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Abstract: The study was conducted to establish progress made on service delivery by ZOU Harare Regional Centre since introduction of Quality Assurance at the end of 2011. This was against a background of poor service delivery and bad media publicity by then. Students complaints took time to be addressed. Some degree programmes in Counselling and Education diplomas were suspended by the parent Ministry Quality Assurance unit, Zimbabwe Council for Higher Education (ZIMCHE). That culminated in some employers not recognising those qualifications and to a large extent losing confidence in ZOU qualifications. The results showed that the introduction of quality assurance had improved service delivery significantly. Even programmes that had been suspended, were later lifted by ZIMCHE. However, shortage of financial resources, unavailability of total registration package at the beginning of semester, heavy workload for academics which culminated in low research activities, absence of a home for ZOU Harare regional centre, inadequate furniture and equipment and delayed payments of part time tutors work, continued to affect service delivery. The study recommended that, government needed to fund the acquisition of a home for Harare Regional Centre, provision of a total registration package, quality assurance training should also accommodate part time tutors and even students.

I. Definition of Key Terms

• Driving force – a strategic and key factor required to accomplish desired outcome, in this case, good service delivery

• Open and Distance learning (ODL) – Mode of imparting knowledge and skills which is flexible in terms of delivery mode used as contact between student and tutor is minimal. In most instances, the student could be pursuing studies whilst at the same time being employed and with lots of other family and social obligations to perform.

• Quality Assurance – the maintenance of a desired level of quality in service delivery to ODL students especially by means of paying attention to every stage of the process of delivery through the guidance of procedure manuals.

• Quality Management System – A guiding framework of the systems and processes (procedures) that outline how quality assurance should be planned, implemented and evaluated in line with best practices. In this study its the ISO 9001: 2008 system.

• Service delivery – the outcome of open and distance learning desired results which should be able to meet stakeholders (students) expectations so that they derive satisfaction.

II. Introduction

Quality assurance is a powerful tool in contemporary organisational best practices on effective service delivery and customer satisfaction. It is the maintenance of a desired level of quality in service or product, especially by means of attention to every stage of the process of delivery of production (www.oxforddictioneries.com). In this study, definition of key terms pertaining to the subject matter have already been given. The background to the study has been presented to enlighten the reader about how the concept of quality assurance is of significance to ODL and what was the rationale for it to be introduced in the Zimbabwe Open University (ZOU). The real problem underlying this study has been covered under statement of the problem. Other key sub-topics covered include; the Literature review, Methodology, Research findings, Conclusions and Recommendations. List of references used in this paper has been given as the final part of this paper.

1.1 Background to the Study
Quality assurance (QA) is a way of preventing mistakes or defects and avoiding problems when delivering solutions or services to customers; which ISO 9000 defines as part of quality management focused on providing confidence that quality requirements will be fulfilled (www.businessdictionary.com).

According to the ZOU Quality Assurance unit, Quality Policy Manual, 2012, Quality assurance frameworks are premised on the:

i) determination of adequate technical requirements of inputs and outputs
ii) testing or inspection of procured material for its conformance to established quality, performance, safety and reliability standards.
iii) proper receipt, storage and issue of material
iv) audit of the process quality
v) evaluation of the process to establish required corrective response
vi) audit of the final output for conformance to technical, reliability, maintainability and performance requirements.

Zimbabwe Open University finally introduced quality assurance at the end of 2011 after service delivery had deteriorated which was exacerbated by waves of bad publicity in the media by then. Stakeholder confidence went down especially among students when the media went awash with debilitating news. This affected enrolment figures and subsequently revenue collected. Degree programmes like BSc Counselling and its Masters programme including diplomas in the Department of Education were suspended by the Zimbabwe Council For Higher Education (ZIMCHE) in 2012 and the suspension was lifted in 2014 and 2015 respectively.

As a matter of survival and regaining students and other key stakeholders confidence, ZOU embarked on a quality assurance drive, becoming the first state university to actually establish a department solely confined to focus on quality assurance. Since then, ZOU has never looked back and wants to attain the ISO 9001:2008 certificate issued by the Standards Association of Zimbabwe (SAZ).

