

UNIVERSITY OF WITWATERSRAND

FACULTY OF EDUCATION

**THE DEVELOPMENT AND MANAGEMENT OF AN
EDUCATIONAL CHANGE INNOVATION: THE CASE OF
THE INSTITUTE OF DISTANCE EDUCATION (IDE)
AT THE UNIVERSITY OF SWAZILAND.**

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ABSTRACT

This research contributes to the on-going search for solutions in the management of distance education in a conventional university. It focuses on the development and management of distance education (DE) in a dual mode university system. A conceptual framework is developed in this study and uses a case study to analyze issues related to the management and development of distance education change as the University of Swaziland (UNISWA) transforms its delivery mode. The conceptual framework was developed to inform the research and questions were built around the following issues: Origins of distance education at the University of Swaziland at IDE; planning for the introduction and development of distance education; implementation; and evaluation of the programs. The results that merit attention are those that question the nature and form of the leadership and the way distance education was introduced, planned, implemented and monitored at UNISWA.

DECLARATION

I declare that this research project is my own unaided work submitted for the degree of Master of Education. It has never been submitted for any degree or examinations in any university.

Nsibande

Njabuliso H. Nsibande

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DEDICATION

To my son, Musa, from whom I learnt
a lot about managing our
change at a distance.

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ABBREVIATIONS/ACRONYMS

DE	Distance Education
DEMS	Department of Extra mural Activities
IDE	Institute of Distance Education
HoD	Head of Department
MNGNT.	Management
OUI	Open University of Israel
SADDC	Southern Africa Development Coordination Council
UNISA	University of South Africa
UNISWA	University of Swaziland
USM	University of Sain Malaysia

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CHAPTER 1

INTRODUCTION TO THE STUDY

Most universities both in developed and developing countries have introduced distance teaching models by attaching distance teaching/learning departments to traditional university departments (Keegan, 1993; Ng'andwe, 1994). This growing trend is fast becoming a response to growing problems of access by stressing equivalent provision, standards and recognition of awards obtained either through on- or off-campus study as the latter is believed to be more cost-efficient and to widen access. However, there remain concerns about distance education (DE) quality and second - class status (Croft, 1992).

This study will not examine the pedagogics of distance education but rather how distance education is introduced, managed and developed by using the Institute of Distance Education (IDE) in the university of Swaziland (UNISWA) as a case study. This research is intended to reflect on: how UNISWA became a dual mode university and what the key issues are that have arisen in an attempt to develop distance education as an alternative framework for study in the conventional system.

Universities and institutions of higher learning have been challenged to provide an equitable system that incorporates the concepts of open learning as the latter is seen as an approach to education that seeks to remove all unnecessary barriers to learning (Butcher, 1995). One of the major reasons for the provision of open learning or distance

education in traditional universities is the failure of the educational system to cater for the massive lifelong educational needs of learners who, for one reason or other, cannot attend at full-time residential centres. Thus, universities have introduced open learning or distance education as a way of transforming their education and training systems to address the needs of learners.

The challenge in transforming the universities into dual mode institutions is to know how to negotiate and plan this change with the academic and the administrative staff who are usually appointed for their subject expertise and/or the delivery of on-campus programmes. When an institution changes to a "dual mode", the staff have to accept new challenges and responsibilities far beyond what they agreed upon on their appointment. This change to dual mode teaching is a complex political, ideological, social, organizational and personal process. Bashir (1997) notes the complexities of introducing and implementing open learning in traditional campus-based higher learning institutions as it involves many people and challenges. He argues that since such an innovation can be threatening to both staff and students, there is a need for adequate 'homework' prior to its introduction.

The introduction of distance education in a dual mode or mixed mode often involves translating on-campus courses to a distance education mode in the university. Structured learning materials are prepared for use by both on- and off-campus students (Calvert, 1992). Jevons (1992, cited in Calvert, 1992: 20) argues that there are advantages in this approach. Since the materials are self-instructional, they provide consistent quality of instruction and (in theory) a

good and a more transparent educational practice. By teaching both off-and on-campus students well, 'universities can create conditions for improving the quality in their teaching in both modes' (Renwick, 1992:142).

DE students can be liberated from the constraints of the traditional lectures and staff too can become liberated from the lecturing grind and teach in a different interactive way. The educational process in such institutions requires staff to combine face-to-face residential teaching and teaching at a distance through the dissemination of self-instructional materials.

Guri-Rosenblit argues that distance education in conventional universities has the potential to widen the aims and objectives of higher education in numerous ways. The areas of contribution include distance education's contribution to inter-university collaboration; improving the pedagogy of teaching; improving the quality of university textbooks; advancing multi-media into the learning/teaching systems of the university; enhancing study skills as well as promoting research on adult learning (Guri-Rosenblit, 1990:14).

Siaciwena (1989, in Ng'andwe, 1995) mentions another advantage of the "mixed mode" or "dual mode". He argues for its cost-effectiveness as the university tends to rely on the same teaching staff involved in on-campus programmes while reaching out to a greater number of students. Croft (1992) also argues that, 'in smaller universities, distance education allows a broadening of the curriculum not otherwise possible' and in the process of using external experts, it

can also add to the resources of the university with little direct cost.

The quality of the two modes of delivery should be the same to ensure parity in standards between full-time and distance students who sit for the same examinations especially if distance education which is often regarded as inferior is to be strengthened. The similarity of the two modes of curriculum also renders the university system flexible in that the students could transfer from one mode of study to another.

The dominant research themes of many writers about distance education have focused on the learners; their learning outcomes, their characteristics, and attitudes (Dillion et.al., 1992). However, the management of this change of distance education in a university is a relatively neglected aspect of study especially in developing countries. A few researchers like Ng'andwe (1995) have studied problems of quality and management of distance education. He argues that too often such models are borrowed from universities in Australia and Canada such as Deakin University in Australia, and the Laurentian University in Canada (some of which will be discussed in Chapter II as Case studies).

Dillion reports from his evaluation/research work argues that "the ingredient most neglected in the diffusion of distance education is leadership, the very foundation of change" (Dillion, 1992:17). This view is shared by Apps (1995) who argues that managers of DE are mainly concerned about the future directions of the organization and neglect to focus on

issues associated with the management and development of distance education especially in dual mode universities.

Statement of the Problem

This study is based on the premise that, when introducing changes, there is often a serious antagonism between those who are responsible for introducing the change innovations and those responsible for implementing them. This research will examine the origins of the institute (IDE) established in 1994 at the University of Swaziland and look at how this university change was negotiated and managed; the forces, the conditions and processes behind the planning of that innovation; and the conditions and processes that were created or developed for the implementation and evaluation of that innovation.

Aims and Objectives of the Study

The study will aim to:

Examine issues/processes which need to be addressed in the introduction, management and implementation of an innovation like distance education and examine the role and impact it has in changing university environment and character. In the process, it is hoped to provide those responsible for the management of DE in a dual mode institution with an opportunity to reflect and improve their educational practices to make this innovation a successful tool for educational change.

More specifically, the research objectives will be:

- i) to understand what management conceptual framework influenced the way in which the IDE was introduced at UNISWA;
- ii) to study not only the background or origins of the IDE and its organizational structure, but also to explore how the management processes of change and innovation were negotiated and achieved;
- iii) to examine how the University of Swaziland operationalized its plan to become a dual mode institution and introduce DE within its system;
- iv) to gain a better understanding of how distance education can be strengthened and made more effective within traditional institutions.

Rationale for Undertaking the Study

There is little work in the field of study concerning the introduction of distance education in educational institutions (Miller et.al., 1996). However, the introduction of distance education in traditional university settings is a growing and challenging educational phenomenon. As developing countries are moving towards a new understanding of their political, social and economic transformation role, distance education is likely to be an important strategy to attract large numbers of students who are not likely to benefit from the traditional system. The challenge is how distance education can be better managed as an innovation and how it can be developed and sustained effectively. While dual mode

institutions have the potential of widening access to higher learning, this change may create many tensions because it is an additional time consuming task for the staff involved in traditional academic activities.

There is also a lack of evaluation on the change management process used to transform traditional universities into mixed mode institutions and that is the gap this research attempts to fill.

CHAPTER II

REVIEW OF RELATED LITERATURE

Operational definitions of Terms

. Distance education is the educational process between two people; student and teacher, separated by physical distance. Distance education must be characterised by openness.

. Open Learning, when used to designate distance education, emphasises the "openness" of the teaching/learning process compared to the "closeness" of traditional institutions. Openness means open access, open curricula, openness in terms of periods of study, choice of communication facilities.

. An Innovation is a process of learning something new or that people are encountering for the first time. It could be a revised curriculum, a policy, a structure or an idea.

. Strategic planning is a systematic, highly disciplined approach to planning. It involves defining the mission and purpose, setting goals, developing operational strategies and action plans.

. Development Planning is a framework on how to plan for an innovation. It seeks to maintain a balance between what works best and the conditions under which an innovation takes place.

Theoretical Management Literature

This section is intended to build on the existing literature to give some direction to the study by clarifying what the researcher wants to find out, from whom and why. Five contesting theories on management and the management of change are reviewed in order to reveal how complex the management of change can be. All the five theories illustrate the fact that managerial work is undergoing such enormous and rapid change that managers are reinventing their profession. While watching hierarchy fade away, they are faced with new complexities of how they should function in their new roles. To illustrate how change management is complex, Bennet et al. (1992:12) argue as follows:

The management of educational change, it seems, is essentially a rational task, connecting the new into the old so that what is required is done but the vision of the organization and its task held by those who lead is somehow sustained.

The theories under review are: the 'Scientific/Rational' theory, the 'Total Quality Management' (TQM) theory, the 'Radical management' theory, the 'Transformational Leadership' theory and 'Micropolitics Management' theory.

The 'Scientific/Rational' Theory

The scientific/rational management theory often referred to as "Taylorism" is the classic conventional method of managing organizations. It treats the process of leadership as a technical exercise where leadership is placed on one person

(Davies, 1997; Hargreaves, 1992). Each job or management of tasks/jobs is organised in a linear hierarchical process.

The theory's key claim is that all production activities need to be broken down into their constituent elements and workers need to be trained to carry out each task. Managers are charged with the following tasks: planning the work of the organization, organizing the work-force, co-ordinating the work of those responsible for the different elements of the operations, giving commands to ensure that things are done properly, and controlling the work (Bennet et.al., 1992:5). All the tasks are atomized and the organization is viewed as a machine and workers are turned into machines. Managers monitor the process to ensure there are no breakdowns instead of taking into account human concerns (Davies, 1994; Bennet et.al. 1992).

The Scientific theory of management which is regarded as a rational theory of management is criticized by radical theorists like Peters and Waterman (1982, quoted in Burnes, 1992) who say firstly: it leads to "wrong-headed analysis" - an analysis that strives to be precise about the inherently unknowable. Secondly, it leads to "paralysis through analysis" - the application of the rational model to such an extent that the action stops and planning runs riot. Thirdly and lastly, the scientific theory is criticized for "irrational rationality" - where rational management techniques identify the 'right' answer irrespective of its applicability to the situation in question (Burnes, 1992:57).

The way the scientific theory handles 'change' or management of change is rational as it tends to relate to an institution as an entity and gives prominence to the official structure and decision making of the organization. The roles are performed according to hierarchy which acts as a means of control for leaders over the staff. Hargreaves (1994) warns against this model of managing change as it ignores the political behaviour that occurs in all organizations where decisions are to emerge through the process of bargaining and negotiation.

The 'Total Quality' Management

This is a theory which has its origins in the business world. In this educational context, the central aim is the provision of quality education through visionary leadership. It is for this reason that we have gradually moved from the term 'administration' to 'management' in describing the work of principals (Mahoney, 1993; West-Burnham, 1992). It is a strategy that is objective-driven and focuses on the client needs.

Total Quality management requires a leader who can create a sense of a 'family', a sense of whole, rhythm and passion, intensity and enthusiasm. The success of this management strategy also lies in senior management's commitment, customer care, continuous employee education, teamwork, utilizing capacity near a 100 percent (zero defects) and employee recognition (Benton, 1993).

Total Quality Management theory concentrates on the new language of managing change as a means of assuring standards and quality in education demanding great commitment and a collaborative approach (West-Burnham, 1992). There seems to be strong link between TQM and the strategic planning process. According to Benton this link suggests that there should be a process owner, someone responsible for the management of the strategic plan and the process and "a team of individuals who create, disseminate, promulgate and massage the plan and refine the process" (Benton, 1993:25). TQM as a marketization theory led to changes in defining stakeholders in the educational institutions: students and those outside the school, like parents, who have a stake in the institution are regarded as 'clients', teachers are regarded as mere 'resources' and no longer treated like autonomous professionals. In view of this, the identities of teachers who used to be the key stakeholders in the education process gradually diminish. Ball and Bowe (1991, in Davies 1994:8) scornfully see this approach as leading to schooling being called "Kentucky Fried Schooling" because it sells education as if it was a commodity. What becomes important to the provider is the clients' wants and not necessarily clients's needs which most educators insist should be looked at.

The 'Radical Management' Theory

Radical management theorists, viewed as America's leading management thinkers of the 90s, attempt to predict how organizations need to organise and operate in the future as a way of responding to a changing environment (Burnes, 1992;

McCalman and Paton, 1992). According to Burnes (1992), this new perspective of management is based on what companies (or organizations) are doing now or planning to do in the future.

Limb (1992) draws our attention to strategic planning and management as a way to enhance organizational capabilities developed and undertaken as a result of institutional restructuring to help manage institutions into the next century. The 'Radical Management' theorists see the management of change as primarily the responsibility of senior management. Radical strategies are needed to bring about educational change in these turbulent times.

Peters and Waterman (1982) and Kanter (1989) (in Burnes, 1992), whose works have been influential in both the business world and in academia, are advocates of this theory and base their study on leading American companies. Radical management theorists such as Wallace (1994) and Peters (1989, in Bennet et.al. (1992)), see radical management as a strategy which is best for those in search for a better way to create a more effective and efficient educational system at a time when educational change is inevitable. As Peters (1989) continues to argue in Bennet et.al (1992):

Turbulence is so great that a total transformation is needed of the meanings presented by the organization in every aspect of structure and activity...a whole new set of meanings has to be created (Bennet et.al., 1992:12).

This theory suggests a need to understand the environment in which higher education operates at present and in the future. As Lewis and Smith (1994) assert, conditions and conventions

within the environment are changing faster than they have in the past and will continue to rapidly progress into the twenty-first century. That sensitivity to these changes is imperative and their implications for colleges and universities must be anticipated.

