents selected for analysis into five categories: Legal documents, policy documents, administrative circulars, school-based statistical records and other official written forms of communication. The analysis looked at key attributes, including: document type; date published; authors; the historical context of the document; what the document meant to people during that time; why it exists; what motivated the author to produce it; and finally, my point of view of the source concerning credibility and reliability.

Article 20 (1) of the Namibian Constitution provides that all people have a right to education. Thirty-three years after independence, there are still many children, especially in the rural areas and those with disabilities, who find it difficult to attend school (UNESCO). Ten years after independence, the national policy options for educationally marginalised children were developed (MoEAC, 2000). This policy was aimed at achieving fair access to education, especially for educationally marginalised children. The targeted group includes, among others, children in remote rural areas, children in extreme poverty, children of farm workers, street children, children with physical and mental impairments and over-aged children, to mention but a few. The Education Sector Policy for Orphans and Vulnerable Children was again developed in 2008, to pave the way to an inclusive education approach specifically for orphaned and vulnerable children. The Education Sector Policy on Inclusive Education (MoE, 2013) only emerged 23 years after independence. What set this policy apart from the first three inclusive policies is the fact that it embraced a broad conceptualisation of inclusive education, and sought to create a conducive learning space that accommodates all children, irrespective of their capabilities, and to increase access to and delivery of quality education, especially for educationally marginalised learners (UNESCO, 2022).

Namibia dedicates a substantial portion of its budget towards the education of children, with about 20.7% (14.1 billion) of total budget spend on education (UNICEF, 2022). However, despite this massive investment, the funds allocated are still not sufficient to service the needs of education. Statistical analysis by NPC (2018) revealed that, on average, 95 percent of the total budget for education was spent on salaries, pensions, other conditions of services and social security between 2000/01 and 2016/17. There are traits in the education sector that need urgent attention, involving wasteful school management, quality teaching gaps, absence of research to drive informed change, and lack of innovation to enhance learning. There is no accountability for poor outcomes and there

is a lack of parental involvement (NPC, 2018 pg. 20). The MoEAC is therefore compelled to put forward administrative measures to reduce wage bills and enhance efficiency. The Formal Education Circular 8 of 2002 on the establishment of schools and extension of the curriculum, Formal Education Circular 13 and 25 of 2001 on staffing norms, and Formal Education Circular 5 of 2017 on the closure of uneconomic schools are some of the measures put in place for implementation by regional directorates and schools. I believe that these circulars generate gaps or constraints that intensify the barriers to learning for educationally marginalised children schooling at one-man schools.

The data generated from these circulars brought forth the need to review teachers' rationalisation and its implications for pedagogy and monitoring of teaching and learning at one-man schools. School statistics corroborated information from teacher interviews, minutes of meetings, reports, newspaper articles, and guidelines addressed to the regions, circuits, clusters and schools for implementation. The data generated from this category gave me fresh perspectives on the admission pyramid and disparities in the enrolment by grades. I examine these for inferences for planning, management, provision and facilities, aimed at improving quality in small schools.

Type of Document (Year Produced)	Who Produced it	Historical context: what it means to people.
<p>Legal Document:</p> <ul style="list-style-type: none"> ○ Paper, Constitution of the Republic of Namibia (1989). ○ Education Act 16/2001, Paper, a Law enacted by the Parliament (2001). 	<p>It was drafted by a committee and accepted unanimously by every member of the Constituent Assembly.</p> <p>The Minister of Education Arts and Culture. Signed by the President on 11 December 2001.</p>	<p>The Constitution is the product of a struggle for democracy and human rights. It protects the rights of people.</p> <p>Before independence, the education system was planned to support the apartheid system. This act brought the desired influence on the quality of education offered to learners.</p>
<p>Policy Documents:</p> <ul style="list-style-type: none"> ○ National Policy Options for Educationally Marginalised Children (2000). 	<p>The Ministry of Basic Education, Sports and Culture.</p>	<p>Ten years after independence, the government recognised that special efforts were needed to allow universal access to education as outlined in the Constitution. Thus, inclusive education policies protect</p>

<ul style="list-style-type: none"> ○ Sector Policy on Inclusive Education (2013). 	The Minister of Education Arts and Culture	the right to education for all children.
<p>Administrative Circulars:</p> <ul style="list-style-type: none"> ○ Formal Education Circular 13 of 2001 (2001). ○ Formal Education Circular 25 of 2001 (2001). ○ Formal Education Circular 8 of 2002 (2002). ○ Formal Education Circular 5/2017: Closure of one-man schools (2017). 	<p>Paper issued by the Ministry of Education for implementation by schools.</p> <p>Formulated by a staff member and signed by the Prime Minister.</p> <p>Formulated by a staff member at the MoEAC and signed by Permanent Secretary, MoEAC.</p> <p>Formulated by a staff member at the MoEAC and signed by Executive Director, MoEAC.</p>	<p>The degree of inequity in the distribution of teachers needed to be addressed. The ministry needed to develop post-provisioning norms that regulate staffing across the board and set standards for establishing schools.</p> <p>85% of the Ministry of Education budget goes to staff expenditure, with only 15% remaining for the operating budget. The ministry was seeking ways to minimise expenses, which is why they wrote this circular to minimise the spending on staff remunerations by closing all uneconomic schools.</p>
<p>School Statistics and Reports: (2016-2019)</p> <ul style="list-style-type: none"> ○ School Self Evaluation ○ Annual Education Census ○ Trimester return ○ Attendance Register 	These are statistical reports are compiled by individual schools and sent to the Regional and Head Office for planning purposes.	Mandatory collection of statistics by schools for planning purposes
<p>Other Documents: (1990-2019)</p> <ul style="list-style-type: none"> ○ Minutes of Meetings ○ Conference presentations ○ Newspaper articles ○ Official Correspondences 	Several authors	Records of activities on education. Media sources such as newspaper articles. Written in response to these documents to give people's perception of policies. This corroborates teachers' perceptions.

Table 5.1: Information on the analysed documents.

CDA, in this case, provides a method of analysis that points out that language modification is purposeful. It also offers a system to give meaning to discourses about social, dominance and political ideals. The validity of CDA as a means of 'uncovering' ideologies could therefore be considered an effective method in exposing unspoken and illusory ideas, thereby advancing a deeper analysis without any dodging of social and political facets (Al-Rawi, 2017). In this case, CDA

helped me reveal the document’s hidden prejudices and rhetoric in a methodical, organised way, illuminating their possible concealed agendas and whether they replicate either a dominant, marginal, oppositional or alternative discourse.

I integrated findings from earlier documents and semi-structured interviews with teachers in the analysis. I gave teachers codes that I used in this thesis. The codes used are shown in the table below, whereby OT1, OT2, OT5 represent teachers from Oshana Region while KT3 and KT4 represent participant teachers from Kavango West Region. The first letter represents a region where the school sampled falls under e.g., “O” for Oshana and “K” for Kavango. The gender of each participant F and M at the end of code example OT1F represents F (female) and M (male). SSI is the code for the semi-structured interviews. Participants are coded as Oshana Teacher 1 female, semi-structured interviews (OT1FSSI), Oshana Teacher 2, female, semi-structured interviews (OT2FSSI), Oshana Teacher 5 Male, semi structured interviews (OT5MSSI), Kavango Teacher 3, male, semi-structured interviews (KT3MSSI) and Kavango Teacher 4, female, semi-structure interviews (KT4FSSI). This allowed for easy presentation, interpretation and discussion of the data acquired from the SSIs.

Biographical information	Category	Teachers’ codes
Gender	Three Female	OT1, OT2, KT4
	Three Male	OT5, KT3
Teaching experience	33, 34 years	OT1F, OT5M
	30	OT2F
	7 years	KT3F
	2 year	KT4M
Qualification	Grade 12 + 3 or 4 years teacher Diploma	OT1F, OT2F, OT5M, KT3F
	Post Graduate Teacher Diploma	KT4M
Age	56 to 60 years old	OT1F, OT2F, OT5M
	28-29	KT3F, KT4M

Table 5.2: Biographical information of teachers

5.3 Development of themes and sub-themes

My role as researcher in a thematic analysis of CDA is to pinpoint a restricted number of themes that sufficiently mirror their textual data (Howitt and Cramer, 2010). Therefore, I developed themes from a group of interconnected categories that convey the same meanings that emerged out of the inductive analytic process, which grants identity to the qualitative paradigm. I looked at the text to

see whether several recurring themes from policies and administrative circulars were consistent or inattentive to what is advocated for by the Constitution. Data familiarisation was, therefore, key to my thematic analysis.

Only after a thorough familiarisation did I code my data. I therefore organised and categorised my data into crucial concepts and identification of the unit of analysis, by coding it to establish the relationship between the data from document analysis and teachers' interviews. In this respect, CDA is suitable to explore the affiliations between the school, the community role, teaching, as well as learning and curriculum. It also explores beliefs and power and how they influence effective teaching and learning (Bukhari, 2021).

Under the first theme, Provisions to close one-man schools in Namibia, four sub-themes emerged, namely reasons for closing small schools, Implication for closing small schools, Special government effort to promote access to education at one-man-schools and Parental involvement in One-Man Schools Programs. Under the second theme, Provision to supervise one-man schools on satellite basis I developed two sub-themes emerged; management and administration of one-man schools, budgetary provision toward satellite supervision and teacher's personal experiences with administration and management of one-man schools. The final theme that emerged in this chapter is the post provisioning norms at one-man-schools. Here, I identified three subthemes: criteria used to allocate staff to one-man schools, multigrade teaching as a results of post provisioning norms, Learners' progress to senior primary and eventually secondary education and lastly earners' attrition and repetition. Chapter six will cover the last two themes that emerged which are: how size influence the allocation of resources to one-man school and challenges phased by teachers teaching at one man schools.

This links well with my theory, because critical theorists endeavour to reveal the powers that stop a person and groups from influencing the decisions that significantly affect their lives (Steinberg & Kincheloe, 2010 p. 143). According to Dell'Angelo, Seaton & Smith (2012), Critical Theory highlights how recent educational practices do not consider the negative impact that these decisions have on both teaching and learning. Under this section, I have sought to reveal the unequal distribution of resources to correct the unfair allocation of resources amongst schools; and how the Namibian educational system can reduce learning barriers in a one-man school setting.

5.4 Provisions to close one-man schools in Namibia

All CDA efforts toward the emancipation of people from any form of dominance seek a more equitable and just society that guarantees children their constitutional rights (Liasidou, 2008). In this respect, I have discovered that the Public Service Act, Section 11 (b) and (ii) give Permanent Secretaries (now referred to as Executive Directors) a mandate to carry out efficient management and administration of his or her office, ministry, or agency. The MoEAC issued a Formal Education Circular 5 of 2017 that advocates the closure of all smaller schools with fewer than 35 learners and prevents the appointment of a principal at any school with fewer than 100 learners. All four schools sampled for this research are up for possible closure. I argue that the closure of this school undermines Namibia's Constitution and the children's right to education. The move is also in conflict with the policy options for marginalised children, which demand flexibility in implementing policies to accommodate educationally marginalised children. The move negatively impacts learners who now travel a long distance to schools; those who secured hostel spaces continue to miss crucial parental involvement in their early-stage development. In this regard, the strength of Critical Theory in fighting educational and social injustices that are evident in the school curriculum and educational policy and practice can therefore not be over-emphasised (Ndimande, 2010). It is therefore vital to assist small schools to attain their goal of social justice in education.

5.4.1 Reasons for closing small schools

According to Formal Education Circular 5 of 2017, the ministry was spending 85% of the budget allocation on remuneration and staff expenditures, and as result only 15% of the total allocated budget goes to the operational and development budget (MoEAC, 2017). Closing these schools was identified as one area where the MoEAC can reduce the spending on remunerations. The circular also suggested that the learners at one-man schools can be transferred to nearby schools with hostels with the consent of parents. Data from 15th School Day Statistics shows that the three hostels had a combined carrying capacity of 262, but in 2020 the hostels were accommodating 369 learners. This means that the hostels are overcrowded by 29 percent. The data confirms that there are no sufficient primary hostels in the region to absorb all learners currently schooling at small schools up for closure. Kavango West Region has the highest number of uneconomical schools in Namibia, but at the time of the study, the region had only three hostels that cater for primary learners.

5.4.2 Implications for closing small schools

Closing small schools might disproportionately affect marginalized or vulnerable populations who rely on the localized support provided by these schools. These schools serve as hubs for rural communities, fostering a sense of belonging and identity and closing them can weaken community ties. The closure will also aggravate the limited access to education whereby learners may have to travel longer distances to reach larger schools, leading to increased commute times and exhaustion due to potential absence of a reliable transportation to school. It is worth noting that these small schools contribute to local socio economic development that is why closing schools may force families to make tough decisions, such as relocating to areas where their children can access education. The closure may also compel young families leaving behind elders in isolation. Therefore, it is my view that closing one-man schools without practical alternatives for the learners will mean the end of schooling for these learners, because not all parents have the means to find schools for their children far away from home. In order to improve education practices in Namibia, it is necessary for critical theorists to problematise the manifestations of these administrative circulars, because societies embody considerable power imbalances between groups and individuals. It is these gross asymmetries of power by decision makers that advance the interests of some people over others, thereby minimising the worth of some persons and groups (Linklater, 2007). In this particular case, it is the worth of educationally marginalised children and their community which is minimised.

Evidence from the analysis shows that the Constitution, the Education Act 16 of 2021, the National Policy Options for Marginalised Children and the Sector Policy on Inclusive Education include statements that affirm and confirm the commitment of the Namibian government to protect the rights of all children to an equitable, accessible, inclusive quality education irrespective of their social, economic, religious or cultural standing in the society. However, I found that the provisions in the administrative circulars, Circular 5 of 2017 on the closure of schools, generate conditions of inequity and social exclusion. The interviews with teachers and my visit to these schools reveals that there are still many children who are unable to access education as a result of various forms of barriers that still exist in the Namibian education system. I have done a micro and macro analysis of the texts in order to uncover the information, and I made an interpretative analysis of how policy affects children's access to equal education. For starters, the exclusion of children based on their assumed differences and learning needs is still deeply hidden and under-studied in the education

system and society (Liasidou, 2008). Even in the title of the “National Policy Options for Educationally Marginalised Children”, by referring solely to the “education of educationally marginalised children”, one can argue that this conveys discriminatory attributes that evasively, albeit distressingly, affirm that these children are indeed different from other children in their school. As Janks (1997) asserts, even the smallest and seemingly insignificant spoken words convey the overpowering and suppressing effects of discourse.

At Kavango schools there are confirmed cases of learners who completed Grade 3 and were pushed out of school because the distance to the nearest school that offers Grade 4 is too far for Junior Primary learners to travel on foot every day. It is worth noting that I have intentionally used the term ‘pushed out’ in this context, because the term ‘drop out’ strengthens the blame that it is either a child’s own fault or their parents’ that he or she has dropped out of school, when in fact it is the system that has failed these children. As a result, learners are left with few possible options, and may have to repeat the grade already completed in order to keep them in school. However, they usually get bored and eventually drop out; or endure travelling the long distance throughout the year. Those that cannot endure the long-distance walk to school usually end up staying at home, because waking up early for school to travel for such long distances has become unbearable. When learners drop out of school because of these systemic barriers, it keeps them in the cycle of generational poverty and stuck in the same learning phase, thus delaying their progression.

There is no system in place that tracks and ensures that these children have secured a space in Grade 4 after they complete Grade 3. If any of these children cannot secure a space in Grade 4 at another school, these children fall through the systemic cracks undetected, because the system will not be able to pick it up. The statistics collected by the schools on a trimester basis are not reconciled to detect learners who might have completed the last grade at a specific school and could not secure a space in the next grade. The current school assumes that children who completed the last grade have secured a space at a school that offers the next grade. Children who find themselves in this situation are excluded from education and this violates the constitutional right of these children to an inclusive education. The obligation is therefore placed on the parents to ensure that they find a school and accommodation for their children in distant places, if there is no school nearby that offers the next grade. The latter creates a gap in the monitoring of school attendance, which if it continues to go unaddressed, will keep learners disadvantaged.

An interview with KT3F revealed that children who completed the last grade at the school where the distance to the next feeder school is too far are taken to live either with relatives or acquaintances with houses near the schools. Some learners at Oshana JP were fortunate to have secured a space at a community hostel, located 24 kilometres away; provided that their parents/guardians had the means to pay for transport for their child to and back from the hostel, as well as the prescribed hostel fees. It came to light that the parents of learners who cannot afford to pay have an option of applying for an exemption, but not all parents are aware of this or able to apply. The exclusion is further aggravated by the fact that there is no special policy on uneconomical schools to date. Evidently, one-man schools sampled here are indeed facing exclusion and inequity in the hierarchical school structure and most have been neglected as a result of size and economies of scale. Thus, the perpetuation of injustices due to inconsiderate human decisions is unethical and morally wrong and must be condemned and changed (Steinberg & Kincheloe, 2010). Thus, I identify the lack of school transition monitoring as morally unacceptable systemic behaviour that needs to change.

5.4.3 Government efforts to promote access to education at small rural schools

Furthermore, my interviews with teachers indicated how the provision of feeding programs has a great bearing on the enrolment at small schools. I discovered that, very often, the school feeding maize-blends are delivered to schools very late and as a result, marginalised learners, and San learners in particular, will not come to the school until there is news in the community that the maize-blend has arrived:

The delay could mean that children who rely on a meal at school may have to go hungry until August, as the process to get food to schools takes at least 21 days from the day of order. (Ashipala, 2021, p. 1)

The MoEAC is aware that educationally marginalised children depend on meals provided at schools for them to attend school, therefore, there should be no administrative mistakes to cause delayed deliveries of food to schools, if it helps uphold the constitutional right of these children to education. The above-stated case is not an isolated incident, but a regular case of neglect by the MoEAC. Here, I assert that when those in charge of decisions fail to carry out their duties, it is usually the vulnerable members of society who suffer. Therefore, the MoEAC could benefit from using the information gathered here to reflect on their actions to improve the feeding schemes, to ensure that school

learners do not learn on a hungry stomach, which is a major barrier to learning (Habermas, 1971; Freire, 1972; Hanks, 2002).

5.5 Provision to supervise one-man schools on satellite basis.

To bring education closer to the people, the Ministry of Education provided for the establishment of small schools in sparsely populated areas. Formal Education Circular 8 of 2002 allows communities to initiate the process of the establishment of smaller schools to be managed on a “satellite basis” (MoEAC, 2002).¹ The circular states that: “Small schools with an enrolment not reaching a normal size and thereby not complying with the ministry’s staffing norms or of a temporary nature, should be established as a ‘satellite school’” (MoEAC, 2002, pg. 4). On the same subject, Formal Education Circular 5 of 2017 states that “Regional Directors should not fill the current vacancies of principals at schools with less than 100 learners. This includes vacancies that were already advertised and interviewed” (MoEAC, 2017, p. 5.) The research shows that the latter provision has implications for teaching and learning. Here, the only teacher at the one-man school is expected to perform managerial and administrative duties of the school as required by Key Area 5 of the National Standards and Key Performance Indicators for Schools in Namibia. I argue that the above provision creates disparities in the delivery of equitable, quality education to educationally marginalised children. The situation will worsen unless an equity standard offers children a fair chance at the intended learning outcomes.

5.5.1 Directive not to appoint principals at small schools

The principal has a major role to play in the management, administration and leadership of the school. The findings show that Oshana2JP had a principal post on its establishment (OT5MSSI), which is now retired. The principal position came as a result of high enrolment at some point, which declined over the years. In 2015, the school was downgraded from a Grade 1-7 school, now only offering Grade 1-4. Formal Education Circular 5/2017 provides that if a principal’s post becomes vacant at a school with fewer than 100 learners enrolled, then the school cannot fill the position

¹ Form Ed. Circular 8/2002 defines “satellite school” as a school which is located on a separate premises and has its own staff, but is supervised by the principal of another school.

The research found that the distance between one-man schools sampled and the nearest host school ranges between 10 and 20 kilometres (DEAC: Kavango West, 2017). Since some one-man schools do not have cellphone network coverage, internet or landline telephone, the only communication to the school would be through mail correspondence or by physically visiting the school.

Additionally, there are no postal offices in the locality of the schools. In those cases, there is a system adopted whereby a circuit mailbox (pigeon-hole cabinet) stationed at the regional office replaces regular postal mail. Communication from the Ministry and from internal structures are placed in these mailboxes. The circuit officials take responsibility for visiting a regional office at least once weekly, to collect the mail and place it in the school's mailboxes stationed at the circuit office. The head of each school picks up their mail from the circuit office at least once a month or more often, depending on the distance from a school to the circuit office. The study found that one-man schools sampled visit the circuit office once a month due to distance. The latter impacts the quality of supervisory support rendered to a one-man school by the host school principal and other support structures. In this context, Habermas (1975) asserts that policymakers emphasise the effective and efficient implementation of educational reviews and reforms, while teachers who implement these curriculum changes focus on the meaning that they get from implementing the education changes or reforms.

Three of the four teachers interviewed were visited at least once by either their respective inspectors of education, the cluster center principal, or an advisory teacher from the regional office. These visits were more like inspection visits than supportive ones. My visit to both Kavango and Oshana schools confirmed that the four schools in the deep rural inland have no proper road infrastructures. I found that the roads to Kavango schools are incredibly sandy and bushy, requiring a four-wheel-drive off-road vehicle. The roads of Oshana schools are much better during the dry season, compared to the other two Kavango schools sampled. A drive from Kavango1JP school to the nearest school, 20 kilometres away, took longer than an hour due to a bad sandy and bushy road that only allows a safe drive at a very low speed. A safe drive of approximately 30 kilometres per hour from the nearest town to Oshana1JP took me about three hours to reach the school. Not all school principals own suitable cars (4x4s) that they could use to visit the satellite school, to monitor and supervise the work of the teacher/s regularly. Drawing from my experience of driving to Kavango schools, I understand why principals might be reluctant to expose their vehicles to such

harsh road conditions. There are no incentives or additional allowances granted to the principal concerned. The study revealed how one-man schools cannot fund the transport costs incurred during regular satellite school visits. Oshana schools become too inaccessible during the rainy season to allow road travel to school. As highlighted in Chapter Three, Estivill (2003) affirms the processes that increase exclusion and the structures in which they are functional. He explains that social exclusion represents a buildup of confluent processes, with sequential disagreements emanating from the centres of economy, politics and society. These disagreements alienate persons, groups, communities and regions that are perceived as inferior in relation to centres of control, wealth and prevalent values (Estivill, 2003).

5.5.2 Budgetary provision toward the supervision of satellite schools

At the moment, the MoEAC does not make budgetary provisions for this exercise; the host schools do not have the financial capacity to cover transport expenses incurred during regular visits to a satellite school (Shikalepo, 2018). As a former director of education for five years I can also affirm the above findings. The information was also validated through the 2019/2020 budget allocation for the Directorate Education Kavango West. Thus, I posit that even if the host school could have sufficient funds to do so, it is unlikely that the school board members of the host school will allow their principal to spend their school's scarce financial resources on the administration and management of another school. I fully agree with Muntanga & Kapoka (2001), who found that establishing satellite schools was a well-considered idea set up to meet the agendas of Sustainable Development Goals. However, these schools have no adequate resources to strengthen their mandate. I argue that this harms the provision of inclusive quality education offered at one-man schools. The absence of required resources leads to the stagnant growth of many satellite schools and their feeder schools: "The current situations of these schools are pathetic, pitiable, pitiful, and doleful; hence, the government should galvanise an action to assist these schools" (Muntanga & Kapok, 2001, p. 13). My data agrees with the above observation. Here, I use Critical Resource Theory to identify, diagnose and address why these inequities in school funding further disadvantage one-man schools. The Critical Resource Theory framework enables researchers to act intentionally to question, identify, quantify, analyse, communicate and advocate for adequate and equitable resources for low-income public schools in an informed manner (Kaplan & Owings, 2022).

5.5.3 Teacher's personal experiences with regard to the administration and management of one-man school.

As KT4FSSI said, "I compile all the reports that are needed at the office. I set parent meetings and school board meetings. I also attend principals' meetings every term or whenever I am required to do so." She added, "With this practice, I can say it's good for me. It teaches me discipline and responsibility. I'm sure I can use this experience in the future should I want to take up management positions." Both teachers felt the experience gained from this practice was valuable for their future career development. Teachers shared how one teacher is visited by the host principal at least once per term. The commitment from the principal is notable; however, a visit of three days out of an average of 200 school days per year as per the 2019 School calendar is still a significant difference from the supervisory support required. Both teacher participants indicated that a teacher's salary is too low for them to take on the responsibility of running the management and administration of the school free of charge.

In this case, Critical Theory refers to an ethical concept intended to decrease people's suffering by conscious human choices and ethically unacceptable conducts that must be reflected upon, interpreted and changed (Steinberg & Kincheloe, 2010). Modern Critical Theory contends that those who perceive themselves as supposedly democratic societies are not as democratic as society is made to believe. Democratic nations are ruled by the forces of power working in a general climate of deception (Steinberg & Kincheloe, 2010). Therefore, I argue for the development of a policy that prevents the appointment of principals at one-man schools without availing the necessary resources to support the satellite supervision of schools. The lack of clear provision leaves teachers at small schools exposed to abuse, when they perform managerial and administrative work without pay.

According to OT5MSSI, parents are also adding to the challenges. He said parents do not understand the principal's role in attending meetings:

Parents don't know what a meeting is, they are always complaining that the principal is not teaching our children; he is just roaming around. Education is not well understood in our community. They don't understand the job description of the teacher integrated with that of the principal.

I support the parents' view because children cannot be without a teacher, which indicates that these parents truly care about the education of their children. Sanders & Sheldon (2009) also affirms that strong schools have a good relationship with their important stakeholders. All learners are highly

likely to succeed academically when they have parental support (Henderson & Berla, 1994; Sanders & Sheldon, 2009).

5.6 Implementation of post provision norms at one-man-schools

Namibia has changed norms for determining staffing quotas at schools. The MoEAC issued 11 circulars and directives on staffing norms between 2001 and 2012. The last circular issued by the MoEAC for implementation was the Formal Education Circular 13 of 2001. A week after the MoEAC issued the latter circular, the Office of the Prime Minister (OPM) also issued a Public Service Management (PSM) Circular 25 of 2001 for implementation on the same subject. The analysis found that the ministry no longer uses the term ‘staffing norms’; the approved terminology that is used in the Public Service is ‘post provisioning’. According to the MoEAC (2022), the Public Service Management Circular No. 25 of 2001 on the delegations and post provisioning norms for government schools and hostels, dated 24 July 2001, was approved by OPM, on the recommendation of the Public Service Committee (PSC) in terms of Section 5(3), read in conjunction with 5(2)(b) of the Public Service Act, 1995 (Act 13 of 1995). Therefore, the issuing of Formal Education Circular No. 13 of 2001 on staffing norms for schools, dated 17 July 2001, was a premature decision and not in compliance with the relevant policies.

The analysis also found that one of the findings of the ministerial audit committee on the post provisioning norms, that took place between July-September 2020, was that PSM Circular No. 25 of 2001 no longer addressed the needs of the schools and therefore it should be revised. The MoEAC has since appointed a task force committee in this regard. In this context, Systems Theory, as highlighted in Chapter Three, interrogates how a political system responds to demands arising from its environment. My findings therefore serve as evidence of the consequences of unstable systems that are influenced by factors such as changes in leadership. Secondly, the fact that post provision norms circulars were not revised for the past 22 years also reveals the Incremental Theory of public policy analysis and decision making; whereby incremental decisions are concerned with the limited changes or additions to existing policies (Anyebe, 2018). I therefore concur with Anyebe (2018), who observed that, in this approach, the policymakers review few policy substitutions and implement amendments in a sequence of small steps. This requires that the administrator comprehend multifaceted challenges in order to make new policies addressing them (Anyebe, 2018).

I found the circular issued by the MoEAC on staffing norms to be candid and reader-friendly, as it provides clearer guidelines than that of Public Service Management (PSM) Circular 25/ 2001, which was written in an advanced mathematical language that many administrators could not comprehend. Formal Education Circular 13 of 2001, on the other hand, provides clear guidelines on the Teacher-Learner Ratio for the primary phase in mainstream schools. It also clearly indicates which schools qualify for additional teachers as result of high enrolment; teaching load for management; as well as an allowable two percent above the norms for schools that offer specialised technical subjects. It is worth mentioning that one-man schools only qualify for one teacher in all these provisions.

5.6.1 Criteria used to allocate staff to one-man schools

Accordingly, the MoEAC provides for Teacher-Learner Ratio (TLR) norms of 1:25 for Pre-Primary Phase; 1: 35 for Primary Phase (Grade 1-7); 1:30 for Secondary Phase (Grade 1-12); and 1:15 for a special learning needs class. These are the ratios used to calculate the qualifying norms per school. The study further reports that three of the four sampled schools were allocated one teacher, even though they offer a curriculum of three grades. One school has two teachers and offers a curriculum of four grades. These schools are theoretically overstaffed, but in the actual sense, they need at least one more post above the norms to cope with the demand of the curriculum. If a school offers a curriculum of three grades, an additional post will allow the school to combine two grades in one classroom instead of three grades. The sampled schools use multi-grade teaching strategies, where at least more than one grade is combined into one class. The above findings therefore confirms that significant imbalances in the actual deployment still exist, especially at uneconomical schools.

Formal Education Circular 5/2017 also gives power to executive management to transfer teachers from overstaffed to understaffed schools (MoEAC, 2017). According to OT1FSSI, OT2FSSI and KT3FSSI they only see employment at small schools as a necessary temporary placement while seeking a transfer to desired duty stations. The three participants indicated that if the opportunity to transfer to schools near towns became available, they would transfer without hesitation. As Grissmer & Kirby (1993) confirm, teachers, like all other staff members, do not want to teach at schools without basic facilities. To conclude this section on the provision of resources, the findings confirm that there is poor provision of resources at small schools as a result of economies of scale.

On the appointment of support staff to schools, the MoEAC, through various programs, has played a major role in holding school managers and communities accountable for providing quality education in a safe environment. In fact, the National Standards and Performance Indicators for Schools in Namibia does not only require all schools to be kept tidy and clean, but requires schools to be provided with a cleaner and cleaning materials (MoEAC, 2007). In this regard, the review showed that Kavango schools were not allocated with the post of a cleaner. Formal Education 25 of 2001 provides that for a school to qualify for a post of cleaner, that school should have at least nine buildings, each with a door (MoEAC, 2001). Since small schools generally do not have permanent physical structures, they do not qualify for cleaner posts. As a result, parents sometimes volunteer to clean the schools. However, in most cases, the teacher and learners carry out the cleaning of the school. This provision is not consistently applied from one region to another. For example, one-man schools in Oshana Region have the positions of cleaners, even though they do not have sufficient buildings required to qualify for cleaner posts.

The table below gives an account to the provision of human resources at the small schools sampled.