ZOU Harare regional centre is the biggest of all the eleven (11) ZOU centres. There is one regional centre in each of Zimbabwe’s 10 provinces and the eleventh is the Virtual region which caters mostly students in other countries. The regional centre is in the same location/vicinity with the national centre (Head office). The region has about 3 800 students with a staff compliment of 53 members. The regional centre contributes about 30% of ZOU’s total student population estimated to be around 12 000.

It is against this background that this study wanted to establish how quality assurance in ZOU has impacted on service delivery focusing on Harare regional office as a case study.

1.2 Statement of the Problem

Zimbabwe Open University received a lot of negative publicity from the media from around 2008 to 2012 which culminated in some degree programmes like BSc and MSc counselling and education diplomas being once suspended in 2012 by the Zimbabwe Council of Higher Education quality assurance unit (ZIMCHE). Some employers then “shunned” ZOU graduates as their perceptions were that the ZOU degrees were sub standard. There were several flaws in the ZOU operational systems such as lots of errors during examination processing, missing results, poor handling of students queries, unavailability of modules etc. which led to customer (students) dissatisfaction due to poor service delivery by then.

It is against this background that ZOU introduced quality assurance in 2012 as a way to address the above challenges and this study intends to find out the current status quo on quality assurance in light of the above developments.

1.3 Research Questions (Sub-problems)

This study intended to answer the following sub problems after investigation:

(i) Which were the areas of service delivery which lagged behind at ZOU Harare regional centre which resulted in student complaints and bad publicity?

(ii) How much progress had been made on quality assurance at ZOU Harare regional centre after introducing it in 2011?

(iii) What were the challenges facing ZOU’s quality assurance in attempting to attain 1SO 9008: 2001 certification by Standards Association of Zimbabwe (SAZ)?

(iv) Which areas of service delivery had improved since introduction of quality assurance?

(v) What was the current general perception among students and employers on ZOU’s training quality and service delivery?

1.4 Literature Review

According to Standards Association of Zimbabwe, Quality Management System (QMS), 1SO 9001:2008 supported by Mr Benson Gabi, the ZOU quality assurance director in his handbook entitled 1SO
9001 QMS development and implementation (2011), there are benefits of quality assurance management system which are:

(i) it is a powerful tool for effective quality management.
(ii) it is a means of ensuring that customers' needs and procedures are met.
(iii) it improves records management and communication.
(iv) it enhances greater marketing appeal.
(v) it improves public relations and stakeholder satisfaction
(vi) it increases the potential for improved organisational image and worldwide recognition.

The SAZ QMS ISO 9001:2008 for which ZOU intends to be certified, has 8 core quality management systems which are,
(i) customer focus
(ii) leadership
(iii) involvement of people
(iv) process approach
(v) system approach
(vi) continual improvement
(vii) factual approach to decision making.
(viii) mutually beneficial supplier relationship.

According to an audit conducted by the quality accrediting authority, SAZ in 2013 in three of ZOU’s regional centres, a number of non conformities were raised which covered all major functions and offices at regional centres, such as the Regional directors, administration officers, regional programme coordinators, accounts officers, stores officers, library, ICT, Information records clerks, student advisors and even quality assurance coordinators (source-SAZ Quality assurance audit report to ZOU, 2013)

ZOU Quality Aims and Objectives 2015 (source: ZOU Quality assurance unit circular, 2015)

1. **Aim: To Attain Efficiency and Effectiveness in All Units**
   - Objectives
     - Achieve 100% internal customer satisfaction ratio.
     - Achieve 100% external customer satisfaction ratio.
     - Avail registration packages and learning materials at least eight (8) weeks before the beginning of each Semester.
     - Publish examination results latest three (3) weeks after the writing of the last paper for each Semester.
     - Be available at the venue for scheduled meetings, appointments, tutorials, etc, at least ten (10) minutes before the beginning of the event.
     - All Units to set their own maximum turnaround time per activity such as processing of claims, processing of results, production of periodic reports and others.

2. **Aim: To provide quality teaching, learning and novel learner-centred ODL teaching approaches**
   - Objectives
     - Avail e-learning for at least one (1) programme per faculty by July 2015.
     - Publish four (4) researches into ODL teaching approaches per annum.
     - Run at least one (1) e-learning training workshop for all students each Semester.

