

MONITORING TOOLS FOR LIFELONG LEARNING AND ADULT  
EDUCATION ACTIVITIES IN NAMIBIA

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## **ABSTRACT**

The objective of this study was to develop monitoring tools for Lifelong Learning and Adult Education activities in Namibia. In order to achieve this objective, a qualitative-phenomenological design was employed to solicit perceptions on the strategies used to monitor Lifelong Learning and Adult Education activities, the monitoring tools used, and roles that the Lifelong Learning and Adult Education Council could play to uplift the monitoring tools for lifelong learning and adult education activities in Namibia. Purposive sampling technique was used to select a sample of 10 respondents from selected Windhoek-based institutions. A semi-structured interview guide and a document analysis checklist were used to collect data. Related literature and a system theory offered ideas that were used to conceptualise the unified groups of interrelated and interdependent parts of systems. Thematic content analysis was used to analyse data from both interviews and documents. Data were coded and related answers grouped and labelled. Categories were formed and segregated to form themes. The data revealed that various kinds of Lifelong Learning and Adult Education activities are taking place in different institutions in the country. However, most respondents had difficulty differentiating between lifelong learning and adult education activities. The findings have shown that a database system and collaboration were the most effective monitoring tools for Lifelong Learning and Adult Education activities. The data revealed that quantitative indicators dominate the collection of information on Lifelong Learning and adult education activities which omit the quality component of indicators than qualitative indicators. This study recommends for the immediate establishment of the National Lifelong Learning and Adult Education Council and its Monitoring and Evaluation Plan to ensure coordination, monitoring and evaluation of LLLAE activities.

## **TABLE OF CONTENTS**

<b>ABSTRACT .....</b>	<b>ii</b>
<b>LIST OF TABLES .....</b>	<b>viii</b>
<b>LIST OF ABBREVIATIONS .....</b>	<b>ix</b>
<b>ACKNOWLEDGEMENTS.....</b>	<b>xii</b>
<b>DEDICATIONS .....</b>	<b>xiii</b>
<b>DECLARATIONS .....</b>	<b>xiv</b>
<b>CHAPTER 1: BACKGROUND TO THE STUDY.....</b>	<b>1</b>
1.1 Introduction .....	1
1.2 Orientation of the study .....	1
1.3 Problem statement .....	4
1.4 Research questions .....	5
1.5 Significance of the study .....	5
1.6 Limitations of the study.....	6
1.7 Delimitation of the study .....	6
1.8 Operational definitions .....	7
1.8.1 Adult education.....	7
1.8.2 Lifelong Learning .....	7
1.8.3 National Lifelong Learning and Adult Education Council.....	8
1.8.4 Monitoring .....	8
1.8.5 Indicators .....	9
1.8.6 Institutions and Organizations of Lifelong Learning and Adult Education in Namibia.....	9
1.9 Chapter division .....	10
1.10 Chapter summary .....	11

<b>CHAPTER 2: LITERATURE REVIEW.....</b>	<b>12</b>
2. 1 Introduction .....	12
2.2 Theoretical framework .....	12
2.3 The Literature Review.....	14
2.3.1 Strategies for monitoring lifelong learning and adult education .....	14
2.3.2 Monitoring tools .....	21
2.3.3 Roles of national councils of lifelong learning and adult education.....	28
2.3.4 Indicators to measure lifelong learning and adult education activities.....	30
2.3.5 Development of monitoring tools to monitor LLL and AE activities .....	32
2.4 Chapter summary .....	37
<b>CHAPTER 3: RESEARCH METHODS .....</b>	<b>38</b>
3.1 Introduction .....	38
3.2 Research design .....	38
3.3 Population.....	39
3.4 Sample and Sampling procedures .....	39
3.5 Research instruments.....	40
3.6 Data collection procedure.....	41
3.7 Data analysis.....	42
(1) Transcription of data.....	43
(2) Organisation of data.....	43
(3) Coding and Analysing Data.....	43
3.8 Ethical Considerations.....	44
(1) Informed consent .....	45
(2) Confidentiality and anonymity .....	45
(3) Trustworthiness and reliability .....	46

3.9 Chapter summary .....	46
<b>CHAPTER 4: PRESENTATIONS, ANALYSIS, AND INTERPRETATIONS OF DATA.....</b>	<b>47</b>
4.1 Introduction .....	47
4.2 Presentations, Analysis, and Interpretations of Data.....	48
4.2.1 Lifelong Learning Activities.....	48
4.2.2 Adult Education activities.....	56
4.2.3 Monitoring of activities of LLL and AE.....	62
4.2.4 Available strategies to monitor LLL and AE activities .....	69
4.2.5 Monitoring tools for LLL and AE activities .....	76
4.2.6 Available monitoring indicators of LLL and AE activities .....	80
4.2.7 Suggested monitoring indicators for LLL and AE activities.....	85
4.2.8 Roles of the NLLAEC in Namibia .....	89
4.3 Summary of findings from sampled institutions .....	96
4.4 Presentations, analysis, and interpretations of data collected from document review .....	97
4.5 Overall findings of the study .....	99
4.6 Chapter summary .....	100
<b>CHAPTER 5: DISCUSSION OF FINDINGS, CONCLUSION, AND RECOMMENDATIONS.....</b>	<b>101</b>
5.1 Introduction .....	101
5.2 Discussion of findings .....	101
5.2.1 <i>Finding 1</i> : Most institutions sampled did not distinguish between LLL and AE .....	101

5.2.2 <i>Finding 2</i> : A database monitoring system is the most effective tool to monitor LLL and AE .....	103
5.2.3 <i>Finding 3</i> : Quantitative indicators were mainly used to measure the effectiveness of LLL and AE in Sampled Institutions.....	105
5.2.4 <i>Finding 4</i> : Collaboration is the core strategy for quality and cohesive monitoring of LLL and AE.....	106
5.2.5 <i>Finding 5</i> : Respondents did not distinguish between the roles of the NLLAEC and the work of the Directorate of AE in the MEAC. ....	110
5.3 Contribution of the study.....	111
5.3.1 The development of the monitoring indicators.....	111
5.3.2 Suggested checklist with indicators for monitoring LLL and AE in Namibia.....	112
5.4 Conclusion.....	118
5.5 Recommendations .....	119
5.5.1 Recommendations to the Ministry of Education, Arts and Culture:.....	120
5.5.2 Recommendations to institutions and organisations of Lifelong Learning and Adult Education in Namibia: .....	120
5.6 Chapter summary .....	121
<b>REFERENCES.....</b>	<b>122</b>
<b>APPENDICES:.....</b>	<b>132</b>
Appendix A: Ethical Clearance Certificate .....	132
Appendix B: Research Permission Letter .....	133
Appendix C: Permission letter: Education .....	134
Appendix D: Permission letter: Namibia Training Authority .....	135
Appendix E: Permission letter: NAMCOL .....	136

Appendix F: Participant information leaflet and consent form .....	137
Appendix G: Interview Guide .....	141
Appendix H: Document checklist .....	142

## **LIST OF TABLES**

Table 1: Learning Pillars .....	23
Table 2: Lifelong Learning activities undertaken by institution A .....	48
Table 3: Lifelong learning activities undertaken by institution D .....	51
Table 4: Adult Education activities undertaken by institution A.....	56
Table 5: How LLL and AE activities are monitored in Institution A .....	62
Table 6: Available Strategies in institution A .....	69
Table 7: Monitoring tools in institution A .....	76
Table 8: Monitoring indicators in institution A .....	80
Table 9: Suggested monitoring indicators in institution A .....	85
Table 10: Roles for NLLAEC in institution A.....	90
Table 11: Document review .....	97
Table 12: Suggested checklist with indicators for monitoring of LLL and AE.....	114

## LIST OF ABBREVIATIONS

AAACE	AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION
AE	ADULT EDUCATION
AEIMS	ADULT EDUCATION INFORMATION MANAGEMENT SYSTEM
ASPBSE	ASSOCIATION FOR BASIC AND ADULT EDUCATION
AUPE	ADULT UPPER PRIMARY EDUCATION
AWP	ANNUAL WORK PLAN
CLDC	COMMUNITY LEARNING DEVELOPMENT CENTRE
DAE	DIRECTORATE OF ADULT EDUCATION
DIMA	DEVELOPING, IMPLEMENTING, AND MONITORING ADULT EDUCATION
ELCRN	EVANGELICAL LUTHERAN CHURCH IN THE REPUBLIC OF NAMIBIA
FY	FINANCIAL YEAR
HPP	HARAMBEE PROSPERITY PLAN
ICT	INFORMATION COMMUNICATION TECHNOLOGY
LLL	LIFELONG LEARNING
M & E	MONITORING AND EVALUATION
MBESC	MINISTRY OF BASIC EDUCATION, SPORTS AND CULTURE
MEAC	MINISTRY OF EDUCATION, ARTS AND CULTURE
NAEPDC	NATIONAL ADULT EDUCATION PROFESSIONAL DEVELOPMENT CONSORTIUM

NAMCOL	NAMIBIA COLLEGE OF OPEN LEARNING
NANGOF	NAMIBIA NGO'S FORUM
NCAL	NATIONAL COUNCIL ON ADULT LEARNING
NCHE	NATIONAL COUNCIL FOR HIGHER EDUCATION
NDP	NATIONAL DEVELOPMENT PLAN
NLLAEC	NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL
NPAL	NATIONAL POLICY ON ADULT LEARNING
NPC	NATIONAL PLANNING COMMISSION
NQA	NAMIBIA QUALIFICATIONS AUTHORITY
NSFAF	NAMIBIA STUDENT FINANCIAL ASSISTANCE FUND
NTA	NAMIBIA TRAINING AUTHORITY
OER	OPEN EDUCATIONAL RESOURCES
RPL	RECOGNITION OF PRIOR LEARNING
SACABET	SOUTH AFRICAN COUNCIL FOR ADULT BASIC EDUCATION AND TRAINING
SDG	SUSTAINABLE DEVELOPMENT GOAL
SP	STRATEGIC PLAN
SWG	SECTOR WORKING GROUP
UN WOMEN	UNITED NATIONS ENTITY FOR GENDER EQUALITY AND EMPOWERMENT OF WOMEN
UNAM	UNIVERSITY OF NAMIBIA
UNESCO	UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANISATIONS
UNICEF	UNITED NATIONS CHILDREN'S FUND

USA

UNITED STATES OF AMERICA

VTC

VOCATIONAL TRAINING CENTRE

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## **DEDICATIONS**

This thesis is dedicated to my daughter, Eunice Kabuba Kaonzo and my son, Archie Jacobs Kaonzo.

## **DECLARATIONS**

I, Josephine Shiwoovanhu Toivo hereby declare that this study is my own work and is a true reflection of my research and that this work or any part thereof has not been submitted for a degree at any other institution. No part of this thesis may be reproduced, stored in any retrieval system, or transmitted in any form, or by means (e.g. electronic, mechanical, photocopying, recording or otherwise) without the prior permission of the author, or The University of Namibia in that behalf. I, Josephine Shiwoovanhu Toivo grant The University of Namibia the right to reproduce this thesis in whole or in part, in any manner or format, which The University of Namibia may deem fit.

**Josephine Shiwoovanhu Toivo**



**September 2022**

Name of Student

Signature

Date

## **CHAPTER 1: BACKGROUND TO THE STUDY**

### **1.1 Introduction**

This study investigated strategies and monitoring tools used to monitor Lifelong Learning and Adult Education (LLL and AE) activities, and developed monitoring indicators for monitoring of lifelong learning and adult education activities in Namibia. Chapter one outlined the orientation of the study, problem statement, research questions, significance and the organization of the study.

### **1.2 Orientation of the study**

The provision of lifelong learning and adult education practices has gained momentum globally and Africa is no exception. Many countries such as Nigeria, South Africa, Angola, Zambia, Tanzania, and others have domesticated the provisions of adult education and developed national councils for better coordination and effective implementation of such activities (Aitchison, 1997; Mumba, 2003; and Moonga, 2018). Literature (Canadian Thematic Review on Adult Learning, 2002) indicates that National Councils for lifelong learning and adult education have become indispensable commodities of societies as they play pivotal roles in uplifting lifelong learning and adult education programmes. For instance, Peterson (2017) reported that the American Association for Adult and Continuing Education (AAACE) and the National Adult Education Professional Development Consortium (NAEPDC) have effectively coordinated the provisions of adult and continuing education in the United States of America (USA). According to Peterson, these bodies expand opportunities for growth and development in the field and advocate for public policy development and social change initiatives on lifelong learning and

adult education. Moreover, national councils unify teachers of adults, offer theory, research, information, best practices in the field, coordinate, develop, and conduct programmes for the professional, and development of staff. Equally, the Asian association called Association for Basic and Adult Education (ASPBAE) was established to strengthen the theory and practice of Adult Education in Asia (Borkar, 2011). Borkar stated that the ASPBAE allowed members to network with others at the regional level through experiences and sharing of resources. Similarly, in Angola, a monitoring system was established to coordinate and monitor lifelong learning and adult education endeavors (Figueira and Inacio, 2012). Such a monitoring system created space for a dialogue strategy. Through the implementation of the dialogue strategy, many people particularly adults in Angola who had no access to educational opportunities were reached, learned, and improved their livelihoods.

However, despite the massive contribution of existing national councils to the field of lifelong learning and adult education, these studies (Watters, 2007; Davies, 2003; and Nnazor, 2005) were silent on monitoring tools to monitor the progress of the said councils. In South Africa for example, a South African Council for Adult Basic Education and Training (SACABET) which was founded in 1993 had disbanded in early 1995 (Williams, 1996) due to lack of monitoring tools. The absence of monitoring tools resulted in lack of data on adult education activities, which eventually hindered the progress of adult education provision in those countries (Williams, 1996; Watters, 2007; Davies, 2003; Figueira and Inacio, 2012; and Nnazor, 2005).

In Namibia, the provision of adult education started way before independence with the establishment of the Department of Adult Education and Culture and the launch of the National Literacy Programme in Namibia (NLPN) in 1992. The introduction of adult education programmes was a continuation long tradition of literacy and adult education, dating back to the early activities of the missionaries, and continuing programmes of the churches, NGOs, and SWAPO during the liberation struggle. However, the ideas to establish the National Lifelong Learning and Adult Education Council (NLLAEC) begun years back when Ellis (1999) recommended the need to establish a Standing Commission on Lifelong Learning that would bring together government, private sector, civil society, and media to lead and harmonize national efforts to achieve a lifelong learning nation. Also, the then Education Act, (Act No.16 of 2001) made provisions for adult education programmes to be established, maintained, and supported in Namibia. Similarly, in 2003 the then Ministry of Basic Education, Sports, and Culture (MBESC) developed a National Policy on Adult Learning (NPAL) which advocated for the establishment of the National Council on Adult Learning (NCAL) as a statutory body responsible for the coordination, promotion and policy implementation as well as monitoring and evaluation of adult education practices in Namibia (MBESC, 2003). Moreover, the recently enacted Basic Education Act, (Act No.3 of 2020) reaffirms the substantial role that a statutory body can do to coordinate lifelong learning and adult education activities in the country and again called for the establishment of the National Lifelong Learning and Adult Education Council in Namibia. However, although these policies are comprehensive in the establishment of the national council, they are silent on how the envisioned NLLAEC would monitor the implementation of lifelong learning and adult education practices in the country.

### **1.3 Problem statement**

In Namibia, several calls to establish the national council for lifelong learning and adult education practice have been made by enacted laws and policies such as the Basic Education Act, (Act No. 16 of 2001) and the National Policy on Adult Learning 2003. Equally, the call by the Basic Education Act, (Act No.3 of 2020) cements the critical need of the lifelong learning and adult education council in Namibia. These governing legislative documents stipulated the roles and duties of members of the Council; however they are silent on strategies for monitoring these activities. This silence does not only weaken the practices of LLLAE activities in Namibia, but it disadvantages the expansion of opportunities for growth, coordination, and development in the field of LLLAE. The omission of the monitoring instrument within the legislative documents would easily be transferred to the Lifelong learning and Adult Education council in its mandate to implement the cohesive and coordinated activities of LLLAE. In 2009, the then Ministry of Basic Education, Sports and Culture developed Professional Standards for Adult Education to control the quality and scope of lifelong learning practices in the country; however, those standards are pitched only at National Qualifications Framework (NQF) Level seven (7) which do not benefit levels that are beyond NQF level 7. Equally, studies conducted by Likando, (2011), and Shikukumwa, (2015) have consistently referred to negative perceptions of adult education in the country where the provision of adult education is viewed as teaching adults the basic three Rs- how to read, write, and numeracy.

The establishment of a National Council without emphasis on monitoring strategies would compromise the quality and cohesion in the provision of lifelong learning and adult education in the country, which can potentially result in mushrooming of uncoordinated and unlawful practice of adult education programmes. Therefore, the purpose of this study was to develop monitoring tools for monitoring lifelong learning and adult education activities in Namibia.

#### **1.4 Research questions**

- 1) What strategies are currently available to monitor lifelong learning and adult education activities in Namibia?
- 2) What monitoring tools can be used to monitor the quality of lifelong learning and adult education activities in Namibia?
- 3) What roles can the National Lifelong Learning and Adult Education Council play in uplifting the monitoring tools for lifelong learning and adult education activities in Namibia?

#### **1.5 Significance of the study**

The findings of this study would assist the government and in particular, the Council once established to understand issues surrounding lifelong learning and adult education including the monitoring of their activities. The findings could also benefit the Council and stakeholders to monitor and improve the practices of Adult Education in the country. The providers of lifelong learning and adult education programmes would have a greater understanding of their contributions to the monitoring process of LLL and AE activities. Learners and students in these programmes would be protected against unregulated practices of lifelong learning

and adult education. This study is significant to enhance the existing knowledge on monitoring lifelong learning and adult education practices.

### **1.6 Limitations of the study**

The most critical limitation was COVID-19 pandemic, which delayed the data collection procedures of this study. The country was under lockdown during the time the researcher received the permission letter from UNAM to collect data. Due to lockdown, the researcher could not conduct some potential participants as most people were working remotely. However, some agreed to be interviewed telephonically. Also, some organisations declined to participate in the research as they did not identify themselves as providers of neither lifelong learning nor adult education. However, despite these setbacks, respondents who participated in the study provided in-depth and valuable information required in answering the research questions.

### **1.7 Delimitation of the study**

This study was conducted in six Windhoek-based institutions namely; UNAM, NTA, NAMCOL, Rossing Foundation, MEAC, and the Namibia NGO's Forum (NANGOF). Data was solicited from these specified institutions because most of the policymakers of lifelong learning and adult education that the study targeted reside in Windhoek and Windhoek holds most of the LLLAE institutions. Therefore, since this study was carried out in only one of the fourteen regions, its findings cannot be generalised

## **1.8 Operational definitions**

The key concepts that form the basis of this study are adult education, lifelong learning, National Council of Lifelong Learning and Adult Education, monitoring, and indicators. These concepts are clarified below to demonstrate their meanings as applied in the context of this study. Some have been adapted from expert authors while others are defined as conceptualized by the researcher.

### **1.8.1 Adult education**

Assefa (2018) defines adult education as “the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society”. In this study, adult education is perceived as the practice in which people that are perceived by their societies as adults, either through age, role, or any means that identify them as adults, voluntarily participate in learning that is organized, having a facilitator, participants and materials to learn from. This education can or cannot generate a certificate. It takes place inside or outside formal structures such as schools. Adults gather to learn skills, gain knowledge, obtain qualifications or simply attend for leisure.

### **1.8.2 Lifelong Learning**

Namibia Lifelong Learning Draft Policy (2010, P. 3) adopted the definition of Lifelong Learning as an “organizing principle of all forms of education, based on inclusive, emancipator, humanistic and democratic values; it is all-encompassing and integral to the vision of a knowledge-based society”. For this study, Lifelong

Learning refers to all learning activities undertaken throughout life to improve knowledge, skills, and competencies. It implies learning opportunities that institutions and organisations provide to citizens. It is learning from birth to grave and it is offered formally, non-formally, or informally.

### **1.8.3 National Lifelong Learning and Adult Education Council**

According to the ACT, the National Lifelong Learning and Adult Education Council comprises of institutions, public enterprises, non-governmental organisations or civil society organisation, national organisations for persons with disabilities, Namibia Qualifications Authority, each regional education forum, recognised or registered trade unions, unions of teachers, recognised or registered youth organisations, and any other bodies or organisations working in the area of lifelong learning and adult education. This study understands National Lifelong Learning and Adult Education Council in Namibia as a governing body of different institutions and organisations that provide adult education and lifelong learning programmes in Namibia. This body is mandated to coordinate and monitor all lifelong learning and adult education activities in the country.

### **1.8.4 Monitoring**

Monitoring is a strategy used to track progress in a given project or programme. This strategy is used to ensure that what has been planned is going forward as intended and within the resources allocated. A Toolkit for Developing, Implementing, and Monitoring Adult Education Strategies (DIMA) Projects (Kenny, 2017, P. 25) defines monitoring as a “systematic process of collecting, analysing, and using the information to track the progress of a programme toward reaching its objectives and

guiding management decisions”. In adult education, monitoring is defined as educational reporting at a macro level (Lattke, 2018). In this study, the term monitoring refers to a continuous assessment of a programme or activity that provides information and ensures the use of such information by management to assess project’s impact in terms of its positive and negative effects.