The radical theory of management is different from the scientific theory of management in that it recommends or advocates a flatter organizational structure. Directing and controlling mechanisms are replaced by an organizational culture that stresses the need to facilitate for flexibility and adaptation. According to Burnes (1992), this theory acknowledges new organizational paradigms that are emerging and which recognise brain power instead of muscle power in an attempt to add value and sustain competitiveness.

On human relations:

The message being transmitted is that the new forms of organisations will treat their employees in a more responsible and humane fashion than has been the norm. Employees will be treated as 'partners' capable of making a substantial contribution to the growth of the organisation (Burnes, 1992:80).

This means that monitoring is not placed solely on the superiors but a homogenous environment has to be created where all take equal responsibility and interest in the work of their colleagues. However, Burnes does point out questions and dilemmas apparent in issues relating to structure, politics and people which may cause some organisations to still find the scientific theory more applicable to their circumstances.

Transformational Leadership Theory

This theory is based on the recognition and power of leadership. According to its proponents, leadership is vital and has an influence on the organization's mission and direction, as well as being a great inspiration to others in the change process (Louis and Miles, 1990 in Fullan, 1992). The leader ensures the vision is shared by all stakeholders and that vision becomes the driving force in institutional management who is shaping the day-to-day activities of the school (Limb, 1992; Beare et. al. 1993).

Stoll and Fink (1996) define transformational leadership as "people oriented" as it is concerned with building relationships with the people responsible for bringing about the desired change rather than focusing mainly on tasks and performance. Power is based on the process of negotiation, shared decision-making and a shared culture. Hence, transformational leadership helps those affected by the change to develop goals and identity strategies for their accomplishment. This theory also stresses the ability to grant autonomy and encourage staff to take the initiative in the change innovations.

Although rules play a lesser role, the superiors continue to keep a tight control of the organisational operations. Caldwell and Spinks (1988) and Louis and Miles (1990) who are also supporters of this approach have been criticized in the way they view leadership and the leader's vision as a product of 'empowerment' and 'ownership' by the major stakeholders or

implementers. Angus (1989), for example, criticises this literature on transformational leadership for assuming that leadership is neutral as well as for neglecting the socio-political, cultural and economic contexts of organisations.

Critics of this theory see the success of leadership as manipulation (Angus, 1989). Because transformational leadership involves the exploitation of both human and physical resources for achievement of social control by others, it is seen as more comfortable and more satisfying (Davies, 1994). Transformational leadership emphasizes how power must be exercised continually in order to keep the competing interests groups together (Bennet et.al., 1992; Davies; 1997; Fidler, 1997).

Angus (1989) views transformational leadership as technicist and uncritical of modern management thinking as it makes other stakeholders 'passive recipients of the leader's vision'. Davies (1994) asserts that the leader's vision is blinding as the heads manipulate the organisational culture and the teacher's role to conform to the leader's vision. Angus (1994, cited in Davies, 1997:307-8) attacks the technicists theories by saying,

Shrewd leaders are expected to manipulate people and situations so that the "vision" is willingly shared by followers...The elitist view is that the leaders are more visionary than anyone else...

The assumption in this theory is that any educational innovation will be successful if the stakeholders, especially the implementers feel they own the process and are empowered in the innovation process. Although this theory is based on

building commitment, especially among implementers, like the radical management theory, it does not capture the realities and various interest groups in institutions. The challenge of this theory of management is the creation of strong, flexible, pragmatic cultures which have to promote the values of trust, cooperation and teamwork. This is often hard to achieve for most organisations considering that most organisations are still caught up in the old paradigms of management.

The Micropolitics Theory of Management

This is a theory with a long history within organisation studies but relatively new to empirical education studies (Davies, 1994). This theory probes into

the institutional relationships, ways of operating, allegiances, decision-making procedures, and the boundaries around particular groups (Davies, 1994:19).

Angus (1989) and Davies (1997) use this theory in an attempt to deconstruct the notion of leadership placed on one person. Davies argues that leadership carries its own imperatives of a mission headed by one powerful individual with "followers" and for that reason, the technicist theory (transformational leadership) 'carries a double authoritarian threat' (Davies, 1994:5). Micropolitics theorists argue that 'change cannot be directed, or conducted by formal leaders since an individual cannot understand all the ramifications and complexities of a classroom, let alone a broader educational system. Thus each individual needs to initiate, understand and conduct

different aspects of a change process' (Fullan and Hargreaves, 1994 in the Education Support Project, 1994).

Hargreaves (1994) sees the micropolitics theory as relevant to the present period of postmodernity because it raises questions about the rights of individuals and the protection of individuality in the face of group pressure. Hargreaves further argues that change forces its implementers into 'contrived collegiality' whereby some individuals realise their values at the expense of others or because they have power to influence and shape the other's values in the image of their own. Hargreaves, relying on a form of micropolitics theory, gives a different outlook on that form of collegiality and collaboration which, he argues, results from the exercise of organizational power by control-conscious administrations.

The assumption of the micropolitics approach is that top management often introduces change that does not take into account the view and interests of the key players, the power dynamics and how the change has to be negotiated. The micropolitics approach/perspective theory of management directs our attention to the power dynamics at all levels of an organisation as well as the views and interests of those who implement the change and the character of that change. The 'micropolitics' approach/perspective interrogates the construction of the meaning of educational change. It raises questions about and problematizes the political and social complexity of institutions and the organization of human relations, especially when educational change takes place.

This study will acknowledge and trace the influence of these different theories in the research case study which will be informed mainly by the micropolitics theory. This theory builds on the tradition of concern that seeks to identify management techniques and practices that focus on all implementers of change and work out the impact of that change on different interest groups. This means that leadership will not be equated with the one person at the top of the hierarchical structure and the ideological and political context of leadership will be acknowledged and confronted. According to Davies (1994), the micropolitics theory has the potential to reveal 'something distinctive about recent exposures of the contested underlife of educational institutions'. It can further reveal to top management the true nature of the conditions of the organization's personnel, their work and identity, important perceptions and attitudes the staff might have towards the introduction of an innovation and the way it is managed.

The micropolitics theory may not help develop a standard operational "blueprint" for implementation but it can provide guidelines on how change can be adapted to existing cultures in educational institutions undergoing change. Kendall (1989), cited in Stein, 1994) argues that it is the meaning that persons attribute to change that constitutes reality and it is their perceptions which are critical variables to the change process. In this research'case study, this translates the need to focus on the perceptions of UNISWA IDE core specialist staff and academic staff members of IDE and their understanding of the various agendas behind the introduction of DE at UNISWA.

The five management theories demonstrate that organizations are now constantly in search of solutions as they become more and more complex. According to Burnes, many of these new approaches offer simple and quick-fix solutions, which he calls "panaceas". They create an atmosphere of resignation within organizations as one flavour of the month' is succeeded by yet another, and none is given the time to prove itself (Burnes, 1992:54).

The Management of the Change Process

Since this study focuses on the management of a change process, it will also have to deal with the planning, management and maintenance of a change innovation. Successful innovations do not simply happen but they are worked for and planned (Hargreaves and Hopkins, 1993; Limb, 1992; Fullan, 1992a). Hence, it will be important to review the literature on planning and in particular, strategic planning and development planning, management and implementation of change.

The planning process

According to Stephens (1995:35-36), the most quoted definition of institutional planning is that of Lockwood and Davies (1985:167): "the continuous and collective exercise of foresight in the integrated process of taking informed decision affecting the future". From this definition, one can see the various components of the planning process and how it relies crucially on a planning strategy.

Strategic Planning

Many of the difficulties encountered in implementing a long-term sustainable process of change can be dealt with through strategic planning. Strategic planning promotes new organizational or management paradigms and makes past management practices and theories irrelevant in the face of changing economic and social conditions. This means that strategic planning does not rely on rational concepts but relies on emerging organisational paradigms relevant. The management theories that recognise the benefits of strategic planning, like the TQM and radical management theories, accept that organizations must think long-term, while operating in the here and now. Furthermore, strategic planning acknowledges the fact that organizations are social systems whose productivity and success depend on human creativity, flexibility and entrepreneurship. According to Burnes (1992), this requires organizations to change their structures and practices as well as their cultures.

According to Penney (1993), the strategic planning process is more important than the plan itself. It is for this reason that I will first look at the strategic and development planning process of managing an educational innovation.

Most organisations which want to adapt to the ever changing environment are involved in some form of strategic planning to create a vision of their desired future and to bind each of their organizations together and give it a common purpose which all can contribute to. There is a need for strategic

planning, according to Thomas (1995), because organizations face reasonably predictable short term futures but totally unknowable long-term ones. Most researchers argue that the success of a strategic plan lies in the following questions: 'where are we now?', 'where do we want to go?', 'how do we get there?', and 'what do we do next?' (Thomas, 1995); Limb, 1992; Pacey, 1993; Sagor and Barnett, 1994; Herman, 1993). The above questions help the planners acknowledge why the institution exists, for whom, and whether the institution is pursuing the appropriate goals. According to Pacey (1993), an organization that is involved in strategic planning will be able to envision its future, influence the direction it will take, possibly create its future and exploit new opportunities as they develop.

Murgatroyd and Woustra see strategic planning as the answer for the management of innovations in the context of a university:

Good planning involves strong leadership combined with many bottom-up contributions and a coordination role for managers. In addition, the outcome of the planning process has to be one which recognises entrepreneurship and while at the same time setting standards by which the organization can judge its progress (Murgatroyd and Woustra, 1989: 6).

The literature on strategic planning highlights the value of a SWOT analysis (strengths, weaknesses, opportunities and threats) (Herman, 1993, Thomas; 1995). The SWOT analysis is both an internal and environmental performance analysis. This exercise aims to maximise strengths and minimise weaknesses, reduce threats and build on opportunities. It also suggests

the value of a more integrated approach to the planning process which would result in a more effective diffusion of the institutional mission (Thomas, 1995). Thomas emphasises the importance of constant interaction between the top management team and departments involving 'top-down and bottom-up' processes to ensure the strategic plan is shared within the institution as a whole: "If this (sharing) is not achieved, there will be constant tension between the centre and the departments, and inconsistency between institutional policy and departmental practice" (Thomas, 1995:43).

The Development Planning Process

Given the multiplicity of demands in introducing change and its complexity, development planning is about driving the process of planning for change. Hargreaves and Hopkins (1993, in Preedy, 1993) see development planning as a means whereby knowledge about society's expectations can be put to the test of practice.

The process of development planning involves: planning, implementation, assessment and evaluation of the change process (Stoll and Fink (1996). According to Stoll and Fink, methods of assessment include informal observations, interviews, discussions, notes of activities, surveys and results of assessments etc. Implementation is the translation of the rhetoric to reality. Evaluation plays a major role in every phase of the development plan especially formative evaluation which has to occur during implementation.

Stoll and Fink (1996) suggest several issues which are part of development planning such as the coordination of the process for team building and commitment; attention to fundamental conditions of school/organizational culture for the development of shared vision and the promotion of better working conditions; commitment to a few key goals and few key priorities; engagement in an ongoing, process considering that change takes time; getting a fix 'on current reality achieved through an audit that include information about students outcomes and processes used to attain these outcomes; the significance of monitoring and evaluation to ensure the process works well and achieves its outcomes; benefits of a support infrastructure involving staff development activities development consultancy, research support and resources the availability and accessibility of human resources and information, and the fundamental question of impact (Stoll and Fink, 1994:64-79).

According to Penney (1993), planning should be a highly collaborative and interactive process promoting dialogue among stakeholders on key issues and concerns. A development plan can be seen as a means of recreating the organizational culture and helps management to improve capacity to manage changes. It is not the plan that is important but the process of developing that plan as it stimulates and reinforces a strategic mind-set. Penney (1993) argues that "a good plan... is a living document, not an icon".

Wallace and McMahon (1994:178-179), in their analysis of development planning, point out that development planning leads to the most focused effort possible to implement the

most important innovations in the least possible wastage of staff talent and with the most efficient uses of resources. A development plan is determined by the material and human resources available. Furthermore, Wallace and McMahon provide a list of development planning outcomes: helping the staff to be clear about the current aims, policies and priority arrangements of the institution; they feel adequately consulted while not overburdened with planning activity; they feel protected from innovation overload and not taken by surprise by new demands; responsive action is taken when monitoring the planning and the implementation of particular changes (Wallace and McMacon, 1994:183).

Development planning also reflects the changing nature of today's management structures and strategies as actions required to address the organizational issues are identified within the definition phase, along with any others during the planning, implementation and evaluation phases. The concept of development planning is conducted in a dynamic environment and may occur in the different phases of managing a change innovation as it incorporates iterative feedback loops.

Strategic Planning in Distance Education

Dean and Mahony argue in line with the TQM that strategic thinking and strategic planning in distance education takes the 'customer' perspective and that institutions providing distance education must orient themselves "to providing value (for money, for time, for other activities foregone) to both corporate customers (government and industry) and individual customers (students), and to provide value-added activities

(product services) that are intimately related to prevailing and future conditions" (Dean and Mahony, 1993:16).

Dhanarajan (1993), the Director of the Open Learning Institute of Hong Kong, warns against a strategic plan based on the personal vision of the leader (a Director in the case of a distance education institution). He criticizes the rational approach to strategic planning which locates power in top management for the success of the organization. Instead, he sees the strategic goals of an organization in many different forces both within and outside the organization as goals and conditions change. A strategic plan must include all the institution's stakeholders (representatives of academic staff, deans, senior administrators, some members of the council). This means that strategic planning is opposed to the transformational leadership theory of management. Dhanarajan is for the inclusion of a number of factors in the DE strategic plan. This involves taking into consideration the institute's external and internal environment such as the market, the nature and the vitality of the economy, the ability of the students to pay tuition and the political climate of the country's educational tradition where the institution operates. Making the products appealing, appropriate and useful was seen important by the Institute of Hong Kong which was under pressure to move towards financial sufficiency. The institute's strategy was to foresee at least three to six years ahead in terms of human resource needs and shape their curriculum accordingly. Dhanarajan criticizes the rational approach to strategic planning which locates power in top management for the success of the organization. Instead, he

sees the strategic goals of the organization in many different forces both within and outside the organization as goals and conditions change.