Year	Qualifying Norms	Principal Post	# of Teachers	# of Cleaners	School Secretary	Staffing Status
2017	1	0	1	1	0	School norms are theoretically balanced but need one post above norm.
2018	1	0	1	1	0	
2019	1	0	1	1	0	

Table 5.3: (a) Staff complement at “Oshana1JP”

Year	Qualifying Norms	Principal Post	# of Teachers	# of Cleaners	School Secretary	Staffing Status
2017	1	1	1	1	0	School norms are theoretically balanced but need one post above norm.
2018	1	1	1	1	0	
2019	1	1	1	1	0	

Table 5.3 (b): Staff complement at “Oshana2JP”

Year	Qualifying Norms	Principal Post	# of Teachers	# of Cleaners	School Secretary	Staffing Status
2017	1	0	2	0	0	School theoretically overstaffed but need one post above norm.
2018	1	0	2	0	0	
2019	1	0	2	0	0	

Table 5.3 (c): Staff complement at “Kavango1JP”

Year	Qualifying Norms	Principal Post	# of Teachers	# of Cleaners	School Secretary	Staffing Status
2017	1	0	1	0	0	School norms are theoretically balanced but need one post above norm.
2018	1	0	1	0	0	
2019	1	0	1	0	0	

Table 5.3 (d): Staff complement at “Kavango2JP”

5.6.2 The use of multigrade teaching strategies as a results of post provisioning norms

Teacher participants in this study have experienced firsthand the practical implementation of Formal Education Circular 13/2001 on post provision norms of a ratio of one teacher to every 35 learners. Even though this circular provides additional criteria for schools to get more teachers, small schools with fewer than 35 learners do not qualify for an additional teacher under these criteria, as highlighted in Chapter One. What that means for one-man schools is that, even though these schools offer a curriculum of two to three grades, these schools only qualify to have one teacher. The study revealed that, because the number of teachers at the school is fewer than the grades offered, teachers use a multi-grade teaching strategy to combine two or three grades in one classroom. The MoEAC (2017) states:

Multi-grade teaching could be used only if the teacher is skilled and competent in this approach. Thus, even if only one teacher is placed at the school, someone else must supervise the teacher at such a school and thus such schools should rather become a satellite school of a nearby school which has a principal. This approach may only be entertained if the increasing number of learner (sic) at this very small school is anticipated and or projections due to the developmental activities in the village forecast this or population census indicate possible growth. (p. 4)

Both teachers acknowledged the difficulties of implementing multi-grade teaching strategies. As corroborated by Tables 5.7, both schools have one or two teachers, while the school offers a curriculum of three or four grades. The analysis found that Oshana1JP initially offered Grades 1-7, but the school was downgraded in 2015 to provide only Grades 1-4. The analysis also found that

when Namibia revised its curriculum, Grade 4 became part of the Senior Primary Phase. It means that Grade 4 changed from class teaching to subject teaching. In class teaching, all subjects are taught by one teacher, while subject teaching allows subjects in a specific grade to be taught by different teachers. As KT4FSSI put it, “My experience with this practice, it is not easy to combine three Grades in one class.... it requires hard work and discipline.” In this regard, Kivunja & Sims (2015) affirm that in-service training in multi-grade teaching will speed up the attainment of the MDG of Education for All (EFA) by 2015. They assert that the inability by the teacher to effectively execute multi-grade teaching will compel many children into poverty, unemployment, starvation, illiteracy and illness; especially for educationally marginalised children in deeply under- developed countries (Kivunja & Sims, 2015).

Formal Education Circular 5 of 2017 requires teachers to be skilled and competent in the multi-grade approach (MoEAC, 2017). However, the study revealed that three of the four participant teachers had never been trained to use multi-grade teaching strategies, and no support was offered in this regard. The issue is a major one, because the Ministry indirectly compels teachers at one-man schools to adopt multi-grade teaching. Yet, there is no deliberate effort from the education system to ensure that all teachers graduating are trained in implementing a multi-grade teaching strategy. This is corroborated by the research conducted by National Institute for Educational Development, which found that: “The teacher education institutions in Namibia had no provision for separate training for multi-grade teaching. Hence, the training of multi-grade teachers was considered during the revision of the Education Theory and Practice (ETP) course for Basic Education Teacher Diploma (BETD)” (NIED, 2011, p. 13). The same was also found by Beukes (2006); Haingura (2014) and Siririka (2018).

OT5MSSI revealed that he learned multi-grade teaching through trial and error, negatively impacting teaching and learning delivery. The research found that one teacher experienced the impact of multi-grade education for two different reasons: low enrolment at school and overcrowded classrooms, where teachers had large groups of learners in one classroom due to understaffing. High-quality teacher training or professional development is crucial for producing quality education in all schools in Namibia. It is, therefore, imperative to come up with performance intervention strategies to ensure that all teachers, including those with more years of experience, are capacitated with the proper knowledge and skills to improve the performance of their learners

(Guskey, 2013). The study also found that the absence of a conducive classroom hinders the effective use of the classroom to enhance learning outcomes, e.g. displaying learning materials on the walls, and the arrangement of furniture to allow group work. In this context, CRet, as a dimension of Critical Theory, presents constituent elements of social exclusion with special reference to the groups at risk of exclusion and the aspects from which people are excluded.

5.6.3 Learners' progress to senior primary and pseudo-survival to secondary education

The research found that percentage of repetition is high at sampled schools considering the low enrolment at these schools (MoEAC, 2019). A national level study also observed a similar trend, whereby rural regions have a high repetition rate. I posit that this could be attributed to the possibility that learners are taught in a multi-grade class that has children of different ages and abilities across the board in all subjects, and the potential that teachers are not well-trained to execute this teaching strategy for effective teaching and learning. The pedagogical approach aims to foster horizontal relationships in which the teacher is not the sole holder of knowledge; through reflection, the learners also bring important knowledge through their experience in various life contexts (Stromquist, 2014). OT5MSSI points out that the less gifted learners require additional attention from the teachers. This places a great deal of demand on the teacher's lesson planning, preparation and teaching time.

OT1FSSI revealed that learners who require additional attention from the teacher are requested to remain behind after the prescribed school hours, for compensatory and remedial teaching. This proved difficult for learners, because learners travel to and from the schools in groups, covering long distances of five to ten kilometres, and during this journey older learners are expected to watch over younger ones. This arrangement has implications on the learners remaining behind. I argue that the learners might find it difficult to concentrate during the remedial and compensatory lessons, because they worry about walking the long distances alone in a very harsh environment. Since school feeding meals are only served in the morning, the learners may be too hungry to participate in lessons after school hours. The choice for a learner to stay after school hours is placed on the teacher and the learner must just comply. The situation is not fair on either side because the teacher must bring the child on par with others, so they do not remain behind. The alienation and reification concepts are fundamental to Critical Theory, because they represent the psychological effects that the oppressed person suffers as a result of reification (Dell'Angelo et al., 2012, p. 6). In this context,

understanding how asking learners to stay behind after school is a form of alienation can help educators to become sensitive to the constant relationship between teaching and learning.

Lack of teaching and learning materials is also one of the contributing factors to the high repetition rate. In the absence of a system to track the academic progress of individual learners, the national statistics below followed a cohort of Grade 1 learners throughout their schooling to Grade 12; in an approach known as a pseudo-cohort (UNICEF, 2017). Pseudo-cohorts provide useful information attrition of learners over a duration of 12 years (Education Management Information System (EMIS), 2016). The graph below provides the national rate on the attrition of learners from Grade 1 to Grade 12, which is broken down by home language. The graph below is useful to my research, because it proves that only a small number of educationally marginalised children (San children) survive to complete secondary and eventually tertiary education.

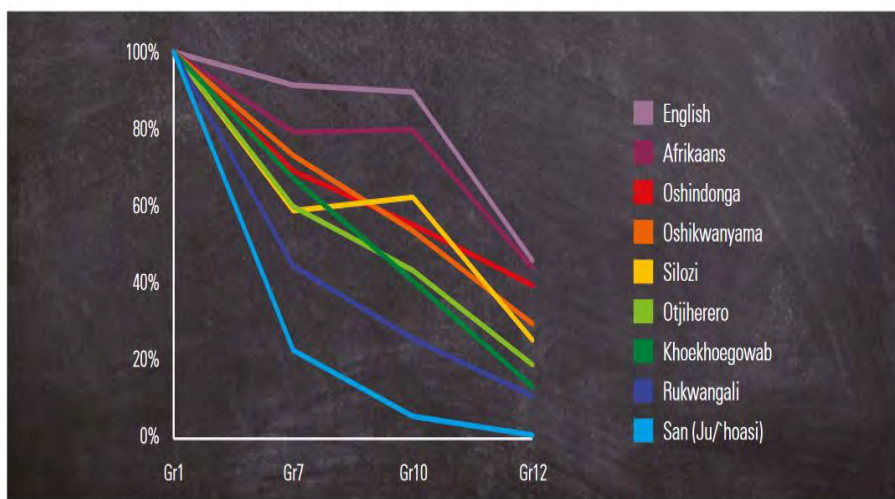


Figure 5.1: Pseudo-survival rate by Home Language in Namibia (UNICEF, 2017). Sources: EMIS Education Statistics, 2016.

Figure. 6.1 has relevance to my study because the majority of learners from the two sampled schools in Kavango Region speak Rukwangari and San (Ju/'hoasi) as a home language. The figure solidifies my findings, because it shows that children from these two ethnic groups have lower survival rates to secondary education, let alone tertiary education. In comparison, in Oshana Region where the two other schools are sampled from, their survival rate (Oshindonga and Oshikwanyama) is marginally high, even though it also ranks among the lowest performance in the country, at less than 20% and 40% respectively. Critical Moral Pedagogy sympathises with the viewpoints of the oppressed, in this case learners and teachers schooling at small schools. The above narrated scenario

shows how injustices and hopelessness are still preserved in mainstream schools (Welch, 1991; Oldenski, 1997; McLaren, 2000; Oldenski & Carlson, 2002; Steinberg & Kincheloe, 2006).

Critical Moral Pedagogy in this case speaks to politics in education as well as polluted, subjective teaching. Teachers must therefore not give in to such critics, but must take a moral stand in education, because teaching is much more than a merely mechanical act that ceases with time (Steinberg & Kincheloe, 2010). The above statistics agree with the national statistics on primary education repetition rates by region below.

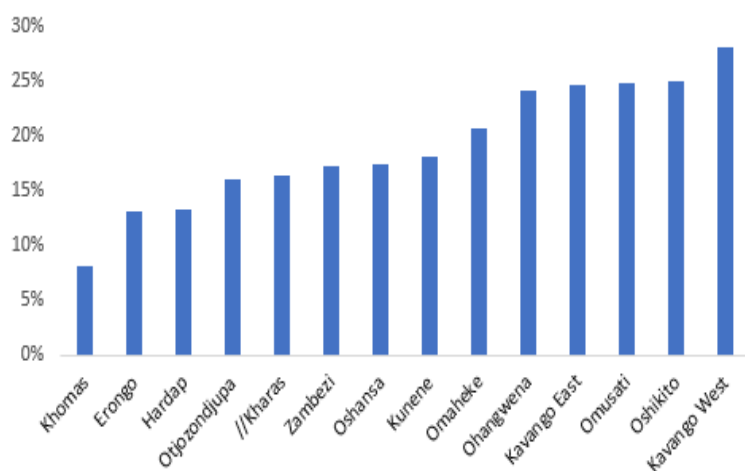


Figure 5.2: National Primary repetition rate by region (MoEAC, 2019)

There is data correlation on the quality of education provided to one-man schools in comparison to urban and semi-urban regions. As depicted in the above graphs, higher repetition is recorded in rural regions with the highest number of smaller schools.

5.6.4 Learners’ attrition and repetition

All children have the capacity to learn, provided that they are provided with the necessary attention and support. The MoEAC admitted to various barriers to learning such as “systemic, organizational, pedagogical, curriculum-related, environmental, financial, societal, cultural and attitudinal barriers” (MoE, 2013, p. iii). High dropout rates and repetitions do not happen in isolation. Other than being exacerbated by economic factors, they are also caused by curriculum-related issues in schools. One of the curriculum-related issues is the stagnant curriculum. Primary repetition is highest in Kavango West, Oshikoto, Omusati, Kavango East and Ohangwena Region (MoEAC, 2019). One of the

reasons for this is because, during the rainy season, parents in Kavango West migrate with their children to inland areas for subsistence farming. After the harvest, parents leave the area and take their children along with them. This means the children are often out of school during the migrations. This is especially true for children of the domestic workers and cattle herders who come to work at the local cattle posts. These children are also pulled out of school as result of loss of employment by their parents. I found that the same scenario contributes to child-headed household in urban areas, when parents leave their children behind during the cultivation period. Looking at the latter from a critical perspective, the fundamental significance of ‘social mobility’ is not to improve society, but to allow learners to flourish and thrive in the society as is (Labaree, 1999).

A person with limited education has few skills that are marketable or few general survival skills, thus limiting their ability to fully participate in economic markets. Although some children will be able to break away from this cycle of economic struggle and make it, despite receiving poor quality education, it is my view that the majority will be affected by their low educational achievement, which will lead to repetition. Grade repetition is costly, especially for parents who cannot afford to pay schools, hence learners tend to drop out of the system (MoEAC, 2000). One can see how parents and learners often arrive at this decision, but it consequently keeps the learners in the vicious cycle of poor employment opportunities.

I have also discovered that most of these attritions are not recorded, because teachers’ SSI indicate a high number of dropouts in all schools sampled, however, data generated from schools’ trimester reports shows a zero to very low record of dropout cases in the past five years. There is one possible reason that came to my mind as to why this could be the case. Funding is tied to the number of learners. Teachers are probably hesitant to record dropout cases because this will reduce the education grant allocated to the school.

Year	# of learners dropped out of school	Reasons	Total Enrolment	# of Learners repeated a grade previous year
2016	0	N/A	14	14*
2017	0	N/A	11	3
2018	0	N/A	14	3
2019	0	N/A	17	2

*The school offered grade 1-7 the previous year and was downgraded in 2016 to offer only Grade 1-4 in 2016. *Table 5.4 (a): Learners dropout and repetition at Oshana 1 JP*

Year	# of learners dropped out of school	Reasons	Total Enrolment	# of Learners repeated a grade a previous year
2016	0	N/A	25	6
2017	0	N/A	17	4
2018	0	N/A	16	5
2019	0	N/A	21	3

Table 5.4 (b): Learners dropout and repetition at Oshana 2 JP

Year	# of learners dropped out of school	Reasons	Total Enrolment	# of Learners repeated a grade a previous year
2016	0	N/A	20	7
2018	1	Moved	22	20
2019	1	Unknown	20	11
2020	0	N/A	25	9

Table 5.4 (c): Learners dropout and repetition at Kavango 1 JP

Year	# of learners dropped out of school	Reasons	Total Enrolment	# of Learners repeated a grade a previous year
2017	0	N/A	17	6
2018	0	N/A	11	5
2019	0	N/A	10	5
2020	0	N/A	12	5

Table 5.4 (d): Learners dropout and repetition at Kavango 2 JP

Given the above, Critical Theory does not deny the significance of the economy in the shaping of day-to-day living. In fact, economic factors are an integral part of various forms of oppression, and the focus should not only be on the economy as a form of oppression as perceived by the traditional Marxist view (Steinberg & Kincheloe, 2010). In this regard, the study found that the national trend on repetition and dropouts produces the cost of inefficacy. According to the report published by MoEAC titled “*Data Must Speak in the context of SDG 4*”, 125,394 learners repeated a grade in 2017 and that resulted in the cost inefficiency of N\$ 2,228,233,783 as a result of repetition. The same report indicates that 31,778 learners left schools, which resulted in an additional cost inefficiency of N\$ 482,055,651 (MoEAC, 2019). The most common concern about the cost of repetition and dropouts by the MoEAC is based on how the inefficiency impacts the allocated

budget. The focus of the MoEAC on the financial losses overshadows the loss of children's rights to accessible, equitable and inclusive quality education. This erasure contributes to the officials' lack of in-depth understanding of the complexities that surround learners' decisions to leave school. There is a need to change the view of seeing dropouts and repetition as an economic loss for the MoEAC, to seeing it an economic decision made by the learners in an attempt to survive in a capitalist society that makes equity in education the concern of the learners instead of the state.

In the same vein, it is the systemic barriers that create these inequalities between the elite and the deprived. Unfortunately, it is the minority children from poor families who are significantly more likely to drop out of school to rely on welfare throughout their lives. I concur with Steinberg & Kincheloe (2010), who affirm that economic suppression surpasses all other forms of oppression, and this overshadows the complexities of other modes of oppression, in different historical times and different cultural settings.

5.7 Chapter conclusion

This chapter closely analysed the policy provisions and the actual realities on the ground and found a glaring mismatch between policy and practice, with particular reference to teachers' experiences. A small rural school with a low enrolment in each grade will not be able to keep up and invite the resources that the school needs to meet the competing needs of the school and those of educationally marginalised children below Namibia's poverty line. There is little deliberate intervention by the Ministry to bring about the necessary changes in one-man schools; therefore, the schools continue to operate as isolated sections. Improving one-man schools is an enormous task ahead. A deliberate change in policy decisions to accommodate children schooling at small schools can be helpful to make a difference in the operations of one-man schools and their effectiveness in the desired outcome of the curriculum. The move to drive the transformation of rural small schools calls for a multi-layered method, methodically implemented. This will require clear articulation of a robust vision aimed at improving small schools (Diwan, 2015). Supporting small rural schools begins with mobilising resources, and concerted efforts backed by a concrete realistic plan that seeks to fight inequity among schools. The next chapter, therefore, focuses on the size as determining factor for the allocation of resources at one-man schools.

CHAPTER 6: HOW SIZE INFLUENCE THE ALLOCATION OF RESOURCES AT SCHOOLS

6.1 Introduction

For this chapter, I address the second goal of the study, which sought to understand the teachers' lived experiences regarding the implementation of inclusive education policies and the above mentioned administrative circulars. Here, I answer questions a), which looks at teachers' lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms; and question d), which looks at the policy issues that need to be addressed to sustain and improve one-man schools in rural schools of Namibia. For this section, I draw mainly on teacher interviews and selected documents to create a conversation between teachers' lived experiences and inclusive education policies. Arguably, I use the data to build a case toward why these small schools should be retained as they are known to be the centre of attention in the village, as Karlberg-Granlund (2019) states. Before acclaiming the emancipatory research interest of critical discourse analysis (CDA) in relation to this case study, I want to create the basic understanding that in this context the term 'one-man schools' means the enrolment of very few learners, that the school only has one or two teacher(s), and the physical facilities are mostly in the form of temporary structures that were erected by community members. These schools are very important to the community because they serve as "catalysts for community participation, social cohesion, and the vitality of neighborhoods" (Witten et al., 2001).

The four one-man schools sampled for this research, namely, Oshana1JP, Oshana2JP, Kavango1JP and Kavango2JP, fit this description very well because they are all located in sparsely populated rural areas, and they are the centres of attention in these communities. In the previous chapter, I focused on one of the two main themes, policy and practice, with special reference to teachers' experiences, thus highlighting how poor resourcing of one-man schools impacts teaching quality. Therefore, I brought to the fore the challenges experienced by teachers in meeting the demands of educationally marginalised children below Namibia's poverty line. There are few deliberate interventions by the Ministry to bring about the necessary improvement in one-man schools, but these schools continue to function on the peripheries of equal education. Having recognised the teachers' challenges, I now focus on the second theme, which is the policy implications on children's right to education. This theme is divided into five sub-themes which are: access to

equitable quality education; provisions to close small schools in Namibia; learners' progress to senior primary education; dropout and repetition; and barriers to learning.

6.2 Size as determining factor for the allocation of resources

The number of children admitted at a school determines the size of the school. The data analysis revealed how the size of a school also determines the allocation of resources to the school. The data further showed that using enrolment to allocate resources disadvantages the establishment of small schools, and as result, the ministry only allows them to exist on social but mostly moral grounds. This has become a point of conflict for the MoEAC, which intends to close all small schools for economic reasons (EMIS, 2016-2019). Data reveals that one-man schools sampled face exclusion and inequity compared to other schools, due to their size and economies of scale, as noted in the statistical evidence on the provision of teachers, funding, materials, infrastructure and accessibility to equitable, quality education. The first themes that emerged for this chapter is size as determining factor for the allocation of resources and the three subthemes emerged are; the provision of infrastructures to one-man-schools, allocation of funding to one-man schools, and extension of the curriculum at one-man schools. The second and last theme under this chapter is the challenges faced by teachers teaching at one-man schools.

6.2.1 Provision of infrastructures to one-man schools

In my inquiry, I discovered that one-man schools are provided inadequate basic infrastructures, such as permanent classrooms, toilets, storerooms, and office space for teachers. Three of the four sampled schools operate in temporary structures constructed by the community members. There are structures of wood and clay huts, with a thatched grass roof. These temporary classrooms serve as storerooms for books, documents, school-feeding maize-blend bags and other items such as pots and utensils. Oshana1JP had permanent structures blown away by the wind, and as result, the school received tents from the regional Directorate of Education to serve as classrooms. The school later received caravans, where the school operates from to date. Kavango1JP has one pit latrine toilet constructed by parents, and both teacher and learners share it. The absence of toilets at Kavango2JP compels teachers and learners to use nearby bushes to relieve themselves when nature calls. I assert that the notion of a teacher at school using bushes as toilets is very degrading to any person, therefore every person should have dignity, irrespective of their social status (Steinberg &

Kincheloe, 2010). Three of the schools sampled have no mobile network coverage and no landline telephones.

Article 20 of the Namibian Constitution (1989) on the provision of resources to public schools states:

- (2) Primary education shall be compulsory, and the State shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge. (Namibia, 1989, p. 16)

The findings in this regard do not reflect the state's constitutional guarantee to provide good facilities to render effective teaching and learning. This speaks to rights and ethics discourses that emerge from the public policy as highlighted in Chapter Three. To provide better context into the state of the one-man schools, I draw on my experience as a manager and administrator in education for 24 years. The education directorate management found it difficult to prioritise small schools to receive permanent classrooms. I have observed how the priority to construct decent permanent classrooms is likely to be given to schools with a high enrolment, as opposed to schools with a low number of learners. For example, it is justifiable for a class of 60 learners taught in a temporary structure or under a tree to take priority to receive a classroom building as opposed to a class of 10 learners in the same situation.

Another valid reason is that it is uneconomical to put up a permanent structure at a school where enrolment has declined below 35 learners and is therefore eligible for possible closure. A good example is that of Oshana1JP (refer to Table 5.1), where the school has six permanent classrooms, and only two classrooms are currently in use after the school was downgraded from Grades 1-7 to offer only Grades 1-4. Elements of a Systems Theory on public policy analysis comes to the fore here, since the political system responds to demands arising from its environment, through regularities, verification, quantification etc.

The data that caught me off-guard is that Oshana1JP and Oshana2JP have water and electricity, a rare utility at many one-man schools, especially in Kavango West. This affirms the government's commitment to a certain extent. Below are pictures of classrooms at Oshana1JP



Figure 6.1 (a): Blown away classroom building



Figure 6.1: (b-d): Classrooms at one-man schools

The investigation revealed that, even though these schools are in deep rural areas, there are no teacher houses available at their schools. Teachers live in community members' homes near their schools until the teacher can afford to put up a temporary structure for themselves. Research also showed that teachers at one-man schools could not use the fringe benefit of housing subsidies to build houses in the areas where they work. Financial institutions do not finance the construction of houses in unproclaimed areas where the sampled schools are located. This aligns with the pragmatic discourse that I discussed in Chapter Three. The exclusion of teachers from benefits indirectly affects the children's access to equal education, because qualified teachers are hesitant to teach in rural areas. The level of inclusion is determined by the "absence of injustices, discrimination and

exclusionary barriers, rather than the presence of particular pedagogical practices and organisational forms” (Dyson, 1999 p. 45).

The study confirmed that, at the time of the study, all teacher participants receive a monthly housing allowance of N\$1210 (70 USD) per month, a Transport Allowance of N\$730 (41 USD) and an incentive to attract qualified teachers to rural areas, which the teachers refer to as a ‘bush allowance’, amounting to N\$1750 (98 USD) per month. The housing allowance is part of the employment condition for all public servants without housing subsidies, while the incentive allowance to attract qualified teachers is specifically for teachers teaching in rural areas. The absence of essential utilities significantly contributes to the high staff turnover, because these schools cannot retain qualified teachers. This reality is collaborated by Hawene (2018) and Mulkeen (2005), who contend that schools in deep rural areas find it difficult to attract qualified teachers.

In 2022, the MoEAC commissioned a ministerial audit on infrastructures at schools and the needs were estimated as N\$ 2.5 billion to build 4479 classrooms (Peterson, 2022). These findings are in contradiction with the Namibian Constitution, that guarantees a provision of reasonable facilities that allows schools to offer effective education to Namibian children. Critical Discourse Analysis (CDA) reveals how acts and policies are instituted by what Fairclough (2001a) calls “diverse discourse types”, signifying the conflicting discursive truths rooted in the policy document. Critical theories of education recognise that educational systems are at least complicit in oppression, therefore, they are the most dominant instrument for the replication of social disparity, and there should be matching strategies to liberate people by offering them quality education (Dell’Angelo et al., 2012). The tables below indicate the availability of physical structures at the four sampled one-man schools.

School	Perm. classroom	Temp. shelter	Classroom in use	Toilets seats	Potable water	Electricity	Cell Network
Oshana1JP	0	6	1	5	Yes	Yes	No
Oshana2JP	0	3	3	2	Yes	Yes	Yes
Kavango1JP	0	2	2	0	Yes	No	No
Kavango2JP	0	1	1	0	Yes	No	No

Table 6.1: Availability of physical structure 2019 at sampled schools

School	Computer	Printer	Photocopier	Chalk Board	Learner's Desk	Learner's chair	Teacher Desk	Teacher Chair
Oshana 1	0	0	1	8	38	30	2	7
Oshana 2	1	0	0	3	24	24	1	6
Kavango 1	0	0	0	2	19	27	2	2
Kavango 2	0	0	0	0	15	25	0	0

Table 6.2: Availability of furniture and office equipment in 2019 at sampled schools

6.2.2 Allocation of funding to One-man schools

The study revealed that to realise the provision of Universal Education, the MoEAC put aside an amount of N\$ 182 million (10 034,115 USD) in the financial year 2020/2021. This amount forms part of the Education Ministry's budget of N\$ 10.9 billion (600, 944, 250 USD) government allocation for the fiscal year 20/21 (MoEAC, 2020). The Constitution and the Education Act 16 of 2001 affirms that, indeed, the government has good intentions regarding providing adequate funding to school, but the reality on the ground reveals otherwise. This amount catered for 80 4079 learners enrolled in primary school during the 2020 academic year. The spending translates to N\$ 200.00 (11 USD) per child per year for primary and N\$ 300.00 (16 USD) per child per year for secondary, to be provided to the school directly (MoEAC, 2020). From my experience as a director of education for five years, these imbalances result from many factors, like the implementation of circulars that are 'one-size-fits-all'. This connects to the Elite Theory highlighted in Chapter Three, which alludes to how the elite group makes decisions on behalf of people when they have no direct understanding of their actual material and financial needs.

My exploration led me to find that the allocation of the primary education grant was reduced from N\$ 400 (22 USD) in Financial Year 2016/17 to N\$200 (11 USD) in FY2020/21 due to economic reasons. The research revealed that the allocation is not sufficient to cover expected identified needs for schools, which the MoEAC (2019) listed as follows:

Stationery, co and extra-curricular activities, photocopying, office administration, transport to attend official activities, cluster and circuit activities, recruitment of relief teachers, cleaning materials, continuous professional development, Namibia School Feeding Programs e.g. buy utensils and set up cooking shelter, School Board expenses, menstrual hygiene for girls, school fencing, minor maintenance, petty cash, external auditing, investment and bank charges. (MoEAC, 2019, p. 1)

The research found that, because the amount transferred to one-man schools is too little, teachers at Kavango schools resolved to draw up a budget for all school's needs as permitted by the budget and then withdraw the whole amount at once. It saves the school from bank charges and travel costs. I also learnt that teachers requested parents to buy stationeries for their children to bring to the schools to use during lessons. However, the Minister of Education has cautioned school managers that it is the government's obligation to provide free education, which is why contributions by parents should be voluntary and no child must be excluded as result of non-contribution by parents or guardians (Shikololo, 2022). When I analysed the Education Act 16/2001, I found that it made provisions for voluntary parental contributions. Teachers are prohibited from sending a learner whose parents cannot afford stationery back home. While this may come across as a sign of commitment by the government toward the right of children to education, it also places teachers in a predicament when both the state and the parents do not provide enough resources to all for effective teaching and learning.

All teachers indicated that the parents support the school in every way possible, mainly in kind (goods and services), especially the older parents. Budget allocation on a one-size-fits-all basis proves how school size is an essential parameter to the development of the school. Critical Theory offers new ways of generating practices in schools and communities and generating new educational goals. In essence, Critical Theory exposes concealed realities and examines the decisions made and why people made such choices (Beyer, 2001). Through a critical lens, I see how asking parents to buy stationery can easily replicate dominance and poverty that have been in existence for a very long time. This proves that education is probably not a great equaliser, as society is made to believe (Dell'Angelo et al., 2012).

The investigation revealed that Namibia is one of the countries that have a high education budget in the Eastern and Southern Africa. Namibia has a per-learner expenditure of US\$ 1,378.00, (in PPP terms) (UNICEF, 2020). However, the pre-primary education program receives a lesser share of their allocated budget. The tables below show the allocation of education grants (money given to a school for educational purposes) per learner and the total amount sampled schools receive. The last two tables under this section provide comparative spending for education in selected countries and the expenditure composition by education levels.

Financial Year	Pre-primary allocation	Primary Allocation (Grade 1-7)	Secondary Allocation (Grade 8-12)
2013/14	N\$400 (22 USD)	N\$400 (22 USD)	N/A
2016/17	N\$400 (22 USD)	N\$400 (22 USD)	N\$500 (28 USD)
2018/19	N\$300 (16 USD)	N\$300 (16 USD)	N\$400 (22 USD)
2020/21	N\$200 (11 USD)	N\$200 (11 USD)	N\$300 (16 USD)

Table 6.3: The allocation of Education Grants per learner in FY 2020/2021

School	Number of Learners	Allocation Per Learner	Total Amount
Oshana1JP	18	N\$200 (11 USD)	N\$3600 (189 USD)
Oshana2JP	10	N\$200 (11 USD)	N\$2000 (111 USD)
Kavango1JP	25	N\$200 (11 USD)	N\$5000 (275 USD)
Kavango2JP	12	N\$200 (11 USD)	N\$2400 (132 USD)

Table 6.4: The total education Grant allocated in FY 2020/21 to each school sampled.

Below is a comparative education spending in selected countries (PPP\$ per student & % of total budget).