### **1.8.5 Indicators**

According to the monitoring and evaluation manual for Namibia (2016, P.17), “an indicator is a variable that provides a reliable means to measure achievement, to reflect changes connected to an intervention, or to help assess the performance of an intervention”. These include inputs (indicators consider the problem at hand and resources needed to deal with it), activities (indicators consider what should be done to solve the problem), outputs (indicators concerned with deliverables), outcomes (indicators concerned with behavioural change), and goal (indicators concerned with changes in livelihoods and society at large). In this study, indicators are measurable concepts that assist in measuring the degree to which results are achieved. For example, measuring the number of adult educators attended a Training of Trainers on Family Literacy. They are accurate tools that are used to assess the progress implementation process of lifelong learning and adult education activities.

### **1.8.6 Institutions and Organizations of Lifelong Learning and Adult Education in Namibia**

Institutions and organisations of lifelong learning and adult education refers to all institutes, bodies, associations, and groups learning centres that provide and offer trainings on lifelong learning and adult education programmes and activities.

## 1.9 Chapter division

**Chapter one:** *Background of the study* gives a general overview of the study with specific focus on the problem statement, significance, limitations and delimitation of the study. This chapter also provides operational definitions of keywords used in the entire thesis.

**Chapter two:** *Literature review* highlights the theoretical framework that guided the planning and research analysis of the study. The chapter discussed the relevant literature on the monitoring tools for lifelong learning and adult education activities at international, regional, and national levels.

**Chapter three:** *Research methods* is about the methodological design and instruments applied to carry out the study. A qualitative-phenomenological design with content analysis was used to present and analyse the data. This chapter also discussed the sampling procedures and ethical consideration applied during the study.

**Chapter four:** *Presentations, Analysis, and Interpretations of Data.* In this chapter, different methods such as tables and narrative were used to present the data as per the respondents' viewpoints. The data from documents was also presented, critically analysed, and interpreted. The chapter presents the summary of findings derived from the data.

**Chapter five:** *Discussion of findings, conclusion, and recommendations.* This chapter discussed the findings of the study in details. The contribution of the study

was also highlighted. This chapter presented recommendations to institutions of lifelong learning and adult education.

### **1.10 Chapter summary**

This chapter provided an overview of the study and highlighted the challenges of providing lifelong learning and adult education programmes without coherent monitoring tools. In this chapter, statement of the problem of implementing adult education without monitoring tools was highlighted, and limitations to the study were identified. Terms such as LLL, AE, monitoring, and indicator were described to indicate their meaning in the context of this study.

The next chapter reviews the relevant literature.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1 Introduction**

The main purpose of this study was to develop monitoring tools for Lifelong Learning and Adult Education activities in Namibia. The chapter is divided into two components. Section one (2.1) is about the Theoretical Framework whereas (2.2) is about the review of the literature, which includes: the available strategies for monitoring LLL and AE, the monitoring tools used, the roles of LLL and AE Councils, available indicators and their usage in monitoring, and the procedures employed to develop monitoring tools.

### **2.2 Theoretical framework**

This study is grounded in the Systems theory by Ludwig von Bertalanffy (1968).

#### **Systems theory**

Bertalanffy's viewpoint on systems theory resulted from the idea of open systems which according to him interact, exchange, and receive responses and critics from the surrounding environment, human, and social factors. Bertalanffy (1968) explained that when elements of a system work in isolation from one another, then such a system is prone to problems such as lack of coordination that cannot be solved. This is because one part of the component cannot play a significant role alone as such parts are dependent on one another to create a required phenomenon. Systems theory guides the interdisciplinary study of a system in which a unified group of interrelated and interdependent parts work together to achieve a common goal. This idea was pursued by Du Plooy-Cilliers, Davis, and Bezuidenhout (2014), who explained systems theory as a set of elements that are dependent on one another, working together firmly as a total whole. The researcher understands systems theory

as a comprehensive and stable system brought together by various components to make a whole. Within this view, the researcher found the systems theory to fit well within this study, which aimed to bring together various stakeholders who are involved in LLL and AE through a defined monitoring system that the NLLAEC can use to form a whole system of quality control of LLL and AE activities in Namibia.

At present, Namibia lacks a system that unifies, coordinates, and controls the many different types and forms of LLL and AE into one systemic road map. As a result, LLL and AE activities are left to individual providers to determine their nature, quality, and scope. Most of lifelong learning and adult education activities in the country are not coordinated thus; a system is required to bring together all the scattered activities of LLL and AE into one authentic whole. The system is equally required to protect participants from acquiring qualifications by unlawful institutions. In this study, the systems theory enabled the researcher to understand that individual institutions of LLL and AE are not greater than the total whole of adult education field hence, all providers in the field of lifelong learning and adult education need to work together to bring about the desired cohesive system in the country. The researcher used the systems theory to comprehend the interrelationships of components of a system, and how such interrelations can form the whole, which this study aimed to understand in order to develop the monitoring system through unified quality monitoring tools of lifelong learning and adult education. The application of systems theory in this study involved the exploration of ways in which various lifelong learning and adult education providers can consensually come together to create a monitoring system in the country. Also, the theory enabled the researcher to understand how such a unified whole can be implemented and eventually effectively

monitor LLL and AE activities in Namibia. Correspondingly, the use of a systems theory gives directions as to how the development of monitoring tools plays a pivotal role in Councils to plan, coordinate, and monitor the coherent practice of lifelong learning and adult education.

### **2.3 The Literature Review**

Review of the literature is significant as it enhances the researcher's understanding of the existing research and debates relevant to the study, establishes what had been accomplished, critically analyses available information to identify gaps in current knowledge, as well as formulating areas for further research. This section reviewed the literature of monitoring tools used in monitoring systems, available strategies to monitor LLL and AE, roles of National Councils in systems, indicators to measure LLL and AE activities, and the development of monitoring tools.

#### **2.3.1 Strategies for monitoring lifelong learning and adult education**

Davies (2003) stressed that various monitoring strategies are required to track the progress of implementation of adult education programmes. The European Union (2015) recommended that developing a strategic, long-term focus on sustainable adult education provision with strong governance and a systematic approach improves and benefits the provision of lifelong learning and adult education practices. This is because the development of more effective targeted outreach strategies at national, regional, and adult education providers' levels can raise awareness on the necessary skills gap and enhances individuals' motivation to improve their skills (European Union, 2015). Moreover, the development of strategies towards any set goal or objective ensures the implementation of actions

taken to achieve that particular goal. Hence, the literature highlights the following strategies which are known to provide effective direction to achieve goals and desired monitoring objectives (Davies (2003; European Union, 2015).

### **(1) Participation of stakeholders**

Verbugge, Ganzerort, Fliervoet, Panten, and van den Born (2017) views stakeholders' participation as the ability of local stakeholders to work together effectively in the systematic monitoring of the implementation of local activities through data collection processes. Verbugge, et.al argued that the successful implementation and monitoring of the projected outcomes of activities depend on the decisions made during the planning phase, which in their view should include stakeholders' participation. Stakeholders have different perceptions regarding their environment and resources; as such, their different perceptions should be taken into consideration from planning, implementation, to the monitoring process of activities to avoid conflicts, tensions, and monopoly of one organisation in any practice. O'Leary (2017) too, whose focus was on education, emphasises that the participation of stakeholders particularly learners/students unleashes entrepreneurial skills among them, develops their savings attitudes, manages micro-enterprises, and ultimately improves conditions in their homes and communities. Ahmed (2017) encourages the participation of stakeholders in all lifelong learning and adult education monitoring processes to complement conventional summative assessment methods of monitoring which provide feedback to students on learning. According to Ahmed, the trend in lifelong learning is that monitoring entails that the students play an active role in the assessment process, which necessitates self-monitoring as a key part of any evaluation process.

In a study that explored the stakeholders' perceptions concerning the construction of longitudinal dams in the Dutch river Waal and their incentives to be involved in monitoring the effects of the intervention, it was found that all stakeholders felt honoured to be involved in the project particularly being actively involved in the monitoring and evaluation process as equal partners (Verbugge, et.al, 2017). Also, through stakeholders' participation, each organisation was able to contribute their strengths in terms of resources and abilities which ultimately increases ownership by stakeholders and led to project sustainability. In this view, Verbugge, et.al, however, discussed that it is vital for an organisation to be knowledgeable about stakeholders' incentives to participate in the monitoring process. Understanding what motivates stakeholders to participate enables an organisation to identify and select both relevant stakeholders and monitoring indicators to measure the progress effectively. Organisations need to increase stakeholders' abilities to participate in the monitoring process so as to improve good governance and reduce the high level of risks that might occur within an organisation. Stakeholders' participation promotes innovative methods for facilitating the participatory processes within an organisation itself, it provides extra measurements that could be used as an early warning system in relation to threats, and it enhances mutual learning from other involved organisations. However, Voinov and Bousquet (2010) argued that as much as participation of stakeholders yields better decisions that are implemented with less conflict and more success as they are driven by stakeholders themselves; in many cases, stakeholders' motivation to participate is not fortified which consequently results in their minimal involvement. Stakeholders want to see their voices heard and issues considered and by so doing, the level of trust between organisations and

stakeholders increases. In addition, Butterfoss, Francisco, and Capwell, (2001) note that the involvement of stakeholders in monitoring requires extra time and costs for capacity building among stakeholders as their motivation, commitments, and skills vary. In agreement, Cottrel, Whitlock, Kato, Uhl, Belinson, Chang, Hoomans, Meltzer, Noorani, Robinson, Motu'apuaka, Anderson, Paynter, and Guise (2015) too, argued that the participation of stakeholder requires an enormous amount of time and resources to find the right people, balance multiple inputs, and understand how to match the right type of stakeholders to the right time in the monitoring process. Nonetheless, Butterfoss, et, al argued, that though participation may require more time and resources and may be more difficult to implement; it increases the commitment of stakeholders. Besides, Butterfoss, et, al (2001) study found that enhanced stakeholders' skills, commitment, and the use of systematic multiple methods may improve the inconsistency in participation. Notably, the participation of stakeholders in monitoring activity implementation is a necessity in any organisation because it signifies trust, commitment, and determination among stakeholders who will be bearing their consequences. In Namibia, stakeholders' participation is a struggle, it is either consultation is not widely conducted or stakeholders do not view themselves as active participants in any other particular subject matter that they deem divert from their mandates. Yet, many Namibian Government policies such as National Development Plans (NDPs), Harambee Prosperity Plans (HPPs), and Vision 2030 are consistent on the involvement of stakeholders in planning, implementation, and monitoring and evaluation process to ensure the consideration of all stakeholders in decision making and policy development.

## **(2) Development of database system**

A database system is an information-sharing system that stores and retrieves logically related data of an organisation. The European Union (2015) viewed a database system as an Open Educational Resources (OER) that has greater potential for widening access to lifelong learning and adult education activities. Such a system ensures that high-quality educational materials are easily accessible to anyone, anytime, anywhere, and at a minimum cost. A database system makes learning and education more participatory by the degree of collaboration between all stakeholders (European Union, 2015). Each organisation will have open access to learn the contributions other organisations are making. Despotovic and Pejatovic, (2005) recommend the development of a database system to manage and provide information about adult education programmes and needs of the labour market for the workforce or educational profiles, occupations, and required knowledge and skills. Cakula, Jakobson, and Florea (2015) to, contended that a database system makes teaching and learning easier as facilitators/teachers in adult education tend to work more closely with participants and provide effective learning solutions that meet their unique needs. In Slovenia for instance, an Institute for Adult Education developed a web-based tool to monitor participation in adult education programmes that were publicly funded (DIMA project, 2016). The web-based monitoring tool helped the Institute of Adult Education to collect detailed information about participants' characteristics (gender, age, professional status, and attainment), monitor desired outcomes, and serve as an acknowledgement of the realization of programmes. A study carried out by Kim, Lowery, Hamill, and Wilkins (2003) on the accuracy of a Web-Based System for Monitoring Chronic Wounds in Michigan found out that a monitoring system has the potential to improve access to speciality

care for patients who were not monitored by specialized nurses or physicians on a routine basis. This is because patients could enter their information regarding their conditions on the web-based system in the comfort of their own homes without the nurses visiting them. This made work easier for the health professionals, saving time to commute between hospitals and home visits, as well reduced the costs involved. In the same way, Namibia would learn to use the database to identify specific needs of learning that individuals or organisations face.

Nonetheless, Januzaja, Ajdaria, and Selimia (2015) contest that database systems may not be effective as they require a fast and speedy internet connection that may not always be available to all its users. Some users of database systems reside in rural areas where internet connectivity is limited or lacking; as such, their contribution is hampered. This may be true to Namibia as many parts of the country are rural and it lacks networks and internet connection. Effectiveness to all parts of the country may as well be problematic. However, effective planning particularly considering challenges and experiences from other countries would assist the National Lifelong Learning and Adult Education Council in Namibia to lessen some of the barriers such as lack of access due to the internet and network connectivity among users of the database system.

### **(3) Enactment of a LLL and AE Act**

An Act of law is a regulation that has been promulgated by a legislature to regulate, authorize, provide resources, sanction, and declare. Despotovic and Pejatovic (2005) stated that it is critical to enact a law on lifelong learning and adult education that regulates the development of policies, implementation and monitoring of activities,

and coordination of lifelong learning and adult education in general. This ensures effective regulation of institutional norms and standards, issues of accreditation or certification, financing, and other issues related to the functionality and provision of lifelong learning and adult education programmes (Despotovic & Pejatovic, 2005). In 2016, the survey report on Towards a New Education Act recommended that Namibia should develop an Education Act which addresses both basic education and adult education including lifelong learning needs. Hence, the Education Act, Act No16 of 2001 was amended to make clear provisions for lifelong learning and adult education, resulting in the enactment of the Basic Education Act, Act No. 3 of 2020. This Act made provision for LLL and AE programmes and such provision ensures that all providers of LLL and AE offer such programmes in a regulated manner to avoid the unauthorised and incoherent provision of such activities. Consequently, learners and students within the discipline of lifelong learning and adult education will be protected from unlawful practices. However, though Act No.3 of 2020 made clear provision of LLL and AE particularly on the establishment of the National Lifelong Learning and Adult Education Council in Namibia, the Act is silent on strategies needed to monitor the implementation of the Council's work. Thus, this study aimed to develop monitoring tools to aid the Council in monitoring LLL and AE activities in the country.

Portugal has a body of legislation governing the provision of adult education which was mandated to establish a comprehensive adult learning system (Skills strategy implementation guidance for Portugal, 2018). This body defined key features of the adult-learning system, roles, and responsibilities of several actors in executing the activities of the system. The main purpose was to make the adult-learning system in

Portugal more user-centred, to promote both modular and labour market-relevant training, and training that responds to users' specific needs. The strategy (Portugal, 2018) indicated that the legislation made provision for the creation of two new bodies whose roles included consultative and coordination of adult learning activities in the country. However, the findings from implementation show that the legislation lacked flexibility and innovative initiatives to respond to the fast-changing needs of stakeholders.

### **2.3.2 Monitoring tools**

Monitoring tools are instruments that are continuously used to assess the progress or track the progress of implementation to detect areas of improvement in any project. Organisations use various monitoring tools for data collection, data analysis, and impact reporting. Davies (2003) emphasized that monitoring tools allow educators to learn from each other's experiences; build on expertise and knowledge; provide a consolidated source of information showcasing project progress; reveal mistakes and offer paths for learning and improvements; provide a basis for questioning and testing assumptions; provide a way to assess the crucial link between implementers and beneficiaries on the ground and decision-makers; as well as provide a more strong basis for raising funds and influencing policy. Literature revealed European Lifelong Learning Index, Cohort Registers, Grassroots Monitoring Tool, and an Electronic Portfolio (efolio) as monitoring tools for effective implementation.. Though most of these are not specifically adult education-oriented, they were identified for their effective ways of monitoring, which Namibia can learn from. These tools are discussed below.

### **(1) European Lifelong Learning Index**

The European Lifelong Learning Index (ELLI) is a tool that tracks learning from "cradle to grave" and in a variety of learning settings, including schools, communities, workplaces, and households (Hoskins, Cartwright, and Schoof, 2010). In this sense, lifelong learning is defined as a continuous process of personal and societal development. As a result, it is seen to encompass not only the advantages of employment and a competitive economy, but also the personal and social advantages of health, satisfaction, and citizen empowerment. The understanding is that learning objectives should represent a holistic view of the individual and mix a variety of knowledge, skills, beliefs, and attitudes to achieve this goal. In this light, learning should try to improve self-esteem, resilience, and a sense of purpose. In reference to the European Lifelong Learning Index, this was used to monitor the progress of lifelong learning for local development management in Ukraine (Pryima, Dayong, Anishenko, Vorontsova, and Petrushenko, 2018).

According to Pryima, Dayong, Anishenko, Vorontsova, and Petrushenko (2018), ELLI is a determining factor and a tool for local development management, as well as a factor in the competitiveness of specific areas and the state as a whole. From this perspective, the authors continue to state that a regional education strategy encompasses a variety of political, economic, cultural, and pedagogical concerns. The purpose of learning lifelong learning policies is to establish an economic and cultural environment that supports the educational potential of all of its agents. ELLI is that they are based on four principles namely learning to know, learning to do, learning to live together and learning to be as indicated in table 1.

**Table 1: Learning Pillars**

Learning pillar	Description
Learning to know	Involves the development of knowledge and skills that are needed to function in the world. These skills include literacy, numeracy and critical thinking
Learning to do	Involves the acquisition of skills that are often linked to occupational success, such as computer training, managerial training and apprenticeships
Learning to live together	Involves the development of social skills and values, such as respect and concern for others, social and inter-personal skills and an appreciation of the diversity
Learning to be	Involves activities that foster personal development (body, mind and spirit) and contribute to creativity, personal discovery and an appreciation of the inherent value provided by these pursuits

*Source: Pryima, Dayong, Anishenko, Vorontsova, and Petrushenko (2018)*

According to the study on LLL progress monitoring as a tool for local development management in Ukraine, it shows that it was important to calculate the Ukrainian version of the Lifelong Learning index for individual regions and cities and to monitor its effectiveness. This was to assist with the adaption and adoption of the ELLI within the Ukrainian context.

## **(2) Cohort register**

O'Leary (2017) defines a cohort register as a monitoring tool that measures the results of local service providers and government agencies as per their obligatory mandates. Organisations complete the cohort registers to indicate whether or not they have implemented their activities as per their plans. The cohort register is used to collect both qualitative and quantitative data (O'Leary, 2017). According to O'Leary, such a tool is effective when used in combination with other tools like visualized monitoring tool (social mapping) to reflect changes that occurred and to compare before-and-after situations within an organisation. Literature (Khader,

Farajallah, Shahin, Hababeh, Abu-Zayed, Kochi, Harries, Zachariah, Kapur, Venter, and Seita, 2012) indicates that cohort registers are more effective in areas of health, particularly in the monitoring and management of non-communicable chronic diseases. Such a tool was used in a study that investigated familial prostate cancer in Sweden (Gronberg, Damber, and Damber, 1996). The study found that a cohort register is effective in avoiding possible bias connected with previous studies on similar subject contents. This indicates that the tool can notice prejudice committed by previous research studies and deal with them accordingly. In education, on the other hand, various forms are used instead of cohort registers and institutions employ them to collect data either on enrolment, attendance, pass rate, drop-out rate, etc. In lifelong learning, however, a cohort register may be used to track and collect information about a particular group of people (e.g., unemployed graduates of adult education since 2010-2020) to identify, organize, and ensure that they secure appropriate employment. The use of Cohort register in LLL and AE will guide policy development particularly on issues of unemployment and underemployment experienced in the field in Namibia.

### **(3) Grassroots monitoring tool**

O'Leary (2017) defines a grassroots monitoring tool as a participatory practice that an organisation adopts to monitor its progress. An organisation using this tool allows individuals at the grassroots level to monitor progress as they are mostly affected or they benefit from the organisation's objectives. O'Leary contended that this type of tool provides a variety of transformative learning opportunities through problem-solving strategies, promotion of reflection and group dialogue, engagement of active pedagogy rooted in cultural practices, and the importance of fostering initiatives

among participants. However, as much as the grassroots monitoring tool ensures accountability and inclusivity due to its ethical, societal, and strategic implications for how an organisation is accountable to its beneficiaries, Hambly (n.d.) stressed that such a tool lacks transparency and is problematic, particularly in terms of the inability of beneficiaries to articulate their authentic and true interests within them in a meaningful and coherent manner. Hambly then recommended that the grassroots monitoring tool should be a smaller component of the entire monitoring system which reports its implementation to the highest body of the monitoring system. Hambly's perspective suggests the establishment of various monitoring bodies at different levels of implementation including the grassroots level. Moreover, the policy report by World Vision (2015) suggested seven steps for effective implementation of the grassroots monitoring tool. These steps are: (1) start local, (2) work together, (3) make space, (4) work with champions, (5) open up, (6) sharpen the "teeth", and (7) report together. In Namibia, this type of monitoring tool would be effective at the constituency level at which community members may monitor the implementation of adult literacy classes and reports to the national monitoring system of lifelong learning and adult education in a country. An example of a grassroots monitoring approach is exercised by the Ministry of Gender Equality, Poverty Eradication and Social Welfare with its Coordination Mechanism for the implementation of the National Gender Policy (2010-2020). The Mechanism has different structures of implementation and monitoring at different levels including the Constituency level. At the constituency level, a structure is established in each constituency to ensure mainstreaming of gender perspectives in the constituency's policies, programmes, and budgets as well as monitor the impact of all policies and programmes implemented in their respective constituencies. This is learning for the

proposed National Lifelong Learning and Adult Education Council. The successful implementation of the grassroots monitoring tool will increase social accountability and transparency as many local stakeholders would help monitor, improve the performance of the services provided, and ensure that critical evidence is not missed along the way.