3. **Aim: To design and offer market driven programmes**
   - Objectives
     - Review at least 20% of programmes in line with the procedure for the review of programmes during 2015.
     - Carry out student satisfaction surveys once per Semester and report within seven (7) days of the survey deadline.
     - Allocate funds for the review of programmes by 31 March 2015.
     - Introduce two (2) ICT Degree Programmes by 31 July 2015.
     - Re-introduce the Diploma in Education Primary by 31 July 2015.
     - Hold at least one stakeholder consultative workshop per annum to obtain input for the design and review of programmes.

4. **Aim: To recruit, retain and retrain suitably qualified and experienced staff**
Objectives

- Achieve at least 18% Academic Staff with PhD and higher qualifications by December 2015.
- Attain 2% maximum staff turnover per annum.
- Achieve 100% compliance with ZIMCHE criteria and benchmarks at all times.
- Ensure that at least 5% of academic staff are under PhD Staff Development Programmes annually.
- Call for staff promotion applications twice per year.
- Allocate funding to support staff development and promotion.
- Allocate funding to remunerate all part-time service providers each Semester.

5. Aim: To promote and foster a culture of research, publications and trust among staff and students

Objectives

- Participate at the International Research Conference, the Zimbabwe Science and Technology Symposium and the Research and Intellectual Expo (RIE) in 2015.
- Produce at least one (1) peer reviewed publication per annum per academic staff member.
- Publish five (4) Journals by December 2015.
- Conduct three (3) research seminars internally.

6. Aim: To actively participate in community service programmes

Objectives

- Carry out at least one (1) community service event per Centre per annum.
- Release staff, when required, to carry out approved community service activities.
- Provide funding to carry out approved community service events when required.

7. Aim: To continuously monitor and evaluate the quality management system and the resulting service delivery

Objectives

- Carry out at least two (2) quality management system reviews per annum.
- Carry out at least two (2) internal quality audits per annum.
- Analyse cost effectiveness of University processes annually.
- Check for 100% internal control indicators annually.
- Totally eradicate recurring complaints by July 2015.

8. Aim: To foster effective communication processes within the University

Objectives

- Run at least one (1) awareness workshop on University communication processes annually.
- Achieve 100% compliance with communication procedures.

9. Aim: To produce and acquire quality learning materials in conformity with set ODL standards

Objectives

- Create access to two (2) additional e-libraries per annum.
- Run at least one(1) Module Writer Training Course per annum.
- Attain 100% check on all modules at each stage of development and production.
- Introduce, by 31 March 2015, a quality assurance instrument to verify that all module development processes have been done.
- Carry out 100% quality check of camera-ready copies of modules within 48 hours of receipt before mass printing/production.
- Allocate adequate funding for the development and production of learning materials.

10. Aim: To provide and utilise up-to-date Information and Communication Technology in all ZOU operations

Objectives

- Run at least one (1) staff seminar on ICT developments annually for all staff.
- Subscribe to at least four (4) ICT journals and two (2) ICT societies per annum.
- Administer one (1) ICT satisfaction survey annually.
- Avail ICT Laboratory space per Regional Centre in line with ZIMCHE benchmarks.
- Provide funding for ICT developments.

11. Aim: To provide adequate infrastructure and resources in conformity with set standards

Objectives
Establish ten (10) terminals per hundred (100) students by 31 July 2015.
Provide wireless internet access for all students at all times.
Install new equipment within 15 days of delivery.
Provide 100% adequate office space, furniture and equipment for staff at all times in line with ZIMCHE benchmarks.
Allocate funding to acquire and maintain infrastructure to support teaching, learning and administration annually.

12. Aim: To provide adequate facilities for staff and students with disabilities and special needs

Objectives
- Maintain a database of staff and students with special needs at all times.
- Provide technical advice on handling of staff and students with disabilities as and when necessary.
- Create linkages and operational synergies with at least one (1) organization or association that supports people with special needs by 30 April 2015.
- Fund the provision of facilities for special needs as and when required.

From the above information, one can realize that ZOU was now considering quality assurance as a key success factor to improve its service delivery.

III. Methodology

1.5.1 Research design
The design was a case study. A case study deals normally with qualitative data (Kothari, 2004). The argument for choosing a case study was to get information in detail about the entity, ZOU Harare Regional centre on issues of service delivery based on quality assurance. It is also an efficient and accurate means of assessing information about the population (Dr Choga and Dr Njaya, 2011). A case study should not be generalised to other organisations (Cresswell, 2003) and results/findings of this study should be confined to ZOU Harare Regional Centre only.