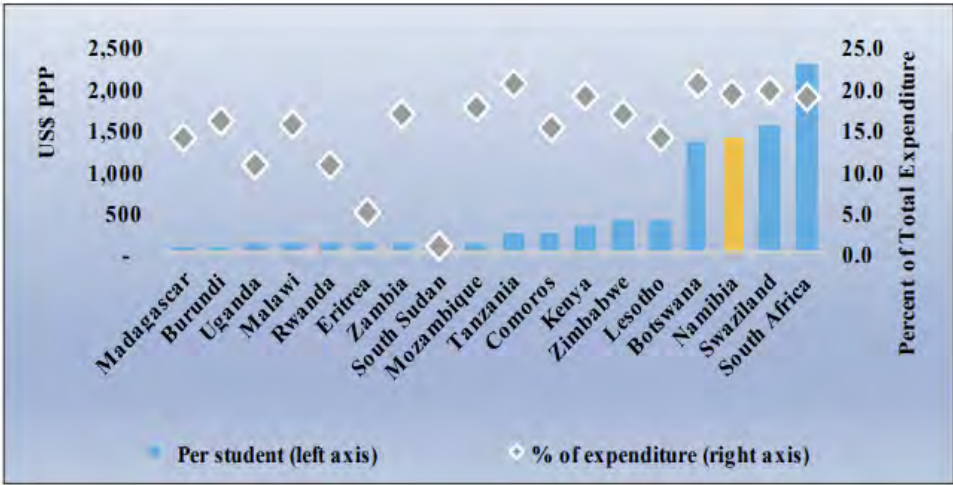


Figure 6.2: Comparative Education Spending in Selected countries. Sources: Various Budget Statements: 2015/2016- 2020/21(UNICEF, 2020).

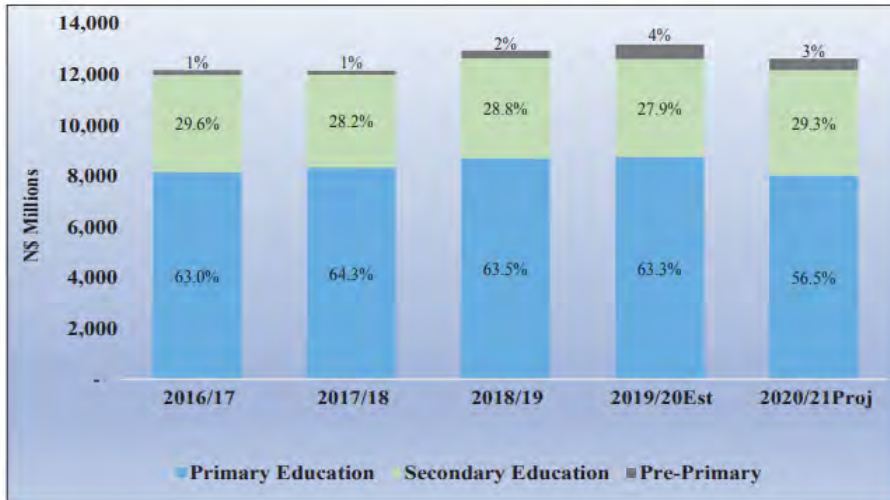


Figure 6.3: The composition of spending by education levels. Sources Various Budget Statements: 2015/2016- 2020/21 (UNICEF, 2020).

Fig 5.2 shows that Namibia is among the highest spending countries in education in eastern and southern Africa, with a per-learner expenditure of US\$ 1,378.00, (in PPP terms). This seemingly shows that education receives a sufficient budget, which is not the case. In fact, Namibia faces many challenges, with poor learning outcomes in primary and secondary education. There are also significant challenges of poor and insufficient infrastructure (UNICEF, 2020). Figure 5.3 indicates that, in the 2020/21 budget, the staff expenditure accounts for 76.8% of the total budget (UNICEF, 2020). In fact, the minimal decrease of 5.7% observed can be credited to the revamped staffing management institutionalised by the MoEAC as a result of recommendations from the 2017 Education Public Expenditure Review (PER). This information is relevant to this study, because the Formal Education Circular No. 5 of 2017 (phasing out overstaffing at schools and plan of action to close small schools with less than 35 learners) is one of the MoEAC interventions toward the reduction of the wage bill.

6.2.3 Extension of curriculum to one-man schools

The study found that the one-man schools sampled have not been able to grow above the first three grades of primary education. When I visited Oshana2JP to interview the teachers, I discovered that the school had closed down at the beginning of 2020. The teachers and the children moved to a nearby school, which is approximately nine kilometres away from Oshana2JP. The investigation

revealed that Oshana1J offered Grades 1 to 7 in the 2015 academic year. The MoEAC downgraded the school from Senior Primary (Grades 1-7) to Junior Primary (Grades 1-3) due to declined enrolment over the years.

In this research context, a stagnant curriculum is when the curriculum offered at the school has remained the same since the establishment of the school. One-man schools that were established with Junior Primary (Grade 1-3) a long time ago have not extended their curriculum beyond a Junior Primary phase, even though there are no feeder schools nearby to take in children who completed that last grade offered at the school. All four schools sampled were also established with one grade and a single teacher, and they phased in Grade 2 the following year and then Grade 3 in the third year of establishment. This means that children in the area who are in Grade 2 or 3 the year that a school was established will continue schooling at distant schools, because the new school near home only offers Grade 1, which they have already completed. It is also worth noting that in Namibia, Junior Primary involves ‘class-teaching’, which means all subjects are taught by one teacher. During the first year of establishment, that teacher is able to cope with the teaching load, because the school only offers the curriculum of one grade. The challenge comes after the school has phased in the full junior primary phase (Grades 1 to 3). With the exception of Oshana1JP, which extended its curriculum to Grade 7 by 2015, the other three schools could not grow beyond Grade 3 even though they have been in existence for over 20 years. In essence, the four sampled schools are unable to meet the educational needs of their communities, who are still excluded from socioeconomic development. A stagnant school curriculum therefore contributes to unequal access to education, because after these children have completed their Grade 3, they still struggle to find a school in walking distance to continue with Grade 4. The study found that parents enrol these children at distant schools, but children are only able to attend school for few days and eventually drop out, because the distance to the new school is too long to bear for the young children. The study also found that some parents sought accommodation for their children in houses near the schools.

6.3 Challenges faced by teachers at one man schools

The study revealed that, because these schools are located in distant rural communities without proper road infrastructures, teachers at these schools found it challenging to access essential services and support required. The analysis found that the movement of vehicles to the areas where Kavango

JP Schools are located in a rare occurrence. If anyone with a car happens to visit the small school at the time where a teacher has not been to town for a while, the teacher would usually request a hike to town to buy personal and school needs. According to this study, Oshana JP Schools become inaccessible by road during the rainy season. This hampers the necessary support to the school because the school cannot be accessed by road.

The research showed that teachers at one-man schools have to arrange transport to take school board members for training or learners for extra and co-curricular activities in the region which require learner participation. The investigation determined that teachers are compelled to use personal finances without expecting any refund if the amount allocated to the school is depleted. The study found that sometimes parents contribute to transporting children to regional and circuit events, but if they do not, the teacher must plan for them to attend. Critical Emancipation and Empowerment Theory accepts that people who are oppressed will strive in unison to gain power and take charge of their own lives in solidarity with communities that strive for justice (Steinberg, 2010). By agreeing to participate in this study, teachers have gained a certain degree of interconnectedness, thus affirming each other's experiences. Even though this does not solve their immediate problems, it at least gave them a space for their voices to be heard.

The study found that all the teachers at the sampled schools experienced challenges with the way meetings, workshops and training are planned and scheduled at the Regional Office. The analysis found that sometimes teachers are invited to many workshops on consecutive dates that require the only teacher at the school to be away for a week or longer. I argue that the absence of the teacher negatively impacts teaching and learning, because the school has to close until the teacher is back, which contributes to poor learning outcomes. Teachers indicated that they have to prioritise which workshops to attend, so that they are not absent from school for many days. As OT5MSSI puts it:

If the workshop is for English Grade 4, I cannot miss it because it's very important to me. In most cases, I must decide which workshop to attend. If it is for Junior Primary, I can miss it and if it is for Senior Primary I must attend because I can get new knowledge. It was difficult, especially those words like 'workshop', it's not understood by parents. They misinterpret and say the principal is going to 'Shoprite'."

In this case, Critical Theory identified the incongruity between the needs of policymakers and teachers as one of the factors that hampers the successful implementation of educational reform. Here, the advisory teachers plan training and workshops without giving due consideration to teachers at one-man schools. As a result, these teachers must take the difficult decision of either

attending workshops and suspending lessons or missing the training that is important for continuous professional development.

The school does not have the financial capacity to pay a substitute teacher to teach learners during the teacher's absence. As a result, learners remain home until the teachers return to school. According to participant teachers, no relief arrangement can be made because sometimes the absence comes at short notice. The recruitment policy does not allow the remuneration of two staff members on one post. However, the policy makes provision for schools to recruit a relief teacher to be paid from the school development fund for a period not longer than one month. The one-man school budget is too little to accommodate this arrangement. I found that the schools with two teachers are coping much better, because at least all learners can be combined in one class. In this context, the Group Theory as highlighted in Chapter Three regulates the allocation pattern of public resources. The position of power in public changes now and then, because whichever group will succeed in convincing the electorate to vote for them will take power.

The other challenges that came out of the teachers' interviews are the long distances travelled by learners; heavy rains and floods; bad influences; lack of exposure and one case of the misinterpretation of policies. The weather conditions often force the learners to make decisions regarding attending or missing school, which is another factor that attributes to the high dropout rates noted earlier. Critical Theory is characterised by its capacity to deal with complications and difficulties experienced in day-to-day living, as well as the moral ground on which all people must stand within this unclear context (Steinberg & Kincheloe, 2010). The teachers of these learners have ideas on how this issue could be addressed. As expressed, the teacher-participants (OT5MSSI and OT2FSSI) felt that establishing a hostel at these schools will make the lives of the children a lot easier and can increase the enrolment at one-man schools. OT5MSSI said: "I don't think the conditions of these rural areas will change if the government does not establish hostels in these areas." The building of new hostels will not only help increase enrolment, but will also improve school attendance, especially during rainy seasons, as it will mean less travel time for children and teachers. The same sentiments were shared by OT1FSSI.

As noted from OT5MSSI and OT1FSSI interviews, most schools are inaccessible during the rainy season due to heavy flooding. The sampled schools in Oshana Region are difficult to reach by road during rainy seasons. This hampers the required support to the school, because the school cannot be

accessed by road. Data analysis shows that teachers with cars are compelled by the situation to leave their cars far from their schools and walk barefoot, crossing streams of water. In his own words, OT5MSSI said: “I was even picked up by a helicopter because my car was captured by water. It could not move out of the area. During rain you can get stuck even five times and there are no people to help push your car out of mud.” The above quote also highlights how environmental barriers affect teachers.

Another challenge raised by teachers is, the absence of teachers at school for private or official reason affect learners negatively. High absenteeism from teachers often means that the schools have to close, and lessons are suspended until such time the teachers are back. For learners who are already taught in multi-grade classes, teacher-absenteeism affects them more. They lose learning time, and this affects the quality of the expected curriculum outcome. In Critical Theory, human consciousness is shaped by issues of power, dominance as well as people’s social status in terms of race, gender class etc. (Steinberg & Kincheloe, 2010). Teachers are role models, and whether they are modelling good or bad behaviours, learners are always observing. According to Kristjansson (2006), children emulate the values displayed by their teachers as a role models. This means teachers are well-positioned to influence and inspire learners to succeed. It is through these social dynamics in education that social contracts and systems of school attendance take a life of their own. Both learners and teachers accept this as the norm, thus allowing absenteeism to shape their experiences of school. It is not fair that these learners experience these barriers to learning, because these experiences shape the learners’ perceptions of school and quality education, and they thus look for other activities to do during the teacher’s absent days.

OT5MSSI also raised a challenge of cattle-herders that takes advantage of these wandering school learners. The study found that cattle herders have influence over the children’s ability to stay in school. This is a societal and attitudinal barrier. The study found that older children are at times persuaded by the cattle herders in the community to drink alcohol and skip school. OT5MSSI said “even the underage children who must be in school are influenced by herders to start drinking alcohol and to steal.” The disparity in education is also a result of neglecting children who are perceived as marginalised, whose cultural backgrounds are not in alignment with the culture that is dominating that particular education system (Beach et al., 2019).

Another challenge raised by OT5MSSI, he was amused to establish that children in his class aspire to be security guards when they grow up. He said children look up to security guards who are

guarding the constituencies' office buildings. Here, I also posit that the absence of career guidance for learners leaves them in dark about available career opportunities. The post provisioning norms does not allow schools with enrolment lower the 250 learners to appoint life skills teachers. Children are likely to do well in schools when they have the required support and a conducive learning environment (Tonkens & Verhoeven, 2019).

The investigation further revealed that parents who come looking for job as cattle herders in the area usually bring their children and come to enrol them in the middle of the year or in the last quarter. OT5MSSI and KT4MSSI indicated that it is not allowed by policy to take in children after the 15th School Day Statistics. As OT5MSSI said, "No, we don't take them in because it's not allowed. We must ask the office first if we can take them in. It's not possible because the children do not come with the certificate."

Here, it was evident that the three teachers misinterpreted the policy on this provision, because the policy does provide for learners' admission after the 15th School Day Statistics are taken. However, an approval must first be sought from the relevant authority before a learner is enrolled. I found that the approval process is not lengthy, but a fast response depends on the reactivity of the officials handling the request. The analysis found that the teacher must communicate in writing to their Inspector of Education, who must make recommendations to the Deputy Director for Program and Quality Assurance (DD: PQA), who must in turn recommend to the Regional Director of Education for approval. The information must also be communicated to Head Office for planning and additional funding. I believe that this misinterpretation and articulation is a matter of language interpretation by the teacher and not necessarily a policy issue. I also argue that when teachers misinterpret policy, it disadvantages the community who are at the receiving end.

6.4 Chapter conclusion

The National Policy Options for Marginalised Children saw the establishment of one-man schools as a temporary measure to respond to the challenge of equitable access to education in Namibia. One-man schools have become symbols of inequity, because they still exclude children from the marginalised and impoverished communities in Namibia due to their challenges in sustaining and attracting resources to respond to the educational demands of marginalised communities. The barriers I have identified have helped to explain the complexity of choices made by parents, learners and teachers in my study. At the moment, there are no deliberate intervention strategies from the

government to bring the necessary changes to small schools. These small schools are therefore still operating as isolated sections of a very inflexible system, which is a huge systemic barrier that keeps learners trapped in a cycle of inequitable and poor-quality education, which is not fair and just. The barriers violate equal rights to education, and this further moves the learners away from experiencing good quality education. As Critical Theory suggests, issues of power and access shape their learning experience and consciousness.

CHAPTER 7: SUMMARY FINDINGS AND PROPOSITIONS FOR TRANSFORMING SMALL SCHOOLS

7.1 Introduction

The research examined how Formal Education Circular 05/2017 on closure of one-man schools influence the ideology of inclusive education at one-man schools as reflected in the Education Act 16 of 2001 and its amendments. The study also investigated how Formal Education Circular 13/2001 on staffing norms enable or generate condition for the provision of quality education as reflected in the Sector Policy on Inclusive Education (2013). Furthermore the sought to understand the teachers lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms and finally the study examined how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools.

The study was confined to schools in two sampled regions only, thus I presented findings that are limited to these regions. Nevertheless, the case study, covering four primary schools from two regions, highlighted challenges and draws conclusions that have important effects for the planning and management of small rural primary schools in Namibia. Thus, I have identified access challenges, the learners' survival rate to secondary education, and effective teaching and learning as main themes in this chapter. The hope is that the findings will help the education managers to examine the regulations that are in conflict with the provision of accessible, inclusive and equitable quality education.

I will be making recommendations below, adopting a critical theorist viewpoint, as the theory has influenced and guided my study and findings. Thus, I have used Critical Theory to offer practical solutions for how to respond to the issues I have identified. Critical Theory in education has also guided me to ask questions about how the Namibian education system can best provide education to all citizens. It is from this springboard that I make the following recommendations in line with the National Policy Options for Educationally Marginalised Children (2000).

The National Policy Options for Educationally Marginalised Children (2000) recommends the removal of disparities in education and flexibility in the implementation of education policies. The fact that there are no special policies developed to respond to challenges facing uneconomical

schools has resulted in the inequitable provision of education as well as the social exclusion of marginalised communities. The findings here as presented in Chapters Five and Six have shown that ‘one-size-fits-all’ policies and regulations did not work and continue to undermine children’s rights to quality education. There is therefore a need to explore whether the further establishment of small schools is viable and how they can be sustained to make education more accessible to children in remote, sparsely populated areas. The norms used to determine funding, facilities, teachers and support staff, as well as the school calendar etc. are well-articulated in the Education Act 16 of 2001 and its regulations. I highlighted these issues in Chapters Two and Five. This section provides possible proposals for improving one-man schools in Namibia based on these research findings.

7.2 Making access meaningful and equitable

Closing one-man schools without viable options that allow learners to remain in school is in conflict with children’s right to education and is therefore in violation of the Constitution of Namibia. Establishing small schools in sparsely populated rural areas can allow children to access education. The reason why Namibia currently boasts a 98% enrolment rate is because a high number of learners (17,934 in year 2017) are schooling at small schools. Namibia has made good strides when it comes to the provision of accessible universal primary education. However, there is no equitable allocation of resources to uneconomical schools to allow meaningful access. A major challenge facing Namibia is gearing up small schools with minimum basic physical facilities and utilities and the required human resources, to create an enabling environment that allows children to complete primary education and then proceed to secondary education and eventually tertiary education. It is not enough to provide a space in a class; schools must be at least provided with basic resources to allow meaningful access. Thus, no school must be registered unless it is sufficiently equipped as per the entitlements of the Namibian Constitution (1989), which states that:

Primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining State schools at which primary education will be provided free of charge. (p. 16)

The MoEAC must exercise flexibility and allow these schools to exist until such time that there are viable options that will not leave children exposed to exclusion. My recommendation (especially for Kavango West) is the establishment of several basic primary hostels, that are strategically located to be merged into one school with a hostel. In this way, the scarce resources for different

small schools can be combined to allow children to continue with their education from Grade 1 to Grade 9 at the same school. The establishment of primary hostels at strategic locations will allow the development and growth of one school, located in close proximity to other small schools. I posit that merging into a lead school will see more schools better equipped with facilities and human resources. Other advantages of having a primary hostel include the following: children will no longer travel long distances to school; children will be retained in school for a longer period; and their overall health will improve with nutritious meals served at the hostel. This will allow learners at one-man schools to have access to a better equipped school. It is more costly for the Ministry to build permanent classrooms and provide three teachers to each one-man school that offer Grades 1 to 3. Due consideration must also be given to teachers' houses to accommodate teachers from merged small schools. The transfer of teachers to the new duty station must be handled with care and goodwill, whereby teachers have to consent to the transfer. A forced move may bring about undesired labour issues and perpetuate teacher absenteeism.

I take cognisance of the fact that the move to establish primary hostels has high financial implications, due to the construction of physical facilities. These will be in addition to monthly recurring expenditure emanating from meals, utilities and security as well as staff expenditures. However, I believe that combined funding might ease the allocation budget strains that often affect one-man schools under the threat of closing. By considering this, the MoEAC will be showing that they morally honour and uphold inclusive education practices, especially relating to the children who continue to face environmental barriers to learning. This strategy will require intensive planning and implementation for it to become a reality, but it is not impossible, in my view.

7.3 Teachers' support to improve quality

Multi-grade schools will continue to be a unique feature in the Namibian schooling system, therefore, there is a need for concerted efforts towards effective teaching and learning in small schools. One-man schools in Namibia offer the same curriculum at every school in Namibia. This curriculum aligns more with affluent cultures than that of the marginalised minority. Under these circumstances, the teacher is empowered to execute the curriculum and ensure quality teaching and learning. As to whether all teachers are equipped to deliver a centrally dictated curriculum to educationally marginalised children efficiently is another issue to contemplate. The methods used in Chapter Four helped me discover that teachers are demoralised and feel isolated. Some teachers

are not trained to handle multi-grade teaching, so they are still using a trial-and-error approach, and this is validated by the poor outcomes documented. Teacher and learner absenteeism is also a concern. There is a need to revive teachers' morale toward teaching and this will require policy mediation by the Ministry of Education. Continuous professional development, refresher courses in multi-grade teaching and the use of teaching aids made from locally available materials will definitely be helpful in improving the effectiveness of small schools.

Teachers should also be supported with appropriate training and refresher courses on the interpretation of the syllabus as well as how to set up their scheme of work and year plans, as well as other necessary activities toward their professional development and growth. The Ministry must also ensure that teachers are equipped to teach differentiated learning groups. The curriculum review should accommodate the needs of uneconomical schools. This includes the provision of teaching and learning support materials, such as physical facilities and teachers, as well as other facilities such as furniture, chalkboards, textbooks, stationery, computers, printers, photocopier machines etc. I found the available evidence very disheartening. As an educator myself, I assumed a chalkboard in each classroom is a necessity because it allows a significant interaction between the learners and teachers. However, some small schools do not have chalkboards. The classroom interaction will not be effective if the school is deprived of basic necessities such as a chalkboard and stationery. I was, however, pleased to learn that all teacher-participants were in the possession of the national basic curriculum to guide teaching, although the possession of a curriculum does not equate to proper implementation and teaching of the content. The teachers at small schools should not be left in isolation as is the case at the sampled schools. Teachers are required to be heard by convening regular meetings that address their grievances, such as manageable Teacher-Learner ratios and the liberation of teachers from non-teaching activities (e.g., management and administration of a school), which they are not compensated for. When teachers feel valued and appreciated, it boosts their morale and gives them a sense of belonging. A committed, dedicated and accountable teacher can make a difference to how small schools are perceived in a village setting.

7.4 High repetition and dropout

High repetition and dropout rates at small schools are attributed to various factors, as I noted in Chapters Five and Six. The learners spend a lot of time walking to schools that are far from where

they live. There are problems of access, since children walk long distances in harsh weather in sandy and bushy terrain from isolated villages, without any means of transport. Oshana Region schools specifically become inaccessible to both the learners and teachers due to heavy rains and floods. Thus, as highlighted in Chapter Six, grade repetition could also be attributed to other intangible problems, such as when schools admit younger learners than the required age. The policy requires a child to be six and turning seven in the year of admission. To increase enrolment, some small schools take in even younger learners to boost funding. The names of learners, once they entered in the register, are rarely reconciled to ensure the learners admitted meet Grade 1 admission age. Another reason for repeating is when a learner is promoted to the next grade, but cannot secure admission to the next grade because the distance to the nearest school that offers the next grade is too far.

Thus, in order to ensure internal efficiency of small schools, the school management should optimally utilise the available resources to improve the quality of education provided. Further efforts are also needed to provide schools with the required facilities that produce a conducive learning environment. Unless teachers and learners meaningfully use the learning support materials provided, the availability of such learning support materials will be pointless.

7.5 Imbalances in the planning of small school location

Chapter Two discussed how the size and structure of small schools serves as a determining factor for the allocation of resources to schools. The fact that resources provided to one-man schools are determined by the number of children enrolled, means that these schools are only allowed to exist on moral grounds. Currently, the need to establish a school emanates from the community members and the decision to establish and register the school lies with the regional executive management (MoEAC, 2002). Therefore, the establishment of new small schools entails long-term economic commitment by the government in terms of staff expenditure, development and operation budget. It is not an easy task to rationalise the locations of schools in Namibia. It is also a very delicate matter which more than often leads to confrontational reactions between administration and politicians, as well as local civil society and teachers' unions. The recommendation based on the findings of this study is to undertake a comprehensive study that can help officials to streamline the school locations. Currently, most small schools are in areas without potable water, road infrastructure and far from other government services such as clinics and police stations. The

streamlining process could lead to establishing a primary hostel optimally located to absorb children at small schools. The feasibility study must be conducted to determine the best-suited location of the proposed new school. This must be done in consultation with key stakeholders to avoid possible conflicts. If the schools are not located optimally, the imbalances in access and quality will continue to heighten.

The establishment of satellite schools in Namibia, as in other African countries, was a well-conceived idea deployed with an intent to achieve the agenda of Sustainable Development Goals (SDG) (Mutanga & Kapoka, 2021). However, the lack of funding and the absence of a dedicated policy to regulate satellite schools resulted in the stagnant development of existing satellite schools. The guidelines to supervise small schools on satellite basis need revision because in their current form they are not practical. The Ministry of Education, Arts and Culture needs to conduct familiarisation visits to satellite schools to acquaint themselves with how they function and operate. Concerted efforts by all stakeholders, Organisations, Ministries and Agencies (OMAs) and business communities to support these schools will help sustain and develop these schools so that they will not cease to exist. Primary education is surely the top priority for the Namibian government, and the development of primary education continuation to secondary levels and eventually tertiary education can no longer be ignored. A systematic analysis of the feeder schools to absorb learners from junior primary to senior primary and through junior and senior secondary schools is also necessary in identifying and responding to the existing education equity gaps.

7.6 Poor infrastructure

The poor provision of resources to one-man schools emerges from the low number of learners, which is a determining factor. Chapter Five discovered and discussed that most small schools in Namibia are without permanent structures. Learners at one-man schools are generally taught in either in a hut with a thatch roof or a corrugated iron structure. The same space is also used as storage rooms for equipment, furniture, textbooks and stationery and maize-blend bags, due to insufficient space at the school. The absence of toilets at some small schools compels teachers and learners to use nearby bushes to relieve themselves and this lowers the self-worth of both teachers and learners. Notwithstanding the latter, the regional management's decision to not construct permanent classrooms at small schools is justifiable to a certain extent. I assert that it does not make economic sense to put up permanent buildings at small schools when the enrolment is declining

every year. Both Kavango West and Oshana Region have small schools that were closed down due to declined enrolment, and now these permanent classroom blocks are no longer in use, abandoned and sometimes vandalized.

Thus, it is not easy for me to recommend that small schools must no longer be established in Namibia, especially at this stage when alternative options may be limited. However, it is my conviction that if new schools are to be established, then sufficient facilities and academic inputs ought to be provided to allow the schools to grow irrespective of their size or location. It will serve children better if several schools with primary hostels can be established at a strategic location, to accommodate these children who are currently travelling long distances to access education. Budgetary provision is also needed to allow transport arrangements for children to the school hostel and back home during long weekends and school holidays. This privilege is currently extended to secondary learners from marginalised communities who are accommodated in the government hostels in Kavango West. The availability of transport will allow children to return to schools when schools resume lessons. It is worth noting that this is not in any way a cheaper option, but it is more likely to allow the provision of equitable quality education for educationally marginalised children.

7.7 Rationalisation of teachers' deployment

The provision of teaching and support staff to a school, the transfer of teachers from overstaffed schools to understaffed schools and the general management of post provisioning norms is a bone of contention, thus the MoEAC must take into consideration the review of Formal Education Circular 25/2001 and of Circular 13 of 2001. As noted in Chapter Five and Six, these circulars disadvantage small schools. Indeed, there are small schools where the enrolment of learners does not justify two teachers at the school. However, the call to transfer these teachers from these schools will mean that teachers who are poorly trained to handle multi-grade classes will have to combine three grades in one class, and in the worst-case scenario, up to four grades in one class. The review also needs to take into consideration the provision of support staff, especially a cleaner, to small schools. It is unfair for teachers and learners at small schools to clean the school in an absence of a cleaner, as this causes additional pressure and impacts the quality of education provided to the learners.

7.8 Community involvement

Chapter Five and Six discovered and discussed how the development of one-man schools can be attributed to the active involvement of community members in different ways. This is more prevalent in rural areas, where community members donate money to set up a school and offer their personal houses to accommodate teachers and learners travelling long distances. There have also been documented cases of parents landscaping school yards, collecting potable water for the school and women volunteering to cook for children through a feeding program, as well as making sure that learners regularly attend school. Parents have also volunteered as substitutes for absent teachers, and they have helped the school to serve as a local resource centre, by availing time to share traditional skills with children. Community members support the teachers in many ways, such as accommodating a teacher until they can build their own accommodation. These selfless efforts by parents to support the school have positively impacted the enrolment, attendance and retention of learners at school. The generous gesture by parents to cook for their children has improved the quality of life for both parents and their children, especially during the drought season, when food becomes very limited at home. There is a need to review and redefine the roles and responsibilities of the school board and teachers to avoid autonomy in the day-to-day running and management of the school. The training of school board members on their role as the school governing body must be intensified to encourage ownership, active involvement, effective application of authority and functions by members of the school boards, as highlighted in the Education Act 16 of 2001.

7.9 Absence of monitoring mechanisms

Formal Education Circular 5 of 2017, which prevents the appointment of a principal at schools with an enrolment less than 100 learners, must be reviewed. Chapter Five and Six discuss the absence of instruments to evaluate the effectiveness of rural small schools. The MoEAC collects statistics on a trimester basis, but there are deficiencies and not all schools respond on time. The outcomes of these results are rarely analysed and used for planning purposes. There are documented efforts by the MoEAC to improve the quality of information collected by the Education Management Information System (EMIS), through regular training of regional office officials. There are still schools that provide incorrect information by inflating the number of learners enrolled to boost the allocation of the education grant to the school. There are also documented schools enrolling underage learners to Grade 1. The training must be extended to school administrators in the collection and the use of statistics for policy and education planning and development. The correct

use of statistical data can help education managers take informed decisions at the circuit, regional and national levels. Currently, the scope of the collected data is very narrow and can be expanded to include important indicators not covered by current instruments. The MoEAC needs to advance a multifaceted verification approach that facilitates reliability and trustworthiness of the data collected. All rural small schools sampled have collected the required statistics.

7.10 Research and use of educational data

Education Management Information Systems (EMIS) compile the statistical information received from schools and arrange it in manageable units that make it easy to read. This information system provides education managers and the public with useful information necessary to plan education. However, there is still room for improvement when it comes to statistics required for research in education. The system offers statistical procedures that can produce fairly accurate estimates; however, these estimates have limited application to the real challenges of education. An example is the absence of a system to track the progress of educationally marginalised children from Grade 1 to Grade 12.

The absence of such statistics to serve as evidence about the plight of educationally marginalised children has negative implications on policy and education planning and development, as well as the better management of small schools in Namibia. Small schools are a long-term necessity in Namibia; thus, concerted efforts are needed to address the inequities in the allocation of staff and resources that are marked by serious imbalances. The equitable distribution of resources and an effective monitoring system will help the government to do more with limited financial, physical and human resources.

The literature review revealed that small schools in western counties offer a more conducive environment to the learners (Diwan, 2015). This is not the case with small rural schools in Namibia. Even though these schools have enabled many children to access education, they do not get the recognition and appreciation they deserve. If it was not for these rural small school, Namibia would not be able to boast a 98% access rate. Concerted efforts towards the overall improvement of small schools should be prioritised. A special policy to this effect may be sufficient to bring about the required significant change in the operations of small rural schools and the provision of quality inclusive education. This calls for a multilayered approach, logically applied and complemented by

a clear expression of vision for developing small rural schools. These efforts should be supplemented by the serious mobilisation of funds. A conversation must be started between various stakeholders, with the aim of developing associations and partnerships between the public and private sectors. There is a need for strategies to fight inequity experienced by small rural schools. The one-size-fits-all approach will not work, because small rural schools and their communities have unique needs and challenges, and they may require special solutions to solve their challenges. Only then will they be able to meet the basic standards of efficiency.

There is a need for further research to recommend effective strategies to improve small rural schools. Inclusive Education Policies should be strengthened with clear and rapid feedback systems, as well as consistent monitoring and evaluation of the programs that have positive influences on the lives of educationally marginalised children schooling at small rural schools. Education policies should also endeavour to correct previous injustices and strengthen equality and equity in education for all people in Namibia. A positive and hopeful vision of educationally marginalised children's futures and needs should serve as a guiding principle for policy makers and policy actors at all levels. Uneconomical Schools should be conceptualised as part and parcel of a wider learning society.