#### **(4) An electronic portfolio (efolio) monitoring tool**

Frank and Gifford (2017, P. 1) define an electronic portfolio as a “web-based, centralized electronic system that supports the management of personal information, professional and educational accomplishments, and career development plans”. Frank, et, al (2017) stated that electronic portfolio’s main objectives are; to organize data in an organisation including information sharing, better support teaching and assessment process, and track the development of competencies among participants. Previous studies (Amaya, Agudo, Sánchez, Rico, and Hernández-Linares; 2013 and Frank et. el; 2017) show that the use of efolio has yielded some positive results including increased lifelong learners’ abilities to practice self-reflection and assessment, improved professional development, audit public companies, and advanced goal setting. The electronic portfolio is said to have enabled practitioners to view the results of their external assessment, identify areas for improvement, and track their progress electronically. Moreover, Pullman (2002, P. 151) explained that electronic portfolios have shown substantial promise on “pedagogical, student-outcomes, and program assessment”, been endorsed as writing portfolios in terms of writing assessments and pedagogy. Pullman highlighted that electronic portfolios have gained credibility as assessment methods because it reduces apparent concerns of surface faults that writing is simply a chore that an individual is supposed to do

rather than a learning skill that one has to learn. As a pedagogy method, the portfolio is said to be better than “one-time essay or in-class writing as it encourages students to see writing as an ongoing process, as a public act of communication, and as an opportunity to create meaning and identity through sharing and collaboration” (Pullman, 2002, P. 151). Through writing assessments and pedagogy, students tend to consider themselves as writers whose writing is socially constructed and not merely writing to earn a grade. Hung (2009) investigated how self-assessment was utilized by learners who were writing in their electronic portfolios in Taiwan and found that using electronic portfolios promoted learners’ self-assessment practice which encouraged self-directed language learning among students. This is consistent with the andragogical principle, which promotes the assumption of self-directed learning as a foundation for effective teaching and learning in lifelong learning and adult education disciplines.

Though electronic portfolios have transformed the writing skills of students to include innovative methods of sounds, images, and hypertexts which presented a new possibility of literacy, Pullman highlighted that electronic portfolios have also presented unforeseen financial burdens of acquiring new computer equipment, new capacity building, and reallocation of resources and assets (Pullman, 2002). Frank and Gifford (2017) too, cautioned that organisations may find the electronic portfolios as time-consuming and frustrating, especially when the users are technologically challenged. Moreover, Frank and Gifford's study found that limited customizability, usability, functionality, and difficulty collecting, importing, and exporting data are some of the barriers that may hinder the effective use of electronic portfolios. Similarly, Fiedler and Pick (2004) noted that unskilled electronic system

administrators may suffer from cognitive overload, producing lower quality portfolio content as they struggle to use the tools; difficulty in gathering facts from generic portfolios; and difficulties in securing the contents of electronic portfolios from internet-connected computers as a dilemma. Nonetheless, strengthening capacity building for users of the electronic portfolios is a necessity that an organisation has to implement to ensure effective use of the system (Despotovic and Pejatovic, 2005).

### **2.3.3 Roles of national councils of lifelong learning and adult education**

Many countries at a global level have established national councils for lifelong learning and adult education provisions. Most of the national councils were established primarily to coordinate the implementation of LLL and AE activities in their countries. Borkar (2011) reported that an Association for Basic and Adult Education (ASPBAE) in Asia was established to strengthen the theory and practice of Adult Education in the country. The ASPBAE allows networking and collaboration among the council members' organisations at regional and international levels. In Nigeria, the National Council for Adult Education was established in 1971 as a major body responsible for the promotion of Adult Education and Community Development at National, State, and Local levels (Ayimoro, 2017). According to Ayimoro, the council's other roles include promote cooperation and means of communication among its stakeholders; coordinate and stimulate training programmes and identify researchable areas of interest; publish and disseminate adult education journal articles; advocate for the inclusion of adult education as an academic discipline at universities; as well as advocating for government and non-governmental support of adult education in the country. Despite the many elaborated roles of the council, literature is silent on monitoring tools that could be used to

monitor the implementation of LLL and AE activities in the country. As a result, the National Council for Adult Education in Nigeria suffered from challenges of lack of accountability, resource mismanagement, discontinued programmes support, and bad style leadership (Ayimoro, 2017). Such an experience in Nigeria will serve as learning for Namibia which is yet to establish its National Council. The developed monitoring tools in this study will aid the NLLAEC in monitoring the implementation of LLL and AE activities to avoid encountering similar challenges experienced in Nigeria.

Namibia has a National Council for Higher Education (NCHE) as a statutory body whose mission is to “ensure a coordinated and excellent higher education system through equitable access and quality service delivery” (NCHE, 2016/17 annual report). According to the report, the council’s main objectives are to: “promote the establishment of a coordinated higher education system; enable students’ access to higher education institutions; ensure quality assurance in higher education, and advise on the allocation of money to the Minister in respect of public higher education institutions”. These are roles that NLLAEC can learn from. The country intends to establish a National Lifelong Learning and Adult Education Council to coordinate the entire provision of LLL and AE practice. The Basic Education Act, Act No. 3 of 2020 stipulated the roles of the envisioned NLLAEC such as; to advise and assist the minister and Namibia Qualifications Authority (NQA) on matters about the registration and accreditation of lifelong learning and adult education institutions, formulate and review policies, promote research, as well as coordinate and monitor the implementation of LLL and AE activities in the country. Act 3 of 2020 further stipulated the need for the NLLAEC to accredit institutions that offer

LLL and AE. However, strategies to monitor the implementation of such activities are lacking; hence, this study aimed to develop monitoring tools to aid the NLLAEC in the monitoring process.

#### **2.3.4 Indicators to measure lifelong learning and adult education activities**

Creemers and Kyriakides (2010) defines indicators as key measurements that describe specific aspects of education to monitor and evaluate the educational performance of institutions, quality of teachers/facilitators, impact and effectiveness of programmes/activities, and competencies of students. Creemers, et,al stated that such measurements provide value judgment and policy-relevant information about the quality of the education in relation to its effectiveness and efficiency which contribute to the improvement of the success of the system be it teachers, students, programmes, and other aspects. For example, indicators examine how students are performing in examinations, how effective the content taught to students, and the quality of teachers or facilitators implementing the programmes. Some indicators are used to compare the performances of different institutions in terms of quality, quantity, identify gender gap, and compare the outcomes of similar programmes offered at different educational institutions. As stated above, this study defines indicators as tools used to monitor the progress of implementation of any activity in an organisation. Indicators are measurable instruments that determine the degree to which goals and objectives of lifelong learning and adult education activities are attained. Sustainable Development Goal 4 (SDG4) demands an inclusive and equitable quality education and the promotion of “lifelong learning opportunities for all”. In this respect, the number of out-of-school children has become the flagship indicator to measure the achievement of the SDG 4 (UNESCO, 2018). The

significance of measuring the number of out-of-school children is attributed to aspects of lack of access, failure to keep all children in the system or retain them in school, and the quality of education provided and how it is facilitated. Namibia is not immune to challenges affecting out-of-school children. This is evident when one walks through the streets of cities like Windhoek, where many roads and bridges are occupied by children living in and on the streets.

The European report on quality indicators of LLL published by the European Commission (2015) highlighted several quality indicators to measure lifelong learning activities in Brussels. The report grouped various quality indicators into four indicator categories, namely: Skills, Competencies and Attitudes; Access and Participation; Resources for Lifelong Learning; and Strategies and System Development. Each of these indicator categories has specific indicators, for example, the first category measures literacy and numeracy in terms of comparing the sound knowledge of literacy levels among different countries, and the data revealed that Finland and Japan had the highest level of literacy and numeracy of 546 and 557 scores respectively (European Commission, 2015). This category also has indicators that measure New Skills in the Learning Society, Learning-to-Learn Skills, and Active Citizenship Cultural and Social Skills. The second category measures access to and participation in LLL about opportunities and obstacles that confront an individual during their lifelong learning path. Namibia needs to learn from these experiences. The report emphasised that access to LLL should mainly focus on structural and logistical questions while participation looks at motivational, financial, and cultural issues. For instance, access indicators could measure the possibility of marginalised and vulnerable communities accessing the formal system of education

and their access to linkages between different learning systems and routes. The third indicator category should measure the availability and possibility of investment in LLL, Educators, and Training, and ICT in Learning and the last category is ought to measure strategies of LLL, coherence of supply, counselling, and guidance, accreditation and certification, and the quality assurance. In countries such as Finland where some of these indicators were applied, literature indicated that the participation of adults in lifelong learning and adult education activities had rigorously increased because access to LLL was widespread to include learning at workplaces and everywhere through widespread media and technology-based environment (Niemi and Isopahkala-Bouret, 2012). In the same way, these quality indicators are required to monitor the implementation of lifelong learning and adult education activities in Namibia. The application of these quality indicators suggests effective monitoring that this study aims to achieve in developing monitoring tools that the National Lifelong Learning and Adult education Council may use to monitor LLL and AE activities in the country.

### **2.3.5 Development of monitoring tools to monitor LLL and AE activities**

Reiterating as stated in the first chapter, monitoring tools are instruments that an organisation uses to monitor the progress implementation of its activities. Such tools may be adopted from other organisations or internally developed by the organisation itself based on its needs, programmes, and what needs to be measured. The development of monitoring tools requires a deep understanding of what types of tools are required to monitor the impact of a particular activity. In this view, Jalbert and Kinchy (2016) emphasised that without a deeper understanding of the monitoring tools by the users, the application of such tools may fail to produce the

outcomes intended by their designers. This view informs that it is vital for people developing monitoring tools to be considerate of issues such as easy-to-use application of tools, physical durability, and the tools' ability to generate precise data sets. For example, answering questions like will the users understand the application of the tool or they will require training to effectively use the tool, and will the tool yield the desired outcomes? This is learning to Namibia and especially to this study because its main purpose is to develop monitoring tools for the NLLAEC to monitor the implementation of LLL and AE activities in the country.

Furthermore, the Monitoring & Evaluation manual (2016) educates that the development of monitoring tools should be based on a consultative approach where various stakeholders' perspectives are taken into consideration to ensure that indicators developed are relevant to their objectives. The manual highlighted specific steps to develop monitoring tools using the consultative approach. First, developers should understand the available different types of monitoring tools and what they want to monitor based on their envisioned goals and objectives; for instance, developers should decide whether they want to monitor the progress of the intervention under implementation or measure whether results are achieved as planned. The second step is to assess the tool against the CREAM criteria which stands for Clear, Relevant, Economical, Adequate, and Monitorable. Lastly, the monitoring tools must be documented, endorsed, and shared with all stakeholders to ensure uniformity in monitoring. This study used a consultative approach to form a unified monitoring system of various stakeholders involved in the provision of LLL and AE activities by developing monitoring tools the NLLAEC may use to monitor LLL and AE activities in Namibia. Such an approach was contradicted by

Alhamazani, Ranjan, Mitra, Rabhi, Jayaraman, Khan, and Bhatnagar (2015) stating that it is time-consuming. Their study (Alhamazani, et.al) which investigated an overview of the commercial cloud monitoring tools: research dimensions, design issues, and state-of-the-art in, found out that conflicts arise in consultative meetings where explanations and debates take most of the time resulting in some stakeholders leaving meetings unfinished. Namibia too faces challenges of limited stakeholder participation despite numerous calls made in National Documents that encourages participation of stakeholders. The ability of stakeholders to participate is limited. There seems to be a lack of coordination in implementing interconnected activities such as LLL and AE programmes. However, Kessler (2004) explained that conflict management is necessary for an organisation to overcome issues of tension among stakeholders, increased expenses, and lack of consensus. Therefore, the National Lifelong Learning and Adult Education Council need to be cognisant of such issues to avoid facing challenges that come with the process of stakeholder participation.

Studies by (World Health Organisation, 2016; UNESCO, 2014; Wagner, Day, James, Kozma, Miller and Unwin, 2005) suggest the consideration of equity, access and participation, relevance and quality as assessment criteria for the development of monitoring indicators in organisations. A practical example of effective monitoring of LLL and AE is observed in Finland. According to Finland Country Report on Adult Education (2011), it was found that the country measure successfully in access to adult education, participation, and equitable quality in learning and educational activities provided to all LLL or AE participants. The Report highlighted specific indicators such as on comprehensive data collection process on participation in LLL or AE programmes by measuring the numbers of people having access to learning

opportunities, their abilities to participate in such learning opportunities, including their consistency in attendance. Namibia is yet to learn from such practices because measuring the establishment of an adult literacy class alone, says nothing; it does not guarantee the participation of community members in the programmes. Members should be made aware of the impact of such an education intervention in their lives so that they see the worth of their involvement. The effective measurement of access to LLL or AE programmes requires the collection of qualitative data with measurable indicators such as what contextual factors affect participation and the learning process for example measuring student characteristics, socio-economic conditions, cultural aspects, the status of the teaching profession, average travel time to learning centres from homesteads, and effects of local community issues.

Moreover, Finland has a Finnish Education Evaluation Centre (FINEEC) responsible for monitoring the quality of adult education provided. Quality adult education in Finland is measured by assessing participants' performances in relation to the objectives set for training as a whole, using the approved assessment checklist which includes measuring the teaching methods used and the frequency in quality assurance measures (Garbe, Lafontaine, Shiel, Sulkunen, Valtin, Baye, and Géron, 2016). Hailombe (2011) argued that measuring the quality of the education provided is as vital as measuring access to that education and learning. Hailombe emphasized that factors such as the extent to which educational programmes are being conducted to indicate whether the set objectives are achieved or not, or whether further interventions are needed to improve the educational level of beneficiaries should form the basis of measuring the quality of lifelong learning and adult education programmes. Such measures are significant in revealing the level of understanding

among community members to determine their willingness to participate through community mobilization engagements. Quality should also include indicators that measure the availability of internship and apprenticeship programmes to ensure that graduates are ordained opportunities to practice what they have learned before entering the working world.

Equity in Namibia is defined as “the quality of fairness and impartiality, particularly in the allocation of educational resources and opportunities” (Strategic Plan, 2017/18 - 2021/22, P. 20). The data revealed that equity measurement in LLL and AE is key in the developing indicators to monitor the progress of programmes implemented. Many of the institutions sampled measured primarily the number of activities completed and the number of participants, but almost little is said on the fair distribution of resources, the participation of disadvantaged and vulnerable communities, and the impact of inequalities in communities. It appears as though the absence of the National Lifelong Learning and Adult Education Council hinders the effective measurement of equity in LLL or AE programmes offered in the country. Since the Council has the role to coordinate, monitor and set uniform standards for institutions to effectively implement the LLL or AE programmes, quality indicators are critical in this exercise.

To effectively measure equity in LLL and AE programmes, it is important to collect comprehensive data to carry out multidimensional analysis for decision-making processes. The Finish report (2011) points out that the country had set uniform standards, which all LLL and AE institutions should adhere to, in their effort to providing and monitoring LLL and AE programmes. It is said that students attending

these LLL and AE programmes both in Government or private institutions receive the same education, this ensures equity in every component of education and learning. Not only does Finland ensure that no one is left behind by educational opportunities, but it also ensures that everyone achieves the same level of learning and education as others. Namibia is yet to develop uniform standards that ensure that the education offered in private institutions is similar to that offered in Government institutions so as to produce similar graduates.

#### **2.4 Chapter summary**

This chapter reviewed the literature on the available strategies for monitoring LLL and AE activities, monitoring tools used to monitor, roles of National Councils, indicators for monitoring LLL and AE, including the development of monitoring tools. Also, the systems theory which guided the study was discussed.

The next chapter presents the methodology of the study.

## **CHAPTER 3: RESEARCH METHODS**

### **3.1 Introduction**

This chapter discusses the research design and methodological procedures used in collecting and analysing data. It also describes the population, sampling procedures, instruments used to collect data, including ethical considerations.

### **3.2 Research design**

A qualitative research method guided the research process of this study. Chilisa and Preece (2005) describe qualitative research as a methodology that allows researchers to carry out research about people's experiences in their natural settings, engage with respondents and provide an opportunity to understand the perspectives of the phenomenon from those participating in it. This methodology allowed the researcher to actively understand the respondents' experiences regarding monitoring strategies, tools, and indicators used by various institutions to monitor LLL and AE activities in the country. The approach was followed to engage with respondents to solicit information about the research questions the study seeks to answer.

The study adopted a phenomenological qualitative research design to gather a deep understanding of the strategies relevant to the development of monitoring tools for the NLLAEC. The purpose of phenomenology is to explain how people perceive and comprehend particular phenomena been studied. Vos, Strydom, Founce, and Delport (2011, P. 305) defines a phenomenology study "as a study that attempts to understand people's perceptions, perspectives, and understanding of a particular situation". This study used phenomenology design to understand the respondents' perceptions about monitoring the implementation of lifelong learning and adult

education activities in the institutions sampled. Because phenomenology study seeks to understand people's perceptions, perspectives, and understanding particular situations, and that it allows the use of different instruments for data collection such as interviews, document review, and participants' observation, the researcher believed that it was the best design for this study. The researcher employed phenomenology design to facilitate the engagement with the respondents during the data collection process and to obtain valuable insights on the availability of monitoring strategies and tools used to monitor the LLL and AE activities in Namibia. As emphasised by Vos et al (2011), phenomenology design designates that researchers should be as cognisant as possible to avoid being bias and be influenced by their understanding of the subject at hand. Thus, the researcher explored and described the development of monitoring tools for LLL and AE accurately as perceived by the respondents and remained objective throughout the study.

### **3.3 Population**

Majid (2018) explains that the population in the research study refers to the study's targeted population that the researcher intends to study. The population of this study are people working within the institutions of LLL and AE. There are many institutions in Windhoek; hence the population can range from approximately +-500 officials involved in the provision of lifelong learning and adult education.

### **3.4 Sample and Sampling procedures**

Purposive sampling technique was used to select respondents for this study. Purposive sampling gave the researcher authority to select respondents who in the view of the researcher were knowledgeable to give relevant information on available

monitoring strategies and tools used to monitor LLL and AE activities in Namibia. Two years of working experience were used as a criterion for selecting respondents. This meant that all respondents interviewed had two or more years of working experience in their respective jobs. Respondents were, therefore, perceived to possess valuable information required for answering the research questions.

The sample of the study included 4 officials from the MEAC, 1 from NAMCOL, 1 from NTA, 1 from Rossing Foundation, 1 from special desk for Social development at ELRCN, and 2 officials from UNAM. At the national level, the MEAC oversees the implementation of LLLAE, hence four respondents were found to be appropriate for inclusion in the study than from other institutions that only have 1 or 2 officials dealing with LLLAE activities. A total number of 12 respondents participated in this study from MEAC, NAMCOL, NTA, Rossing Foundation, ELRCN, and UNAM. Respondents were, therefore, perceived to possess valuable information required for answering the research questions.

### **3.5 Research instruments**

The study used two instruments to collect data; the interview guide and a document analysis checklist. The interview guide contained semi-structured open-ended questions which solicited information about strategies and monitoring tools used to monitor LLL and AE activities in sampled institutions. The questions also explored the roles that the National Lifelong Learning and Adult Education Council once established could play to uplift LLL and AE activities in the country. The document analysis checklist equally comprised issues related to strategies and monitoring tools to be identified in government documents.

The document analysis checklist was used to collect data from three purposively selected documents namely; Annual Work Plan (AWP) 2020/2021, Strategic Plan 2016-2020, and Strategic Plan 2019/20-2023/24. These documents were the only documents that were found by the researcher to provided data on monitoring strategies and indicators of LLL and AE. They were chosen, therefore, with the view that they contained the relevant information that the researcher needed to answer the research questions.

### **3.6 Data collection procedure**

After the researcher obtained the Ethical Clearance Certificate and Permission letter from the UNAM Publication Unit, the researcher wrote letters to sampled institutions seeking permission to conduct research. These letters were sent through emails and the researcher continuously followed up with institutions telephonically for approval. Once permission letters were received, the researcher set up interview appointments with respondents to collect data. The interviews were scheduled one on one and face to face procedures. This process was delayed due to COVID 19 pandemic which enforced a countrywide lockdown. However, once the country lockdown was lifted, the researcher followed up with scheduled interviewers and agreed on the dates and times of interviews. COVID 19 protocols were observed and as such some interviews were conducted face to face while some respondents opted for telephonic interviews. Although 12 officials were anticipated to participate in the study, only 10 respondents took part while two withdrew citing that they had busy schedules and were no longer able to participate in the study. To adhere to research ethics, the

names of sampled institutions were not mentioned when data was presented for confidentiality purposes; instead, the researcher used pseudonyms A, B, C, etc.