With the decline in government funding, Thomas also warns that institutions are increasingly adopting a market orientation in their strategic planning efforts for additional resources (Thomas, 1995; Dean and Mahony, 1993). Therefore, a strategic plan in distance education should be a way of changing the culture of the organization to be consistent with sensing, serving and satisfying market needs in view of the turbulent times and rapid changes.

If distance education is strategically and successfully planned, it may help in modifying people's ideas about change and lead to successful implementation of change. Limb (1992) supports this as he maintains that planning becomes a reference point by which decisions are made. Decisions on strategic planning help in the formulation of implementation strategies and policy as well as a reference in judging behaviour and the performance of education providers.

Management and Implementation of Educational Change

The process of change that the rational model portrays the change process as a rational process following an orderly sequence . This model sees change as beginning with an identification of a problem or idea operating through the development process and ending in diffusion of the product to a target group (de Clercq, 1996; Huberman in Fullan, 1992a; Preedy and Wallace, 1992).

Haffenden (1990) also provides a framework of the 'change' strategies of planned educational change in institutions of higher learning based on a rational model of managing an innovation. According to Haffenden, the stages of planned change are commonly sequential: firstly, the policy aims are decided upon; secondly, the effects of these planned changes on the institution and/or curriculum organisation and development are considered; thirdly, planned changes are implemented; lastly, during the implementation process, some thought is given to setting up an evaluation and review process to inform subsequent developments (Haffenden, 1990:13). He further advises that some form of strategic planning is needed to address both the body and soul of the institution for leadership to provide the necessary guidance and team cohesion, the management to enable appropriate changes and facilitation to empower appropriate interventions and support.

According to Preedy, the stages that are considered in the introduction of change are as follows: Planning the change (which has been dealt with above); Implementation (putting the change into practice); Continuation (or institutionalizing it so that it becomes an established and ongoing part of the organization's structures or work) and assessing outcomes (evaluating the results of the change) (Preedy, 1993).

Miles (1987) (cited in Beare et.al., 1992) working in a transformational leadership mode, provides a summary of the factors necessary for successful implementation of change.

Some of these factors are: effective leadership; organizational autonomy; staff cohesiveness; good programme fit; power sharing; control over resources; control over staff and resources; vision; incentives etc. According to Caldwell and Spinks (1992, in Bennet, et.al. 1992), the key factors are leadership skills especially with regard to power sharing, collaborative management, staff cohesiveness and vision.

Kennerly (1992) sees the management of people, or in this case professionals, as the ultimate test for the success of an organisation. This is because it involves a direct questioning of all those values and assumptions with which the highly trained professionals have lived for years. He argues that successful implementation is accomplished by establishing the links between professional autonomy and corporate aims. However, Kennerly (1992:171) admits that it is difficult because it involves identifying the professional leaders who recognise the need to co-operate with managers, identifying the managers who are prepared to work patiently with the professional leaders, who understand the professional values and do not compromise them, and who are prepared to interpret the needs of the stakeholders in terms that the professionals can accept (Kennerly, 1991).

Fullan (1992) argues that managing an innovation is seen as a complex interactive and contradictory processs because it involves different levels, competing interests and values and should, therefore, be studied at all levels within its wider environment. Fullan (1992) wrote an in-depth study based on the successful implementation of an innovation which

contributed greatly to the management of 'change'. His major concern is the ability of leadership to create greater capability to innovate. However, Huberman (in Fullan, 1992:7) argues that '"capacity" does not come from the shelf from the local supermarket'. This implies that change requires to be worked at and is not automatic. Fullan (1992b) who approaches management of change from a micropolitical perspective identifies key factors to be considered in implementing change, such as addressing what is perceived as priority needs, indicating how implementation should be addressed and breaking the changes into components, analyzing the social conditions of change and the organisation or setting in which people work (Fullan, 1992b:111-118).

Most of this educational 'change' literature show that implementation of educational change is a slow, uneven process filled with regressions and moments of real distress (Fullan, 1992a). Huberman shows that implementation of change involves fear and resistance. The complexity of implementing education change is well-captured in Huberman's argument:

Implementation is a tricky business, even at the best of times. We are trying to change people's professional lives, while at the same time changing their stable working arrangements. We are doing it with something unproven in an immediate context and in the name of outcomes we are not sure we are actually going to achieve (in Fullan, 1992:9).

Davies (1994) in her empirical research on teacher resistance and deviance questions planning in the realities of school life by demonstrating how best planned management system or innovation can be subverted intentionally and unintentionally by teacher behaviour.

Apart from the few rational/technicist theorists mentioned in this literature review, this study support the idea that the planning and implementation of change are complicated political processes. Most of the research work points to the contested nature of organisational culture and therefore to the micropolitics of change. Administrators, people in management positions, participants in the implementation of change and maybe evaluators are likely to be involved in a change process but still hold different views about the change innovation. Given the contested nature and the differences in stakeholders when change is introduced, there is a need to understand the introduction and management of change as a swirl of events evolving through different phases, and constantly adapted to mediate between the different external and internal forces.

Case Studies in the Development and Management of DE

It is important to turn to examples of university institutions that have introduced distance education in addition to traditional teaching as well as examples of open universities solely devoted to teaching at a distance. The presentation of case studies of dual modes will unpack the operational realities and challenges that are facing distance education in both developing and developed countries. Those realities question how best to meet the needs of the development and management distance education. The case studies of institutions offering distance education in dual mode institutions as well as one institution that only offers distance education will help us understand broad management

issues in DE organizations and will also be instructive for their strategic management practices adopted by dual mode universities.

Distance Education at the University of Zambia

Distance education was established in 1967 at the University of Zambia to satisfy the manpower needs of the country after the realisation that access should be broadened beyond full-time students. According to Ng'andwe (1995), the Lookwood Commission had recommended a correspondence school but the University of Zambia, under the influence of Hopper, a Deputy Director at the Department of External Studies from the University of New England - Australia, established a Department of Correspondence Studies in April, 1967.

The Department of Correspondence Studies was headed by a director assisted by two assistant directors and four administrative officers responsible for printing, enrolments, registry and lecture materials (Ng'andwe, 1995:45). That kind of structure persisted until 1975 when the report of the VC's Working Party recommended that the Department of Correspondence Studies, the Department of Extra Mural Studies and the Institute of Education be brought together to form a single institution later known as "Centre for Continuing Education". It was a centre comprised of the Department of Distance Education; Department of Adult Education and In-service Training; and Department of Mass Communication.

The Department of Correspondence Studies followed the same curriculum as the full-time students were taught by the same

lecturers and professors and in most cases sat for the same examinations for the parity of standards between full-time and distance students. Five programmes were offered in the following areas of specialization: Bachelor of Arts (BA); Bachelor of Science (BSc); Bachelor of Laws (LLB); Bachelor of Social Work (BSW); and Postgraduate in Education (PCE).

Admission to the University was initially tied to the number of hostel rooms available on campus. DE was to accommodate the students who qualified to enter the university and those who could not afford for one reason or another to attend university courses on full-time basis owing to various problems. According to Ng'andwe (1995), the model was good as a short-term investment but would not withstand the times. The problems faced in the running of distance education programmes in the University of Zambia relate to the administrative structure which was bureaucratic, the production and materials affecting the quality of study materials and the staff attitudes towards their involvement in distance education.

The establishment of the Department offering distance education became problematic later in that it meant a change in the organizational structure of the University affecting those who would deliver the programmes in the Department of Correspondence Studies. There was little liaison between the Department of Distance Education and other departments. More students were admitted and departments such as the School of Humanities and Social Sciences, particularly, History and Economics could handle. The line of communication between the administrators and the academic staff involved in the

teaching of distance education programmes was seen as time-consuming and frustrating. Lecturers reached the point of boycotting marking DE assignments because of their grievances regarding remuneration for marking assignments.

Ng'andwe (1995) identified some of the problems of quality and management of distance education as it was introduced at the University of Zambia. The mixed-mode learning model took advantage of the existing resources in the institution by including the same staff in the delivery of distance education of similar degrees/diplomas with no extra salaries or allowances. What the university took advantage of, was seen by lecturers as exploitation. Ng'andwe saw most of the problems caused by the importation of foreign models of DE from the University of New England in Australia which assumed a lot more of resources than existed in Zambia.

There were also delays in the production of study materials which affected the students. In the 1992/3 academic year, distance students had to write separate exams because they did not receive their materials on time.

The department was having financial and administrative problems:

The Department is never allocated enough money for the purchase of stationery, and lecturers and professors bring their study materials for production by the Department when they please. In some cases, study materials have been brought in for production as late as three weeks before the beginning of the final examinations (Ng'andwe, 1995:47).

Furthermore, the quality of study materials was poor because the lecturers were not adequately trained for that purpose. The materials were not user-friendly. Instead, huge extracts from books were put together without editing. They were also using poor quality print as they still used stencils. Students rarely received their assignments for feedback on their progress. In some courses, not a single assignment was sent back to students in the 1993/94 academic year.

The experiences in the University of Zambia point to the problems of poor planning and implementation by the University administration and management, poor capacity because the University authorities did not invest enough material and human resources for the implementation of the distance education programmes which then led to a lack of commitment by the academic staff.

Laurentian University

Laurentian University was an initiative of the Ontario (Canada) provincial government in the 1960s to meet the needs of areas in the northern Ontario with a very scattered population. The University was a result of a federation of three church - based universities and a new non-sectarian institution, with three affiliated university colleges. It was in 1972 that the Centre for Continuing Education at the Laurentian University was established. According to Croft (1992), a major preoccupation of the Laurentian University was institutional outreach and was committed to the concept of service.

Laurentian University is described as:

a dual mode institution which has experienced all difficulties inherent in the uneasy peace between distance education and traditional teaching (Croft, 1992:49¹).

Although the Laurentian DE program drew international interest in its early years, it did not receive great internal support from the staff who feared and were concerned that standards would be low. On-campus students were not allowed to shift and/or access distance education courses. In 1987, they were allowed three distance education courses to ensure that the quality of their degrees was not unduly tainted or tarnished by DE courses.

Many courses were developed not on the basis of a market demand but because of the availability of faculty members. Hence, the majority graduated with degrees in Religious Studies. According to Croft (1992), such practices 'did not support the educational commitment of the adult students of North Eastern Ontario' but it was the only way an adult living outside of the immediate area could complete a degree.

Although the University considered consistency of regulation for both full and part-time students as the most important virtue, the distance learners continued to be disadvantaged. Course design was left to the individual faculty members, 'with no professional assistance by either designers or editors provided' (Croft, 1992:60). According to Croft, the

¹Marian Croft is Director of the Centre for Continuing Education at Laurentian University in Sudbury, Ontario, and in 1992 was incoming president of the International Council for Distance Education.

academic responsibility rested with the departments where support was sporadic.

Prior to the introduction of distance education, there were logistics problems at the University. Professors regularly travelled long distances under poor conditions of both roads and weather. Problems started when the cost of travel increased, and internal pressures to undertake research and the need to want to publish by the academics grew. Administrators began to understand that although community needs might continue to grow, the availability of human and financial resources would not in the department of DE.

In 1985 Laurentian University began to change program planning to develop consistency and coherence in course development which was non-existent before. The change was also an attempt to change the second-class status of distance education programmes. This was achieved by developing and approving courses from single mode distance education universities and adopting their standards to fit the needs of the dual mode system. Course teams included a content expert, who was a faculty member of the university, course reviewers - one of whom was external, an instructional designer, an editor, a representative from the library and from instructional media and administrative management and support from continuing education. Student support services especially in the area of counselling and support were enhanced. Students could either register full-time or part-time. Involvement in course development began to be considered an incentive and was used for the purposes of promotion and tenure. Several faculty members received merit

increments because of their involvement in the DE courses and the quality of DE materials improved.

Collaboration with other universities became the main reasons for the improvement of the quality of instructional materials. For instance, Laurentian University has a course-sharing arrangement with other institutions also offering distance education such as with the British Columbia Open University. Each institution would utilize the other's materials at cost. These collaborating institutions jointly developed a course in MBA in the process of sharing experiences for both single and dual modes. This collaborative venture helped increase the credibility of distance education at Laurentian University.

These case studies on higher education institutions introducing change innovations through distance education, provide some insights into the conflict DE can create when introduced in a conventional university. Universities introducing a mixed mode must continue readjusting and find ways of increasing the internal commitment of those involved in the management and delivery of distance education in a dual mode.

Athabasca University

Athabasca University (in Canada) provides only distance education. It was founded in 1970 and started to function in 1973. It was initially for people graduating from high school but due to its innovative and creative climate, it widened its admission to include students of other universities who

seek, through transfer credit arrangements, to complement the choices available to them in their campus based education by registering for certain courses at Athabasca University (Abrioux, 1992).

The key attribute of the University emphasized "increasing specialization of function" from the course team approach to course development, separation of course development and course delivery. This was achieved through a pilot project completed in 1975, which aimed at the development and delivery of three introductory, interdisciplinary, self-instructional courses.

The University sought to minimize its reliance on full-time academic staff. The 1977 internal planning document stated that the services of the subject specialists were to be obtained on a consultant or course/project specific contract basis. Such a policy aimed to facilitate the University's "speed of response and flexibility in attempting to meet service demands as they are identified" (Abrioux, 1992:5).

Therefore, decision-making and power did not rest with the discipline-based faculty of the departments offering DE (such as Administrative Studies, Humanities, Sciences and Social Sciences) but with the departments of Course Development Services (regrouping instructional developers and course material editors) and Regional and Student Services (responsible for tutorial, counselling, and regional support services).

To give account to the Canadian government, private donors and DE clients, decisions and change at the Athabasca University were based on hard data as Murgatroyd and Woudstra note,

Athabasca University has focused upon mission-related performance evaluation...this new focus has led to a significant investment in policy related research using both quantitative and qualitative methods. The institutional studies research group, charged with undertaking policy-related research, are engaged in studies of service quality and service performance, and will monitor the benchmark achievements of all units in relation to the strategic academic plan

(Murgatroyd and Woudstra, 1989:8).

The University is also interesting in that it demonstrates the crucial importance of adequate planning. According to Abrioux (1990:6), Athabasca University developed and managed its courses through the following phases and processes and these were:

- * Institutional Planning (Academic/Financial/Facilities)
- * New program Proposals
- * Individual Course Proposals
- * Individual Course Development
- * Course Delivery
- * Course/Program Evaluation
- * Course/Program Revision

Course teams were created with one or more subject matter experts (academics), one instructional developer, a course materials editor and visual designer.