7.11 Limitations/challenges within the study

This study is based at four schools in two different regions. Although it is not easy to apply a broad view based on my research findings, the empirical data collected may be fairly representative of small rural schools across the country. This is because the research identified a number of factors from the concerned national circulars and the implications that they have on the national inclusive education policies. These limitations are fairly addressed by the comprehensive data collected. Thus, the data invites readers to also engage with the evidence and identify the issues presented in other similar small school situations (Yin, 2009). The time factor was also a challenge, because of my work demands and the long distances between the four schools. The two regions where schools are drawn from are about 500 kilometres apart. The Covid-19 pandemic was also a major factor, because all schools were closed for most part of 2020/21 as result of a lockdown. These realities assured me that the four schools sampled are fairly representative of other small rural primary schools in Namibia.

7.12 Conclusion

One-man-school in Namibia present unique challenges of unequitable access to inclusive quality education especially for the marginalized and vulnerable children schooling at one-man-schools. Among other challenges are the sparse populations, limited resources, geographical isolation, inflexible education policies, ineffective pedagogy; and the lack of administrative and external support. A high numbers of small rural schools still exist in Namibia and will continue to exist for the decades to come as a result of the urbanization of rural population and socioeconomic transformation. One-man-schools educate learners from arguably the most disadvantaged groups and thus play a critical role in the reduction in educational inequality. Thus, the provision of equitable and inclusive quality education to one-man-schools is not just an educational imperative but a cornerstone of building fair, thriving, and cohesive rural communities. Ensuring that every child, regardless of their geographical location, has equal access to a quality education is a fundamental principle of educational equity.

Despite the mounting challenges, the government have been exploring ways to improve the provision of inclusive education for all learners, however, there is still a lot to be done toward refashioning education toward quality education rooted in rural culture and embedded in life experiences. Improving teaching and learning at one-man-schools could be informed by research findings about possible effective strategies. This could be supported by a transparent and quick feedback system and regular monitoring in terms of improved policy decisions, mobilisation of resources, fostering dialogue between various groups, pooling of resources to meet basic standards for effective schooling. School mapping exercises and merging of unviable small schools in close proximity to establish one big school with a hostel facilities to promote access to equitable quality education. In essence, a research study on inclusive education at small schools is a crucial step towards building a fair, just, and inclusive society where every child has the opportunity to reach their full potential.

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APPENDICES

8.1 APPENDIX A: ETHICAL CLEARANCE



RHODES UNIVERSITY
Where leaders learn

Ms Teopolina Ndilina Laudika Hamutumua
Supervisor: Dr PJ Helleman
Faculty of Education
Rhodes University

7 September 2023

Dear Ms Hamutumua,

Renewal of Research Ethics Approval for Teopolina Ndilina Laudika Hamutumua (19H6812)

I hereby renew the research ethics approval for the M.Ed. study with the revised title “Effects of Staffing Norms Circulars on One-Man-Schools: Issues in Policy and Planning”.

I noted that the changes from the original application, made during the research process and with the introduction of a new supervisor, *do not have significant ethical implications.*

Please provide a brief report to the Committee on the completion of the research. The purpose of this report is to indicate whether the research was conducted successfully, or if any problems arose that the Committee should be aware of. When you lodge the completed thesis in the Rhodes University Library, please provide the Committee with the details of the submission as well.

The Ethics Clearance Number for this study is 2020-07/18. *Please keep this letter safe for the duration of your study and beyond, as the proof of clearance will be required for the examination of the thesis and for publication purposes.*

Sincerely,

A handwritten signature in cursive script, appearing to read 'E. Rosenberg'.

Prof Eureka Rosenberg (E.Rosenberg@ru.ac.za)
Education Faculty Research Ethics Chair

Copied to: Dr Janet Haywood (Rhodes University HE-REC Chair)
Dr Pamela Vale (EF-REC Deputy Chair)

8.2 APPENDIX B: APPROVAL TO CONDUCT RESEARCH



REPUBLIC OF NAMIBIA

MINISTRY OF EDUCATION, ARTS AND CULTURE

Tel: +264 61-2933202
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Esigamiso: G. Munene
Email: Gibiscat.munene@moe.gov.na
File no: 132/97

Luther Street, Govt. Office Park
Private Bag 13186
Windhoek
Namibia

Ms Teopolina N. L. Hamutumua
P. O. Box 6193
Nkurenkuru
Cell: No. 081 148 5200

Dear Ms Hamutumua,

SUBJECT: PERMISSION TO CONDUCT RESEARCH IN KAVANGO EAST AND OSHANA REGIONS

The Ministry wishes to acknowledge receipt of your letter seeking permission to conduct an academic research at schools for your Masters of Education on the topic *"The Discourses of Education: Inclusion and Exclusion at one-man-schools in Kavango East and Oshana Regions."*


Permission is hereby granted to you provided you seek for further clearance from the Regional Director of Education, Arts and Culture or Chief Regional Officer at the region where you wish to conduct your research to ensure that

- That permission is sought from the school principals;
- That teaching and learning is not interrupted;
- That all participation is voluntary.

Furthermore, you are kindly requested to share your research findings with the Ministry after completion of your study. You may contact Mr. G. Munene at the Directorate: Programmes and Quality Assurance (PQA) for submission of a summary of your research findings at the above indicated details.

I wish you the best in conducting your research.

Yours Sincerely,


Sanel L. Steenkamp
EXECUTIVE DIRECTOR



All official correspondence must be addressed to the Executive Director



REPUBLIC OF NAMIBIA
 OSHANA REGIONAL COUNCIL

DIRECTORATE OF EDUCATION, ARTS AND CULTURE

ASPIRING TO EXCELLENCE IN EDUCATION FOR ALL

Tel: 065 - 229800/25
 Fax: 065 - 229834

Private Bag 5518
 Oshakati

Enquiries: *Hileni M Amukana*

To: Teopolina N. L. Hamutumisa
 P. O. Box 6193
 Nkurenkuru

SUBJECT: PERMISSION TO CONDUCT RESEARCH IN OSHANA REGION

Your letter dated 26 June 2020 on the above caption bears reference.

Kindly be informed that permission is hereby granted to conduct research study at Junior Primary School at Ompundja Circuit and : Junior Primary School in Oshakati Circuit, Oshana Region.

This permission is subject to the following strict conditions; (i) There should be minimal or no interruption on normal working schedule (ii) Ethical issues of confidentiality and anonymity should be respected and retained throughout this activity i.e. Voluntary participation, and consent from participant.

Both Parties should understand that this permission could be revoked without explanation at any time.

Furthermore, we humbly request you to share with us your research findings with the Directorate of Education, Arts and Culture Oshana Region. You may contact Mrs. Hilma Nuunyango, the Acting Deputy Director; Programs and Quality Assurance (PQA) for the provision of summary of your research findings.

We wish you the best in conducting your study.

Yours sincerely,


HILENI M. AMUKANA
 REGIONAL DIRECTOR



Cc: *Inspectors of Education, Oshakati and Ompundja Circuit*

All Official Correspondence must be addressed to the Regional Director



**KAVANGO WEST REGIONAL COUNCIL
DIRECTORATE EDUCATION, ARTS AND CULTURE**

Tel No: (066) 274 2000
Email: kavangowesttaac@yahoo.com
Enquiries: Leena Muhoka
Ref: 26 / 1 / 16

Private Bag 8193, Nkurenkuru
Namibia

22 September 2021


Mrs. Terpellina N.F. Hamutumwa
P O Box 8193
Nkurenkuru,
Namibia

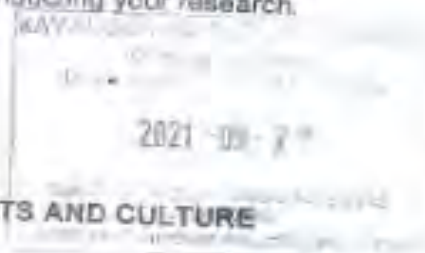
Dear Mrs. Hamutumwa

RE: PERMISSION TO CONDUCT RESEARCH IN KAVANGO WEST REGION

1. The Directorate of Education, Arts and Culture Kavango West wishes to acknowledge receipt of your letter dated 22 September 2021, seeking for permission to conduct an academic research at schools in Kavango west for Masters of Education on the topic: *The Discourses of Education: Inclusion and Exclusion at one man schools in Kavango west.*
2. Permission is hereby granted to you provided you seek for further clearance from the *Chief Inspector of Education* where you wish to conduct your research to ensure that:
 - Permission is sought from the School Principals
 - Teaching and Learning is not interrupted
 - Participation is voluntary
3. Furthermore, you are kindly requested to share your research findings with the Ministry of Education, Kavango West after completion of your study. You may contact the Deputy Director for Programme and Quality Assurance (PQA) for submission of a summary of your research findings.
4. We wish you all the best in conducting your research.

Yours Sincerely,


PONTIANUS V. MUSORE
DIRECTOR OF EDUCATION, ARTS AND CULTURE
KAVANGO WEST



22/09/2021
DATE

(All official correspondences must be addressed to the office of the Chief Regional Officer)

8.3 APPENDIX C: TEACHERS RESEARCH QUESTIONS

RESEARCH QUESTIONS FOR TEACHERS AT ONE-MAN-SCHOOL

Formal Education Circular 13/2001 on staffing norms provide for a teacher-learner-ratio of one teacher for every 35 learners. Formal Education Circular 5/2017 on the Closure of One-Man-School also direct the abolishment of Principal Post at schools with less than 100 learners (Uneconomical Schools). The circular further direct that all small schools must be supervised on Satellite basis; meaning the Principal at the nearest bigger schools must supervise the small schools that are without a Principal.

A. Teaching Arrangements

1. How many grades are offered at your school?
2. According the above mentioned circular your school qualifies to have one teacher only. Is this a case? If yes who teach other grades?
3. What arrangements are put in place when you have to be absent from work for whatever reason?

B. Training and Support

4. If grades are combined, have you ever been trained in multi-grade teaching?
 - (a) If yes by who and when?
 - (b) What is your experience with the actual practice?
 - (c) What sort of professional development support did you receive since last year and by whom?
 - (d) What was you experience with the support received ?

C. Leadership and Management of the school

5. Form. Ed Circular 5/2017 direct that no principal must be appointed at a school with less than 100 learners. Is this the case at this school?
 - (a) If yes, who is responsible for administration and management activities at school?
 - (b) What is your experience with this practice?
 - (c) Who supervise your work? How often?

6. What is your take on the request to close down all one-man-schools?

D. Learners academic progress to Senior Primary

7. How many learners were promoted to the next grade last year?

Grade 1..... Grade 2:..... Grade: 3.....

8. How far is the nearest feeder school from your school? If the distance to the nearest school is longer than the possible working distance by primary learners, what happens to these learners when they pass the last grade offered at the school?

9. How is the attendance and retention of learners at the school? Did you have any dropout? What was the reason for dropping out of school?

10. Do you know of cases where a learner completed the last grade at your school and could not continue to the next grade at a feeder school? If yes what was the reason?

E. Funding

11. What are your experiences with the allocated Budget versus the school needs? What are your personal experiences spending allocated funds?

F. Facilities

12. Does your school have classes and toilets separate for teachers and learners? If Not, how do teachers and learners relieve themselves when nature calls?

13. Do you have a cleaner at the school? If not who cleans the school premises and toilets?

G. Teacher experiences

14. What do you like most about teaching at a one-man-school?

15. What are the challenges faced by teachers teaching at one-man-schools?

16. Do you receive remoteness allowance?

17. Have you considered transferring to other schools? If Yes why?

18. Do you have any other contribution that you would like to make to this interview?

Thank you very much for taking time.

8.4 APPENDIX D: TRANSCRIPTION OF TEACHERS INTERVIEWS

1. SEMI STRUCTURED INTERVIEW WITH OT1F: INTELLIGENT VERBATIM TRANSCRIPTION

Interviewer: Teopolina Hamutumua

Interviewee: Oshana Teacher 1, Female

Date and time: 12 November 2021

Location: School 1

Introduction

My Name is Teopolina Hamutumua I am Masters Student at Rhodes University and I would like to learn about your experiences as teacher at a small school. As you have read in the consent letter the interview is completely voluntarily and confidential. You are free to withdraw any time. I must admit that your participation will give me invaluable insight on your experiences at this school.

OT1: it is not a problem madam, you can ask questions.

1. When did you start teaching at this school?

OTF1: I am the one who established the school in 17 January 1996.

2. How many Grades are offered at the school?

OTF1: The school offer Grade 1, 2 and 3. There are 11 learners in Grade 1, 5 learners in Grade 2 and 2 learners in Grade 3 and in total there eighteen learners.

3. According the above mentioned circular your school qualifies to have one teacher only. Is this a case? If yes who teach other grades?

OTF1: No. we are two teachers at the school. My colleague is on study leave at the circuit.

4. Formal Education Circular 5/2017 ask the closure of small schools and indicated that no principal must be appointed at the school what is your take on that?

*OTF1: I am not a principal, I just represent the school as principal. I do not even get an acting allowance, I was just asked to take a lead because the number of the children are too small. Even yesterday **I spend time competing the census form and once I am done I take them to the circuit office or sent my colleague to send then there. I am the one also who attend principal meetings. Like yesterday there was a principal meeting but I did not attend because the school has no transport money.***

On closing school? *OTF1: This is the only school in this area what will the do with children who are at this school. How will that help these children? This children will suffer id the*

close a school. They are too young to walk to Uuvudhiya which is 9km away. It is not a good idea.

5. In such case what do you do?

OTF1: I wrote a letter to the circuit that I must be given transport money because transport to the circuit is very expensive. They told me to take from the UPE (Universal Primary Education), but if I take from the UPE how Much money will be left in the school account?

6. Now that your colleague is absent from school who is taking care of his class?

OTF1: This time he went to write examination and that is a private activity, he was told to find a replacement that he must pay himself. The other time he went to the workshop I ask the circuit to give us a relief teacher to be paid by the Inspector.

7. How long is the study leave?

OTF1: he is started in 21 October, and will only be back on 12 November. It is not even a full study leave, it is just that the school is very far from the examination center and he cannot afford to be coming to school. He has to wait until he is done.

8. The Public Service Staff Rules allows public servant to go into a paid study leave, why is that the staff member paying?

OTF1: it is just what we do because I can-not cope with three grade alone. Like now I have lot of administrative work that must complete but I did not even get time. I will probably compete it today so that I can take it along tomorrow.

9. Is the relief teacher a qualified teacher?

OTF1: No. He is an unqualified teacher in fact he only possess Grade 10. He is just here to help me with grades.

10. Who is the principal?

I am serving as principal but I am just a teacher.

Follow up Does being a school principal and full time teacher affect your work?

OTF1: Yes very much, I have to leave my class and and grade one learners are not supposed to be left alone. It is very difficult. Like now we combined two grades in one class.

11. Where you trained to teach multigrade classes?

I was trained in Grade 1 and two long time ago. He is also trained from the the college I suppose.

12. Did you receive any professional development support from the Regional Office?

OTF1: Not really there were only two advisory teachers many years ago, I am not mistaken may be 2017 or 2018.

13. Who supervise, your work?

OTIF: Yes long time back. Late Ampolo was the last Inspector who visited our school.

14. What type of support did he give you?

OTF1: Only told us to apply for a hostel at the regional office. The idea of having a Hostel is very much supported by parents. People at the region are urging that the school is too small to have a hostel but that is not true because the hostel will also accommodate learners from nearby villages who travel long distances. Like now most learners travel long distance to go to Grade 4. We had grade 4 and now is cut off because when the curriculum changed it now fall under Senior Primary and no longer under Junior Primary.

15. Now that the school no longer have Grade 4, where do your learners go when they complete grade 3?

OTF1: There is no near school the nearest is Uuvudhiya CS which is 8 kilometers, the next one is Ombonde is 18 KM and the next one is in Onkani in Omusati Region and that is very far. The child will be lucky to get a space at Dr. Ankama Hostel. If they don't secure a space the only available option in at Uvudhiya which is 8 km away.

16. What happen if the learner is too young to work that distance?

OTF1: If they do not get a space at the hostel, then their parents will have to find them a space in the houses which are near the school. Some parents take their children to Oshakati (urban center 90 km away). If the parents do not know anyone that's near the school then they will just make their child travel 8 km to attend Grade 4 where it is in the dark or rain they must to go to school.

17. Are you aware of any children in the community who dropout because they can not secure grade 4 nearby?

OTF1: I am not aware of any children that are at home because they did not secure in Grade 4 but we have many in the community that dropped out in Grade 7.

18. How is the academic performance of your learners considering you are using Multigrade Teaching?

OTF1: I started teaching multigrade all these years combining Grade 1 and 2 and it was the most difficult lesson I have to give. This year was relieved because I am now combining Grade 2 and 3 in one class. Combining Grade 1 and 2 is extremely difficult because Grade 1 learners are more advance the the Grade 2 learners. There is no way a multigrade teacher can cover

lessons in the prescribed 40 minutes period, it is just not enough. For example in Mathematics I can start with introduction but by the time I will get to the allocation of activities to learners the period is already finished and you will have taken up time for the next lesson.

19. How is the attendance and dropout of learners in your school?

OTF1: The learner's attendance is very good and we did not experienced any dropout of learners either.

20. What is that you like most about teaching at smaller school as opposed to teaching at larger school?

OTF1: I prefer to teach at the smaller school because I am old now I don't have energy to teach many children. I came to the school in 1996 and I was very young then. When I first came to the school there was nothing in this area, even those offices you see I witnessed the construction of those buildings. I feel good to teach few learners because I am able to make time for individual learners, it is to mentor and are easy control.

21. What challenges do you experience at this school as a teacher?

*OTF1: The most challenge I have experienced is the long distances I need to travel to access services. The second challenge is that the school does not have a photocopier machine, and as result I am using old fashioned way of wring with hand and carbon papers. Sometimes I get assistance from the Constituency Office to make few copies but I have to take along duplication papers for printing because we have few learners. The funds we receive is just too little it does not cover a lot. **We have lot of needs and the money is not enough. We always use our own money for transport to attend meetings and workshop.***

22. How is the parental involvement in the school activities?

OTF1: The parental involvement at school is very good and commendable. That woman outside is a parent who came to cook for learners. She was even the one who asked me if she can come still to cook because of the pressure of water was low this morning. We are lucky because we have a small water tank at the school from Elim pipeline. Many parents do really support the school.

23. Do you have water and electricity?

OTF1: Yes we have water and electricity at the school. We also received new pit latrines. Even though these toilets are not flush toilets, at least they have very long pit.

24. What happen to that collapsed building?

OTF1: The classroom building collapsed in 2018, the Regional Office gave us these caravan-classrooms there were wheeled here. Before the caravan came we were using tents as

classrooms that is what mostly contributed to the enrollment decline. Young parents were not happy about their children being taught in the tent and as result they removed their children from our school and take them to other schools where are are proper classrooms.

25. What is that you would want education managers to know about your experiences at this school?

OTF1: The Ministry of Education must look at Engombe JS because the school is isolated and they must construct a hostel at Engombe JP so that a school can be able to at least extend its curriculum up to Grade 7. The extension of the curriculum at the school will increase the school enrollment and allow it to grow. Learners have a better survival if they can at least complete Grade 7 at Engombe JP and once they have completed go to the secondary school. This is the only School in this area no other schools nearby. I am only left with two years to go in retirement. I will be happy when if there will be a hostel when I leave this school. I came here with a mare ECP teaching certificate and I got my teaching diploma here thus this school is special school for me and I will be visiting when I retire.

26. Are you from this area?

OTF1: No I am from Ilkuku Ombundja. When I retire I will move home.

Let me thank you for taking time to participate in my research, it is truly appreciated. If there will be follow up question I will always call you. I will be in touch.

2. SEMI STRUCTURED INTERVIEW WITH OT2F: INTELLIGENT VERBATIM TRANSCRIPTION

Interviewer: Teopolina Hamutumua

Interviewee: Oshana Teacher 2, Female

Date and time: 15 November 2021

Location: Oshakati

Introduction

My Name is Teopolina Hamutumua I am Masters Student at Rhodes University and I would like to learn about your experiences as teacher at a small school. As you have read in the consent letter the interview is completely voluntarily and confidential. You are free to withdraw any time. I must admit that your participation will give me invaluable insight on your experiences at this school.

H. Teaching Arrangements

19. How many grades are offered at your school?

OT2F: The school offer three grades.

20. According the above mentioned circular your school qualifies to have one teacher only. Is this a case? If yes who teach other grades?

OT2F: Yes and I am the only teacher at the school

21. What arrangements are put in place when you have to be absent from work for whatever reason?

OT2F: I give leaner work to do it home until I came back

I. Training and Support

22. If grades are combined, have you ever been trained in multi-grade teaching?

(e) If yes by who and when?

OT2F: No I was never trained I just try to concentrate in more in the grade 1 but the time was not enough.

(f) What is your experience with the actual practice?

OT2F: It is difficult because the time was not enough and I do not follow the syllabus because it is hard to follow all three syllabus in one class. Some time I even just separate

learners and move from one class in one period and move to the other. It is difficult to control learners who are not attended to.

(g) What sort of professional development support did you receive since last year and by whom?

OT2F: Nothing, the Inspector visited the school but he only came to check the number of learners because the region was closing the school.

(h) What was your experience with the support received?

OT2F: No support received when I was at Uupeke. There was no support visit from either the advisory teachers or inspector.

J. Leadership and Management of the school

23. Form. Ed Circular 5/2017 direct that no principal must be appointed at a school with less than 100 learners. Is this the case at this school?

(d) If yes, who is responsible for administration and management activities at school?

OT2F: I am the one who do all principal work.

(e) What is your experience with this practice?

OT2F: I did not like it because when I do this work I must leave the children unattended to do the government job. Then take it to the nearby school to take it to the region. I am happy now I moved at the school with the principal I only concentrate on teaching.

(f) Who supervise your work? How often?

OT2F: No one supervised my work. I did not even do daily preparation because it was too hard to plan for three grades. I tried my best to teach children the way I know how.

24. What is your take on the request to close down all one-man-schools?

OT2F: It was difficult but what can I do? It is community that did not give birth to enough children. It is not my fault. Everyone can understand that there are no enough children that's why the school have to close.

Follow up question.

Did all children get the space of schooling?

OT2F: *I only moved with 5 children to Enkuwantale, the school is a bit far from our old school, about 8km. I sometimes give a lift to these children when I see them going to school in the way.*

Another follow up Question: How many were they and did they all find school?

OT2F: *Grade 1 (1) Grade 2: (3) Grade: 3 (4) Total 8 yes 5 went with me, a grade 1 learner was taken at the hostel. I don't know what happen to the other child. It is not easy to move but I do not have a choice, my husband is not happy because now I travel long distance then before. He ask if the government gives money for transport. I always tell him to understand the situation.*

K. Learners academic progress to Senior Primary

25. How many learners were promoted to the next grade last year?

Most of them were promoted to the next grade. I can't recall the exact figure.

26. How far is the nearest feeder school from your school?

OT2F: *Enkuwantale is about 8 km I don't know the km for sure but I think it about 8km.*

27. Rephrased: what happen to learners who complete grade 3 at your school when they pass the last grade offered at the school?

OT2F: *Their parents find them school at Ekuwantale or another school.*

Follow up: do you experienced incidents of learners who completed grade 3 at you school and they did not find space at grade 4.

OT2F: *No, but then I have no way of knowing because if the learner did not get the school the parent go and report it to the circuit office so that the learners without a space can get admission. The circuit report is sent to the Region Office.*

28. How is the attendance and retention of learners at the school? Did you have any dropout? What was the reason for dropping out of school?

OT2F: *The attendance of learners is good and we don't have many dropout.*

L. Funding

29. What is are your experiences with the allocated Budget versus the school needs? What is your personal experiences spending allocated fund?

OT2F: We got about N\$1300.00 it was kind of enough for us because we only by cleaning materials and a tonner for our photocopier machine.

Follow up so it could also cover your transport to meeting?

OT2F: *I do not attend meeting. If I go to meetings what happen to my learners? I am alone at the school. The money is also not enough to be used for transport. I even use my own petrol to pick up food for learner at the circuit.*

Follow up: Food for learners?

OT2F: *Yes the food for school feeding program.*

I see. Who cook the food?

OT2F: *The parents come and cook food for learners, they do not have a problem with coming to cook.*

M. Facilities

30. Does your school have classes and toilets separate for teaches and learners? If Not, how do teachers and leaners relief themselves when nature call?

OT2F: *Yes, we have a block of three classroom and two pit latrine toilets. all learners are sharing one toilet and one toilet is for staff members.*

31. Do you have a cleaner at the school? If not who clean the school premises and toilets?

OT2F: Yes we had one cleaner.

N. Teacher experiences

32. What do you like most about teaching at a one-man-school?

OT2F: *It was near my house. I did not have to travel far and children were not many I can pay attention to all of them during lessons.*

33. What are the challenges faced by teachers teaching at one-man-schools?

OT2F: Time is not enough to teach multigrade teaching. I am also not trained how to handle multigrade teaching I am just learning through trial error. I also have a challenge of doing principal work without pay, I am just a teacher but now I carry administrative work burden on top of a full teaching load. It is not fair. We were also transferred to a new school and we did not receive support. Now learners and myself are travelling long distance to the new school and it is not good at all.

34. Have you considered transferring to other schools? If Yes why?

I Skipped the question.

35. Do you have any other contribution that you would like to make to this interview?

OT2FThe government must not close school because it makes both teachers and learners to suffer especially learners suffer because of the long distance, especially if they do not get a hostel space.

The school building are being vandalized because there is no one who is taking care of the building and this is a waste of resources. I am also sorry that you have tried many time to reach me I could have told you the school closed.

Thank you very much for taking time. If there are additional Questions I will contact you for clarity.

3. SEMI STRUCTURED INTERVIEW WITH OT5M: INTELLIGENT VERBATIM TRANSCRIPTION

Interviewer: Teopolina Hamutumua

Interviewee: Oshana Teacher 2, male

Date and time: 12 November 2021

Location: Oshakati, Oshana Regional Council Office

Introduction

My Name is Teopolina Hamutumua I am Masters Student at Rhodes University and I would like to learn about your experiences as teacher at a small school. As you have read in the consent letter the interview is completely voluntarily and confidential. You are free to withdraw any time. I must admit that your participation will give me invaluable insight on your experiences at this school.

This candidate has retired in 2019 but he agreed to come to my office for an interview because he lived near my work place.

1. Thank you for coming I truly appreciate it. For how long have you been a teacher at Engombe Jp?

OT5M: I have taught there for nine years.

2. How many grades were offered at the school that time?

OT5M: Grade 1 to 4

3. What happened to Grade 4?

OT5M: Grade 4 moved to senior primary in the new revised curriculum. All teachers at the schools were only qualified to teach Junior Primary not Senior Primary.

4. What happened to the learners who completed Grade 3 that year?

OT5M: When they removed Grade 4 the children who passed in Grade 3, I compiled a list to the late Inspector of Education right before went on early retirement, so that these children can be absorbed at Dr. Chief Ankama Hostel.

5. Were all learner's taken by the hostel?

OT5M: Yes they were all taken in because I wrote two letters one to our Inspector of Education and one to Inspector of Ompundja Circuit where the hostel is located. I did this arrangements early so that in January when the school start children can be recognized and be placed hostel.

6. How many teachers were at the school that time?

OT5M: We were only two.

7. If you if you were only two teachers, how did you managed with 4 grades?

OT5M: We uses multi-grade teaching. My colleague combined Grade 1 and 2 and taught them in one classroom, and I combined Grade 3 and 4 and also taught them in one class, plus the management the school.

8. What was your experience with multi-grade teaching?

OT5M: I have never been trained as a multi-grade teacher. I started teaching at Emono PS in 1981, teaching Standard 1. That time there were no grades but we use the term Standard 1 or 2. I taught at Emono PS in 1981 for 19 years. There were no grades we use Standard by then. That is also the time I joined the in-service training, and it is where I got experience in teaching Junior Primary. Another good development was that our school was selected to be a support school for student teachers doing teaching practice. I was also selected as one of the support- teachers. I have taught at the school for 19 years then I applied to be a principal at another school called Ondombeyeexumba in okalongo circuit. I stayed there for 9 years I found that the school was not in a very good condition it had lot of children only but had only 3 teachers. Each class was overcrowded and I was teaching Grade1. Every teacher was teaching a class size that exceeded the prescribed teacher-learner ratio. It seems I'm going far from what you have asked?

9. You are doing well all information is useful, please continue.

OT5M: That was the time of on Ondangwa East and Ondangwa West region. I extended the school curriculum up to Grade 7. I created lot of teaching employments, I even brought teachers from Katima Mulilo in Caprivi they came here to teach subject at Grade 5-7. The school staff members increased from three to seventeen teachers. I only found three teachers when I came and I was the fourth. We became more.

10. Why did you move from that school to Engombe?

*OT5M: I moved because it was near home and it was also my region. Engombe have a history because it was established in Ogongo Circuit, then Eheke Circuit and I found it Ompundja Circuit, then it was shifted to Oshakati Circuit, *because of a long and distances that passes through long rivers that were full to capacity and cut off schools.* When we were at Ompundja Circuit we used the new gravel road at Omeege to go to Ompundja and the cluster Centre was at Othina in Enguwantale.*

11. How many kilometres are from Engombe to Enguwantale?

OT5M: About 20 km.

12. You earlier said you were only two teachers at the school? What happen if for whatever reason that one teachers have to be absent?

OT5M: If for example one teacher is going to attend a workshop for the whole week, the remaining teacher stay alone at the school with learners. The teacher only teach some subject that are possible.

13. How do you handle all four grades alone?

*OT5M: With subject that are possible you combine all children from four grades in one class because the children are not too many. There **were times when we had many learners but the number kept on dropping because parent started removing their children, because they found work in towns.** Some took their children to live with their extended family. I remember in 2009, 2010 and 2011 we were struggling with flood, we did not close the school, we were just teaching. I asked the region to give us tents so that we can camp at the school. I was even picked up by a helicopter because my car was captured by water it could not move out of the area.*

14. Helicopter?

*OT5M: Yes it dropped us at Oshandira because we were surrounded by water. **The helicopter also brought the outreach essential services like a hospital.***

15. Did you received support from the Regional Office such as Inspectors or Advisory Teachers that visited your school.

OT5M: No, it was very difficult to be visited the school was surrounded by water from April to June you can come to this area with a car. Because I was not trained I have been preparing and it was a difficult to achieve competencies given the different learners of different age, who are also in different grades, and differently gifted. It was difficult. However, those that are very gifted if they catch up in multi-grade and they master competence fast and I have to give them enrichment activities. By the time these children reach Grade 4, they becomes so good and they start assisting other learners in their grade. When that child comes in Grade 4 they become so confident not today will mastering the basic competencies.

16. What do you do with the one less gifted?

*OT5M: Those that are behind I try to be inclusive, but then if you tell the child to stay behind for lessons **this children travel in a group very long distance up to 6 km.** It was difficult for children to attend extra classes especially during rain. During rain children often absent from school. **Parents make efforts to bring the children near the school but it was also difficult because of food.***

I can just imagine placing children in a house that have already other children to feed.

