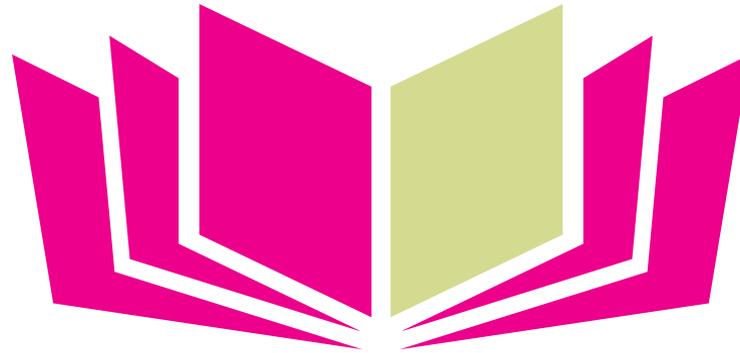


Youth and Adult Learning and Education in Namibia

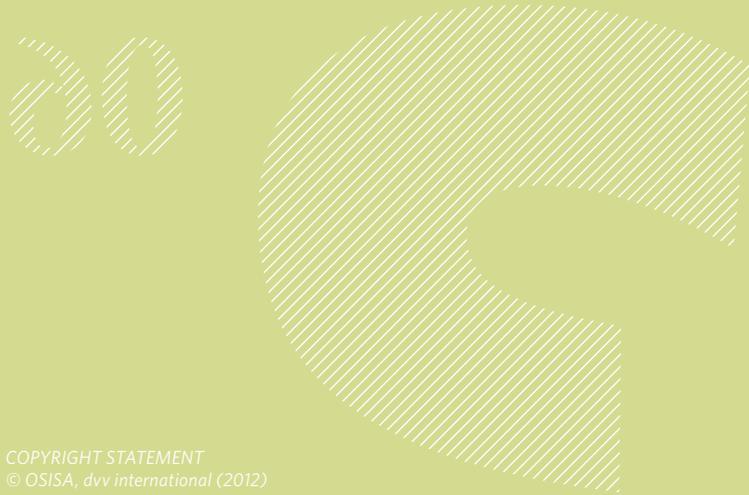
Kavena Shaleyfu

06



O?ENLEARNING





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The research for this report was conducted in Namibia in 2010 and 2011 by Kavena Shalyefu of the Faculty of Education of the University of Namibia with the support of the Namibia Literacy Trust (NLT). It was summarised and edited by Professor John Aitchison of the University of KwaZulu-Natal, South Africa.

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OSISA

Open Society Initiative
for Southern Africa

FOREWORD

Kavena Shaleyfu

This research study was launched by the Open Society Initiative for Southern Africa (OSISA) Education Programme in collaboration with Institut für Internationale Zusammenarbeit des Deutschen Volkshochschul-Verbandes (dvv international) Southern Africa Office.

We wish to thank the Namibia Literacy Trust (NLT) for hosting the study and all the support given in terms of research assistants, securing appointments with respondents, and organising meetings with stakeholders for the study sensitisation and for the validation of the study report.

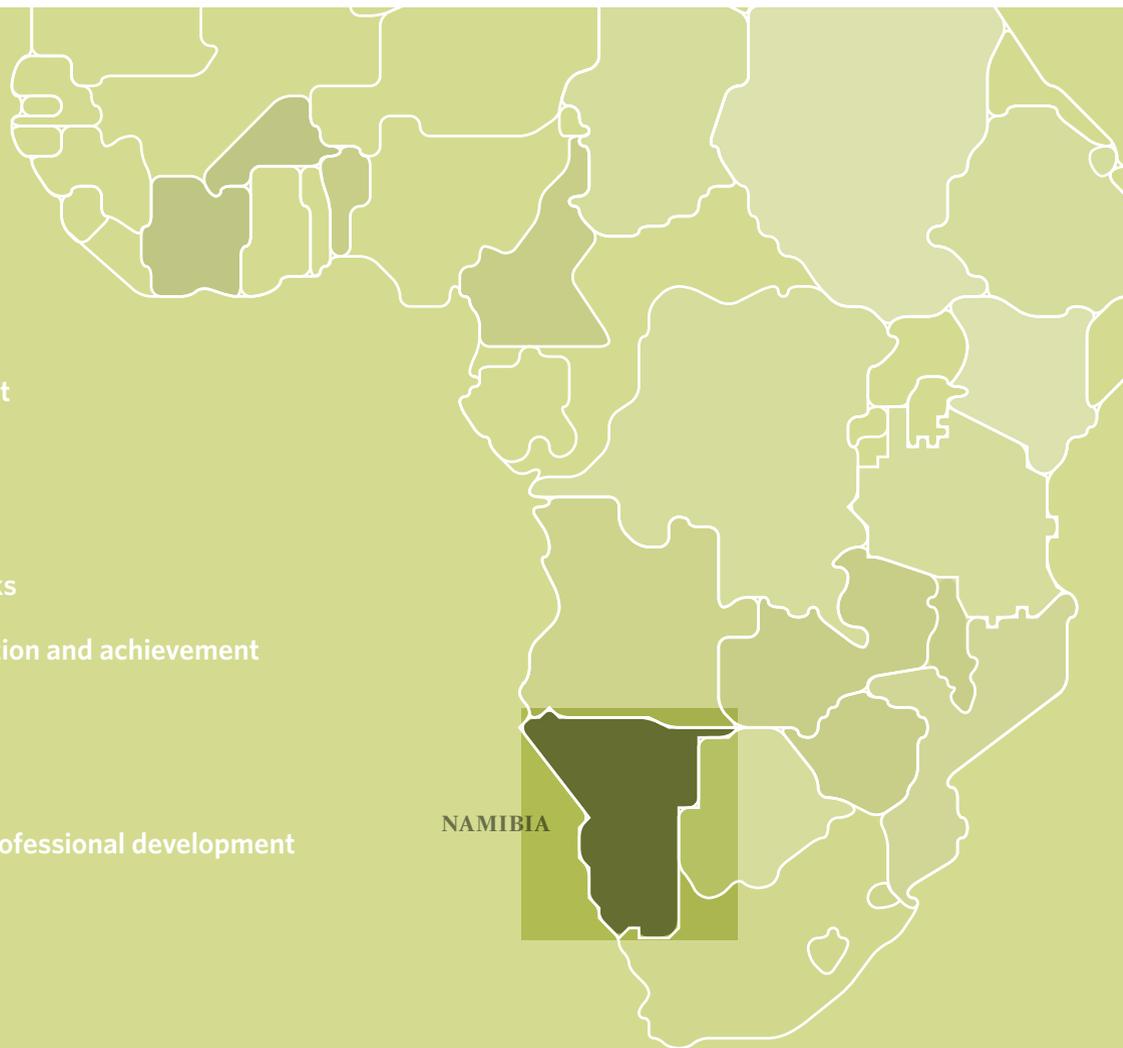
We also thank stakeholders for their comments on the earlier drafts of the research report.

In addition, we are grateful to the Ministry of Education officers for their time, the kind support, for pointing out outdated information, and for providing venues for the stakeholders' meetings.



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NAMIBIA

1.

INTRODUCTION

“Clear policy, financing and good governance are needed to ensure that young people and adults alike receive access to education”

In 2011 the Open Society Initiative for Southern Africa (OSISA) conducted a research study in five of the countries in the region – Angola, Namibia, Mozambique, Namibia and Swaziland – to draw an up-to-date map of the current state of youth and adult education in these countries – the policies, institutional frameworks, governance, funding, provision and stakeholders. In addition, the study looked at the quality and coherence of the current base as a foundation for future growth and action that is congruent with the vision of open societies in which every citizen has access to free education facilitative of full participation in a democratic society.