The instructional developer played a pivotal role in ensuring the optimal presentation, testing and evaluation of course content. The University relied heavily on freelance

academics, often employed permanently by other universities. Such academics were supplementing their income and furthering their career within their institutions producing their materials. This had an added advantage in facilitating the acceptance of the university's courses by sister universities. External recognition is always a concern of university institutions but dual mode institutions are also concerned that DE gets accepted and recognized by the traditional wing of the university.

After the courses were developed and finalized, students would be accepted. Thereafter, the focus would shift to course delivery and its quality and effectiveness of the delivery service. This fits in with Rumble (1986) who argues that the value of module writing has to be acknowledged: 'Just as the purchase of land, buildings and equipments in an investment for the future, so the development of course materials is an investment that pays off over the life of a course'.

The 1977-1986 years of Athabasca University were dominated by three management tasks: (1) A major relocation (2) exceptional growth in student numbers and the number of the faculty and (3) succession of the University presidency and support staff changes (Murgatroyd and Woudstra (1989:5). But few attempts were made to develop and refine the capabilities of the organization and its staff to respond to discontinuous change in the demand of the product for their services or for the nature of their production. According to Murgatroyd and Woudstra, the assumption was made that growth would be continuous and that planning was concerned with managing

continuity rather than responding to discontinuity and unexpected opportunities.

Athabasca University witnessed a rapid expansion during the early 1980s which led to a re-working of its organizational model best symbolized by the shifting role and importance of disciplinary academics and instructional developers. According to Abrioux (1990), new formal organizational structures emerged and faculties were gradually established and regrouped. The University had realised the danger of creating a learning experience that loses sight of its primary clientele, the part-time adult learners. That had not only resulted in the gradual emergence of a traditional curriculum but also the rules, regulations and services that insufficiently matched the needs of the adult learners who were mainly working people.

This regrouping included the academic staff, instructional developers and course material editors. Thus, in 1984, the administration strengthened the faculties by increasing their responsibility for course delivery and one coordinator of tutorial services was placed in each faculty. But according to Abrioux, the integration of the instructional developers into the faculties was short-lived. In 1985 a new president of Athabasca University was appointed resulting into the creation of the Centre for Distance Education, a research-focused department which reclaimed the instructional developers already in faculties.

The case study of the Athabasca University draws our attention to two distinctive aspects of management of DE in

the context of rapid expansion, change and uncertainty: 1) the management of continuous processes (those which can be anticipated and planned for); and 2) those which are discontinuous (those which cannot be anticipated but with must be responded to).

According to Murgatroyd and Woudstra (1989:5-6), the tasks of the administrator in relation to the continuous aspects of the environment of the organization are as follows:

- Develop and sustain planned and approved programmes;
- Balance the aspirations with available resources;
- Respond to shifts in demands and changing environments;
- Be futures thinking;
- Help staff internalize the goals and objectives of the organization;
- Systematically improve service to staff and students and;
- Work at improving the quality of learning experiences.
- Management of discontinuities requires the administrator to apply strategic management to:
 - be future thinking;
 - challenge the institution to be creative and entrepreneurial;
 - create a working environment in which individuals and groups are able to respond to challenge and
 - build organizational capabilities to facilitate appropriate responses to unexpected opportunities.

Athabasca University also sought to make quality improvement its major strategic objective. Central to its success is the commitment of the top team to quality and openness and a commitment to increase communications' quality and operational effectiveness.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

Research Design

The exploratory study, conducted in the period June-December, 1997 uses a qualitative methodology. According to Bless et.al (1988: 41), the purpose of exploratory research is to gain insight into a situation, phenomenon, community or person. A qualitative research method is suited for an in-depth study of a particular group in order to understand the issues affecting their behaviour (Cohen and Manion, 1993; Huberman and Miles, 1984)). Huberman and Miles contend:

Qualitative data are attractive. They are a source of well-grounded, rich descriptions and explanations of processes occurring in local contexts. With qualitative data, one can preserve the flow, assess local causality, and derive fruitful explanations...help researchers go beyond initial preconceptions and frameworks (Huberman and Miles, 1984:15).

Davies supports this view as she argues, 'newer qualitative research techniques have enabled much more realistic portrayals of the daily lives in educational schools' (Davies, 1994:2). The nature of this kind of research rests on the assumption that individuals create their own social realities through interaction between self and their external worlds. This influences their personal and professional values and the meanings which they attach to events and actions.

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Bennet and his colleagues explore where conflicting values and meanings come from and conclude by this argument:

0 We create an assumptive world through which we make sense of the world around us and develop a basis on which we can act. The cognitive and affective understandings which contribute to our assumptive worlds and ideas are informed in large part by the meanings we attach to worlds and ideas, often going far beyond their formal definitions (Bennet, et al., 1992:15).

Qualitative research enables the researcher to get closer to the researched and reproduce their lived reality. It distinguishes what people are doing from what they are saying, something that quantitative approaches would not be able to do (Hughes, 1997). Hence, it is vital to find out how the researched define, perceive and interpret their situations and realities.

Since the study of educational change is a contested terrain, qualitative data that can identify and explore the micropolitics of an organization in the process of change are useful in unpacking the various dynamics of educational change by capturing the views of the various key players who shape the nature and character of that change. By adopting this method, the researcher was able to see the divergence of perceptions and competing interests in managing educational change.

Research Instruments

This case study used three methods of social research to gather empirical data: i) questionnaires ii) interviews with semi-structured questions and iii) documentary data. The reason for using the three methods was to get different angles to the same research issues. This approach is known as "triangulation". The term "triangulation" is drawn from the field of surveying, implying that three elements of a triangle are known (Miles, 1982 in Huberman and Miles, 1984; Cohen and Manion, 1993). Miles points out the problem of relying on two sets of data.

All that the researcher has is a measure of agreement or disagreement but,

Real triangulation requires additional information, which may be data from an actual third source (one whose position relative to the two other sources is known); a more general theoretical explanation that subsumes the apparent disagreements; or information about the trustworthiness of the two sources drawn from other data (Miles, 1982).

According to Miles (1982, in Huberman and Miles, 1984), triangulation is supposed to support a finding by showing that independent measures agree with it or, at least, don't contradict it. The research relies on more than one perspective in order to validate and make the data gathered more reliable and not artifacts of one approach. In the case of this study, the data from IDE core staff, lecturers and documents were pulled together to form the basis of this research.

Using different sources of evidence, different methods operating at different levels results in corroborative or verificatory indicators. For example, the researcher found that all the evidence point to the exclusion of most of the lecturers at UNISWA from at the planning stage of DE. The researcher derived that conclusion on the basis of the following evidence detailing how staff were excluded (or included):

- . testimony of lecturers
- . testimony of IDE management
- . documentation at the planning stage

Such an approach attains a rich, deep, and valid data as more than one method is used. Cohen and Manion (1993) also point to the weakness of exclusive reliance on any particular research approach and advocate for triangulation which they viewed as a technique attempting to map out more fully, the richness and complexity of human behaviour by studying it from more than one standpoint. However, Jink (1979) warns that most researchers who advocate triangulation fail to indicate how triangulation is actually performed and accomplished. He further argues that even those who use different methods have a difficulty in explaining their technique in sufficient details to indicate exactly how convergent data are collected and interpreted.

Pilot

A pilot survey was conducted before launching a fully fledged research study. Three questionnaires were given to people involved in DE, one to IDE management and two to the academic

staff. The pilot served as an important part of the survey research. According to Jaeger (1988, cited by Munowenyu, 1997), a pilot is important in that it is the main survey in miniature and include elements of the main survey. He appropriately calls a pilot, 'dress rehearsals' for the real thing' (Jaeger: 1988:180). It also informed the researcher how to carry out and plan better the research. Subsequently, the questions and the structured interviews were refined.

Population Sample

Since the researcher's perspective was to locate the IDE innovation in the micropolitics of the university, the following key players were identified: the IDE core staff, departmental heads and the academic staff members involved in offering IDE programmes in Humanities, Commerce, Law and Adult Education. The Department of Education was chosen because it is about to offer off-campus programmes in the 1998/9 academic year. According to Huberman and Miles, including people not directly involved in the focus of one's study helps to avoid the "elite" bias stemming from the effects of being close to those directly affected. The researcher ensured that the population sample was representative to form 'multiple sources' or by targeting people who play different roles in DE at UNISWA.

Thus, there are about 45 course lecturers involved in the delivery of distance education programmes in the departments of Commerce, Law, Humanities and Adult Education. Each DE Programme is delivered by a minimum of 10 course lecturers in each department for Year 1 and Year 2 except in Humanities

where there are more than 15 lecturers involved. There are four (4) senior managers at the IDE which constitute the Core IDE staff. The sample targeted 35 people and 20 (58% of the targeted sample) responded. 21 people (60% of the sample) were targeted for interviews and 14 agreed to be interviewed. 14 questionnaires were distributed and only 7 responded. The researcher chose purposive sampling with random elements during the actual data collection stage.

The four core senior personnel of the IDE: the Director of the Institute, chairperson of the IDE Academic Board, the IDE Co-ordinator for the Materials' Design, the IDE Co-ordinator of the Academic Studies Unit and the IDE Administrative Assistant were all interviewed with the IDE Co-ordinator of Academic studies also completing the questionnaire. The researcher chose 29 academic staff members holding different posts in their departments and with different profiles according to the University structure in both interviewing and responding to the questionnaire.

Questionnaires

A questionnaire is often viewed as reliable as it is anonymous, confidential and reduces a feeling of threat to respondents. By employing this research method, the researcher hoped to get reliable views. Respondents were assured of confidentiality so that they are free to express their views. Two different types of questionnaires were distributed to different levels of personnel: IDE core staff; and the academic staff involved in teaching distance education courses as well as the HoDs in the departments

offering DE programmes. The major themes focused on the main issues around how the process of change was initiated and managed.

Table 1 Sample size for the Questionnaire Responses

Sample	No. targeted	Respondents	Percentage
IDE mgnt	2	1	50%
DEMS	3	3	100%
Humanities	3	1	33.3%
Law	3	2	66.6%
Commerce	3	1	33.3%
TOTAL	14	7	50%

Interviews

Semi-structured interviews were also used to assess how the management of change was perceived by those holding different positions in an institution that transforms itself from a single mode to a dual mode. The open-ended questions were drawn on the basis of conceptual framework derived from a review of relevant literature on the topic. The researcher designed three different questionnaires for interviews, one for the management staff, one for the

academic staff and one for the director of the IDE. The interviews solicited information on the forces behind the establishment of the Institute of Distance Education and the processes involved in the introduction, management and implementation of that innovation. The instruments underwent minor changes after being evaluated by a senior educational researcher at Wits.

Table 2 shows the sample of interview respondents in the different departments offering distance education:

TABLE 2 Sample of Interview Respondents

Sample	No. Targeted	Responses	Percentage
IDE mgnt.	4	4	100%
DEMS	4	3	100%
Humanities	4	3	75%
Law	4	2	50%
Commerce	4	1	25%
Education	1	1	100%
TOTAL	21	14	66.6%

The Director and his core staff and secretaries warmly received me. We established a good relationship with the people to be interviewed and the atmosphere was relaxed. Those selected for interviews among the core staff and the academic staff also gave the information freely. Most of the academic staff often took their time to vent their frustrations with the IDE.

Case Studies

Case studies of single and dual mode universities were used as an appropriate methodological approach for a better understanding of the complexities involved in the development and management of a distance education institution within a traditional mode university. According to Cohen and Manion (1993), case studies enable one to understand issues from different viewpoints also taking into consideration the varying contexts. Although Cohen and Manion point out the limitations of case studies as not being generalizable, one can compare and contrast the different cases of distance education institutions and get a broader picture of DE institutions and how they are managed.

Documentary Data

To complement the information gathered from interviews and questionnaires, the researcher negotiated with the IDE Director and the core staff to have access to the records of the institution at the planning and operational stages.

Examples of data sources include the following²:

- Eshel Report, June, 1993
- Farrel Report, August, 1989
- Levtzion Report, February, 1992
- Magagula Report, 1994
- Magagula Report, 1996
- Information Brochures (for on- and off-campus students)
- IDE Policy Document
- Programme Study Guides

The Director of the IDE and the secretaries both at IDE and at the Planning Department were very open and helpful in providing the researcher with the documents and relevant information where needed.

² A full reference of the reports are in the reference section

CHAPTER IV

PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

Introduction

This research investigates how distance education as a form of educational change or restructuring is developed, managed and sustained at the University of Swaziland (UNISWA). To solicit information on these processes, the study focuses on the following themes: how the institute was established and how the idea of DE was developed; the role played by different stakeholders; the reasons for the introduction of distance education at the University and the role played by consultants; the change strategies developed to facilitate the planning process for the Institute; the implementation process of the IDE programmes; and the future of the IDE.

Since the study is rooted in the belief that an understanding of change is best captured through an analysis of the University micropolitics around the establishment of the DE mode of delivery, academics and management staff will be the focal point of the research as their perceptions are critical in this change process. As any change in a university involves and affects as well as is affected by its management and academic staff, it is important to focus on their views and attitudes. The response rates described in Chapter III in both

questionnaires and interviews are reasonable to generalise the findings to the institution's stakeholders.

The Origins of Distance Education at UNISWA

The idea of DE initiative at UNISWA came from the Department of Extra-Mural Services (DEMS) who proposed the development of a distance education programme in Adult Education at the Bachelor's level for the 1990/91 year. (Farrel, 1989:10-11). In 1988 the Director of DEMS, Mr. Mkwanzazi, carried out a needs assessment survey as a way of responding to pressure from DEMS' students who wanted to enrol for a degree course in Adult Education through distance education. According to Farrel (1989), the respondents in Mkwanzazi's 1988 survey ranked Commerce, Law, Education, Humanities, Social Science and Education as priorities. Programs in Management, Home Economics, Adult Education, General Agriculture, Accounting and Business Studies were priorities at Degree level. Accounting, Management, Business Administration, Computer Studies and English were rated the most popular subjects identified.

Factors leading to the Development of Distance Education at UNISWA

According to Magagula (1996), distance education at the University of Swaziland was needed to address some of the social and economic problems of the country. As the new Director of IDE, he wrote a paper for an international conference in 1996 which justified why the University of

Swaziland had to establish the Institute of Distance Education (IDE).

