

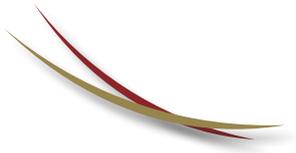
Bank of Namibia



# *19<sup>th</sup> Annual Symposium*

*Creating Employment through Technical Vocational Education and Training in Namibia*

**2018**



Edited by the Research Department

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## Preface

The Bank of Namibia held its 19th annual symposium at the Safari court hotel on the 20th of September 2018 under the theme: Creating employment through Technical Vocational Education and Training. The selection of the theme was informed by the need to develop skills in Namibia in accordance with the aspiration of Vision 2030, which is to develop the country by its own human resources.

### **The 19th annual symposium aimed to achieve the following objectives:**

- a) To look at ways of improving the TVET system so as to create employment;
- b) Develop ways of equipping TVET graduates to be employers;

These issues were addressed through presentations given by local and international speakers supplemented by the panel discussions comprising of representatives from the private sector and the government.

This booklet contains the papers presented by the speakers at the symposium. It also includes a summary of the key policy issues emanating from the symposium and recommendations on the way forward.

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**1. Welcoming Remarks**  
**by Mr Lipumbu Shiimi, Governor of the Bank of Namibia**  
**19th Annual Symposium - 20th September 2018, Safari**  
**Court, Windhoek**  
**Creating Employment Through Technical Vocational**  
**Education and Training**

Director of Ceremonies

Honourable Ministers and Members of Parliament, present

Honourable Regional Governors and Councilors, present

Members of the Diplomatic Corps

Permanent Secretaries

Board Members of the Bank of Namibia

Distinguished Speakers and Panelists

Captains of Industry

Representatives of the Media

All invited guests

Ladies and Gentlemen;

1. Good morning! It is a great honour for me to welcome you all to this 19<sup>th</sup> Edition of the Bank of Namibia Annual Symposium. I wish to express my gratitude and appreciation to our invited guests and discussants for availing time to be with us on this occasion and share their views and knowledge on this important topic. I wish to extend a special welcome to our international speaker, Ms. Tracy Ferrier - welcome to Namibia! I wish to encourage you to make time to experience our beautiful country and the warmth of its hospitality during your stay.
2. This year's symposium theme is focusing on vocational education, with a special emphasis on its ability to tackle many of the most pressing socio-economic challenges we face today. Vision 2030 states: "By 2030, Namibia becomes a prosperous and industrialized nation, developed by her human resources, and enjoying peace, harmony and political stability." We can see that Vision 2030 expects Namibia to be developed by her own human resources. Artisans trained in Technical, Vocational education and Training (TVET) are a critical part in industrializing Namibia and achieving Vision 2030. Hence the selection of this year's topic similar to the previous years' topics that have always been aligned to the aspirations of Vision 2030, National Development Plans (NDPs) and Harambee Prosperity Plan (HPP).
3. Namibia has started to aggressively reshape her TVET strategy over the past few years with the view to support skills development, economic growth and employment creation. This is a commendable strategy as history has taught us that countries that have a strong industrial base have paid sufficient attention to

TVET. These includes countries such as China, Germany, Japan, Switzerland etc. As we proceed to roll out Namibia's TVET strategy, it is important to ask the right questions for us to avoid pitfalls committed by others who have travelled a similar path before. In this regard I would like to pose three questions for the consideration of the experts on this subject, those of us who are policy makers, practitioners in the TVET sector and of all participants in this symposium.

4. The first question is, what is the most cost-effective way of improving access to, and quality of TVET in Namibia? I am fully aware that it is necessary to expand access to and improve the quality of the TVET programs in Namibia. In 2017 about 26 800 Candidates applied for admission to Vocational Training Centres (VTCs) in the country and unfortunately only 3 968 were successful. I know that a good number of our VTCs need additional resources for renovation, equipment and improving instructors' qualifications. At the same time, it has now become conventional wisdom that Namibia already spends twice as much on education compared to her peers in the region and other upper middle income countries. This means that despite the acute need to expand access to and improve the quality of TVET programs, Namibia is not in a position to spend more on education without crowding out other important expenditure on sectors such as agriculture, infrastructure/logistics, water; energy, tourism, housing etc. These sectors are also critical for economic growth and employment creation. In other words, we need to maximize the returns on the current allocations to education through efficiency gains. It may also be critical to assess the cost-effectiveness of the strategy, often mentioned, to establish VTCs in all the regions of Namibia as opposed to expanding the size and the quality of the existing VTCs. This may help us to improve access and quality of TVET programs at a lesser cost.
5. The second question is; how do we ensure that TVET graduates are well equipped to become employers? Youth unemployment remains a serious challenge in Namibia, standing at about 43 percent, three times the global average. Equipping the TVET learners with entrepreneurial and business skills as well as helping them with access to finance may contribute significantly to job creation as a good number of them may become business owners and employ more people. Noteworthy in this regard is the approval of the SME Financing Strategy by Cabinet recently. The Strategy comprises three facilities namely the Credit Guarantee Scheme aimed at addressing the lack of collateral faced by SMEs, the Venture Capital Fund which is designed for growth-oriented SMEs as well as the Mentoring and Coaching Programme for SMEs. Once implemented, all these facilities are expected to significantly improve access to finance for SMEs, and thereby contribute to the ultimate aim of employment creation in this sector. It is our hope that our graduates will make use of these opportunities and tap into enterprise development to make a meaningful impact in society.
6. Question 3, Ladies and Gentlemen is; how do we resolve the shortage of

teachers and trainers in vocational training? I am informed that we have in the past sent teachers to other countries such as Germany and Zimbabwe to upgrade their skills. Going forward should we continue to rely on other countries to train instructors for such an important sector for Namibia's development? The answer may lie in us making the sector more attractive so that qualified artisans plough back their skills and help mold the next generation.

7. In conclusion, Ladies and Gentlemen, I believe the Namibian Government has recognized the critical role that TVET can play in skills development and employment creation. As we move forward we need to ensure that the questions raised above are addressed. I hope we will leave this symposium with answers to those questions and many others. I am convinced that strengthening TVET in Namibia is the responsibility of all of us present at this symposium. My appeal to you all is that the time for talking is now over, the clock is ticking fast towards 2030. History and our children will not judge us kindly if we fail to implement a cost-effective TVET strategy. Therefore, we have no choice but to deliver. I thank you.

**2. Keynote address**  
**by Honourable Dr Becky, R.K. Ndjoze-Ojo (MP), Deputy**  
**Minister,**  
**Ministry of Higher Education, Training and Innovation**  
**On the occasion of the 19th Annual Symposium:**  
**Creating Employment Through**  
**Technical Vocational Education and Training**  
**20th September 2018, Safari Hotel**

Director of Ceremonies

The Host, Mr. Iipumbu Shiimi, Governor of Bank of Namibia.

Honourable Ministers and Members of Parliament

Members of the Diplomatic Corps

Honourable Regional Governors and Councillors

Mr. Ebson Uanguta, Deputy Governor of Bank of Namibia

Permanent Secretaries

Distinguished Speakers and Discussants

Panel Discussants

All invited Guests

Members of the media

Ladies and gentlemen

1. I am honoured to officiate at this event. This 19th Annual Symposium theme is tagged: Creating Employment through Technical Vocational Education and Training in Namibia. I am reliably informed that this is part of the Bank of Namibia (BoN's) efforts, at promoting policy dialogue supportive of Sustainable Development in Namibia.
2. It is my sincere trust that this Symposium shall take into cognisance the socio-economic situation of Namibia, and come out of its deliberations with concrete measures to tackle the challenges facing our nation.
3. In Namibia, the strategic importance of skilled Human Resources is contained in our National Development Plans (NDPs) and in our policy documents such as Vision 2030 and the Harambee Prosperity Plan (HPP). These policy instruments call for Namibia to be a people-centred industrialised country, developed by its own Human Resources for Prosperity. These notable visions notwithstanding, the country still faces challenges.
4. One of the most critical challenges that Namibia is facing is the high levels of unemployment and in particular, youth unemployment. The Namibia Statistics Agency (NSA) shows that youth unemployment (ages 15-34 years) was at 43.4 percent based on 2016 statistics, whereas unemployed Women constitute 38

percent of the potential workforce. This is further compounded by high-income inequality with a relatively high Gini coefficient that stands at 0.572 see (NSA 2015/2016). In terms of macro-economic performance, Namibia's fiscal deficit is estimated at 11.1 percent (2016/17).

5. This resulted in fiscal consolidation measures by the Government to reduce public expenditure and levels of debt. IMF indicated that Government debt ratio has risen to 44 percent of the GDP in 2017. Furthermore, government has embarked on efforts to increase revenue collection.
6. The MHETI, taking into cognisance, all these challenges, critically looked at its mandate of providing Higher Education, Training and Innovation and prioritised Technical, Vocational Education and Training to help tackle some of these challenges especially youth unemployment.
7. LADIES AND GENTLEMEN, TVET should not be seen as being in competition with Academic Higher Education but as complementary to it. As I had always argued both these types of Education should be seen as two legs of one Education System. The role of TVET in reducing youth unemployment is widely recognized. For example, countries like Finland, Germany and Austria have embedded systems of vocational training and apprenticeships in their educational system and have had lower rates of youth unemployment. Its orientation towards the world of work and the acquisition of employable skills means that it is better placed to overcome the mismatch that has evaded the transition from education-to-work. We, at MHETI are in a process of learning from good practice in this respect.
8. The pivotal role of TVET in economic development cannot be overemphasized. TVET has had a positive effect on economic growth worldwide. It succeeded in reducing poverty, crime and unemployment rates just to mention a few. Those who were technically skilled found it easy to be self-employed and be productive in the economy, thereby increasing the country's employment and promoting economic growth.
9. Since young people comprise a large and growing proportion of the world's working-age population, their employment prospects affect a country's future economic growth both in their respective countries and globally.
10. While that is true, high youth unemployment is persistent worldwide, and this phenomenon is attributed to slow economic growth, dependence on primary sector and also the mismatch between supply and demand for skills. To address such skills mismatches it is equally important for the education and training sector to align their skills development initiatives with skills demanded by the

economic sector.

11. DIRECTOR OF CEREMONIES, globally, the importance of strong knowledge infrastructure and skilled human resources as critical drivers for the competitiveness of companies and nations cannot be overemphasised.
12. One of the world's advanced economies of the 21st century, South Korea, has been and is continuously reforming its TVET system. The reform was necessitated by the new economic trajectory that was embarked upon in South Korea.
13. For Namibia to equally make a difference to our economic development and that of addressing youth unemployment we would also not go wrong if we as a country equally put prominence to the TVET sector and emulate from other successful countries in the world. We, at MHETI are in touch with South Korea and are working closely in changing mindsets of young Namibians through Mind Education interventions.
14. With rapid technological changes and globalization, TVET institutions have to undergo a major transformation. We, as a Ministry, would like to accentuate the role of the private sector in contributing to TVET strengthening quality infusion and broadened access. We also want changes effected in programme offerings, in particular, the introduction of modern trades that are in line with contemporary economic sectors. That is, the curriculum should have those tenets that are relevant to our economic development, instructors must be highly skilled, and the content of training materials must speak to realities in industries. Indeed, our TVET institutions should ensure that their programmes are relevant and futuristic. To this end, we would like to see those structures and systems that reflect these noble ideals.
15. According to UNESCO (2013), TVET institutions can prevent skills mismatches by focusing on relevant, high-quality skills through the following:
  - By involving the private sector in the design and delivery of programmes. This must include the broadest stakeholders, including the informal sector.
  - The system must offer on-the-job training. It is recommended that this must be integral to TVET training with a minimum of 12 months attachments.
  - It is imperative that trained mentors must supervise students during the Internship. The earlier the students interact with the real world of work, the better.
  - The need to recognize and accredit skills gained outside formal training must be emphasized. This includes self-taught skills, volunteering and skills acquired from parents.

16. Further hereto, the MHETI commissioned UNESCO Scoping Mission in 2016 to carry out a state of the - art assessment of TVET in the country and make recommendations. These recommendations are used as guiding principles to first TRANSFORM and then expand the TVET system.
17. Currently the TVET Department at the Namibia University of Science and Technology (NUST) is being transformed in terms of curriculum and offerings into a fully-fledged TVET Faculty to strength instructors training, output, input and impact.
18. It is our hope at MHETI, that significant progress is being made in this area, through our Recognition of Prior Learning (RPL) as well as Recognition of Current Competencies (RCC) at the Namibia Training Authority (NTA). The challenge is how we as a coordinated team can plan and contribute to make the difference.
19. Director of Ceremonies, I call on the private sector to take up the challenge and enhance investment towards developing the capacities of their employees, which would give employees the motivation to work harder and help them stay abreast with the changes within the Industry. Enhancing the capacity of employees would not only improve the competitiveness of companies but also improve their profitability thereby increasing national economic growth. It is important that there is a paradigm shift towards TVET in the country. The graduates of our Vocational Training Centres (VTCs) should not only look for jobs but they should instead be creating jobs.
20. I know that the technical skills may not be a panacea to youth unemployment and it may need to be augmented by skills in creative thinking in order for one to survive in a knowledge-based economy.
21. Entrepreneurship Education can be a key contributor to employment creation. Entrepreneurship education creates jobs for young people when there are few vacancies. It injects innovation and dynamism in the economy as well as providing opportunities for the marginalized.
22. Further, The MHETI launched Students Entrepreneurship programme(SEP) whereby 140entrepreneurs, 10from eachRegion were trained in entrepreneurship and on how to write fundable proposals for funding by Banks etc. These trained entrepreneurs are still looking for Funding and that is the challenge that this Symposium should deliberate on.
23. I wish to inform this symposium that since the promulgation of the Vocational Education Act, Act No. 1 of 2008, the Parliamentary Act by which the Namibia

Training Authority (NTA) was established, there has been a significant paradigm shift not only of perception of, but of focus on TVET and its realignment to Industry. Hence, the Levy of 1 percent. This levy must be utilised as per its regulatory framework of 15 percent; 35 percent and thus 50 percent.

24. The way forward should critically look at how this paradigm shift could be further enhanced and actualised in practical terms; and how TVET can be best transformed and translated into empowerment of the youth through TVET training; how best to be financially assisted with start-up capital to be empowered to start their own businesses and through that to improve their livelihood and those of others. Thereby, the wheel would have been set in motion for the good of the country.
25. In conclusion, this symposium should therefore, highlight the above challenges, proper solutions and contribute to the transformation of TVET. Entrepreneurship education should be made a success, to support the national development objectives as set out in HPP, and thus, to actualise Vision 2030. The ball is in your court!
26. I wish you all, fruitful deliberations and I thank you for your kind attention.

### **3. OVERVIEW OF THE CURRENT VOCATIONAL TRAINING IN NAMIBIA**

***By Richwell Lukonga<sup>1</sup>***

***Chief Operating Officer, Namibia Training Authority***

***Dr. Bernie Zaaruka<sup>2</sup>***

***Senior Economist, Bank of Namibia***

***Charlotte Tjeriko<sup>3</sup>***

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## List of Abbreviations

<b>BEAR</b>	Better Education for Africa's Rise
<b>COSDEC</b>	Community skills development centre
<b>COSDEF</b>	Community Skills Development Foundation
<b>HPP</b>	Harambee Prosperity Plan
<b>HRDC</b>	Namibia Research Development Centre
<b>ILO</b>	International Labour Organisation
<b>IUM</b>	International University of Management
<b>KAYEC</b>	Katutura Youth Enterprise Centre
<b>MHETI</b>	Ministry of Higher Education, Training and Innovation
<b>NAMCOL</b>	Namibia College of Open Learning
<b>NAMFI</b>	Namibian Maritime Fisheries Institute
<b>NDP</b>	National Development Plan
<b>NGO</b>	Non-Governmental Organization
<b>NHRP</b>	National Human Resources Plan
<b>NIMT</b>	Namibian Institute of Mining and Technology
<b>NQA</b>	Namibia Qualifications Authority
<b>NSA</b>	Namibia Statistics Agency
<b>NSFAF</b>	National Student Financial Assistance Fund
<b>NTA</b>	Namibia Training Authority
<b>NTF</b>	National Training Fund
<b>NUST</b>	Namibia University of Science and Technology
<b>SDG</b>	Sustainable Development Goal(s)
<b>SOE</b>	State Owned Enterprise
<b>SSP</b>	Sector Skills Plan
<b>TVET</b>	Technical and Vocational Education and Training
<b>UNAM</b>	University of Namibia
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>VET</b>	Vocational education and Training
<b>VTC</b>	Vocational Training centre

## Executive summary

**Technical and Vocational education and training (TVET) is seen as a source of skills, knowledge and technology needed to drive the productivity and economic transformation and is thus receiving renewed attention.** Technical and Vocational education and training (TVET) is gradually receiving the desired attention and government priority for education and national development agendas. There is a recognition that TVET is a source of skills, knowledge and technology needed to drive the productivity and economic transformation. With the high level of youth unemployed in Namibia (43.4 percent among age group 15 – 34 years), there is a need to look into TVET as an option to create employment. There is vast empirical evidence that advocates for TVET as a potential solution for social and economic issues affecting societies, particularly youth unemployment.

**TVET providers in Namibia consists of public training providers, private training providers, as well as centres run by state owned enterprises.** Currently TVET public provision consists of eleven vocational training centres (VTC) run by the Namibia Training Authorities (NTA) and ten run by a number of State Owned Enterprises (SoE). In addition, several ministries and public firms (such as Namwater and Nampower) have sector specific training centres, for instance the Namibian Maritime and Fisheries Institute (NAMFI) in Walvis Bay, while the Namwater's Human Resources Development Centre (HRDC) in Okahandja covers more or less the same trades as other public VTCs. The Namibian College of Open Learning (NAMCOL) also offers courses in non-formal training, while the Namibia University of Science and Technology offers TVET at higher education level. Within the private sector domain, the largest is the Namibian Institute of Mining and Technology (NIMT), which comprises of three campuses. More specialized training courses are offered by centres in a specific industry, which are mostly located in Windhoek, such as the Wolwedans Foundation Trust/Namibia Institute of Culinary Education.