This report on Namibia is part of that regional study and is based upon research conducted in the country in 2010 and 2011 by Kavena Shalyefu of the Faculty of Education of the University of Namibia and K.N. Nghipandulwa with the support of the Namibia Literacy Trust. The purpose of the study was to gain a deeper understanding of the current delivery of education and training to out-of-school youth and adults and to identify the effective institutions, educational practices, stakeholder collaboration and networking that will

improve its quantity and quality. It is hoped that this report can challenge Namibia to further strengthen its youth and adult education policies and make suitable institutional and financial provision to meet the educational needs of its young and old citizens.

There is increasing international consensus that basic education, which includes life skills for young people and older adults, is an essential tool to enhance participation in democracy and contribute to the fight against poverty – two outcomes which are of particular relevance to poor and marginalised members of the societies of southern Africa.

Clear policy, financing and good governance are needed to ensure that young people and adults alike receive access to education – as is their right. This research study has sought to understand the extent of the challenges, identify their root causes and seek solutions to them. It is hoped that the findings will provide both state and non-state actors with policy and other recommendations that will lead to interventions that result in better governance and coordination of the sector.

“Literacy involves a continuum of learning in enabling individuals to achieve their goals, to develop their knowledge and potential, and to participate fully in their community and wider society.”

What do we mean by youth and adult education?

The definitions of adult education, formal education and informal education used by Namibia’s Ministry of Education are generally in line with most definitions used by UNESCO and other international research institutions.

The **National Policy on Adult Learning** (Ministry of Basic Education, Sport and Culture, 2003a, p. 5) defines adult learning as:

The entire range of formal, non-formal and informal learning activities, undertaken by adults and out-of-school youth, which result in the acquisition of new knowledge, skills and attitudes in order to enhance the quality of life.

The National Literacy Programme of Namibia of the Ministry of Education uses a well-known UNESCO definition of literacy as the:

Ability to identify, understand, interpret, create, communicate, compute and use printed and written materials associated with varying contexts. Literacy involves a continuum of learning in enabling individuals to achieve their goals, to develop their knowledge and potential, and to participate fully in their community and wider society.

Literacy is further elaborated as functional literacy that includes: the three Rs (reading, writing and numeracy); adult upper primary education; new

technology; and family literacy, related to skills building and livelihoods generation.

However, in Namibia, in practice terms such as adult education and non-formal education are usually applied very narrowly to literacy and basic education for adults and out-of-school children and youth. The term ‘non-formal education’ is particularly confusing in this context as its aims (often to provide full certificated equivalence to formal schooling) and its teaching modes (classroom based teaching) are both thoroughly formal. This very narrow definition results in the providers of genuine adult education not identifying themselves as adult education providers. Sometimes the terms ‘lifelong education’ or ‘lifelong learning’ are used to express a broader conception of adult education.

This report uses a broad definition of adult education as applying to all education and training that is not part of the regular schooling, business, technical and training college and higher education system that children enter about age 6 or 7 and exit in their mid-teens to early twenties. Therefore, this definition of adult education includes provision not only for those recognised as fully adult, but also for youth who are not part of the regular formal education system. This is in accordance with the UNESCO usage, which considers an adult to be aged 15+. Youth and adult education includes programmes intended for out-of-school youth as well as much non-formal education, which replicates formal schooling (though usually without recognised certification).

2.

THE NAMIBIA CONTEXT

“the unemployment rate stands at an enormously high 51.2 percent of the economically active population.”

An independent state since 1990, Namibia is bordered to the south by South Africa, on the east by Botswana and the north by Angola. Much of the territory is desert or arid land, except in the north. Only about 1 percent of the land is arable.

Namibia has a stable multi-party democratic system. The country is divided into 13 administrative regions, which have directly elected regional councillors.

Namibia has a small population of about 2,130,000 people and the second-lowest population density in the world. The majority of the Namibian population resides in the north of the country, although many are now resident in towns throughout Namibia. There are a number of minority groups, some of whom are relatively marginalised, such as the San, the Ovahimba and other poor communities.

The Namibian economy is very dependent on the extraction and processing of minerals like diamonds, uranium, lead, zinc, tin, silver, natural gas and tungsten. However, subsistence agriculture remains the main source of income for about half

the population. Namibia gains a considerable portion of its revenue from the Southern African Customs Union.

Though Namibia has one of the highest GDP per capita in Africa, due to the uneven distribution of income, half of the population lives on or below the equivalent of US\$1.25 a day.

Recent labour surveys report that the unemployment rate stands at an enormously high 51.2 percent of the economically active population. The Namibia Labour Force Survey (NLFS) of 2008 (Ministry of Labour and Social Welfare, 2010, p. 1-2) found that of 1.1 million Namibians aged 15 years and older, only 331,444 (or about 30 percent) worked, while 347,237 were unemployed (down from a high of 428,173 in 2006) and 428,173 were economically inactive. Officially 58.4 percent of Namibia's female labour force, and 43.5 percent of the male work force, was jobless. Nearly 60 per cent of the country's workforce between 15 and 34 years was unemployed - 66.8 percent of women in this category had no work, while 41.6 percent of men were jobless.

Over the years, the government has embarked on several programmes to tackle unemployment, but without great success. There is a general shortage of programmes that teach skills that lead to decent employment and the employment situation in Namibia is characterized by an excess supply of unskilled labour and at the same time a lack of skilled labour. A factor contributing to the lack of skilled labour is the high dropout rate of children from lower and higher primary schools as well as from high school (especially in grades 10 and 12). These school leavers do not have employable and marketable skills and increase the supply of unskilled labourers. School-leavers who complete only primary, junior secondary or senior secondary education face a high likelihood of unemployment – the rates in 2008 were 30, 40 and 20 percent respectively (African Development Bank and OECD, 2008, pp. 485-486).

Added to the number of unemployed are the 9,119 registered and verified ‘Children of the Liberation Struggle’ in the thirteen regions. These children, who were born in exile, have added to the number of unskilled youth and since the registration is not yet completed, the number of unemployed people will continue to increase.

In addition to the high rate of unemployment, Namibia is well-known as being a country with one of the highest levels of inequality in the world, although there has been a decline from the high of 70 to a new estimate of 58

(Brown, 2011). Indeed, since independence the status of a significant proportion of the Namibian population (including the San and Ovahimba and other rural and urban poor) has deteriorated and the dependence on welfare from the state increased.

Population, poverty and inequality			
Population	Population growth rate	Population on less than US\$1.25 per day	Gini index
2 130 000	1.9%	49%	58

Sources: United Nations Population Division, 2008, United Nations Development Programme, 2008 and 2011, and World Bank, 2011

Note: A value of 0 on the Gini index represents perfect equality, a value of 100 complete inequality

The Education and training situation

Namibia allocates a growing percentage of its national budget to education and it has risen from 22.4 percent in 2008/9 to 29 percent in 2012/13. Despite the sizable budgetary allocation to the education system, the output of the system does not match the input. More work needs to be done in order to increase social returns on the investment in education from current low levels as reflected in high levels of

unemployment among the economically active population (ages 18-65 years).

In 2008, this educational expenditure represented 6.4 percent of Namibia’s Gross Domestic Product, which is high by world standards, and is in line with Namibia’s commitment to the Dakar Education for All goals.

However, the formal education system still has many problems. Repetition rates remain high (about 18 percent in primary school – with a higher rate for males (22 percent) than females (14 percent) (UNESCO Institute for Statistics database, 2010). About 23 percent of primary school children drop-out – once again with a higher percentage of males (27 percent) than females (20 percent).

Repetition and drop-out rates are higher among the poorer and more marginalised groups. Educationally, marginalised children are a diverse group, and their educational needs differ from community to community. This group comprises children of farm workers, San children, Ovahimba children, street children and children in squatter areas. For most of the groups, two common factors influencing their education are poverty and/or attitudes shown by non-marginalised groups. A third factor, linked to poverty, is the high illiteracy rate among the parents of the educationally marginalised children. The farmworkers are not only poor but a high proportion of them are also illiterate.