Social Factors

a) Many people were interested in pursuing their lifelong learning (education) and were putting pressure on the University to provide wider access for University education. The working people could not study on a full time basis. Distance education was seen as a means to democratize access to University education by allowing working people to pursue their studies without losing their jobs. Rumble (1986) and Ng'andwe (1995) argue that, in general, distance education provides a workable option for those who cannot afford to attend university courses owing to various occupational and family problems. Dhanarajan, the Director of the Open Learning Institute of Hong Kong and formerly associate Director of the Centre for Off-Campus at The University of Sains Malaysia in Penang, also sees the function of DE in a dual mode as a move 'to balance the inequalities of opportunity that exists between working men and full-time university students' (Dhanarajan, 1992:80). In Swaziland, the idea was also to cater for school leavers who did not manage to be accepted for full-time programmes at UNISWA.

b) There was also a demand from traditional applicants who were rejected because of shortage of on-campus resources. The university of Swaziland could not admit many of the eligible applicants because of its infrastructure. The idea for DE was to accommodate students who had passed Form V

(equivalent to Matric) and had reached the minimum requirements but were not in the top percentages accepted in on-campus programmes.

The shortage of on-campus facilities is illustrated by Magagula (1994) as follows:

Table 3: Summary Table of Applicants to UNISWA Programmes 1993/4 and 1994/5

Applicants	1993/1994	1994/1995
Total Eligible Applicants	966 (100%)	1000 (100%)
	510 (60%)	633 (67%)
Total Admitted		
Rejected	389 (41)	331 (33%)

Economic Factors

The 1986 National Manpower Survey and the 1993/94 and 1995/96 Development Plan, 1993/4 -1995/6 (cited in Magagula, 1994) revealed that Swaziland had a shortage of high level trained manpower both in the public and private sectors which was affecting the development in the country. Distance education was seen by the University and the consultants as a tool to speed up human resource

development in various fields. According to Magagula (1994), many of the important occupations in Swaziland were filled with expatriates because of the slow production of graduates. The 1986 National Manpower Survey indicated that over 70% of technical and 55% non-technical professionals employed by the private and parastatals were expatriates. In the education sector, about 16% of serving teachers were under-qualified, untrained or uncertified. Even headteachers were not trained school managers.

Internal University Factors: One of the pressing problems faced by institutions of higher learning all over the world are problems of financial funding. The new funding system is often based on a quantitative and performance. Universities are funded according to the number and performance (completion) of their students. According to Ruddick (1992, in Fullan and Hargreaves, 1992: 208), this threat of shrinking financial resources from the state makes institutions vulnerable to market forces. Some departments at UNISWA became interested in introducing distance education as a means to expand their student numbers and consolidate their financial position.

Strategic Leadership

In 1986, the Commonwealth of Learning had sent to Swaziland three consultants from Deakin University (Australia) to offer advice on how distance education programmes could be enhanced and coordinated through the SADDCC countries³ (Farrel, 1989; Levitzion, 1992). As a response to the lack

³One of the consultants was Fred Jevons who has recently retired as Deakin's founding Vice-Chancellor and widely regarded as the principal

of capacity by universities in developing countries, one of the significant recommendations was for SADDC countries to adopt a collaborative approach of having a central regional agency responsible for the production of materials for distance education programmes. This was to cut high costs of materials' development and for the SADDC countries to achieve a justifiable level of economic educational efficiency.

The project team from Deakin University recommended a regional co-ordination of DE among SADDC countries with the regional institution located in Swaziland. But there was no substantial progress in that regard as SADDC countries could not reach a consensus on the form of collaboration to distance education at regional level. The UNISWA Vice-Chancellor saw an opportunity for UNISWA and decided to launch DE in the hope that UNISWA would eventually become the Central Provider Agency which would support all the activities of SADCC distance education providers and develop course materials for DE providers in the region. Farrel, the President of the Open Learning Agency in Vancouver (Canada), came to Swaziland in 1989 to provide advice to the Vice-Chancellor of the University of Swaziland regarding the development of a plan for a distance education programme.

The Vice Chancellor was quoted by Farrel as saying:

We don't want to wait until a grand plan (for the whole SADDCC) is in place. We want to make greater use of distance education and we want to begin in a way that is both practical and manageable. The important thing is that we identify what we think we can do and get on with it (Farrel, 1989, 1989:10).

This illustrates McCalman and Paton's argument that changes in the external environment can, in turn, affect changes within an organisation: 'managers in this sense see events taking place as a signal for them to change' (McCalman and Paton, 1992:6). The Vice-Chancellor, under the advice of consultants such as Farrel from Canada and Levztzion from Israel, made it clear that the University of Swaziland had to respond to various socio-economic and internal factors by developing new programmes directly related to public demand and human resource requirements of the country (Farrel, 1989).

Developing the Proposal for Distance Education at UNISWA

This section will examine how distance education became a reality for the expansion of the University by focusing and will focus on the planning process which involves the setting of priorities; selection of targets and the action plan.

The Role of Consultants at the Pre-Planning Stage

Farrel came to Swaziland to conduct a feasibility study in 1989 on how distance education methods might be employed to enhance access to University programmes. He was there to

assist in the development of institutional capacity in distance education in Commonwealth member countries and to undertake and support evaluation and applied research in distance education (Renwick, 1992). Farrel recognized Swaziland's good infrastructure and proposed a collaborative use of the DE delivery model by several institutions in Swaziland. The delivery model would be through a partnership arrangement with these institutions with the University of Swaziland. For example, the Emlalatini Development Centre in the country offering distance education at secondary level was already collaborating in the development of materials with similar organizations in Botswana and Lesotho. Farrel also suggested a pilot project of distance education programmes.

Mkwanazi's and Farrel's feasibility studies were taken further by Levtzion who compiled a report on the implementation process. Professor Levtzion was sponsored by the Department for International Relations Corporation through the Israel's Ambassador and came to Swaziland in January, 1992. He was invited in his capacity as President of the University of Israel. The Vice-Chancellor of Swaziland had been impressed by the operations of the Open University of Israel during her visit to Israel in 1990. Levtzion recommended the creation at UNISWA of an Institute of Distance Education (IDE) with the powers to control its own budget and with academic responsibility vested in the University faculties and departments (Levtzion, 1992). These recommendations were broadly followed by the University of Swaziland (see the strategic plan of the IDE which will be discussed below). Having read the previous

consultants and Mkwanazi's report, Levitzion also suggested DE in the following courses: Certificate/Diploma in Commerce (Accounting and Business Administration), Law, Educational Administration, and a degree in Humanities (Languages section for a start).

Professor Eshel, also from Israel Open University, came to Swaziland in 1993 and had his visit coordinated through the offices of the Israel Ambassador in Swaziland and the UNISWA Assistant Registrar (Planning). Eshel came with a view to exploring first hand and recommending the ways and means for advancing DE programs (Eshel, 1993). He took further Levitzion's academic and administrative recommendations and drew up some organizational guidelines to ensure the successful launch of the IDE. Eshel also advised that the DE unit be rather located as an independent institution with the same status as other departments. That way it could have power to compete with other departments and the Director would have the same status as the Deans and equal access to central authorities. Eshel agreed with Farrel and Levitzion that the IDE program be started on a modest scale and proceed cautiously, to remain in tune with changing needs. Eshel's suggestion is reminiscent of Fullan (1991)'s argument that, when introducing an innovation, it is best to start small.

It was after Eshel's visit that the Institute of Distance Education (IDE) was formally established in 1994 as a constituent part of UNISWA. This introduction of a dual mode system within the University was modelled along the Deakin University in Australia and Laurentian University in

Canada. Eshel had proposed a time table for the principal activities involved in the setting up the IDE:

- a.Appointment of outside Consultant by 1 September, 1993)
- b.Appointment of IDE Director by 1 December, 1993)
- c.Completion of Director's study tours;
 - Preparation of preliminary budget
 - Hiring and training first team to prepare course material;
 - Hiring and training key personnel for the logistics management unit
 - Preparation of physical infrastructure (by 31 May, 1994)
- d. Preparation of the first set of courses, including all ancillary teaching materials
 - Training teaching staff and manpower for study centres;
 - Preparing the first Bulletin;
 - Publicity, marketing, registration -(by 1 July, 1995
- e. IDE opening - in August, 1995

Thus the structure of the distance education system within the University structure was planned in advance and so were different functions of those involved in distance education.

Levzion recommended that the administrative staff be as follows: The Director of Publishing Division; the Director of Student Administration; the Director of Non-Academic Professional Training Programmes; Assistant Registrar (IDE); Assistant Bursar (IDE) and; Assistant Dean of

Student Affairs (IDE). The academic staff would include the the following: The Director of Course Development; The Director of Teaching Division and; the Director of Evaluation. Both the administrative staff and the academic staff would be under the director of IDE.

However, the Academic Planning Committee of the University did not follow this organizational chart and decided on the following structure: The Director and the four IDE Academic Core Staff, i.e. the Co-ordinator of the Academic Studies Unit; the Co-ordinator of the Material Design and Development Unit; the Co-ordinator of Students Support Services; and the Co-ordinator of Research and Evaluation. The Support Staff, included the Director's Secretary; IDE Secretary Executive Officer; Desktop Publisher and; Part-Time Secretaries; and Photocopying Assistant.

The following time schedules were recommended by the consultants for key appointments at IDE :

Table 4

Establishment of Key IDE Posts

-Director	1994
-Co-ordinator of Course Development	1995
-Co-ordinator of Academic Studies	1996
-Co-Ordinator of Student	

Support Services	1996
-Co-ordinator of Printing	1996
-Co-ordinator of Research	1997
IDE Secretary	1994
Secretary of the Director	1996
Executive Secretary	1996
Photocopying Assistant	1995
Desktop/ Publisher	1996

However, it is important to note that this time schedule was not followed.

IDE Strategic Planning

The appointment of the Director, Dr Magagula, plus one secretary in 1994 was in accordance with Eshel's recommendations. Besides being of high academic standing, Dr. Magagula had proved his administrative ability in in-service Training in the Education Faculty at UNISWA. The Director's position was at the same level as that of Deans and he was to report directly to Senate. The first task of the Director was to draw the IDE mission which was formulated as follows:

The mission of the Institute of Distance Education (IDE) of the University of Swaziland (UNISWA) is to create educational and training opportunities for individuals (employed, self-employed, and post-high school graduates) who have been unable to, for one reason or another, undertake conventional and professional programmes and courses" (Policy Document, Section 1.1: Unknown Date)

This mission statement does not include a strong vision of a lifelong learning system that provide high quality education. Bennis and Nanus (1995, quoted in Beare et. al. (1993) defines a vision as:

a mental image of a possible and desirable future state of the organization...as valuable as a dream or as precise as a goal or mission statement...a view of a realistic, credible, attractive future for the organization, a condition that is better in some important ways than what now exists
(Bennis and Nanus, 1985:89).

A vision is a compelling intention or a dream expressed in written form. The IDE vision followed the mission statement in a written motto:

Taking University Education to the people rather than the people coming to the University
(Section 1.1.1.)

According to strategic leadership literature, this vision should be communicated to and negotiated by the leadership with those who will be affected by it to secure commitment. It is interesting to note that none of the academic staff said s/he knew what the vision of IDE was. The mission statement and the vision of the IDE was not negotiated, communicated or refined by all the members of staff who came on board subsequently. Kennerly (1992) believes that the vision must be shaped by the manager together with the professionals. He argues that both management leaders and professionals must be able to decide on and interpret the vision positively and jointly in order to agree on practical aims, goals and objectives. Burnes (1992) also echoes Kennerly by saying a vision has to emerge and be crafted by all members of the organization.

Murgatroid and Woudra (1998) also warns about starting a process of strategic planning in a bureaucratic top-down manner. Penney (1993) warns that a plan is not as important as the process because it is the process that stimulates and reinforces a strategic mind-set starting with the process of defining the vision and mission of the institution. Strategic planning should assert the value of investment in human resources.

At the next planning stage, the University decided to contract outside consultants to assist in planning the operations of IDE. In 1995, The Co-ordinator for Materials Design and Development, Mr. Odumbe, from Kenya was employed on a contract basis to assist the Director in defining the operations of IDE, in particular in the design, production, and distribution of IDE materials. The idea was that he would train the academic staff members who were to be involved in the designing of DE programs. In 1996/97, the Co-ordinator of Academic Studies, Professor Marshal, joined the IDE from Australia on secondment. He was the Head of the Humanities and Social Sciences in the University of Monash in Australia and had a lot of expertise in the field of distance education.

The University had then to develop specific policy guidelines for the planning and decision making process as well as new structures. The University Senate formulated the IDE policy.

Since the IDE is part of a conventional university institution, the IDE mandate, in collaboration with UNISWA departments, read as follows:

- initiate, plan, design, organize, offer, and coordinate academic and professional university programmes using the distance education delivery mode;
- establish a structure with high quality academic and professional staff; convert, coordinate and administer university programmes offered in on-campus to distance education programmes.
- establish regional teaching/learning centres;
- establish an Academic Board and a Steering Planning Committee; and
- recommend to the Senate an award of university level certificates, diplomas and degrees.

(The Mission, Mandate and Policy Guidelines, 2.1.0:
Date unknown)

The membership of the Academic Board of IDE includes the following: the Vice Chancellor; the Pro-Vice Chancellor; The Director of IDE (Chairperson); the Professional Core Staff of IDE; Heads of Departments providing off-campus programmes; the Librarian or his/her representative; two student representatives elected by the students in IDE studies (the student representatives hold office for a period of one academic year); the Director of DEMS, and a Representative from the Registrar's Office (acting as secretary).

The mandate of the IDE Academic Board is to:

- report to Senate matters relating to the academic and non-academic programmes; supervise the teaching of the Academic and non-academic studies of IDE;
- monitor the quality of IDE programmes so that the on-campus and DE students are taking the same course(s),
- write the same exams and be awarded the same qualifications;
- advise Senate on all candidates to be considered for admission in IDE;
- prepare financial estimates which the institution proposes to undertake for submission to the Senate their related functions (The Mission, Mandate and Policy Guidelines, 3.1.0: Date Unknown).

The IDE Steering Planning Committee is a sub-committee of the IDE Academic Board with the following mandate:

- oversee the overall operational activities of the IDE including planning, preparation, development, organization and implementation of the academic and non-academic programmes, courses, modules, study guides, workshops, seminars, research, course delivery modes, etc.;
- identify external examiners where necessary and recommend them to the Board;
- make recommendations to the IDE Academic Board and Academic Planning Committee; and
- undertake such other functions as may, from time to time, be delegated to it by the IDE Academic Board and Academic

Planning Committee (SPC) (The Mission, Policy and Mandate, 4.1.0, Year Unknown).