OT5M: yes it was very difficult

17. After you retired, was your position as a principal filled?

OT5M: No they only put a teacher there?

18. Was it done to comply with a Formal Education Circular 2017?

OT5M: Yes it was because of that Circular.

19. What is your opinion about the provisions of this Circular?

OT5M: A principal is very important person at the school. The principals are supposed to attend monthly principal meeting, I cannot see principal job done by the teacher, and it's not easy to supervise. There are even Forms that ask the name of the principal. What should the teacher write in these form? Observer? and also the salary is low, there is not even an allowance for the teacher who is loaded with work due to the country's economy. The teacher is just doing work free of charge, I don't think it's good to have a school without a principal, even when a principal is alone at the school, the parent do not understand it when he attends meetings. Parents don't know what a meeting is, they are always complaining that the principals is not teaching our children he is just roaming around. Education is not well understood in our community they don't understand the job description of the teacher integrated with that of the principal. Especially if the teacher does not have a car, it is very difficult she will have to walk at night. If there are two teachers at least they help each other.

Follow up: what about the part of closing the school?

OTFM: if the close the school what will the children go? What will happen to them? Parents are poor they don't have money to ka children far.

20. I never thought of it that way. Which means even though the circular prescribe 25% teaching load as principal you had 100% class teaching load.

OT5M: It was difficult, especially those words like "workshop" it's not understood by parents they misinterpret and say the principal is gone to Shoprite.

Interviewer laughing

OT5M: Yes it is true, the parents tell the public that the principal went shopping. It has been very difficult especially on my colleague. She is from Ongwediva near Okaku ka Nangula. I am from oshakati near Oshakati Private School that is where our village is near town.

21. So you only went to Engombe for work?

OT5M: Yes I only went there for work. I sacrificed a lot because of the living standard at the school. There are no teacher's houses, no good accommodation. The community allowed me stay in one structure where are used to sleep and store my things, but then when I go for weekend somebody breaks the structure at take my food and other thinks. It was a difficult condition, I was at least lucky because I had a car, I can always come back early to school. But during rain you can get stuck, one kilometer you are stuck ngain even five times and there are no people to push your car.

Interviewer: Yes it's true, I saw it yesterday when I went there, I saw very few people.

OT5M: If you manage to get a good place to leave it the car, you will have to walk 10 km by foot to reach the school. I don't think the condition of these rural areas will change if the government will not establish hostels in these areas. This Constituency does not even have a secondary school it had only had Omapopo SC but they have removed Grade 10. From Okaukuejo their support services it supposed to be at Engombe but they do not come here. Even other services like the distribution of food, or meeting which is to do with agriculture that ask people to come, they don't come. Even the NSFP food is moved around offloaded in one place to another center. Food take longer time on the road before it reach us.

22. What happen if these children are not absorbed by Ankama hostel?

OT5M: Most definitely they will dropout of school because the school is far. Children who are a bit bigger they are also influenced by the cattle headers in the area to dropout school. Even the underage children who must be in school are influenced by Aankumbi herders to start drinking alcohol and to steal. Some are underage and the crime rate is very high in the area.

23. So the crime is high in the area?

OT5M: Yes crime is very high in that area.

24. How was the learner's attendance?

OT5M: Attendance depend on the value of a specific family. With some families, their children are always absent, even the children are not taken care off. Their children are always dirty you will even observe porridge from the previous night meals on the children's hands. When I look at the parents are clean but their children are dirty. In some family the attendance is 100% good you can even find 20% of children who never missed school.

25. How about the Dropout?

OT5M: Dropout is not high, the children who dropout are mostly the children of the domestic workers and herders who works in the farms. If they don't agree with employers such as on low-payment or the have a disagreement with the employer, when they leave they take their children along with them. The same cases also happens with the parent who come looking for a job at the area, they bring their children and come to enroll them in the middle of the year or in the last quarter.

26. Do take them in?

OT5M: No we don't take them in because it's not allowed. We have to ask the office first, if we can take them in. It's not possible because the children do not come with the certificate. What will I write there? If the child is clever and after assessment becomes number one in the class, it will bring conflict in the community. They will ask me how the child became number one if he recently just joined the school. Some things are not possible but sometimes that parents will bring the idea to take these children in. When they do I tell them we are guided by the Education Act, I will tell them that we can take in the children but they have to keep quiet about it. We took these children in the school and cautioned the parents that if they talk about I will be arrested first and then the school board will also be arrested because it's not allowed. What if they ask us which section of the Education Act they used to bring in children in the middle of the year?

27. I have learned from the interview that you have taught at a big school and you have also taught at the small schools. Which of the two do you best preferred in terms of teaching?

OT5M: When I applied I did not study very well the other School. I was just told it offer Grade 1 to 7. It is only after I have arrived at the school that I learned that the schools has only 23 learners and I came from a school with 700 learners. In my life I have experienced many situation, the children I started teaching in 1981 in Grade 1 they were 84 in one class at Emono PS. Back then in my first school I only had 23 learners in one class. I love teaching few learners, you can give them attention. There are many things that happen in a human life and employments is very scarce, if the government “kill” the school, what will happen to this teacher. Where you will they go if other schools are overstuffed. The government properties are being wasted, water in the electricity and it will no longer be used, and therefore it will not have customers.

28. What challenges did you face at Engombe that you wish the ministry to take note of?

OT5M: The first challenge was the job description. Only that I am motivated if it was another person they could have surrendered. You can go for a weekend and you come back without knowing what is on the other side. In the middle you will find a flood. Another challenge is long distance which is covered by children to come to school, another challenge is uncoordinated meetings. Sometimes I'm driving from school home when I reach Omapopo, I received an SMS to attend an urgent meeting I have to turn back to Oshakati. If I am invited to the workshop I have to go to the workshop and there is no network at school, but now there is network.

29. Network to inform parents of your absence?

OT5M: Yes, sometimes are invited to many workshop. If the workshop is of Grade 4 English I cannot miss it because it's very important, in most cases I have to decide which workshop to attend. If it is for junior primary I can miss it and if it is for the upper primary now known as senior primary I have to attend because I can get new knowledge.

30. Now that made me think that the regional office probably do not into take that into consideration, that there are school with only one or teachers?

OT5M: They don't consider those things, they just ask the whole Primary to go. The principal have to be away from school to attend these workshops. Today is one workshop tomorrow is another the important meeting.

31. So you can go back to school and then and then arrive then go back again?

OT5M: Yes, and when I give excuse that I've been away from schools, then your supervisor will tell you if you cannot do the job, leave it so that it can be given to the person who can do it. What else can I do if I am the master of the school? Another challenge I have is to cover the syllabus of all the grades on time. In order to cope we stop teaching non-promotional subjects and focus only on promotional subject so that we can cope. Lucky enough we have a period called socialization at the end of the year so we release all learners to go and play and jump walls as a physical fitness education. Another challenge is there are no teachers' houses at the school. There is one nice teacher's house but it belongs to the other Ministries. It is still currently unoccupied. The staff member at the Ministry of Rural do not want to work there, but we are refused an opportunity for teachers to stay in these houses. Temporary structures that were used as accommodation were destroyed by storm. Especially when we use to teach in tents, I have to re-erect tents every other day because this is a windy area and tents are blown away. In most cases we will find snakes hiding in the fallen tents.

Interviewer Au!

OT5M: Yes, it was a dangerous situation.

32. So there are snakes there?

OT5M: Yes a lot of snakes were reported killed by children snake on their way to school.

33. What about parental involvement in the Education of their children?

OT5M: The parents are supporting the school very well especially the older parents. The problem are the young parents not attend parents meetings, only elderly and school board members attend to school activities.

34. Do you have any other things you want to add that were not covered by the question that I have asked you?

OT5M: Yes the tough condition is also brought by parents. Because some parents think when their children are fluent in English, then the children are gifted. It depends on the person's value of cultural norms. Do patents teach children these value like how to greet people?

35. Did you have only Oshiwambo speaking children or other tribes too?

OT5M: Only Oshiwambo speaking learners but then it is difficult to know for sure because some family have San descendants. One thing for sure we recognized all children as vulnerable. People understand things differently, especially to accept people from other communities. Engombe community still wanted to employ people from their community only, even though they do not have qualifications. There is tribalism and it's not a good thing, they need to understand when the post is advertised and no person with that qualification in the village, we have to receive people from the other communities and if their children are not studying, the child of this person will still come and be employed at the school, then they will say it's corruption. Parents need to be motivated. Another thing I want to tell you is younger parents who do not want to continue with education. When they fail grade 10 they do not register to improve their results. If they fail Grade 10 stay home because there is no money.

36. You said there is no secondary school in the area?

OT5M: No secondary schools this side all “richness” is only at Omusati Region. Onkani CS is one of the school that take up our children. Another thing is career guidance which is lacking. The other day I was shocked when I asked children what they want to be when they grow up. Most of them said they want be security guard. They know about teachers some have seen nurses when they go to the hospital but most want to be security guard because they see security guard who are guarding the constituencies buildings. Another challenge is the budget. The allocation per child is just too small. The school was allocated with N\$1,300. Even if you save it, it will not accomplish anything. It's even difficult to make copies, or to buy a photocopier machine. We get the allocation based on the number of out learners that is why that year we only got N\$1300.

37. If the amount is that little how do travel to the meetings?

OT5M: Forget about that one, I get used to using my own money for official trips. Even myself I can see that there is no enough money to pay for transport to the meeting. If there is a training schoolboard at the Circuit Office I just have to drive my car and go without expecting any refund. We are lucky because if I am not around there is a community member with a car, sometimes I will make contribution so that he take the children to that event. Sometimes the school is asked to take the school board and children to an award ceremony and this becomes even more very difficult, you will have to do it on your own.

38. You are right I remember when I came here I had to fill up twice

OT5M: Yes, you are even lucky that you did not get stuck because if it was raining you can get stuck many times. Especially if it's windy don't even drive just stop because you will crash with other cars because you cannot see anything.

39. Anything else?

OT5M: I think that was it for today, I have not been there for quite some time. The new councilor was an HOD and you can work well with him. If I missed something you can still call me.

Let me thank you for taking time to do this interview.

4. SEMI STRUCTURED INTERVIEW WITH KT3F: INTELLIGENT VERBATIM TRANSCRIPTION

Interviewer: Teopolina Hamutumua

Interviewee: Kavango Teacher 3 Female

Date and time: 08 December 2021

Location: School 3

Introduction

My Name is Teopolina Hamutumua I am Masters Student at Rhodes University and I would like to learn about your experiences as teacher at a small school. As you have read in the consent letter the interview is completely voluntarily and confidential. You are free to withdraw any time. I must admit that your participation will give me invaluable insight on your experiences at this school.

A. Teaching arrangements.

1. How many grades are offered at your school?

KT3F: There are 3 grades at the school. Grade 1-3

2. According the above mentioned circular your school qualifies to have one teacher only. Is this a case? If yes who teach other grades?

KT3F: Yes, the school qualify only for one teacher that is why I am the only teacher at this school. I teach all three grades, combined in one class.

3. What arrangements are put in place when you have to be absent from work for whatever reason?

KT3F: I usually prepare activities in advance and give to the learners to do at home during my absence. It is difficult for learners to do homework at home because some parents are not able to help their children.

B. Training and support

4. If grades are combined, have you ever been trained in multi-grade teaching? If yes by who and when?

KT3F: I have never been trained to teach multi-grade. I find it very challenging.

5. What is your experience with the actual practice?

KT3F: My experience with this practice, it is not easy to combine 3 grades in one class. Two grades is easier to maintain when combined then three grades combined. Mostly I focuses on Grade 2 and 3 and Grade 1 is usually left out. But it requires hard work and discipline.

6. What sort of professional development support did you receive since last year and by whom?

KT3F: I attend a literacy and numeracy workshop for grade 1-3 last year. The workshop was conducted by Junior Primary education officers in the Kavango west. Mrs Shimafo and Mr Rengi. The school was visited by the inspector once.

7. What was your experience with the support received?

KT3F: The workshop was educating. I learned different teaching methods that is useful in my class. It really improved my teaching skills especially reading and writing.

C. Leadership and management

8. Form. Ed Circular 5/2017 direct that no principal must be appointed at a school with less than 100 learners. Is this the case at this school? If yes, who is responsible for administration and management activities at school?

KT3F: Yes this is the case at the school. I am responsible for administration and management activities at the school. I compile all the reports that are needed at the office. I set parent meetings and school board meetings. I also attend principals meetings every term or whenever I am required to do so. I do not receive acting allowance.

9. What is your experience with this practice?

KT3F: With this practice I can say it's good for me. It teaches me discipline and responsibility. I'm sure I can use this experience in the future should I want to take up on management positions.

10. Who supervise your work? How often?

KT3F: My satellite principal is my supervisor. She visits the school at least once per term.

11. What is your take on the request to close down all one-man-schools?

KT3F: Closing down un- economical schools will be a challenge both to the communities where this schools are situated. The learners will be the most affected because this schools are usually at villages that have a very long walking distance to the bigger schools. This children will not be able to walk long distances and might end up not going to school and deprived from their right to basic education.

D. Learners academic progress to senior primary

12. How many learners were promoted to the next grade last year?

KT3F: The school registered 10 learners last year. Therefore 8 learners were promoted and 2 learners were not promoted. In Grade 1, four learners were promoted; in Grade 2, three learners promoted and 2 were not promoted. In Grade 3 and two were promoted.

13. How far is the nearest feeder school from your school?

KT3F: The nearest school is about 12 km which is the feeder school. The second school is about 20 km which has a community hostel. So our learners usually go to Mururani which has a hostel and its 20km.

14. How is the attendance and retention of learners at the school? Did you have any dropout? What was the reason for dropping out of school?

KT3F: Attendance of learners is satisfactory. The dropouts usually happen when parents move to other villages.

15. Rephrased: what happens to learners who complete grade 3 at your school when they pass the last grade offered at the school?

KT3F: Yes. There is one learner that completed the last grade last year but did not go to the feeder school due to health reasons and distance to feeder schools.

E. Funding

16. What are your experiences with the allocated Budget versus the school needs? What are your personal experiences spending allocated funds?

*KT3F: The allocated budget is not enough compared to the school's needs. Most of the funds is used for academic purposes such as buying writing books and other teaching materials that may be needed. We list our need and buy everything we need at once because it is expensive to go to the bank many times. **Other school needs such as transport to attend office matters like meetings or getting materials at the circuit office, I usually use my own funds.***

F. Facilities

17. Does your school have classes and toilets separate for teachers and learners? If Not, how do teachers and learners relieve themselves when nature calls?

*KT3F: The school has a temporary structure which is used as a classroom. **We have one temporal pit latrine put up by parent which is used by both teacher and learners. Before we used to use the bushes to relieve ourselves.***

18. Do you have a cleaner at the school? If not who cleans the school premises and toilets?

KT3F: *The school does not have a cleaner. Sometime the parents volunteer to clean the school premises. Most of the time the leaners clean the classroom and the teacher cleans the toilet.*

O. Teacher experiences

19. What do you like most about teaching at a one-man-school?

KT3F: *I like teaching at one man school because I am my own manager. I don't have to be told to do my work. It taught me to be disciplined and to be responsible.*

20. What are the challenges faced by teachers teaching at one-man-schools?

KT3F: *The challenges that I face is when I have to be absent from school. I feel that the leaners lose much when they have to stay at home because I'm not there. Sometimes important information and teaching materials provided by the office does not reach us on time. Sometimes food is delivered late and it affect enrolment at school. Some san learners only come when they hear food is delivered.*

Follow up: do you receive any incentive to attract qualified teachers to rural areas

KT3F: *Yes, I receive remoteness allowance. It is not enough I end up using it for transport money to attend meetings.*

21. Have you considered transferring to other schools? If Yes why?

KT3F: *Yes. I have considered transferring to other schools. The reason is very simple everyone needs to find some greener pastures. I feel me being at a one man school promotes laziness sometimes because of teaching a few learners. But at bigger schools at least there is some challenges. I also feel isolated at times.*

22. Do you have any other contribution that you would like to make to this interview?

KT3F: *My contribution is that teaching at one man school has its advantages and disadvantages. There is challenges that we face every day. Sometimes you find yourself in a situation where that community members are not happy with you. The advantage is that it teaches one to be good leader and to have good communication with the parents and the community at large.*

Conclusion

Let me thank you for taking part in this study, I truly appreciate it. I will call you if I need clarity on something.

5. SEMI STRUCTURED INTERVIEW WITH KT4M: INTELLIGENT VERBATIM TRANSCRIPTION

Interviewer: Teopolina Hamutumua

Interviewee: Kavango Teacher 3 Female

Date and time: 09 December 2021

Location: School 4

Introduction

My Name is Teopolina Hamutumua I am Masters Student at Rhodes University and I would like to learn about your experiences as teacher at a small school. As you have read in the consent letter the interview is completely voluntarily and confidential. You are free to withdraw any time. I must admit that your participation will give me invaluable insight on your experiences at this school.

C. Teaching arrangements.

1. How many grades are offered at your school?

KT4M: There are 2 Grades at the school, Grade 1-3

2. According the above mentioned circular your school qualifies to have one teacher only.

Is this a case? If yes who teach other grades?

KT4M: Yes, the school qualify only for one teacher. I am the only teacher at this school and I teach all two grades in multigrade teaching.

3. What arrangements are put in place when you have to be absent from work for whatever reason?

KT4M: I always prepare activities for learners to do at home when I am not around, so they do activities and bring them to school for marking.

D. Training and support

4. If grades are combined, have you ever been trained in multi-grade teaching? If yes by who and when?

KT4M: Yes, Not trained but supported by our subject advisor for junior primary.

5. What is your experience with the actual practice?

KT4M: I learned on how to do multigrade lesson planning and some of the teaching methods that grade 1 are to be taught separately then give them work to do while you are busy teaching Grade 2 and later give them their activities as well.

6. What sort of professional development support did you receive since last year and by whom?

KT4M: support from advisory teachers, the inspector also visited one day.

7. What was your experience with the support received?

KT4M: I got the knowledge on how to plan when teaching multi-grade classes, lesson planning should be on one blank paper per subject for easy planning where Grade 1 are to be described on what they will do and how the lesson will be the same as the grade two.

C. Leadership and management

8. Form. Ed Circular 5/2017 direct that no principal must be appointed at a school with less than 100 learners. Is this the case at this school? If yes, who is responsible for administration and management activities at school?

KT4M: Yes I am responsible for administration and management of the school.

9. What is your experience with this practice?

KT4M: it is challenging since this practice it meant for school principal, I feel I should do work since I am tasked to do so, it is a good practice, on the other way, since I am learning a lot from in on how to manage and lead the school.

10. Who supervise your work? How often?

KT4M: our cluster centre principal and my inspector of education visits the school at least three times a year.

11. What is your take on the request to close down all one-man-schools?

KT4M: it is not good step, the community will be uneducated since Grade 1 learners won't go to school. And parents will delay their young one until they turn 8-9 age is when they will take their children to hostel. If the school is closed then the learner's education in the community is shutdown as well.

Follow up what do you mean?

It means no one will be educated from that community and there will be no bright future for these children.

G. Learners academic progress to senior primary

12. How many learners were promoted to the next grade last year?

KT4M: Grade 1 they were 9 and in Grade 2 they were 3

13. How far is the nearest feeder school from your school?

KT4M: about 10 km

14. How is the attendance and retention of learners at the school? Did you have any dropout? What was the reason for dropping out of school?

KT4M: Attendance is very poor, dropout are also there. The main reason is that parents have that tendency of taking their kids with them to town once they are done with the harvesting as result learners no longer get education. They bring the children the following year when they come to cultivate for the next rain season.

Follow up do you take in the children who come seeking enrolment in the middle of the academic year?

No it is not allowed I tell them to come in January

15. Rephrased: what happens to learners who complete grade 3 at your school when they pass the last grade offered at the school?

KT4M: Once they have passed the last grade learners go to the nearest school within the circuit which is 10 kilometre.

Follow up: Do you know of any children who remained at home because the feeder school is too far?

Yes. Reason is that parents not having enough funds to take their kids to school with hostel for registration and accommodation that the challenges that I was told when I had a conversation with parents.

H. Funding

16. What are your experiences with the allocated Budget versus the school needs? What are your personal experiences spending allocated funds?

KT4M: The allocated is very little, we cannot afford buying enough school materials. I use own money to attend meetings and workshops.

I. Facilities

17. Does your school have classes and toilets separate for teachers and learners? If Not, how do teachers and learners relieve themselves when nature calls?

KT4M: No toilet. Teacher and learner goes behind the bush.

18. Do you have a cleaner at the school? If not who clean the school premises and toilets?

KT4M: No Cleaner. Learners clean the class inside and outside.

P. Teacher experiences

19. What do you like most about teaching at a one-man-school?

KT4M: I like it because I am gaining more experience on leading and managing the school, teaching multigrade is challenging but it makes you to be on time always. It brings you very closer to each learner and their educational needs. I feel sometimes as if am the school principal that is what makes me happy always and I do my work with moral.

20. What are the challenges faced by teachers teaching at one-man-schools?

KT4M: Finding yourself alone at the school no one to help you out when you are sick all you do is to let the learners go home with activities until you are fine. The work is that much, we do admiration so all the work is for that particular teacher. We teach learners that write on their chairs because the school does not have desk. These learners are taught how to read and write it is very challenging for them to capture that lesson easily. We are paid according to our qualification but not considering our work load of administering, teaching and managing. Another challenge these children depend of school feeding program. If it does not come on time it also affect admission with san learners.

Follow up: do you receive any incentive to attract qualified teachers to rural areas

KT4M: Yes, I receive remoteness allowance.

21. Have you considered transferring to other schools? If Yes why?

KT4M: No. I want to manage all what I am tasked to do at this school to make it better learning place for Namibian child.

22. Do you have any other contribution that you would like to make to this interview?

KT4M: closing out small schools will not help our nation but upgrading schools building more permanent structure, toilets, electricity, network that will attract more people to stay on rural areas for the to let children get access to school and get free education.

Conclusion

Let me thank you for taking part in this study, I truly appreciate it. I will call you if I need clarity on something.

8.5 APPENDIX E: INDUCTIVE THEMATIC ANALYSIS OF TEACHERS INTERVIEWS: PHASE 2

Theme	OT1FSSI	OT2FSSI	OT5MSSI	KT3FSSI	KT4MSSI
1. Implication for closure of one man schools?	OTF1: This is the only school in this area what will the do with children who are at this school. How will that help these children? This children will suffer id the close a school. They are too young to walk to Uvudhiya which is 9km away. It is not a good idea.	OT2F: The government must not close school because it makes both teachers and learners to suffer especially learners suffer because of the long distance, especially if they do not get a hostel space. The school building are being vandalized because there is no one who is taking care of the building and this is a waste of resources.	OTFM: if the close the school what will the children go? What will happen to them? Parents are poor they don't have money to taka children far.	KT3F: Closing down un-economical schools will be a challenge both to the communities where this schools are situated. The learners will be the most affected because this schools are usually at villages that have a very long walking distance to the bigger schools. This children will not be able to walk long distances and might end up not going to school and deprived from their right to basic education.	KT4M: it is not good step, the community will be uneducated since Grade 1 learners won't go to school. And parents will delay their young one until they turn 8-9 age is when they will take their children to hostel. If the school is closed then the learner's education in the community is shutdown as well.

2. Distance Travelled by learners	OTF1: Like now most learners travel long distance to go to Grade 4. We had grade 4 and now is cut off because when the curriculum changed it now fall under Senior Primary and no longer under Junior Primary.	OT2F: Now learners and myself are travelling long distance to the new school and it is not good at all.	OT5M: This children travel in a group very long distance up to 6 km. Another challenge is long distance which is covered by children to come to school,	KT3F: Yes. There is one learner that completed the last grade last year but did not go to the feeder school due to health reasons and distance to feeder schools.	KT4M: Once they have passed the last grade learners go to the nearest school within the circuit which is 10 kilometre.
3. Parents unable to find their children alternative due to lack of resources	OT1F: Then their parents will have to find them a space in the houses which are near the school. Some parents take their children to Oshakati (urban center 90 km away).	-	OTF5: Parents make efforts to bring the children near the school but it was also difficult because of food. Parents are poor they don't have money to ka children far.	-	KT4M: Reason is that parents not having enough funds to take their kids to school with hostel for registration and accommodation that the challenges that I was told when I had a conversation with parents.
4. Tracking learners after they complete grade 3 at one man school	-	OT2F: No, but then I have no way of knowing because if the learner did not get the school the	-	-	-

		parent go and report it to the circuit office so that the learners without a space can get admission.			
5. Parental involvement by cooking for learners	OTF1: The parental involvement at school is very good and commendable. That woman outside is a parent who came to cook for learners. She was even the one who asked me if she can come still to cook because of the pressure of water was low this morning	-	OT5M: The parents are supporting the school very well especially the older parents. The problem are the young parents not attend parents meetings, only elderly and school board members attend to school activities	KT3F: Sometime the parents volunteer to clean the school premises.	KT4M: We have one temporal pit latrine put up by parent which is used by both teacher and learners. Before we use to use the bushes to relive ourselves.
6. Late delivery of NSFP	-	-	-	KT3F: Sometimes food is delivered late and it affect enrolment at school. Some san learners only come when they hear food is delivered.	KT4M: Another challenge these children depend of school feeding program. If it does not come on time it also affect admission with san learners.
7. Teachers serving as principals	I am serving as principal but I am just a teacher.	OT2F: I am the one who do all principal work. I also have a	OT5M: I am not a principal, I just	KF3F: I am responsible for administration and	KT4M: Yes I am responsible for administration and

		challenge of doing principal work without pay, I am just a teacher but now I carry administrative work burden on top of a full teaching load.	represent the school as principal.	management activities at the school. I compile all the reports that are needed at the office.	management of the school.
8. Who supervise teachers work at one-man schools considering the school has no principal	OT1F: Yes long time back. Late Ampolo was the last Inspector who visited our school.	OT2F: No one supervised my work. I did not even do daily preparation because it was too hard to plan for three grades. I tried my best to teach children the way I know how.	-	KT3F: My satellite principal is my supervisor. She visits the school at least once per term.	KT4M: our cluster centre principal and my inspector of education visits the school at least three times a year
9. Budgetary provision toward the supervision and management of one-man school by Satellite Schools.	Covered by Document analysis	-	-	-	-
10. Distance between One-man-schools and feeder schools	OTF1: OTF1: The most challenge I have experienced is the long distances I	OT3F: It is not easy to move but I do not have a choice, my husband is not happy	OT5M: because of a long and distances that passes through long rivers that were full to	KT3F: The learners will be the most affected because this schools are usually at villages	KT4M: About 10 km

	need to travel to access services.	because now I travel long distance then before.	capacity and cut off schools.	that have a very long walking distance to the bigger school	
11. Road condition for one-man schools	Covered by Document analysis	-	-	-	-
12. Availability of essential services in one-man school community.	OTF1: The most challenge I have experienced is the long distances I need to travel to access services	-	OT5M: The helicopter also brought the outreach essential services like a hospital.	-	-
13. The status of communication and connectivity e.g. Internet, Telephone, Mobile Network.	Covered by Document analysis	-	-	-	-
14. What happen when a teacher is absent and how does it impact learning?	OTF1: This time he went to write examination and that is a private activity, he was told to find a replacement that he must pay himself.	OT2F: I give learner work to do it home until I came back	OT5M: If for example one teacher is going to attend a workshop for the whole week, the remaining teacher stay alone at the school with learners. The teacher only teach	KT3F: I usually prepare activities in advance and give to the learners to do at home during my absence. It is difficult for learners to do homework at home because some parents are not able	KT4M: I always prepare activities for learners to do at home when I am not around, so they do activities and bring them to school for marking.

			some subject that are possible.	to help their children. KT3F: The challenges that I face is when I have to be absent from school. I feel that the learners lose much when they have to stay at home because I'm not there.	
15. The use of Own funds to attend official meetings at the Circuit	OT1F: We have lot of needs and the money is not enough. We always use our own money for transport to attend meetings and workshop.	OT2F: I do not attend meeting. If I go to meetings what happen to my learners? I am alone at the school. The money is also not enough to be used for transport. I even use my own petrol to pick up food for learner at the circuit	OT5M: Forget about that one, I get used to using my own money for official trips. Even myself I can see that there is no enough money to pay for transport to the meeting.	KT3F: Other school needs such as transport to attend office matters like meetings or getting materials at the circuit office, I usually use my own funds.	KT4M: The allocated dis very little, we cannot afford buying enough school materials. I use own money to attend meetings and workshops.
16. Teachers personal experience with administration and management of the school.	I spend time competing the census form and once I am done I take them to the circuit office or sent my colleague to send then there. I am the one also	OT2F: I did not like it because when I do this work I must leave the children unattended to do the government job. Then take it to the nearby school to take it to the region.	another challenge is uncoordinated meetings. Sometimes I'm driving from school home when I reach Omapopo, I received an SMS to attend an urgent	KT3F: With this practice I can say it's good for me. It teaches me discipline and responsibility. I'm sure I can use this experience in the future should I want	KT4M: it is challenging since this practice it meant for school principal, I feel I should do work since I am tasked to do so, it is a good practice, on the

	<p>who attend principal meetings. Like yesterday there was a principal meeting but I did not attend because the school has no transport money.</p>	<p>I am happy now I moved at the school with the principal I only concentrate on teaching.</p>	<p>meeting I have to turn back to Oshakati. If I am invited to the workshop I have to go to the workshop and there is no network at school.</p>	<p>to take up on management positions.</p>	<p>other way, since I am learning a lot from in on how to manage and lead the school.</p>
<p>17. Learners Attrition</p>	<p>OTF1: I am not aware of any children that are at home because they did not secure in Grade 4 but we have many in the community that dropped out in Grade 7. OTF1: The learner's attendance is very good and we did not experienced any dropout of learners either.</p>	<p>OT2F: The attendance of learners is good and we don't have many dropout.</p>	<p>OT5M: Dropout is not high, the children who dropout are mostly the children of the domestic workers and herders who works in the farms. OT5M: Most definitely they will dropout of school because the school is far</p>	<p>KT3F: Attendance of learners is satisfactory. The dropouts usually happen when parents move to other villages.</p>	<p>KT4M: Attendance is very poor, dropout are also there. The main reason is that parents have that tendency of taking their kids with them to town once they are done with the harvesting as result learners no longer get education. They being the children the following year when they come to cultivate for the next rain season.</p>
<p>18. Do you take in learners who seek admission in the middle of the year.</p>			<p>OT5M: No we don't take them in because it's not allowed. We have to ask the office first, if we can take</p>		<p>KT4M: No it is not allowed I tell them to come in January</p>

			them in. It's not possible because the children do not come with the certificate.		
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8.6 APPENDIX F: FAIRCLOUGH FRAMEWORK FOR CRITICAL DISCOURSE ANALYSIS