During interviews, the researcher introduced herself and explained the purpose of the study, ethical issues of anonymity and confidentiality stipulated in the consent forms which respondents had received, and asked permission for tape recording the interview, which allowed the researcher to have total focus on the interview exercise. None of the respondents had a problem with tape recording and the researcher shared a copy of the interview guide which allowed respondents to decide whether to answer certain questions. At this stage, the researcher used the interview guide to ask questions to respondents. The researcher also had a notebook to record questions and unclear responses so as to probe and follow up later before the interview concluded.

With the document analysis checklist, the researcher requested access from institutions sampled to review institutional documents. The Annual Work Plan 2020/2021 was received electronically via email from the respondent within the sampled institution, while the researcher downloaded strategic plans from institutional websites. Data was collected from these documents immediately after the interviews were completed.

### **3.7 Data analysis**

This study used content analysis to analyse data. Parveen and Showkat (2017) defined content analysis as the systematic method of analysing written text or recorded audio through a systematic classification process of coding and generating categories and themes. This data analysis method allows the researcher to transcribe

data and convert interview audios into written texts. The source of data for this study included transcribed interview data and analysed institutional documents. The analysed data is collected from the MEAC, NAMCOL, UNAM, NTA, Namibia NGO's Forum (NANGOF) C/O Desk for Social Development of ELCRN, from Rossing Foundation, and from three identified national documents as mentioned in section 3.5 above. The data was analysed by hand, as the researcher felt that 10 interview transcripts were manageable. Analysing data by hand also provided the researcher with an opportunity to be more acquainted with the data. The analysis of data in this study followed the basic steps of content analysis systematic classification process of coding as described below:

#### **(1) Transcription of data**

Immediately after data collection, the researcher transcribed the recorded interview into written text. It took about 3 hours to transcribe a 40-minute interview script.

#### **(2) Organisation of data**

The researcher organised the transcriptions in groups according to institutions. All responses from the same institution were grouped, the data from documents were also organised according to institutions. This means that data from an institution comprised of interview and documents.

#### **(3) Coding and Analysing Data**

The coding process began immediately after the organisation of data. At this stage, the researcher read the transcriptions over and over again to understand the data and to ascertain whether or not additional information was required from the respondents.

After reading the transcribed data over and over, the researcher started with open coding, using different coloured pencils to mark similar and related answers (Creswell, 2009). Related answers were grouped and labelled to generate categories. For instance, all answers related to the *training* of teachers or lecturers were listed under one group and the name '*professional development* was allocated to that group.

According to Parveen & Showkat (2017), content analysis is employed through the process of reduction. The researcher reduced categories by comparing and linking together related elements of categories and labelling them. For example, elements from different categories such as *methods, content, styles, assessments* were grouped and allocated a name *training content*. The process of reduction continued by further comparing elements of categories to generate themes. Themes were generated until a manageable number of themes was produced. The process of reduction identified similarities and differences from LLL and AE data and also with document analysis, these similarities and differences were interrogated and formed part of the themes. For example, participants understood LLL differently; some defined it as AE whereas others simply do not identify themselves as adult educators. Similarities and disagreements were equally labelled and generated into themes.

### **3.8 Ethical Considerations**

Parveen & Showkat (2017) argued that the protection of participants through the application of appropriate ethical considerations is paramount in research and researchers have the sole responsibility to ensure ethical conduct of their studies. Thus, the main ethical concerns of this study were informed consent, confidentiality,

and anonymity of respondents. The study considered also issues of trustworthiness, reliability and validity.

### **(1) Informed consent**

All respondents gave consent to participate in the study of their own accord and agreed to tape recording to allow the researcher to have full focus on the interview. Respondents were also informed about their right to withdraw from participating in the study at any time they wished and their right not to answer any question they felt threatening.

### **(2) Confidentiality and anonymity**

According to Coffelt (2017, P. 227), “confidentiality and anonymity are ethical practices designed to protect the privacy of human subjects while collecting, analyzing, and reporting data”. These practices are significant to ensure that respondents feel secured in revealing personal information. In this study, the researcher assured confidentiality by explaining to the respondents that the information collected would be privately kept whereby only the researcher can have access to it. Respondents were also assured that the information will be used for study purposes only without revealing any personal information about them. Anonymity was assured through the use of pseudonyms to protect the identity of respondents and the institutions they represented. Meaning, names of respondents and institutions were not used in the presentation of data but rather pseudonyms of Respondent 1, 2,3, and 4 and institution A, B, C, D, E, and F respectively.

### **(3) Trustworthiness and reliability**

Noble and Smith (2015) emphasised that assessing the quality and reliability of the research is crucial in order to make judgements on the trustworthiness of the study in relation to the application and appropriateness of the methodology undertaken. In this study, reliability and trustworthiness was observed through the validation of interview transcripts. This measure was observed through the use of member check technique. Member checking was used to validate the data collected from interviews whereby the researcher returned the detailed transcriptions of the interview audios to the respondents. This was done for the respondents to confirm whether or not the information captured reflected their opinions and that the data did not contain misunderstandings of ideas that could have occurred through bias or during transcription.

### **3.9 Chapter summary**

This chapter described the research design, data analysis and ethical issues that were considered in the study. The next chapter presents and analyses data.

## CHAPTER 4: PRESENTATIONS, ANALYSIS, AND INTERPRETATIONS OF DATA

### 4.1 Introduction

This chapter analyses and interprets data collected through interviews and institutional documents. The purpose of the study was to explore information that aided the development of monitoring tools to monitor lifelong learning and adult education activities in Namibia. The study solicited activities related to Lifelong Learning and Adult Education and how they were monitored and sought suggestions for monitoring tools and strategies that the Council could use to effectively monitor LLL and AE activities. Further, the study explored monitoring indicators to measure progress in the implementation of LLL and AE, as well as seeking suggestions on the roles of the NLLAEC in the country. In this study, the term adult education is referred to the *practice* in which people considered as adults by their societies participate in educational activities to gain knowledge, skills, and obtain qualifications. The term lifelong learning implies *opportunities for learning* that institutions provide to citizens, whether by training or allowing people to learn at their own pace throughout their lifespan to improve knowledge, skills, and competencies. Various interview questions were developed to answer specific research questions. Data in this study was organised and presented according to institutions. Pseudonyms were used to avoid associating responses with individual persons or institutions.

## 4.2 Presentations, Analysis, and Interpretations of Data.

This section presents data from institutions (pseudonyms) A, B, C, D, E, and F. Section 4.2.1 presents data about LLL activities, whereas section 4.2.2 is about adult education activities.

### 4.2.1 Lifelong Learning Activities

#### Institution A

Respondents from institution A were asked to indicate the LLL activities that their institution dealt with. The data indicated training and provision of Community Learning Development Centres (CLDCs) as major LLL activities undertaken by institution A. The specific responses are displayed in the table below:

**Table 2: Lifelong Learning activities undertaken by institution A**

<b>Institution A</b>	<b>Respondent 1</b>	<i>We do in-service training for staff members such as Monitoring and Evaluation and school mapping.</i>
	<b>Respondent 2</b>	<i>We offer basic entrepreneurial skills to crafters and artists for value addition.</i>
	<b>Respondent 3</b>	<i>We provide Community Learning Development Centres (CLDCs) which offer additional learning opportunities to Adult Upper Primary Education (AUPE) graduates and allow them to engage in income-generating projects such as sewing, agricultural planting, making beads, etc.</i>
	<b>Respondent 4</b>	<i>We have CLDCs to strengthen literacy skills acquired by literacy learners. We also give basic entrepreneurial skills training in areas such as sewing.</i>

The responses displayed in Table 1 above show diverse responses to lifelong learning activities. Some respondents indicated training whereas others mentioned the provision of community centres. Community Centres (CLDCs) create opportunities for income-generating activities to take place, such as sewing,

agricultural planting, and making beads. The centres provide also opportunities for AUPE graduates to engage in income-generating activities and to further their learning. Probing on how AUPE graduates engaged in income-generating activities, it was explained that participants received small amount of money (as loans) to start or upgrade their small businesses.

### **Institution B**

When asked to respond to LLL activities that their institution engaged in, the two respondents had the following to say:

#### **Respondent 1 answered that:**

*“We train lecturers on professional academic development. We run short courses and we have moved from mere short courses to accredited short courses and these accredited short courses are coming out of a qualification programme that we call a diploma in higher education. However, these short courses are not compulsory, but lecturers are motivated to attend as they obtain points that contribute to their promotion.” (Respondent 1, B)*

Respondent 1 explained that they offered short, accredited courses with content coming from a qualification programme, even though such courses were not compulsory, they contributed to staff promotion as further emphasized by Respondent 1:

*“To ensure that first-time lecturers at the institution are equipped with tertiary facilitating skills, we have a module we call effective teaching and learning that we make compulsory for everybody who is starting to work here for the first time. But, there is no follow up to monitor whether lecturers have attended or not”, (respondent 1, B)*

A concern was raised by this respondent that although first-timers were trained in effective teaching, the institution made no follow-ups to monitor whether or not lecturers' attendance at the training has been met since the training was voluntary.

*“Our policy that indicates that lecturers need to attend academic development courses does not make provision to monitor whether lecturers attend or not. Because the policy clearly states that these accredited short courses are not compulsory. (Respondent 1, B)*

**Respondent 2 stated that:**

*“We run a postgraduate diploma in tertiary lecturing. These are capacity development programmes for lecturers at the institution” (Respondent 2, B).*

In general, LLL activities in institution B were embedded in professional development for lecturers which comes in a form of academic support. Both responses indicated that the institution provided capacity-building activities to assist lecturers to continue learning while teaching.

**Institution C**

The only respondent who participated in the study from this institution informed the researcher that the mandate of the institution was to deal with adults and out-of-school youth and not necessarily to deal with LLL issues.

The respondent highlighted:

*“Our objective says that the institution is established to provide opportunities for adults and out of school youth to upgrade their professional and vocational skills, as well as their level of general education to attain economics self-improvement and managerial skills for the sound management of inter alia, rural societies, and non-governmental organisations. So, we only deal with adult education and not lifelong learning activities”.*

*(Respondent, C)*

Amazingly, the respondent from institution C believed that what they did in the institution did not include lifelong learning. The provision of opportunities for adults and out-of-school youth to upgrade their professional and vocational skills and the attainment of their economics self-improvement and managerial skills did not appear to this respondent as LLL activities. The sound management of inter alia, rural societies, and non-governmental organisations that they did were undoubtedly LLL activities. The responses accorded here illustrated a lack of understanding of what LLL is. The responses illustrated also a lack of distinction between LLL and adult education.

### **Institution D**

There was only one respondent interviewed from this institution. LLL activities in this institution were rooted in training and provision of library services.

**Table 3: Lifelong learning activities undertaken by institution D**

<p><b>Institution D responses</b></p>	<p><i>We have library services with an internet connection that provide an opportunity for adults to learn at their own pace.</i></p> <p><i>We have the training of teachers in the fields of mathematics, science subjects and English with the methodology.</i></p> <p><i>We train school boards working with partners like UNICEF, ministry</i></p>
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	<p><i>of education on effective educational management skills.</i></p> <p><i>We train education officers on how to train adults on andragogic principles.</i></p> <p><i>We also offer after-school classes to primary grades in areas of mathematics, science subjects, and English. (Respondent, D).</i></p>
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The respondent in institution D presented a wide range of LLL activities that were taking place in their institution. Various activities mentioned included library services, which provided space for additional reading and internet connectivity. The institution offered in-service training for teachers in school subjects, methodology and assisted learners in subjects that they were struggling with. Lifelong learning was also performed through the training of education officers to give them andragogic skills and enhance the principles of adult learning. The institution also trained school board members on effective educational management skills.

### **Institution E**

Institution E constituted a Special Desk for Social Development in that organisation. According to the only respondent who participated in the study, the institution was involved in providing basic entrepreneurial skills training to the community members. As indicated by the respondent:

*“We provide lifelong learning activities to the community for empowerment. So we focus on things like economic, financial literacy, assisting them with skills around how to better manage their financial resources, how to engage in small business development, skills for a sort of basically managing their small businesses whether it is in bookkeeping or just basic business literacy to be able to survive and improve their livelihoods. Many times we use the youth as the conduits for the transfer of skills because most of the youth have*

*some basic literacy skills, so when we do training of trainers, we target the youth and we use them to then further give the information to the community*  
” (respondent, E).

There were various LLL activities undertaken in this institution such as financial literacy skills, various *how-to* skills such as *how to* manage, *how to* engage in small businesses, and income activities. The institution provided also basic literacy skills. Out of school youths who already have some basic literacy skills were recruited voluntarily as trainers of LLL activities in communities. The researcher probed on what kept youth interested in volunteering work, it was explained that the institution compensated the youth by giving them airtime incentives for their internet connectivity and easy communication. The respondent emphasized further that such activities were always linked to some sort of empowerment such as raising awareness or provision of capabilities. The institution appeared to respond to the Government call for participation in the plight of taking the youth out of the street. The respondent further stated that:

*“Even right now with COVID 19 we have recruited some community volunteers and we are giving them awareness-raising information. Community volunteers go house to house to educate families around prevention methods of safety and health”.*

Apart from getting youths out of the street, activities in this institution were also embedded in awareness-raising about social issues affecting communities. For instance, with the spreading of COVID 19, the institution embarked on training the youth on COVID 19 preventative measures that they shared with the community.

### **Institution F**

There was only one respondent from institution F, who participated in this study. In responding to LLL activities the respondent mentioned Recognition of Prior Learning Programme as the only activity under LLL that institution F was engaged in. The respondent explained that:

*“Our Recognition of Prior Learning (RPL) targets Namibian citizens who have acquired skills and competencies but are not certified. So we take them through a formal process to develop portfolios of evidence. We assess those portfolios against the unit standards for different qualifications or relevant qualifications, we identify the gaps and we take them through the process that leads up to assessment”. So at the end of the day, somebody who has been out there in the informal sector applying his or her trade can now get a qualification that is the same as a trainee who has gone through training at a Vocational Training Centre or another training institution.*

As much as the process of assessing participants to obtain qualifications based on their skills and competencies could move participants from unskilled to skilled labourers, which may result in a positive impact on their incomes and livelihood, it was doubtful that RPL was the only LLL activities undertaken by this institution. When probed to indicate other activities undertaken even though not part of LLL, the respondent mentioned training of youths in vocational skills. The respondent explained that they had *28 different trading occupations that they teach, such as plumbing, welding, bricklaying, and others. To them, wherever they have qualifications registered on the qualification framework, they can certify skills and*

*competencies against those standards.* Institution F is also involved in training vocational skills, but to the respondent, such training of those professions was not LLL activities. It was strange that the respondent answered that RPL was the only LLL activity the institution engaged in, when they did train vocational skills as well. This showed a lack of understanding of what LLL is and its related activities.

The respondent went on to clarify that:

*“Since we implemented the recognition programme in 2015, we have received more than 6 thousand applications and we have already assessed almost three thousands of those. And we have done it in (respondent, F).*

The RPL programme according to the respondent was a “*game-changer for Namibia*”. It gave hope and opportunity to people who had no opportunities to attend school and the respondent felt that those types of lifelong learning activities need to be promoted and supported by the NLLAEC.

#### **Interpretation of 4.2.1, Lifelong learning activities**

Generally, as it can be seen from the responses in 4.2.1 above, it appears that a diverse range of lifelong learning activities was happening in different institutions in Namibia. These activities included in-service training for staff members in institutions, entrepreneurial skills, provision of centres and libraries to create space for learning, vocational skills training, and engaging in community empowerment activities such as small business development and managerial skills training and provision of RPL. Training appeared to dominate LLL activities. However, as much as there were various activities taking place in institutions, the data indicated that

many respondents were unclear about what LLL is about. Most respondents had difficulty differentiating between LLL and adult education. Some respondents indicated that their mandates did not fall within the LLL sphere, although what they provided was undoubtedly LLL activities. The data, therefore, illustrated a gross lack of understanding among respondents of what LLLL entails, and how it can be linked to AE.

#### 4.2.2 Adult Education activities

##### Institution A

In this section 4.2.2, the focus was on activities of Adult Education that sampled institutions were engaged in. Respondents from institution A explained adult education activities such as teaching basic literacy and Adult Upper Primary Education. Below were the responses from institution A.

**Table 4: Adult Education activities undertaken by institution A**

<b>Respondent 1</b>	<i>We teach basic literacy under the National Literacy Programme for Namibia (NLPN) which starts with a person who doesn't know how to read until the English level. And then we have Adult Upper Primary Education (AUPE) that is like the advanced of basic literacy. In AUPE the person continues to learn the medium of instruction; English. We also offer a family literacy programme which is offered to the parents of grade 1 learners in formal schools to train parents on how they can help their children with schoolwork. This activity assists in laying a strong learning foundation for learners"</i>
<b>Respondent 2</b>	<i>We have literacy classes for adults and out of school youth</i>
<b>Respondent 3</b>	<i>We teach literacy to adults who do not know how to read and write</i>
<b>Respondent 4</b>	<i>We have literacy classes under the NPLN which is divided into three stages where adults are taught in vernaculars in stages 1 and 2 while stage three has intermediate English and mathematics. There is also AUPE which is a three-year course and equivalent to grade 5 of formal school. After then adult learners go either to KAYEC, for skills development, some</i>

	<p><i>learners who want to continue with formal education continue to NAMCOL for grade 10, while other learners go to NTA where they do the skills assessment and then after NTA send them to VTCs</i></p>
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The table above indicated that AE activities in this institution were characterized in three categories: *adult literacy*, a phase that caters for people who cannot read, write and do numeracy skills in their vernaculars; *Orientation stage*, a phase that offered opportunities to strengthen the reading and writing skills and the *Basic English*, which introduced adult learners to Basic English skills. Another phase was described under the *AUPE programme*, a phase that gave adult learners opportunities to strengthen learning and assisted them to engage in income-generating activities. One respondent appeared to equate adult education entirely to the provision of literacy classes (ability to read, write, and numeracy). The interconnectedness of adult education with lifelong learning, where adult education activities offered opportunities for further learning to other institutions such as NAMCOL, NTA, KAYEC, or engage in income-generating activities was highlighted.

Furthermore, *the Family Literacy* programme was another adult education activity offered by the institution. As explained, a family literacy programme equipped parents with skills to help their children cope with Grade 1 schoolwork, regardless of the parent's academic qualifications. This according to the respondent would ensure a strong learning foundation for learners.

### **Institution B**

There were two respondents interviewed in this institution.

#### **Respondent 1 highlighted:**

*“In terms of adult education; the question there then is, is adult education and lifelong learning two separate things? Because for me, adult education is when you are educating adults. So, my lifelong learning or adult education activities are educating adults to gain tertiary lecturing skills”, (respondent 1, B)*

According to Assefa (2018) adult education is formal or otherwise, whereby people are regarded as adults by the society to which they belong, develop their abilities, enrich their knowledge, and improve their technical or professional qualifications. In this case, respondent 1 was regarding the provision of education to adults to gain technical knowledge in teaching at the tertiary level. This implied that adult education goes beyond the mere provision of reading, writing, and numeracy or information to adults.

**Respondent 2 stated that:**

*“Regarding adult education activities, all of the academic programmes we have here, are adult education. All those courses whether it is education, law, humanities, and whatever, all of those programmes are adult education because they are taught to people who are 18 years old and above. But the challenge is we do not view them as adult education programmes. Only those in the department of adult education are viewed as such because people do not understand what adult education entails”. (Respondent 2, B)*

Probing as to why academic programmes were not viewed as adult education, the respondent clarified that people did not understand what adult education is and they only referred to it as the teaching of literacy classes (reading, writing, and numeracy) to adults.

Both respondents from institution B viewed adult education as any education that is given to adults. They viewed such education as beyond the provision of reading, writing skills, and numeracy. Respondent 2 raised concern that academic programmes ought to be called adult education given that such programmes were given to adult audiences.

### **Institutions C**

When asked about the adult education activities that the institution engaged in, the respondent had the following to say.

*“For adult education, we teach previous grades 10 and 12 learners in secondary education curriculum to assist them to go back to the formal education system”*

*“We also offer tertiary programmes. Those are degrees, diplomas in different programmes for adults and out-of-school youth. Besides that, we also have vocational programmes”*,

To this respondent, the fact that repeaters of Grade 10 and 12 have fallen out of the formal education system and they were above the age of 18, the insinuation was that the education provided to them should be adult education. It is not clear as to what constitutes adult education in this case, whether it is the content of the educational curriculum been used or the pedagogy involved in the education programme. In this case, Grade 10 and 12 were purely formal subjects, whose purpose was to prepare learners to write a formal examination similar to the examination written in formal

education by full-time learners. This did not seem to concur with the definition of adult education, which states that such education takes place outside the formal education system. The data revealed yet again the confusion between formal and non-formal education.