**The current TVET system is characterized by a number of issues, ranging from inadequate capacity for new intake, to lack of adequate resources at centres.** The TVET system is characterized by several issues, such as lack of adequate capacity to increase intake, relevance, and responsiveness of training programmes as a well as an average pass/competency rate which currently stands at 52 percent. There is a lack of adequate resources at centres which hampers the quality of training outcomes and trainees thus struggle to find jobs as their skills do not match the industry demand. TVET in Namibia does not adequately respond to the demand for skills expressed by formal firms. Trainees face challenges in finding job placement, while industries complain that TVET does not respond to their demand for skills. The lack of adequate workshop facilities, tools, machinery, and equipment (including learning resources) continues to compromise the quality of training outcomes. Many TVET institutions report enormous difficulties in recruiting qualified and competent instructors. The current trainer-trainee ratio which stands at 1 to 20 for technical

programmes is far too high compared to the International Labour Organisation (ILO) standards which recommends a trainer-trainee ratio of 1 to 15.

**The mainstreaming of entrepreneurship and innovation into TVET remains one of the challenges for the sector.** There is currently no coordinated support in ensuring that TVET graduates are capacitated, mentored or provided with financial support to start business. Namibia's ambition to transform into an industrialised and knowledge-based economy for growth and employment, makes it imperative that the country stimulate entrepreneurial mindsets among young people, encourage innovative business start-ups, and foster a culture that is friendlier to entrepreneurship and to the growth of small and medium-sized businesses.

**Several policy options aimed at addressing challenges within Namibia's TVET system are proposed.** These include a general linkage between the general school curriculum with TVET provision to enhance seamless transition to higher education. The alignment of government maintenance projects with TVET centres to serve as job-attachment platform. Developing strong synergies between training providers and industry, notably in the governance of the TVET system. The expansion in the TVET system should include physical infrastructure expansion activities to meet current and future training needs. There should be targeted activities through which to prioritise financial support for graduates, particularly for those from disadvantaged socio-economic backgrounds. A fully-costed TVET Transformation and Expansion Strategy by the NTA, which is aligned to National Development Plans has been developed, with a proposed required investment of 6.9 Billion in the NDP5 period.

## 1. Introduction

1. **There is a global recognition that TVET is a source of skills, knowledge and technology needed to drive the productivity and economic transformation.** TVET is gradually receiving attention in global debates and government priorities for education and national development agendas. There is renewed awareness among regional and international communities, policy makers, industry and the international donor community of the critical role that TVET plays in national development, poverty alleviation, promotion of social stability, conservation of the environment and improving the quality of life for all (Marope et al., 2015).
2. **Namibia is currently facing high youth unemployment and there is ample empirical evidence that shows TVET as a potential solution.** There is enough empirical evidence that advocate for TVET as a potential solution for social and economic issues affecting societies particularly youth unemployment. It is further evident that countries that have embedded system of vocational training and apprenticeship such as Austria and Germany, have been successful in maintaining low youth unemployment rate (Biavaschi et al, 2012). Youth unemployment in Namibia (ages 15 – 34 years) is at 43.4 percent for 2016, which represents an increase of 4.5 percentage points from 2014 (NSA, 2017). Therefore, there is a need to look into avenues that can create employment for these youth, hence the need to look at TVET, as means to creating employment and potential career paths.
3. **As a study option, TVET compared to other academic tertiary education in Namibia, is viewed to be less attractive.** The general perception of TVET in Namibia, is unfortunately seen as unattractive, inefficient and unresponsive compared to general education and academic tertiary education programme. Apart from being seen as unattractive, it is also considered as a less prestigious, feeding into career paths with dim prospects of higher earnings once employed and lower prospects for further education and training. These negative perceptions lead to TVET being seen as a last resort for those who could not perform well in schools.
4. **To promote high economic growth, Namibia must develop highly skilled industrial workers who can increase productivity and manufacture high-technology products and value-added products and services.** In order for Namibia to improve its global competitiveness, it is important that its citizens have the required entrepreneurial, technical and vocational skills. A skilled labour force will then support higher value-added productivity, accelerated, sustained and shared economic growth, through a better balance of economic power. The question is “What investment and policy directive is required to ensure that Namibia realises the economic, social and sustainability potential of TVET in the development of the country?”

- 5. The importance of TVET in economic growth is evidenced by attempts of the Namibian Government to scale up investment in TVET.** TVET in Namibia is recognised as a key part of the solutions to the growing myriad of social challenges such as poverty, inequality and unemployment. Namibia therefore recognises a strong economic rationale for investing in TVET. Furthermore, TVET is seen to be a critical enabler for the achievement of the Harambee Prosperity Plan (HPP), Fifth National Development Plan (NDP5) and ultimately Vision 2030 objectives and aspirations.
- 6. This paper analyses the state of TVET in Namibia, with a key focus on access and equity, training delivery modes, programme relevance, quality, legislative framework, funding, challenges and gives policy recommendations.** Following this introduction section, the paper is arranged as follows: Section II details the current status and development of TVET in Namibia; Section III outlines the legislative framework that supports TVET and the current TVET initiatives; Section IV reviews the challenges faced within the technical and vocational education and training area in Namibia, Section V offers some policy options and strategies; and lastly, Section VI draws conclusions and recommendations to the study.

## 2. Overview of Vocational Education and Training: Current Status

- 7. This section highlights the current status of TVET in Namibia, by reviewing the current enrolment capacity versus demand, the industry needs versus output and the funding mechanism.** The section reviews the current status of TVET provision in Namibia, by highlighting the various TVET providers, what their programmes cater for, including their enrolment capacities. It also reviews the input ratio quality and also assesses the industry needs versus the TVET programmes.

### 2.1 Technical vocational training and education providers in Namibia

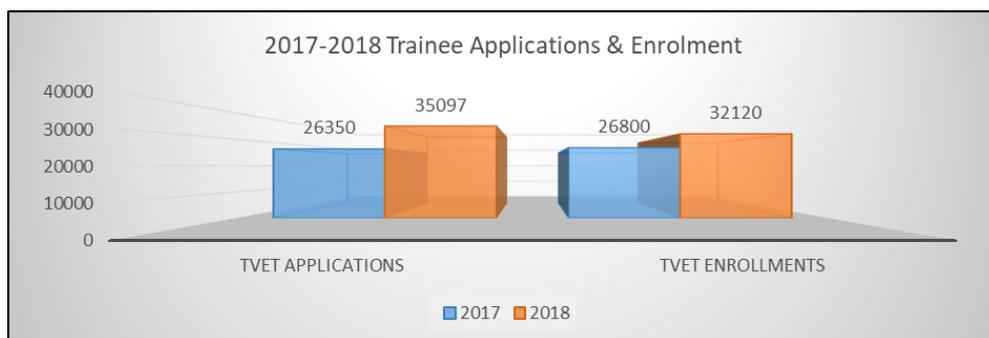
- 8. TVET providers in Namibia consists of public training providers, private training providers, as well as centres run by state owned enterprises.** Currently, TVET public provision consists of eleven vocational training centres (VTC) run by the Namibia Training Authorities (NTA) and ten run by a number of State Owned Enterprises (SOEs), see Annexure 1, Table 1. In addition, several ministries and public firms (such as Namwater and Nampower) have sector specific training centres for instance the Namibian Maritime and Fisheries Institute (NAMFI) in Walvis Bay while the Namwater's Human Resources Development Centre in Okahandja covers more or less the same trades as other public VTCs. The Namibian College of Open Learning (NAMCOL) also offers courses in non-formal training, while the Namibia University of Science and Technology offers TVET at higher education level.
- 9. The private provision is very diverse, comprising of profit and non-profit centres run by different stakeholders.** Private TVET providers consist of business associations, Namibian or international non-governmental organisations (NGOs), community organizations, churches and individuals. Within the private sector domain, the largest is the Namibian Institute of Mining and Technology (NIMT), which comprises of three campuses. More specialized training courses are offered by centres in a specific industry, which are mostly located in Windhoek, such as the Wolwedans Foundation Trust/Namibia Institute of Culinary Education. At higher education level Monitronic Success College offer courses in management, engineering, information technology, with branches in Ondangwa and Otjiwarongo. Advanced training is provided by the International University of Management (IUM), which covers a wide range of subjects, while Triumphant College focuses on electrical and electronic engineering and telecommunications. Non-formal training is offered by the eight community skills development centres (COSDEC) (see Annexure 1, Table 2), spread across the country, run by the COSDEF foundation, and by community-based training service providers such as the Katutura Youth Enterprise Centre

(KAYEC). By end of 2016, there were an estimated 63 registered public and private training institutions in Namibia (UNESCO, 2016).

## 2.2 Current TVET capacity versus demand

**10. The capacity of TVET institutions remains a major issue with total enrolment of 26,800 and 32,120 in 2017 and 2018, respectively.** The figures below illustrate the number of TVET applications versus the enrolments of trainees for the period 2017 and 2018, as well as applications received in 2017 and 2018 for both public and private institutions. These include all TVET trainees enrolled in vocational programmes, both at public and private TVET institutions. The enrolment figures for both 2017 and 2018 show the total enrolment, which include new intake and the previously enrolled trainees. In 2017, there were 26,350 TVET applications, however only 26,800 trainees were enrolled. In 2018, there were 35,097 new TVET applications, while only 32,120 students were enrolled. The graphs show that there is a lack of capacity as the total enrolment in TVET remains extremely low in comparison with Namibia's youth population.

Figure 1: TVET applications versus TVET enrollment



Source: NTA, 2018

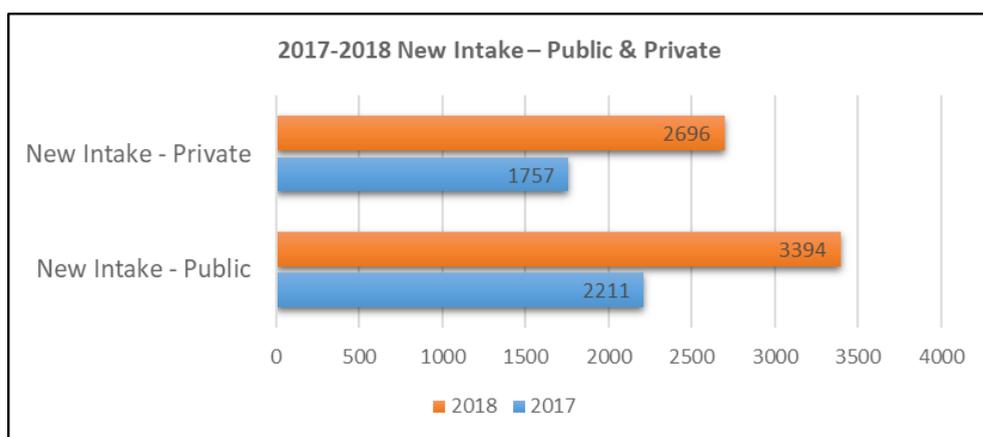
Figure 2: TVET Public Institutions Applicants Vs Private Institutions Applicants



Source: NTA 2018

**11. The recent increase in the number of TVET applications between 2017 and 2018, shows a growing interest in TVET.** The number of TVET applications grew by 5,738 in the public sector between 2017 and 2018, while it grew by 3,009 in the private sector in the same period, as shown in Figure 2. This shows that there is a recent high demand for TVET in Namibia. However, the number of new intake during 2018 stood at 6,090 (17.3 percent of total application), which is much lower than the number of applications (35,097), as is evident in Figure 3, mainly due to capacity constraints. The new intake is lower compared to the number of applicants and this is attributed to the fact that both public and private providers have only limited capacity to take in new intakes.

Figure 3: TVET Public Institutions Intake Vs Private Institutions Intake



Source: NTA 2018

### 2.3 Requirements for admission into TVET

**12. The minimum entry requirement for the formal TVET programs is a pass in Grade 10, which tends to exclude a large part of the unemployed youth.** In addition to training facilities capacity issues, the entry requirement for the formal TVET programs requires a pass mark in grade 10, excluding young people who do not meet the minimum entry requirements. For example, out of 40 599 candidates who wrote the Grade 10 examination in 2017, 22 462 qualified for admission to Grade 11 in 2018, representing 55.3 percent of the candidates who qualified for Grade 11 (Ministry of Education, Arts and Culture, 2017). Out of the total of 18 137 who failed, only about 3 250 are allowed to repeat Grade 10, implying that close to 15 000 pupils or 36.7 percent of the total candidates will fall out of the formal education system on an annual basis. For instance, the Namwater Human Resource Development Centre (HRDC) requires a pass in Grade 10 with at least 22 points, including at least a D in mathematics and science, and an E in English. NIMT selects Grade 12 graduates based on their

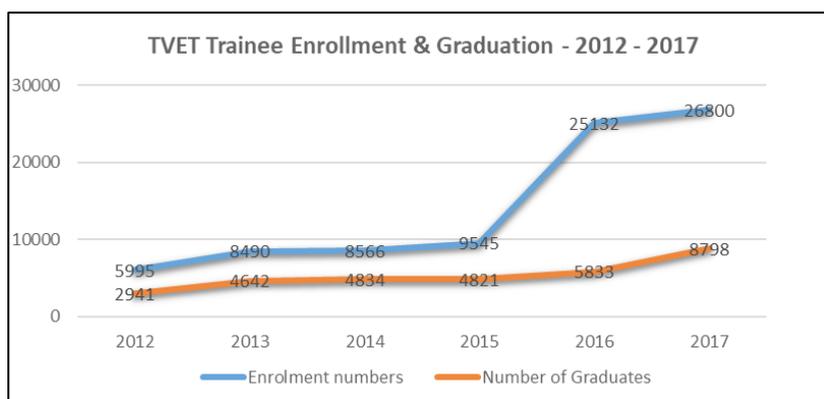
mathematics, science and English marks. This implies that only students with high marks are admitted.

- 13. Early school leavers are catered for in the non-formal programmes, such as KAYEC and COSDEF.** Most non-formal programmes are run by dedicated not-for-profit organizations such as COSDEF and KAYEC, or by a public institution, the National Youth Service. They typically offer training at levels 1 and 2 compressed into six months or one year, to young people who would not have been accepted in formal programmes. COSDEC courses in particular require no prior qualification, except for a few trades in highest demand such as information and communications technology (ICT) and hospitality and tourism (which specify Grade 10).
- 14. Reaching out to marginalized young people requires provision of more than vocational training.** Young people who never enrolled in school or left very early are bound to be affected by social problems, this is especially severe for the marginalized youth (Section II). Failure to pass Grade 10 or 12 examinations also has a disengagement effect. In both cases, the individuals find it difficult to associate education and training with their future. Vocational training therefore needs to be complemented with courses in life skills.

## 2.4 Trainee enrolment vs graduation from TVET

- 15. Learner enrolment increased significantly from 2012 to 2017 while the graduation rate remained steady during this period.** Figure 4, below shows the trainee enrolments versus the number of graduates. There is an increase in the number of enrolment from 2012 to 2017, increasing from 5,995 enrolled trainees in 2012 to 26,800 enrolled trainees in 2017. This was mainly on account of an increase in new facilities and change in the delivery mode. However, the graduation rate remained relatively low, as the majority of trainees remain stuck in the system, either due to financial issues or other social challenges, which inhibit them from attending training as they would want to.

Figure 4: Trainee enrolment &amp; graduation 2012-2017



Source: NTA 2018

**16. TVET graduates struggle to find jobs as their skills do not match the industry demand.** TVET in Namibia does not respond adequately to the demand for skills expressed by firms. Trainees face challenges in finding job placement, while industries complain that TVET does not adequately respond to their demand for skills. Firms have raised dissatisfaction and difficulty they found in employing the graduates of most TVET centres without training them further. Lack of formalized work integrated systems makes it difficult to compel industry and TVET providers to ensure that trainees acquire the much needed work or industry exposure. The lack of industry or work exposure is one of the biggest TVET system quality compromise as it results in TVET graduates leaving the system to the world of work without having had an opportunity to practice in the real workplace. This is a serious impediment for graduates entering the world of work.

## 2.5 Trainer capacity and trainee ratio

**17. Provisions for the training of trainers vary across public and private, formal and non-formal centres.** For public, formal centres, training is given by NUST, whose Faculty of Human Science, through its Department of Education and Languages, runs courses in pedagogy and management. The trainer training programme which the VTC used to conduct in cooperation with German institutions was discontinued after the creation of NUST. Yet NUST does not offer training in vocational skills (UNESCO, 2016).

**18. A significant number of trainers, approximately 3000, do not possess the requisite qualifications which would allow them to facilitate skills transfer effectively.** The qualifications range from technical to pedagogical; a majority of the trainers in the system, especially at the VTCs, have not gone back to work

within their industries since assuming the training role. The implication is that for some trainers, they have no knowledge of new developments in their industry and therefore, inadvertently, end up teaching old technologies, knowledge and skills to their trainees. In the same vein, some trainers at the VTCs are recruited immediately upon completion of their training at the same VTCs. They do not have industry experience nor have an understanding of what the industry expects of TVET graduates. Most of the trainers at VTCs received training a very long time ago and may not be abreast with recent technologies in the sector and would thus require to be re-trained or upskilled as appropriate.

19. **Private and non-formal centres train their trainers internally, while NTA builds capacity within public VTCs.** NIMT and COSDEC, do not rely on NUST and train their trainers internally; NIMT trains some of its alumni. In all cases, trainers must be qualified artisans. In 2016, twelve trainers were sent to Germany for intensive training, by the NTA. UNESCO, through the Better Education for Africa's Rise (BEAR) project, is supporting in-service training of VET teachers and managers.
20. **The negative public perception of TVET and low remuneration levels makes it difficult to attract and retain qualified TVET trainers to TVET institutions, which leads to a bigger trainee-trainer ratio.** The low remuneration levels and the negative public perception of TVET make it difficult to attract and retain qualified TVET trainers/instructors and artisans to TVET institutions. The current trainer-trainee ratio stands at 1 to 20 for technical programmes, which is higher than the International Labour Organisation (ILO) standard which recommends a trainer-trainee ratio of 1 to 15. The current trainer/instructor shortages are likely to become significantly more serious over the next few years as trainee numbers rise.

## 2.6 Industry need versus TVET programmes

21. **The Skills Development Plan (SDP1)<sup>4</sup> for the TVET sector conducted by the NTA was aimed at increasing the relevance of skills provision and improve access to quality training opportunities.** The SDP1 aimed at increasing the relevance of skills provision and improve access to quality training opportunities in key prioritised areas, considering the current and future impact of such areas on the economic and social development of our country. Formulated in 2015, the SDP1 collates the key findings and recommendations emanating from a range of Sector Skills Plan (SSP) research plans, commissioned by the Namibia Training Authority (NTA), in partnership with its various Industry Skills Committees (ISCs), in the preceding years.