The membership of the Steering Planning Committee includes: the Director of IDE who is chairperson; the Professional Senior Staff Members of IDE; a Representative from the Heads of Departments; a Representative from the Bursar's Office; a Representative from the Registrar's Office; and a Representative from the Dean of Student Affairs.

In an attempt to develop good working relationships between the distance education unit and the conventional departments, the following IDE policy guidelines were put in place:

- IDE in consultation with conventional Departments will initiate and recommend to Senate the offering of academic and professional programmes and courses in the distance education mode.
- Heads of Departments which are providing and/or proposing to provide
- If an on-campus programme is also offered in IDE, the curriculum shall be the same with the HoD ensuring that IDE is provided with the syllabi and course content;
- students can transfer from an off-campus programmes to on-campus, or vice versa provided the programmes are the same.

- An academic staff member whose course is offered in IDE has to be responsible for writing the IDE course module and teaching it to off-campus students. Teaching an IDE course includes face-to-face (residential) teaching marking, and grading of assignments, tests and examinations.
- If a lecturer is overloaded, the Department concerned will take appropriate action.
- Regional Course tutors are responsible for the distance learners and conducted once a month. That includes counselling, coaching as well as marking tests and assignments in the first instance (Mission, Mandate and Policy Guidelines, 5.1.0, Year?)

The above policy guidelines served as a framework to define the specific tasks and functions of the different university stakeholders to make distance education a success. But Penney (1993) warns that impressive policies produced in the strategic planning process are often not internalized and fail to guide decision making on a day-to-day basis. Peters (1988) sees the essence of strategic planning as:

the creation of organizational capabilities that will allow us (people driving the change process) to act opportunistically to whatever happens. In the fully developed organization, the frontline person should be capable of being involved in the strategy making (Peters, in Limb 1992:167).

It is worth noting that the structures created for the IDE are typical university structures, namely hierarchical top-

down and not involving incorporate ordinary academic staff members.

IDE at the Implementation Phase

This section examines the key processes, mechanisms and factors associated with the introduction and implementation of IDE programmes in the 1996/97 academic year. This section deals with the roles played by the different stakeholders in translating or implementing the aims and objectives of IDE. It analyzes the measures taken to further the aims and objectives of IDE and covers the following activities: the responsibilities of the IDE Senior/Core staff; staff development and staff perceptions, course development and delivery; relationship of staff duties with incentives and student registration and orientation.

The IDE Core Staff Responsibilities

The IDE started operating with a very small staff establishment. In 1994, there was only the Director and his secretary. He was then joined by the Co-ordinator for Materials' Design and Development who had a lot of expertise in distance education and was to assist the staff involved with the writing of their course modules. In 1996/7, the Co-ordinator of Academic studies arrived on secondment from the University of Monash in Australia. The administrative assistant deals with issues affecting students and there is also a second secretary, the Photocopying staff and the Desktop Editor (employed in early 1998). The slow appointment

of core staff reveals how the IDE was struggling struggled to get approval from the University.

The IDE does not have its own teaching staff as on-campus academic staff are meant to teach and write modules. This teaching staff is directly accountable to their HoDs and is in the process of learning the DE skills and culture as well as its meaning/impact on their traditional academic task. Supervision of this staff is therefore very difficult for the IDE who can only act as a facilitators with the academic staff and their heads.

To illustrate this inadequacy of the IDE structure, the Coordinator of Academic Services had this to say:

I've been incredibly frustrated, angry, upset and depressed...I have gone through a whole range of emotions...as all jobs are...if lecturers don't turn up, that's not a good model, you would expect them to do it for a sense of professionalism...However there is no way to reprimand them.

The role of IDE management is reduced because of their limited power at directing influencing and monitoring the staff on what is needed to make the programmes a success. It is worth noting that the role played by HoDs concerning the DE work of their academic staff is puzzling because they are in the IDE Academic Board, are aware of the lack of performance by their staff and don't seem to do much about.

There are also dynamics associated with changing to a dual mode which may be responsible for the lack of staff motivation and commitment. The Coordinator bemoans the poor motivation among staff as they are key to the effective

implementation to DE. But the fact that DE was designed and planned without their full cooperation might partly explain this poor commitment.

Staff Development and Training

Staff induction training and development was given a high priority when distance education was introduced at UNISWA.. This endorses Jenkin's point out that people bring to DE their existing expertise and to work effectively, they have to acquire new skills to understand how old and new expertise is to be applied (Jenkins, 1990). The staff development programmes had to develop writing skills in DE course modules. Before DE programmes were supposed to start in 1996, the IDE organized writers' workshops to prepare lecturers in writing comprehensive study guides. Since then, course writers, the staff involved in the delivery of IDE programmes and course tutors meet for training sessions twice per semester.

The staff development and training especially in writing modules was meant to develop a form of collaborative culture since each writer's work had to be edited by more than one person with expertise in that discipline. However, these training sessions have not been very helpful at inducing collaboration among lecturers, some of whom rarely attend such sessions. Some lecturers are not altogether happy about these sessions. One lecturer, who has joined the IDE in 1997/98 from the Commerce Department, said she has only been there once and the only thing she benefitted was meeting the tutor of her course and providing the tutor with material.

None of the lecturers interviewed saw distance education as having created a collegial climate in the departments. Only three members of staff who had to absent themselves from some workshops on several occasions, say they are beneficial but coincided with their other busy schedules. This illustrates Fullan and Hargreaves' (1992) argument that normative cultures are not easily influenced and that imposed change is doomed to backlash or fail if it does not take into account the career situations and cultures of the teachers affected. Similarly, Hargreaves (1995) argues,

when moral frameworks are missing, or a sense of context is weak, approaching teacher development predominantly or exclusively as a process of self development has serious limitations. (Hargreaves, 1995:73).

Lecturer's Perceptions on their Involvement

This sub-section aims to illustrate how the micropolitical issues of the University affected the implementation of distance education at UNISWA. Many staff members questioned and interviewed mentioned that even though they liked being involved in DE module writing as it enhances their professional expertise, they also feel overburdened by the work which is an addition to their on-campus teaching. Many staff members agree that the training sessions have helped in developing their writing skills of course modules. This substantiates Huberman's (in Fullan 1992:12) argument that the implementation of change can be a powerful vehicle for the improvement of professional capacity, above and beyond the scope or the effects of the innovation itself.

However, most of the staff mentioned the problematic organizational structure of the IDE at UNISWA. They resent the formal decision-making structures for making decisions about the courses being offered by the IDE as it affects them crucially. They are usually informed of their roles and tasks through the formal university structures and their HoDs. This affects their behaviours which, in turn, affect the quality of the implementation of IDE programmes. According to some lecturers, one of the problems is that HoDs who are supposed to advise supervise them on how to implement DE programmes do not have the DE expertise. Although the HoDs are members of the IDE Academic Board, they, complained that their roles in the IDE are also imposed on them through the formal structures and that the IDE decides on the DE programmes. They are only expected to liaise between the IDE and the academic staff involved in the programmes that the IDE want to offer. They also mentioned that the delivery of delivery of DE materials is severely undermined by the poor infrastructural and human resources.

HoDs had to advise lecturers on how to develop and implement IDE programmes without the DE expertise, expertise, qualification of competences. Some of the HoDs also lack the motivation, because they felt their roles had been imposed on them. Two HoDs complained that they sometimes have difficulty communicating IDE issues because of the lukewarm and tense relationships between the staff and IDE.

The Department of Law HoD commented:

Quite frankly, the relations are not warm. This (DE) is an appendage we'd rather not have...Members of the Department are not happy. It was felt (by top management) that if we are not forced into IDE, it (DE) will fail.

Although, the academic staff agreed on the need for distance education it is not clear to them where the idea of DE programs and the IDE came from. Two said it was the initiative of the Senate, seven mentioned the Vice-Chancellor (VC), five were not sure, three argued that the idea came from DEMS and five said it was the idea of the consultants and the VC. Evidently, they agree it was the top management who initiated and drove the process and that the academic staff were not involved except the HoDs through the formal university structures. Yet Fullan (1992) cautions that if there is exclusive of an innovation by top management, the implementers end up dragging their feet and in the process produce genuine resisters.

The department that felt most strongly antagonized is the DEMS whose Director and staff claim that distance education was initially their idea which was hijacked from them without involving them. The Director of the DEMS claims that the IDE mission statement makes the IDE reproduce what the DEMS is doing. As mentioned before, he also conducted a needs assessment survey to respond to pressure from DEMS' students who wanted to enrol for a degree course through distance education. The DEMS staff also feel bitter and have a poor morale and attitudes. As one of them said, "the University had no faith in us". Students enrolled for a distance degree course in Adult Education offered by the DEMS are often

reminded by DEMS staff that they are no longer their responsibility but the IDE's. The DEMS staff is equally unconcerned about students' problems because of the way they were treated by the administration. Three of the DEMS respondents mentioned also their skills and knowledge of distance education had been completely ignored in the planning process. One of the DEMS staff members who has been exposed to distance education mentioned that what was also forgotten at the planning stage was the IDE skeleton staff. Limb (1992) criticizes this type of exclusionary planning as the model of the 1970s which could not secure the support and commitment of the staff.

Such staff perceptions suggest that the leadership did not understand the need to win over the academic staff especially since they were key in being affected implementing DE programs as their teaching practices were to be significantly changed. The tensions and lack of staff involvement of staff at the planning stage could reflect a form of power relationship between top management and the staff.

Most respondents from the Commerce, Law, DEMS and Humanities Departments all agreed to criticise the top-down way in which the University that the University administration was to blame in the way DE programs were introduced. Law lecturers mentioned that their department was called at the last minute to contribute.

One lecturer illustrates the lack of involvement in the following statement:

I'm not happy that right from conceptualization of the idea, we have never been consulted.

This lack of traditional staff involvement was noted despite the fact that the HoDs were crucially involved as members of the IDE Academic Board.

The Director of IDE countered this criticism about top down management by explaining that the academic staff is never represented directly in the University top decision-making structures:

There was no staff in the institution per se...The university staff was involved in the sense that the university has a mechanism of making decisions...there is Senate where the decision is normally taken, the faculties, the professors and deans of the faculties are members of departments. So when something is discussed at Senate level, the information is reported back to faculty boards,...to departments...So, with that one assumes that they (staff) were partly involved indirectly through their representatives to Senate, in the Academic Planning...

This formal 'representative democratic' line of communication which the director describes is based on a bureaucratic understanding of organizational functions which does not value the staff nor tries in an informal way to win the cooperation of the staff at an early stage. The director believed is saying that the HoDs were involved and responsible to pass the information to and win over their academic staff.

The overload of DE work for academic staff is putting pressure on the IDE management. One lecturer in the Law Department resigning from IDE saying that her involvement in IDE is not part of what she was contracted to do on her initial employment by the university. At the time the researcher was gathering data, the issue was pending and some lecturers saw it as a test case. If the lecturer concerned was allowed to refuse DEcan responsibilities, two lecturers said they would also leave. This is reminiscent of the experiences of the DE staff at the University of Zambia who rejected DE because it overloaded them (Ng'andwe, 1995). The lecturers' complaints were relatively strongly put to the researcher because of the timing of the research when DE residential sessions were running and the traditional parts of the University were on a study break. One of them commented:

I hate teaching on Saturdays! I hate teaching on study breaks. This is a time to regroup our work but those of us involved in IDE, we are teaching. This can impact negatively on us as lecturers.

In response to this complaint, the Director drew attention to the fact that many who supported the IDE saw it as something that was going to enhance their roles and give new credibility to the departments (especially in the Humanities).

The IDE management felt that most implementation problems had been addressed formally. They played down the staff resistance and argued that monthly meetings with the staff involved in DE programs take care of most of their difficulties.

As the Director of IDE said:

We also have monthly meetings with staff members who teach in IDE and in these discussions we discuss issues which affect them in the teaching process. That way we have input at staff level...they indicate their problems, constraints, concerns etc. Their suggestions are taken to the IDE Board and/or with the Steering Committee which include their HoDs.

In other words the Director was confident that the formal and less formal structure of the IDE could take care of the inevitable teething problems of the IDE.

Lecturers are remunerated for being involved in IDE teaching and writing of modules. But there is differential remuneration depending on the level of teaching. They complain that the university should not offer different incentives for Diploma and Degree courses because these courses are taught by professionals with the same qualifications. Lecturers are remunerated for being involved in IDE teaching and writing of modules. But there is differential remuneration depending on the level of teaching. For degree courses, they are paid about E55 (Emalangen) per and about E46 for a diploma course. E3000 is the payment to a lecturer on completion of a module. Apart from two respondents who expressed their satisfaction in the way they are remunerated, the rest said they were not. One of the lecturers also complained that there are no copyright agreements between them and the University and yet the University is using the modules to reach a lot more students without having to acknowledge the initial writer.

Course Development and Delivery of DE Programs

The university decided that the courses offered in off-campus mode should have similar content to those offered in the on-campus mode. According to Dhanarajan (1992), making the course content similar helps to ensure the same high quality for off-campus and on-campus students. The three programmes approved for implementation in 1996 were: Diploma in Commerce; Diploma in Law; and B.A. Humanities (Languages). In the following academic year a B.Ed. degree in Adult Education was introduced.

DE relies mainly on the print material because of its relatively low cost. To protect the programmes' standards, a lecturer or team of lecturers from faculties offering distance education was asked to conceptualise and develop the printed material from the prescribed textbooks of their on-campus programmes. The material had to be reader-friendly to avoid the many disadvantages of independent study. Both lecturers and the IDE management interviewed seemed happy with the course materials which they were producing and which often underwent a lot of editing before final approval.

DE programmes also include face-to-face teaching as a support service. Distance learners are expected to attend about 18 hours of residential sessions per course. These hours are normally spread over three weeks a year: one week residential period of face-to-face teaching follows the registration period (early August when the academic year begins); another two weeks during mid-term breaks in October and in February. Tutorial sessions are conducted in the two IDE regional

centres (Manzini and Mbabane) twice a month for two hours per course. Having only two regional centres means that DE programmes are not yet popular with the other two regions in the country (Shiselweni and Lubombo). Although the IDE policy does not state explicitly the role played by the tutors, each course tutor meets his/her students once a month for two hours. The IDE policy does not state explicitly the role played by the tutors. However, one learns from Athabasca University that tutors are important and responsible for 'personalizing the student's learning experience, assisting the student to understand the course materials, correcting assignments and essays, motivating students, and establishing a liaison between the student and the organisation' (Abrioux, 1990).