### **Institutions D**

There was only one respondent interviewed in this institution. Adult Education activities in this institution are said to offer school subjects to school learners.

*“We teach school learners (grades 10 and 12) who have not performed well in school subjects of mathematics, science, and English. So learners come here to improve their grades” (Respondent, D).*

The respondent elucidated that learning opportunities in areas of Mathematics, Science, and English were provided to school learners who have not performed well. However, the subjects taught are in formal education curricula, they did not fall under the AE category. These are formal education subjects meant to give opportunities to learners to upgrade their results to enable them to re-enter the formal education system. Respectively, the data seemed to display yet another confusion or lack of knowledge of what adult education is, and its relation to formal education.

### **Institution E**

Responding to the question on adult education activities that the institution dealt with, the respondent stated that:

*“We are basically involved in providing adult education skills to communities. We train the youth to teach literacy to adults and out-of-school*

*youth. So, we take adult literacy as an empowerment tool to empower our community to improve their lives” (respondent, E)*

In this institution, adult education was equated to adult literacy. Adult literacy was then used as an empowerment tool, to empower and improve the livelihoods of communities. Probing on how adult literacy was used as an empowerment tool, the respondent clarified that community members were taught basic skills to engage in income-generating activities to improve their livelihoods.

### **Institution F**

In terms of AE activities, the respondent explained that the institution did not necessarily deal with adult education activities. The respondent explained:

*“We do not really have adult education activities, but we have the responsibility to supervise training at public vocational training centres. Perhaps that can be classified as somehow adult education because there we provide learning to adult”. (Respondent, F)*

The data appeared to indicate that this institution supervised training for the adult audience at public vocational training centres. That to them was the only related activities they could refer to as adult education. The understanding held in this institution about adult education and LLL was worrisome. In the LLL section, the respondent explained that they have *28 different trading occupations that they teach. These trading occupations are among others plumbing, welding, and bricklaying.* It is difficult to understand that an institution that offered training programmes to adults who make choices of what to study, to not be adult education oriented.

### **Interpretation of 4.2.2, Adult Education activities**

Varieties of AE activities did take place in the sampled institutions such as teaching basic literacy skills, classes for youths and other community members, and educating lecturers to gain knowledge of teaching at the tertiary level. Activities involved also the provision of skills in income-generating activities. Activities involved the upgrading of Grade 10 and 12 subjects, which was purely a LLL activity. As much as activities were indicated, respondents indicated great confusion or lack of knowledge of what adult education is, and its relations to formal education as well as to LLL.

#### 4.2.3 Monitoring of activities of LLL and AE

This section presented data on how LLL and AE activities were monitored in sampled institutions. The data revealed that almost all institutions conducted continuous internal monitoring, and to some extent, the external evaluations did take place.

##### Institution A

Respondents were asked to indicate how LLL and AE activities were monitored in their institution. In institution A, monitoring took place through established channels at national, regional, and district levels. The table below demonstrated the responses from interviewees.

**Table 5:** How LLL and AE activities are monitored in Institution A

Respondent 1	<i>Monitoring of lifelong learning and adult education activities takes place through established channels. Those are national, regional, and district levels. At the national level; we sometimes conduct periodical visits to the regions when the funds are available for physical verification of learning venues and discuss regional issues in implementation. At the regional level, education officers visit classes to check if classes are really taking place. While, at the district level, the promoters use attendance registers but also before that they enrol learners. So, those are the forms that they provide to</i>
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	<i>Education Officers that there is proof that classes are taking place.</i>
Respondent 2	<i>We have a strategic plan where we explain our objectives which we have to fulfil. So we use the strategic plan to check if planned activities were implemented.</i>
Respondent 3	<i>We have a monitoring and evaluation unit that monitors the implementation of the activities in NDP5 and the activities in our annual work plan. Each directorate has an M &amp; E officer responsible for monitoring.</i>
Respondent 4	<i>Literacy promoters use Form A to enroll learners and Form B for class attendance. They also test learners for competencies per term and submit reports. Senior Education Officers also monitor in a way that we collect the statistics every month from the promoters to check consistency in attendance. Education Officers visit the classes to make sure that classes are really taking place. We also carry out monthly meetings to discuss the shortcomings the district is facing.</i>

The institution used various channels at the National, Regional, and District levels to monitor LLL and AE activities. At the National level, the institution has an M & E unit that monitored activities in national documents such as NDP5, Strategic, and Annual Work Plans. Periodic visits to centres to verify the existence of classes and to discuss issues with officers at the regional level were conducted as well. Monthly meetings were also mentioned as tools that collected information regarding LLL and AE activities. At the Regional level, Regional offices submitted monthly reports to the Head Office indicating their implementation progress. While at the District level, literacy promoters administered class tests to check the level of the learners' competencies acquired and used different forms to collect data on enrolment and attendance of participants. These register forms gave statistical information on learners' participation in programmes.

### **Institution B**

When responding to the question of how LLL and AE activities were monitored in institution B, Respondent 1 stated:

*We have a section on monitoring and evaluation where we run daily evaluation questionnaires to get feedback from the participants regarding how they feel if they think they learned, what did they learn, and where can we improve. We also have a software system in place, which generates reports and rate the facilitation skills of the facilitator, (respondent 1, B).*

It was explained that this institution administered questionnaires to obtain information about the subject matter and the knowledge acquired by participants. The institution also used the software to generate reports as well as to measure the facilitators' skills.

In addition, data revealed that students' competencies were measured using assignments given to them. This was elucidated by respondent 2 who explained that;

*We use student assignments to measure the programmes' impact based on their achievements and we take note of enrolment of how many students are enrolled in a particular programme. We conduct programme viability assessments that look at the relevance of the programme and we also have stakeholder conducts carried out during programme development, implementation, and review*

The respondent indicated that the institution collects data about the number of students enrolled, conducts programme viability assessments, uses student assignments to measure programmes impact, and carried out stakeholders' conducts for programmes' development, implementation, and review. The data appeared to insinuate that students' achievements in assignments measured the effectiveness of

the programme. However, successful assignments may not necessarily be done by candidates; it is not too obvious that successful assignments should measure the success of the institution. Also, the data showed that this institution monitored activities in partnership with its stakeholders.

### **Institution C**

Explaining how the institution monitors LLL and AE activities, the respondent said:

*Sometimes we do surveys for example to assess our e-learning where students get online classes. When we want to trace our students that have done a bachelor's degree or our students, we put up a tracer study and then we collect that information to see where our students are. Like now we are busy with our market research, we have different new programmes that we want to embark on as an institution but we also want to know before, evidence-based whether there will be interest in these programmes in terms of students, will there be employers interested to be taking up such students" (Respondent, C).*

The data indicated that the institution used surveys to assess the participation of students taking part in online learning, conducted tracer studies to follow up on where graduates of this institution were, and market research to find out the interest of the public in institutional programmes.

The respondent further said:

*We distribute evaluation tools such as questionnaires during the sessions which participants complete. These tools are then given to M & E officers to write reports that are forwarded to management. On these questionnaires,*

*students fill in about the venue, the teaching, the materials, and everything else that concerns them,” (respondent, C).*

Also, the institution has an M & E unit which was mandated to compile reports that were submitted to management. Questionnaires were completed by participants during sessions to provide feedback about the venue and teaching materials used. All in all, this institution used surveys, tracer studies, and market research to effectively monitor LLL and AE activities.

#### **Institution D**

The respondent explained how LLL and AE activities were monitored in their institution by saying:

*We do entry assessments where we hand out questionnaires to measure the level of understanding of participants. Also, supervisors observe to see how the officials are performing. For example, the senior education officer can randomly visit the library to see how an official is treating the clients in the library (Respondent, D).*

The data indicated the use of questionnaires to measure the level of understanding of participants. Secondly, supervisors observed the teaching environment to see how the officials were performing. It appeared that the issue of ethics was critical in this institution to the extent that supervisors observed to get firsthand information on how clients were treated by officers in the organisation.

#### **Institution E**

To answer the question of how LLL and AE activities were monitored, the respondent from this institution had the following to say;

*We use questionnaires where we do assessments before the training or intervention to know which area the participant needs assistance in and also do similar assessments at the end of the exercise to see what people have learned. When the project is active, community volunteers give us some reports, sometimes like now with COVID 19 we have weekly reports, with other projects we have like monthly reports from community volunteers that inform us about the progress of the activity undertaken, (respondent, E).*

Data revealed that this institution used questionnaires to investigate pre and post-intervention. Pre-intervention solicited information in relation to which area of study did participants need further assistance. Post-intervention inquired information about the specific exercise conducted to see what was learnt, and whether or not people have learned. The respondent highlighted that these intervention assessments were necessary to measure the knowledge of participants before and after participating in an activity. Also, community volunteers submitted reports with information about the progress on the implementation of activities.

Correspondingly, the respondent further clarified that;

*Depending on the size of the project, we sometimes have external evaluations that will be required by the donor that is supporting the project. Donors always want to know how their funds were used and whether the funds were used according to the plans. But we rarely have those external evaluations especially with projects with fewer finances. So then we compile a report*

*detailing what the money was used for, who benefited, what was achieved, what challenges experienced, and other important details. (Respondent, E)*

The respondent explained that occasionally, external evaluators were employed where donor money was involved. External evaluators evaluated programmes, looking and reporting specifically on *what the donor money was used for, beneficiaries, achievements, challenges experienced, and other relevant details*. However, the data for this study revealed that these external evaluations were rare and did not apply to all projects.

### **Institution F**

The respondent was asked to explain how LLL and AE activities were monitored in the institution. The respondent then highlighted that;

*We receive reports concerning the progress made in the implementation of activities in the institution. We also receive detailed reports from coaches and mentors assigned to participants of the Recognition of Prior Learning programme, (respondent, E).*

Data revealed that this institution monitored LLL and AE through receiving reports from public institutions detailing the progress made in implementing activities. Similarly, reports were received from coaches and mentors responsible for RPL participants. There were no other tools used in this institution other than reports.

### **Interpretation of 4.2.3, data on how LLL and AE activities were monitored in sampled institutions.**

Various methods and tools were used to monitor lifelong learning and adult education activities in the sampled institutions. Some institutions used channels at

national, regional, and district levels including conducting site visits, filling of forms, writing reports, supervisors' observations, implementation plans, and conducting research. Also, some lifelong learning and adult education activities were monitored through the use of software systems for data capturing and student assignments were used to assess student competencies. It appeared that many institutions used questionnaires to monitor LLL and AE activities. Such questionnaires were completed by participants to determine what was learned, evaluated the content of the materials used, and measured participants' competencies. In some institutions, stakeholders' conduct was carried out during programmes' development, implementation, and review. There seemed to be a collaborative effort in monitoring LLL and AE activities between some institutions and stakeholders where external monitoring occurred as requested by donor agencies.

#### **4.2.4 Available strategies to monitor LLL and AE activities.**

This section presented the available strategies to monitor lifelong learning and adult education activities in sampled institutions.

##### **Institution A**

Respondents from institution A were asked to indicate available strategies that the NLLAEC could use to monitor LLL and AE activities. The table below illustrates the responses from Institution A.

**Table 6: Available Strategies in institution A**

<b>Respondent 1</b>	<i>I think the strategy on class and community literacy committees establishment would assist the national council to collect information from these committees about community issues regarding the convening of literacy classes.</i>
<b>Respondent 2</b>	<i>I think a strategy based on visiting learning centres would be appropriate because some centres are not conducive as they are privately owned. They also need to advise on new problems of</i>

	<i>implementation.</i>
<b>Respondent 3</b>	<i>For me, a strategy on computerised data capturing would be effective to reduce the burden of manual data capturing.</i>
<b>Respondent 4</b>	<i>I think the national council could form a partnership with all adult education providers for decisions making concerning issues affecting the provision of lifelong learning and adult education.</i>

Respondents mentioned different strategies that they thought could aid the Council to monitor LLL and AE activities. Strategies mentioned included the establishment of literacy committees regarding the convening of literacy classes, visiting of learning centres as some centres were said not to be conducive or that they were privately owned, the establishment of computerized data capturing system to reduce the burden of manual data capturing, and forging a partnership with all adult education providers for decisions making concerning issues affecting the provision of lifelong learning and adult education in the country was highlighted. It was said that stakeholders' collaboration strategy would reinforce effective monitoring of LLL and AE activities in Namibia.

### **Institution B**

To answer the question on available strategies to be used by the NLLAEC to effectively monitor LLL and AE, one respondent from this institution stated the following;

*I would think of collaboration, partnership with a variety of institutions so that we can effectively monitor the implementation of lifelong learning activities in the country. With this collaboration, the national council may establish a group of representatives for continuous needs assessment*

*activities to inform the council on arising issues at the grassroots level.*  
(Respondent 1, B)

**Similarly, respondent 2 suggested:**

*“The council needs to have some kind of representation from these providers of lifelong learning institutions. Two levels of representation, one would be a high-level representation consisting of people in top management positions in a national system of innovation such as ministers and Vice-Chancellors and then comes the second level which comprises of practitioners such as lecturers and directors. These levels will serve as monitors of lifelong learning and adult education at the political and operational levels.*  
(Respondent 2, B)

Both respondents from this institution suggested *collaboration and partnership* as strategies to be used by the NLLAEC to effectively monitor LLL and AE. It was suggested that NLLAEC could establish groups of representatives for continuous needs assessment activities to inform the Council on arising issues at the grassroots level, at different levels of stakeholders. Two levels of representational were suggested so as to ascertain that both top management and practitioners at the grassroots are included. Representation emphasized that these levels will have the capacity to monitor lifelong learning and adult education activities at the political and operational levels.

**Institution C**

Responding to the available strategies for effective monitoring of LLL and AE activities, the interviewee from this institution said;

*The national council's objectives and goals will determine the strategies for monitoring its activities, but I think a strategy to monitor and evaluate teaching and learning processes of lifelong learning and adult education activities would be effective to provide data on the effectiveness of implementing such activities. (Respondent, C)*

To this respondent, the Council's objectives and goals were strategies in themselves for monitoring activities. This suggests that the fulfilment or failure to fulfil the set objectives and goals should determine the effectiveness of the activities. The respondent went further to suggest a strategy that could monitor the teaching and learning process. The respondent stressed that such a strategy would provide data on the effectiveness of implementing LLL or AE activities.

#### **Institution D**

In terms of monitoring strategies the NLLAEC could use to monitor LLL and AE activities, the respondent from this institution highlighted that;

*I think a strategy to conduct a baseline study on basic literacy would determine the impact made by the programme. This will assist in identifying how adult learners are utilizing the knowledge gained through basic literacy and how the programme has changed their livelihoods. (Respondent, D)*

The respondent's opinion seemed to suggest a strategy, in which the Council accredits institutions and approves them *on condition that an implementation plan of*

*institutions accompanies the application of strategic plans to be approved. Such a strategy would empower the Council to demand the development of implementation plans. The respondent believed that the lack of implementation plans in organisations does not only derail implementation, it also misses the targeted goals.*

### **Institution E**

The respondent from this institution stated the following as a monitoring strategy to be used by the NLLAEC to monitor LLL and AE activities.

*I think the national council could establish a strong secretariat that would spearhead the monitoring of activities by conduct regular assessments like quarterly, mid-year, and final year assessments and report progress to the national council. (Respondent, E)*

The respondent mentioned the establishment of a solid secretariat as a strategy to monitor LLL and AE activities, which the Council could use. It was suggested that such a secretariat would conduct regular assessments of activities, a collaborative way with stakeholders. Such a secretariat would report back to the NLLAEC.

The respondent further stated:

*I think a strategy on the development of policies for monitoring would ensure effective monitoring of lifelong learning and adult education activities. The national council would use this strategy as a directive to ensure that all lifelong learning and adult education institutions develop monitoring and evaluation plans clarifying objectives to be achieved, indicators of success, funds allocated per activity, and responsible players. The national council*

*could then do an impact assessment to see whether interventions specified in institutional monitoring plans have been achieved or not. (Respondent, E)*

The above quote highlighted the significance of developing a strategy that would give the NLLAEC powers to command institutions to develop monitoring policies. This insinuated the enactment of statutory law or policy that demands the development of monitoring policies by organisations and institutions involved in LLL and AE. The data cautions that the development of monitoring and evaluation plans should clarify objectives to be achieved and indicators of success to aid assessment.

Another strategy suggested was:

*The national council could develop a benchmarking strategy to learn from other countries doing better in monitoring lifelong learning and adult education activities. For example, Finland is doing well in measuring the quality, access, and equity in providing lifelong learning and adult education programmes. So we can learn from them, (respondent, E).*

The respondent suggested various strategies such as the establishment of the secretariat to assess activities and impacts, mandating stakeholders to develop monitoring plans, and benchmarking exercises to learn from other countries.

### **Institution F**

Answering the question on strategies the NLLAEC could use to monitor LLL and AE activities, the respondent from this institution suggested that;

*I think the national council could have a strategy that ensures that all institutional strategic plans are approved on the condition that an implementation plan accompanies them. This strategy would see to it that all policies have implementation plans because in Namibia, many policies are approved without implementation plans and this leads to ineffective policies.*  
*(Respondent, F).*

The respondent's opinion seemed to suggest a strategy, in which the Council accredits institutions and approves them *on condition that an implementation plan accompanies them*. Such a strategy would empower the Council to demand the development of implementation plans. The respondent believed that the lack of implementation plans in organisations does not only derail implementation, it also misses the targeted goals.

#### **Interpretation of 4.2.4, suggested strategies to monitor LLL and AE activities**

Various strategies to monitor LLL and AE were suggested, such as stakeholders' collaboration, benchmarking, research promotion, development of database systems, conduction of baseline study to determine whether or not learners were utilizing the knowledge they acquired through literacy or to what extent they have developed new skills and competencies, and the enactment of a statutory law that ensures the development of implementation plans for monitoring. Respondents emphasised that monitoring of LLL and AE would be realized through stakeholders' collaboration, at different levels of political, operational, and grassroots through the establishment of literacy committees and a strong secretariat that spearheads the entire monitoring process. Strategies suggested were to be conducted in partnership with organisations

that are involved in LLL and AE. Also, it was found that benchmarking would assist the country to learn from other countries or institutions.

#### 4.2.5 Monitoring tools for LLL and AE activities

This section presents data on what monitoring tools could be used to monitor the quality and cohesive provision of LLL and AE activities in Namibia.

##### Institution A

Respondents were asked to suggest monitoring tools that could aid the NLLAEC to effectively monitor LLL and AE activities in Namibia. Data from this institution revealed a database system. The table below shows the responses from the respondents.

**Table 7: Monitoring tools in institution A**

<b>Respondent 1</b>	<i>The council can revive the Adult Education Information Management System (AEIMS) which was developed but died a natural death. It is a national electronic system that was established to help capture data from all over the country.</i>
<b>Respondent 2</b>	<i>The council can use the Indicator Tracking Table that we are using already to track the progress made on implementation. This is an Excel-Based monitoring tool to track the progress of different capital projects the institution has and it starts monitoring from the documentation stage to avoid delays.</i>
<b>Respondent 3</b>	<i>I would suggest having a system in place to capture all lifelong learning and adult education activities in the country. That way, it would be easy for anyone even out of the country to have access to what is happening in Namibia on lifelong learning and adult education.</i>
<b>Respondent 4</b>	<i>The council can just re-develop the database system so that information can be stored safely. The council can also use the current different forms we are already using.</i>

In this institution, almost all respondents strongly emphasised some kind of database, a monitoring tool that can track the progress of activities. One respondent indicated the revival of the Adult Education Information Management System, which was said to have died a natural death. Respondents also suggested an Excel-Based monitoring tool to track the progress of different capital projects. Respondents want a system that would capture all LLL and AE activities.

### **Institution B**

Suggesting monitoring tools, respondents from this institution outlined the following.

#### **Respondent 1 suggested;**

*“The council must have a template of organisations reporting to a certain body as to who went through lifelong learning”, (respondent 1, B)*

#### **Respondent 2 suggested;**

*The council could focus very exclusively on data collection to report the progress made in each institution of lifelong learning and adult education. The council could also visit unaccredited institutions of lifelong learning and adult education to monitor the implementation of programmes to determine accreditation. (Respondent 2, B)*

Data from this institution suggested the use of institutional templates to collect data on the progress made in implementing LLL and AE activities. Such a tool is said to allow institutions to report their implementation progresses to the NLLAEC.

### **Institution C**

To answer the question on monitoring tools, the respondent from this institution suggested the following;

*The council could conduct research; I think research is the most effective way of informing any vision of any organisation. Whether one conducts a survey or tracer study, but that should depend on the objective of the council.*  
*(Respondent, C)*

The respondent suggested that the NLLAEC may conduct research studies such as surveys and tracer studies to monitor LLL and AE activities. This information implies that research informs the achievement of institutional visions.

### **Institution D**

When the respondent from institution D was asked to answer a question that solicited information on monitoring tools for LLL and AE activities, the respondent explained:

*I think the council can set up objectives and targets to measure lifelong learning and adult education activities. But the educator should be trained on how to monitor. Because tools depend from institution to institution, whatever tool is used, must be understood by the implementer. (Respondent, D)*

The respondent articulated that the NLLAEC could set up objectives and targets that could measure LLL and AE activities. However, the data cautioned that it is important that educators be trained on how to monitor since the tool used, must be understood by the implementer.