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<sup>4</sup> SDP1 was developed by NTA to complement the Human Resource Development Plan (HRDP) by the Namibia Planning Commission (NPC)

- 22. The SSP was developed to unpack the skills needs identified and prioritised in the National Human Resources Plan.** The current provisions of TVET are in areas that will not lead to much industrialisation. Out of the 32,120 trainees enrolled in the system, 900 trainees are enrolled in occupations which are in the primary industries, 18,897 are enrolled in the secondary industries, while 12,323 are enrolled in occupations that are in the tertiary industries. From this information it is clear that there is a need to ensure that TVET programmes are targeted towards economic activities that will lead to an industrialised nation.
- 23. TVET graduates tend to have low levels of soft skills (such as behaviour, leadership and entrepreneurship), which are neglected in the Namibian system.** TVET graduates tend to have low levels of soft skills and do not have advanced vocational skills, as these are not offered by TVET centres or NUST, or because the quality of training is too poor (UNESCO, 2016). This applies not only to specific technical fields such as brewing and ship piloting, but also to fairly generic service fields such as banking, finance, logistics or marketing. It is worth noting that the responsiveness of TVET programmes is measured in terms of employment and skills utilisation of graduates. There is therefore a strong need to ensure that the system carries formal graduate tracer study on a continuous basis.

## 2.7 Funding for TVET

- 24. Financing of TVET plays a pivotal role in the success and quality of TVET provision in any country.** The funding system in TVET is believed to achieve the purpose of quality, efficiency and impact of TVET training system (GTZ, 2006). It cannot be over-emphasized that the increasing demand on the TVET system will require substantial input which Government on its own may not be able to provide and thus a collaborative financing effort between various stakeholders is required. Since independence the Government has been the major financier of TVET of public training centres, including some private training centre (NIMT). Below are a few donor funding avenues from which TVET obtains its funding.
- 25. The Government TVET funding, through its allocation to NTA fluctuated between the period 2014/15 and 2018/19.** The budget allocation to TVET increased from N\$408.4 million in 2014/15 to N\$469.3 million in 2015/16, before declining to N\$357.2 million in 2016/17. However, for 2017/18 fiscal year, the budget allocation increased to N\$491.7 million. Due to the Government's fiscal consolidation path, government TVET funding has reduced significantly from N\$ 491.6 million allocated in 2017/18 to N\$ 93.6 million in 2018/19. It should be noted that government funding covers the NTA's administration costs, procurement of training from training institutions and personnel costs. Additionally, Government also assists TVET students with funding through NSFAF.

**26. VTCs also create income generating activities aimed at entrepreneurial development.** The vocational centres, under the NTA's supervision also generate income through their operations aimed at entrepreneurial development. This include, amongst others, repairing of school chairs, gluing and cutting of timber, producing joinery items and kitchen facilities rentals.

## 1.8 Private Sector Contribution through VET Levy

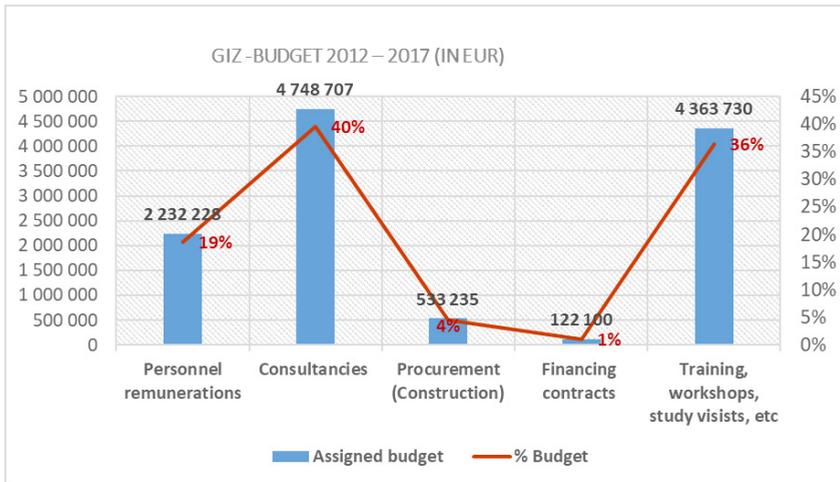
**27. The government, through the VET Act 1 of 2008, saw it fit to impose a training levy on employers.** In execution of Section 47 of the VET Act, a VET Levy is imposed on eligible employers by way of Government Notice No. 5 of 2014. The objectives are to achieve an effective and sustainable system of skills development aligned to demands and to establish and maintain a sustainable partnership between government, the private sector and civil society to provide the necessary resources for vocational education and training. This provision forces the private sector to contribute to financing skills development.

**28. The VET levy was introduced in 2014 and is administered in different ways to support skills development in the country.** In 2014, the VET Levy was introduced, whereby, certain categories of employees are required to contribute 1 percent of their payroll, in the form of a levy, to support skills development by responding to industry's current and emerging skills needs for accelerated development. The current allocation of the levy funds is that 50 percent is allocated for Employer Training Grants, 35 percent is allocated to the Key Priority Grant Allocation and 15 percent is allocated to the NTA Administration Allocation. The 35 percent Key Priority Grant Allocation is divided into a number of key strategic activities that deal not only with training, but also with consolidating and expanding the current TVET system. With regard to Employer Training Grants allocation, employers send their employees on training, and then claim the money back from NTA, with all the relevant proof (course outline, attendance registers and evidence of the actual cost (tax invoices and proof of payment)).

## 2.9 Donor funding

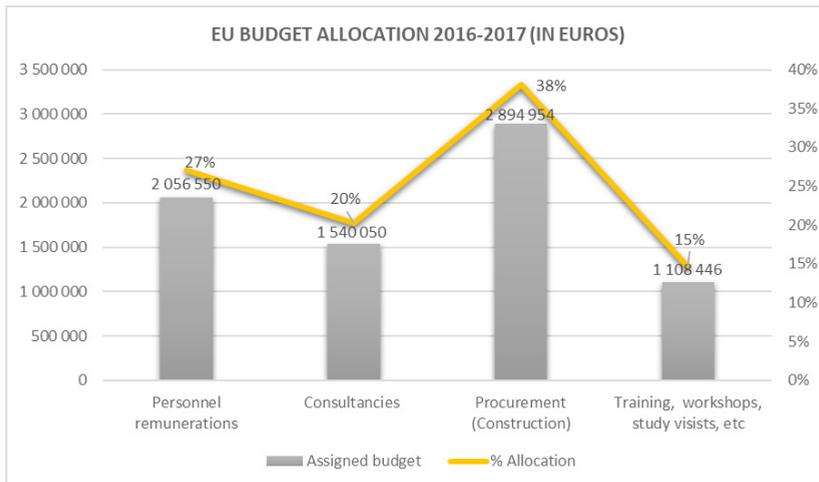
**29. The TVET sector through the NTA receives funding from the German Government and European Union as part of the government to government negotiations.** The figures below (Figure 6 and 7), outline donor funding that the TVET sector received from both Germany Government under the custodianship of Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and European Union. These funds are meant to support specific TVET initiatives. The figures further outline how these funds were allocated and utilized.

Figure 6: GIZ (ProVET) Budget Allocation to TVET 2012-2017 (in Euros)



Source: NTA, 2018

Figure 7: EU Budget Allocation 2016-2017 to TVET (in Euros)



Source: NTA, 2018

## 3 Legislative framework and current TVET initiatives

### 3.1 Legislative framework

- 30. Prior to 1990, the TVET system in Namibia was decentralised and became the responsibility of the Ministry of Labour and Manpower Development after 1990.** Prior to 1990, the TVET system in Namibia was decentralised and industries had their own training institutions in areas such as fishing, mining and agriculture. A few technical institutes were run by the government under the Ministry of Basic Education. After independence in 1990, TVET in Namibia became the responsibility of the Ministry of Labour and Manpower Development (now named the Ministry of Labour and Employment Creation). Thus, the Ministry was responsible for the development of the Vocational Training Act of 1991 which was promulgated in 1994 and amended in 1996. The system was and remained predominantly apprenticeship based. However, a few changes were brought on board with the promulgation of the National Vocational Training Act, Act 18 of 1994, which replaced the Apprenticeship Ordinance 12 of 1938.
- 31. The management of TVET shifted to the Ministry of Education and the NTA was established to strengthen capacity.** The management of TVET was shifted to the Ministry of Education and became highly centralised. This presented problems of lack of employer involvement in the direction of the TVET system. This is despite the employers' requiring and employing most of the TVET graduates. It is on this basis that a semi-autonomous NTA was established with employers playing a majority role; with the responsibility of taking over management and direction of the TVET system; to strengthen capacity for the TVET sub-sector; to ensure demand-oriented training is achieved; and lastly to enhance industry participation at sector level through the establishment of Industry Skills Committees.
- 32. The establishment of the NTA, the board of NTA and the National Training Fund was based on the Vocational Education and Training (VET) Act of 2008, which seeks to regulate the provision of vocational education and training.** The VET Act No 1 of 2008 established the Namibia Training Authority, the Board of the Namibia Training Authority and the National Training Fund. The Act seeks to regulate the provision of vocational education and training; to provide for the funding of vocational education and training; to provide for the imposition of a vocational education and training levy; to provide for the appointment of inspectors and designation of quality system auditors; and to provide for incidental matters.
- 33. In addition to the above legislative framework, there are other national and continental agendas and programmes which call for the development and promotion of technical vocational education and training.** These

programmes guide the implementation of TVET in Namibia as a means towards socio-economic development and poverty eradication. These programmes are the Vision 2030, Harambee Prosperity Plan (HPP), NDP 5, Agenda 2063, and Sustainable Development Goals (SDG) 4 and 8; please see Annexure 1, table 3.

### 3.2 Current TVET strategies and initiatives

- 34. The role and importance of VET is further highlighted in the Harambee Prosperity Plan (HPP) and the Fifth National Development Plan (NDP5) as a driver for national development agendas.** The National Development Plan NDP5 and the Harambee Prosperity Plan, both integrate the VET with entrepreneurship as important to easing constraints of the labour market and essential for employment generation and inclusive growth. These plans emphasise the expansion of VET and improving its scope and quality. One of the goals is to increase access to VET by having a footprint of public VTCs in all 14 regions and to increase enrolment capacity from 15,000 to 25,000 per year by 2020.
- 35. A fully-costed TVET Transformation and Expansion Strategy aligned to National Development Plans has been developed, with a proposed required investment of 6.9 Billion during the NDP5 period.** A fully-costed TVET Transformation and Expansion Strategy has been developed with special emphasis on programme diversification, fit-for-purpose equipment and the refurbishment and expansion of physical infrastructure and capacity-building for trainers. The required investment is proposed to be financed as follows; N\$ 5.8 Billion (84 percent) through government contribution, N\$ 1 Billion (15 percent) from VET Levy and N\$ 138 Million (2 percent) from donors. The envisaged financing will be used to upgrade and expand the existing VTCs, construct new VTCs, procurement of fit-for purpose equipment's, supporting training grants to TVET trainees, capacity building of TVET professional including trainers.
- 36. Namibia's Industrial Policy<sup>5</sup>, identifies the development of human capital as the most important asset in the industrial development process.** Education and skills development is, therefore, an area of special focus in the country's quest for industrial development. The following exemplify the type of actions that will be pursued in education and skills development to develop partnerships between the worlds of education, training and work, by involving social partners in planning for the provision of education and training; facilitate the implementation of a strategic framework for cooperation that will involve all stakeholders in education and training; ensure that the competencies required for the labour market and in engaging in further learning are acquired and recognised throughout general, vocational, higher and adult education; and promote specialised training, including apprenticeships and internships.

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<sup>5</sup> Ministry of Trade and Industry. *Namibia's Industrial Policy*, Windhoek.

- 37. In line with Namibia's industrial policy, the growth at home strategy emphasizes the need to build on existing productive capacity and skills, but also to initiate new enterprises and skills where necessary towards industrialization.** The growth at home strategy targeted sectors include the mining and mineral beneficiation, agriculture and agro-processing, and fish and fish processing. While other new sectors such as chemical industries linked to locally available minerals; steel manufacturing and components of automotive industries are also targeted. Through this intervention, the Government is geared towards removing supply-side constraints, increase productive capacity, and increase the competitiveness of Namibian industry in the domestic, regional and international markets. Key to the improvement of the competitiveness of local industry is the adequacy of the skills and the capacity possessed by Namibia. Therefore, there is a need for the expansion or reprioritization of trades offered, to meet the occupational needs to ensure the envisaged industrialization status of Namibia. Currently, about 80 percent of trainees enrolled by the training providers countrywide are enrolled in courses at levels from 1-3 on the NQF (NTA, 2018). However, most of the demanded trainings for the SDP1 and the targeted sectors under the growth at home strategy, are required at higher levels (level 4 & 5).
- 38. Namibia's National Human Resources Plan (NHRP)<sup>6</sup> is a roadmap to respond to structural mismatches between skills and available jobs.** The NHRP is thus the instrument to directly address unemployment and skills shortages, and hence contribute to the competitiveness of domestic firms for increased private sector growth and improved performance. The overarching objective of the NHRP is fourfold to identify sectors with high potential for employment creation and economic growth; to identify and develop the skills and qualifications required in the labour market by sector and sub-sector of the economy; develop the technical skills, managerial skills and technological know-how required to start small, medium and micro enterprises (SMMEs), in those sectors where there are clear opportunities to participate in value chains and channels; and to develop the knowledge required to achieve the country's long-term vision of developing a knowledge-based society.

### **Better Education for Africa's Rise (BEAR) Project**

- 39. The Government of the Republic of Korea supports Namibia in contributing to VET programmes, which are relevant to the skills needs of businesses and individuals through the project: Better Education for Africa's Rise (BEAR).** The project is specifically aimed at training programme delivery in the Construction, Gas and Water Supply, Mining and Quarrying, Electricity, and Rural Sanitation sectors through a revised and updated curricula; increasing the number of trained instructors in critical occupational areas for the construction sector and

<sup>6</sup> National Planning Commission. 2012. *National Human Resource Plan 2010-2025, October, Windhoek.*

enhancing their capacity to deliver training; and improving capacities in the overall VET system. Some of the BEAR Project's key successes include the development of new unit standards, teaching and learning materials curricula, and training packages in the broader construction sector and the capacitation of TVET practitioners in this sector to contribute to training programme design and implementation.

### World-Skills Namibia & National Skills Competition

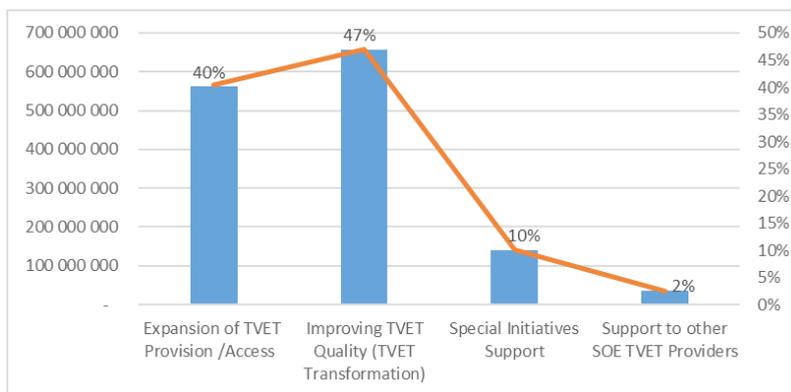
40. Namibia is a member of World-Skills International, which is a non-political organisation established to promote skills excellence through the staging of bi-annual international skills competitions. NTA established World-Skills Namibia to conduct the National Skills Competition (NSC) as part of the response to the HPP. HPP calls for NTA to establish and conduct a bi-annual NSC for the TVET sector in Namibia to attract talented young Namibians to acquire technical and vocational career skills. The first ever National Skills Competition was staged by World-Skills Namibia (WSN) from the 14th to the 17th September 2016 at the Ramatex Textile Factory, in Windhoek. The event, which included an exhibition and an international conference on employer engagement in the TVET sector, attracted 130 local and international conference attendees, 29 exhibitors, 634 visitors and 4909 learners from schools in the Khomas region.

### Promotion of Vocational Education and Training Project

41. The Promotion of Vocational Education and Training (ProVET) Project is supported by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and complements the development cooperation between Namibia and Germany in the priority area of sustainable economic development. The objective of the ProVET Project is to improve the local VET system to meet the demand of the private sector for technical and vocational training in selected sectors, whilst taking into account the cross-cutting issues of gender, HIV/ AIDS and the participation of people with disabilities.
42. **The projected key priority areas to which the VET levy will be utilized include, amongst others, the expansion of the scope of TVET programmes, diversifying TVET training methods and procurement of training equipment.** Figure 8 below outlines the projected key priority areas to which the VET levy will be utilized for over the next 4 years. As per Figure 8, 47 percent of the funds will be used to improve the quality and transformation of TVET, which includes expanding the scope of TVET programmes (new qualification, increasing the level of TVET on NQF). It will also be used for diversifying TVET training delivery methods (incentivize employers for apprenticeship and job attachments and roll out recognition of prior learning) and procurement of training equipment. Furthermore, 40 percent of the funds will be utilized for expansion of training

provision to increase access, particularly in the regions where there is no public TVET providers and expansion of existing public TVET providers. This expansion will also focus on ensuring that some public TVET providers train at a higher level focused programme specializations. In the same vein 10 percent and 2 percent will be utilized for special initiatives and support to SOE TVET providers respectively.

Figure 8: VET Levy Key Priority Allocation 2017-2020



Source: NTA, 2018

## 4 Challenges and Policy Options for TVET in Namibia

### 4.1 Challenges within the TVET

- 43. Namibia's TVET system is disjointed between different types of providers and does not constitute a comprehensive and consistent network.** There are poor linkages within the system from general education and higher education and training. After independence a number of technical schools which were operating to create a path or transition from general education and training were closed. This created a biased situation to those who would have taken TVET throughout, from general education to vocational training centres.
- 44. There is a lack of formalised and legislated apprenticeship and traineeship schemes, which hinders the employability of TVET graduates.** Namibia has found it difficult to harmonise its TVET system. Two main models of training, namely the Modular model and the Competency-Based Education and Training (CBET) model are offered by local institutions. The CBET model does not have a formalised and accredited work-based learning component for trainees to gain work experience. Therefore, trainees/students could graduate in the VTCs without going for job or industry attachment. This is a serious flaw as a strong TVET system is characterised by its strong link to industry.
- 45. Programmes offered by TVET providers, both in the state and private sector are supply-driven or vendor-driven.** The programmes are determined by the physical and staffing resources available at institutions, rather than the labour market skills in demand. They are also not linked to potential economic growth sectors. COSDECs and VTCs often operate in the same regional locations. There is also a poor linkage to the local industries and communities in their respective catchment areas.
- 46. The TVET sector lacks well-qualified and experienced instructors which hampers the outcome levels of the trainees.** There is a lack of established standards for instructors, career pathways and mechanisms for professional development of instructors. The shortage of TVET instructors has been widespread and continues to impact adversely on the quality of training offered in Namibia.
- 47. There is a lack of funds for expansion and maintenance of the physical facilities, machinery and equipment at VTC centres.** There is a lack of a clearly defined funding framework for subsidy allocations. The lack of adequate workshop facilities, tools, machinery, and equipment (including learning resources) continues to compromise the quality of training outcomes. This is exacerbated by a lack of adequate trainee accommodation at TVET institutions.