School leavers in different school phases (as percentages)

School phase	2001	2002	2003	2004	2005	2006	2007
Lower primary	6.4	11.5	14	11.5	12.5	4.9	11.4
Upper primary	19.8	18.4	17.4	18.2	20	15.5	19.3
Junior Secondary	44	41.9	43.3	41.3	40.2	44	33.7
Senior Secondary	29.4	28	24.7	28.9	27.1	35.5	35.5

Source: EMIS. (2008). Education Statistics. Ministry of Education and Culture. Windhoek. Namibia

A large number of out-of-school children and unemployed young people and adults are not involved in education or training.

At and out-of-school young people (ages 7 to 13): 2008

	All	Male	Female
Population	363 000		
At school	329 000		
Out-of-school	34 000	21 760	12 240

Source: UNESCO Institute for Statistics database, 2010

The needs of - and also the complexity of responding to - this group are immense, yet current resources are very small. For example, vocational education and training facilities are totally inadequate to meet the needs out-of-school youth and unemployed adults.

In 2008, there were only about 3,000 trainees are enrolled in ten Vocational Training Centres (VTCs) and six Community Skills Development Centres (COSDECs), although the number is steadily increasing (African Development Bank/OECD, 2008, p. 485-486). Annually, around 1,500 students enter the training facilities, while around 250 graduate. However, this falls far short of accommodating the 16,000 annual Grade 10 school leavers, who are supposed to benefit from these centres. Many of the Grade 12 school leavers (some 31,000 per year) also apply to these sites. Thus, only a minority of school leavers receive formal vocational education and training and there are looming shortages of professionally qualified workers in many fields.

Furthermore, vocational education and training pass rates are on a downward trend and are now fairly low (23 percent in 2004). This problem is ascribed to the lack of really experienced professional trainers, bureaucratic over-centralisation that deprives the training centres of flexible and independent management and decision making, lack of modern equipment and a lack of organisational clarity. There is also considered to be a serious mismatch between the training outcomes and the needs of employers.

Although the number of people who have never been to school has declined (a 1991 Namibia Housing Income and Expenditure Survey found that 44 percent of the population had never been to school at all, while 37 percent had only attended primary school), there are still a significant number of children out of school, particularly among groups such as the San and Ovahimba.

Interestingly, while the majority of adult illiterates are female, the majority of youth illiterates are male.

Adult and youth illiteracy

	Illiteracy rate (%)			Number of illiterates		
	Total	Male	Female	Total	Male	Female
Adults (15 +)	24	22	26	158 000	75 260	83 740
Youth (15 to 24)	7	9	5	32 000	20 160	11 840

Source: UNESCO Institute for Statistics database, 2010

3.

POLICY FRAMEWORKS

“Literacy, in particular, is a prerequisite for poverty reduction, human development and peace.”

The existence of adult education policies indicates that a country recognises the importance of the education of adults as a means towards achieving social, cultural or economic development or other goals. It also indicates explicit political commitment to allocate the necessary resources to implement appropriate strategies for adult education (although not necessarily immediately or completely).

The importance of there being actual official policies explains the concern of the Nairobi 2008 *African Statement on the Power of Youth and Adult Learning and Education for Africa’s Development* (UNESCO, 2009a, p. 3, 5) that:

Very few countries have comprehensive policies, legislation and strategic plans related specifically to youth and ALE. The lack of these frameworks weakens the linkages between non-formal and formal education and multi-sectoral collaboration and inhibits the incorporation of African perspectives into youth and ALE ...

Every country should have a comprehensive national youth and adult learning and education policy and action plans (which also provide a comprehensive language policy and support for the creation of literate environments). This policy should be backed by legislation together with strengthened capacity to give effect to the policy. This policy should take into account strategies for poverty alleviation.

To ignore the lack of education and training for youth and adults, unemployment and illiteracy as well as the failure to recognise prior learning in today's knowledge driven societies is synonymous with exclusion and marginalisation. Literacy, in particular, is a prerequisite for poverty reduction, human development and peace. Investing in youth and adult education is a key component of strategies to promote sustainable development, to achieve the Education for All (EFA) goals, in particular Goals 3 and 4 (youth and adult learning, adult literacy), and the Millennium Development Goals (MDGs).

So what policies and strategies (at governance level) exist in Namibia that support education for youth and adults?

Namibia has demonstrated through policies, laws and practices that there are sound national intentions to invest in the education and training of all groups of people, including youth and adults. The policies and laws are inclusive. They have left no citizen behind - from the cradle to the grave, and from able to the disabled, from the poor to the affluent, and from the advantaged to the disadvantaged. In many respects, Namibia is advancing towards a full lifelong learning approach.

The EFA commitments are also a significant international policy influence on the way that Namibia is trying to achieve its vision of liberation from poverty, hunger, ignorance,

disease and unemployment and the promotion of long-term economic growth and a knowledge-based society, which is currently encapsulated in the *Vision 2030* document (Office of the President, 2004).

However, a key factor affecting the implementation of youth and adult education is not the lack of policy frameworks or legislation but the lack of a comprehensive adult education policy and legislation. While existing policies and laws do deal with some important adult education matters, after more than 20 years of independence the country's policies and implementation guidelines are still highly fragmented with a noticeable absence of a coherent, integrated policy framework for dealing with the youth and adult education needs of the very poor in general, and the most marginalised groups such as the San and Ovahimba in particular. There is a need for a framework for the development of comprehensive youth and adult education policies in Namibia and plans for promoting awareness of these policies.

A National Policy on Adult Learning is in place (Ministry of Basic Education, Sport and Culture, 2003a). The policy seeks to establish a formula for funding adult basic education activities in the country (including the establishment of a National Council on Adult Learning) but progress in this regard has not been slow due to insufficient political will and commitment. Therefore, the country's commitment to meet

the EFA goals in respect of Adult Learning for All poses a challenge of co-ordination, policy implementation and monitoring.

Some policies have accompanying legislation or are themselves the outcome of legislation. Those policies that are not anchored by acts seem to have considerable constraints in implementation. Other policies and acts have not been used to generate actionable guidelines. Others have been silent on the budgetary stipulations with the inevitable consequence that it has been difficult, if not impossible, for the policies to be implemented because they lack a legal basis or mandate for expenditure.

Many of the policies that impact on, or could impact on, youth and adult education cover inter-ministry or inter-disciplinary areas. Although such policies are comprehensive, some of the implementation guidelines are lacking and the collaboration with other relevant policies are wanting.

In terms of civil society organisations, few have policies on youth and adult education as such. Most NGOs have strategic guidelines, rules and regulations, though they claim to operate within the framework of national policies and legislation on education and in terms of the Constitution of Namibia. Some of these providers indicated that they came into being as a result of the government's decentralisation policies.

Policies

- Policy Guidelines for the Second Phase, 1996–2000 of the National Literacy Programme in Namibia (1997)
- National Policy Options for Educationally Marginalised Children (1998)
- National Policy on Adult Learning (2003)
- National Policy on HIV/AIDS for the Education Sector (2003)
- Vision 2003 (2004)
- Namibia Policy for the Orphans and Vulnerable Children (2004)
- Strategic Plan of the Namibian Coalition for the United Nations Literacy Decade (2005)
- Namibia Vocational Educational Training (VET) Policy (2005)
- Information and Communication Technology Policy for Education (2005)
- National Youth Policy (2006)
- Education and Training Sector Improvement Programme (ETSIP) (2007)
- Draft Open and Distance Learning Policy (2007)
- Draft Lifelong Learning Policy (2010)

Many government policies cover interdisciplinary areas related to youth and adult education. However, implementation guidelines that highlight this relationship are lacking and their connections to other policies are weak. The main obstacles are in the implementation guidelines, the plans of action and the execution thereof. There is a lack of political support, poor

“The right of adults to education is enshrined in the constitution”

coordination and collaboration, and there is duplication of services.