### **Institution E**

The response below reflected the respondent's opinion regarding monitoring tools for LLL and AE activities.

*The council must focus very exclusively on data collection. There must be very clear data collection forms like the EMIS from the Ministry of Education, Arts and Culture. The national council could use an electronic format to get feedback from the communities. Monitoring tools could be field or discipline-based like linked to specific organisations like universities templates to request what data is being monitored.*

The respondent emphasised the importance of data collection in monitoring LLL and AE activities. The respondent suggested an electronic format and discipline-based monitoring tools for the NLLAEC in Namibia.

#### **Institution F**

Responding to the question that solicited information on monitoring tools for LLL and AE activities, the respondent from this institution said;

*The council could use a strategic and annual plan with clear objectives. From that, they then develop Performance Agreements (PA). Then appraise targets achieved against target planned. (Respondent, F)*

The respondent postulated the use of strategic and annual plans as monitoring tools, from which Performance Agreements could be derived. The respondent advocated also for the appraisal of targets planned.

#### **Interpretation of 4.2.5, data on monitoring tools that can be used to monitor LLL and AE activities**

In this section, respondents perceived various monitoring tools as appropriate for controlling the quality provision of LLL and AE activities. These included a database system, an excel-based monitoring tool, institutional templates, surveys and tracer

studies, and strategic and annual plans. Similarly, respondents were also aware that the lack of competencies in the use of these tools could derail the quality of monitoring that the council seeks to uphold. What was silent in all demands was training to allow effective use of all the tools suggested.

#### **4.2.6 Available monitoring indicators of LLL and AE activities**

The United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN) in 2013 defined monitoring indicators as specific and measurable characteristics that can be used to provide observable information on the progress made by a programme or an activity towards a goal. In this study, monitoring indicators as earlier indicated in chapter 1 refer to instruments that measure the progress of the organisation involves in LLL and AE activities. They reflect changes made by measuring achievements, shortcomings, performances, and determine the accountability of an organization so that remedial action is taken. Indicators are of great importance in monitoring to determine the effectiveness and impact made by an implemented activity. Thus, in responding to a question that solicited information on available monitoring indicators that measured LLL and AE in the sampled institutions, the following were reflected from various respondents.

#### **Institution A**

In this institution, interviewees described qualitative and quantitative as monitoring indicators used to measure LLL and AE activities. Their responses were presented in the table below.

**Table 8: Monitoring indicators in institution A**

<b>Respondent 1</b>	<i>Our indicators are more quantitative than qualitative. With the quantitative, we, for example, indicate that this year we want to</i>
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	<i>enroll how many learners in NLPN and how many learners in AUPE. With qualitative, we measure the outcome where we look at for example in the entrepreneurial skills programme, we monitor how these entrepreneurs are performing in their businesses after the training.</i>
<b>Respondent 2</b>	<i>We always measure how many entrepreneurs are making a living from their arts and cultural products to help us plan for example how many participants to train in basic entrepreneurial skills.</i>
<b>Respondent 3</b>	<i>Like in our case, we measure how many people have attended a workshop to see if we have achieved our targeted number.</i>
<b>Respondent 4</b>	<i>We indicate the number of learners that we foresee to enrolled in a specific stage.</i>

The data revealed that quantitative indicators were mostly used in this institution to measure LLL and AE activities than qualitative indicators. All respondents talked about measuring how many learners were enrolled or planned to be enrolled, entrepreneurs making a living out of arts and cultural products, and how many people have attended the training. Only one out of four respondents mentioned the use of qualitative indicators which measured how trained entrepreneurs were performing. It appears that this institution focuses more on measuring quantity (number of participants, activities performed) other than the quality of services delivered.

### **Institution B**

Answering the question that implored the available monitoring indicators to monitor LLL and AE activities, respondent 1 explained;

*“In our questionnaires, we use qualitative indicators where we ask participants what they have learned and where can we improve as facilitators”, participants write what they think. (respondent 1, B).*

Respondent 2 described that;

*The available monitoring indicators are; quantity indicator that measures the number of students registered, quality indicator that measures the participants' competencies, who indicator that measures the number of men and women participating in a programme; the aggregation according to sex, and we have place indicator that measures the localities of registered students; where are they coming from? (Respondent 2, B)*

Both respondents indicated the used of qualitative indicators to measure what participants have learned, which areas could the facilitators improve, and participants' competencies. Respondent 2 stated that the institution also used quantitative indicators to measure the number of students registered and place indicators which measure the localities of those registered students. The qualitative indicators seem to measure only the competencies achieved. It seems that the extent to which competencies are achieved has not been the focus of this institution.

### **Institution C**

When answering the question on available monitoring indicators the respondent stated:

*We use indicators to monitor the quality of learning materials and the teaching skills of the facilitators. For example, we ask participants to complete questionnaires to give feedback about the learning materials, teaching skills of teachers, the venue, etc. (Respondent, C).*

According to this respondent, the institution employed indicators that measured the quality of learning materials and the teaching skills of facilitators. The respondent clarified the precision of quality measured, that participants were asked to give

feedback about how the teaching was conducted and the subject content. Probing on how feedback was given, the respondent informed that the institution used questionnaires to obtain participants' feedback on the services provided. The data implied that qualitative indicators were mostly used in this institution.

### **Institution D**

When asked about the available indicators used, the respondent from this institution outlined that;

*We use questionnaires to measure the number of participants we have, assess how they are performing and also what they have learned (respondent, D).*

The information provided indicated the availability of quantitative indicators in this institution to measure the number of participants through administering questionnaires. Qualitative indicators were also minimally used to solicit what was learned, and how participants performed. This appeared to have highlighted the learning performances of participants which indicated the measurement of the effectiveness of LLL and AE activities offered in this institution.

### **Institution E**

The respondent explained the available monitoring indicators stating that;

*Our monitoring indicators are based on activity completion, so it is like conduct 14 regional workshops in all 14 regions for example. That will be an activity and then you will have some indications to show whether this has taken place you like ticking on a checklist. You check if you have reached the number of men and women that you planned to reach, (Respondent, E).*

In this institution, achievement is measured by reaching the number of envisaged targets. The emphasis is placed on whether or not an activity has taken place. The data seems to indicate that less is placed on whether or not participants have learnt, as the emphasis is given to reaching the number of activities planned.

### **Institution F**

In responding to the posed question on available monitoring indicators, the respondent said;

*In terms of monitoring indicators available, I would rather refer you to familiarise yourself with our strategic plan to understand better. I know we use numbers to find out how many participants are assessed under the RPL programme for instance, (respondent, F).*

The respondent indicated the use of quantitative indicators to measure the number of participants assessed through RPL. There seems to be no assessment of the quality of the RPL.

### **Interpretation of 4.2.6, data on available monitoring indicators used to measure LLL and AE activities in sampled institutions.**

Data presented in this section revealed various available indicators used to measure LLL and AE activities in the sampled institutions. Quantitative indicators focused on the number of participants who have been enrolled, attended, or still active on the programmes. Demographic indicators looked at the places where participants were coming from. The emphasis of monitoring was placed so much on collecting information on quantitative indicators. Qualitative indicators used tend to only solicit information from participants on how they judged learning lessons and teaching

materials presented to them. However, there seems to be no concrete measurement of the impact made by the implemented activities. This tends to imply that quality measurement of competencies learned, and quality of learning materials were the only significant qualitative variables measured.

#### 4.2.7 Suggested monitoring indicators for LLL and AE activities

On the question where respondents were asked to suggest monitoring indicators for effective implementation of LLL and AE activities in Namibia, responses are presented as follow:

##### Institution A

Respondents in this institution suggested the use of quantitative and qualitative monitoring indicators as appropriate for the effective implementation of LLL and AE activities.

**Table 9: Suggested monitoring indicators in institution A**

<b>Respondent 1</b>	<i>The council may use quantitative and qualitative indicators to measure the progress of adult education activities. It is important to monitor the effects of a given activity to understand challenges experienced during implementation</i>
<b>Respondent 2</b>	<i>I want the council to measure the number of people making a living from the arts and cultural products they produce and sell. This indicator is usually left out especially in the Census of the country</i>
<b>Respondent 3</b>	<i>For me, I think it will be better to monitor the number of women and men who attend specific training. This will help one to understand how many women or men participate in such activities and also understand the gaps in attendance</i>
<b>Respondent 4</b>	<i>It is important to monitor the number of people participating in any intervention taken. This can assist in collecting information for example about how many people are empowered in basic business skills</i>

Respondents from this institution suggested the use of qualitative and quantitative indicators to measure LLL and AE activities in the Country. There seemed to be no substantive suggestions from respondents of new indicators, other than the quantity of activities and numbers of participants. The issue should not only be the number of people producing or attending training, the emphasis should be how well, or the quality of production or training.

### **Institution B**

Responding to a question about suitable monitoring indicators for LLL and AE activities, respondent 1 from this institution highlighted;

*I think the council can measure the number of people who attended the literacy classes and evaluate their literacy skills. Practically, people portray themselves as illiterate. For example, a taxi driver who was supposed to educate his passengers not to throw rubbishes anywhere is the one doing it. Taxi drivers stop anywhere and urinate in the streets, yet we say, we have above 80% literate population. So we should measure the quality of literacy classes given to these adults, (respondent 1, B).*

The respondent suggested that the Council could measure the number of people who attend literacy classes and evaluate their literacy skills as well as the quality of content provided. The respondent has not responded to what indicators but rather suggested what should be monitored.

Also, respondent 2 explained that;

*I think the council could use qualitative, quantitative, sex-disaggregation, and place indicators to monitor the implementation of activities. These*

*indicators measure the number of participants, competencies of participants, who are the participant in terms of sex, and where are participants from.*

*(Respondent 2, B)*

Respondent 2 suggested the use of quantitative, qualitative, and demographic as indicators to measure LLL and AE activities. However, when the respondent tried to give practical examples of indicators, all that came were quantitative indicators. This appears to indicate that quantitative examples were more familiar than qualitative ones.

### **Institution C**

In terms of suitable monitoring indicators, the respondent from this institution said;

*The monitoring indicators will be developed based on the objectives of the council. But, it is important to evaluate the quality of the learning curriculum offered at tertiary institutions, (respondent, C).*

The respondent suggested that monitoring indicators should be based on the objectives of the Organisation. This respondent had not suggested the indicators as asked, rather the respondent suggested evaluation of the quality of curricula at tertiary institutions. It is not very clear as to whether the respondent had difficulty outlining the indicator, or simply wanted to talk about activities that needed more attention.

### **Institution D**

The respondent suggested that;

*I think the best way to monitor is to regularly collect the number of males and females who participated in the training. I believe collecting such data will*

*ensure that we plan activities targeting either males or females who are left behind, (respondent, D).*

The respondent postulated that the Council could regularly collect quantitative data as such data would ensure the planning of activities. The respondent's suggestion seems to focus only on measuring the numbers which raise concerns about the absence of quality measurements to monitor equally important other aspects of LLL and AE activities.

### **Institution E**

In this institution, the respondent postulated that:

*I think it is important they use indicators that can measure the impact of the programme because that remains a challenge especially in our institution, (respondent, E).*

The respondent suggested that the Council could measure the impact of LLL and AE programmes. Further, the respondent highlighted that institutions appear to be faced with challenges of measuring the impact of programmes; thus, more indicators that measure impact should be encouraged in institutions.

### **Institution F**

The respondent from institution F highlighted that:

*It will be good to monitor the quality of all learning programmes provided by all lifelong learning and adult education institutions in the country. Especially the programme on literacy that the ministry of education is providing to adults who cannot read and write. We need to thoroughly*

*monitor the quality of such programmes and also the training given to the literacy teachers.*

The respondent stressed that the Council could measure the quality of learning programmes that provide adults with skills of reading and writing. Also, the respondent suggested that indicators should monitor the quality of training provided to literacy teachers.

#### **Interpretation of 4.2.7, data on suggested indicators to effectively monitor the quality and cohesion of LLL and AE activities in Namibia.**

When respondents are asked to suggest monitoring indicators, most respondents mentioned quantitative indicators which have the potential to measure aspects of quantity, such as the number of participants enrolled, attend, and taking tests. Few respondents answered on quality indicators. It is not so much about monitoring as an action that matters, but the point of concern should be defining the precision of what it is that needs to be monitored and the capability of those involved in the monitoring process. There seemed to be a general lack of knowledge of quality monitoring indicators. Respondents seemed to lack the precision of what quality indicators entail. Such limitation has the potential to hinder the collection of quality information.

#### **4.2.8 Roles of the NLLAEC in Namibia**

Respondents were asked to recommend roles the NLLAEC could play to uplift the provision of LLL and AE activities in Namibia. Thus, this section presented and analysed the roles as suggested by respondents.

**Institution A**

In response to a question that asked about the possible roles that NLLAEC could play to uplift the provision of LLL and AE activities in Namibia, respondents from institution A highlighted the need to specify LLL and AE activities, incorporate art and cultural activities in LLL, revision of the adult education curriculum, and promote research in the field. Table 10 below presents data from institution A.

**Table 10: Roles for NLLAEC in institution A**

Respondent 1	<i>I want the council to specify the types of activities that fall under lifelong learning and adult education because you know sometimes some of those activities are not taking place because they are not just clarified?? If the council can just at least outline such types of activities for the larger community to know that these types of activities are also falling under the category of lifelong learning and adult education.</i>
Respondent 2	<i>I believe the directorate of lifelong learning in the ministry of education has the responsibility of coordinating all lifelong learning and adult education activities in the country. So I still do not understand what difference it will make to establish a council. But, I would want to see arts and cultural activities incorporated in the provision of lifelong learning and adult education programmes because they are left behind.</i>
Respondent 3	<i>I think the focus should be more on ensuring continuing education throughout the lifespan of all individuals. I mean we have done well over the past 30 years, our literacy rate has improved, but then we need to continue to do more for the out of school youth and for those who did not have the opportunity to go to school and further their education for various circumstances so that they are accorded the opportunities in other avenues to be successful and to make it through education.</i>
Respondent 4	<i>I would like the council to revise the adult education curriculum because it is old and outdated. The current curriculum that we are offering does not cater for life skills related programmes. Now we are more on traditional literacy but people are now in advanced technology.</i>
	<i>Research in adult education is lacking, therefore, I would like the council to promote research. Education officers usually complain that management makes decisions without consulting them or without even researching the community and find out what are the learning needs of the people in the community</i>

	<p><i>I would also want the council to mobilise for more funds to implement lifelong learning and adult education activities because like now education officers train participants without even offering refreshments because there are no funds. At the end of the day, participants hardly return to the training room after lunch as they are forced to go look for lunch somewhere else. Our programmes such as CLDCs and ASDSE need funds because like now entrepreneurs try to raise money for their businesses instead of the institution giving them loans as it was supposed to be. There are no funds in the institution.</i></p>
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The table above displayed diverse responses concerning roles that respondents thought the Council could perform. One suggestion was that the Council specify the types of activities that fall under LLL and those of AE. This suggestion implies that most respondents are not clear on the distinction between LLL and AE. Also, the Council ought to incorporate arts and cultural activities into the provision of LLL and AE. Other roles include ensuring continuing education for the out-of-school youth by according them opportunities, revising the adult education curriculum which according to the respondent was old and outdated, promoting research, and mobilise funds for LLL and AE activities. However, as much as many roles were suggested, data also revealed that some respondents did not understand the differences between the role of the Directorate of Adult Education (DAE) in the Ministry of Education, Arts and Culture and those of the NLLAEC. This respondent questioned what alternative role would the Council play, which was not taken care of by the Directorate.

### **Institution B**

On the question to suggest roles for the NLLAEC, respondent 1 stated;

*The council should make the public aware about the importance of being lifelong learners can in whatever field they are. This is because our people do*

*not want to read, they are very comfortable, and nowadays one has to be a lifelong learner daily, (respondent 1, B).*

Respondent 2 said;

*The council needs to mobilise the masses of people to support the provision of lifelong learning and adult education practice. The council also needs to ensure that there is an orientation and sustainability of lifelong learning programmes because it serves that function to change perceptions, to change mindsets, and speaks for the programme. Another thing, the council must set uniform standards for institutions to ensure balance in the provision of lifelong learning and adult education and ensures that such programmes are adequately funded in mobilizing resources, (respondent 2, B).*

In this institution, the respondents suggested the Council raises awareness on the importance of everybody to become a lifelong learner. This implied that government provides more learning opportunities for everyone to learn throughout their lifespans. Some respondents suggested that the Council could mobilise the masses to support the provision of LLL and AE practice and ensure that there is an orientation and sustainability through the change of mindsets. Also, the Council could set uniform standards for institutions to ensure balance in the provision of lifelong learning and adult education and ensure that such programmes are adequately funded through mobilising of resources.

### **Institution C**

The respondent from this institution suggested the following roles for the NLLAEC.

*The council needs to provide educational funds to adult education students not supported by NSFAF especially those obtained below 25 points from their grade 12. One thing that is lacking is the enactment of a law governing the provision of lifelong learning and adult education activities. The council must then advocate for the establishment of such a law to ensure that all activities related to lifelong learning and adult education are implemented through the guidance of the law in place, (respondent, C).*

The respondent suggested that the Council should provide funds to LLL and AE students who were not funded by the Namibia Student Financial Assistance Fund (NSFAF). The respondent suggested further that the NLLAEC should promote the enactment of LLL and AE laws for easy implementation of activities. To this respondent, such legislation would effectively guide the provision of LLL and AE activities in the country. However, the Basic Education Act, Act No.3 of 2020 makes provisions for NSFAP to provide funds for all qualifying students in the country.

#### **Institution D**

Responding to the question of the roles of the NLLAEC, the respondent highlighted the following.

*The council should promote community participation in all lifelong learning and adult education activities. Community members do not participate in these activities because they misunderstand adult education with literacy, (respondent, D).*

The respondent advised the Council to promote community participation in LLL and AE activities which according to the respondent are currently poorly participated due

to misconceptions of adult education with literacy. The respondent urged the Council to take up the responsibility to promote this participation.

### **Institution E**

Suggesting on the roles for the NLLAEC, the respondent said;

*The council needs to promote the concepts of lifelong learning and adult education because at the moment these two are still understood as reading and writing, just as adult literacy. The council can also open up learning opportunities both formal and informal, short term and long term learning opportunities for people to continue learning. You know because of COVID 19 which affected the tourism sector resulting in people losing employments, now those people quickly need an opportunity to learn new skills, they cannot all go to a school, some of them just need to learn informally even using their phones. So this council must advocate to Government to promote access to learning opportunities all formal and informal through various methods you know self-study, school or internet-based. It is also important for the council to conduct a gap analysis in areas where less learning opportunities exist to create such learning opportunities. I think the council can promote funding and support for those gaps so that we can have continuous learning from birth up to your grave you have opportunities to learn, (respondent, E).*

The respondent suggested the Council should promote and distinguish concepts of LLL and AE which currently is equated to adult literacy. Data also revealed the essential role to create short and long-term learning opportunities to be conducted both formally and informally. Further, the respondent suggested the Council promote

research and access to learning as well as lobby for financial resources towards learning opportunities.

### **Institution F**

With regards to the roles of the NLLAEC, the respondent stated that;

*The Council should define the concepts of lifelong learning and adult education firstly and how we then monitor, strategize and monitor around it. Make sure that we have a holistic approach in Namibia when it comes to lifelong learning, (respondent, F).*

The respondent felt that LLL and AE concepts need to be defined so that all those involved will know and understand that they are involved in LLL. The respondent wished for a holistic approach for LLL and AE activities in the country. This would ensure that activities are monitored with a precise understanding of what is being monitored.

### **Interpretation of 4.2.8, data on the roles of the NLLAEC in Namibia**

In conclusion, this section presented diverse suggestions on what the Council's role would be towards LLL and AE in Namibia. Among the suggestions was that the Council should:

- Define and clarify what LLL is, and how it differs from AE.
- Create learning opportunities for out-of-school youths and all those who need to learn.
- Promote research in LLL and AE pedagogy.
- Revise the current policies related to AE, so that a standard of practice is followed and maintained by the community of practice.

- Lobby with Government for funds to allow participation of the public into LLL or AE activities.
- Enact laws such as policies that would govern the LLL and AE practice in the country.
- Set Standards and probably accredit institutions that are involved in LLL and AE.
- Develop strategies to allow community participation in learning activities.
- Maintain sustainability of the practice.

Despite that many roles were postulated, respondents equally displayed a limited understanding of the distinction between the roles that the Directorate of Adult Education in the Ministry of Education, Arts and Sport does, and the roles that are envisaged for the Council. One respondent questioned the distinction between the Directorate and the Council. Similarly, the misconceptions surrounding LLL and adult education, and equating adult education to literacy have led to poor community participation in current AE activities.

#### **4.3 Summary of findings from sampled institutions**

This section presents the findings derived from data collected from sampled institutions.