**48. The mainstreaming of entrepreneurship and innovation into TVET remains one of the challenges for the sector.** There is currently no coordinated support in ensuring that TVET graduates are capacitated, mentored or provided with financial support to start businesses. Namibia's ambition to transform into an industrialised and knowledge-based economy for growth and employment, makes it imperative that the country stimulates entrepreneurial mind-sets among young people, encourages innovative business start-ups, and fosters a culture that is friendlier to entrepreneurship and to the growth of small and medium-sized businesses.

## 4.2 Policy options

**In an attempt to address the challenges with the technical vocational training and education sector in Namibia, the paper offers the following policy options and strategies.**

**49. There is a need to link general school and TVET curricula, by mainstreaming TVET teaching at the basic level.** The Ministry of Education, Arts and Culture will need to re-introduce TVET system in basic education. This will help in changing the mind-set of the youth from a young age and ensuring seamless transition from school to higher education.

**50. The labour act should be adjusted to include provisions for apprenticeship and interns, and tax incentives can be offered to companies that take up trainees.** The labour act lacks some important provisions on how apprentices, trainees and interns should be dealt with in the labour market. The labour act should be amended, so that it makes it easier for companies to take in interns or offer apprenticeship. Tax incentives can be offered to companies that take in trainees.

**51. The government maintenance projects could be aligned to serve as job attachment, and possible amendments to government tender conditions should be considered.** Government and TVET centres should collaborate to offer trainees exposure to the working environment. TVET trainees can get on-the-job training by renovating and refurbishing government buildings, with minimal allowance, instead of government hiring private contractors. Training centres should form memorandums of understanding with employers for job attachments to secure improved training outcomes. The current government tender regulation should be amended such that one of the requirement for a company to qualify for a tender is based on the number of TVET apprentices trained or to be employed by the company during the contract period.

**52. The NQA should establish standards for trainers and instructors.** There is a need for standards to be set by the NQA for trainers to weed-out the unqualified

instructors. A vocational training qualification could also be introduced for the trainers to acquire the necessary training skills. In addition, there is a need for closer linkages between TVET institutions and industry to create opportunities for interaction and engagement between trainers and firms. Retired qualified people could train the trainees and share real world experiences to both the trainees and trainers.

- 53. TVET centres should diversify their funding sources to reduce the pressure on government.** TVET centres should enhance income generating activities, by selling the goods and services produced by trainees as a tool to complement resources. Another approach could be to develop businesses within the centres by renting the equipment to local entrepreneurs. Delivering services outside of the school's premises through community projects is another approach that could also diversify funds away from the state coffers.
- 54. Quality of training should be improved through enhanced training programmes.** There is a need for development of curricula according to the market needs by the TVET providers. Furthermore, there is a need for the government to establish specialised training centres (Centres of Specialisation), which will have the capacity to offer programmes at NQF Level 5, 6 and beyond. TVET providers should do continuous research on what the latest trends are in terms of technologies, demand challenges, etc. This will ensure that curriculums continue to adapt to what is required. A consensus needs to emerge on the appropriate curricular model for Namibia's TVET. Moreover, various skills committees under the NTA could serve as advisory committees for TVET centres to ensure employer needs are met.
- 55. TVET systems need to be expanded to cater for the needs of the youth.** Namibia's TVET system needs a massive expansion to address the learning needs of the country's unemployed youth and adults to create a pool of skilled workers for the development of the economy. This will require both public and private expansion of physical infrastructure to meet current and future training needs. These include expansion of current centres as well as new centres, through the construction and equipping of workshops, hostels, computer laboratories, classrooms and recreational facilities.
- 56. Entrepreneurship should be mainstreamed into TVET so that trainees learn how to be entrepreneurs thereby reducing unemployment.** Employment will only increase if TVET trainees are trained to become entrepreneurs. Therefore, the curriculum needs to be adjusted so that trainees learn how to prepare business plan, how to explore potential markets, how to budget, and how to do cash management, etc. There is a need for a policy that will facilitate the process of entrepreneurial mainstreaming into TVET, which should include, among others, business support through incubation and funding for start-ups.

## 5 Conclusion

- 57. TVET is recognized by the Namibian government as one of the driving forces for economic growth, as well as for acquiring readily employable skills.** TVET is seen as the most practical avenue for acquiring readily employable skills for the world of work and as an anchor for economic growth, social development, poverty reduction and redressing social inequalities. Indeed, a well-functioning TVET system is best placed to train the skilled workforce Namibia needs to fill skills gaps in various economic sectors and to drive the agenda of transforming the economy through value-addition to primary commodities and natural resources.
- 58. The current TVET system is characterized by a number of issues, ranging from inadequate capacity to poor quality.** The TVET system is characterized by several issues, such as lack of adequate capacity to increase intake, poor quality, relevance, and responsiveness of training programmes as well as an average pass/competency rate which currently stands at 52 percent. Furthermore, the system lacks strong foundations in the areas of science, technology, engineering and mathematics (STEM). Most programmes offered by public and private TVET providers remain “supply-driven” or “vendor-driven” and are thus not responsive to local industry needs and requirements. It is also worth mentioning that the current system particularly the Competence Based and Education and Training (CBET) does not have a formalised and accredited work-based learning component for trainees to gain work experience.
- 59. The strategies and targets outlined in the paper encourage a vision of TVET that supports the transition towards inclusive and sustainable societies and economies.** The vision also means that TVET systems will need to develop, transform and adapt to remain relevant. It is therefore important that the strategies are implemented to achieve this.

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## Annexure 1

Table 1: Regional Spread of Public VTCs and State-owned Providers

Government (11)	Parastatal (10)
Eenhana VTC	NAMCOL Ongwediva
Gobabis VTC	NAMCOL Otjiwarongo
Nakayale VTC	NAMCOL Rundu
NIMT Arandis	NAMCOL Windhoek
NIMT Keetmanshoop	NAMFI Walvis Bay
NIMT Tsumeb	NAMPOST Business School Windhoek
Okakarara VTC	NAMPOWER Windhoek
Rundi VTC	NAMWATER HRDC Okahandja
Valombola VTC	National Youth Service Rietfontein
Windhoek VTC	Telecom (Windhoek)
Zambezi VTC	

Source: NTA

Table 2: COSDEC Centres

Centre	Location
COSDEC Benguela Centre	Luderitz
COSDEC Mahetago	Swakopmund
Omaheke COSDEC	Gobabis
COSDEC Tokerenu Centre	Rundu
COSDEC Tsumeb Centre	Tsumeb
COSDEC Otjiwarongo Centre	Otjiwarongo
COSDEC Opuwo Centre	Opuwo
COSDEC Ondangwa Centre	Ondangwa
COSDEF Arts and Crafts Centre	Swakopmund

Source: COSDEF website ([www.cosdef.org.na](http://www.cosdef.org.na))

Table 3: TVET government initiatives

Name	Objective
Vision 2030	<ul style="list-style-type: none"> <li>— Vision 2030 is a long term mission that advocates for Namibia to operate a totally integrated, unified, flexible and high quality education and training system that prepares Namibian learners to take advantage of rapidly changing environment including development in science and technology.</li> </ul>
Harambee Prosperity Plan (HPP)	<ul style="list-style-type: none"> <li>— HPP prioritises TVET, stemming from a conviction that has recognised TVET as a source of skills, knowledge and technology needed to drive productivity in knowledge-based and transitional societies for the twenty-first century.</li> <li>— TVET has the potential to equip citizens with job/work-ready skills and has the potential to deal with the global challenges of youth employability and unemployment.</li> <li>— Productivity is the basis for sustained economic growth and wealth accumulation.</li> <li>— For Namibia to improve its global competitiveness, it is important that the citizens have the required technical and vocational skills.</li> </ul>
NDP 5	<ul style="list-style-type: none"> <li>— NDP 5 intends to reform the TVET so that it attracts a wider range of learners and prepares them effectively for jobs that are in high demand in the labour market.</li> <li>— By 2022, Namibia is characterized by a knowledge based society through expanded and transformed access to equitable, high quality TVET that meets the current and future demands of the labour force.</li> </ul>
Agenda 2063	<ul style="list-style-type: none"> <li>— This African continental agenda seeks to, amongst others, strengthen technical and vocational education and training through scaled-up investments,</li> <li>— Establishment of a pool of high-quality TVET centres across Africa, foster greater links with industry and alignment to labour markets, with a view to improve the skills profile,</li> <li>— employability and entrepreneurship of especially youth and women, and closing the skills gap across the continent.</li> <li>— Youth unemployment to be eliminated, and Africa's youth guaranteed full access to education, training, skills and technology,</li> <li>— health services, jobs and economic opportunities, recreational and cultural activities as well as financial means and all necessary resources to allow them to realize their full potential.</li> </ul>
SDG 4	<ul style="list-style-type: none"> <li>— Sustainable Development Goals (SDG) proposes a transformative education vision, aspiring to "ensure inclusive and quality education for all and promote lifelong learning."</li> <li>— The vision stresses the right to education, the principles of equity, inclusiveness, and quality and the importance of lifelong learning.</li> <li>— Particularly related to TVET, SDG 4, among other things, calls on Member States to ensure equal access to TVET programmes,</li> <li>— To substantially increase the number of youth and adults with relevant skills for employment,</li> <li>— Decent jobs and entrepreneurship, and to eliminate gender disparities in education.</li> </ul>
SDG 8	<ul style="list-style-type: none"> <li>— SDG 8 aims to "promote inclusive and sustainable economic growth, employment and decent work for all".</li> <li>— Such holistic visions challenges TVET to expand quality skills provisions and ensure skills relevance not only for the world of work, but also to support lifelong learning, inclusion and economies' and societies' low-carbon transitions.</li> <li>— In this sense the need to transform the TVET sector to maximize it's potential to contribute to promoting sustainable economies and societies, is of high relevance.</li> </ul>

## **4. INTERNATIONAL EXPERIENCE ON TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)**

### Lessons and Policy Options for Namibia

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## List of Abbreviations

<b>ASEAN</b>	The Association of Southeast Asian Nations
<b>EC</b>	European Commission
<b>EQF</b>	European Qualifications Framework
<b>EQAVET</b>	European Quality Assurance in Vocational Education and Training
<b>EU</b>	European Union
<b>LMI</b>	Labour Market Intelligence
<b>NQA</b>	Namibia Qualifications Authority
<b>NQF</b>	National Qualifications Framework
<b>NTA</b>	Namibia Training Authority
<b>NTF</b>	National Training Fund
<b>QTLS</b>	Qualified Teacher Learning and Skills
<b>QTS</b>	Qualified Teacher Status
<b>RPL</b>	Recognition of Prior Learning
<b>SCQF</b>	Scottish Credit and Qualifications Framework
<b>SDG</b>	Sustainable Development Goal(s)
<b>SET</b>	The Society for Education and Training
<b>SME</b>	Small and Medium Enterprise
<b>TVET</b>	Technical and vocational education and training
<b>VET</b>	Vocational education and training

## Executive summary

**Namibia is facing a major skills and jobs challenge and needs to look inward as well as outward before embarking on reforms.** As in many other countries around the world, Namibia is facing skills and jobs challenges. Part of its response to these challenges will be to reform its technical and vocational education and training (TVET) system so that it is more responsive and provides the skills needed in the labour market. In reforming its TVET system, Namibia can learn lessons from other countries about possible approaches and pitfalls to avoid. Namibia can do this most successfully if it looks at a variety of systems, understands its own legacy of reform and identifies opportunities and challenges before making any changes.

**TVET on its own cannot solve the skills and unemployment crisis but it can make an important contribution to reforms in Namibia.** The biggest challenge facing Namibia, which most relates to skills and employment, is the high amount of youth unemployment. Countries such as Austria and Germany have strong TVET and Apprenticeship systems and relatively low levels of youth unemployment. This does not mean that TVET on its own can create more jobs or transform the economy of Namibia, but it can make an important contribution. This is why the Sustainable Development Goals (SDGs) have several targets related to TVET and skills development and why many countries are working on reforms to their education and training systems.

**In learning from other countries, TVET reform needs to be connected to the wider education system and economic development plans in Namibia.** Tackling youth unemployment and the mismatch between the demand and supply of skills in Namibia will not be easy. This paper presents examples of approaches from other countries and possible policy options. Although the paper primarily concentrates on the TVET system, to ensure lasting impact it will be important for Namibia to connect reforms with its wider education system and economic development plans.

## I Introduction

1. **This paper presents different examples from other countries, alongside the challenges facing Namibia.** This is a practical paper which aims to provide examples of different approaches which could be used to tackle some of the skills and jobs challenges being faced in Namibia. These examples are drawn from the UK and other European countries, with a focus on approaches which enable the development of an enterprising mindset and entrepreneurial skills. The paper will also look at different Apprenticeship models. In considering different options for Namibia, it is important to understand the current policy context and challenges being faced in Namibia. To do this, the paper will draw on the overview provided in Paper One (Overview of TVET in Namibia). The options and views put forward in this paper are intended to be a provocation rather than an academic view.
2. **Importing a TVET system from another country is rarely successful.** There is a need for some caution in looking to learn lessons from other countries to inform future policy options in Namibia. There is a legacy of countries around the world trying to import, either wholly or partly, the TVET systems of countries with a good reputation in skills development. There are not many examples where this has been successful. This may be because the starting point has been the system being imported rather than the specific needs and cultural, economic and societal context of the country importing the system.
3. **The unique cultural, economic and societal context of any country makes it difficult to import education and training systems from elsewhere.** The German TVET system is one of the systems which some countries have attempted to import. Despite many attempts over several years, the impact of these efforts has been fairly limited. According to Prof. Dr. Dieter Euler,<sup>8</sup> “a country seeking to reform its existing system does not simply replace it with that of Germany or any other country. Instead it reviews the experiences of various countries and selects the features that best fit its own goals, structures and culture, adapting them as necessary”. Germany’s education and training system, including its long-standing Apprenticeship system, has a strong historical basis. This is the same for other countries, including Namibia, which have systems that have been shaped by tradition, social norms, Government and institutional structures and legal frameworks.
4. **Namibia should take a “policy learning” approach, so that it looks inward at its own experience and not just at the experience of other countries.** International organisations working to support countries to reform their TVET

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<sup>8</sup> *Germany’s dual vocational training system: a model for other countries? Prof. Dr. Dieter Euler. A study commissioned by the Bertelsmann Stiftung, 2013*

systems, such as the British Council and the European Training Foundation, advocate a “policy learning” approach rather than the copying or importing of policy. Although it is established practice for countries to undertake international benchmarking and other studies to learn lessons from other countries, a policy learning approach also needs to involve looking inward. For Namibia, this would mean seeking to learn lessons from past policy and systems reforms, including successes and failures. Existing evidence about the effectiveness of TVET in Namibia and lessons learned should be considered along with international knowledge and experience. It can be beneficial to look at other TVET systems which are also in transition, as this can provide a mirror for TVET reforms in Namibia.

## 2 International TVET policy

5. **Countries around the world are reforming their education and training systems.** Most countries around the world are currently involved in some way in reforming their education and training systems, including TVET. This section explores the current international policy context for TVET, recent developments and trends.

### 2.1 Current international policy context

6. **Governments are investing in education and training because they believe it will support future economic growth.** Many governments, economic development organisations and donor agencies have been influenced by Human Capital Theory. The economic argument is that investing in education leads to growth and higher wages and supports economic development. This may explain why organisations like The World Bank are committed to investing in education as they believe that education is one of the most powerful ways to reduce poverty and inequality and provide a sound foundation for future economic growth<sup>9</sup>.
7. **In a response to major problems and challenges, TVET is a high priority for many countries.** The past decade has seen big shifts and changes which provide a major challenge to countries across the world. These have included social unrest, demographic shifts, large flows of migrants, refugees and asylum seekers, increasing globalisation, growing concern about the impact of climate change and rapidly changing labour market trends. In a response to these challenges, skills and TVET have probably never been higher up the agendas of Governments, international organisations and donor agencies. Many countries, including Namibia, are concerned about their growing youth populations, high youth unemployment rates and the need for a better skilled workforce which matches the needs of the labour market.

<sup>9</sup> Harry Patrinos, *The World Bank*, 2016

## 2.2 Sustainable Development Goals (SDGs)

**8. The SDGs have a strong emphasis on skills and employment.** The increasing attention given to skills development and employability is demonstrated by the Sustainable Development Goals (SDGs). When the SDGs were launched in 2015, this represented a step-change, as previous development goals did not include specific targets for TVET. SDG targets related to TVET, skills and employability include:

- By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
- By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship
- By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations
- Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalisation and growth of micro-, small- and medium-sized enterprises, including through access to financial services
- By 2020, substantially reduce the proportion of youth not in employment, education or training.

**9. The SDG targets show the importance of skills and TVET and provide further impetus for countries to improve their TVET systems.** These are ambitious targets which illustrate the increasing importance of skills and TVET. The targets will provide an important framework for international donor agencies and provide a greater impetus to national governments that will be reporting against these targets. This will be a big challenge for countries that do not have robust information or a systematic approach to data collection.

## 2.3 International donors and TVET

**10. There is an important role for employers and the private sector in increasing the capacity and quality of TVET.** As TVET on its own does not create jobs, investment in skills development has increasingly involved building linkages and co-operation between education and training actors and industry. The European Commission recently launched a new Vocational Education and Training (VET) Toolbox project which aims to enhance labour market intelligence and the involvement of the private sector in VET in countries outside the EU. With the need in many countries for increased capacity and quality in TVET, alongside limited funds for long-term investment in TVET, both governments and donors are looking at the potential role of the private sector.