PHASE 1: PREPARATION AND ANALYSIS

Document Analysis

Objectives of the Research	Research Question	Themes and Sub- themes	Sources of identified Themes
<p>○ To assess how Formal Education Circular 05/2017 on closure of one-man schools influence the ideology of inclusive education at one-man schools as reflected in the Education Act 16 of 2001 and its amendments.</p>	<p>How does Formal Education Circular 5 of 2017 on the closure of one-man schools influence the ideology of inclusive education at one-man-schools?</p>	<p>Formal Education Circular 5/2017</p> <p>Provisions to close one-man schools in Namibia</p> <ol style="list-style-type: none"> 1. Reasons for closing small schools 2. Implication for closing small schools. 3. Distance travelled by learners 4. Parents unable to find their children alternative due to lack of resources 5. Pushed Out or Dropped Out due to distance. 	<ol style="list-style-type: none"> 1. Formal Education Circular 5/2017, Page 4 (5). 2. OT1FSSI (Q4), OT2FSSI (Q6, Q1), OT5MSSI (Q20) KT3FSSI (Q11), KT4MSSI (Q11, Q22) 3. OT1FSSI (Q14), OT2FSSI (Q15), OT5MSSI (Q16) KT3FSSI (Q15), KT4MSSI (Q15) 4. OT2FSSI (Q6, Q9), NPOFEMC (2000 pg 22) 5. National Policy Option for Marginalised Children(2000, Pg.2, 4,11,30) Sector Policy on Inclusive Education (2013) Pg. 1, 37,

		<p>6. Tracking learners after they complete grade 3 at one man school</p> <p>7. Language used in text:</p> <p>8. Special effort to promote access to education such as NSFP and incentives to attract qualified teachers.</p> <p>9. Parental involvement</p> <p>10. Late delivery of NSFP</p> <p>-Provision to supervise one-man schools on satellite basis.</p>	<p>6. None of the schools statistics follow up on specific learners. Validated by OT2F. UNICEF used EMIS statistics to determine the Pseudo-survival rate (UNICEF (2017, Pg. 4)</p> <p>7. Refer to Phase 2 Analysis working with text.</p> <p>8. NSFP Policy (2016) Communication (letter) from the MoEAC (2018) to schools, MoEAC Strategic Plan 2017 -2022 , Pg. 17</p> <p>9. OT1FSSI (Q22), OT5MSSI (Q21,Q33) KT3FSSI (Q17,Q18), KT4MSSI (Q15)</p> <p>10. Ashipala (2021, Pg.1) NDFP Policy (2016, Pg.13) NSFP Policy (2016, Pg. 26 Validated by KT3F and KT4M.</p> <p>National Policy Options for Educationally Marginalised Children (2000) pg. 24, (11), 28) Formal Education Circular 8 of 2002 (pg. 2)</p>
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		<p>11. Teachers serving as principals without pay and implications on teaching and learning</p> <p>12. Who supervise the work of these these teachers</p> <p>13. Budgetary provision toward the supervision and management of one-man school by Satellite Schools.</p> <p>14. Distance between One-man-schools and feeder schools</p> <p>15. Road condition for one-man schools</p> <p>16. Availability of essential services in one-man school community.</p> <p>17. The status of communication and connectivity e.g. Internet, Telephone, Mobile Network.</p>	<p>11. OT1FSSI (Q4), OT2FSSI (Q5), OT5MSSI (Q15) KT3FSSI (Q8), KT4MSSI (Q8)</p> <p>12. OT2F (Q5,C and Q13), KT3F (Q10), KT4M (Q10).</p> <p>13. None of the above circulars gave a suggestion it is all silent. Budget Circular 2020/21 gives a list of catered areas.</p> <p>14. Action Plan to Close One-man school show distance between schools. Map of One-man Schools</p> <p>15. I visited the school and the roads are bad.</p> <p>16. FDS, AEC (F.3), SSE validated by OT1F, OT5M</p> <p>17. Trimester Reports by schools Page 1 & 5 of each school.</p>
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<p>2. To investigate how Formal Education Circular 13/2001 on staffing Norms enable or generate condition for the provision of quality education as reflected in the Sector Policy on Inclusive Education (2013).</p>	<p>How does Formal Education Circular 13 of 2001 on staffing norms influence the ideology of inclusive quality education at one-man-schools?</p>	<p>Formal Education Circular 13/2001 on Staffing Norms</p> <p>The allocation of staff to one-man-schools.</p> <ol style="list-style-type: none"> 1. Imbalances created by this Circular 2. Review done to address imbalances in staffing norms 3. Two staffing Norms Circular that were contradicting each other. 4. Actual allocation of teacher at each school. <p>Implication for Teaching in Multigrade</p>	<p>Formal Education Circular 13 of 2001.</p> <ol style="list-style-type: none"> 1. FDS, AEC, Trimester Report 2. None done, Development of a comprehensive human resources development plan and implementation strategy for the Namibian basic education sector UNICEF (2017 Pg.5) 3. Formal Education Circular 13 of 2001 (Pg. 1) and Public Service Management Circular 25 of 2001 (Pg. 2 Appendix C) See comment by MoEAC. 4. Formal Education Circular 13 of 2001 and Formal Education Circular 13 of 2001 and Public Service Management Circular 25 of 2001
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		<p>5. Schools that adopted Multigrade Teaching as result of the provision on staffing Norms</p> <p>6. Actual allocation of Cleaners at one-man schools sampled.</p> <p>7. Criteria used to allocate cleaner to one-man schools</p> <p>8. The implication it has on one-man-schools.</p> <p>9. Inconsistently applied from region to region with regard to cleaner's allocation.</p> <p>10. High turnover of teachers</p> <p>Learners' progress to senior primary and eventually secondary education</p> <p>11. Academic Performance of learners One-man school sampled</p> <p>12. National Trend by ethnics</p> <p>Implication for Teachers Absence</p>	<p>5. AEC Ref. B1 (2)</p> <p>6. FDS Pg.7, Criterial used</p> <p>7. Public management Circular 25 of 2001, Pg. 9. Appendix C, 2.1)</p> <p>8. AEC Ref. B1 (2), 5 (multigrade offered as results)</p> <p>9. FDS Pg.7, comparison of cleaner allocation per school.</p> <p>10. None</p> <p>11. Data-Must-Speak presentation MoEAC (2019)</p> <p>12. UNICEF used EMIS statistics to determine the Pseudo-survival rate (UNICEF (2017, Pg. 4)</p>
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		13. What happen when a teacher is absent and how does it impact learning?	13. OT1FSSI (Q6), OT2FSSI (Q3), OT5MSSI (Q12) KT3FSSI (Q20), KT4MSSI (Q20)
3. To understand the teachers lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms.	What are the teachers' lived experiences regarding the implementation of inclusive education policies and administrative circulars on staffing norms?	<p>Travel and access challenges by teachers.</p> <ol style="list-style-type: none"> 1. Long distance to service centres 2. No proper road infrastructure 3. Use own funds to attend meeting at circuit offices. <p>How teachers experience management of the school and academic supervision</p> <ol style="list-style-type: none"> 4. Teacher's personal experiences with administration and management of one-man school. <p>Other challenges identified by Teachers</p>	<ol style="list-style-type: none"> 1. OT1FSSI (Q14), OT2FSSI (Q15), OT5MSSI (Q16) KT3FSSI (Q15), KT4MSSI (Q15) 2. Personal Experience 3. OT1FSSI (Q21, OT2FSSI (Q.11), OT5MSSI (Q.37) KT3FSSI (Q16), KT4MSSI (Q.16) 4. OT1FSSI (Q.4,) OT2FSSI (Q5b.), OT5MSSI (Q.28) KT3FSSI (Q.9), KT4MSSI (Q.9)

		<p>5. Learners attrition</p> <p>6. Bad influences;</p> <p>7. Lack of exposure an</p> <p>8. Misinterpretation of policies.</p> <p>9. Opportunity to transfer</p>	<p>5. OT1FSSI (Q17&19,) OT2FSSI (Q,10), OT5MSSI (Q22&25) KT3FSSI (Q.14), KT4MSSI (Q14)</p> <p>6. OT5MSSI (Q.14)</p> <p>7. OT5MSSI (Q.236)</p> <p>8. OT5MSSI (Q.26) KT3SSI (Q14)</p> <p>9. OT1FSSI (Q26), OT2FSSI (Q42), KT3FSS((Q21)</p>
<p>4. To examine how the school enrolment size influence the extension of the curriculum and the equitable distribution of resources to one-man-schools.</p>	<p>What underlying realities do small rural schools face, which depict the diverse situations in which these schools survive?</p> <p>What policy issues need to be addressed to sustain and improve one-man schools in rural schools of Namibia?</p>	<p>How Size Affect Small School</p> <p>1. Infrastructures</p> <p>2. Funding allocation.</p> <p>3. Stagnant curriculum</p> <p>Summary findings and propositions for transforming small schools</p> <ul style="list-style-type: none"> - Making access meaningful and equitable - Teachers’ support to improve quality 	<p>1. Trimester Report Pg, 1,5,6,7and AEC C.3 (14)</p> <p>2. Education Grand Allocation by MoEAC</p> <p>3. FDS Pg.3 (14), AEC (B1.2)</p>

		<ul style="list-style-type: none"> - High repetition and dropout - Imbalances in the planning of small school location - Poor infrastructure - Rationalisation of teachers' deployment - Community involvement - Absence of monitoring mechanisms - Research and use of educational data 	<ol style="list-style-type: none"> 1. Diwan, R. (2015). Small schools in rural India: 'Exclusion' and 'inequity' in hierarchical school system. National University of Educational Planning and Administration, India, Sage Publishers. 2. Ministry of Education, Arts and Culture [MoEAC] (2007). National Standards and Performance indicators for schools in Namibia. Government Printer. 3. National Institute for Education Development (2011). Monitoring and Evaluation of Multi-grade Teaching in Namibia Schools. NIED, Windhoek. 4. Little, A. W. (2008). Size Matters For EFA. CREATE Pathways to Access. Research Monograph No. 26. London, UK: Institute of Education, University of London.
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8.7 APPENDIX G: PHASE 3: ANALYSING THE TEXT'S FORM AND PRODUCTION AND PHASE 4: TRACING POWER IN SOCIAL PRACTICES

APPENDIX F: PHASE 3: ANALYSING THE TEXT'S FORM AND PRODUCTION AND PHASE 4: TRACING POWER IN SOCIAL PRACTICES

Color Coding Mention

Blue: Provisions on Small Schools, Right of Children **Green:** Provision on Satellite school

Yellow: Provision on Multigrade Teaching Strategies **Pink:** Closure of Small Schools, One-man schools, uneconomical school

Quality Education: Provision of Education Quality **Red:** Drop Out and repetitions

Diff. Access: Inclusive Education Provision

Document Name: Constitution of the Republic Namibia Section 20	
1. What type of a Document?	Paper, Constitution of the Republic of Namibia
2. When was it produced?	The first meeting of the Constituent Assembly took place on 21 November 1989, at Otjimbingwe, which is now the seat of parliament in Windhoek. The Constitution came into force on the day that Namibia became an independent nation – 21 March 1990.
3. Who produced it?	It was drafted by a committee which included members of every political party, and accepted unanimously by every member of the Constituent Assembly.
4. What is the historical context of the document?	The Namibian Constitution can be said to be the product of a struggle for democracy and human rights. Its creation by Namibia's future leaders was a statement of a commitment to the rule of law and protection of fundamental freedoms, which under decades of apartheid policies had been denied to the Namibian people. This commitment is reflected in the preamble of the Constitution which states that Namibia is a "sovereign, secular, democratic and unitary state securing to all our citizens justice, liberty, equality and fraternity." The uniquely international character of what has been hailed as sub-Saharan Africa's most democratic constitution gave the country a promising start as a democracy. South West Africa, as Namibia was formally known, became a German colony in 1884. At the end of the First World War in 1918, the territory was placed under the administration of South Africa by the League of Nations. When the League was dissolved

Mrs Teopaine H
Historical Struggle for Democracy and Human Rights

5. What did this document mean to people during that time?	<p>The Constitution contains the most important rules of our political system. It protects the rights of the people inside the country, and it explains their obligations. It defines the institutions of Namibia, what their powers are, and how they may use their powers. All Namibians must know about the Constitution and what it means for them.</p> <p>A constitution is important because it ensures that those who make decisions on behalf of the public fairly represent public opinion. It also sets out the ways in which those who exercise power may be held accountable to the people they serve. And it sets out where government powers end by guaranteeing individuals' specific rights and freedoms. These rights help to assure the protection and promotion of human dignity, equality and liberty. Constitutions may provide for the division of powers between the central government and the regions. Constitutions should be agreed rather than imposed so as to provide an acceptable framework for the settling of different political views. They help provide for a stable society by ensuring that, although everybody may not agree with the government all the time, the people accept the legitimacy of the system of choosing governments.</p>	<p>Mrs Teopaine H Legal Framework</p> <p>Mrs Teopaine H Legal Framework</p> <p>Mrs Teopaine H Legal Framework</p> <p>Mrs Teopaine H Legal Framework</p>
6. Why does this document exist and what motivated the author to produce it?	<p>Namibia is a constitutional democracy. This means the Constitution is the highest law of the land. Parliament cannot pass a law which goes against the Constitution. No person, not even the President, can go against it. The courts and the government must also make sure what they do is constitutional. The Constitution itself is protected because it is much more difficult to change than any other law.</p> <p>Chapter 3 of the Constitution is the Bill of Rights. The Bill protects the rights of all people in Namibia, not only citizens. The state must respect, promote and fulfil the rights in the Bill. These rights can be limited in certain circumstances. For example, freedom is a right we all have, but the state has the right to send people to prison if they have been convicted of a crime by a court. The Bill of Rights says many things, including:</p> <ul style="list-style-type: none"> • Article 5 [Protection of Fundamental Rights and Freedoms] • Article 6 [Protection of Life] • Article 7 [Protection and Liberty] • Article 8 [Respect for Human Dignity] • Article 9 [Slavery and Forced Labour (Labor)] • Article 10 [Equality and Freedom from Discrimination] • Article 11 [Arrest and Detention] • Article 12 [Fair Trial] • Article 13 [Privacy] • Article 14 [Family] • Article 15 [Children's Rights] • Article 16 [Property] • Article 18 [Administrative Justice] 	<p>Mrs Teopaine H Legal Framework</p>

Document Name: National Policy Options for Educationally Marginalised Children (2000)

1. What type of a Document?
Paper, National Policy Options for Educationally Marginalised Children

2. When was it produced?
It was published in 2000

3. Who produced it?
The Ministry of Basic Education, Sports and Culture

4. What is the historical context of the document?
10 years after independence the government recognised that special efforts were needed in order to allow for universal access to education as is outlined in the constitution. The policy for educationally marginalised children was to be seen as a part of the government efforts regarding poverty reduction.

The framework used as basis for the development of this policy is not specifically Namibian but refer to almost globally to issues of educational marginalisation. There are number of international Convention and Declaration of relevance to educationally Marginalised Children and Namibia has signed several of these:

- The Universal Declaration of Human Rights
- The International Covenant on Civil and Political right
- The International Covenant on Economic, Social and Cultural Rights
- The Convention on the rights of a Child
- The commission on Human Rights and its sub commission on prevention of discrimination and protection of minorities: Universal Declaration of indigenous right
- World Declaration on Education For All, Jomtien,
- Resolutions from the World Conference on women, Beijing
- Salamanca Framework for actions, special Needs in Education
- The convention against Discrimination in Education
- Convention on the elimination of all forms of discrimination against woman

In addition to international convention, Namibia initiated a number of National Policy related to population group that were marginalised by pre- independence government.

- Constitution of the Republic of Namibia;
- Namibia Vision 2030;
- National Agenda for Children 2012-2016;
- National Policy on Disability;
- National Disability Council Act;
- Education Act;

Mrs Teopolina H
While the right to education was a priority for the UN, the issues of Educationally Marginalised Children only got the USA attention 10 years after independence.

Mrs Teopolina H
Based on the policy work of the 1995 workshop.

- National Plan of Action for Education for All;
- National Policy on Orphans and Vulnerable Children;
- Education Sector Policy for Orphans and Vulnerable Children;
- National Policy Options for Educationally Marginalised Children;
- Education Sector Policy on HIV and AIDS;
- Education Sector Policy on Prevention and Management of Learner Pregnancy;
- Ministry of Education Strategic Plan (2012-2017); and
- Education and Training Sector Improvement Programme;
- Cabinet Directive on Elimination of Child Labour
- National Early Childhood Development Policy
- Resettlement policy
- National Population Policy for sustainable Human Development
- National Declaration on food and Nutrition
- National Gender Policy
- National Youth Policy
- Policy on pregnancy among learners in schools
- Social welfare Policies in Namibia
- Labour Act

The above policy proves that education for all is not only a responsibility of Education Ministry but a collective responsibility between government ministry, municipality, local and traditional authority, churches and NGOs parents, private sectors and EMC themselves.

5. What did this document mean to people during that time?
The document was important because despite the fact that there was an increase in access to education, there were still many children who remained outside the education system due to various forms of barriers. Some children dropout of school prematurely. Thus, there special efforts were seen to go on and forward to achieve the right to education for all children in Namibia.

- 6. What kind of information can we get from the document?**
- Post-independence Namibia was committed to Article 20 of the Namibian Constitution on the right to education for all persons.
 - The inter-sectoral task force committee on educationally marginalised children was formed with specified terms of references:
 - Study the recommendation of the November 1995 workshop on educationally marginalised children to advise the government on the implementation of the recommendations taking into account possible strategies that could be adopted.
 - Monitor the implementation of the workshop recommendations
 - Work out a national policy guidelines on EMC in Namibia which must be presented to Cabinet for approval.
 - Coordinate activities of the Ministry and NGOs and disseminate knowledge and information regarding EMC among stakeholders.

Mrs Teopolina H
Education, Inequalities and Gender (1999/2000)

Mrs Teopolina H
Focus on educationally marginalised learners.

Mrs Teopolina H
The National Policy Options for Educationally Marginalised Children mandated the establishment of the Inter-Sectoral Task Force committee which will ensure the continuity work of the Intersectoral Task Force, which is crucial for the policy implementation.
The policy also directed that Members of the task force committee should be appointed in their personal capacity because of their knowledge regarding the issue related to educationally marginalised children.
1. Is the Sectoral Task Force committee (previously marginalised children still to have?
2. Who are/ were members?

- Design a program options and strategies for a meeting education and learning needs of EMS
- Meet on regular basis but at least once every month

- The document defined **educationally Marginalised Children** as children who are for one or any other reason, have difficulty in getting access to basic education at the drop out prematurely or who have been pushed from formal education by the system itself. They are identified as
 - Children of farm workers
 - Children in remote rural areas e.g. San (Bushmen) and Ovahimba
 - Street children
 - Children in squatter areas and resettlement camps
 - Children with physical and mental impairment/children in need of community based rehabilitation
 - Children who are over aged according to existing policies
 - Children of families in extreme poverty
 - Working Children
 - Orphans, refugees children and teenage mothers
- Not all children in the above are educationally marginalised but a high proportion are experiencing problem in getting access to education or leaving school early.
- The policy recognise that diverse challenges requires diverse solutions.
- The policy identified long distances and poverty as one of the main reason children are finding it hard to access education.
- Marginalisation, including marginalisation lead to **social exclusion** of the same people as adults.
- The policy aim to end the vicious cycle of poverty. The UNDP in 1996 refined its approach to Human Development Index (HDI) by introducing the **capability Poverty measures (CPM)**. In this policy two basic and related concept are used and they are Capability Poverty and Income Poverty. A person who is illiterate has few skills that are marketable or few general survival skills, is capability poor.
- **Capability poverty** leads to **income poverty**. The **capability poor** person find it difficult to obtain employment and there by income, or find it difficult to create personal income generation activities. It is likely that his or her children are more malnourished, leads to **slowed down development**, which in turn leads to **low educational achievement**. **low educational achievement** leads to **repetition**, which in turn leads to **drop out** and **drop out** leads to **poverty** and **poverty** leads to **low educational achievement** and therefore the learner drops out of the system. These learners are not able to brake a vicious cycle in which their parents are finding themselves. Most of the parents are not aware of the importance of education.

The Size of the problem

Mrs Teopolina H
The Definition of the EMC, by different policies

Teopolina Hamutumba
What Term Pushed out school? (Disorder?)

Mrs Teopolina H
Barriers to Education

Mrs Teopolina H
Social Exclusion

Mrs Teopolina H
Policy for poor

Mrs Teopolina H
Social exclusion

Mrs Teopolina H
Poverty and hunger - social Development + social educational attainment

- While it is internationally considered that 4 years of basic education will provide a person with the necessary skills to become literate narrate in a sustainable manner it in this context to define the level of education aspired by the government for the majority of citizens.
- Article 20 (2) in the Constitution states that the goal is **primary level** education for all. The first **National Development Plan** adopts a wider interpretation by stating that: "Ultimately every Namibian is to have least ten years of **general comprehensive education**, within the formal school system. The initial goal will be **universal Primary Education**. As circumstances allow, this will be extended to include **junior Secondary Education**". (NDP1, p.354).
- Following the above, this policy regarding educational marginalization has been limited to primary education, Grade 1 to 7. **thus a learner who has managed to reach the same secondary level, and then to dropout, is not in this context regarded as educationally marginalised** however, certain population group are **marginalized as group**, in that they have more limited access to secondary level education than others, and this needs to be considered in the implementation of this policy. They are mainly the same group as those marginalized at primary education level, for example farm worker's children, the **Ovahimba** and San children.
- At the time of independence there was a substantial backlog in the education system. Many children, especially in the northern part of the country had not had access to school or education. **repetition and dropout rates were high. An increasing proportion of the school-age children are now attending school. The number of overage learner is dropping.** The educational system is, however, still in a transition stage. In calculating the size of the problem of the educationally marginalized children as well-developed system for the collection of the educational **enrollment** data is necessary and fortunately available. Accurate population figure and I also required. The **mobility population** is high, but detailed information regarding the mobility is currently lacking. To assess the number of children who never go to school in such situation is not straightforward.
- An overall net **enrollment** rate in 1996 indicates that some 1,6 500 of the 7-13 years olds (5,9%) are not in school. This is an improvement since 1992, when the corresponding figure was 28 000. However some children start school at the age of six. Others start school when they are older. This confuses the picture. Applying the overall net **enrollment** on a projected cohorts of six year old from 1996, it is estimated that some 2700 of that cohort will never enrol in school under the current condition.
- It is also important to consider those who drop out before having completed Grade 7. While enrollment rates and overall access to primary education has improved substantially since independence the information available indicates that this is not the case regarding

Mrs Teopolina H
The goal is primary level education for all (article 20) about a administrative of at least 10 page

Mrs Teopolina H
The gap in policy

Mrs Teopolina H
A gap in the requirement by different education policy

Mrs Teopolina H
Flexibility

Mrs Teopolina H
Can't get the statistics to provide the increased percentage school-age children?

How is repetition prior to independence and after independence?

How was the statistics of over aged learners compared to now?

Mrs Teopolina H
Mobility statistics available now?

Mrs Teopolina H
Access, equity and Quality

Mrs Teopolina H
Over age schooling

Mrs Teopolina H
The gap in policy

the drop out. The dropout rate in grades 4-6 has increased 3 times since 1993 to 1997. After grade 7 are not considered as drop out as they have completed primary level schooling.

The number of learners who re-enter the system, having dropped out earlier, has almost halved, thereby in fact increasing the number of permanent dropouts. An estimated of 2500 per cent dropout permanently (1998 levels). Adding 2700 children who are estimated never to start school the total number estimated EMC for one cohort of current size is 5200, indicating that 12% of one cohort never entered or do not complete primary education. These young people add up to the existing group of illiterate in the country.

The EMC problem is that not only a question of initial access to school education, but it is a question of staying power.

Educationally Marginalized Children

This part of the policy provide a situation analysis of the different group of Educationally Marginalized Children for whom this policy is intended. The EMC are a diverse group, but with some commonalities regarding their educational careers. The reason for their not attending and dropout of education system vary. However, for most of the groups two common underlying reasons have been identified. These are: Poverty in attitude and/or attitudes, the latter mainly by people non-marginalized people. A third factor of importance, linked to poverty, is the high illiteracy rate among the parents of the marginalized children.

Children of Farm workers

The main emphasis here is on children of farm workers on commercial farms, while not neglecting children living in communal farming areas. Commercial farm are huge. There are substantial distance between the farms. People living in these farms are isolated from each other as well as from the social services such as health and education.

Farm workers are among the poorest in the country. The National Household Income Expenditure Survey classified 63% of the farm worker as poor compared with 29% of Namibians as whole. The farm workers are not only poor, the high proportion are also illiterate. According to the National Household Income Expenditure Survey link to hold income and expenditure survey 44% have never been to school at all, while 37% has attended Primary School only.

Farm workers children and education.

The fact that high proportion of farm workers are illiterate does not mean that they do not understand the importance of education for their children. On the contrary, they

Mrs Teopolina H
One out in Namibia outside.

Mrs Teopolina H
Statistic that support that argument.

Mrs Teopolina H
What does other... get from Get readable from other documents.

Mrs Teopolina H
Who are the EMC, what tell their...

blame their own situation on lack of education and are prepared to spend a lot of the little they have on the education of their children in order to break the vicious cycle.

Low income of parents influences the possibilities of children to attend school despite the fact that education state that "primary education shall be free". In general education is more costly for farm worker's children than for other children. Because of the isolation of the farm, most children of farm workers do not leave within the walking distance to the school. They thus have to rely on transport on daily basis or hostel boarding provision. Hostel/boarding facilities are not free. There are possibilities of receiving a reduction or an exemption following an application. Most parents do not know of this possibility and school officials do not always disclose this information. Therefore parents conclude that they cannot afford to let their child go to school. Neither do parents knows that it is not compulsory to pay the school fund fees no for them to wear a school uniform. Many farm workers' children board with family or friends near the school or sometimes stay on their own in squatter areas; living condition and accommodation are often poor and not conducive to learning. However some commercial farmers provide transport to school for their farm workers' children and thus facilitate their School attendance.

Farm schools

Some 40 to 50 years ago or even earlier some commercial farmers open in cooperation with churches, established schools on their farm for their own children and for neighboring farmer. The situation changed and the farmer begin to send their children to attend schools in neighboring towns. The farm schools in many cases turned into schools for the farm workers' children. Currently statistic do not differentiate between farm schools and other small schools for example newly established schools still under development. Some of the old farms schools still exist in various parts of the country and substantial number of farmers have indicated their interest in housing the school in their farms.

Farm schools are not without problems. Most of them are private school, with government subsidies. The arrangements between the farmer and the government vary, partly depending on when the school was established this arrangement have led to differences in funding arrangement including the funding of maintenance of schools.

Further, farm schools are often not complete primary schools. They is, most cover from grade 2 up to 6 and only in few cases the whole seven grades of primary school cycle. The transition to another full primary school is usually connected with additional cost, direct or indirect to parents. Many children drop out at this stage of their education career.

The farm schools also serve the function of keeping the community together. If they the school was closed down, the community would be many cases dissolve and members would become squatter in the outskirts of the nearest town.

Mrs Teopolina H
A farmer with a wife that think no school... what they do to them.

Mrs Teopolina H
Long Distance

Mrs Teopolina H
Transport in areas where there is no vehicle stations.

Mrs Teopolina H
Policy was written before the introduction of the universal... has changed since the school really free?

Get Costs of the provided to parents to buy items? What happen to farmer's who may not afford the board farm?

Did the schools... their cost?

Mrs Teopolina H
School uniform, does it have effect on learners who do not wear them because the parents... afford them?

Mrs Teopolina H
Does quality in... out from... situation of teacher's... support... funded by teachers and parents.

Mrs Teopolina H
What school... 25 of 2002 same as farm school?

Mrs Teopolina H
Where do these children go after completing the last year.

Mrs Teopolina H
What other... does closure of school have on the community development?



Document Name: Formal Education Circular 15 of 2001	
What type of a Document?	Paper, an Administrative Circular issued by the Ministry of Education for the Implementation of the content by Regional Directorates, Circuits and Schools.
1. When was it produced?	The Circular was dated 30 August 2001
2. Who produced it?	One member at the office of the Prime Minister, Mr/s J. (Jaka)
3. What is the historical context of the document?	The Circular was issued by the Office of The Prime Minister a week after the Ministry of Education has issued a Formal Education Circular 13 of 2001.
4. What did this document mean to people during that time?	This document is an important document because it also provide standards for the allocation of staffing norms. The administration with respect to posts, and the extent to which this is due to teachers favouring schools with easy-to-teach learners, often in urban centres, when applying for posts.
5. What kind of infarmation can we get from the document?	<ul style="list-style-type: none"> The post provisioning norms is delegated to the Permanent Secretary to create abolished post on the establishment of government schools and hostels. Condition set out on this circular are not applicable for teachers colleges, hostels, (yeldschools) special schools and hostels. This Circular is not reader friendly as the details of calculation are in mathematical formula and was directly translated from Afrikaans to English, which makes interpretation differ from one person to another. The circular also provide for 1 teaching post for schools with enrolment between 1-50 One cleaner post for every nine rooms but not less than three? One man school do not qualify for a care taker which is given for every 4 posts of a cleaner and a leader cleaner when 10 cleaners or more are. The Ministry commissioned a staffing Norm Audit Nationwide and this is the circular they used despite the fact that there were circulars issued on staffing norms after
6. What are the point of view of the source Credibility, Reliability?	It is an official document the information provided in it is credible and reliable.

Mrs Teopolina H

- Why did the Office of the Prime Minister decided to issue a circular on staffing norms a week after the Ministry issued one?
- What is different between these two Circulars?
- Which one Circular is better?
- What is the definition of a 'lead school'?
- Explain how the document addresses the 'what has it meant'?
- One member at the office of the Prime Minister issued the document. Which member might it not all will not qualify to a cleaner post. Why does the clarity of the school?

Document Name: Formal Education Circular 8 of 2002	
1. What type of a Document?	Paper, an Administrative Circular issued by the Ministry of Education for the Implementation of the content by Regional Directorates, Circuits and Schools.
2. When was it produced?	The Circular was dated 24 August 2002
3. Who produced it?	A staff Member O. Hujombe signed by Permanent Secretary, MOEAC, Loini Katona
4. What is the historical context of the document?	The Circular was issued by Ministry of Education, Sport and Culture to regulate the establishment of schools and the extension of curriculum. The document is necessary because it provided guidelines to community who want to establish schools and to schools who want to extend the curriculum to the next grade. The document also provide a guidelines to the Circuits and Regional office on what to do requires to establish a school and to extend a curriculum.
5. What did this document mean to people during that time?	This document is an important document because it also provide standards for the establishment of schools and extension of curriculum.
6. What kind of information can we get from the document?	<ul style="list-style-type: none"> Government commitment: to being education closer to the people Giving all children 6 years + basic education. Schools cannot be established everywhere and anywhere Thus a need for guidelines. The circular give guidelines on <ul style="list-style-type: none"> Establishment of new schools Expansion and downgrading Merging or closing of existing schools Communities establish schools along uncoordinated lines e.g. reference to other schools, or unsuitable sites No Universal method to establish a schools. Method vary according to the education system and population densities The guidelines are meant to improve the current clustering of schools, rationalisation and allocation of resources. Guideline help MOEAC to achieve its broad goal Staffing Norms are critical component in any decision on school development.