Students are expected to read the course materials on their own and raise issues of concern when they meet lecturers at residential sessions. However, five lecturers interviewed voiced their concerns about the lack of participation by students during residential classes. They argue the students do not prepare and do not read their modules before hand, especially students who just finished school. Three lecturers said that students are used to being "spoon-fed" at school and when they could come for distance education and residential sessions, they expect the lecturers to introduce them to the course materials. Another lecturer complained about wasted time because students are not sufficiently prepared to make the best out of lectures. She said she ends up teaching because students do not raise any questions during residential sessions. Another possibility is that both students and lecturers are struggling to come to terms with

the DE mode of delivery and its implications for the teaching and learning process.

Staff absenteeism does not only occur at staff training and development sessions but also at residential sessions. The Co-ordinator of Academic Studies has found the lack of staff commitment disheartening as he said:

We can't generalise, we obviously notice those (lecturers) who are problematic. We spend most of our time running around 'chasing them', apologising to students for lecturers' absence (from lectures)...But there are some staff members we can rely on.

Further, there have also been delays in the writing of modules because of a serious lack of infrastructure and resources. Two lecturers expressed their dissatisfaction at the quality of the IDE secretarial skills in typing their modules. The lecturers have to correct the modules before they are sent for editing and that contributes to further delays in completing modules on time. Two lecturers also mentioned a lack of resources like computers and one Law lecturer said they only have access to the HoDs computer which inconveniences both the HoD and the staff. However, she attributes this lack of equipment to the poor relationship or status that the Law Department has with the administration.

When asked whether the JDE management was doing anything to solve the problem of delays in module writing, the Co-ordinator of Materials' Design and Development of Academic Studies put the blame on staff inexperience in material

development rather than on the lack of infrastructural resources:

Writing is not something one can push. They (the staff members) are given time lines but if someone says "I was not able to", what do you do? Do you dismiss them?...Here we are dealing with a small group of people. If we had other institutions, we would not have problems because we could spread the writing.

This statement also emphasizes the limited powers that the IDE management has over the staff involved in the DE activities. It also suggests that it could be beneficial to collaborate with other distance education universities. According to the Co-ordinator of Materials' Design and Development, the IDE does not have other institutions in the country to help with the writing of modules or course units. The IDE could have collaborated to buy units/course with other DE universities in the region such as the University of South Africa (UNISA) and other dual mode universities in Southern Africa and elsewhere. However, it has not been the case because the leadership at UNISWA was explicitly uninterested in sharing materials from other universities, the reason of which was not established by the researcher.

As a result, students do not always get their materials on time. In such cases, they get photocopies of guide questions to keep them busy until their modules are completed. This delay in module writing which is partly due to overworked staff who see their DE involvement as an extra load affect distance learners.

Chapman's claims that

Even when programs are designed in a more comprehensive manner, and efforts are made to plan more integrated projects, planners may incorrectly anticipate resource demand or problems in resource flow (Chapman, 1991:205).

Student Admission and Orientation

The mission of the IDE is about meeting the demands of school leavers who are qualified to attend the university and cannot be accepted in the full residential programmes. However, the students are admitted to DE with a lower aggregate compared to on-campus students but within the minimum requirements. Students accepted for the IDE programmes do not apply directly to the IDE but to the university.

All those who qualified for university education but failed to meet the cut off score (which was an aggregate of 27) were accepted in the IDE. Such applicants did not know what distance education was about and were not committed nor did they apply to study in that mode. In the 1997/8 academic year the IDE planned to run a workshop to assist and induct students to the culture and responsibilities of distance learning. However, the workshop did not take place because the admission process by the university administration took so long that the IDE could not run the pre-semester workshops. Part of this admission problem was because the university expected the students to pay fees upfront and the IDE lost most of their potential students in the process. The IDE is optimistic though, that there will be no registration problems in the future as the Swaziland Government has

started offering tuition fee for non-working students (which is about E3000 (Emalangen) per year for undergraduate courses offered at the IDE). Distance education is relatively cheaper than on-campus courses where students pay E3 900 for undergraduate courses. Despite the problems in getting accurate cost data, the evidence so far broadly shows that DE programmes are lower. But this lower fee for distance education to students is not the whole cost as DE students have to pay to attend their tutorials and face-to-face sessions. Furthermore, DE courses take between 5-6 years to complete compared to the minimum of four years by full time students for undergraduate courses and more chance of dropping out in DE.

The Co-ordinator of Academic Studies showed concern that most of the DE students are school leavers qualified to come to the university but unable to secure a place in full time programmes.

IDE Evaluation: Its Purpose and Future

The effectiveness of distance education programmes can be considered successful if it meets the aims or objectives of those for whom they are designed. The operations of a learning system must satisfy those for which it is designed, in this case, the distance learners. The operations of distance education should attract a greater number of students, especially those who are working.

The IDE management is positive that DE numbers and programmes will grow. The student numbers have increased in the 1997/98 compared to the first intake (1996/97). The figures for the 1996/7 students were not made available to the researcher but there were 109 students who wrote their first exams that year.

Below is a table showing the increase in student numbers registered in the IDE:

Table 5

Registered Students in IDE Programmes as of 22/9/97

Programme	Year	Number
Diploma in Commerce	1	11
	2	10
Diploma in Law	1	31
	2	41
B.A. Humanities	1	107
	2	1
B.Ed Adult Education	1	16
Total Number of the IDE Students		217

This table reveals interesting features. Firstly the number of students per programme has increased compared to the previous year but remain relatively small in all programmes except the first year B.A in Humanities. Secondly, out of thirty six (36) IDE students who sat for the first year B.A. Humanities exam, only one has remained in IDE. This means that the others have transferred to full-time programmes because that is what they wanted from the start. Most DE students are between 18 and 22 years.. The one student

remaining in Humanities II, is a 36 year old part-time student. The Co-ordinator for Academic studies comments:

That one (student) is working so she had no choice. The others are young and are not working and they had initially applied for on-campus programmes. Throughout the year, they have been asking how they could transfer at the end of the year.

This reveals a serious problem for the IDE in that very few students apply directly or consciously to do DE but they are forced to do it because there was no space for them in full time-programmes. As a result, school leavers use the IDE as a "stepping stone" to get into on-campus programmes. This phenomenon of low student numbers in many programmes might threaten the long-term viability of DE courses as very few students might graduate in the IDE in some courses. This is a major implementation problem which reveals that the IDE has not been able to attract, as it intended, the many students who are working and in need of upgrading. Instead, the IDE seems to attract school leavers who have been rejected for on-campus courses. It is important that the IDE re-evaluates and takes stock of the implications of these student numbers and the fact that they are very few working people are attracted to their courses.

Another consequence of students leaving DE programmes is noted by the Humanities Department which complained about student transfer at second year level because the infrastructure has not improved and their on-campus student numbers are increasing too rapidly. Some of the lecturers affected by the transfers are cynical about the students

coming from the IDE as they rate them as of lower quality.

This is captured by the following observation of a lecturer:

I sincerely feel the IDE is bringing inferior quality of students. For instance, Humanities admitted students with twenty seven (27) aggregate (for on-campus students) while IDE Humanities admits up to Thirty four 34 aggregate (which is lower)... Those (students) transferring are of lower calibre from ours...I don't want to lie, IDE is not helping me grow professionally. Even the students I teach in IDE have low confidence. Maybe because they feel rejected. They don't challenge me even to try new ways.

Because the IDE admission requirements being in IDE is seen as lower compared to on-campus students, the IDE students are seen to be of lower quality. However, the IDE management defends the quality of their students on the grounds that they have the same curricular and write the same exams. They even pointed out that some students do better than some of the on-campus students. Knapper (1992) warns against measuring students' outcomes in distance education by their results as he argues:

Distance students can perform just as well on traditional outcome measures (tests and exams) as students in on-campus courses. However, there have been fewer attempts to measure the more generic cognitive outcomes, attitudes and values that the university are supposed to promote.

However, this testing and analysis has not been done in the Institute of Distance Education in the University of Swaziland and is beyond the scope of this study.

CHAPTER V

CONCLUSION AND RECOMMENDATIONS

The study examined the development and management of distance education in the University of Swaziland. It reveals how fraught with difficulties were the various stages of conceptualization and implementation of distance education at UNISWA. The problematic way DE programmes have been developed and managed at UNISWA can be traced in the lack of strong leadership at all phases of the process, the conceptualization, introduction, development and management of distance education which all involved complex and interwoven processes. There seems to have been inappropriate strategic and development planning of DE programmes as well as problematic implementation strategies. This, combined with an inadequate relationship and poor communication between decision makers and implementers, affected the delivery of programmes, the staff training and development, student support services and collaboration. As a result, the quality of the teaching and learning of the IDE programmes suffered.

Strategic Planning for IDE

The pre-planning was not well-thought-out especially since the introduction of distance education in a traditional university is a challenging and complex innovation. A new mode of delivery through a new institute of DE had to be located within the UNISWA. Management is quite top down and relies on hierarchical formal decision-making structures which exclude and do not consult the ordinary academic staff.

In turn, the IDE exacerbated existing power relationship at UNISWA and never managed to develop conducive relationships with the academic staff involved in DE programmes.

The IDE and its Academic Board which involved the HoDs did not understand the importance of planning, consulting and communicating directly with the people affected by the change process. Lecturers were somehow ignored and their opinions not solicited by the leadership at any planning stage despite the fact that distance education involves changing the professional and teaching practices of the academic staff. The change to DE was introduced by putting in place structures and policies instead of involving more academics in the planning and implementation process.

Although some form of strategic and development planning took place among consultants and senior DE management, the literature warns that even strategic planning cannot be an end in itself. Introducing distance education in universities need, above all, to engage in strategic management of ideas and people with a clear sense of the purpose, role, meaning and target of distance education.

What the research reveals is how the staff and the HoDs did not seem to identify with, or commit themselves to, the vision of the IDE. As a result, the IDE operated in a context lacking in clarity, stability and purpose because it assumed that the staff recognise the need for distance education and simply accept, get trained and deliver on their roles. This situation is ignoring the importance of developing an organic

process with a collective vision of the potential of DE as an innovation.

Similar to most dual mode universities, the structure of the DE Unit is awkward and misaligned with the traditional wing of the University. Staff members in and outside of the IDE are not clear how authority and power are distributed and who is accountable to whom. The IDE management has limited powers in setting its own rules and operating procedures as it has little administrative autonomy in matters such as fees, admissions, and enrolment procedures. The IDE also suffers from a lack of well-established operational parameters. As a result, the IDE management has to cope with many problems with the academic staff, students and the University administration.

Finally, there were also problems in the alignment of staff duties with the design of incentives. The university tried to provide incentives to compensate the staff involved in the writing of modules or teaching off-campus students. But the staff is far from being satisfied with these incentives. The university administration needs to adjust the incentives to encourage those who have already been in the DE system to stay motivated.

The Implementation Strategy

The IDE leadership followed the basic planning steps such as establishing the need for DE, setting DE objectives, putting DE policies and structures into place and providing training and assistance for staff. Such planning reveals the

limitations of development planning when it focuses on short term goals of innovations. What was lacking in their implementation strategy was the failure to build consensus and promote some form of dialogue to motivate and sustain the morale and commitment of at least a critical mass of traditional academics, including the HoDs.

Staff Commitment to DE

Academic staff competence and commitment is critical to the success of a learning organization committed to adapt and reposition itself in a changing environment. However, UNISWA did not manage to secure all the staff commitment judging from the staff absenteeism from the training sessions and during the workshops and contact sessions. Teacher development in the IDE can only be effective if staff believe in it. The study suggests that staff development will work if there is a basic staff commitment to the DE mode, especially from the HoDs. Central to this is that staff development or assistance tend to bypass issues of power relations within UNISWA. Because distance education alters the academic staff practices and makes the staff account to new authority without much consultation or incentives, the academic staff did not develop strong commitment to DE.

The study reveals that academic staff end up being opportunistic and engage with DE for the main purpose of gaining monetary or other personal intrinsic benefits but not institutional benefits. The IDE needs to realise that to gain institutional commitment, appropriate institutional or personal rewards must be provided (whether financial or part

of career advancement). The academic staff at UNISWA is reluctant to change their work practices, learn new skills, and new ways of teaching that involves DE teaching and learning. This is exacerbated by the fact that they do not welcome distance education which is mainly seen as an extra burden or load.

Distance education has been introduced partly to widen the opportunities of those who cannot attend full-time programmes and partly to cut university costs per student while adding value to the university system. This has also necessitated more and different work from a number of the academic staff of residential programmes. Yet, only a marginal cash reward has occurred to the university considering the small number of students per course.

DE students seem to feel worse off than on-campus students who enjoy more benefits in terms of resources, contact time with lecturers, library facilities, sponsorship and financial assistance by the government etc. The DE students have a greater need for financial assistance as they are school-leavers and not working class people. They need financial assistance for registration, tuition and travel to learning centres and during residential sessions. The widely experienced student transfers in the second year signal that the student problems and experiences in distance education may be more pedagogical than geographical as the majority DE students want the benefits of traditional university education because they are non-working students. There are still suspicions among students that DE courses are 'second best' or even of worse quality, and should be left if

opportunities open to enter the traditional residential mode. The feeling about DE being second best is also shared by some lecturers who are wary of the students coming from the IDE whom they view as of lower quality. One possible solution to this problem is to improve the pedagogy of distance education through better materials and more interactive sessions.

The IDE could also adopt DE practices from single mode universities such as developing a course team with DE experts from within the institution and outside, improving the quality of instructional materials through a sharing arrangement (at cost) with other DE universities.

Quality at IDE: The Second Challenge

The ultimate aim of distance education is an alternative provision of quality education that will make the DE mode compare effectively with the on-campus mode. But so far, there has not been sufficient focus on the provision of high quality to make distance education more competitive than on-campus courses. The IDE needs to make quality improvement one of its major strategic goals. There has not been any quality assurance standards by IDE management, except by requiring staff to offer the same courses as in the on-campus unit. They should put in place adequate structures and processes that ensure DE remains on par with other modes of delivery.

Quality of education at the IDE is elusive as it has not been made a strategic objective of the institution. Distance learners need administrative support and staff who are both committed, supportive and challenging. Quality in distance

education should be aligned with a range of student support services that help them understand the concept of distance education as well as other services that are widely available to students on campus. These could include, admissions counselling, advisory services etc. If distance education at UNISWA is to encourage lifelong learning, distance learners must be encouraged to become more pro-active learners and develop their own learning strategies.