**11. The World Bank is starting to invest more in TVET.** Historically The World Bank has primarily concentrated its support for education in the basic education sector, but this is starting to change. The East Africa Skills for Transformation and Regional Integration Project (EASTRIP), is an initiative of African Governments and The World Bank. As part of this initiative, The World Bank announced in 2018 that it will be investing in vocational education in Ethiopia, Kenya and Tanzania to develop specialised technical skills in priority growth sectors. The World Bank is also supporting several very large infrastructure projects and it is anticipated that more of these will include a skills development element.

### 3 European TVET policy

**12. The European Union and its member states are committed to TVET reform and supporting job creation.** TVET, skills development and job creation are major priorities for the European Union and for all countries in Europe. This section sets out some of the most pertinent policy developments led by the European Commission and includes specific country policies and plans for transforming TVET. More information on EU TVET initiatives can be found in Annex One.

#### 3.1 European Union TVET strategy

**13. Regional co-operation in TVET in Europe is concentrated on initiatives which support mobility.** The European Union member states have been committed to increasing regional co-operation in TVET, especially initiatives which support mobility and the recognition of qualifications.

**14. The European Commission works with stakeholders within and outside the EU to improve vocational training.** In line with the Copenhagen Process principles and guidelines, the European Commission works in partnership with national governments, groups representing workers and employers and countries outside the EU to improve the quality of training and make training programmes more relevant to the labour market. It aims to achieve these objectives through a range of initiatives including:

- A New Skills Agenda for Europe, to strengthen human capital, employability and competitiveness
- European Quality Assurance Reference Framework for Vocational Education and Training, and European Quality Assurance in Vocational Education and Training (EQAVET) community of practice, to support quality improvement at the national system level
- Sector Skills Alliances, which aim to promote co-operation across the EU in specific priority sectors.<sup>10</sup>

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<sup>10</sup> European Commission website

- 15. Europe is facing several challenges and some of these are different to those facing other regions.** The new EU strategy launched in 2016, a New Skills Agenda for Europe, highlights the skills challenges facing Europe. These include the large numbers of long-term unemployed who are low-skilled, skills gaps and mismatches and the need for more individuals to have an entrepreneurial mindset. At the same time, rapid technological changes are having an increasing impact on the types of jobs available and the skills needed. There are also some specific challenges in Europe which are different to those in other regions such as Africa and the Middle East, including a shrinking and aging workforce.
- 16. The New Skills Agenda for Europe demonstrates the strategic importance of skills.** The New Skills Agenda for Europe “supports a shared commitment and works towards a common vision about the strategic importance of skills for sustaining jobs, growth and competitiveness... It seeks a shared commitment to reform in a number of areas where Union action brings most added value. It is centred around three key work strands:
1. Improving the quality and relevance of skills formation
  2. Making skills and qualifications more visible and comparable
  3. Improving skills intelligence and information for better career choices”.<sup>11</sup>

### 3.2 National Qualifications Frameworks in Europe

- 17. The European Qualifications Framework (EQF) is an important reference tool for EU member states.** To support mobility, the benchmarking of qualifications and pan-European co-operation, the EU member states contributed to the development of the European Qualifications Framework (EQF). This is a tool which enables the comparison of qualifications across countries and systems, covering all levels of qualifications. It enables individual National Qualifications Frameworks (NQFs), developed at the country level, to be referenced against the EQF and acts as a translation device. Almost all EU member states have in place, or are working towards, a comprehensive NQF which will be referenced to the EQF.<sup>12</sup>
- 18. The EQF is used as a benchmarking and referencing tool by countries outside the EU.** Although the EQF was developed for use by EU member states, other countries developing NQFs have also used the EQF as a benchmarking and referencing tool. This is a good indication of the profile of the EQF within and beyond Europe, and of its reputation as a useful reference point for any country developing or improving its NQF. It is particularly attractive to those countries working with the European Commission (EC) or with individual member states,

<sup>11</sup> *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A New Skills Agenda for Europe 10.06.16*  
<sup>12</sup> *Cedefop website*

- including where there are long-standing trade relationships.
- 19. National Qualifications Frameworks are important as they support the development of clear progression routes and can be used to bring together educators and employers.** National Qualifications Frameworks have been a popular methodology in Europe, and an important part of many national education and training reform programmes globally. In national systems where different parts of the education system, and in some cases the TVET system, are disparate and without clear progression routes or visibility of the qualifications on offer, it is easy to see the appeal of NQFs. However, the process of developing NQFs is as important as the final framework, as it supports other important priorities, including building co-operation between education and industry. This is partly because an effective NQF development process requires policy makers, educators and employers to work together to build a consensus.
- 20. Almost all EU member states, and many other countries, have implemented a National Qualifications Framework as they provide a tool to compare qualifications from different countries.** In an increasingly globalised world, with many countries experiencing inward and outward migration, a National Qualifications Framework provides a tool to benchmark qualifications between different countries and can support the recognition of prior learning. According to Cedefop in 2017, all EU member states have developed a NQF and almost all have moved to full implementation stage. Most of these are linked to the EQF. Several other European countries have developed a NQF, including Albania, Bosnia and Herzegovina, Montenegro, Norway and Switzerland.<sup>13</sup>
- 21. The Scottish Credit and Qualifications Framework (SCQF) is well-established and has evolved over many years, making it well known in Scotland and beyond.** One of the most well-established frameworks is the Scottish Credit and Qualifications Framework (SCQF). This is a comprehensive framework which covers all levels and types of qualifications in Scotland (See Annex Two). It has been broadly seen as a successful framework which influenced the development of the EQF. The SCQF has gone through a gradual process of development, building each time on what was in place and learning lessons along the way. It has been able to evolve in this way as it has benefited from Government support throughout its existence and has managed to withstand any significant political pressure. This means that education and employer stakeholders have been in the driving seat, and this may explain its success and longevity. The SCQF is a well-known and commonly used reference tool in Scotland. Its profile and implementation is supported by associated guidance and methodologies, including a toolkit to support the Recognition of Prior Learning (RPL) and guides for employers.

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<sup>13</sup> *Overview of NQF developments in Europe, Cedefop, 2017*

**22. The SCQF has a number of benefits.** The SCQF is managed by the Scottish Credit and Qualifications Framework Partnership (SCQF Partnership). According to the SCQF Partnership, the benefits of the SCQF are that it:

- Helps learners to decide on how to progress with their learning
- Helps individuals to understand qualifications, including those they are not familiar with
- Helps employers understand different types of qualifications
- Supports the effective development of the workforce
- Helps education and training organisations to identify the level that has been studied to, making it easier to transfer credit points between different education and training programmes
- Recognises a wide range of different types of learning.<sup>14</sup>

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<sup>14</sup> SCQF website

## 2.3 Apprenticeships and vocational training in Europe

- 23. Apprenticeship programmes which blend paid work with education and training are being improved and expanded across Europe, although approaches vary.** There continues to be a strong commitment to developing, improving and expanding Apprenticeship programmes, but divergence across Europe in how this is done. Apprenticeship systems in Austria, Denmark, Germany, Luxembourg and Switzerland share many features. They have worked together to produce an online Apprenticeship Toolbox to share information on their Apprenticeship systems. Although these Apprenticeship systems are often referred to as “Dual System”, it could be said that all formal Apprenticeship programmes are a dual system, as they should combine paid work with time in education and training, such as at a vocational school or college.
- 24. Austria and Germany have low rates of youth unemployment and strong Apprenticeship systems.** The Apprenticeship systems in Austria and Germany have a long tradition and a strong reputation internationally. Guilds and Chambers of Commerce play an important role in overseeing the training which takes place and the content of the training. Youth unemployment rates are low in Austria and Germany, and both countries have strong economies. The Apprenticeship system in Germany is fully embedded in the economy and society, probably because it has not changed very much since it was established after the Vocational Training Act of 1969. This consistency and lack of political interference has enabled the Apprenticeship system to become an important part of education, work and life in Germany. This brings many benefits, but it will be interesting to see to what extent the system needs to respond to technological changes and other pressures such as migration.
- 25. Countries with strong Apprenticeship systems face some challenges in maintaining their Apprenticeship places.** As in other countries, there are some challenges in Austria and Germany in maintaining the number of Apprenticeship places and this has led to a slight increase in young people undertaking training courses at vocational schools and colleges, with more limited time in the workplace. In Germany there has been an increase in the numbers of young people enrolling onto university degree programmes, while the number of individuals entering dual training programmes has decreased.<sup>15</sup>
- 26. Reforms to Apprenticeship and vocational training systems are underway in some countries, with substantial reforms being taken forward in England.** In other European countries, Apprenticeship and vocational training systems vary considerably. Many of these are well-established, such as in the Netherlands.

<sup>15</sup> *European Case Study- Co-operation in action: the dual vocational training system in Germany; Clemens Wieland and Eduard Lezcano (February 2016)*

Others are in the process of being substantially reformed, including in England and France. Despite a long history of vocational training and Apprenticeships in England, this is a policy area which has seen a considerable amount of change. Various Governments have introduced new schemes and vocational qualifications which have aimed to raise parity of esteem between academic and vocational pathways, particularly for 16-18 year olds. The current reforms represent perhaps the most significant changes to the technical education and Apprenticeship system. The new classroom based technical study programmes, referred to as “T Levels”, will cover 15 technical routes and start to be rolled out from September 2020. It is therefore not possible to comment on the success of the new programmes, but it is notable that there has generally been positive cross-government support for the reforms. The new T Level plans have also been supported by employers.

- 27. In England, a training levy has been introduced and although the target for the number of Apprenticeship starts will not be met, there are some positive signs.** The current Government has strongly promoted and supported the Apprenticeship system in England and seen through most of the planned changes. A training levy on large employers has been introduced and a target has been set for the number of Apprenticeship starts. The target to create 3 million Apprenticeships by 2020 is expected to be dropped by the government as delays and challenges related to the introduction of the reforms have had a detrimental impact on the number of Apprenticeship starts. A positive sign is that the number of Apprenticeship completions is increasing, as is the number of Apprentices starting higher level programmes.
- 28. Employers determine the content of Apprenticeship Standards in England, and while there is some flexibility, all Apprenticeship Standards must have an end point assessment.** The new Apprenticeship Standards are developed by groups of employers, known as “Trailblazers”. Each of these employer groups must consist of ten employers as a minimum, and at least one of these must be a SME. The Apprenticeship Standards replace existing Apprenticeship Frameworks. In addition to a different development process, the content of the new Apprenticeship Standards also differs to the previous Frameworks. A major difference in the Apprenticeship Standards is that qualifications are not mandatory, but all Apprenticeship Standards must have an end point assessment. This provides flexibility for the employer groups to determine what is appropriate for the occupation(s) covered by the Apprenticeship Standard. The addition of the end point assessment means that the Apprenticeship itself can serve as the qualification which determines occupational competence.

### 3.4 Future TVET trends in Europe

**29. Cedefop supports the sharing of knowledge and lessons learnt in vocational training across the EU and publishes briefings on current practice and trends.** The European Centre for the Development of Vocational Training (Cedefop) is an agency of the European Union. It helps to develop and implement vocational training policies in the EU and supports the sharing of knowledge and lessons learnt and builds co-operation in vocational training across the EU. In 2017, Cedefop published a briefing note on the current features of European VET systems.<sup>16</sup> The Briefing Note was produced as part of Cedefop's research project, The changing nature and role of VET in Europe (2015 to 2018). It was based on the results of a survey carried out in 2016.

**30. There are several emerging trends in vocational training across Europe. The survey identified several emerging trends:**

- Increased emphasis on practical knowledge and work-based learning, including the introduction or expansion of Apprenticeship programmes
- Expansion and diversification of VET provision
- Clearer progression routes and easier access into higher education, including in Austria, Denmark, England and Germany
- New vocational pathways for adults and the unemployed, such as in Croatia, France and Ireland
- Some positive progress in improving the image and reputation of VET ("parity of esteem"), with the best progress being made in Finland and Spain
- Growing importance of learning outcomes, while the number, type and content of qualifications remains divergent.

**31. There is expected to be expansion and diversification of VET in Europe, which has positives and negatives.** With continued expansion and diversification of VET in Europe, Cedefop anticipates that while more targeted VET could be positive, an increase in the breadth of provision could lead to fragmentation and confusion.

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<sup>16</sup> Briefing Note: Looking back to look ahead- Preparing the future of vocational education and training in Europe 2020-2030, Cedefop (September 2017)

## Extract from Cedefop Briefing Note<sup>17</sup>

“The Cedefop survey reveals several challenges which need to be addressed in future European cooperation on VET:

- the traditional distinction between education and training subsectors (general, vocational and higher education, as well as initial and continuing VET) is not always practical when it comes to identifying and responding to new challenges;
- operating on the basis of too narrow a definition of VET, policy-makers risk overlooking the need for vocationally oriented education outside the traditional VET sector, for example in higher education. Future policy cooperation should focus on how education and training systems as a whole can promote and support the practice-oriented and work-related learning formats typical of VET. To achieve this, education and training providers at all levels need to strengthen dialogue and cooperation with labour market actors and society as a whole;
- future VET development may require solutions spanning several subsectors and involving institutions and providers currently operating individually. While the expansion of vocationally oriented education and training seems unstoppable, fragmentation and loss of transparency may also be experienced, making it more difficult for groups at risk to benefit from VET. Increasing the transparency and permeability of education and training systems, as supported for example by the EQF, is therefore crucial”.

## 4. Challenges and solutions for the TVET system in Namibia

**32. This section presents examples of approaches and potential options.** This section reflects the challenges set out in Paper One (Overview of TVET in Namibia), and presents possible options to address these challenges. This includes some examples of approaches being used in other countries.

### 4.1 High level of youth unemployment

**33. Many countries, including Namibia, have high youth unemployment.** As in many other countries around the world, such as Italy, Jamaica, Morocco, Nigeria and South Africa, Namibia has a high level of youth unemployment. Unemployment rates amongst young people are commonly worse than for

<sup>17</sup> Briefing Note: Looking back to look ahead- Preparing the future of vocational education and training in Europe 2020-2030; Cedefop (September 2017)

older populations. Governments in countries with instability, for example caused by major economic problems, natural disasters or conflicts, are particularly concerned about having large numbers of young people out of work.

**34. It is important to understand the reasons for the high rate of youth unemployment in Namibia, as it may not mean that young people are significantly disadvantaged in the labour market.** Tackling unemployment is not straightforward and the challenge of youth unemployment is even greater. The causes of youth unemployment can be complex and vary from country to country depending on the country context. While it is possible to put forward potential solutions, it is important that the reasons for the high youth unemployment rate in Namibia are fully understood. The overall unemployment rate in Namibia is 37% and the youth unemployment rate is 43%, and both figures have risen in recent years.<sup>18</sup> Unlike some other countries with high youth unemployment, the figure is not considerably higher than the overall unemployment rate. This is a positive sign as it indicates that young people are not hugely disadvantaged in the labour market.

**35. There are options which can help TVET to better support economic growth.** With slow growth in Namibia and insufficient jobs for the increasing youth population, policy options should be concentrated on interventions which support economic growth. These could include:

- Ensuring that all TVET programmes and institutions include an increased focus on good quality work experience and on developing an entrepreneurial mindset
- Reviewing the accuracy of labour market intelligence (LMI) and workforce data and its effectiveness in supporting skills planning
- Developing guidance and support for organisations, including TVET institutions, to make use of LMI and other workforce data
- Support for priority growth industries to work more closely with the education sector, by setting up employer-led Sector Skills Committees/Organisations to lead on skills and workforce development for their sector
- Formalised Apprenticeship schemes, including at higher levels, which prioritise sectors and occupations with skills gaps and skills shortages and industries with projected growth
- Set up centres of excellence and support specialist hubs of expertise in developing higher level skills in growth sectors, and place these in priority geographies.

**36. Institutions can implement approaches which foster innovation and enterprise and build greater links with industry.** While these interventions would be likely to require legislation and investment, there are examples of

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<sup>18</sup> *Status of the Namibia Economy; National Planning Commission, March 2018*

approaches which demonstrate what could be done at the institutional level to foster innovation and enterprise, build bridges between TVET institutions and industry and provide learners with the skills needed in the local labour market.

### Barking and Dagenham College, England

Barking and Dagenham College is situated in East London. The London Borough of Barking and Dagenham is one of the most deprived in London and performs poorly on education outcomes. London has a large creative sector and East London has developed into a digital creative hub. The College has in recent years developed its specialism in the digital and creative industries and increased its commitment to enterprise development. iCreate@BDC is an industry-standard training hub where students develop the skills needed by the growing creative digital sector. Students share the space with tech start-ups in an environment designed to encourage the cross-fertilisation of ideas, skills and services. The training hub provides one-to-one business mentoring, master classes with industry experts, business workshops, advice on funding and networking opportunities. Staff are supported through the provision of online digital skills training. The hub has a hot-desking business incubation zone and an informal space that can be used to share and develop ideas.

*Source: Barking and Dagenham College website*

## 4.2 Skills mismatch between demand and supply

- 37. Like many countries, the TVET system in Namibia is supply driven and not sufficiently shaped by industry needs.** Namibia's TVET system is disjointed between different types of providers and does not constitute a comprehensive and consistent offer, with gaps and duplication in provision. Programmes offered by state and private TVET providers are supply-driven and not in line with the demands of the labour market. The programmes are determined by the physical and staffing resources available at institutions, rather than the labour market skills in demand. They are also not linked to potential economic growth sectors. This is a common challenge facing many countries where the TVET curricula is out of date and has not been sufficiently shaped by industry. It is likely to be more of a problem in countries with highly centralised education systems.
- 38. Although the needs of employers and industry are paramount, these should be balanced with the needs of young people.** Although there is generally a consensus for the need for TVET provision to be demand-led and in line with the needs of the labour market, there are some differences of opinion regarding how to balance the needs of individuals with the needs of employers.

This is particularly relevant for young people, as giving them a very specific set of technical skills may help them to get their first job but may not help them in their future careers. New occupations have emerged in recent years, such as drone pilot, which require new skills. It is therefore expected that current TVET learners may have jobs in their future careers which do not currently exist. How do you prepare young people for these jobs when you don't know what they will be? While the use of LMI and advanced skills forecasting can help, it will not provide all the answers.