1. The data revealed that most respondents at sampled institutions did not understand the differences between LLL and AE, and their relations to literacy.
2. The data revealed site visits, database systems, reports, monitoring forms, and strategic plans as effective monitoring tools for LLL and AE.

3. The data revealed that institutions focused more on quantitative than qualitative indicators when monitoring projects/programmes.
4. The data revealed stakeholders' partnership/collaboration, benchmarking, research, enactment of statutory law on LLL and AE, and the development of implementation plans as strategies for effective monitoring of LLL and AE activities.
5. The data revealed suggested roles of the NLLAEC to include the definition of LLL and AE, provision of learning opportunities for all, promotion of research, revision of current policies and adult education curricula, lobbying for funds, and standardizing practice in the country. However, data also revealed confusion between the roles of the NLLAEC and those of the Directorate of AE under the MEAC.

#### **4.4 Presentations, analysis, and interpretations of data collected from document review**

A document analysis checklist was also used to collect data from institutional documents. Three documents were analyzed to obtain information on strategies and monitoring indicators to monitor LLL and AE activities as presented below.

**Table 11: Document review**

<b>Question</b>	<b>Annual Work Plan (AWP) 2020/2021</b>	<b>Strategic Plan (SP) 2016 – 2020</b>	<b>Strategic plan (SP) 2019/20 – 2023/24</b>
<b>Strategies to monitor LLL and AE</b>	<i>Monitoring of Adult Education Programmes strengthened.</i>	<i>Develop a risk-based Internal Audit plan.</i>  <i>Conduct a strategic</i>	<i>Conduct a skills audit.</i>  <i>Conduct competence</i>

		<i>risk assessment</i>	<i>assessments of Vocational Training College (VTC) trainers.</i>
<b>Monitoring indicators to monitor LLL and AE</b>	<i>% of adult learners obtaining C and above in Basic Literacy.</i>  <i>Number (14) of regions provided with professional support.</i>	<i>A strategic risk assessment conducted annually.</i>  <i>The database developed</i>	<i>Conduct stakeholder Perception and Satisfaction Survey.</i>  <i># accredited training providers capacitated to conduct a summative assessment.</i>

Documents revealed monitoring strategies that institutions embarked on to monitor LLL and AE activities as indicated in the table above. As it can be seen, the strategies to monitor LLL and AE are indicated but very general. This generality gives room for different interpretations. It can be said that institutions had different understandings of these strategies, thus each stated the way they understood them. The three documents indicated strengthen Adult education programmes, development of risk assessment plan and conducting risk assessment plan, skills audit and competence assessment of VTC trainers. As much as the strategies of monitoring LLL and AE were outlined in Government documents, they remain broad and instructive without guidelines that implementers can follow. Monitoring indicators are vague, they appeared to measure only the number of activities taken or people participating in the programmes or measured whether or not activities have taken place, and equally of not much help to implementers. The AWP indicated indicators that measured the performance of adult learners. The strategic plans

indicated indicators that. There seemed to be no measurement of the quality of activities conducted.

### **Findings from Document Analysis**

1. The documents stated broad general statements as strategies to monitor LLL and AE activities.
2. Indicators stated in documents are vague to implementers

### **4.5 Overall findings of the study**

This section presented the findings of the study derived from data collected from sampled institutions and document analysis.

1. The data revealed that most institutions sampled did not distinguish between LLL and AE.
2. The study found a database monitoring system is the most effective tool to monitor LLL and AE activities.
3. The data indicated the use of Quantitative indicators more than Qualitative indicators.
4. Collaboration was stated as the core strategy for quality and cohesive monitoring of LLL and AE.
5. According to the data, respondents did not distinguish between the roles of the NLLAEC and the work of the Directorate of LLL in the MEAC.
6. The documents stated broad general statements as strategies to monitor LLL and AE activities.
7. Indicators stated in documents are vague, quantitative, and of no help to implementers.

#### **4.6 Chapter summary**

This chapter has presented, analysed, and interpreted the data obtained from interviews and document analysis which explored monitoring tools, strategies, and indicators for the NLLAEC in Namibia. The study also suggested roles the NLLAEC could play to uplift the provision of LLL and AE in the country.

## CHAPTER 5: DISCUSSION OF FINDINGS, CONCLUSION, AND RECOMMENDATIONS

### 5.1 Introduction

The purpose of this study was to develop monitoring tools for Lifelong Learning and Adult Education activities in Namibia. This chapter presents the discussion of findings as presented in chapter four. There are seven findings that emerged from the data, and they are discussed as follow:

### 5.2 Discussion of findings

#### 5.2.1 *Finding 1: Most institutions sampled did not distinguish between LLL and AE*

The data portrayed lack of distinction between LLL and AE. In the understanding of this study, lifelong learning and adult education are not synonymous. Lifelong learning is focusing on *learning*, while adult education is concentrating on *education*; learning and education are two different phenomena. Learning is an action that an individual must do, and it takes place anywhere at any time from birth to death. Learning is greater than education. Education, on the other hand, is an offering given to the individual, systematically organised to have the facilitator, the participants and the content to be learnt. This distinction is necessary for all providers to comprehend. Lifelong learning is the provision of learning in any form, for every person interested in learning. For instance, LLL can take the form of provision for sewing classes, computer skills, farming, basketry, and learning how to write business proposals. These activities can be given to anybody interested in gaining the skills. However, the same activities can be classified as adult education if they are provided to people only classified as adults. The demarcation that qualifies access to these activities

defines the differences between the two provisions. Assefa (2018, P. 12) defines adult education as the “entire body of on-going learning process, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society”. This definition specifies the clientele of this education, emphasizing a clear demarcation of who should or should not attend the provision of this form of education. Adult education is offered in systematic and organized activities through a facilitator who facilitates their understanding and learning. This scenario portrays a completely different set-up from lifelong learning in which facilitation is not always a requirement. Lifelong learning is open in every aspect of its offerings; it does not demarcate or specify its target groups. It is a lifelong and life-wide, in which adult education is apart, it is voluntary and self-motivated pursuit of knowledge for personal and professional reasons. It is offered in an open system of learning, bigger and wider than adult education and there are no requirements of age or qualification in its non-formal offerings. Therefore, it is essential to distinguish the two forms of provisions in every aspect and it is also crucial that institutions themselves understand these differences between these two provisions, so that they understand the activities of both offerings.

The systems theory which guides this study calls for clear explanations of concepts, their relationships and interdependence between components of systems (Lai and Lin, 2017). It is argued that when concepts are blurred, they create confusions making it difficult to implement them. It is equally critical for the NLLAE Council once established, to base its activities on clear understanding of these terminologies

so that its implementations, coordination, and monitoring of activities would be precise and coherent. Clear distinction of terms is not only vital to allow organisations to offer the correct type of activities, but it aids organisations to use correct monitoring tools and strategies for remedial measures.

### **5.2.2 Finding 2: A database monitoring system is the most effective tool to monitor LLL and AE**

Gunjal (2003) defines a database monitoring system as a computer-based record-keeping system that keeps integrated information safe and secure for future decision making. According to the data, database monitoring systems are said to be crucial in data capturing, processing, and dissemination of information. It possesses the power to track the progress made in implementation of activities, portray the list of relevant stakeholders in implementation and monitoring, and displays monitoring indicators resourcefully and accurately by popularising all planned activities and assessing them against the desired outcomes. The researcher believes that given the power that this system has, it might aid the NLLAEC once functional to establish internal monitoring networks consisting of representatives from LLL and AE institutions. The system might assist organisations including the Council to centralise the data collection process of LLL and AE institutions, and to measure trends of various indicators based on the data collected. Such a system may promote harmonisation of various stakeholders on the scale of reporting about their offerings. The purpose of this study is to develop monitoring indicators to measure the progress of all LLL and AE programmes in Namibia. With a database system, it is hypothesised that the indicators developed by this study may be of great assistance in coordinating the activities of LLL and AE in the country by integrating them in the database system.

Though database systems have great significance to monitoring systems, Frank and Gifford (2017) have strongly argued that certain organizations may find database systems time-consuming and frustrating, especially when the users are technologically challenged. The two did a study in San Francisco on the use of the electronic database in paediatric residency and perceived a database as a tool that can be used for teaching and monitoring lifelong learning. However, their study revealed that as much as database systems are significant, quick and effective in their usage, barriers such as limited customizability, usability, and functionality, as well as difficulty in collecting, importing, and exporting data were experienced. These affected the effectiveness of database systems in many organizations. Namibia needs to learn from these experienced as such challenges are not immune to Namibia. Therefore, Frank and Gifford (2017) warned that training of the database system administrators is crucial for its effective use. Systems need operators that are completely trained and have the abilities to use them. Frank and Gifford further warn that training of such operators can become a challenge to many organizations that are financially weak. It is therefore, not adequate for an organization to own a database until its operators are competed enough and enthusiastic in using the system for the benefit of the organisation. In this regard, the harmonisation of developing a database system for LLL and AE activities in Namibia is important. Correspondingly, the training of programmers and users of the database becomes indispensable for the National Lifelong Learning and Adult Education Council once established.

### **5.2.3 *Finding 3: Quantitative indicators were mainly used to measure the effectiveness of LLL and AE in Sampled Institutions***

Data revealed that sampled institutions mostly measured the numbers of participants enrolled, numbers attended, numbers of learners that were assessed and numbers of learners that were active in lifelong learning or adult education activities. These measurements gave emphasis to quantitative indicators. Equally, data from documents review indicated whether or not activities were carried out, and this was indicated by ticking on a provided checklist, which in the views of this study also indicated quantitative indicators. Qualitative indicators which judged the quality of teaching or learning materials were either absent or minimally used. This study argues that the indicators used by sampled organisations did not adequately measure the impact made on the lives of participants who participated in the LLL and AE activities. Equally, measuring quality by asking participants to tell how they felt about the teaching materials is inadequate, and too subjective. The researcher strongly argues that qualitative indicators are similarly vital as they portray in-depth understanding of the changes that occurred in learning. They measure the educational autonomy of participants such as explaining the growth of a business and how it has changed people's lives in an environment. Not only does quality measures the skills acquired by participants, but it also measures the knowledge and skills of the officials conducting the monitoring processes. Qualitative data are significant in highlighting challenges, especially those challenges that hinder effective implementation of activities. These challenges can indicate to both employees and employers the kinds of action that need to be taken for remedial measures. Thus, the effectiveness of a course is observed through the demonstration of participants or the abilities of graduates to manipulate skills and knowledge acquired during training.

Lamhauge, Lanzi, and Agrawala (2012) stress the significance of combining both qualitative and quantitative as indicators for effective measurement of activities. Their view infers that the combination of indicators reveals the relative contribution of each indicator towards the achievement of implemented interventions. Synergy of the two indicators is critical. This is because measuring the numbers of participants does not provide information on the impact made in the lives of those participants. In the same way, providing the impact made does not help without information of the number involved in the intervention. Hence, to present adequate and coherent information in monitoring and reporting, both indicators are essential. Concentrating on one indicator whereas leaving another can refute the values of monitoring activities in an organisation.

#### **5.2.4 *Finding 4: Collaboration is the core strategy for quality and cohesive monitoring of LLL and AE***

The data portrayed collaboration as the most effective monitoring strategy to solve organisational problems collectively. Collaboration is required in monitoring of LLL and AE activities through the establishment of different committees at different structural levels (such as political, operational, and grassroots levels) of implementation. Different committees may be set up consisting of persons of different political or economic status. Cabinet ministers for instance may be included in the collaboration committee of a given intervention, especially where political decisions are required. Cabinet minister are useful in committees not only for decision making but to receive inputs from other committee members. However, in most developing nations, committees with political connections may be effective

only where similar political ideologies are shared. Political beliefs can hinder progress where there are diverse ideologies among members. At the operational level, collaboration is strengthened by operational staff at management positions such as Executive Directors and Head of Departments at different institutions that have the driving power of the monitoring agenda in institutions. It is at this level that planned activities and monitoring of impact processes are made by different LLL and AE institutions to ensure accountability and inclusivity of all players. Equally, the operational level should be motivated and should understand the purpose of the collaboration for it to function. The grassroots level consists of community members and students who have the power to check whether or not activities are taking place and identify gaps that require assessments/remedial. The establishment of these committees are supposed to encourage the adoption of a bottom-up approach, in which issues affecting implementation at the grassroots level are discussed.

Sulemana, Musah, and Simon (2018) assessed the *stakeholder participation in Monitoring and Evaluation of District Assembly Projects and Programmes in the Savelugu-Nanton Municipality Assembly* in Ghana. Their study pointed out that low participation of stakeholders in the monitoring process especially those at community levels does not only negatively impact transparency, it loosens accountability, and negatively causing unsustainability of projects and programmes. Although this study was not specifically on the assessment of indicators to measure LLL and AE, the ideas presented over stakeholders' participation are very relevant to this study. Stakeholders' participation is critical, but more effective where collaborative members understand their roles and see the need for such collaboration. In Namibia, the Basic Education Act, Act No.3 of 2020 calls for the establishment of sub-

committees of the NLLAEC, and stipulated roles that these committees ought to play. The point of contention is the extent to which such members may be made to understand and be fully aware of the significance and magnitude of the collaboration endeavour. Fox and Faver (1984) strongly caution that as much as collaboration is significant and highly appreciated in encouraging the division of labour, and in rejecting the monopoly of one player, the same collaboration increases the cost of scares time needed for negotiations. Collaboration requires constant meetings where members need to consult on almost every decision there is to be taken. Many stakeholders do not have this time of too many consulting meetings; as a result, many stakeholders normally opt to stay out of the said negotiations and out of the stakeholders 'list. Moreover, lack of policies without monitoring and evaluation plans, or policies developed without an operational guide can become constraints to collaboration efforts. In most cases, where some form of guidelines or policies exist, the guidelines lack clarity and are too complex to understand, making inter-organizational alliances difficult, and impossible to comply. In the event where collaboration is ignored, duplications of activities occur uncontrollably, since no one knows what the other organization is doing. Therefore, the development of monitoring indicators in this study is aimed to aid organisations including the NLLAEC in their collaborative effort.

Data collected from the reviewed public documents that were supposed to guide the nation also showed general statements as strategies to monitor LLL and AE activities within the sampled institutions. Statements such as “develop a risk-based or internal Audit plan, conduct a strategic risk assessment, and conduct competence assessments as strategies to monitor activities,” can be difficult to understand. These statements

lack clear guidance for implementers to show how activities should be carried out. This generality leaves room for diverse implementation actions. For instance, different organisations may have different understandings of how a risk-based internal audit is conducted. As such, strategies would not achieve the desired outcomes and this may potentially affect future planning, implementation, and monitoring of such activities.

Namibia has no overall coordinating body which encourages the adoption of a collaboration strategy among LLL and AE institutions. This has possibly resulted in the country having many similar activities for LLL or AE taking place in various institutions. Similarly, many institutions and organisations that provide LLL or AE do not always identify their activities as related to LLL or AE. The perception held by most Namibians is that AE is the teaching of the basic skills of reading, writing and numeracy. Shaketange (2005) highlighted two possible historic reasons as to why AE is perceived that way. With the launch of the National Literacy Programme at the Ministry of Education, Arts and Culture in 1992, such a programme became the symbol of the entire provision of adult education in the country. As a result, many institutions and organisations that are not providing literacy skills, even though involved in providing skills, information or training to the adult population do not identify themselves as adult education providers. The establishment of the NLLAEC may spearhead the coordination of LLL and AE in the country, and the indicators developed by this study might become useful tools that the Council may use for monitoring of LLL and AE purposes.

**5.2.5 Finding 5: Respondents did not distinguish between the roles of the NLLAEC and the work of the Directorate of AE in the MEAC.**

This study revealed that respondents did not distinguish between the functions of the Directorate of Adult Education (DAE) in the MEAC and the roles of the envisaged NLLAEC (as stated in the Act, Act no.3 of 2020). Some respondents questioned *the distinction between the different roles the Council will play against that of the DAE in the Ministry of Education, Arts and Culture*. Although both the NLLAEC and DAE have similarities in the way roles are required, the two bodies would perform extremely different functions.

The Council is mandated by the ACT to formulate general policy frameworks for LLL in Namibia in which AE is a part. All LLL activities including AE will be directed by the Council. The Council will formulate general frameworks from which all organisations in Namibia will comply including the Directorate of Adult Education. If DAE is to equally formulate policies, these will be policies at Ministerial level governing their own provisions. Such policies are not mandatory for all organisations of LLL or AE to comply with. The Council will develop strategic planning for LLL and AE for adherence by organisations that are undertaking LLL or AE. Similarly, the Council is mandated to monitor implementation of LLL and AE in the country, it will develop strategies to fulfil that function. The Council will also accredit organisations offering LLL and AE including those of the Directorate of Adult Education, and it is suggested that it should search for funds for LLL and AE educators. The understanding is that the Council is the overall body that will regulate LLL and AE in the country to which DAE will as well comply. The roles of the two organisations are clearly demarcated with the degree of levels stipulated. The

Council will be established by Act of parliament, while DAE is simply a component in the Government Ministry. The NLLAEC is the decision-making body that regulates the management of LLL and AE in the country, whereas the role of the Directorate is constrained to be an implementer of AE programmes in the Ministry of Education, Arts and Culture. Therefore, there is no comparison between the two roles.

### **5.3 Contribution of the study**

Given the roles that the Council is mandated with, the study developed indicators for monitoring LLL and AE activities, which the COUNCIL may learn from, in their effort to monitor LLL and AE in the country once operational. This section therefore makes a contribution to knowledge by developing a checklist with indicators.

#### **5.3.1 The development of the monitoring indicators**

Literature (Namibia National Monitoring and Evaluation Manual, National Planning Commission, 2016) outlined several steps used to develop high-quality monitoring indicators. These steps include (1) identification of what to measure, (2) the use of SMART criteria, (3) establishment of the baseline, (4) the setting of targets, and (5) determination of the frequency of reporting. The researcher finds these steps significant and covers essential components of monitoring that organisations including the NLLAEC could consider. According to these steps, the identification of what to measure is a process of outlining the variables of the programme that are significant to measure. These variables can be *inputs, outputs, and outcomes* of programmes, which signify their success or challenges. The second step in developing quality indicators requires an application of Specific Measurable Attainable Relevant Time-bound (SMART) criteria. The criterion *Specific* measures

how explicit the indicators are, how accurate, clear, and easily understandable and indicating exactly what change is needed. The criterion *Measurable* measures the ability to quantify or measure the progress made in achieving the said intervention. The criterion *Attainable* measures the viability of the indicator, whether the indicator can be achieved and that such indicator is feasible with available resources. The criterion *Relevant* measures the appropriateness and relevancy of the indicator to inputs, outputs, and desired outcomes of the programme. The criterion *Time-bound* measures the specific timeframe required to implement an activity.