Of the 25 institutions that were interviewed for this study, only three had their own stand-alone policies. What they have are operational guidelines, strategic plans, rules and regulations that direct the programmes for implementation and govern the day-to-day conduct of employees. Some organisations make use of government (Ministry of Education) policies on education and training to ensure that they are relevant and responsive to the national needs and they are governing their institution within the framework of national expectations.

Legislation

The right of adults to education is enshrined in the constitution – with Article 20 guaranteeing the right of all citizens to a basic education, including adult education and further education.

There is also a substantial amount of legislation that affects youth and adult education in some way, including:

- University of Namibia Act (1992)
- Polytechnic of Namibia Act (1994)
- Namibia Qualification Authority Act (1996)
- Namibian College of Open Learning Act (1997)
- Namibian Student Financial Assistance Fund Act (2000)
- Decentralization Enabling Act (2000)
- Education Act (2001)
- Higher Education Act (2003)
- National Youth Service Act (2006)
- Vocational Education and Training Act (2008)

Therefore, lack of legislation is not, per se, a negative factor affecting implementation, but the lack of political will – identified via a comprehensive enabling act – is.

4.

GOVERNANCE

The Ministry of Basic Education, Sport and Culture and the Ministry of Higher Education, Training and Employment Creation were combined in 2005 to form the Ministry of Education, which is responsible for the planning, management and monitoring of the education system.

The system is a highly centralised, unitary one and staffing norms and standards, and curricula and programmes are national. Formal schooling curriculum matters are usually defined by the National Institute for Educational Development (INDE), although the ministry may approve regional adaptations. Some functions

are transferred to provinces, districts and schools (particularly in relation to education, resource and financial needs). The planning process at the district level is conducted in association with the Ministry of Planning and Finance.

There is a Department of Lifelong Learning that includes the following:

- Directorate of Adult Education
- Directorate of Namibia Library and Information Services
- Directorate of Vocational Education
- Directorate of Namibia Qualifications Authority (NQA)

“The main function of the Directorate of Adult Education is to provide opportunities for adults in Namibia to acquire knowledge, skills and positive attitudes to participate in the socio-economic activities of the country and to improve the quality of their lives.”

The Ministry of Education (2012) describes the Directorate of Adult Education thus:

The main function of the Directorate of Adult Education is to provide opportunities for adults in Namibia to acquire knowledge, skills and positive attitudes to participate in the socio-economic activities of the country and to improve the quality of their lives. The main objectives of the directorate are to:

- Provide access to Namibians in need of Adult Education programmes;
- Provide relevant sources of information through the Community Learning and Development Centres (CLDCs);
- Provide entrepreneurial skills for self-development to adults;
- Provide relevant and multi-level learning activities and link these to adult daily and socio-economic needs;

- Develop programmes to facilitate parent education to increase understanding and knowledge of childhood development (family literacy programme);
- Review Directorate of Adult Education progress and setbacks in order to work out plans to enhance its planned activities;
- Strengthen the policy and legal framework for Lifelong Learning – Education and Training Sector Improvement Programme (ETSIP); and,
- Improve equity and access to high quality lifelong learning opportunities – ETSIP.

The presence of a substantial department, one of four, dedicated to lifelong learning, does show Namibia’s commitment to the field.

The Department of Tertiary Education, Science and Technology includes a Directorate of Higher Education.

In terms of the National Policy on Adult Learning of 2003, an Adult Learning Council was to be established to be responsible for the promotion and coordination of adult learning interventions, policy development and implementation, the maintenance of standards in the provision of adult learning and advice on the funding needs of adult learners. Unfortunately, the Act did not make provision for how the Council would be maintained in terms of remuneration and allowances for the sittings. Lack of that provision has made it impossible to activate the Council's operations. The inability of the Adult Learning Council to liaise with the public, parastatals, private sector, non-governmental organisations (NGOs) and community-based organisations (CBOs) on matters relating to the overall development of adult learning has resulted in fragmented operations in the country.

The Ministry is responsible for Colleges of Education and Vocational Training Centres.

The Ministry of Education also has an ICT in Education Initiative called TECH/NAI, which has a comprehensive strategy for the integration of ICTs across the entire education sector. It also aims to 'empower whole communities in bridging the digital divide and meeting the goals of Vision 2030'. (TECH/NAI, 2007)

The Ministry of Youth, National Service, Sport and Culture has the mandate to empower,

encourage and support the effective and constructive participation of the youth in the process of national development and decision-making and to ensure that youth concerns, needs and aspirations are integrated into the mainstream of all government policies and actions. The Ministry has five Directorates: Youth, General Services, Sport, National Heritage and Culture Programmes, and Arts.

This Ministry plays two roles: that of provider and funder. It provides financial assistance to national bodies through grants to the National Youth Council, National Youth Service, and subscribing to the Namibia Youth Credit Scheme (NYCS) under the umbrella of the Commonwealth Youth Programme with an annual subsidy.

Overall governance in the youth and adult education sector is very challenging - and is largely attributable to the lack of implementation guidelines and also the duplication of services.

The majority of civil society organisations have a management structure that is hierarchical in nature with a Board of Directors and management teams composed of general managers/executive directors, or, in smaller organisations, merely a coordinator. They do not have any political affiliations. The Boards usually make the important decisions.

Some respondents indicated that their programmes are decentralised down to

coordinators in the regions and the impact of this is that services have been brought closer to the people. However, several organisations indicated that they do not have the capacity to run offices in the regions and that all directives and programmes still come from head office. This implies that it is not decision-making that is decentralised but it is simply the normal extension of a line management system downwards.

According to the findings of the study, most of the providers of youth and adult education focus more on life skills as the main component of their programmes.

5.

FINANCIAL FRAMEWORKS

“The reason why Namibia has already achieved these international commitments is because education has been a national priority since independence in 1990.”

There is no obvious financial policy framework guiding the allocation of funds to the youth and adult education sector by either government or NGOs. Although the government spends a large proportion of the budget on education and training, the distribution of that budget is complicated and over-influenced by historical precedents and the political commitment of the implementers.

The government of Namibia invests more than 6 percent of Gross National Product in education and is now working towards increased investment in youth and adult education as required by the Dakar Framework for Action (UNESCO,

2000) and the Belém Framework for Action (UNESCO, 2009b). The reason why Namibia has already achieved these international commitments is because education has been a national priority since independence in 1990. The government spends the largest portion of its budget on education and it is ranked in the top three countries in the world in terms of the percentage of the total budget that is spent on education.

However, according to the Namibia report of 2008 for CONFINTEA VI, the then Directorate of Information, Lifelong Learning and Adult Education in the Ministry of Education, received less than 1 percent of the annual educa-

tion budget (Shaketange and Nitschke, 2008). In 2011, it had grown to 2 percent.

The government has been increasing the budget allocations to the education and training sections of the various ministries (not all of whom have education provision in their mandate). These ministries run youth and adult education programmes as part of their social responsibility or capacity building mandates. For example, the Ministry of Defence, the Ministry of Prisons, Safety and Security; the Ministry of Agriculture, Water and Forestry; the Ministry of Health; the Ministry of Youth, Sport, Culture and National Services; and the Ministry of Local Government and Housing all have sections that provide some form of education or training to youth and adults and the budgets allocated tend to be determined by the nature of the activities proposed and planned at workshops and conferences and are only constrained by the guideline amount given to each ministry for the particular fiscal year. In addition to those criteria, the influence of political decisions and the historical backgrounds of the programmes being funded also play a part.

Currently, the Ministry of Education allocates 2 percent of its total budget to the Directorate of Adult Education, while the Ministry of Youth, National Service, Sport and Culture allocates a similar percentage and the Ministry of Defence

allocates less than 1 percent to its youth and adult education programmes section.