**39. Vocational training programmes should provide a balance between the provision of a general education and specialist skills.** In 2011, an influential report known as The Wolf Report<sup>19</sup> was published on the results of a comprehensive review of vocational education and training for 14-19 year olds in England. The review was commissioned by the Government and made recommendations for the future. The findings were supported by Government and business leaders and many of its recommendations have been implemented or are being implemented through the current technical education reforms. The most interesting findings relate the content of vocational programmes:

- No substantial vocational specialisms for learners up to aged 16 to ensure a strong grounding in general education, including English and maths
- 16-19-year-old students on full-time programmes should not follow a programme which is entirely occupational
- Full-time vocational programmes for 16-19 year olds should offer clear progression to education or employment
- Making it easier for education and training providers to specialise and freed up to be flexible and innovative so that they offer variety and high-quality courses
- Programmes for the lowest attaining learners should concentrate on English and maths and on work experience
- The general education components of Apprenticeship frameworks should be strengthened to support progression to further study or higher education and to reflect that many Apprentices will change occupations in the future
- Education providers should maintain close links with local employers as this promotes quality
- Prioritise genuine work experience for 16-18 year olds on vocational programmes.

**40. There are various approaches which can help the TVET system and TVET provision to better meet the needs of the labour market.** Some of the options set out in the previous section on youth unemployment would help to ensure that skills provision in Namibia is demand-led. There are other approaches which could also contribute to TVET better meeting the needs of the labour market. These include:

<sup>19</sup> *Review of Vocational Education in England: The Wolf Report, Professor Alison Wolf, March 2011*

- Develop clear and flexible pathways for progression by ensuring that the national qualifications system is clear and supports transition between different parts of the education system and into employment
- A national and regional skills planning system which uses up to date LMI and other data to determine the amount and type of TVET provision needed
- Flexibility for institutions to be able to respond to the needs of employers in the local area and region
- The use of public funding as a policy lever to ensure that funding is targeted at high-quality TVET provision for priority industries and geographies
- Direct industry involvement in the development and delivery of TVET programmes
- Identify and develop the core transferable skills which will support young people in their transition to work and in their future careers.

### Katapult, Netherlands

The government and private sector have formed new public-private partnerships which aim to increase the level of co-operation between the education sector and industry and promote innovation. This has been done to ensure that employers are able to recruit individuals with the right skills, particularly in rapidly changing industries. This will in turn help companies to be at the forefront of innovation and develop a competitive edge.

Regional and sector partnerships have been formed with higher education and vocational education providers to develop new centres of expertise and technical skills. These centres support and promote collaboration and partnership between businesses, vocational and higher education institutions and the government. The combination of private and public finance aids the longer-term sustainability of the centres and demonstrates the commitment of all stakeholders to the new partnerships. The centres have the flexibility and autonomy to specialise and develop new approaches and training programmes in areas designed to accelerate innovation.

**“The ‘Katapult way’ – building public-private partnerships between knowledge institutes and businesses – has shown to be an effective way to bridge the skills gap”. Dominiek Veen – Project Manager, Katapult**

*Source- Nesta website*

### 4.3 Lack of adequate facilities and equipment

**41. Better quality facilities and equipment do not guarantee better completion and success rates, but they should bring some benefits.** There is a lack of funding for the maintenance and expansion of facilities and equipment at TVET institutions and training centres in Namibia. This has a detrimental impact on the quality of training and success rates and is likely to be a contributing factor in the difficulties recruiting qualified instructors and the poor perception of TVET. There are no guarantees that modern facilities will automatically result in better completion and success rates. However, it should be expected that institutions with modern facilities and equipment which meets industry standards should bring advantages. These include:

- Easier to recruit learners and instructors
- Higher rates of employment for learners as they have been trained using equipment similar to that found in the workplace
- Increased motivation and confidence of learners
- Higher perception of TVET as a worthwhile option.

**42. There are creative ways to improve TVET facilities and equipment.** Some international organisations and donors have provided new technology and equipment to vocational schools and TVET institutes. This has not always had the intended impact because it has not been part of a coherent strategy. If new modern equipment and facilities are not maintained and instructors have not been trained in how to use the equipment, the benefits will be negligible. Even if major investment isn't possible, there may be other ways of improving facilities and providing learners with training using up to date equipment. These include:

- Public-private partnerships to build and/or run facilities
- Building relationships with local companies who may sponsor facilities, donate equipment they no longer need or provide work experience opportunities
- Part-financing of good-quality facilities which replicate the workplace, such as restaurants, gyms and hair and beauty salons, by having paying customers
- Launching new Apprenticeship programmes in priority occupations where modern technology and equipment is important, as these will be primarily work-based
- Online learning programmes and use of virtual simulation
- TVET providers working in clusters to develop and share facilities.

#### Cardiff and Vale College, Wales

Cardiff and Vale College has recently built a new restaurant, "The Classroom". The restaurant is run by qualified professionals and has paying customers. It not only generates an income for the college but also acts as a training venue for learners who work in the kitchens and in front of house roles. They

receive training from industry professionals and gain work experience in a high-quality setting with industry standard kitchen facilities. The restaurant received a prestigious AA College Rosette in recognition of the standard it has met. It also gained Centre of Excellence status for the quality of the hospitality training delivered and use of employer panels which influence the development and content of training courses.

*Source- Cardiff and Vale College website*

#### 4.4 Insufficient numbers of suitable instructors

**43. There are barriers to the recruitment and development of sufficient numbers of suitable TVET instructors.** The TVET sector lacks well-qualified and experienced instructors which hampers the quality of TVET provision and skills levels of TVET trainees. There is a lack of established standards, career pathways and mechanisms for professional development of instructors. The shortage of TVET instructors has been widespread and continues to impact adversely on the quality of training offered and ability to increase capacity in Namibia.

**44. Increased funding can help in the recruitment of TVET instructors, but this is not the only option.** Many countries are struggling with recruiting good quality TVET teachers and trainers, as this is a difficult challenge to overcome. This is because it reflects the often poor perception of TVET and the challenge of developing and funding a sustainable TVET system. A substantial increase in salaries offered by training providers would help in the recruitment and retention of TVET teachers and trainers, but this may not be realistic in Namibia. If some additional funding could be found, this should be directed at providing bursaries for the training of new TVET instructors in priority occupational areas. Outside of funding, approaches should be concentrated on creative ways to (1) deliver TVET effectively (2) widen the pool of potential TVET instructors (3) improve the status of these roles. Possible options:

- More use of technology, including online learning
- Increased amounts of work experience on vocational programmes
- Development and promotion of a new high-quality Apprenticeship programme which is primarily work-based
- Fast-track training on teaching and training pedagogies for individuals with good industry experience
- Use of flexible and part-time contracts for individuals working in industry
- Through partnerships with employers, provide current TVET instructors with work placements to ensure they keep up to date
- Develop ways to involve employers in the delivery of TVET, including as occasional speakers and as hosts for visits and demonstrations
- Launch an award for TVET instructor of the year and investigate other ways

- to recognise the best TVET instructors
- Regulate and protect the status of TVET instructors through formal recognition of the occupation, the introduction of new professional standards and a professional membership body.

### The Society for Education and Training (SET), UK

Although a professional body for skills teachers and trainers has been in existence since 2002, it was strengthened and relaunched in 2014 as The Society for Education and Training. SET is managed by the Education and Training Foundation, which works with teachers, trainers, education leaders and employers on improving the quality of vocational education and training through the provision of professional development. This change has brought more coherence as the Education and Training Foundation is the guardian of the professional standards for the sector and it oversees the management and awarding of Qualified Teacher Learning and Skills (QTLS) status. This is recognised in law as equal to Qualified Teacher Status (QTS) for individuals teaching in schools. SET is the largest membership body in the education sector and its membership is growing rapidly. SET campaigns to raise the status of the profession, champions the quality of teaching and training and supports continual improvement and professional development. It does this by providing the opportunity for members to share experience and expertise with peers and be part of a large professional network.

*Source- Education and Training Foundation website*

## 4.5 Poor perception of TVET

- 45. TVET globally is generally viewed as less attractive than other education pathways.** TVET in Namibia is generally viewed as less attractive than other education pathways. This is a problem faced by most countries and very few have managed to address this challenge. Even in Austria and Germany, where historically TVET and the Apprenticeship system has had high prestige, there are some concerns about how to maintain the high numbers of young people undertaking an Apprenticeship. Germany has seen an increase in numbers entering university and a decrease in the overall number of young people, leading to some Apprenticeship positions not being filled.
- 46. The poor perception of TVET in Namibia should be addressed at the systemic level, including by improving the quality of TVET.** There have been some examples of reform programmes and international projects which have included specific initiatives to improve the perception of TVET. These efforts may have some benefits, but this problem must be tackled at a systemic level and through national level transformation of education and training. This is because

there are many contributing factors to the poor perception of TVET. Efforts to improve the poor perception of TVET must therefore start with addressing contributing factors. In Namibia, these include:

- Poor quality TVET provision
- Low completion rates
- Lack of a formalised Apprenticeship and work experience system
- A proliferation of different types of training providers
- Duplication and gaps in provision, with lack of provision at advanced levels and unclear progression routes
- Insufficient and ineffective involvement of employers in the development and delivery of training.

**47. It will take time to implement strategic reforms in Namibia, but there are some practical steps that can be taken which can make a difference.** It will not be easy to improve the perception of TVET in Namibia, as it will take time to address these challenges and implement reforms. There are some small steps which could be taken in the short to medium term that could make a difference and help to support wider reforms. These include:

- Greater support and promotion of skills competitions at institutional, regional and national level, with the reward of competing at the WorldSkills international competition
- Awards for vocational trainees and a day or week to celebrate success in vocational training
- Identification of successful employees and entrepreneurs who are TVET graduates and can be used as role models and champions for the sector
- Guidance, information and support for teachers and parents on the careers available to young people, especially on the sectors expected to have future jobs growth
- Employer visits to schools to talk about different career options.

### Career guidance for young people, Austria

Children in primary education in Austria are encouraged to think about their possible future careers and consider what they like to do and are good at. This focus on self-awareness and future options continues into secondary education. Teachers are supported by professionals including counsellors, psychologists and careers guidance specialists. Young people have additional support from coaches and mentors to help them to understand their strengths, areas for development and career options. Careers guidance and the provision of information on education and work is mandatory for students in grades 7 and 8, who will normally be aged 12-14. There are many different options for careers advice and guidance for secondary age learners, including options outside of school. This includes the Chamber of Labour, Apprenticeship offices and

visits and seminars provided by the Federation of Austrian Industries. Social partners in Austria share printed and online information on different occupations and provide an online career guidance tool.

*Source- euro guidance website*

## 4.6 Structure and governance of the education and training system

**48. Namibia has in place the components you would expect to see in an effective education and training system.** As in many developed and developing countries around the world, Namibia faces economic and structural challenges which may require significant reform of its education and training system. At the system level, Namibia has many of the important components that you would expect in an effective system. These include:

- A National Development Plan and related strategic plans
- A National Training Authority and Qualifications Authority
- A National Qualifications Framework
- Public and private TVET provision
- A National Training Fund and levy system
- Collection and use of labour market and workforce data.

**49. There is an opportunity for the Government and stakeholders in Namibia to maximise the benefits of the TVET system and how it links with the wider education system.** With the many challenges facing the TVET system in Namibia, as documented in Paper One, the current structure and governance of education and training in Namibia does not appear to be as effective as it could be. This presents an opportunity for the Government and stakeholders in Namibia to work together to maximise the benefits of the current system. This could include reviewing the effectiveness of the implementation of some of these components and how the system links with the wider education system in Namibia. Policy makers in Namibia can best learn from other TVET systems if they are clear about the challenges and priorities for TVET in Namibia. It is also helpful if the overall Government policy direction for education and economic development is agreed, clear and supported widely before any TVET reforms are planned and implemented.

**50. Reforming the structure and responsibilities for TVET at a Government level should be approached with caution.** One potential option to reform structure and governance and improve the quality of TVET in Namibia could be to change the ministerial department structure and Government responsibilities for TVET. A radical approach such as this can be successful but should be approached with caution. The Institute of Government examined the impact of structural reforms

on Government effectiveness. One of its findings was that “Areas such as skills policy have been passed between departments repeatedly – but the effect has largely been to replace problems in one area (for example, weak co-ordination with employment services) with problems in another (for example, lack of join-up with education policy).” Learning lessons from experience in the UK, it could be more effective to concentrate efforts in Namibia on improving collaboration and linkages across Government departments and agencies.

## 5. Conclusion

- 51. A stronger partnership between the education and training system and industry can improve the effectiveness of TVET in supporting job creation in Namibia.** The TVET system can make an important contribution to the challenge of reducing youth unemployment in Namibia. An effective TVET system can support entrepreneurship, provide the skills needed in the labour market, and prepare young people for their future careers. The most critical element in achieving an effective system will be building a stronger partnership between the TVET system and industry. This will help to ensure that resources are targeted where they are needed, skills programmes are relevant and responsive to industry needs and transitions from education to employment work effectively.
- 52. Tackling the challenges related to quality and relevance of TVET will help to improve the perception of TVET.** Improving the quality and relevance of TVET and building links with employers will be the most effective ways to raise the public perception of TVET. If TVET is seen as an option that can help young people to get a good job, this will transform how TVET is perceived. Raising the perception of TVET is therefore best tackled through addressing some of the other challenges facing the TVET system. These include duplication and gaps in provision, lack of a formalised Apprenticeship programme, poor facilities and equipment and insufficient TVET instructors. There are examples from Europe and elsewhere of different ways of addressing some of these challenges. There are also examples of strategies and interventions that have been less successful. Namibia can learn from successful and less successful interventions from other countries, but this should be in addition to learning from its own experience of education and training reform programmes.
- 53. Strategic, system-level reforms may be needed before some of the challenges in the TVET system can be addressed.** Namibia has in place the core building blocks for an effective TVET system, including a National Qualifications Framework. Despite this, its TVET system is facing several challenges. Any reform should therefore start with identifying how to improve the effectiveness of how these different parts of the TVET system work together. Alongside this, it would be prudent to improve collaboration and linkages with the wider education system and relevant Government departments.

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## Annex 1

### European Union TVET initiatives

EQAVET is a community of practice which supports use of the Reference Framework and promotes a culture of quality improvement and a commitment to the importance of robust quality assurance. The EQAVET community of practice enables members and national experts to share good practice, experience and evidence, work collaboratively to develop solutions and new approaches to quality assurance, and support the implementation of the Reference Framework.

#### EQAVET's way of working: community of practice



The EQAVET community of practice is supported by a structure of working groups and meetings, as shown in the above diagram. A critical part of the methodology is the comprehensive and well-used EQAVET website. This provides useful information for those working on quality assurance of vocational education and training in Europe, such as guidance on the implementation of the Reference Framework, statistics, outcomes of peer learning activities and resources such as publications, policy briefings and case studies.<sup>20</sup>

In the last decade, there has been an increasing interest in building co-operation and linkages between education and industry. In the TVET sector, this has led to a number of countries looking to develop Sector Skills Councils/Committees. In the UK, there is a long history of co-operation between education and industry, such as National Training Organisations and Sector Skills Councils. In Germany, the

<sup>20</sup> EQAVET website

Chambers of Commerce and Industry have a tradition of working with the regional and national government structures and with education and training organisations.

While some regions, such as the ASEAN region, are at a relatively early stage of building education and industry co-operation in TVET at a regional level, the EU has made significant progress in this area. Primarily through funding provided by its Erasmus Plus scheme, the EU has supported the development of Sector Skills Alliances in Europe. These Sector Skills Alliances are formed of a consortium of organisations from at least three countries, which can include countries outside the EU. They can be set up in specific priority sectors which have been identified as having an imbalance in the supply and demand for skills.

The organisations involved in each Sector Skills Alliance pool their knowledge, expertise and experience to address shared challenges which collaboration can make a difference. Each Sector Skills Alliance is expected to continue beyond the life of the project and reach relevant organisations that are not formal members of the Sector Skills Alliance. The projects are expected to cover at least one of the priority objectives, which include improving skills levels and increasing quality and innovation. Activities undertaken by the Sector Skills Alliance have included defining skills or training needs in the relevant sector/sub-sector and the design and/or deliver of joint curricula.<sup>21</sup>

It will be interesting to see to what extent the EU-funded Sector Skills Alliances become established beyond the life of each project. There has been some interest internationally in developing similar alliances and collaboration, including on the development of National Occupational Standards, qualifications and curricula. This probably works best in industries which are truly global and have large regional or global companies, such as in the aviation, finance, telecommunications and tourism industries. An international hotel chain will want its staff to have the same skills and meet its standards, whether the hotel is in Berlin, Marrakesh or Windhoek. There could therefore be benefits in countries co-operating across borders on the development of standards, qualifications and curricula. Potential benefits include ensuring that VET programmes are in line with regional or international standards, and economies of scale.

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<sup>21</sup> *Erasmus Plus Programme Guide 2018*

## Annex 2

### The Scottish Credit and Qualifications Framework (SCQF)

**THE SCOTTISH CREDIT AND QUALIFICATIONS FRAMEWORK**

The Framework diagram has been produced to show the mainstream Scottish qualifications already credit rated by SQA and HEIs. However, there are a diverse number of learning programmes on the Framework, which, due to the limitations of this format, cannot be represented here. For more information, please visit the SCQF website at [www.scqf.org.uk](http://www.scqf.org.uk) to view the interactive version of the Framework or search the Database.