1.5.2 Population
The target population of 3,856 was made up of about 3,800 Harare regional centre students, 25 Regional programme coordinators, Regional director, Deputy regional director, Senior administrator, 16 Programme (information) clerks and other 12 Support staff.

1.5.3 Sample and sampling procedure
The final sample was 50 based on purposive and quota sampling techniques which enabled this researcher to use his personal judgement and to ensure that all key stakeholders were included in the study.

Purposive and Quota sampling techniques were used. The purposive sampling technique helped this researcher to cut costs as the subjects were in proximity and that also reduced logistical and communication challenges like telephoning costs etc. The Quota sampling technique, a nonprobability technique, was also used based on the researcher's opinion to identify subjects on the basis of trying to accommodate all key stakeholders (Cresswell, 2003) supported by Kothari (2004) and www.explorable.com. This helped this researcher in identifying appropriate research subjects. There was also the advantage of reducing time, costs and removal of possible logistical problems (Bless and Higson-Smith, 1999).

1.5.4 Instrumentation and procedure
The research tool used was the unstructured interview guide. It was important to draw attention to the danger of interviews, whose major risk is being subjective. This researcher avoided prejudices, bias and halo effect in order to capture correct sentiments from subjects (Kothari, 2004). The use of interviews was meant to allow this researcher leverage and flexibility to probe subjects (interviewees) on areas that needed further scrutiny or clarification (Kennedy, 2009).

The interview guide was crafted based on Research questions (Sub-problems) so that it became easier for this researcher after data collection, to fully address the research questions based on empirical data.

1.5.5 Data presentation, analysis and interpretation procedure
After collecting data, the content analysis was used as a procedure for the categorisation of verbal data (from interviews) for purposes of classification, summarisation and tabulation involving coding of data so as to highlight the important messages, features and results (Cresswell, 2003, Makore-Rukuni, 2001 and Oppenhein, 1992).

IV. Results (Findings and discussions)
The results were made in light of the research questions (sub-problems) raised on 1.3 as follows:

1.6.1 Areas of Service Delivery which culminated in Students Complaints and Bad Publicity

- Students complained largely of missing results particularly during the period 2007 to 2009. Some courses written at the end of the semester exams did not appear on the result slip and if a complain was raised, it took so much time before being resolved. Some queries went as far as two semesters without being addressed.
- In light of missing results, administration blamed the 'crushing' of the software that was being used to capture coursework marks, examination marks and individual results statement.
- Some students sat for examinations without Personal Identification Number (PIN).
- Appeals which took time to addressed. It was found that by then majority of appeal cases were successful as earlier results were usually cancelled by new pass mark results. Such changes in results raised a lot of questions over the credibility of ZOU’s examination system.
- Non availability of modules. Most students despite having properly registered, were often disappointed as they were not issued or provided with modules. The module was the most important mode of delivery in ZOU and that could also explain the high failure rate by then.
- High absenteeism of part tutors at tutorials due to challenges of late payment of the work they had done, became a major concern as some students (programmes) wrote exams without the required 6 contact hours with the respective course tutor(s).
- Lots of deserving students were being omitted from the graduating list by then. A sizeable number of students who had completed their programmes had the daunting task to prove that they had completed their programmes. In majority of cases, they were asked to bring their previous results and if they had misplaced them, they remain isolated.
- Queries over fees payments. Some students who had fully paid their fees had to also prove themselves as they were asked to settle their “fees arrears”.
- Marking of assignments was largely inefficient as a large number of students sat for the exams without knowing their coursework marks as disgruntled tutors took time to mark them. This was exacerbated by logistical challenges such as lack of transport to ferry assignments to mostly part time tutors and then collecting them. In addition marking standards varied from one region to the other due to decentralisation of creating marking guides.