While the government is putting many resources into providing youth and adult learning for sustainable development, peace and democracy, the current trend of decentralisation in decision making has not been accompanied by the necessary political will or the appropriate budgetary delegation and strategies to sustain youth and adult education programmes. These programmes have not featured strongly as priorities in financial planning.

Government allocations to youth and adult education: 2006 - 2010 (US\$)					
Ministry	2006	2007	2008	2009	2010
Ministry of Education		15 000	18 000	20 000	21 000
Ministry of Defence	125 000	125 000	125 000	125 000	125 000
Ministry of Youth, National Service, Sport and Culture		7 800 000	9 600 000	29 700 000	34 400 000
San Development Programme (Office of the Prime Minister)	38 000	51 000	64 000	102 000	255 000
Sam Nujoma Multi-Purpose Centre	6 500	8 900	9 000	8 600	6 000

Note: The San Development Programme budget allocation is for all activities not only education.

There are some NGOs that rely solely on government funds. Others depend on grants from donors or from contracts with private sector institutions. Others, especially small training organisations, rely on the income they make out of the enrolment of students/trainees at their respective centres. In many programmes, participants are required to pay for their studies and these fees are a way of supporting the providing agency's running costs (although such cost recovery seldom meets the full expenditure).

Most of the non-governmental and private providers of youth and adult education do not receive all the assistance from the state that they would wish for, although many of them do get some financial assistance, reading materials and professional support.

Some organisations indicated that they have plans to buy shares in a local business to ensure the sustainability of funds in case international donors stop funding their programmes.

Generally, there always seem to be problems of insufficient funds in youth and adult education. It is, however, extremely difficult to obtain accurate data on funding in this sector. This fact can be attributed to factors such as the lack of a national control body for adult education and the confidentiality of financial operations within organisations.

The budget allocations tabled below from some organisations gives a rough indication of the scale of expenditure amongst such organisations.

Non-governmental organisation allocations to youth and adult education: 2006 - 2010 (US\$)					
Organisation	2006	2007	2008	2009	2010
Creative Entrepreneurs Solution			6 400	32 000	38 500
Mendel Training Centre				15 300	46 000
Ondangwa Commercial College				72 000	94 500
Marco Mpollo Vocational Training Centre	4 000	6 000	3 700	14 000	33 300
KAYEC Trust Ondangwa Skills Training Centre	25 000	25 000	25 000	25 000	25 000
Kuisebmond Community Centre		6 000	4 000	1 600	1 300
DANIDA Training College			43 500	49 000	52 600
Capacity Building Initiative of Namibia (CABIN)	36 000	46 900			

6.

PROVISION: PARTICIPATION AND ACHIEVEMENT

Adult Education in Namibia is characterised by its diversity in terms of contents, methods, participants, levels and providers. It is multi-sectoral, involving different ministries as well as parastatals, the private sector, NGOs, CBOs and faith-based organisations (FBOs). Strikingly, many bodies are not aware that they are offering youth and adult education or training. In identifying providers, use was made of a publication produced in 2003 and funded by the then Ministry of Basic Education, Sport and Culture called *Adult Learning and Training Providers in Namibia 2003* (Ministry of Basic Education, Sport and Culture, 2003b), although many organisations were not listed in it (and it needs to be updated).

Provision of services can be broadly categorised into that by government, NGOs and FBOs, and the private sector.

The data on provision collected in the study focussed mainly on basic education and training – some of it relatively formal as in literacy, primary and secondary school equivalency education, and lower levels of skills training (including entrepreneurship) and life skills and health education. Many

of these programmes are meant to increase marketable competencies and skills and hence employability. Of the 26 organisations that were looked at closely, most provide literacy and skills to youth and adults. Although most of these educational programmes tried to focus on the particular needs of the participants, they tended to have fixed programmes and the participants would just join the programmes of their choice.

Target groups for youth and adult education include – but are not limited to – out-of-school youth in both rural and urban areas, particularly disadvantaged groups. Many organisations have indicated that they want to ensure that their target group's standards of living improve and that they become employable, marketable or are able to initiate income-generating activities. The programmes' content is based on participants' choice, the decisions of the target population and the availability of funds.

Many of the bodies felt that their content needs to be enhanced, for instance, adding HIV/AIDS and any content relevant to the expressed needs of the participants. They

also suggested that the organisations that offer similar or identical programmes should collaborate and pool their efforts so that they avoid the duplication of courses, which creates unnecessary competition. There was also a perception that there was often a lack of coordination, collaboration and support amongst the different providers in the sector.

State provision

The data collected from government ministries on provision and attendance of youth and adult education programmes found the following

The Ministry of Education runs literacy and adult basic education for approximately 22,000 adult learners so that they can acquire, retain and apply literacy skills in the employment sector. There are plans to improve the effectiveness of existing national literacy programmes by expanding and improving access to lifelong learning, and finalising the Lifelong Learning Policy and Unit standards for Adult Basic Education.

The government has put a lot of money into the National Literacy Programme. Organisationally, the programme makes use of existing education facilities, with a cascade down to the delivery

sites. It targets adults and children, who are overage to attend primary school (ages 13 to 16) and who have never been to school or dropped out very early on. It has three stages that are equivalent to school grades 1-4 (UNESCO Institute for Lifelong Learning, 2012)

The total numbers enrolled, tested and passed in the table are for the period 2001-2007, although it needs to be noted that some individual learners may have been recounted if they re-enrolled. The figures have shown a decline in this period, which suggest that the current programme is losing its effectiveness.

National Literacy Programme enrolments and pass rates: 2000/2001 to 2006/2007

	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007
Stage 1							
Enrolled	11,071	8,225	6,361	7,011	6,209	7,128	5,848
Tested	7,442	4,606	4,294	4,867	4,249	4,397	4,147
Passed	5,729	2,441	3,432	4,074	3,484	3,650	3,373
% passed	77.0%	53.0%	79.9%	83.7%	82.0%	83.0%	81.3%
Stage 2							
Enrolled	7,094	8,900	7,884	8,082	8,793	8,149	6,992
Tested	5,022	5,963	5,396	5,651	5,967	5,667	5,192
Passed	4,216	3,220	4,405	4,608	4,833	4,817	4,177
% passed	84.0%	54.0%	81.60%	81.6%	81.0%	85.0%	80.5%
Stage 3							
Enrolled	12,548	10,832	8,066	8,645	7,671	8,046	8,371
Tested	8,492	7,030	5,257	5,494	4,952	5,156	5,529
Passed	7,030	4,4077	4,486	4,834	4,259	4,434	4,308
% passed	82.8%	58.0%	85.3%	97.9%	86.0%	86.0%	77.9%

Source: EMIS. 2008. Education Statistics. Ministry of Education and Culture, Windhoek. Namibia

“It has been found that the graduates of the NLPN cannot cope with the learner materials in AUPE if they have not taken English as a subject before.”

In 2008, the programme was evaluated (McKay, Kotze and Ramurumo, 2008) and the curriculum and materials reviewed. The curriculum and materials are now in the process of being revised to fit and adjust to the needs of the targeted population. McKay and Ramurumo reported that the implementation of the programme had already gone beyond what the policies envisaged and that there was a need for better articulation between NLPN and Adult Upper Primary Education (AUPE) and vocational and skills training. They also made a number of detailed recommendations, particularly about language subjects (such as that English should be introduced as a spoken language in NLPN Stage 1 and as a written language from Stage 2) and the articulation of the programme with others.

There has been some dissatisfaction with the model of literacy used by the Ministry of Education as there seems to be a mismatch between this model as present in the original guiding documents of the programme and the implementation. While there are efforts to review and rebrand the programme, its current funding is usually only enough for the routine continuation of the programme. It will be difficult to re-brand the programme without an increase in the budget and a complete overhaul of the implementation strategy.