Mrs Teopolina H

- Interview Questions
- Which school are identified as 'lead school' in the required school?
 - What are 'lead school' (lead)?
 - How do you define 'lead school'?
 - Can a 'lead school' have a 'lead' primary phase?
 - What is the purpose of the 'lead school' in the required school?
 - What 'lead school' are identified in that school?
 - What 'lead school' is identified who compared the 'lead school' at the school where the distance is longer than the possible with the distance by learners?
 - Is multi-grade teaching strategy implemented at the school?
 - Are teachers trained in Multi-grade teaching? Where, and by who?
 - What is the teacher responsible for the implementation of multi-grade teaching?
 - What is the status of the learning achieved by learners' academic performance?
 - When is the data taken from a 'lead school' to the 'lead school'?
 - How often does the principal from 'lead school' visit the 'lead school'?
 - What is funding that you support the 'lead school'?
 - How much is the annual budget of a 'lead school'?
 - If there are no 'lead school' in the school, what will be the status of the 'lead school' in the school?
 - The 'lead school' is the 'lead school' in the school.
 - What is a 'lead school' economically justified? What does 'norms'?
 - What consideration come first in the data taken in 'lead school'?
 - What 'lead school' is identified in the 'lead school' to establish?
 - How many 'lead school' are there?
 - What does Formal Education Circular 8 of 2002 mean about the closure of schools?
 - How does other countries handle opening to learners from, country population?

Document Name: Formal Education Circular 5/2017: Phasing out overstaffing Norms from Schools and a plan of action about small schools with less than 35 learners.	
1. What type of a Document?	An administrative Circular issued by the Ministry of Education for implementation by Regional Office, circuits and schools.
2. When was it produced?	The Circular is dated 20 October 2010.
3. Who produced it?	It was written C. Tsumis-Garises signed by the Executive Director of the Ministry of Education, Arts and Culture Sanele Steenkamp
4. What is the historical context of the document?	85% of the Ministry of Education budget goes to staff expenditure that there is only 15% remaining for operation budget. The Ministry was seeking for ways to minimise the expenditures that is why they wrote this circular to minimise the spending on staff remunerations. The Ministry revisited circular 25 of 2001 to address the development challenges by calling schools to do more with less. The circular names all schools with less than 100 learners as uneconomical and called for closure of all schools with less than 35 learners for economic reasons.
5. What did this document mean to people during that time?	The circular is important to the ministry as its implementation will allow the Ministry to reduce staff expenditure. The document is however not welcomed by the implementers such as Regional and Circuit Office and Schools, because it directs unfavourable conditions for schools with less than 100 learners.
6. What kind of information can we get from the document?	<ul style="list-style-type: none"> This circular is implemented as per the Public Management Circular 25/ 2001 which deals the delegation and post provisioning for government schools and hostels. It is within the ED power to put measures in place that enhance efficiency in management and administration. The circular is applicable to of government and private schools on the Government payroll. The Ministry has signed a memorandum of understanding with private schools that belongs to the church, where the government has taken over the responsibility of paying teacher's salary as well as the subsidy based on enrolment and learners attendance. The ministry indicated that 85% of its total budget is spend on the remunerations of staff members and as result only a small portion remain on other critical needs toward teaching and Learning.

Mrs Tsopolina H

1. How far is the nearest school to the one-man school under study?

2. If the nearest school is far how the teacher is supervised?

3. Who covers the travel expenditure of the principal to the one-man school under study?

4. How often does visits take place by principal, DOE, RO?

5. Are the teachers trained in multi-grade teaching? When by whom?

6. What is the teachers' task experience with the implementation of multi-grade teaching approach?

7. Considering the fact that smaller schools are very distant from other schools due to sparsely populated areas, how will these children travel to (nearby) school?

8. Are there primary hostels in the region where learners can attend schools from?

9. How had the circular directed that no principal will be appointed at uneconomical schools, who will carry out management and administrative task that comes with these abandoned position?

10. What is the teachers' load experience with these tasks?

<ul style="list-style-type: none"> The circular pointed out that overstaffing at some schools and appointment of staff at the schools that uneconomically small have been identified as areas where the ministry can improve if reducing the spending on staff expenditure. These measure are therefore geared toward making every dollar count. The circular directed logistics to each level as to what must be done to effect the changes: <ul style="list-style-type: none"> Transfer post from overstaffed schools to Understaffed Schools. If the schools is overstaffed and have potential to grow it can be allowed to carry one overstaffed post for one year if no increase in enrolment the post should be removed, If the school is overstaffed and for whatever reason the post becomes vacant, the post must not be advertised at that schools it must be transferred to understaffed schools if there are no understaffed school it must be abolished. Approval for additional staffing due to multi-grade teaching can be consider provided it is within the 2% allowance of the directorate quota. The circulate caution transfer to be in line with existing policy on transfer of teachers to avoid problems.
On economical schools
<ul style="list-style-type: none"> The circular define uneconomical schools as schools with less than 100 learners, while one-man schools are schools with less than 35 learners Beside these being uneconomical, it is impossible to cover the full curriculum with only one teacher. The teaching and learning is compromised. Having a principal at one man school mean that the principal teaching load will be at 100% instead of the applicable 25% teaching load. The circular requires that in cases where multi-grade is offered the teacher must be skilled and competent in the multi-grade approach. The circular suggest that if the teacher is alone at school someone else must supervise the teacher. The circular suggest a schools to be a satellite schools of a nearby school with a principal. The circular further suggested the closure of smaller schools and transfer learner to nearby schools The circular also suggest that learners be placed in hostels and exempted from payments. The Government will carry expenditures to this effect, including transporting them from schools to home during school holidays.
Filling of principal post at schools with less than 100 Learners
<ul style="list-style-type: none"> The circular further direct that all principal posts that become vacant at uneconomical schools must no longer be filled

Gender sensitivity

- At national level there are no major gender differences in access and promotion in the educational system. However, there are regional differences, especially at secondary level, that need attention. Female San learners tend to drop out early in their educational careers. In addition, female learners in Namibia, as everywhere else, are supposed to suffer harassment, to low expectation by the teachers and degrading attitude by male teachers (learners). Therefore gender sensitivity training should be included in all free and in-service teacher training courses and for educational managers.

Language policy

- Language is part of the curriculum. The Namibian education language policy is educationally sound. Learners are to be taught to read and write in their mother tongue, thereafter English is the medium of instruction. However, its implementation is not easy. Most children of the San origin are not taught in their mother tongue as only few San languages are available in a written form. The learners therefore end up having to learn two new languages, the mother tongue used in a particular school as well as English. At the same time having to learn the skills of reading and writing during the first year in school. The teacher and the learner do not always have common language of communication, which often causes misunderstandings. Other children, who are a language minority in their class, has the same problem, though they are not necessary educational marginalized in other ways.
- Special attention should be given to the possibility and feasibility of the decoding non-written San languages as well as the use of such languages in oral storytelling and similar activities in school. It is against policy as well as the constitution for the teachers and the fellow learner to harass other learners for the fact that they are speaking a different language.

Early childhood development and care

- The government cannot at present afford to fund early childhood development and care programs for every child. There is, however, reason to seriously consider the support of such programme to select groups in order to allow educationally marginalized children to get a head-start or bridge to formal education. Such group includes physically and mentally impaired children and children from cultural and language minority groups, such as San and Ovahimba.
- As part of such intervention how internationally well-known Child to Child approach should be considered. This approach includes the training of all the siblings and sisters and brother for schools. The inclusion of early childhood development aspect and parental education in literacy program for adult should also be considered.

Mrs Teopolina H
Any other comments?

Mrs Teopolina H
Is it covered by the curriculum? As the institution of high learning?

Mrs Teopolina H
Specify grades.

Mrs Teopolina H
What languages are they learning now? This affects children from other minority groups who are not necessary educationally marginalized.

Mrs Teopolina H
Is there any development since the implementation of this policy (MCD, and PO)?

Mrs Teopolina H
This was 20 years ago? Any improvement since then? The introduction of Pre-Primary to the formal education. Early childhood development program by the B.L. I want information on this? Gender?

Mrs Teopolina H
Is there such a program in the ministry?

Mrs Teopolina H
Can information on the implementation of the Family literacy program. What was the impact? Is it still running?

Drop-out From schools

- Drop-out rate and repetition rate have declined since independence. Why repetition is mentioned in some areas, there is no reason when a learner should drop out of school before having finalized the level at which he or she is enrolled. It should be the task of a principal teachers and other school staff to find out why a learner dropped out of school and to do whatever they can to get that learner back in the school again.

Mobile schools

- Some group of the population mainly of Ovahimba in the Kunene Region are partly nomadic. The children often follow their parents when grazing conditions for the cattle necessitate movement away from the normal place of abode. In order to allow for education of school-age it is proposed that pilot abreast using mobile is region. Careful monitoring of such pilot project should be carried out and guidelines for the monitoring should be developed.

Integrated community education program

- A high proportion of parents of educationally marginalized children are illiterate. Consideration should be given to the establishment of the integrated community education program especially in isolated small communities, for example, on farms in Kunene mobile school program.
- Thus the focus should be on three aspect of education: early childhood development and care, formal education for children of school age and adult basic education, including a literacy program for the adults.

Flexibility

- A common line in this policy is flexibility. Such flexibility should apply, when needed, to the school calendar. That's the school calendar should be adjusted to accommodate household child labour requirements. Such adjustment should be done at school level in consultation with the school board. Similar adjustments should be done, if needed, by instituting flexible hours. Consideration should be given to children who have a long way to walk to schools and therefore have to leave home before sunrise during winter.
- In attempt to provide the efficiency of the education system the Ministry of Education has highlighted the fact that many learners are over aged, i.e. substantially overage that is normal for the grade which they are attending. This policy has to be applied in a flexible manner in the context of educational marginalized children in order that these learners are not pushed out of school by the education system itself. Indicators are that with an increasing proportion of children starting school early, with the alarming rate of repetition the problem of overage learners is of no other going nature.
- In summary where this policy does not deviate from the overall education policy, it places emphasis on the Education of the educationally marginalized group. In order for the

Mrs Teopolina H
Is this the case for statistics from IAD.

Mrs Teopolina H
In cases of dropouts does the school make follow ups to ascertain the whereabouts of the children?

What statistics from IAD are it up outlined the reasons?

Mrs Teopolina H

Mrs Teopolina H
Get information on Ovahimba mobile schools. The disaffected teachers organization?

Mrs Teopolina H
When is child labour, or is legal? Does center teaching fall under child labour. The policy suggests that school calendar to be adjusted to accommodate household child labour requirements? The adjustment is to be done at the school level in consultation with the school board? This will institute flexible hours. Are you aware that the policy makes this provision? Have you ever used it to accommodate learners who are required to do child labour?

Teachers and ODA.

Teopolina Hamutumua
Why the term 'Pushed out of school'?

Mrs Teopolina H
Is there any policy that cover the issue of admission of Overaged learners in school? Do we still have them?

Document Name: Staffing Norms for Namibian Schools (withdrawn)

1. What type of a Document?

It is an administrative circular that suggested new changed to the current staffing norms circular.

2. When was it produced?

The Circular is dated 20 July 2012

3. Who produced it?

It was written by Mr. G. Eossle and Mr. Shombopileji.

4. What is the historical context of the document?

The staffing norms was meant to replace all staffing Norms Circulars that were in force. The circular consider a new ratio for pre-primary 1:25 learners and for special classes 1:15 (from the amended 1:14). The circular also suggested new changes of an additional teacher for each of the following fields: ICT Literacy, Life skills and School Library. He

5. What did this document mean to people during that time?

Having unrevised staffing Norms for such a long time, the circular could have provided the needed relief as it provided for changes of the revised curriculum. The suggested changes were too good to be true, that is why the final draft never saw the light of the day.

6. What kind of information can we get from the document?

- This circular was meant to replace all previous circulars on staffing norms.
- Was to be effected in January 2012, depending on the budget.
- While it was stand to benefit bigger schools, as comparing to the circular in force it still gave one-man-schools a ratio of 1:35 leaners.
- The provision of the circular was more favourable to the previous one as it took into consideration of new curriculum development that were not cover e.g. Learning support teacher, cluster centres, school librarian life skills for every school with 250 learners and an additional teacher for every 600 learners.
- It gives Pre -primary a ration of 1:15, even though this norm is now used it is not part of the previous circular provision.
- Unlike other circular it specified an allocation for Heads of Departments.
- It was withdrawn because of economic reasons

7. What are the point of view of the source Credibility, Reliability?

The final draft issues was legitimate therefore Credible and reliable

Mrs Teopolina H
Why was this Circular Withdrawn?

Document Name: Formal Education Circular 5/2017: Phasing out overstaffing Norms from Schools and a plan of action about small schools with less than 35 learners.

1. What type of a Document?

An administrative Circular issued by the Ministry of Education for Implementation by Regional Office, Circuits and schools.

2. When was it produced?

The Circular is dated 20 October 2010.

3. Who produced it?

It was written C. Tsumis-Garises signed by the Executive Director of the Ministry of Education, Arts and Culture Sanet Steenkamp

4. What is the historical context of the document?

85% of the Ministry of Education budget goes to staff expenditure that there is only 15% remaining for operation budget. The Ministry was seeking for ways to minimise the expenditures that is why they wrote this circular to minimise the spending on staff remunerations. The Ministry revisited circular 25 of 2001 to address the development challenges by calling schools to do more with less. The circular named all schools with less than 100 learners as Uneconomical and called for closure of all schools with less than 35 learners for economic reasons.

5. What did this document mean to people during that time?

The circular is important to the ministry as its implementation will allow the Ministry to reduce staff expenditure. The document is however not welcomed by the implementers such as Regional and Circuit Office and Schools, because it directs unfavourable conditions for schools with less than 100 learners.

6. What kind of information can we get from the document?

- This circular is implemented as per the Public Management Circular 25/ 2001 which deals the delegation and post provisioning for government schools and hostels.
- It is within the ED power to put measures in place that enhance efficiency in management and administration. The circular is applicable to of government and private schools on the Government payroll. The Ministry has signed a memorandum of understanding with private schools that belongs to the church, where the government has taken over the responsibility of paying teacher's salary as well as the subsidy based on enrolment and learners attendance.

Mrs Teopolina H
7. How far is the nearest schools to the one man school under study?
8. How often these visits takes place by principal, DOE, RO?
9. Are the teachers trained in multi-grade teaching? When by whom?
10. What is the teachers lived experience with the implementation of multi-grade teaching strategies?
11. Considering the fact that smaller schools are very distant from other schools due to sparsely populated areas. How will these children travel to these distant schools?
12. Are there primary hostels in the region where learners can attend schools from?
13. Now that the circular directed that no principals will be appointed at uneconomical schools, who will carry out management and administrative task that comes with these abolished position?
14. What is the teachers lived experience with these tasks?

- The ministry indicated that 85% of its total budget is spend on the remunerations of staff members and as result only a small portion remain on other critical needs toward teaching and Learning.
- The circular pointed out that overstaffing at some schools and appointment of staff at the schools that uneconomically small have been identified as area where the ministry can improve in reducing the spending on staff expenditure. These measure are therefore geared toward making every dollar count.
- The circular directed logistics to each level as to what must be done to effect the changes.
 - Transfer post from overstaffed schools to Understaffed Schools.
 - If the schools is overstaffed and have potential to grow it can be allowed to carry one overstaffed post for one year if no increase in enrolment the post should be removed,
 - If the school is overstaffed and for whatever reason the post becomes vacant, the post must not be advertised at that schools it must be transferred to understaffed schools if there are no understaffed school it must be abolished.
- Approval for additional staffing due to multi-grade teaching can be consider provided it is within the 2% allowance of the directorate quota.
- The circulate caution transfer to be in line with existing policy on transfer of teachers to avoid problems,

Un economical schools

- The circular define uneconomical schools as schools with less than 100 learners, while one-man- schools are schools with less than 35 learners.
- Beside these being uneconomical, it is impossible to cover the full curriculum with only one teacher. The teaching and learning is compromised.
- Having a principal at one man school mean that the principal teaching load will be at 100% instead of the applicable 25% teaching load.
- The circular requires that in cases where multi-grade is offered the teacher must be skilled and competent in the multi-grade approach.
- The circular suggest that is the teacher is alone at school someone else must supervise the teacher. The circular suggest a schools to be a satellite schools of a nearby school with a principal.
- The circular further suggested the closure on smaller schools and transfer learners to nearby schools.
- The circular also suggest that learners be placed in hostels and exempted from payments.
- The Government will carry expenditures to this effect, including transporting them from schools to home during school holidays.

Filling of principal post at schools with less than 100 Learners

- The circular further direct that all principal posts that becomes vacant at uneconomical schools must no longer be filled.
- The circular further direct that principals at these schools must be given priority to transfer to vacant principal position at schools in the region. Suitability of qualification to be considered.
- The circular caution for the directive to be implemented by all 14 directorate without fail.

6. What are the point of view of the source Credibility, Reliability?

The Administrative Circular was issued by MoEAC for implementation by Regional Office, Circuits and Schools. It is therefore very credible and reliable.

8.8 APPENDIX H: TEACHERS CONSENT

APPENDIX E: TEACHERS' CONSENT



EDUCATION DEPARTMENT

Tel: +2648311485200

Email: tiyopo@yahoo.com

To: **OTIFSSI**
Oshana JP I

RE: INFORMED CONSENT TO PARTICIPATE IN RESEARCH

This letter serves to kindly request your consent to participate in a research study about the Discourses of Education Inclusion and Exclusion at One-man-schools.

1. **Researcher:** Teopolina Hamutumua, Med Social Justice in Education, Education Department, Rhodes University
2. **Purpose:** The goal of this research is to assess how staffing norms circulars influence the ideology of inclusive quality education at one-man-schools. The research will also seek to contextualize affordances and constraints regarding the effects in policy and practice on the provision of an accessible, equitable, inclusive quality education in one-man-schools.
3. **Expected duration:** Your participation in this study will be no more than 1.5 hours.
4. **Procedures:** As a participant in this study, you will be asked to answer standard open-ended interviews questions on how circulars are formulated from inception to the implementation. With your permission, these interviews will be audio-recorded.
5. **Possible discomforts and/or risks:** There are no known significant risks or discomforts associated with this study, but it may yield information that suggest misalignment between staffing norms circulars and existing education policies on inclusive quality education.
6. **Possible benefits:** Satisfaction of know you have contributed to the body of knowledge that may bring positive change to social justice in education.
7. **Confidentiality:** Any information that is obtained with this study and that can be identified with you will remain confidential and will be disclosed only with your written permission or as required by law. Confidentiality and anonymity will be maintained by means of coded data sheets, keeping any personal information you provide separate from the data. In other words, you will be assigned a participant number and your data will be associated with this number only. Furthermore, your participation and

data information will be locked in cabinets where only a researcher has access. I will be the only one who will listen to the recordings and these will be personally transcribed.

8. **Costs and compensation:** There are no costs associated with participation in this study and there will be no compensation for participating.
9. **Voluntary participation:** Your participation is completely voluntary. Refusal to participate in this study will not result in any penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with Rhodes University. If you decide to participate, you are free to withdraw your consent and discontinue participation at any time without penalty.
10. **Contact information:** Teopolina Hamutumua (tiyopo@gmail.com) will answer any questions you may have concerning the purpose, procedures, and outcome of this project. If you have questions regarding your rights as a research subject, contact the ethics coordinator Mr. Siyanda Siyanda Mapele, his email address is s.mapele@ru.ac.za or Mrs. Beverley Moore, my research supervisor and lecturer at Rhodes University at b.moore@ru.ac.za.

Signing this document indicates that you have read and understand the information provided above, that you willingly agree to participate, that you may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies.

Date: 12/11/2021



RHODES UNIVERSITY
1000 Rhodes Road, Grahamstown, 6063

EDUCATION DEPARTMENT
Tel: +264811485200
Email: tyoga@yahoo.com

To: **OTAFSSI**
Oshana JP 2

RE: INFORMED CONSENT TO PARTICIPATE IN RESEARCH

This letter serves to kindly request your consent to participate in a research study about the Discourses of Education Inclusion and Exclusion at One-man-schools.

11. **Researcher:** Teopolina Hamutumua, Med Social Justice in Education, Education Department, Rhodes University
12. **Purpose:** The goal of this research is to assess how staffing norms circulars influence the ideology of inclusive quality education at one-man-schools. The research will also seek to contextualise affordances and constraints regarding the effects in policy and practice on the provision of an accessible, equitable, inclusive quality education in one-man-schools.
13. **Expected duration:** Your participation in this study will be no more than 1.5 hours.
14. **Procedures:** As a participant in this study, you will be asked to answer standard open-ended interviews questions on how circulars are formulated from inception to the implementation. With your permission, these interviews will be audio-recorded.
15. **Possible discomforts and/or risks:** There are no known significant risks or discomforts associated with this study, but it may yield information that suggest misalignment between staffing norms circulars and existing education policies on inclusive quality education.
16. **Possible benefits:** Satisfaction of know you have contributed to the body of knowledge that may bring positive change to social justice in education.
17. **Confidentiality:** Any information that is obtained with this study and that can be identified with you will remain confidential and will be disclosed only with your written permission or as required by law. Confidentiality and anonymity will be maintained by means of coded data sheets, keeping any personal information you provide separate from the data. In other words, you will be assigned a participant number and your data will be associated with this number only. Furthermore, your participation and

data information will be locked in cabinets where only a researcher has access. I will be the only one who will listen to the recordings and these will be personally transcribed.

18. **Costs and compensation:** There are no costs associated with participation in this study and there will be no compensation for participating.
15. **Voluntary participation:** Your participation is completely voluntary. Refusal to participate in this study will not result in any penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with Rhodes University. If you decide to participate, you are free to withdraw your consent and discontinue participation at any time without penalty.
10. **Contact information:** Teopolina Hamutumua (tyoga@yahoo.com) will answer any questions you may have concerning the purpose, procedures, and outcome of this project. If you have questions regarding your rights as a research subject, contact the ethics coordinator Mr. Siyanda Siyanda Mangale, his email address is s.mangale@ru.ac.za or Mrs. Beverley Moore, my research supervisor and lecturer at Rhodes University at b.moore@ru.ac.za.

Signing this document indicates that you have read and understand the information provided above, that you willingly agree to participate, that you may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies.

Date: 15/11/2021



EDUCATION DEPARTMENT
Tel: +264811485200
Email: tiyape@rubop.com

To: **OTSMSSI**
Oshana JP 1

RE: INFORMED CONSENT TO PARTICIPATE IN RESEARCH

This letter serves to kindly request your consent to participate in a research study about the Discourses of Education Inclusion and Exclusion at One-man-schools.

21. **Researcher:** Teopolina Hamutumua, Med Social Justice in Education, Education Department, Rhodes University
22. **Purpose:** The goal of this research is to assess how staffing norms circulars influence the ideology of inclusive quality education at one-man-schools. The research will also seek to contextualise affordances and constraints regarding the effects in policy and practice on the provision of an accessible, equitable, inclusive quality education in one-man-schools.
23. **Expected duration:** Your participation in this study will be no more than 1.5 hours
24. **Procedures:** As a participant in this study, you will be asked to answer standard open-ended interviews questions on how circulars are formulated from inception to the implementation. With your permission, these interviews will be audio-recorded.
25. **Possible discomforts and/or risks:** There are no known significant risks or discomforts associated with this study, but it may yield information that suggest misalignment between staffing norms circulars and existing education policies on inclusive quality education.
26. **Possible benefits:** Satisfaction of know you have contributed to the body of knowledge that may bring positive change to social justice in education.
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28. **Costs and compensation:** There are no costs associated with participation in this study and there will be no compensation for participating.

29. **Voluntary participation:** Your participation is completely voluntary. Refusal to participate in this study will not result in any penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with Rhodes University. If you decide to participate, you are free to withdraw your consent and discontinue participation at any time without penalty.

30. **Contact information:** Teopolina Hamutumua (tiyape@gmail.com) will answer any questions you may have concerning the purpose, procedures, and outcome of this project. If you have questions regarding your rights as a research subject, contact the ethics coordinator Mr. Siyanda Siyanda Mngqela, his email address is s.mngqela@ru.ac.za or Mrs. Beverley Moore, my research supervisor and lecturer at Rhodes University at b.moore@ru.ac.za.

Signing this document indicates that you have read and understand the information provided above, that you willingly agree to participate, that you may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies.

Date: 11/11/2021



RHODES UNIVERSITY
Vincit Quod Vincitur

EDUCATION DEPARTMENT
Tel: +264811485200
Email: rhodes@ru.ac.za

To: **KTJESSI**
Kavango JP 2

RE: INFORMED CONSENT TO PARTICIPATE IN RESEARCH

This letter serves to kindly request your consent to participate in a research study about the Discourses of Education Inclusion and Exclusion at One-man-schools.

31. **Researcher:** Teopolina Hamutumua, Med Social Justice in Education, Education Department, Rhodes University.
32. **Purpose:** The goal of this research is to assess how staffing norms circulars influence the ideology of inclusive quality education at one-man-schools. The research will also seek to contextualise affordances and constraints regarding the effects in policy and practice on the provision of an accessible, equitable, inclusive quality education in one-man-schools.
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34. **Procedures:** As a participant in this study, you will be asked to answer standard open-ended interviews questions on how circulars are formulated from inception to the implementation. With your permission, these interviews will be audio-recorded.
35. **Possible discomforts and/or risks:** There are no known significant risks or discomforts associated with this study, but it may yield information that suggest misalignment between staffing norms circulars and existing education policies on inclusive quality education.
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38. **Costs and compensation:** There are no costs associated with participation in this study and there will be no compensation for participating.

39. **Voluntary participation:** Your participation is completely voluntary. Refusal to participate in this study will not result in any penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with Rhodes University. If you decide to participate, you are free to withdraw your consent and discontinue participation at any time without penalty.

40. **Contact information:** Teopolina Hamutumua (teoppo@ymail.com) will answer any questions you may have concerning the purpose, procedures, and outcome of this project. If you have questions regarding your rights as a research subject, contact the ethics coordinator Mr. Siyanda Siyanda Mappelle, his email address is s.mangele@ru.ac.za or Mrs. Beverley Moore, my research supervisor and lecturer at Rhodes University at b.moore@ru.ac.za.

Signing this document indicates that you have read and understand the information provided above, that you willingly agree to participate, that you may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies.

Date: 08/12/2001



RHODES UNIVERSITY
Vires laudat aevum

EDUCATION DEPARTMENT

Tel: +264811435200

Email: tkwopa@rhodes.ac.za

To: **KTAMSSI**
Kavango JP 2

RE: INFORMED CONSENT TO PARTICIPATE IN RESEARCH

This letter serves to kindly request your consent to participate in a research study about the Discourses of Education Inclusion and Exclusion at One-man-schools.

41. **Researcher:** Teopolina Hamutumua, Med Social Justice in Education, Education Department, Rhodes University
42. **Purpose:** The goal of this research is to assess how staffing norms circulars influence the ideology of inclusive quality education at one-man-schools. The research will also seek to contextualise affordances and constraints regarding the effects in policy and practice on the provision of an accessible, equitable, inclusive quality education in one-man-schools.
43. **Expected duration:** Your participation in this study will be no more than 1.5 hours.
44. **Procedures:** As a participant in this study, you will be asked to answer standard open-ended interviews questions on how circulars are formulated from inception to the implementation. With your permission, these interviews will be audio-recorded.
45. **Possible discomforts and/or risks:** There are no known significant risks or discomforts associated with this study, but it may yield information that suggest misalignment between staffing norms circulars and existing education policies on inclusive quality education.
46. **Possible benefits:** Satisfaction of know you have contributed to the body of knowledge that may bring positive change to social justice in education.
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48. **Costs and compensation:** There are no costs associated with participation in this study and there will be no compensation for participating.

49. **Voluntary participation:** Your participation is completely voluntary. Refusal to participate in this study will not result in any penalty or loss of benefits to which you are otherwise entitled. Your decision whether or not to participate will not affect your relationship with Rhodes University. If you decide to participate, you are free to withdraw your consent and discontinue participation at any time without penalty.

50. **Contact information:** Teopolina Hamutumua (tkwopa@gmail.com) will answer any questions you may have concerning the purpose, procedures, and outcome of this project. If you have questions regarding your rights as a research subject, contact the ethics coordinator Mr. Siyanda Siyanda Manglele, his email address is s.manglele@ru.ac.za or Mrs. Beverley Moore, my research supervisor and lecturer at Rhodes University at b.moore@ru.ac.za.

Signing this document indicates that you have read and understand the information provided above, that you willingly agree to participate, that you may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies.

Date: 09/12/2021

8.9 APPENDIX I: SCHOOL STATISTICS

B.2 Summary Numbers of Teachers and Learners School Code: 8115

1. Monthly statistics for teachers during the current academic year:

Code of month	1. Home		2. Absent		3. Sizable		4. Visiting & Inactive	
	Male	Female	Male	Female	Male	Female	Male	Female
April (vacation)								
10 - 12								
13 - 14								
15 - 16								
17 - 18								
19 - 20								
21 - 22								
23 - 24								
TOTAL	0	0	0	0	0	0	0	0

2. Teachers who left the school in the previous year:

Reason (1)	Male	Female	Total
Retired	0	0	0
Transferred to another School	0	0	0
Transferred to a non-teaching position	0	0	0
Health related (illness, accidents)	0	0	0
Dismissed	0	0	0
Resignation	0	0	0
Others (include death)	0	0	0
TOTAL	0	0	0

3. Did your school participate in any of the following life skills-based HIV and sexually-reproductive programmes by providing training to teachers of your school this year?

(Please tick only one box) Yes No

4. How many teachers in your school received training and also gave lessons in life skills-based HIV and sexuality education?

0 0 0

5. Is the your school implementing an HIV and AIDS policy by: (Marked before was/when requested that includes information and training the staff on HIV and AIDS and status in pregnancy, care and support services)

(Please tick only one box) Yes No

(If Any, give name and disciplinary procedure in place)

(Please tick only one box) No Yes but these procedures are not enforced Yes and these procedures are enforced

C1. Class-group information School Code: 8115

1. Name of school: Ugboke J.P. Office use: _____

2. Grade and class-group, e.g. Grade 1 A: Grade 1

3. Session (Mark one): Morning (first session only) (1) Afternoon (2) Other (please specify) (3) _____

4. Medium of Instruction (Language in which subjects such as Mathematics and History are taught). State the language and get the Code from the list of codes on the back of Form D. (If more than one language is used, list them.) English Code: 51

5. Multi-grade teaching: (a) Are learners in other grades taught together with this group? (For example, Grade 1 and Grade 2 combined in one group?) Yes (1) No (2)

(b) If the class group is multi-grade (combined grade), from which grades and classes are the other learners in the group?

Grade & Class	Office use
<u>202</u>	
<u>203</u>	

6. Number of ALL learners in the Class group:

Male	Female	Total
<u>5</u>	<u>1</u>	<u>6</u>

7. Number of Non-Naamian learners:

Male	Female	Total
<u>0</u>	<u>0</u>	<u>0</u>

8. Grade Composition: Record the numbers of learners in the class-group, showing how many are first-time repeaters and how many returned to school after having left before the end of last year.