1.6.2 Progress made on quality assurance since being introduced in 2011

The study found out that since the introduction of Quality Assurance, the following achievements have been made up to the time of finalising this report (September 2015):
- A fully fledged department of Quality Assurance with a director, manager, admin staff and two quality assurance internal auditors at Harare regional centre, made up of one full time and the other one complementing was an academic. All these went under intensive training of the ISO 9001: 2008 Quality Management system between 2011 and 2013.
- The Quality assurance department went on a massive awareness campaign including even part time tutors. Quality assurance has since then been a priority issue at ZOU.
- Use of procedure manuals to promote quality standards in all units, departments faculties and regional centres (11 of them) such as provisions of the ISO 9001:2008 Quality Management System, unit department or faculty or regional procedure manuals, ZOU house style of writing modules (training done in Vumba, Manicaland for all academics in 2012), redefining roles of staff, for example, new job descriptions for all staff at Harare regional centre. This was done to streamline roles with quality assurance strategic objectives.
- Introduction of centralised marking system which has been well coordinated, with exam papers being set in time and marking guides availed at marking sessions. This has made marking of examinations and processing faster and efficient and done in Harare.
- Redefining the work of Academic Registry. Notable improvements were that all students records are kept by the Academic registry and they handle all issues of students assessment, for example, coordinating setting of exams and assignments with faculties, determination of marking deadlines, handling all coursework and processing of all results as per recommendations of Senate. Also coordinating with faculties marking of research projects and dissertations and finalising graduation lists.
- Improved availability of modules even at the commencement of semester at registration although not yet to perfection.
- Improved availability of assignments at commencement of semester.
• Improved record keeping of students fees payment.
• Improved record keeping of students data, for example, a file for each student even at regional centre and easy to locate by means of PIN sequencing in line with regional procedure manual.
• Improved acquisition of furniture and filing materials although there is still a lot that can be done as progress is retarded.
• Improved facilities for use of computers and library access, for example, use of E-learning and computer laboratories.
• Establishment of a Centre for student management (office) at Harare regional centre which has helped improvement of corporate governance (involvement and participation of students in decision making and mixing and participating in various activities with other Regions and other universities. Full support and commitment shown by senior management in activities tailor made to improve efficiency and effectiveness in ZOU through the astute leadership of the Vice Chancellor.
• The lifting of suspensions of the BSc and MSc Counselling degrees and Education diplomas.
• Improving enrolment figures eg. from around 1500 in 2012 to 3000 first semester 2015.
• Timeous marking of assignments, processing of course work marks and even examination results.
• Establishment of Regional sub-committees to improve quality service delivery and improving team work, that is, quality assurance, research, marketing, staff welfare etc.
• Lots of internal audits being used to address non-conformities. This has improved information sharing, efficiency and synergy.

1.6.3 Current Perception of Stakeholders on ZOU’s training and Service Delivery
• Students were very happy with the current level of service delivery as evidenced by improved availability of modules (majority being content reviewed or new editions), improved feedback on assignments and early release of exam results, improved attendance of tutors at tutorial venues, more students involvement and participation in even key university issues or functions, flexible fees payment system.
• Employers were satisfied with ZOU quality service as evidenced by promotions after attaining a ZOU qualification, with a lot of business executives having attained or doing post graduate studies like MBA, MSc Counselling, MSc Peace and leadership, doctoral studies (DPhils and MPhaps).

Even the Civil Service Commission (Employer for government) now recognised all ZOU qualifications (diplomas and degrees) for employment in the Public service.

The parent Ministry of Higher and Tertiary Education, Science and Technology Development, was very happy with ZOU’s performance and appreciating that ODL was the panacea of Zimbabwe’s economic situation. (The Deputy Minister, Dr Gandawa, even made a tour of all ZOU regional centres and paid the last visit to Harare regional centre. He said that he had been impressed by ZOU’s progress and promised to demystify the wrong perceptions that were being created by rivals (other universities) who were wary of the threat posed by ZOU).

The parent ministry, quality assurance unit, ZIMCHE was also impressed with ZOU’s quality service delivery as evidenced by its lifting of the suspensions of BSc and MSc Counselling degrees and Education diplomas. A lot of programmes were likely to come on board including the IT degrees in 2016.