SCQF Levels	SQA Qualifications		Qualifications of Higher Education Institutions	Apprenticeships & SVQs
12			Doctoral Degree	Professional Apprenticeship
11			Masters Degree, Integrated Masters Degree, Post Graduate Diploma, Post Graduate Certificate	Graduate Apprenticeship Professional Apprenticeship SVQ
10			Honours Degree, Graduate Diploma, Graduate Certificate	Graduate Apprenticeship Professional Apprenticeship
9			Bachelors / Ordinary Degree, Graduate Diploma, Graduate Certificate	Graduate Apprenticeship Technical Apprenticeship SVQ
8		Higher National Diploma	Diploma Of Higher Education	Higher Apprenticeship Technical Apprenticeship SVQ
7	Advanced Higher, Awards, Scottish Baccalaureate	Higher National Certificate	Certificate Of Higher Education	Modern Apprenticeship SVQ
6	Higher, Awards, Skills for Work Higher			Modern Apprenticeship Foundation Apprenticeship SVQ
5	National 5, Awards, Skills for Work National 5			Modern Apprenticeship SVQ
4	National 4, Awards, Skills for Work National 4	National Certificate	National Progression Award	SVQ
3	National 3, Awards, Skills for Work National 3			
2	National 2, Awards			
1	National 1, Awards			

SCQF website

## **5. Promoting Vocational Education and Training in Small and Medium Enterprises In Namibia: Strategies and Policy Options**

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## List of Abbreviations

<b>CBET</b>	Competence Based Education and Training
<b>COSDEC</b>	Community Skills Development Centre
<b>GDP</b>	Gross Domestic Product
<b>HPP</b>	Harambee Prosperity Plan
<b>ILO</b>	International Labour Organisation
<b>IUM</b>	International University of Management
<b>KBE</b>	Knowledge Based Economy
<b>MHETI</b>	Ministry of Higher Education, Training and Innovation
<b>MSME</b>	Micro, Small and Medium Enterprises
<b>NCHE</b>	National Council for Higher Education
<b>NDP</b>	National Development Plan
<b>NQA</b>	Namibia Qualifications Authority
<b>NTA</b>	Namibia Training Authority
<b>NQF</b>	Namibia Qualification Framework
<b>NTF</b>	National Training Fund
<b>NUST</b>	Namibia University of Science and Technology
<b>SDG</b>	Sustainable Development Goal(s)
<b>SME</b>	Small and Medium-sized Enterprises
<b>TVET</b>	Technical and Vocational Education and Training
<b>UNAM</b>	University of Namibia
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>VET</b>	Vocational Education and Training
<b>VTC</b>	Vocational Training Centre
<b>WTO</b>	World Trade Organisation

## Executive summary

**Vocational Education Training (VET) in Namibia, has been active but without much recognition until the introduction of the National Vocational Education and Training Policy in 2005.** The introduction of this policy paved way for the establishment of the Namibia Training Authority (NTA) and the Vocational Training Act which was promulgated in April 2008. The introduction of the NTA coupled with cooperation with the Namibia Qualifications Authority (NQA) enhanced VET activities in the country. In many countries, training authority functions and qualification authority functions are all housed in one institution. Although there are overlaps on the functions according to the NQA and NTA ACTs, the two institutions have found workable solutions in their operations. The NTA, among other functions, collects and disburses the training levy. It also registers training providers. The NQA, among other activities in its mandate, facilitates the development and registration of unit standards and qualifications on the NQF. It also accredits training providers.

**The Namibian secondary school leavers primarily focus their career development towards university education, leaving vocational training as a second choice.** Three major universities, namely University of Namibia, Namibia University of Science and Technology and International University of Management are the tertiary institutions of choice for many youths. Those who fall out of the enrolment processes from these universities find themselves settling for programmes offered by COSDECs and VTCs. By default, those students and trainees who would have excelled in their studies from VTCs find their way to the universities through the vertical articulation arrangements. Several calls have been made by government about VET, emphasising that it is the key to development and job creation, but no significant changes have followed this call. A lot of effort from government and private institutions has to go towards campaigning for youths to go into vocational training and changing the mind-set of the youths, the parents and the public at large.

**The VET system in Namibia is currently producing graduates who are looking for work and not ready to go into business to employ self and others.** The labour market is saturated and cannot absorb all graduates from the VTCs. Despite introducing modules of entrepreneurship in almost all of the VTCs programmes there seem to be little to no appetite from the VET graduates to start-up businesses. One of the attributing factors is lack of employment in the occupation where one would have been trained. SMEs on the other hand are not helping to absorb these skilled youths. SME participation on training interventions is quite encouraging on up-take of trainees on industry attachment but the situation changes when it comes to employment. This scenario has led to some of the SMEs being branded as organisations which just want cheap labour from trainees on attachment or on work integrated learning programmes.

**Namibia is awash with opportunities for business, yet the country continues to be a consumer, importing most of its goods and services from neighbouring countries, mostly South Africa.** Most of Namibia's natural resources are exported in their raw form and not added value. They are processed and imported back into the country and having added value. Namibian factories should be set-up to at least do the primary refinery so that whatever is exported, will not be in their raw form. Such refining plants will be a step in the right direction in terms of employment creation, skills and national development.

**There is need to have an attitudinal change in the way VET is perceived by the public in general, the way SMEs conduct their business and the way government conduct their governance in SME development and sustenance.** There are numerous well thought out and well written policies and plans in the hands of various stakeholders which have not been fully implemented. Reasons for implementation failure have been lack of commitment from all stakeholders. If there is to be a substantial change in the VET outlook, employment creation, economic growth and national development, then there has to be a renewal of the mind-set and commitment of all stakeholders. This new dispensation will facilitate a shared vision and collective action to realise our goal of affording all Namibians a quality of life that is comparable to that of the developed.

## 1. Introduction

1. **VET can be a key to youth employment and national prosperity.** VET together with vibrant SMEs can turn around the economy of the country through, skilling of young Namibians and provision of quality goods and services. However, to realise the full benefits of VET and SME cooperation requires a number of variables to be adjusted, since each of the two have their own and unique challenges. It is against this background that this paper has been prepared.
2. **VET is defined as Education and training focused on work, employment and industry competencies up to and including Level 5 of the National Qualifications Framework Namibia VET Policy 2005.** This dispensation laid the foundation in the history of VET in Namibia and made the country develop as a knowledge-based economy. The foundation to this change was to facilitate people to access both initial and ongoing education and training, which was referred to as lifelong learning. VET played and is currently playing a key role in assisting people to acquire the skills needed in this new economy. In addition to promoting skills in traditional trades such as engineering, Namibia's VET system fostered skills development in emerging areas of employment such as tourism, as well as in new areas of learning required in a KBE, such as computing and design.
3. **The youth make up a significant number of the Namibian population which can be a blessing or curse.** In the Namibia Population Statistics of 2011, the population was reported to be over two million and the stratified data of age composition in percentages was as follows:
  - Between 5 to 14 years    23 percent
  - Between 15 to 59 years    57 percent

These figures have since increased in the last seven years. This composition can be a blessing in the sense that the country has an abundant resource of youth labour force. The youth can be equipped with skills to construct, build, produce, deliver, repair, maintain products and services thereby developing Namibia as a nation. The figures can be a curse in the sense that if the youth are unemployed, whether skilled or not, Namibia might be sitting on a ticking time bomb. The idling youth will be involved in pastime activities such as drug abuse and crime. The meltdown is already evolving as the reports of crimes committed by youths are on the rise.
4. **SMEs are a crucial part of development and economic growth in developing economies.** Small and medium-sized enterprises are businesses whose personnel numbers and turnover fall below certain limits. SMEs are also said to be responsible for driving innovation and competition in many economic sectors.

**5. The national plans which have VET as its corner stone are as follows: Vision 2030, NDP5, Harambee Prosperity Plan and Growth at Home.** These national plans provide a roadmap to development and prosperity. From all these national plans, VET has been identified as a stimulant to accelerate national development as well as reduce youth unemployment. These plans are not yielding the results they are supposed to produce. There seem to be lethargy from the stakeholders because to date, there should have been notable results and clear signs of national development and youth employment. The stagnation or slow growth could be caused by challenges and obstacles. Some of these challenges and obstacles includes, but is not limited to lack of financial resources, lack of qualified and skilled personnel, regulatory framework uncoordinated and lack of motivation to realise the goals for the national plans.

## 2. Synopsis of SMEs in Namibia and their link to VET

6. **SMEs in Namibia do not have formalised relationships with VTCs.** It is a desired approach to have formalised relationships with VTC but currently, there is not. There needs to be a catalyst to speed the establishment and solidification of this relationship. Benefits stemming from such relationships may include, but may not be limited, to job attachment, employment, preferred suppliers of goods and services to the VTCs.
7. **SMEs in the manufacturing sector have challenges in the range and size of mechanised equipment.** SMEs in the vicinity of VCTs can make use of the equipment at the VTCs for a fee. Examples can be in wood cutting machines, pipe bending and metal rolling machines which are at a number of VTCs which can be used by the SMEs in the community's locality. Use of VTC machinery can be during the VTC holiday breaks or during the training sessions when not in use.
8. **A research paper (Ogbokor et al 2012) states that major challenges facing Namibian SMEs cut across finance, training, government regulations, crimes, infrastructures, markets as well as technology.** Other minor challenges hampering the full transition of SME into fully fledged formal business include poor infrastructure and lack of trust from the suppliers. The research further elaborates that the SMEs in Namibia do contribute to the national economy of Namibia in various ways, namely; employment creation and generations, adding value to the gross domestic product of the country, helping towards the realization of the government 2030 vision agenda. The researchers observed that a majority of new businesses experience a crash land during the first twenty-four months of their existence and in most cases before fully taking-off. The paper mentioned that there is available data indicating that approximately 75 percent of the small-scale businesses belong to this failure group.

## 3. Current Challenges

9. **Challenges, hurdles and obstacles exist and have become buttresses from achieving intended goals and outcomes.** Some challenges are resources, both financial and human. Some hurdles are the regulatory framework in the form of ACTs, policies, instruments and even institutional directives. Some obstacles are attitudinal, on the part of personnel and these tend to dog many of our institutions particularly public institutions.
10. **Financial resource limitations continue to be identified by intending young businessmen and women.** Start-up capital is one of the kick-start ingredients for setting up a business. If SMEs are the engine which drives economies, then there has to be visible attention and support towards fostering SME establishment and support. There are few banking institutions which have come forward with

packages to assist business start-up, though procedures to access the loan is cumbersome thereby frustrating the efforts of potential entrepreneurs. Banks require amongst others collateral for loans of between N\$100 000 to N\$5 000 000 and municipality bills and copies of lease agreements, thereby making assumptions that one owns a house or is renting accommodation.

- 11. The Development Bank of Namibia has produced brochures for assisting SMEs to set-up business as well as access loans.** Accessing of loans is not an easy process as there are some requirements to be met. Part of the requirements include and are not limited to company information, management plan, financial information, operations, economic and development impact. Financial information is quite detailed as it requires among other things, balance sheet, cash flow, financial projections budgeted and projections as well as a good standing certificate from the Receiver of Revenue. The minimum loan disbursed is N\$150 000.00 and the time to process an application is between 4 to 6 weeks.
- 12. Human resources are the cornerstones of a successful business. VTCs and COSDECs are failing to produce good business models for entrepreneurs which can be replicated.** Human resources ranging from human resource management, financial, production, packaging, repair and maintenance, sales and marketing are all products from VET programmes. A number of VTCs and COSDECs are offering these vocational training programmes in almost all occupations. It is a baffling fact to realise that VTCs train some of Namibia's best artisans and technicians who end up on the streets looking for work or piece jobs yet they have the skills and the expertise to self-employ and to some greater extent, employ others.
- 13. A key missing ingredient in realizing the potential of TVET graduates is the lack of foundation skills.** UNESCO TVET Higher Education and Innovation Policy Review Namibia of 2016, revealed that many trainees lack foundation skills, which hampers their ability to learn. The report further states that stakeholders repeatedly emphasize the lack of foundation skills among trainees. Trainees enter VET without any initial knowledge of their trade and many of those who have satisfied the entry requirements of formal VET centres still have limited proficiency in basic literacy and numeracy skills.
- 14. Another challenge is the lack of the instructors or trainers.** VTCs have emphasized the difficulty of attracting competent trainers, and employers argued that many trainers cannot answer basic questions regarding machine operations (UNESCO Policy Review). Artisans recruited often did not study beyond Grade 10 of general education and level 3 of the NQF. Once they have become trainers, it is difficult for them to return to study to update or upgrade their skills. Several ongoing initiatives aim to improve on this situation.

**15. Attitudinal negativity and a business as usual approach has hampered progress and killed innovation.** This dispensation is shared by some institutions that enjoy a status quo and do not want to venture into new ways of conducting business or implementing any innovative ideas. This code of conduct which promotes stagnation cannot continue to prevail in a vast changing environment dictated by technological changes and the way of conducting business. Failing to change and conform is detrimental to the goal of national development. An appetite and a culture of entrepreneurship, problem solving, change management, strategic thinking need to be inculcated in our VTC management, VTC trainees and the youth in general. The notion of business as usual is change averse and needs to be archived as it does not promote innovation. There is need for VTC management and VTC trainees to be more vigilant to identify opportunities and aggressive in setting up businesses to grab those opportunities.

**16. Production Units are a concept which the NTA is marketing to the VTCs.** The modalities of the Production Units in the VTCs as well as their modus operandi are still to be streamlined, but this does not stop commencement, since refinement would stem from the challenges experienced in the implementation. The lessons learnt from the implementation would then call for policy reviews and replication of “best practice”.

**17. Vocational training centres are places where all training of VET graduates takes place.** Many of these training centres are far from perfect and have challenges. The problems of many vocational training systems can be summarised as follows (Specht et al 2008):

- Vocational training programmes are inadequately adapted to the job market because teaching staff have little practical experience and vocational training facilities do not have enough technical equipment;
- Lack of adequate advancement opportunities for skilled professionals already in employment and for vocational teachers;
- Lack of examination and certification system based on professional standards.

**18. There are insufficient concepts and training offers to prepare learners for employment in the informal sector.** As a result of existing political pressure, many partner countries place their first priority on enlarging the capacities of their vocational schools and training centres. However, in order to effectively increase the employment and income opportunities of their graduates, fundamental prerequisites must be created in the context of comprehensive reforms of existing vocational training systems:

- Extensive participation by the business sector in planning and implementing vocational training and examinations;
- Improved practical training and professional advancement of teachers;
- Introduction of an examination and certification system based on professional skills;

In addition, the following factors are important for aligning the vocational training system with the job market:

- Improving technical equipment required for training;
- Enhancing the practical relevance of training, cooperation with businesses and promotion of employment-relevant skills outside the formal system;
- Diversification of the training programme for employees and self-employed workers in the modern sector and in the informal sector;
- Reform of relevant laws and regulations, the establishment of regulatory bodies - that are independent from politics if possible – with the participation of the business sector;
- Ongoing analysis of the job market and addition of business development and employment development instruments to the vocational training offers.

**19. Questions have been raised whether training institutions should be venturing into generation of businesses which end up competing with established businesses.** Arguments relating to cost of production not being real, have also been a subject of discussion since VTCs do not pay for utility bills. Pricing of goods and services therefore become unreasonably cheap as the greater expenses of both standing and running costs are absorbed. Such notions mentioned above, though counter-productive, are correct because the current regulatory framework mandates training institutions to provide vocational and education and training. This mandate of training does not extend to engagement in business ventures. Some Centre Managers of VET training institutions have turned a blind eye and kick-start production units at their centres. There is need to look into the way the VTCs are operating with a view to generating businesses or incubating them for transplanting.

## 4. National Plans and policies

**20. In 2004, Namibia adopted a Long Term Perspective Plan, Vision 2030 with a vision foundation of high quality education and training.** Under this Vision, the country would operate a totally integrated, unified, flexible and high quality education and training system that would prepare Namibian learners to take advantage of the rapidly changing global environment. The ultimate objective is to balance the supply and demand in the labour market so as to achieve full employment in the economy. Vision 2030 sets a target that, by 2030, Namibia should join the ranks of high income countries and afford all its citizens a quality of life that is comparable to that of the developed world. The Vision foundation is high quality education and training. This is where VET has become a centre focus with support from government.

**21. The purpose of NDP5 is to set out a roadmap for achieving rapid industrialization while adhering to the four integrated pillars of sustainable development namely, Economic Progression, Social Transformation,**

**Environmental Sustainability and Good Governance.** Industrialization meaning, personnel is trained and industry machinery is available to turn natural resources into goods for both local and international markets. Vocational Education & Training Strategies and Desired Outcomes, 2017-2022 lay under the Social Transformation pillar. Technically, NDP5 intends to reform the TVET so that it attracts a wider range of learners and prepares them effectively for jobs that are in high demand in the labour market.

**22. It is planned that by 2022, Namibia is to be characterized by a knowledge based society through expanded and transformed access to equitable, high quality TVET that meets the current and future demands of the labour force.** In an effort to increase quality of VET education, the NTA introduced CBET in all VTCs. This approach has reformed training of young Namibians to equip them with knowledge skills and attitude to competently carry out work activities as demanded by the labour market. However, government still needs to do more in availing funds for purchase of machinery and create an enabling environment to set-up factories and plants for manufacturing goods and even manufacturing farming and industrial equipment.

**23. HPP prioritises TVET, based on an understanding and recognition that TVET is a source of skills, knowledge and technology needed to drive productivity in knowledge-based and transitional societies for the twenty-first century.** TVET has the potential to equip citizens with job/work-ready skills and has the potential to deal with the global challenges of youth employability and unemployment. The next pillar is on productivity. Productivity is the basis for sustained economic growth and wealth accumulation. The last pillar is on VET. For Namibia to improve its global competitiveness, it is important that the citizens have the required technical and vocational skills. If one takes a look around where they are, whatever they see, hear or eat, a VET practitioner was behind it. The buildings we are in were constructed by brick layers and plasterers, the switches we flicker for lighting, the electrician was the one who made it possible, the carpenters made the table and chairs, while the petrol and diesel motor mechanics keep our cars and buses on the roads and on the move. The significance of VET becomes vivid as we look at our dependence on VET practitioners in the industry. Well trained VET personnel are able to solve problems and come up with innovative ideas.

**24. “Growth at Home” is the theme chosen by the Ministry of Trade and Industry to reinforce the importance of accelerating economic growth, reducing income inequality and increasing employment.** The theme became a strategy adopted by Government for implementing Namibia’s first Industrial Policy and to attain the strategic objectives for manufacturing as outlined in the fourth National Development Plan. Key factors picked from the Growth at Home strategy are commodity-based industrialisation, local and national value chains, improved

logistics and infrastructure as well as partnership between government private sector. These ingredients help accelerate SME start-ups and sustenance.

**25. One of the ingredients for business growth is the market or customers.**

Customers fuel the growth of a business, the more the customers who buy products, the better the chances of profitability and growth. It is about time that Namibians start supporting Namibian businesses. Each time one buys a Namibian produced product or get a service from a Namibian company, one should know that they have supported a number of Namibian families. That product which one would have consumed would have gone through a number of hands, from preparation of raw materials, production, warehousing, transportation, distribution, sales and finally in one's home ready for consumption. In some countries, there is heavy promotion of "local content" from locally produced music, videos, grocery items right down to locally produced text books for schools.

**26. The term "Best practice" was introduced in TVET institutions in Kenya in 1994 and continued to this day because there is a pool of qualified personnel to sustain the programme (Simiyu 2010).**

Many TVET graduates become self-employed and apply the entrepreneurial skills they have acquired in technical training institutions in their businesses. The response of TVET institutions in Kenya to the continued training needs of business aligns training closer to the demands of the labour market. Kenya has a well-established system of involving enterprises in establishing the content of training, which makes it possible to train young people more effectively for the workplace. Aspects of entrepreneurship education that make a difference when incorporated in technical and vocational education and training are lumped together under what is called an entrepreneurial culture.