Adult Upper Primary Education (AUPE)

Namibia runs a three-year Adult Upper Primary Education (AUPE) programme, which consists of four core courses and four optional courses. The learners must take six courses in all; four

core courses and two optional courses at the rate of two courses each year. Although the AUPE curriculum is considered equivalent to upper primary schooling (Grades 5, 6 and 7) and develops similar competencies, it is not identical. It has been designed to be equivalent to the upper primary programme in the formal system, with the same complexity in terms of the learning tasks, skills and competencies required, although with more relevance to their daily adult life activities.

Graduates from the National Literacy Programme of Namibia (NLPN), who have completed its three stages are eligible to enter the Adult Upper Primary Education (AUPE). The participants include unschooled people who have managed through other means to achieve education equivalent to grade 4 of primary education. Those who have not completed the NLPN stages are required to write an admissions test, which is similar to the final test of school grade 3.

There were about 7,000 learners enrolled in 2008.

It has been found that the graduates of the NLPN cannot cope with the learner materials in AUPE if they have not taken English as a subject before. It has been recommended that English and Mathematics should be compulsory subjects in AUPE.

It has also been recommended that some sort of recognition of prior learning should be

introduced so that competent learners can move more quickly through AUPE, that materials and readers should be developed and that a structured portfolio for assessments be used.

McKay, Kotze and Ramurumo's 2008 evaluation also made recommendations about the AUPE programme, including that the National Qualifications Authority should fast track the system of accreditation for adult basic education with equivalences between the school-based system and non-formal education, that better articulation with the secondary education programme in the Namibian College of Open Learning (NAMCOL) was urgent, that NAMCOL should consider offering learners a course that would bridge AUPE learners and enable them to access to the range of NAMCOL options, and that options should be explored for AUPE graduates to enter non-formal educational skills training courses.

Currently, the Ministry of Education is busy designing a bridging programme to cover the gap between AUPE and the formal secondary school education qualification.

Adult secondary education

The Namibian College of Open Learning (NAMCOL) programme provides alternative secondary education programmes to about 30,000 learners (youth, school leavers and adults) each year. Its Secondary Education

programme intended for learners who have been unable to gain admission to the formal education system for Grade 10 (JSC) or Grade 12 (NSSC). It is open to both out-of-school youth and adults. The objective is to allow this target group to study at their own pace and convenience in order to complete their JSC and NSSC subjects.

It is expected that through the above activities most of the adult learners will have their academic grades upgraded, their general skills in life and literacy improved and competencies amplified. Not only has NAMCOL managed to achieve growth in student numbers, but its learners have also demonstrated improved outcomes in terms of their examination results.

Education for marginalised children

In an attempt to improve access to education for the marginalised children, the ministry - working together with NGOs - has introduced programmes such as the youth and adult education Village School programme, where the curriculum is community based and the San language is the medium of instruction. San teachers have been granted a status of Grade 10 equivalence in 1998.

In the Kunene region, a pilot mobile school project has started with the provision of twelve mobile school units for Ovahimba that were sponsored by overseas donors.

Youth education

The Ministry of Youth, National Service, Sport and Culture provides or funds youth volunteerism and projects around youth health, child justice, capacity building, environmental education, youth exchange programmes, youth gender, rural youth development and youth opportunities - as well as the National Youth Service (NYS), the provision of facilities, youth training, the national youth council, and the Namibia Youth Credit Scheme (NYCS).

The number of youth trained in entrepreneurship has increased from 732 in 2007/8 to 2,235 in 2008/9, while loans granted increased from 669 in 2007/8 to 1,219 in 2008/9. In addition, 2,376 jobs were created through 921 youth enterprises in 2008/9 compared to 998 jobs during 2007/8.

Publicly funded technical and vocational education and training

Generally Namibia has a modest but comprehensive set of state, private sector and NGO programmes to improve skills.

The Directorate of Vocational Education supports the Vocational Training Centres. In 2008 there were 5,733 learners in these centres (UNESCO International Bureau of Education, 2010). Courses are offered at a junior secondary level and people with work experience can be admitted even if they have not completed primary school. The

centres mainly offer training in construction, metal-working and carpentry, motor mechanics, electrician training, and fitting and turning.

The tertiary level Polytechnic of Namibia had an enrolment of 11,531 in 2010 and offers degrees, diplomas, higher certificates and certificates. It has a Centre for Open and Distance Learning (COLL). In the period 2003-2007, it received about US\$3 million in subsidies from the government for adult education.

The Directorate of Adult Education is not in a position to offer much needed skills training and it would not be cost effective for it to attempt it directly. However, it should develop a database of training providers, which it would accredit and monitor, and a costing formula.

The Ministry of Education and the Ministry of Youth, National Services and Sport and Culture provide business management skills for learners who need this training as a prerequisite to be able to access credit schemes or loans. The participants are expected to start projects, small businesses and become self-employed and self-reliant.

The Ministry set up an Adult Skills Development for Self Employment (ASDSE) scheme aiming at empowering adults who have graduated from the literacy programme with necessary skills through training to become entrepreneurs and to have the capacity to

access and utilise information technology to enhance their employability and capacity for self-employment. It also provides credit to prospective entrepreneurs to start up their small businesses with funds provided by the European Union. More than 100 people have benefited from this scheme. The main beneficiaries of the project are unemployed adults over the age of 18 who wish to set up small businesses.

There are also a number of Youth Skills Centres and Community Skills Development Centres (COSDECs) that offer skills training and have articulated their programmes with the more formal Vocational Training Centres. Provisional arrangements are in place for learners to move from the Youth Skills Training Centre to the Vocational Training Centre as they progress. The qualifications obtained are linked to those issued by the formal centres.

It is very difficult to get data on the total number of learners involved in vocational education and training. Overall it is small considering the number of potential learners who are young and out-of-school and out-of-work.

Continuing education and professional development

The Ministry of Education has a number of Community Development Learning Centres (CDLC), which allow other providers to use the

space for continuing education programmes. The CDLC has materials for reading and reinforcement of literacy to avoid relapsing to illiteracy and to encourage the communities to support the vision of a knowledge-based society.

- The Namibian College of Open Learning (NAMCOL) – as part of its strategy to address training needs – has developed and introduced a number of professional and vocational programmes, including:
- Certificate in Education for Development (CED) – for Community Development Workers;
- Diploma in Education for Development (DED)– for CED holders;
- Certificate in Local Government Studies (CLGS) – for Regional and Local Government Administrators;
- Commonwealth Diploma in Youth Development Work (CYP) – for Youth Development Workers;
- Certificate in Business Management (CBM) – for Grade 12 school-leavers and existing Entrepreneurs;
- Certificate in Community Based Work with Children and Youth (CWCY) – volunteers and people working with orphans and vulnerable children, etc.;
- Certificate in Early Childhood Development (CECD) – for CECD holders and members of the general public who meets entry requirements; and,
- English Communication Course (ECC) – for interested members of the general public.

Other service provision

There are a range of NGOs active in providing literacy and adult basic education – often linked to skills training and income generation activities.

Private sector providers are mainly active in skills training and continuing education.