Quality in distance education requires providing a pedagogy that develops learner autonomy. This strategic objective has to be achieved through academic development, better resources and tasks to encourage open learning. But above all, quality in distance education depends primarily upon the commitment of the academic community. This cannot be created or imposed from outside. It requires self-analysis, self-criticism, evaluation of benchmarks established by the conventional educational institution and the recognition that IDE students or clients have specific needs which need to be satisfied.

Some of the IDE programmes like the B.A. Humanities has not been successful in attracting working students or unemployed adults. The slow increase in numbers and the dramatic decrease (to one in the second year, B.A. Humanities) threatens the survival of the IDE. There is a need for the IDE to review and change the courses they offer to attract more people especially the working people and those who are unemployed instead of relying on school leavers as it is the case with Humanities courses in IDE. The university has to review the future of DE programmes and examine why so few people are genuinely interested (as opposed to by default) in

their DE programmes. This requires the University to do another needs analysis and develop better courses that are likely to improve the DE image and its programmes. A Data Processing Unit within the IDE could be useful in monitoring and recording progress and process performance factors, reporting on milestones as well as monitoring the people's views. Open universities such as Athabasca University make data collection and analysis which are commissioned as a matter of routine to inform decision making and policy formulation especially in issues of service quality and efficiency.

The IDE could concentrate on course delivery and improved quality and effectiveness of the delivery services. Another improvement could be to allow for a 'lead time' whereby the writing of modules was completed before admitting students with their modules completed. This can be achieved by evaluating the teaching modes and staff involved in the delivery and writing of the IDE programmes and module writers.

To improve the quality of DE, the IDE could be strengthened by collaborating with other DE sources both regionally and internationally. There has been little attempt so far to produce courses collaboratively with other distance education institutions. The "not-made-here" syndrome still persists at UNISWA and yet the present trends for successful institutional reform through distance education point out to the need to learn from other institutions already more established. A cooperative system with other distance teaching universities could both improve quality and cut down

arrangements in planning cooperative course revision and course development while sharing experiences.

Concluding Remarks

An innovation like distance education needs serious pre-planning time to minimize problems at the implementation process. As mentioned earlier, the first problem facing the University in the development and management of DE is the university structure that is top-down and hierarchical with unequal power relations. This has made it difficult for the DE management because DE as an innovation requires commitment and ownership by the academic staff involved in the DE programmes. Acceptance and legitimacy which makes it difficult to develop commitment to distance education will only develop when implementers who are also involved in on-campus programmes feel the university conditions are favourable. Distance education in a traditional university cannot be established by relying on the same structures. Instead, more flexible structures should unfold as the strategies are emerging. And above all, the affected stakeholders whose work is bound to change must be brought in for consultation and dialogue from the beginning of these changes in the organization.

The conclusion of the study is that, in the development and management of distance education in a traditional university, people are a key asset and at least a critical mass must be motivated and won over to the idea. Top management has to work towards a system of building trust, confidence and

collaboration between themselves and the professionals. Having seized opportunities about new innovations like distance education, the University must commit itself to formative and summative evaluation to detect problems before they become crises. Development planning is not enough as it focuses on short-term plans of managing an innovation like distance education in a dual mode system. The challenge is for the leadership at the university to adopt a long-term, evolutionary and planning approach for the survival and quality of DE programmes.

The poor demand for most DE programmes remains one of the major challenges for the future successful development and management of the IDE. This requires more strategic planning which must not be seen as an end in itself but is needed by UNISWA as a process to develop a clear sense of purpose and evolutionary planning to make IDE effective in answering the needs of its potential clients.

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APPENDIX A

MANAGEMENT QUESTIONNAIRE

The Establishment of the Institute of Distance Education
(IDE): Issues of Managing Educational Change.

Please respond to all questions and make a tick where appropriate. Feel free to speak your mind as this will help enrich this research. Whether your answer is "yes" or "no", support it in the spaces provided for each question.

SECTION A: BIOGRAPHICAL DETAILS

Faculty-----

Position-----

Highest Academic Qualifications-----

Years in the University-----

Normal Duties-----

Sex (please tick) Male___ Female___

SECTION B: Origins of the Institution (IDE)

1. Who initiated the change to distance education?

2. What was the aim or aims behind this innovation?-----

3a). Who were involved in the development of the vision and the mission development of IDE?-----

b) Was the academic staff at the University involved?-----

4a) What was the general reaction of the staff towards the introduction of distance education?-----

b) Please explain how they reacted that way-----

5. In your managerial role, is there anything you feel has contributed in helping the staff accept change?

Yes No

6. Were you satisfied with the implementation plan before the programmes were actually started?

Yes____ No____

SECTION B: THE IMPLEMENTATION PROCESS

7. What convinced the decision makers to think that the university was ready in its provision of distance education

8. Are you satisfied with the way the other stakeholders especially lectures have been involved in the change process?

Yes____ no____

9. Have there been difficulties in executing the change?

Yes No

10. Do you think there has been a gap between what was initiated and the way the academic staff as agents of change have implemented the change?

Yes___ No___

11. What support mechanism did you introduce to help those who were involved in distance teaching and learning?-----

12. Were there teaching incentives to motivate teachers?

Yes___ No___

13. How do you think this change has contributed to the culture of teaching and learning?-----

14. Have there been circumstances when you had to use force or pressure in this type of change?

Yes___ No___

15. What managerial skills have you learnt to use in ensuring that change really took place? -----

SECTION D: Reviewing the Change Process

16. Has the change changed your professional life?

Yes___ No___

17. Do you think the change has been worthwhile to you and to the organization as whole?

Yes No

Please explain -----

18. Do you think there have been adequate attempts to ensure the organization's workforce are properly treated in the change process?

Yes No

19. If a similar programme were to be introduced, what would you like to see being done differently?

20. Do you see any major obstacles in sustaining the development and management of the programmes introduced in distance education?-----

APPENDIX B

ACADEMIC STAFF QUESTIONNAIRE

The Establishment and Management of the Institute of Distance Education (IDE)

Please respond to all questions and make a tick where appropriate. Feel free to speak your mind as your response will help enrich this research. Whether your answer is "yes" or "no", please use the space below to elaborate on your answer.

SECTION A: Biographical Details

Faculty:-----

Qualifications-----

Normal duties-----

Years spent in UNISWA-----

Sex: (Please tick) male____ Female____

SECTION B: The Origins of the Institute of Distance Education

1. Who started this idea of distance education? -----

b) Please explain how the Institute of Distance Education (IDE) came about-----

2.a) Who were involved at the planning process for distance education?-----

b) Were you adequately involved in the development of vision and mission of IDE?

Yes _____

No _____

3.a) Whose ideas do you think dominated in the initial planning for distance education?-----

b) Why do you think that was the case?

c) Did you or anybody else doubt distance education was a good idea?

No _____

Yes _____

Why?-----

4. Do you think the institution was ready to start the distance education programmes when it started? Please justify your answer-----

Section C: From Planning to the Actual Implementation of DE

5. What support mechanisms were put in place to actually set the plans for introducing distance education in motion? -----

b) Do you think necessary precautions, especially by the management, were taken to ensure the desired change took place?

Yes _____

No _____

c) Do you think the support was effective?

Yes____ No____

i) What was most effective? Why?-----

ii) What was least effective? Why?-----

6. Has there been some resistance because of the introduction of distance education? Yes____ No____

b) By whom? -----

c) Why?-----

d) If there has been any resistance, what strategies have been used to deal to with resistance? -----

e) Have those strategies worked? Yes____ No____

7. When the distance education programmes were actually introduced, what was your initial reaction? -----

b) Has your attitude changed?

Yes____ No____

8. Were there situations when you felt the way you were involved in distance teaching and learning left a gap between what was initially planned and the way you implemented the change?

Yes____ No____

9. Did the change to distance education affect your work relationship with your colleagues or your superiors?

Yes___

No___

10. Have there been problems in the provision and delivery of distance education?

Yes___

No___

b) What coping strategies (if any) have you developed in cases of problems encountered?

c) What role has management played or is playing in maintaining a 'fit' between what has been planned and the way the distance education programmes are delivered?

Is it working?

Yes___

No___

11. Do you get incentives? What are they?

Yes___

No___

b) How do you feel about those incentives?

c) Is there anything more you expect from the administration?

Yes___

No___

SECTION D: Reviewing the Change Process

12. Have there been professional gains brought by distance education on your part and to your colleagues?

Yes___ No___

b) Any losses? Yes___ No___

b) Has it changed the way you work with your colleagues?

Yes___ No___

13. Has the relationship between you and your superiors changed in your involvement in distance education?

14. How do you see the institution running? Is it growing or declining?

Growing___ Declining___ Not sure___

b) If it is declining, what has been done about it?

c) What do you think the institution should do to maximise the gains made so far?

d) How do you think the shortcomings could be addressed?

15. Do you have anything you regret about this change?

Yes _____

No _____

16. What aspects of the change to distance education did you find:

Most

interesting? *ff*

Least interesting?

APPENDIX C

Interview Questions for Management

I. Biographical Details

1. As I have introduced myself, can you tell please tell me about yourself such as

i) your job,

ii) your normal duties,

iii) your qualifications,

iv) your years of service in the university etc.

II Origins of the Institution of Distance Education

2. Can you recall the time the institution was established?

3. Why was there a need that the institution be established?

b) Was it a strategy by the university to attract more students? If so, how was it done?

4. Who were the people that were driving the process?

5. How was the mission of the institution developed?

6. I assume you were part of the planning team, how did you get involved?

b) In what capacity?

c) Why do you think it was important that you become involved in the planning stage?

d) Who determined who should be involved and how?

7. Were the staff members involved in developing a vision (i.e. connecting daily actions with goals, aims or direction) for IDE?

b) If the staff members were involved, how were they involved?

III. The Implementation Process

8. What was the general reaction of the staff to the introduction of distance education?

- a) Was it positive or negative?
- b) Why do you think they reacted that way?

9. What role did leadership play in preparing the staff to introduce distance education?

b) What support services were made available to start distance education (ie material, human and network)?

c) Was the support effective? What was most effective? What was least effective?

d) Were there programmes specifically for the staff? How big are your numbers - (administrators and the academic staff?

10. Was there an implementation plan?

b) What was it?

11. a) Have there been problems introducing distance education?

b) How did you solve them (If any).

c) Did you encounter any resistance since distance education was introduced? By whom? In what ways? Has it been resolved?

12. Are you happy with the delivery of distance education?

b) Are there any problems with the delivery of distance education?

b) If any, how has it been resolved (if it has)?

b) Have there been gains by some members?

IV. The Evaluation of The Institute of Distance Education?

13. How do you see the institution running? Is it growing or declining? How are the students's numbers?

b) (If numbers are declining), What are you doing about it?

V. The Impact of the Institute of Distance Education

14. Do you think the institute of distance education has change the way the teachers involved work, do they collaborate more or do you see the team spirit improved?

b) Do you see any change in the staff/admin relationships

c) Has it contributed to staff professionalism?

d) do you feel changed by this move yourself? (If yes) How?

15. Do you think students are benefitting from the institution compared to residential students?

VI. Lessons Learnt

16. Have there been unexpected or unintended outcomes?

17. What lessons have you learnt from this innovation?

b) Would you do some of the things differently then?

C) What are those things and how can they help you improve the distance teaching and learning system?

APPENDIX D

Interview Questions for the Academic Staff

I. Biographical Details

1. As I have introduced myself, can you please tell me about yourself, what you do, your normal duties, your qualifications, your years of service, etc.?

II. Origins of the Institution of Distance Education

2. Can you recall the year the institute was established?
- b) Why was there a need for the University to offer distance education?
- c) Whose idea was it?
- d) Who were the major people driving the process?
3. Was there a planning team?
- b) were you involved?
- c) If so, how?
- d) Why do you think your involvement was important in the planning stage?

III. The Implementation Process

4. What was the general reaction towards the move to distance education? Was it positive or negative?
- b) Why?
- c) What was your personal reaction?
- d) Why did you feel that way?
5. How did leadership try to change the attitudes of the staff who would be involved in distance education.
- b) Did it work?

6. Do you think the University was ready to embark on distance education?

b) Why?

7. What role did management play in preparing the staff for the introduction of DE?

b) What support services were made available to start DE in terms of material and human resources?

c) Was the support effective?

What was more/least effective? Why?

d) Did you benefit from the staff development programmes?

8. How big are the numbers in DE (academic staff, admin, and students)?

9. Was there an implementation plan? How was it like?

10. Have there been problems in the introduction of DE?

b) How are they handled?

c) Have there been situations when you felt like resisting this change to DE? Why?

d) Do you think your colleagues feel the same way you do? Why?

11. Are you happy with the way you are involved either in the delivery of DE programmes or in the writing of modules? Why?

b) Any gains? What are they?

c) Do you feel the same way with your involvement in on-campus programmes?

The Evaluation

12. Do you think the institute of distance education has changed the way the staff work with their colleagues?

b) Is there improved collaboration or teamwork?

c) Has DE affected the relationships between staff and the University administration?

13. Do you think the students are benefiting from the system?

- b) Do they compare with residential students?
- c) Have there been unintended outcomes?
- d) What has been done about it?
- e) Do you think it can be improved?

Lessons Learnt

14. What have you learnt from DE as an innovation?

b) What would you like to see being done differently concerning DE? Why?

APPENDIX E

Interview Questions for the Director of the Institute?

I. Biographical Details

1. As I have introduced myself, can you tell me about yourself; what you do, your normal duties in the institute of DE, how long you have served in the University, in IDE, etc.

II. Origins of the Institute of Distance Education?

2. Can you tell me the year the IDE was established and why?

b) Who were the major people who were involved in driving the process? Why those in particular?

c) Were the staff members involved in developing the vision for the IDE? If so, how? If not, why not?

3. I have read the institution's mission statement, whose idea was it? Is there anything you would like to add to it as a way of explaining more about it?

Were the staff members involved in developing a vision of IDE? If so, how? If not, why not?

4. How did the planning process begin?

Who did it include? Why was their inclusion important?

Who determined who should be involved?

Who were left out at that stage? Why?

Were the academic staff involved in developing the vision of IDE?

5. Do you think the University was ready to embark on distance education when the DE programmes actually started?

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