### **5.3.2 Suggested checklist with indicators for monitoring LLL and AE in Namibia**

The following monitoring checklist consists of indicators that organisations including the NLLAEC may use to monitor the provision of lifelong learning and adult education activities in the country. The study developed these indicators as tools to measure the progress made in the implementation of LLL or AE activities in Namibia. The need to develop these indicators was necessitated by the silence of monitoring strategies in the Government Documents such as the Basic Education Act No. 3 of 2020, which stipulated that the Council should accredit, monitor and register the offerings of all LLL and AE in the country. Establishing a Council without emphasis on monitoring strategies would compromise the quality and cohesion in the provision of such activities in the country. Also, the data collected through this study has indicated confusion among institutions sampled as to whether or not they provide Lifelong Learning or Adult Education. The developed indicators are envisaged for usage by overseeing coordinating organisations such as the envisioned National Lifelong Learning and Adult Education Council. Hence, the Council may use these indicators as a useful guide to assess the state of LLL and AE by outlining variables

	members in LLL and AE programmes.	
<ul style="list-style-type: none"> <li>• Ensure coherent coordination of LLL and AE institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Proportion of organisations/institutions involved in collaborations with other members</li> <li>• % of proportion of LLL or AE activities implemented in collaboration</li> </ul>	<ul style="list-style-type: none"> <li>• How many providers of LLL or AE programmes are working in collaboration with other stakeholders?</li> <li>• How many LLL or AE activities are conducted in collaboration with other players?</li> <li>• How are institutions collaborating in implementing LLL or AE activities?</li> <li>• What are the benefits of collaboration?</li> </ul>
<ul style="list-style-type: none"> <li>• Ensure accreditation of LLL and AE programmes and institutions</li> </ul>	<ul style="list-style-type: none"> <li>• # of full or partial accredited LLL and AE institutions in the country</li> </ul>	<ul style="list-style-type: none"> <li>• How many LLL or AE programmes are accredited?</li> <li>• What hindered the accreditation of other programmes?</li> <li>• What can be done to ensure accreditation of all LLL or AE programmes?</li> </ul>
<ul style="list-style-type: none"> <li>• Improve the quality of teaching and learning</li> </ul>	<ul style="list-style-type: none"> <li>• Proportion of students passing the course</li> <li>• # of graduates secured appropriate employment</li> </ul>	<ul style="list-style-type: none"> <li>• What is the pass rate per institution?</li> <li>• How many LLL or AE graduates have secured employment within three</li> </ul>

	<p>within three months of graduation.</p>	<p>months of graduation?</p> <ul style="list-style-type: none"> <li>• In which career professions are the graduates employed?</li> <li>• List of LLL or AE institutions that provide internship and apprenticeship programmes to students?</li> </ul>
<ul style="list-style-type: none"> <li>• Promote effective monitoring mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• # of teachers attended professional development training</li> </ul>	<ul style="list-style-type: none"> <li>• How many teachers have received professional development training per institution?</li> <li>• How many institutions have benchmarked their provisions with international offerings?</li> </ul>
	<ul style="list-style-type: none"> <li>• % of progress made on the development of a database system LLL and AE</li> </ul>	<ul style="list-style-type: none"> <li>• What type of database systems do organisations and institutions have?</li> <li>• How effective are they?</li> <li>• What challenges were experienced during implementation?</li> </ul>
	<ul style="list-style-type: none"> <li>• Proportion of improved livelihoods of community members</li> </ul>	<ul style="list-style-type: none"> <li>• How has the lives of LLL or AE participants improved?</li> <li>• What changes were made by initiatives implemented per institution?</li> </ul>

<ul style="list-style-type: none"> <li>• Ensure a coordinated regulatory policy framework and compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Number of LLL or AE policies available</li> </ul>	<ul style="list-style-type: none"> <li>• What LLL or AE policies are available?</li> <li>• Which policies need to be reviewed and amended?</li> </ul>
<ul style="list-style-type: none"> <li>• Promote funds allocation to LLL or AE</li> </ul>	<ul style="list-style-type: none"> <li>• % Average compliance with available National Professional Standards for Adult educators among LLL and AE institutions</li> <li>• % of progress made on the review and development of code of professional ethics for providers of LLL or AE</li> <li>• % of progress made on lobbying for funds to fund LLL or AE activities</li> </ul>	<ul style="list-style-type: none"> <li>• How many institutions have implemented their programme adhering to the current National Professional Standards for Adult educators?</li> <li>• Are all providers of LLL or AE programmes complying with the National Professional Standards of Adult Educators?</li> <li>• What challenges were experienced in implementing the National Professional Standards for Adult educators?</li> <li>• What LLL or AE activities need funding?</li> <li>• Which stakeholders can provide funds to these activities</li> <li>• What mechanisms are in place to receive donations and grants?</li> </ul>

## **5.4 Conclusion**

The study concludes that a variety of LLL and AE activities are being undertaken in different institutions. These activities include basic entrepreneurial skills training, academic professional development for lecturers, in-service training for Government officials, basic literacy programmes, and tertiary programmes at institutions of higher learning. However, institutions did not distinguish between lifelong learning and adult education activities. This has led to some institutions not categorising themselves as providers of neither lifelong learning nor adult education, even though the description of their activities clearly indicate the provisions of LLL or AE. The Council of LLL and Adult Education that is to be established as per the Basic Education Act 3 of 2020 is mandated to promote LLL and Adult Education. It is up to this Council to clarify what Lifelong learning is, and how it differs from adult education. Institutions engaging in these activities must be clear without a doubt on the kind of provision they are involved in.

The study further concludes that a database system is the most effective tool to monitor LLL and AE activities. Such a system is significant for capturing, storage, and quick accessing of data both at national and international levels. Hence, records will be kept and shared with necessary organisations when required. It is imperative that coordinating bodies like the NLLAEC develop database systems to ensure a unified monitoring system of LLL and AE practice. Although institutions use various tools such as forms, class visitation, assessments, reports, and questionnaires to monitor LLL and AE activities, the indication is, they employ quantitative tools more to collect data than qualitative tools. Effective monitoring requires the collection of both quantitative and qualitative data. The absence of one of the two is likely to

hinder institutions from identifying areas of improvement and understands the effectiveness of the programmes implemented.

The study concludes also that collaboration is a core strategy in monitoring LLL and AE activities. It should be encouraged by all organisations and institutions. Collaboration encourages the adoption of a multi-sectoral approach which ensures the inclusion of all organisations and institutions through the establishment of different structures. Such a strategy allows all stakeholders including community members to participate in decision making, planning, implementation, and monitoring at different levels of the society.

The study finally concludes that the roles of the Directorate of Adult Education and the Council should be categorically clear so that such demarcation is clear to all LLL and adult education practitioners. There is confusion between the roles of the envisioned NLLAEC and the functions of the Directorate of Adult Education in the MEAC. The Basic Education Act No.3 of 2020 states that the Council will be the overall body that coordinates the planning, implementation, and monitoring of all LLL and AE programmes in the country. The Directorate of Adult Education is an implementing stakeholder at the National level. It is therefore important that the roles of the Council are clearly defined and understood by all organisations and institutions.

## **5.5 Recommendations**

In view of the findings and conclusions, the following recommendations are made:

### **5.5.1 Recommendations to the Ministry of Education, Arts and Culture:**

1. The Ministry of Education, Arts and Culture need to establish the National Lifelong Learning and Adult Education Council as a matter of urgency as per the Basic Education Act, No. 3 of 2020.

### **5.5.2 Recommendations to institutions and organisations of Lifelong Learning and Adult Education in Namibia:**

1. Institutions and organisations of LLL and AE including the envisioned NLLAEC to collaborate in explicitly defining and clarifying the concepts of LLL and AE including specifying different activities under each of the offerings to remedy the current confusion in the field of adult education. All organisations and planners in the field of LLL and AE should be made aware of the differences between the two concepts to ensure effective future planning accordingly.
2. The institutions of LLL and AE including the envisioned NLLAEC to develop a database system for data storage, management, and dissemination of LLL and AE programmes. The database should enable all stakeholders' access to capture data and view available information in the system anytime, anywhere.
3. The LLL and AE institutions to collaborate with their stakeholders to formulate and implement a National Monitoring and Evaluation Plan to regularly monitor the implementation progress of LLL and AE programmes in the country. Such a plan should incorporate indicators for both quantity and quality to ensure effective monitoring. All stakeholders' LLL or AE activities should form part of the Plan to avoid repetition and duplication of work.

4. The institutions and organisations of LLL and AE including the envisioned Council to establish a committee responsible for monitoring and Evaluation which consist of representatives from all providers of LLL and/or AE in the country.
5. The NLLAEC once established to clearly define and clarify its roles, purpose, and vision to all stakeholders and the entire Namibian community to clear misunderstandings about its roles and the roles of DAE in the Ministry of Education, Arts and Culture.
6. The NLLAEC once established to consider the suggested monitoring indicators to aid the monitoring process of LLL and AE activities in the country during its first FY of establishment.

## **5.6 Chapter summary**

This chapter discussed the findings of the study obtained from interviews and institutional documents. The study solicited data on the development of monitoring tools to aid the National Lifelong Learning and Adult Education Council monitor the implementation of LLL and AE activities in Namibia. Thus, it can be concluded that despite various institutions of LLL and AE in the country, more still needs to be done in terms of raising awareness on what constitutes lifelong learning and adult education.

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## APPENDICES:

### Appendix A: Ethical Clearance Certificate



#### ETHICAL CLEARANCE CERTIFICATE

**Ethical Clearance Reference Number: FOE-006-2020**

**Date: 27-04-2020**

This Ethical Clearance Certificate is issued by the University of Namibia Research Ethics Committee (UREC) in accordance with the University of Namibia's Research Ethics Policy and Guidelines. Ethical approval is given in respect of undertakings contained in the Research Project outlined below. This Certificate is issued on the recommendations of the ethical evaluation done by the Faculty/Centre/Campus Research & Publications Committee sitting with the Postgraduate Studies Committee.

**Title of Project:** DEVELOPMENT OF MONITORING TOOLS FOR THE NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL IN NAMIBIA

**Nature/Level of Project:** MASTERS STUDY-HON-HEALTH

**Researcher:** JOSEPHINE TOIVO

**Student Number:** 200820516

**Faculty:** FACULTY OF EDUCATION

**Supervisors:** DR. L SHAKETANGE Take note of the following:

- (a) Any significant changes in the conditions or undertakings outlined in the approved Proposal must be communicated to the UREC. An application to make amendments may be necessary.
- (b) Any breaches of ethical undertakings or practices that have an impact on ethical conduct of the research must be reported to the UREC.
- (c) The Principal Researcher must report issues of ethical compliance to the UREC (through the Chairperson of the Faculty/Centre/Campus Research & Publications Committee) at the end of the Project or as may be requested by UREC. (d) The UREC retains the right to:
  - (i) Withdraw or amend this Ethical Clearance if any unethical practices (as outlined in the Research Ethics Policy) have been detected or suspected,
  - (ii) Request for an ethical compliance report at any point during the course of the research.

REC wishes you the best in your research.

REC Chairperson

Prof CJ Wilders

A handwritten signature in black ink, appearing to read 'CJ Wilders', is written over a horizontal line.

(Signature)

## Appendix B: Research Permission Letter

ANNEX 16

### RESEARCH PERMISSION LETTER

**Student Name:** JOSEPHINE TOIVO  
**Student number:** 200820516  
**Programme:** MASTER IN EDUCATION (ADULT EDUCATION)  
**Approved research title:** DEVELOPMENT OF MONITORING TOOLS FOR THE NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL IN NAMIBIA

#### TO WHOM IT MAY CONCERN

I hereby confirm that the above mentioned student is registered at the University of Namibia for the programme indicated. The proposed study met all the requirements as stipulated in the University guidelines and has been approved by the relevant committees.

The proposal adheres to ethical principles as per attached Ethical Clearance Certificate. Permission is hereby granted to carry out the research as described in the approved proposal.

Best Regards



Dr S Eiseb

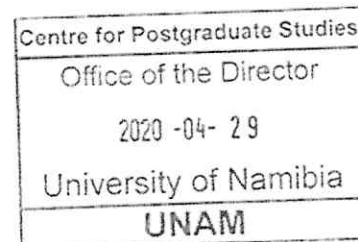
Acting Director, Centre for Postgraduate Studies

Tel: +264 61 2063414

E-mail: [directorpgs@unam.na](mailto:directorpgs@unam.na)

29/04/2020

Date



## Appendix C: Permission letter: Education



REPUBLIC OF NAMIBIA

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### MINISTRY OF EDUCATION, ARTS AND CULTURE

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Tel - 264 61 - 2933202  
Fax - 264 61 - 2933922  
Enquiries: G. Munene  
Email - [Gibson.munene@moe.gov.na](mailto:Gibson.munene@moe.gov.na)  
File no: 13 2 9 1

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

Ms Josephine Toivo  
P. O. Box 87367  
Eros Windhoek  
Cell No. 081 363 0433  
Email: [josephinetoivo@gmail.com](mailto:josephinetoivo@gmail.com)

Dear Ms Toivo,

**SUBJECT: PERMISSION TO CONDUCT RESEARCH AT THE MINISTRY OF  
EDUCATION, ARTS AND CULTURE HEAD OFFICE**

Kindly be informed that permission to conduct an academic research for your Master of Education in "Development of Monitoring Tools for the National Lifelong Learning and Adult Education Council in Namibia," is hereby granted. You are requested to present this letter of approval to the Head of Directorate or Division where you wish to conduct your research to ensure that research ethics are adhered to.

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

I wish you the best in conducting your research and I look forward to hearing from you upon completion of your study.

Yours Sincerely,

  
Sanet L. Steenkamp  
EXECUTIVE DIRECTOR

*All official correspondence must be addressed to the Executive Director.*

## Appendix D: Permission letter: Namibia Training Authority



NAMIBIA TRAINING AUTHORITY

Enquiries: Indongo Indongo  
Phone: +264 61 2078149  
Email: iindongo@nta.com.na

15 May 2020

Ms. Josephina Toivo  
Mobile: 0813630433  
Email: josephinetoivo@gmail.com

Dear Ms Toivo,

**REQUEST FOR CONDUCTING A STUDY AT NTA PREMISES IN THE CONTEXT OF THE DEVELOPMENT OF MONITORING TOOLS FOR THE NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL IN NAMIBIA**

Your letter, dated 05 May 2020, addressed to Mr. Jerry Raymond Beukes bears reference.

Kindly be informed that Namibia Training Authority (NTA) had reviewed the study instrument on "Development of monitoring tools for the National Lifelong Learning and Adult Education Council in Namibia" at the Namibia Training Authority, and see no harm in allowing you to carry on with your study. Permission, is therefore hereby granted to conduct your research as per the request.

Yours Sincerely

P.P. 

Acting GM: TVET Regulations  
Mr. Indongo Indongo

## Appendix E: Permission letter: NAMCOL



Private Bag 15008, Katutura, Windhoek  
Tel: + 264-61-320 5111, Fax: + 264-61-216 987  
[www.namcol.edu.na](http://www.namcol.edu.na)

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28 May 2020

Dr S Eiseb  
Acting Director: Centre for Postgraduate Studies  
University of Namibia  
WINDHOEK  
NAMIBIA

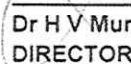
### RE: REQUEST TO CONDUCT YOUR RESEARCH AT NAMCOL

Your communique received on 29 April 2020 concerning the above subject matter is hereby acknowledged with gratitude.

I have the pleasure to inform you that your request for Ms Josephine Toivo (Student No. 200820516) to conduct a study on: "*Development of Monitoring tools for the National Lifelong Learning and Adult Education Council in Namibia*" is considered positively. Ms Toivo is requested to submit a copy of her research report to NAMCOL upon completion of her study.

I wish you all the best with your academic career.

Yours sincerely,

  
\_\_\_\_\_  
Dr H V Murangi  
DIRECTOR

## Appendix F: Participant information leaflet and consent form



**TITLE OF THE RESEARCH PROJECT:** DEVELOPMENT OF MONITORING TOOLS FOR THE NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL IN NAMIBIA

**REFERENCE NUMBER:** 200820516

**PRINCIPAL INVESTIGATOR:** MS. JOSEPHINE TOIVO

**ADDRESS:** PO BOX 87367, EROS

**CONTACT NUMBER:** 081 3630 433

You are being invited to take part in a research project. Please take some time to read the information presented here, which will explain the details of this project. Please ask the study staff or myself any questions about any part of this project that you do not fully understand. It is very important that you are fully satisfied that you clearly understand what this research entails and how you could be involved. Also, your participation is **entirely voluntary** and you are free to decline to participate. If you say no, this will not affect you negatively in any way whatsoever. You are also free to withdraw from the study at any point, even if you had earlier agreed to take part.

This study has been approved by the Research Ethics Committee at The University of Namibia and will be conducted according to the ethical guidelines and principles of the international Declaration of Helsinki, South African Guidelines for Good Clinical Practice and Namibian National Research Ethics Guidelines.

What is this research study all about?

a) *Where will the study be conducted; are there other sites; total number of participants to be recruited at your site and altogether.*

**I am conducting the study at the Rossing Foundation Head Office. Other sites are:**

**Namibian College of Open Learning**

**University of Namibia**

**Namibia Training Authority**

**Ministry of Education, Arts and Culture**

**Namibia NGO's Forum (NANGOF) C/O Desk for Social Development of ELCRN**

**I will only recruit one (1) participant from this institution and the total number of participants altogether is twelve (12).**

b) *Explain in participant friendly language what your project aims to do and why you are doing it?*

I am conducting this study because I want to develop the monitoring tools for the National Lifelong Learning and Adult Education Council (NLLAEC) in Namibia. This is because the Basic Education Act, (Act 3 of 2019) does not make any provisions on how the proposed NLLAEC would coordinate and monitor the implementation of lifelong learning and adult education activities.

c) *Explain all procedures.*

Once you have signed the consent form, I will use the interview guide to ask you questions regarding the development of monitoring tools for the NLLAEC. You have the right to withdraw from participating anytime you wish during the interview. With your permission, I will tape record the interview so as to allow me to have total focus on the interview. I will not use your real name but rather any name for anonymity and confidentiality purposes. You will not be exposed to any harm during the interview and you are free not to answer questions that you feel are threatening. The information I am collecting will be safeguarded for the next 5 years after completion of my studies.

Why have you been invited to participate?

You have been chosen to participate in this study because you possess the knowledge about strategies that your institution think is best to monitor the implementation of lifelong learning and adult education activities in Namibia. This study will use the information collected to develop monitoring tools that the National Lifelong Learning and Adult Education Council may use to monitor adult education practices in the country. This is necessary because the absence of the monitoring tool makes it difficult for the NLLAEC to effectively monitor and coordinate lifelong learning and adult education activities in Namibia.

What will your responsibilities be?

a) *Explain this question clearly.*

**As a participant, your responsibilities include signing the consent form which gives the researcher permission to interview you, answering or not answering the interview questions, and withdrawing from participation any time you may want to.**

b) *Explain the duration the participant is expected to participate in the study (i.e. 2 hours, 4 days, etc.)*

**You are expected to participate in this interview for about 45 minutes to an hour.**

Will you benefit from taking part in this research?

a) Explain all benefits objectively. If there are no personal benefits then indicate who is likely to benefit from this research e.g. future patients.

**There will be no financial benefits, however, your participation in this study will assist me as the researcher to use the information collected to develop monitoring tools. As a result, the country will have an understanding of the strategies that can be used to monitor and coordinate lifelong learning and adult education practices.**

Are there in risks involved in your taking part in this research?

a) Identify any risks objectively.

**There are no risks involved in participating in this study.**

If you do not agree to take part, what alternatives do you have?

Clearly indicate in broad terms what alternative treatment is available and where it can be accessed, if applicable.

**You have the right to withdraw from participating as well as informing me as the researcher if I may or may not use the information I have collected.**

**1. Will you be paid to take part in this study and are there any costs involved?**

**You will not be paid for participating in this study. There are no costs involved.**

**2. Is there anything else that you should know or do?**

- a) *You can contact the Centre for Research and Publications at +264 061 2063061; [pclaassen@unam.na](mailto:pclaassen@unam.na) if you have any concerns or complaints that have not been adequately addressed by the investigator.*
- b) *You will receive a copy of this information and consent form for your own records.*

Declaration by participant

By signing below, I ..... agree to take part in a research study entitled *(DEVELOPMENT OF MONITORING TOOLS FOR THE NATIONAL LIFELONG LEARNING AND ADULT EDUCATION COUNCIL IN NAMIBIA)*.

**I declare that:**

- a) I have read or had read to me this information and consent form and it is written in a language with which I am fluent and comfortable.
- b) I have had a chance to ask questions and all my questions have been adequately answered.
- c) I understand that taking part in this study is **voluntary** and I have not been pressurized to take part.
- d) I may choose to leave the study at any time and will not be penalized or prejudiced in any way.
- e) I may be asked to leave the study before it has finished, if the study doctor or researcher feels it is in my best interests, or if I do not follow the study plan, as agreed to.
- f) I am giving permission to the researcher to tape record the interview.

Signed at (*place*) ..... on (*date*) ..... 2020.

.....  
Signature of participant


.....  
Signature of witness

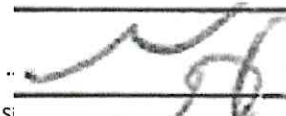
Declaration by investigator

I (**Josephine Toivo**) declare that:

- I explained the information in this document to participants.
- I encouraged him/her to ask questions and took adequate time to answer them.
- I am satisfied that he/she adequately understands all aspects of the research, as discussed above
- I did/did not use a interpreter. *(If a interpreter is used then the interpreter must sign the declaration below.*

Signed at (*place*) Windhoek on (date) 19 March 2020

  
.....  
Signature of investigator

.....  
  
.....  
Si\_

## **Appendix G: Interview Guide**

### **1. Available strategies to monitor lifelong learning and adult education activities in Namibia**

1.1 What lifelong learning activities does your institution deal with?

1.2 What adult education activities does your institution deal with?

1.3 How does your organisation monitor these activities?

1.4 What strategies do you think the Council of Lifelong Learning and Adult Education can use to monitor

- Lifelong learning activities in Namibia?
- Adult education activities in Namibia?

### **2. What monitoring tools can be used to monitor the quality and cohesive provision of lifelong learning and adult education activities in Namibia?**

2.1 What monitoring tools do you think would be suitable for quality provisions of adult education activities in Namibia?

2.2 What monitoring indicators are available for effective implementation of adult education activities in Namibia?

2.3 What monitoring indicators would you suggest for effective implementation of?

- Lifelong learning activities in Namibia?
- Adult education activities in Namibia?

### **3. Roles of the National Lifelong Learning and Adult Education Council (NLLAEC) in uplifting lifelong learning and adult education activities in the country.**

3.1 What roles do you think the NLLAEC should play in uplifting lifelong learning in Namibia?

3.2 What roles do you think the NLLAEC should play in uplifting adult education activities in Namibia?

## Appendix H: Document checklist

- a. What strategies are mentioned in the documents that are used to monitor (a) lifelong learning (b) adult education activities?
- b. How effective are these strategies in monitoring lifelong learning and adult education activities?
- c. Are there any monitoring indicators mentioned in the documents for effective monitoring of the provision of lifelong learning and adult education activities?
- d. Are there roles described in the document that national councils for lifelong learning and adult education would play in ensuring the quality provision of lifelong learning and adult education activities?
- e. What else does the document say in terms of uplifting the provision of lifelong learning and adult education activities?