Vocational education and training: NGO skills training enrolments and output: 2006 - 2010

Organisation	2006	2007	2008	2009	2010
Creative Entrepreneurs Solution			Enrolled 20 Graduated 20	Enrolled 300 Drop-outs 100 Graduated 200	Enrolled 598 Graduated 598
Mendel Training Centre				Enrolled 50 Drop-outs 3 Failed 8 Graduated 39	Enrolled 100 Drop-outs 5 Failed 15 Graduated 80
Ondangwa Commercial College				Enrolled 81 Drop-outs 4 Failed 5 Graduated 72	Enrolled 200 Drop-outs 52 Failed 12 Graduated 136
Sam Nujoma Multi-Purpose Centre	Enrolled 90 Drop-outs 1 Failed 9 Graduated 80	Enrolled 120 Drop-outs 2 Failed 5 Graduated 133	Enrolled 120 Drop-outs 1 Failed 2 Graduated 177	Enrolled 90 Failed 3 Graduated 87	Enrolled 60 Drop-outs 2 Failed 2 Graduated 56
Marco Mpollo Vocational Training Centre	Enrolled 80 Drop-outs 8 Failed 10 Graduated 62	Enrolled 100 Drop-outs 20 Failed 5 Graduated 75	Enrolled 250 Drop-outs 15 Failed 15 Graduated 220	Enrolled 300 Drop-outs 30 Failed 10 Graduated 260	Enrolled 150 Drop-outs 30 Failed 9 Graduated 111
KAYEC Trust, Ondangwa Skills Training Centre	Enrolled 221 Failed 1 Graduated 220	Enrolled 320 Drop-outs 2 Failed 5 Graduated 314	Enrolled 410 Drop-outs 3 Failed 4 Graduated 403	Enrolled 450 Failed 6 Graduated 444	Enrolled 480 Drop-outs 1 Graduated 479
Kuisebmond Community Centre	Enrolled 96 Drop-outs 49 Graduated 47	Enrolled 117 Drop-outs 70 Graduated 47	Enrolled 118 Drop-outs 50 Graduated 69	Enrolled 157 Drop-outs 60 Graduated 97	Enrolled 149 Drop-outs 73 Graduated 76
DANIDA Training College			Enrolled 40	Enrolled 36 Drop-outs 4	Enrolled 34 Graduated 32

7.

QUALIFICATIONS

“the registration process for qualifications is very tedious and resource heavy, particularly for small or individual providers.”

The Namibian Qualifications Authority (NQA) was based on South Africa's example and registers qualifications (at various levels according to defined level descriptors for various occupations); sets standards and performance benchmarks; accredits education providers (people, institutions and organisations) and courses; and evaluate competencies learned outside formal education (through a recognition of prior learning (RPL) process). It also evaluates whether any qualification (e.g. foreign qualifications) meet national standards.

Most providers of education for youth and adults have not yet registered their programmes with the NQA, partly because the registration process for qualifications is very tedious and resource heavy, particularly for small or individual providers. It is recommended that special provisions with more modest criteria be made for such providers. The fact that the standards for adult educators are still in the process of being endorsed by the NQA is another inhibiting factor. Generally, the quality of educational qualifications is only given attention when they are registered with the National Qualifications Authority.

Professional Standards for Adult Educators are still in the process of being recognised by the National Qualifications Authority. Many youth and adult education providers did not have these standards in mind when they designed their programmes, because in previous years, there was no quality control. The dilemma that is likely to be created by the standard for adult educators is the fact that upgrading those who did not have a chance to be in the formal education system may not fit into the National Qualification Framework. The controllers of the standards and the quality of programmes may need to suggest a framework that will fit the graduates from skills projects, literacy programmes and entrepreneurial skills.

The providers of youth skills do have some admission requirements for entrance into their programmes. Most of them require a grade 10 or grade 12 with a minimum of E in English – that is, at least a secondary school qualification with some practical English experience. Exceptions are made in programmes that focus on adult skills, entrepreneurship and basic or functional literacy. There is no age limit to enter these programmes although some demand that participants are aged 18 or over.

Currently, there is no standard-setting body for non-formal and literacy programmes, but it is envisaged that the National Council on Adult Learning, once established, would be involved. Meanwhile, the system of accreditation

for adult basic education is in the process of being established with equivalences between the school-based system and non-formal education.

The Ministry of Education and the NQA may need to make provision for a framework that can allow low-level adult education graduates to gain access to higher level qualifications. Currently, there are problems with students who study through profit-making providers whose courses are not registered with the NQA (or recognised anywhere else). Graduates from such programmes are not able to use their

qualifications for entry into other institutions, as there is no articulation between the providers.

Those organisations that have well-articulated programme exit levels at certificate, diploma, degree and advanced diploma levels are either registered with the NQA or they are in the process of being registered.

The 2008 evaluation of the National Literacy Programme (McKay, Kotze and Ramurumo, 2008) noted the need for better articulation between NLPN and Adult Upper Primary Education (AUPE) and vocational and skills training.

Formal education			TVET	
Secondary	↔	NAMCOL	↔	Polytechnic
Upper Primary	↔	Adult Upper Primary	↔	Technical and Vocational
Lower Primary	↔	NLPN Stage 3	↔	Skills training
	↔	NLPN Stage 2	↔	
	↔	NLPN Stage 1		
Formal schooling		Adult education		Skills and vocational

8.

QUALITY ASSURANCE

“The quality of youth and adult education providers is rarely measured be it internally or externally.”

The quality of youth and adult education providers is rarely measured be it internally or externally. The situation is complicated by the existence of training centres that were started as a means of gaining employment for the trainers and the quality of the provision by these centres is neither regulated nor monitored. The impact of the provision – directly through educational change or indirectly through the gaining of employment, etc. – is not being checked.

The Directorate of National Examinations and Assessment (DNEA) in the Ministry of Education is responsible for national school examinations.

Some organisations have pre-test and baseline assessments to determine the current level of the participants’ knowledge followed by a test after the training to determine the impact of the interventions. In addition to that, some administer comprehensive assessments that include oral and written class tests; assignments; homework; and end-of-term examinations.

The Namibia Senior Secondary Certificate (NSSC) curriculum was implemented nationally in formal schools in Grade 11 in January 2006. This curriculum has replaced the International General Certificate of Secondary Education (IGCSE), which was offered in collaboration with Cambridge

“In Namibia it is clear that evaluations have impacted on policies and strategies and influenced the revision and expansion of programmes.”

International Examinations (CIE). NAMCOL has implemented the same NSSC curriculum since 2007 – although only at the Ordinary Level.

Programme monitoring in adult education programmes and projects is done with a variety of methods – class visits and inspections, classroom observations, field visits, daily progress performance evaluations, vulnerability reduction assessments, SWOT analysis (of strengths, weaknesses, opportunities and threats) and various types of monthly and mid-year reports and assessments.

Programmes are evaluated using a variety of methods such as student evaluations of instructors, annual evaluations, peer evaluations, end of year class performance, end of semester assessments and examinations, annual internal and external evaluations, external audits and assessments, fact finding missions, programme reviews and end of training evaluation exercises.

In Namibia it is clear that evaluations have impacted on policies and strategies and influenced the revision and expansion of programmes.

Research

Namibia produced a model country report for CONFINTEA VI in terms of the clear conceptualisation of what data was needed. However, gathering data for this report showed continuing weaknesses in data collection and dissemination.

Most of the organisations that offer youth and adult education programmes keep attendance registers solely for their own purposes. Educators may collect this attendance information, but largely for payment claim purposes. The data is not necessarily aggregated and summarised for monitoring, evaluation, publicity or advocacy purposes.

The National Literacy Programme in Namibia (NLPN) keep records of participation for many reasons: payment of the literacy promoters depends on the attendance records; monthly reports and annual reports depend on the data collected throughout the previous months or years; and monitoring and evaluation of the number of participants depends on the

attendance records. However, the quality and the impact of the programmes cannot be measured through these indicators and indicators for the quality or impact of the NLPN are still pending. Difficulty is also encountered with the verification of the attendance records. Many inconsistencies and differences are detected in the numbers recorded on the various instruments used to summarise attendance records.

In terms of a standard format to collect, analyse or evaluate attendance records, only governmental organisations have a standard way of collecting, evaluating and disseminating such data.

Generally, organisations are slow to generate usable data for the current or previous year. Most publicly available data sets on provision and attendance are therefore somewhat dated.

The University of Namibia has a Department of Lifelong Learning and Community Education with eight staff members.

9.

PRACTITIONERS AND PROFESSIONAL DEVELOPMENT

“Trainers must be certified as such or have considerable subject matter expertise.”

The University of Namibia offers a two-year diploma in adult education and community development as well as Bachelor and Masters programmes. The university considers Adult Education to be a specialised profession. For the Bachelor degree, two specialisation fields have been created after the revision of the curriculum: Community Development (which contains considerable content on literacy and adult basic education) and Human Resource Development (with a stress upon training).