**27. The characteristics of an entrepreneurial culture include innovation, foresightedness and persistence, among others.**

Today, many TVET institutions in Kenya are related to small business centres (SBCs) through which consultancy is given to small-scale entrepreneurs. Many TVET institutions benefit from entrepreneurship in-service programmes introduced by universities and other institutions. The initiative to launch and promote entrepreneurship education in TVET institutions is promising as more young people now envisage self-employment than ever before. Kenyan experiences can also be established in Namibia though the Namibian focus would not be on universities.

## 5. Strategies for VET awareness and SME start-up

**28. In German development cooperation, the guiding vision is lifelong learning (Clement 2014).** The seamless strength in the German education and training system start from early childhood, education, primary education, secondary education, vocational education and training, higher education and adult education. Germany's promotion of TVET extends from career guidance to training to continuing education. A good image of TVET leads to more gifted young people choosing vocational training. Such young people graduate with better results and are more easily employed by companies. Through this process, certain career paths and options for non-academic professions develop further in companies and in turn add to the attractiveness of certain professions in the TVET sector. Investment in TVET (by the government, companies and individuals) becomes less risky and more profitable. Qualified trainers then also choose TVET as an attractive option for themselves. Thus, in turn, the quality of TVET improves, which leads to more talented young people choosing vocational education and training, and so on.

**29. VET institutions should be a laboratory and a workshop where a blend of education, training and practice mould its graduates.** It is unfortunate that most of these institutions in Namibia teach more theory and no living models are made, implemented or showcased. VTCs train business administrators, bricklayers, electricians, motor mechanics the list goes on. The surprising truth is that there is little or no evidence of a business or businesses hived from these training institutions. A number of inhibitors may be attributed to this quagmire. These inhibitions range from unfriendly regulatory frameworks, lack of start-up capital, lack of viable projects, lack of specialised or highly skilled personnel and poor mind-set or failing to "think outside the box".

**30. The revised National Policy on Micro, Small and Medium Enterprises (MSME) in Namibia was aligned to the national objectives as expressed in Vision 2030.** The National Policy was also aligned with the National Development Plans as the Industrial policy and its recent adopted implementation, framework and strategy (Growth at Home). It proposes an updated definition for MSMEs, addressing the challenges faced by MSMEs and offers responses aligned to the new paradigms with respect to MSME financing and business advisory support services. The new policy defined MSME according to two criteria; the number of employees and annual turnover. A micro business is defined as having up to ten employees and an annual turnover of up to N\$300,000. A small business has 11 to 30 employees and an annual turnover of up to N\$3 million. This categorisation helps prospective MSMEs to be formed and established. Appropriate policies and promotions can be introduced so as to motivate the skilled manpower to set up businesses and stimulate development.

**31. Different approaches are currently being launched to stimulate awareness of TVET as well as soliciting recognition from the general public to consider TVET as a key driver to employment creation and economic stability.** In order for a greater impact to be felt, more has to be done by the different VET stakeholders to increase awareness of VET. Entrepreneurship modules are infused in a number of training programmes offered at Namibia's VTCs such as Zambezi VTC, Valombola VTC, Rundu VTC, Okakarara VTC, and Eenhana VTC. Entrepreneurship concepts are introduced at level 2 where trainees are introduced to a module called "Demonstrate knowledge of the requirements of entrepreneurs". In level three there are two modules, the first covering identification, creation and selection of business opportunities and the second one dealing with developing a business plan as part of business start-up activities. In level four there are two modules, the first dealing with establishing a business as part of entrepreneurship operations and the second covering implementing, controlling and monitoring business operations.

**32. Though entrepreneurship can be taught, certain aspects of it have to be practiced.** A trainee, who is a motor mechanic for example, has to carry out work activities in a real motor vehicle workshop, diagnosing faults, repairing and servicing motor vehicles. This trainee needs to also buy spares, replace worn parts and collect money after repairs have been carried out. If such a translation is not turned into a practical and real activity, then the whole entrepreneurship module is a mimic or theoretical. An enabling environment has to be created.

**33. VET graduates have to be capacitated and incentivised to start-up businesses.** Recently, there was a Namibian Youth Conference held on the 7th of September 2017 at the Franco-Namibian Cultural Centre in Windhoek where over 120 youth delegates from all walks of life, including representation from 10 of Namibia's 13 regions. Among other discussion, the notable discussion was on youth and entrepreneurship. The Conference concluded that issues affecting the participation of young people in entrepreneurship are interrelated and in addressing such, a holistic approach needs to be identified. Thus, the Namibian Youth representatives are:

- Recognizing the importance of knowledge, skills and experience in financial and business acumen, the Namibian youth calls for States and Governments to invest in capacity building of young people in order to improve their financial understanding and business management through business shadowing and internship schemes;
- Recognizing the challenges facing young people in start-up enterprises, the Namibian Youth call for the establishment of a dedicated monitoring and evaluation system to observe both positive and negative changes which can assist the government to respond to such changes effectively and efficiently;
- Calling on States and Governments to accelerate marketing efforts aimed at changing the mind sets of young people and the society to recognise

vocational training education as equally important as other formal education approaches;

- Noting the challenges associated with the requirements for doing business in the country, the Namibian Youth calls for the States and Governments to develop and review existing legal frameworks including the creation of 'one-stop-centre for business registration, administration and protection of business ideas to support young people to participate in economic development in a sustainable manner;
- Recommending the inclusion of structural support and protection for locally produced goods (for example giving shelf space to products produced in Namibia in foreign-owned shops) and to create a youth-friendly loan scheme;
- Requesting national and continental youth business development policy frameworks to place more emphasis on youth mentorship and coaching programmes for business development and these programmes should also be decentralized in order to be accessible to the youths throughout the country;
- Urging that more platforms should be created where groups of youth can come together and discuss business ideas without the fear of it being stolen;
- Advocating for innovative sources of funding mechanisms to be established in order to source the funds for innovative ideas of the youth and business start-ups; and
- Promoting that teaching and learning on innovation be incorporated into primary and secondary level schooling across the country so that the youth are groomed and have entrepreneurial skills and mind sets from a very young age. Namibia has a lot of hope and potential as the above points can crystalize into resolve and action.

**34. SMEs account for a bulk of each country's economy in terms of the number of companies, the number of workers and contribution to the GDP as well as the proportion of added value, commanding an important position.** This is true whether in the developing countries or even the developed countries. SMEs should function as "supporting industries", boasting a high level of technological prowess and management capability and supplying products such as indispensable components to exporters and large corporations including foreign-capital firms. Over and above this, they should provide employment opportunities, hence function as social stabilizers by reducing poverty and vitalizing local economies and communities. SMEs are a product of entrepreneurship taught in the VTCs.

**35. One of the factors that works against the starting or growth of SMEs is the fact that, they are subject to constraints that come from external factors.** The external factors include and are not limited to lack of capacity to respond to complex administrative procedures, physical difficulty in accessing the processing venue due to great distance and inaccessibility of bank loans. In resolving such difficulties, involvement of the government is crucial. There are also constraints from internal factors such as insufficient knowledge of the

business owner, substandard levels of the employees' techniques and skills, shortage of operational and capital investment funds and lack of information channels (Integrated Southern Africa Business Advisory).

**36. Numerous policies including some ACTs have been developed with quite noble intentions but have outlived their time or have been overtaken by events while some were developed and the environment was not conducive.** Some policies need to be harmonised to avoid conflict with other standing operational procedures. In the same vein some standing procedures need to be turned into policies and regulations in order to streamline and regularise operations. Duplication and overlap of functions across institutions are particularly salient regarding the oversight functions between NTA, NQA and NCHE. The independence of institutions that have oversight functions is in line with the experience of successful education and training systems – in order to provide useful insights into the quality and relevance of TVET systems, oversight institutions should be allowed to question the underlying policies and regulations (UNESCO Policy Review).

**37. In the case of Namibia, not only are NTA, NQA and NCHE independent from MHETI, but their mandates overlap with each other, which inevitably leads to an inefficient use of resources, and harms their credibility, accountability and effectiveness.** Overlapping mandates also lead to confusion and low transparency for training providers, enterprises and individuals. A number of ACTs and policies need to be reviewed, though policies and instruments continue to be based of them, there is need for complete overhaul. Some of these ACTs and instruments are as follows:

- Namibia Qualifications Authority Act, Act 29 of 1996
- Namibia Vocational Education and Training (VET) Policy, 2005
- Employment Equity Act, Act 29 of 1998

**38. These policies need to be structured and organized effectively to cater for business and technological dynamics and advances in institutions.** Having defined a series of organisational policies does not ensure that all employees will necessarily obey these policies. Ideally these policies must manifest in the organisational culture to ensure appropriate behaviour change. This can only be achieved through a proper orientation, education and training process. Lastly the ACTs and policies should be harmonised and not operate in silos. There should be relationship on common areas particularly relating VET and SMEs. This would avoid overlaps, duplication of functions, competition and unnecessary scramble for resources.

## 6. Conclusion

**39. Vocational Education and Training can be and should be the key to job creation and economic stability.** VET, if properly nurtured and implemented, can transform Namibia to a business hub and a jewel in SADC through quality goods and services. Namibia has many untapped natural resources like the sun, the minerals, the sand and vast land. All that is needed is to provide the stimulus for young minds to research, to explore, to experiment and replicate on a commercialised large scale.

**40. The young minds who are Namibia's future should have the impetus to venture into businesses in their occupations and areas of expertise, to ultimately offer high quality goods and services.** The current SMEs should increase their support in VET through job attachments and employment. Given a scenario that all the possible hurdles and obstacles, being regulatory, resources and attitudinal, are removed, Namibia has a very bright future in realising its visions and goals. The resources which are in abundance should be taken advantage of and as a nation, we should reduce coming up with excuses, complaining and finger pointing and rather look for solution to our challenges. The same sun which melts ice is the same sun which hardens bricks.

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## 6. Policy issues emanating from the 19th Bank of Namibia Annual Symposium by Bank of Namibia Research Department

### 1. INTRODUCTION AND BACKGROUND

The Bank of Namibia held its 19<sup>th</sup> annual symposium at the Safari Hotel on 20 September 2018 under the theme: **Creating employment through Technical Vocational Education and Training in Namibia**. The high youth unemployment statistics in Namibia warranted the need to look into avenues that can help reduce youth unemployment and improve economic growth through entrepreneurial vocational and technical training (TVET). There is recognition that TVET is a source of skills, knowledge and technology needed to drive productivity and economic transformation. Empirical evidence shows that TVET has a positive effect on economic growth. It contributes to reduction in poverty, crime rate, and unemployment rate.

**The latest statistics released by the National Statistics Agency (NSA) show that youth unemployment (ages 15 – 34 years) was at 43.4 percent in 2016.** The performances of the grade 10 and 12 learners have remained consistently poor over the years with most pupils ending up on the streets and only a handful proceeding to tertiary education. At the end of 2017, only 39.3 percent of grade 12 pupils qualified for tertiary education, while 55.3 percent of pupils failed grade 10.

**Integration of entrepreneurship education in TVET curriculum is critical in providing students with basic skills and specific knowledge to create self-employment.** The number of formal jobs available is insufficient to employ all youth entering the labour force and to offer prospects of decent wages. The aim is to develop and enhance the core competencies of students who are starting a business. This is important in assisting the youth to acquire skills needed in a knowledge based economy.

### 2. KEY POLICY ISSUES EMANATING FOR THE SYMPOSIUM

The papers and discussions at the symposium raised a number of issues with regards to TVET in Namibia and elsewhere in the world. The following is a summary of the key policy issues that emerged from the symposium:

#### **i) Investment in TVET is imperative for growth**

There was consensus that in order for the country to become an industrialized nation, the country needs to invest in its human resources. High youth unemployment is

synonymous with overall high unemployment and this is a cause for concern for Namibia. TVET is an integral part and key component of our national development, which can contribute significantly to the objectives of employment creation, entrepreneurship and economic growth.

#### **ii) An entrepreneurial mind-set needs to be installed in the youth**

There needs to be a paradigm shift in the minds of the youth in order to view education as a means to self-employment and not strive to be employed by others. The development of the South Korean economy was through a change in mind-sets and not entirely based on TVET development only.

#### **iii) Better collaboration between the industry and the training providers**

Strong partnership between employees and the educational institutions is needed to avoid skills mismatch. The collaboration is also essential to ensure that the right candidates are being trained as per qualification and therefore avoid a mismatch between candidates and the industry.

#### **iv) Increase access to TVET through refurbishment and the use of existing stakeholders centres**

There is a need to increase access and scale up TVET in Namibia in a cost-effective manner as it is an integral part and key component of our national development. We need to recognize that resources are limited, and these limited resources have to be utilized wisely. Therefore, collaboration with the various stakeholders is essential to increase and scale up TVET in a cost effective way. There are currently TVET centres that are either idle or not fully utilized that can be refurbished and expanded in order to cater for new TVET intakes. This will reduce the cost of building centres in all regions of the country.

#### **v) Models should be adopted to fit the country specifics**

It was indicated that when adopting a model from international experiences, the country should not use a “copy and paste” method. Models should be adopted to fit the country specifics and characteristics and should not be taken as is from other countries. Hence, develop a policy learning approach that will help you review the current situation in the whole education system.

### **3. POLICY RECOMMENDATIONS**

- The banking system should be more involved and accommodating to the TVET sector
- TVET should be aligned to economic development projects and activities

- We need to train people in order to export skills and not limit employment to Namibia only
- Focus on enhancing quality in TVET
- Entrepreneurs should do sufficient market research prior to business start-ups to avoid business failure
- There is a need to come up with a sector plan to outline the needs of the sector.
- To attract the right instructors, better packages need to be offered to screen out the best as well as formal recognition, that being a TVET lecturer is as important as any other occupation. Therefore, there is a need to invest in training instructors in order to transform the system.
- In order for skills to drive growth, there needs to be clear future priorities and develop a policy learning approaches (PLA) by reviewing the current situation in the education system.
- Promote specialised training in TVET, including apprenticeships and internships and implement recognition of prior learning.

**7. Concluding remarks and vote of thanks**  
**Mr. Ebson Uanguta, Deputy Governor of the Bank of Namibia**  
**20th September 2018, Safari Hotel and Conference Centre:**  
**Theme: Creating Employment through Technical Vocational Training and Education**

Director of Ceremonies  
Honourable Deputy Minister of Higher education, Training and Innovation  
Honourable Ministers and Members of Parliament, present  
Honourable Regional Governors and Councilors, present  
Members of the Diplomatic Corps  
Permanent Secretaries  
Board Members of the Bank of Namibia  
Distinguished Speakers and Panelists  
Captains of Industry  
Representatives of the Media  
All invited guests  
Ladies and Gentlemen;  
Good afternoon!

1. It has been an honour and privilege for us at the Bank of Namibia to host the 19<sup>th</sup> Annual Symposium under the theme “**Creating employment through Technical Vocational Training and Education**”. As mentioned by the Governor, the symposium is a platform where we interact with the public and policy makers to discuss issues of national importance, which have an impact on policymaking. The support we have received from our policy makers and the public at large when it comes to this event, as you have witnessed today, not only highlights its relevance, but also gives us the motivation required to continue hosting such events.
2. **Allow me for a moment to point out a few key issues which emerged from the discussions today:**
  - a) TVET is an integral part and key component of our national development, which can contribute significantly to the objectives of employment creation, entrepreneurship and economic growth. To achieve these objectives, certain actions must be taken: we need to increase access and scale up TVET in Namibia, but in a cost effective manner.
  - b) TVET is now increasingly in high demand, and thus government cannot meet this demand on its own and therefore, collaboration between various stakeholders is called for.
  - c) Mainstreaming of TVET is important; TVET should be structured in such a

way that it produces entrepreneurs and not just employees or job seekers; there is a need to provide quality training to TVET trainers in a sustainable and cost effective manner, creation of TVET faculty at NUST as cited by the Deputy Minister is a step in the right direction.

- d) Close collaboration between NQA and NTA is critical to set standards and accreditation for trainers to improve the overall quality of TVET.
- e) We need to recognize that resources are limited, and these limited resources have to be utilized wisely. By spreading these resources thinly and everywhere is politically appealing, but might not give us the desired results.
- f) We need to establish a clear connected education and training pathway for those choosing to pursue career in TVET. It must be clear from the onset of embarking on a TVET path where you may end up.

Ladies and gentlemen,

- 3. As a firm believer in the upliftment of our people, the Bank of Namibia has committed to play its part in moulding the next generation of artisans who play an important role in Namibia's industrialisation ambitions. The Bank has pledged through its Corporate Social Responsibility and Investment Programme to fund apprenticeships for trainees and bursaries for instructors to upgrade their qualifications at institutions of higher learning in Namibia and the SADC region. The Bank will continue to be a champion for the TVET sector in line with this stated commitment. We invite corporate Namibia to see the promising future of a sector contributing towards job creation and enterprise development, and follow through with your own commitments in this regard. It is only in doing so that the TVET sector can take its rightful place as a key enabler in our collective march towards Vision 2030.

Ladies and gentlemen,

- 4. On behalf of the Bank of Namibia Board, Management and staff, I wish to extend a heartfelt appreciation to all the speakers, panellists, invited guests of various industries and the general public for your invaluable contributions. Allow me to take this opportunity to express our sincere appreciation to the Deputy Minister, Hon. Dr Becky Ndjoze-Ojo, for delivering the keynote address which was very insightful and providing high-level support to the outcome of the Annual Symposium.
- 5. In the same vein, I also extend a special thanks to other dignitaries in our midst. Your presence here makes us believe that the theme we chose was not only pertinent, but will receive the necessary attention. I would also like to thank the media represented here today, for not only capturing the event, but also for ensuring that the Bank of Namibia Symposium discussions and deliberations will be taken beyond this venue in order to ensure that the nation at large benefits from today's discussions. Also, my gratitude goes to the Management and staff

of Safari Hotel for this beautiful and convenient venue and for supplying us with good refreshments during our deliberations. Let me also extend a final word of thanks to the organising committee members, staff members of the Bank of Namibia. Thanks for a job well done.

6. Finally, I would like to inform you that as usual, the proceedings of the symposium will be compiled in a booklet, titled: "Bank of Namibia Annual Symposium 2018", which will be posted on the Bank of Namibia's website. Once again, thank you all and the Bank of Namibia looks forward to seeing you at our 20<sup>th</sup> Annual Symposium next year.
7. I wish you an enjoyable and productive day ahead.

Thank You!