Learners in the grade for the first time (enrolling for the first time or having passed previous grade at the end of last year)			Learners repeating the grade because they failed at the end of last year			Learners who returned to school this year after having left during or before the previous year		
Male	Female	TOTAL	Male	Female	TOTAL	Male	Female	TOTAL
<u>4</u>	<u>1</u>	<u>5</u>	<u>1</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>0</u>
Of the learners in the grade for the first time, how many were transferred because of age, repetition, etc?								
Male	Female	TOTAL						
<u>0</u>	<u>0</u>	<u>0</u>						
FOR GRADE 1 ONLY								
9. How many of your Grade 1 learners have had kindergarten (pre-primary) school experience?			<u>4</u>	<u>1</u>	<u>5</u>			

10. Name of teacher who completed this form:

Name: Lea N. Amosombo Signature: [Signature] Date: 10.07.2019

Telephone Number: 081 301 4106

(PLEASE REMEMBER TO COMPLETE THE BACK OF PAGE) PLEASE TURN OVER

C4. Class-group information

School Code: 8115

Grade and class group, e.g. Grade 1 A: Grade 1

17. Life Skills and HIV/AIDS Participation

Do learners participate in HIV & Aids prevention programs, e.g. I My Future is My Choice, Window of Hope? (Check appropriate box)	YES	NO	<input checked="" type="checkbox"/>
If Yes, number of learners participating in these activities	Male	Female	Total

18. Do learners in this class/group receive comprehensive life skills-based HIV and sexuality education? (See definition of HIV and sexuality education)

Tick one Yes No

If yes, indicate which of these topics were covered by ticking "yes" or "no" on the three statements below.

Teaching on generic life skills	YES	NO
Teaching on sexual reproductive health	YES	NO
Teaching on HIV, Transmission and prevention	YES	NO

19. Learners experiencing learning and social difficulties

Disability Category	Male	Female	Total
Both Visually and Hearing Impaired	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Visually Impaired	Partially Blind	<input type="checkbox"/>	<input type="checkbox"/>
	Totally Blind	<input type="checkbox"/>	<input type="checkbox"/>
Hearing Impaired	Hard Hearing	<input type="checkbox"/>	<input type="checkbox"/>
	Deaf	<input type="checkbox"/>	<input type="checkbox"/>
Epileptic	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Behavioral and/or attention deficit disorder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mild or moderate intellectual disability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Severe intellectual disability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Physically disabled	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specific learning disorder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Autism Spectrum disorder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Others (Specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

C1. Class-group information

School Code: 8115

1. Name of school: Upoko T P

Office use

2. Grade and class group, e.g. Grade 1 & Grade 2

3. Section (Mark one)

Missing (first session only)	(1)	<input checked="" type="checkbox"/>
Absence	(2)	<input type="checkbox"/>
Other (specify)	(3)	<input type="checkbox"/>

4. Medium of Instruction (Language in which subjects such as Mathematics) and (Where not taught, state the language and put the Code from the list of codes on the back of Form D)

(a) Main Medium: Dutch Code: 01

(b) Second medium, if any (Not language subject): N/A Code: 00

5. Multi-grade teaching (a) Are learners in other grades taught together with this group (for example, Grade 1 and Grade 2 combined in one group)?

Yes (1)	<input checked="" type="checkbox"/>
No (2)	<input type="checkbox"/>

(b) If the class group is multi-grade (combined group), from which grades and classes are the other learners in the group?

Grade & Class	Office use
<u>2.01</u>	
<u>2.03</u>	

6. Number of ALL learners in the Class-group

Male	Female	Total
<u>27</u>	<u>49</u>	<u>76</u>

7. Number of Non-Southian learners

Male	Female	Total
<u>0</u>	<u>0</u>	<u>0</u>

8. Grade Composition (Based on numbers of learners in the class-group, showing how many are first time repeaters and how many returned to school after having school before the end of last year)

Learners in the grade for the first time (entering for the first time or having passed previous grade at the end of last year)			Learners repeating the grade because they failed at the end of last year			Learners who returned to school this year after having left during or before the previous year		
Male	Female	TOTAL	Male	Female	TOTAL	Male	Female	TOTAL
<u>4</u>	<u>3</u>	<u>7</u>	<u>0</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>0</u>	<u>1</u>
Of the learners in the grade for the first time, how many were transferred because of age, repetition, etc?								
<u>1</u>	<u>0</u>	<u>1</u>						
FOR GRADE 1 ONLY								
9. How many of your Grade 1 learners have had Mbedgenya (pre-primary) school experience?								

10. Name of teacher who completed this form:

Name: Lea N. Anonimo Signature: [Signature] Date: 10.09.2017

Cellphone Number: 081 251 4645

(PLEASE REMEMBER TO COMPLETE THE BACK OF PAGE)

PLEASE TURN OVER

E. PHYSICAL FACILITIES

School Code: **B116**

1. NAME OF SCHOOL

LUPEKE PRIMARY SCHOOL

Check the information for your school printed in the column blocks. Correction due to errors or changes in the facilities or your school must be recorded in the adjoining notebook blocks.

PLEASE BE EXTRA CAREFUL WHEN FILLING THIS FORM BE ACCURATE.

2. NUMBER OF DIFFERENT FACILITIES

- Check or tick the number of rooms for each facility according to the type of building. Note buildings are recognized by the educational levels.
- Buildings not belonging to the school are reported separately in the second form column.
- Please count through the list to face checking the facilities in the school.
- **DO NOT COUNT ANY ROOM OR FACILITY MORE THAN ONCE.**

Type of room or Facility	Number of rooms of each kind of building structure				TOTAL
	Permanent (Bricks, stone masonry, etc)	Pre-fabricated panels/frames	Traditional (Mud, poles, sticks, grass, corrugated iron, wood sheets, etc)	Buildings not belonging to the school but used daily	
Class rooms	081	0	0	0	81
Laboratory (Science)	000	0	0	0	0
Specialist room (Computer Typing)	000	0	0	0	0
Other Specialist room (Cooking, Art, etc)	000	0	0	0	0
Workshop (mechanical)	000	0	0	0	0
Rooms suitable for every small group work	000	0	0	0	0
Cybernetics / Science Hall	000	0	0	0	0
Library/media Resource Centre/Language	000	0	0	0	0
Music room(s)	000	0	0	0	0
Book Room	000	0	0	0	0
Other facilities (cafeteria, etc)	000	0	0	0	0
Other administrative - general use building	000	0	0	0	0
Storage room	000	0	0	0	0
Office or Administrative Offices	000	0	0	0	0
TOTAL	081	0	0	0	81

OUTDOOR TEACHING SPACES
Use every outdoor space as regularly used for teaching due to the lack (shortage) of class rooms!
DO NOT COUNT SPORTS FACILITIES

3. SANITARY FACILITIES

Check and record the number of **INDIVIDUAL** sanitary units (toilets, toilet pans, etc)

Male Toilets Female Toilets Total	Number of individual toilets units		
	Block toilets	toilet pan	toilet latrine (e.g. latrine)
Male Toilets	0	0	0
Female Toilets	0	0	0
Total	0	0	0

4. BASIC SERVICES

Check and record if necessary what kind of basic services are at the school and/or surrounding community, indicate in table.

TYPE OF SERVICES	School delivers (Yes or No)	Nearby community or town (Indicate Yes or No)
Water (pipes, handpumps, well etc)	YES	NO
Electricity (mains, generator or solar)	YES	NO
Telephone (including cellphones, satellite or radio telephones)	NO	NO
TV reception (including use of TV set(s))	NO	NO

5. HOUSING FOR TEACHERS

Check and record if necessary the number of housing units or beds for teachers. **DO NOT** count general government housing unless it is claimed as solely or year school for government.

TYPE OF HOUSING	Separate houses or part of a building used only for teachers	Accommodation in blocks	TOTAL
Family	0	0	0
Single	0	0	0
quarters	0	0	0

Original Table prepared by Mait/Okor + Nel/Coop, So/Coop + Rog/Coop, JIM/Coop, Director of School

E. E-TSP INDICATORS

School Code: **8115**

E1 School and Community

Item	Answer Responses	EMIS Code (for office use only)	
1. School Board	Does the school have an operational School Board (SB)?	Y	N
	If Yes, how often does your SB meet each year?	✓	
	For which of the following does your SB have an oversight function? (Tick all those that apply)	Tick Y	
	Approve School Development Plan	Yes ✓	No
	Set school Policy, Rules and Regulations	Yes ✓	No
	Decide on staff/teacher issues (Appointment, promotion, termination, etc.)	Yes ✓	No
	Set and manage the School Development Fund	Yes	No ✓
	Help to develop school infrastructure	Yes	No ✓
	Disciplinary issues (teachers and other staff)	Yes ✓	No
	Disciplinary issues (learners)	Yes ✓	No
	Improve school welfare (health, HIV & AIDS and feeding)	Yes	No ✓
	Communicate with parents and community	Yes ✓	No
	Other - please specify up to 3 main functions:		
	(1)		
	(2)		
	(3)		
2. School Development Fund (Do not record the E-TSP Fund)	Does the school have School Development Fund (SDF)?	Y	N
	If Yes, what is the average contribution per child per year?	NS	✓
	What is the fund used for? (Tick all those that apply)	Tick Y	
	To provide teaching/library materials	Yes	No
	To provide textbooks	Yes	No
	To pay for minor building repairs	Yes	No
	To maintain/repair school buildings	Yes	No
	To pay for electricity (water, electricity, etc.)	Yes	No
	To pay for extra teachers (their salaries)	Yes	No
	To give bonuses (top-ups) to selected teachers	Yes	No
	To employ support staff (their wages)	Yes	No
	To run and maintain a school vehicle	Yes	No
	To assist with teachers' rent payments	Yes	No
	Other - please specify up to 3 main items:		
	(1)		
	(2)		
	(3)		

F.3 Information and Communication Technology (ICT)

School Code **8115**

1. Computer Hardware and Operating System

Working computers in school		Computers NOT working in school		unknown no. of computers not working for these periods		Other non-time categories (Detailed as provided)		Number
Operating system	Number	Operating system	Number	1 - 3 months	4 - 6 months	7 - 9 months	10 - more months	
a) Windows		a) Windows						
b) Linux		b) Linux						
c) Other Specify:		c) Other Specify:						
TOTAL	∅	TOTAL	∅	TOTAL	∅	TOTAL	∅	∅

2. Please give reasons why these computers have not been operational for these periods.

Broken	No Electricity	No internet	Others (please specify below)
--------	----------------	-------------	-------------------------------

3. What kind of support has the school received from those who donated the computers?

Training	Technical support	Other (please specify below)
----------	-------------------	------------------------------

4. Other ICTs Equipment (Indicate numbers)

Equipment	Teaching and Learning		Administration	
	Operational	Not operational	Operational	Not operational
Printers				
Photocopiers	2	0		
Typewriters				
Television Sets				
Radio / Tape recording	1	0		
Facilities				
Duplicating machines				
Scanning machines				
Cardiac Systems	1	0		
Beamer Etc.				
Musical Instruments				
DVD				
Smart boards				
LCD / HD Projectors				
White boards				
Projectors/Screen				
Panoramas				
Others (specify below)				

G. Non-teaching Staff Particulars (Do not include leased staff)

School Code **8115**

Code	Name	Sex	Marital	Post code	Nationality	Paid by	ID Number	DOB	Employee code
201	K. Kapilo	M	✓	2113	Kenyan	None	69080601434	1969090847	

201	School Secretary (Full time)	203	School Secretary (10 hours per week)	212	Consultant	200	Other non-teaching staff
202	School Secretary (0.7 hours per week)	211	Teacher/Classroom	213	Classroom		

8747
School Code

Republic of Namibia
Ministry of Education
Fifteenth School-Day Statistics

2015
Year

This questionnaire is to be completed for all schools in Namibia on the 15th school day of the current year. It must be completed in quadruplicate. One copy is to be kept by the school. The other three copies must be sent to the school's Circuit Inspector. One of these will be kept by the Inspector, one kept by the Regional office and the other will be sent to Head Office. The four (4) digit school code, as used in the Annual Education Census, must be stated in the space provided on the top left of this form. Please complete this page and all the following pages. All information stated in this questionnaire has to be verified correct by the school principal at the bottom of this page.

1. Name of School	1. <i>ENGAGE JONAS PRIMARY</i>
2. Region (e.g. Karoo)	2. <i>OSHANA</i>
3. Inspection Circuit	3. <i>OSHANATI</i>
4. Cluster Centre If your school belongs to a cluster, state the code and name of the cluster centre. If your school is the cluster centre, repeat its code and name.	4. Cluster centre school code: <i>8101</i> Cluster centre name: <i>OMIHOLO LOMOHWA</i>
5. Postal Address	5. <i>P.O. BOX 15658</i> <i>OSHANATI</i>
Principal's Name	6. <i>NAMUPOLO HENSTHUS</i>
7. Telephone and Fax Number (if any)	7. Telephone: <i>0814654761</i> Fax: <i>N/A</i>
8. Is the platoon system used at the school? (Different teachers using the same classroom to teach in the morning and the afternoon)	8. Mark one: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
9. Is the double session system used at the school? (One teacher teaching two sessions, one after the other)	9. Mark one: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
10. Satellite schools: (See definition on page 2)	10.1 Mark one: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
10.1 Does the school have satellite school? If it does, please list the code numbers and name of all satellite schools.	Please list the codes and names of all satellite schools: Code: _____ Name: _____ Code: _____ Name: _____
10.2 Is this school a satellite school of another one? If 'yes', please state the school (code and name) under which this school reports.	10.2 Mark one: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Please list the code and name of the parent school under which this school reports: Code: _____ Name: _____
11. Is the school a state or private school? (Private school are controlled by a non-government organisation such as a church, farm, mine, etc. Community schools financed by the state are state schools)	11. Mark one: <input checked="" type="checkbox"/> State school <input type="checkbox"/> Private school
12. Private school only: Indicate what support the school receives from the state. Mark <input checked="" type="checkbox"/> either Yes or No in each line. The box in the last line, d, must be marked if the answer in a, b and c were all 'No'.	12. a. Teachers appointed by the state: Yes <input type="checkbox"/> No <input type="checkbox"/> b. Equipment and/or textbooks supplied by the state: Yes <input type="checkbox"/> No <input type="checkbox"/> c. The state provides a financial subsidy of some kind: Yes <input type="checkbox"/> No <input type="checkbox"/> d. Mark this box <input checked="" type="checkbox"/> if your school receives no state support of any kind.

The information stated in this questionnaire is certified as correct:

[Signature]
Signature of Principal

2015.02.11
Date

13. Ages of Grade 1's on the 15th school day of the current year. Record the numbers of learners in each age category

Age (years)	New entrants to Grade 1			Learners repeating Grade 1		
	Males	Females	Total	Males	Females	Total
4 or less						
5						
6	2	2	4			
7				2	0	2
8						
9						
10						
11						
12						
13 or older						
TOTAL	2	2	4	2	0	2

14. Number of learners that passed or failed at the end of the previous year

Grade	Pass			Fail		
	Males	Females	Total	Males	Females	Total
Pre-primary (see opposite page)						
Grade 1	4	0	4	2	0	2
Grade 2	6	3	7	0	0	0
Grade 3	1	1	2	2	0	2
Grade 4	2	1	3	0	0	0
Grade 5						
Grade 6						
Grade 7						
Grade 8						
Grade 9						
Grade 10 (see opposite page)						
Grade 11						
Grade 12 (see opposite page)						
Grade 13						
Special classes (see opposite page)						
Intellectually Impaired (see opposite page)						
Special Grade 6						
Special Grade 7						
Special Grade 8						
Special Grade 9						
Special Grade 10						
N1						
Elementary Vocational						
Intermediate Vocational						
Advanced Vocational						
TOTAL	11	5	16	4	0	4

15. Number of learners and clasgroups per grade

Grade	Morning or first session				Afternoon or second session				Total learners (morning + afternoon)				Indicate Combined classes	
	Male	Female	Total	Class groups	Male	Female	Total	Class groups	Male	Female	Total	Class groups		
Pre-primary														
Grade 1	4	2	6	1					4	2	6	1		1
Grade 2	4	0	4	1					4	0	4	1		2
Grade 3	4	3	7	1					4	3	7	1		3
Grade 4	2	1	3	1					2	1	3	1		4
Grade 5														
Grade 6														
Grade 7														
Grade 8														
Grade 9														
Grade 10														
Grade 11														
Grade 12														
Grade 13														
Self-learners														
Functionally Deprived														
Special Grade 4														
Special Grade 7														
Special Grade 8														
Special Grade 9														
Special Grade 10														
S1														
Elementary Vocational														
Intermediate Vocational														
Advanced Vocational														
TOTAL	14	6	20	4					14	6	20	4		

16. Number of days and periods in each timetable cycle

Grades	Number of DAYS in each timetable cycle	Number of PERIODS in each timetable cycle	Length of each period in minutes
Pre-primary			
Grade 1	5	34	40 MIN.
Grade 2	5	34	40 MIN.
Grade 3	5	39	40 MIN.
Grade 4	5	39	40 MIN.
Grades 5-7			
Grades 8-10			
Grades 11-12			
Other grades			

17. Existing vacancies to be filled

If the school has vacancies, indicate the subjects, grades and number of periods for which teachers are needed.

Subject (or Grade for class teaching)	Code	Grades for which the teacher is needed		Periods per week for which the teacher is required
		From Grade	To Grade	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	
		Gd	Gd	

18. Numbers of staff (EXCLUDING HOSTEL STAFF)

Post and Code	Normal Staff			Relief staff
	Male	Female	Total	
Ordinary teaching staff				
Principal (107/108)	1		1	
Deputy Principal (111)				
Head of Department (112)				
Teacher (113)		1	1	
Other (Specify) (199)				
TOTAL TEACHING STAFF				
		1	1	2
Non-teaching staff				
School secretary (full time) (201)				
School secretary (25 hours/week) (202)				
School secretary (10 hours/week) (203)				
Leader Cleaner (211)				
Caretaker (212)				
Cleaner (213)				
Other (specify) (299)		1	1	
TOTAL NON-TEACHING STAFF				
		1	1	

REPUBLIC OF NAMIBIA
MINISTRY OF EDUCATION
KAVANGO WEST REGION

TRIMESTER RETURNS FOR SCHOOLS

INSTRUCTIONS:

The forms must be completed in TRIPPLICATE on the last day of each trimester. One copy remains in the school file and two copies must be sent to the Circuit Office. The circuit office will send one copy of each school (together) to the Regional Office.

**SECTION A
GENERAL INFORMATION**

NAME OF SCHOOL: Gcagcawe JP CODE: 766K

CLUSTER: Singakave CIRCUIT: Katjirakati

POLITICAL REGION: Kaovango West

YEAR SCHOOL WAS ESTABLISHED: 1972

TRIMESTER RETURNS AS ON: 22 November 2019

BOYS: 13 GIRLS: 6 TOTAL LEARNERS: 19

TEACHERS: MALE: 1 FEMALE: 1 TOTAL TEACHERS: 2

BOARDERS (To be completed by schools with boarding facilities only)

NUMBER OF BOARDERS: BOYS: GIRLS: TOTAL:

TELEPHONE NUMBER OF SCHOOL: N/A (Please indicate "None" if not available)

FAX NUMBER: N/A (Please indicate "None" if not available)

E-MAIL ADDRESS: N/A (Please indicate "None" if not available)

INTERNET ACCESS: YES (Please indicate either YES or NO if you have or have not)

MINISTRY OF EDUCATION
THE PRINCIPAL
GCAGCAWE JP SCHOOL
26 NOV 2019
P/1580 7134
REPUBLIC OF NAMIBIA

SECTION C

LEARNERS

GRADE	Enrolled on last Day of trimester			% Enrolled for the Trimester			% Attendance for the Trimester		
	M	F	T	M	F	T	M	F	T
Junior Primary									
Pre-Grade	2	0	0						
Grade 1	8	2	10						
Grade 2	4	4	8						
Grade 3	1	0	1						
Grade 4	0	0	0						
Sub Total	15	6	19						

Senior Primary	Enrolled on last Day of trimester			% Enrolled for the Trimester			% Attendance for the Trimester		
	M	F	T	M	F	T	M	F	T
Grade 5									
Grade 6									
Grade 7									
Sub Total									

Junior Secondary	Enrolled on last Day of trimester			% Enrolled for the Trimester			% Attendance for the Trimester		
	M	F	T	M	F	T	M	F	T
Grade 8									
Grade 9									
Sub Total									

Senior Secondary	Enrolled on last Day of trimester			% Enrolled for the Trimester			% Attendance for the Trimester		
	M	F	T	M	F	T	M	F	T
Grade 10									
Grade 11									
Grade 12									
Sub Total									
TOTAL FOR SCHOOL									

MINISTRY OF EDUCATION
THE PRINCIPAL
GCAGCAWE JP SCHOOL
26 NOV 2019
P/1580 7134
REPUBLIC OF NAMIBIA

SECTION D

LEARNERS MEETING PROMOTION REQUIREMENTS TERM:

Grade	No. of Learners meeting Promotion Requirements	No. of Learners NOT Meeting Promotion Requirements	% of Learners Meeting Promotion Requirement
Pre-Primary	0	0	0
Grade 1	3	7	30%
Grade 2	5	3	62%
Grade 3	1	0	100%
Grade 4			
Grade 5			
Grade 6			
Grade 7			
Grade 8			
Grade 9			
Grade 10			
Grade 11			
Grade 12			
Total	9	10	192%

SECTION E

A. CLASS GROUPS

Pre-Grade	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7
0	1	1					
			Grade 8	Grade 9	Grade 10	Grade 11	Grade 12

Stamp: THE PRINCIPAL, BECHUANA BOP, 28 NOV 2008

B: MULTI GRADE CLASSES

Phase	Grades Combined for Multigrading
Junior Primary (Grade 1-3)	2 & 3
Senior Primary (Grade 4-7)	
Junior Secondary (Grade 8-9)	
Senior Secondary (Grade 10-12)	

SECTION F

BUILDINGS

Administration (Offices only)

Number of classrooms	
Number of Offices	
Number of Assembly Halls	
Number of Strong rooms/ Safe	
Number of store rooms	
Number of Toilets in the Administration office	
Library	
Seals	

N/A

Classrooms

	BLK	NO	TOTAL
Number of Permanent Classrooms	2	0	2
Number of Prefabricated Classrooms	0	0	0
Number of Clay Brick Classrooms	0	0	0
Number of Sheds in use	0	0	0
Number of Classrooms belonging to other institutions, eg. Churches, etc	0	0	0
TOTAL NUMBER OF CLASSROOMS	2	0	2
Number of Classrooms under construction currently	0		
Number of Classrooms short-handed			2

Special Rooms		
Number of Typing Rooms		
Number of Computer Rooms		
Number of Libraries		00000000
Number of Laboratories		
Number of Needlework classes		
Number of Home Science Labs		
Number of Woodwork Classes		
Number of Technical Drawing/Design classes		
Number of Electrical Workshops		
Number of Motor Mechanical Workshops		
Other (specify):		
Does the school have toilets (include year and type eg. in blocks or each toilet)	Yes	Yes
How many seats of toilets available (specify exact figure (this is for rest of school)	N/C	
Is there water on the school premises? (include year and type eg. borehole, piped)	Yes	Yes
If the school doesn't have water, do you have access to clean water elsewhere? (include water)	N/C	
Is the school connected to electricity? (include year and type eg. 240, meter on)	N/C	

Hostels		
Number of hostel blocks		
	Boys	
	Girls	
Number of kitchens		
Number of dining halls		
Number of toilets at the hostel		
	Urinals	
	Seats	

Teacher Accommodation		
Number of teachers houses		
Are these houses connected to water?		
Are these houses connected to electricity?		
Number of hostel beds for nuns and teachers		
Other (specify):		

SECTION Q
FURNITURE AND OTHER EQUIPMENT

Item	In Stock	Broken/out of order	Short	Surplus
Number of desks No. 4/5 (trouble)	19	0	5	0
Number of desks No. 6/7 (single)	0	0	10	0
Number of chairs No. 4,5,6,7	27	0	0	0
Number of tables (teacher/kitchen/lecturer)	2	0	0	0
Number of tables (office 1 drawer)	0	0	0	0
Number of chairs (office upholstered)	0	0	0	0
Number of chairs (teacher's workbenches)	2	0	0	0
Number of writing boards	2	0	0	0
Number of bookshelves (wood)	0	0	3	0
Number of bookshelves (metal)	0	0	2	0
Number of cupboards	2	1	1	0
Number of cabinets (filing)	0	0	2	0
Number of safes	0	0	2	0
Number of racks	1	0	2	0
Number of spares	0	0	2	0
Number of wheelbarrows	0	0	2	0
Number of buckets	1	0	3	0
Number of axes	0	0	2	0
Number of brooms	1	0	1	0
Others (specify):	0	0	0	0

Summary Information on Teacher and Learner Absence

Term: _____

1. Learner Absence

Male:
 Female:

2. Number of days lost through learner absence THIS term (indicate number of days)

	LEARNER					TOTAL
	Sickness	Compensation absence	Fragency	Travel problems	Unknown reasons	
Male	10	0	0	0	0	10
Female	0	0	0	0	0	0

3. Number of learners who left school during THIS term (indicate number of learners)

	Sickness	Transfer	Exp-out	Progression	Upgraded	Other employment	Expatriated	Death	Unknown reasons	TOTAL
	Male	0	0	0	0	0	0	0	0	0
Female	0	0	0	0	0	0	0	0	0	0

4. Number of learners who have been expelled
 Expelled (indicate number):

5. Number of learners whose parents/guardians have been granted exemptions from paying school fees THIS term:

Full exemption:
 Conditional exemption:

6. State Paid Teachers

Male:
 Female:

7. Privately Paid Teachers

Male:
 Female:

8. Number of days lost through SPT who took leave during THIS term (indicate number of days per term)

	Sick	Maternity	Compensation leave	Study leave	Special leave	Vacation leave	Other	TOTAL
	Male	0	0	0	0	0	0	0
Female	0	0	0	0	0	0	0	0

9. SPT that left the school during THIS term (indicate number of teachers)

	Transfer	Dismissed	Retired	Allocated	Dismissed/Other reasons	TOTAL
	Male	0	0	0	0	0
Female	0	0	0	0	0	0

10. Number of SPT (indeterminate) provided

Male:
 Female:

11. Support Staff

Male:
 Female:

12. Privately Paid Support Staff

Male:
 Female:

13. Number of days lost through Support Staff who took leave during THIS term (indicate number of days per term)

	Sick	Maternity	Compensation leave	Study leave	Special leave	Vacation leave	Other	TOTAL
	Male	0	0	0	0	0	0	0
Female	0	0	0	0	0	0	0	0

14. Number of Support Staff who left the school during THIS term (indicate number of staff members)

	Transfer	Dismissed	Retired	Other reasons	TOTAL
	Male	0	0	0	0
Female	0	0	0	0	0

Note: "Unknown reasons" and "Other" - when filled in must be accompanied by a written explanation from the school.

SECTION H
 FACILITIES AT SCHOOL

Facilities description	Yes/no	How many
Does the school have a sport field? (indicate year(s))	NO	
Does the school have a garden? (indicate year(s))	NO	

SSE SUMMARY TO BE SENT TO THE CIRCUIT INSPECTOR, ANNUALLY BY THE END OF OCTOBER

SCHOOL: _____ 2011
 SIGNATURE: PRINCIPAL _____

OVERALL SUMMARY OF THE SSE RATINGS PER KEY AREA
(Management left and staff right)

Key Area 1 Resources	Key Area 2 Curriculum		Key Area 3 Teaching & Learning		Key Area 4 Social Unit		Key Area 5 Management		Key Area 6 Parents		Key Area 7 Other schools	
	Man	Staff	Man	Staff	Man	Staff	Man	Staff	Man	Staff	Man	Staff
4												
3												
2												
1												

Instrument 1: SSE
Page 21 of 24

SSE SUMMARY TO BE SENT TO THE CIRCUIT INSPECTOR, ANNUALLY BY THE END OF OCTOBER

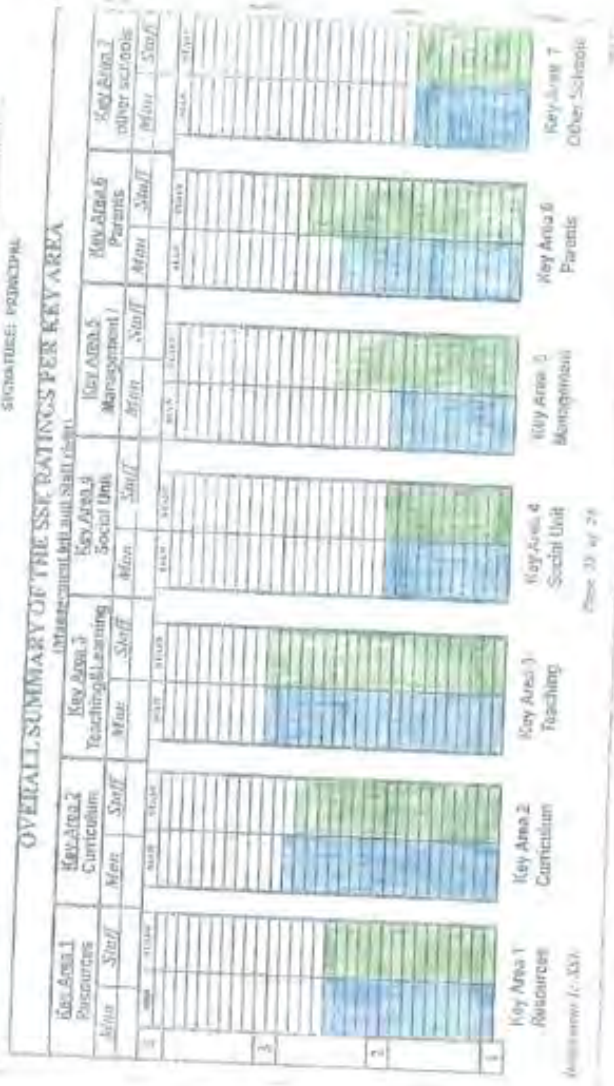
SCHOOL: ENRIQUE PRIMAry SCHOOL 2011
 SIGNATURE: PRINCIPAL _____

OVERALL SUMMARY OF THE SSE RATINGS PER KEY AREA
(Management left and staff right)

Key Area 1 Resources	Key Area 2 Curriculum		Key Area 3 Teaching & Learning		Key Area 4 Social Unit		Key Area 5 Management		Key Area 6 Parents		Key Area 7 Other schools	
	Man	Staff	Man	Staff	Man	Staff	Man	Staff	Man	Staff	Man	Staff
4	3.0	1.7	4.0	3.5	4.0	3.3	3.5	3.3	4.0	4.0	3.0	3.3
3												
2												
1												

Instrument 1: SSE
Page 21 of 24

SSE SUMMARY TO BE SENT TO THE CIRCUIT INSPECTOR ANNUALLY BY THE END OF OCTOBER
 GEORGIA STATE JUNIOR HIGH SCHOOL
 2019
 SIGNATURE: PRINCIPAL



SSE GRAPH FOR THE SCHOOL Maunabo Junior High School for 2018

Use blue to colour the management's overall rating and green to colour the staff's overall rating on the right.