The Namibia College of Open Learning provides a Certificate for Development, a Higher Diploma in Adult Basic Education and Training and a Commonwealth Diploma

in Youth Development Work. District Education Officers and the Literacy Promoters are granted opportunities to upgrade their qualifications and become adult education professionals through a Certificate in Education for Development Programme designed by NAMCOL and recognised by the NQA.

The study found that most institutions and organisations engaged in youth and adult education have relatively high qualification requirements for employment – usually a professional qualification in formal education or adult education. Trainers must be certified as such or have considerable subject matter expertise. The qualification requirements in advertisements usually ask for a diploma

or a degree or extensive experience related to the post or subject content expertise. Few would ask for merely a grade 12 level of schooling plus some teaching experience. Some respondents mentioned a specific search for adult education graduates from the University of Namibia.

However, the majority of workers in the organisations providing education for youth and adults have not had specific professional adult education training. To gain recognition as professional adult educators, many employees enrol in adult education professional training (often via distance education) to upgrade themselves.

Ironically, because existing employees are in the process of upgrading their qualifications, this creates few openings for newly qualified graduates, who do have adult education qualifications.

There does not seem to be much provision of, or commitment to, organised professional staff development programmes nor does there seem to be much in the way of professional interaction or networking between providers in the same sector.

A new educator policy must take into account the need for career-pathing and educator development – both in terms of initial training and in-service training and educators’ conditions of service and workplace conditions. A greater advocacy drive is also needed to bring men into the sector as educators.

10.

CONCLUSIONS

“The field of adult education remains fragmented, advocacy efforts are dissipated across a variety of fronts and political credibility is diluted.”

Namibia has demonstrated through law, policies and practices that there are good intentions in terms of investing in all groups of people.

The laws and policies are inclusive. However, policy makers, actors and providers of youth and adult education services continue to underplay their mandate and fail to recognise and integrate the contributions that youth and adult education offer to the broader economic, social, and human development. The field of adult education remains fragmented, advocacy efforts are dissipated across a variety of fronts and political credibility is diluted. There is a need to consolidate fragmented bits of law and policy that relate to adult education, and form or reform educational structures in order to achieve desired outcomes in this field. This will require time, determination and commitment.

To take stock of the progress made in youth and adult education is a matter of urgency. This may seem an easy task but it is complicated – youth and adult education services happen in so many ways and in so many places that they cannot be easily described in a simple way. Youth and adult education takes so many different forms – formal afternoon classes in basic education; evening continuing education classes; literacy, numeracy, secondary school qualifications through distance or part-time; radio, television or computer teaching sessions; cultural events; church and institutional interventions in life skills and health education; informal, incidental, non-formal education; skills training and on the job training, and so on.

The field is so wide and many of the definitions commonly used so limiting (so much so that some providers do not even realise that they

are offering adult education!). The financial underpinning of youth and adult education is difficult to find and map – sustainability is a severe problem. There are clearly many mismatches of policy, coordination and implementation, institutions and programmes, actors and providers. Practitioner development requires thorough investigation. There is increasing recognition of the growing mass of unemployed and out-of-training and out-of-education youth – and too little vocational education and training provision to serve them.

There are many youth and adult education actors and providers in Namibia. It has been observed that they do their activities with passion and aspiration. But they need to work together for success in youth and adult education as the providers are targeting the

same small population but often without a common vision or strategy. They have diverse views of where they want to see youth and adult education going and what it should achieve as a sector. They are not working together in any sort of way even though they seem to know of each other's existence. The lack of any noticeable coordination effort between providers is evident from the lack of flow of learners between institutions, the lack of transition of participants into more formalised institutions of learning, and the lack of articulation between providers, for example, private institutions and the vocational training centres. But if these issues can be overcome and if these passions and aspirations can be gathered in one big effort, the impact on – what is, after all – a small population could be fast and hugely rewarding.

11.

RECOMMENDATIONS

The recommendations emanating from this study have taken cognisance of the list of general recommendations made in the *African statement on the power of youth and adult learning and education for Africa's development* made at the CONFINTEA VI Preparatory Conference in Africa in Nairobi in December 2008.

Policy, legislation and governance

1. Namibia needs to consolidate existing youth and adult education related policies and legislation into a comprehensive enabling act for youth and adult education.
2. There should be a review and revision of policies so that they can be adjusted to the current needs of the population.
3. Implementation of policy options relating to marginalised children should be done in a participatory way, which will empower them at various levels and actively encourage their participation in decision-making processes.
4. Appropriate mechanisms for the coordination of youth and adult education activities should be established that involve all stakeholders – and as an interim measures, a steering committee should be put in place to help coordinate the efforts of youth and adult education stakeholders and arrange an annual planning conference for stakeholders.
5. There should be more effective implementation of education policies that are already in place to support youth and adult education.

Awareness and recognition of youth and adult education

6. Agencies at all levels, including government ministries, that are involved in youth and adult education need to overtly identify themselves as being such providers and so assist in deepening the understanding of both key players and the public of the importance and priority of youth and adult education and reduce ignorance and even prejudice about it.

Curriculum

7. Old versions of implementation guidelines, for example, those of the National Literacy Programme of Namibia, need to be revised, and the implementers need to adapt their practices accordingly.

Literacy

8. Plans to overhaul the conceptualisation, curriculum and materials of the National Literacy Programme of Namibia must be supported as it is increasingly being recognised that initial literacy is not enough on its own.

Funding

9. Although the Namibia government has invested heavily in education it still needs to urgently increase the investment in youth and adult education.

10. New educational resources should be sought by partnering with the private sector, NGOs, communities, individuals and donors.
11. All stakeholders should advocate for an increase in political commitment to youth and adult education so that the required resources can be obtained to increase the scale of programmes.

Qualifications frameworks

12. Effective instruments and systems of recognition, validation and accreditation of all forms of learning, monitoring and evaluation should be established – as recommended in the *Belém Framework for Action* (UNESCO, 2009b).
13. The registration process for the National Qualifications Framework needs to be simplified and special provision (including less onerous criteria) should be made for small organisations.

Capacity building

14. Advertising adult education practitioner vacancies with formal (schooling system) education requirements should be ended and relevant human resource offices should be approached on this matter to advertise positions in such a way as to promote qualified youth and adult education professionals with the requisite experience.

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The Open Society Initiative for Southern Africa (OSISA) is a growing African institution committed to deepening democracy, protecting human rights and enhancing good governance in southern Africa. OSISA's vision is to promote and sustain the ideals, values, institutions and practice of open society, with the aim of establishing a vibrant southern African society, in which in which people, free from material and other deprivation, understand their rights and responsibilities and participate democratically in all spheres of life.

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dvv international is the Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV). Its main objective is the promotion of development through cooperation in youth and adult education. The domestic and international work of *dvv international* is guided by a commitment to human rights and the Institute's principles on the promotion of women and gender equality. *dvv international* supports non-formal and out-of-school education programmes that provide young people and adults with life-skills training that serve functions that complement formal education and training and compensate for their deficiencies. *dvv international* operates on a worldwide basis, with more than 200 partners in over 40 countries.

The Namibian Literacy Trust (NLT) was established in 1993 and is a not for profit service organisation whose mission is to use literacy and adult education to improve the livelihoods of people and to work towards sustainable development in Namibia. NLT provides adult education services and supports other organisations working in the adult education sector. NLT works in all parts of Namibia, particularly in areas where adult illiteracy and poverty is high and opportunities to improve their livelihoods are not available. NLT's work includes interventions targeting marginalised communities such as the San and Ovahimba. NLT achieves its vision through supporting adult and youth skills development programmes, supporting and promoting opportunities for open and distance adult basic education, and supporting and publishing research in the field of adult basic and literacy education.