1.6.4 Challenges facing ZOU Quality Assurance

The results showed that there were still some areas to be improved if ZOU was in line to attain ISO 9001:2008 certification from SAZ. These included;

i) Resource Mobilisation

A lot of resources need to be availed which include:
• Procurement of office furniture (desk, chairs)
• Procurement of machinery (computers, audio visual aids)
• Procurement of storage facilities (eg, cabinets, files)
• Provision of facilities to cater for special needs students, for example, the disabled need to have braille material, use lifts etc.
• Repairs to photocopier taking so long (over 6 months) and provision of a new one should be the best alternative.
• Funding for research activities. This is one of the core activities of any university

ii) Unavailability of Registration Total Package
At the moment, ZOU Harare regional centre has failed to meet students expectations, especially on registration. The total registration package should consist of; availability of all modules for registered courses, assignments and even semester timetable (tutorial and assignment due dates, exam dates).

iii) **Delayed Payments For Part-Time Staff**
This challenge continued to haunt ZOU as a whole because payment of part-time staff is centralised. Some payment arrears date back to two semesters. This has resulted in some part-time tutors (well qualified) withdrawing their services and majority disgruntled and de-motivated which gives a bad image of ZOU as the employer.

iv) **Lack of Training on Quality Assurance by Part Time Staff and even new Full time Staff**
A number of part time staff have not been trained on quality assurance including even full time staff especially those who joined from 2013. This has compromised quality especially on areas of research supervision, exam setting and marking at times.

v) **Heavy Workloads for Academics**
Results also showed that academics felt they were overloaded with their core or business such as writing modules, setting and marking assignments and exams, tutoring, research and publications, research supervision, but do a lot of administrative work, for example, verifying student details like on applications, helping students in cases where modules are not available, facilitating recruitment of both staff and students which is not the norm especially in conventional universities. This is one of the reasons cited by Harare regional centre Academics as the major reason for the low research initiatives as research on its own demands a lot of time and effort.

vi) **No Ownership of Buildings (Infrastructure)**
This continues to haunt ZOU Harare regional centre. Students have regularly complained of shortage of classrooms, for example, Belvedere Teachers College where the facilities are overbooked (churches, other universities like Africa University etc.).

In addition rentals are also very high and landlords have their own set conditions and terms which affect service delivery, for example, servicing of fire fighting equipment, delays in attending to faults such as lifts which disadvantage the disabled, etc.

V. **Conclusions**
The study was able to trace the serious challenges that affected service delivery in ZOU Harare regional centre and how the introduction of quality assurance improved service delivery over the past three years including students enrolment. There were areas though that still needed ZOU’s Harare regional centre attention.

VI. **Recommendations**
This researcher felt that the following recommendations if implemented, should help ZOU Harare regional centre to improve its service delivery through quality assurance

i) **Home for ZOU Harare Regional Centre**
This is one of the most priority areas which government should address. A lot of promises have been made by the parent Ministry of Higher and Tertiary Education, Science and Technology Development but to no avail. With the economy continuing to under-perform, there is need for all stakeholders to put their heads together for a holistic approach.

ii) **Resource Mobilisation Strategies**
ZOU Harare regional centre should continue with its outreach programmes to increase enrolment in order to boost revenue.

There is also need to have a paradigm shift on university funding by the Regional centre eg. having to generate income through fundraising activities like dinner dances, research initiatives, strategic alliances with industry and commerce, for example, training and development, sale of regalia, conducting extra tutorials, etc. The revenue or income generated should then be used to procure stationery, furniture, machinery, sponsor research and teaching value addition initiatives.

iii) **Ongoing Training on Quality Assurance**

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This should not be a once off exercise but should be ongoing since new members continue to join Harare regional centre. Training should also accommodate part time academics. This should help all staff to be conversant with procedure manuals and the ISO 9001:2008 quality management system which should cascade to other regions and that should help ZOU to attain that ISO certification by Standards Association of Zimbabwe. Training would reduce resistance and fear and enhance quality consciousness.

iv) Implementing Quality Assurance Audits Recommendations

Some non-conformities and observations made by Internal quality assurance auditors remain not implemented thereby affecting service delivery. However most of those non-conformities and observations not implemented, required intervention of Senior management as they require funding, for example, procurement of standard office furniture, equipment (machinery, for example, photocopiers), etc.

v) Government To Fund Part Time Tutors Payments And Even Value Addition Research

Government should not renege on its promise to pay part time tutors which is unsustainable to ZOU due to other lots of expenses incurred by the university. Also government should continue to fund research especially that is in line with the economic blueprint, Zimbabwe Agenda for Social and Sustainable Economic Transformation (ZIMASSET).

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