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Association for the  
Development of  
Education in  
Africa

# THE ICQN/TVSD INTER- COUNTRY SEMINAR ON NATIONAL QUALIFICATION FRAMEWORKS (NQFs)

SEMINAR REPORT

ABIDJAN, 8 - 9 JULY, 2013

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## 1 Opening ceremony

The inter-country seminar of the Inter-Country Quality Node on Technical and Vocational Skills Development (ICQN/TVSD) on the subject of national qualification frameworks (NQFs) was held at the Ihotel in Abidjan on 8 and July 9 2013. There were 47 participants, including experts from ADEA and representatives of employment and training ministries and the private sector from 13 African countries.

The opening ceremony was jointly chaired by Mr Moussa Dosso, the Côte d'Ivoire Minister of State and Minister of Employment, Social Affairs and Vocational Training, and Mr Hamidou Boukari, representing the Executive Secretary of ADEA.

Mr Amara Camara Kamate, the ICQN/TVSD Coordinator, welcomed the participants. He took the opportunity to tell the participants about how the ICQN had come into existence and stressed the key role played by the Minister of State. Mr Hamidou Boukari of the ADEA Secretariat thanked the Côte d'Ivoire Government for organizing the seminar and for the efforts it had made to ensure its success. He noted how much progress had been made since the ADEA Triennale, which had placed qualifications for technical and vocational skills at the heart of vocational training and lifelong learning reforms.

In his opening speech, Mr Moussa Dosso, the Côte d'Ivoire Minister of State and Minister of Employment, Social Affairs and Vocational Training, stressed how important the seminar's theme was with regard to the development of the technical and vocational skills required for Africa's socio-economic development. He emphasised the need to step up the development of NQFs in order to bring about the integration of informal and non-formal schemes within the TVSD system. He hoped that the discussions and debates held during the seminar would permit real progress on this issue.

## 2 Seminar context

To introduce the topic, ADEA expert Richard Walther outlined the objectives of the seminar, the core issue to be dealt with, and the expected results.

### The core issue

The second meeting of the ICQN/TVSD held in Abidjan from 19 to 21 September 2011 had led to the creation of three thematic groups, including one on NQFs. This event followed on from the seminar on the socio-economic integration of young people, which had taken place in Abidjan on 3 and 4 December 2012. The purpose was to make progress on the issue of the design and establishment of a NQF in Africa based on the experiences of countries such as South Africa and Mauritius, which already had NQFs and a system for recognizing and accrediting skills acquired outside formal training and qualification systems. France's experience in this area was also used as a source of insights during the discussions.

The transition from the concept of TVET to TVSD recommended at the ADEA Triennale made this discussion on NQFs necessary. This would ensure that most countries in the regions move away from current arrangements whereby the qualification system exclusively awards diplomas within the formal system.

The establishment of NQFs is a trend that can be observed in almost all countries' education and training policies. The models vary between two approaches, one of which is seen in Anglo-Saxon (i.e., English-speaking) countries, and the other in French-speaking countries. The seminar did not seek to choose between these models, but rather worked to ensure that the sharing of experience would help countries to

establish comprehensive qualification systems to bring about the socio-economic inclusion of people who had previously been excluded from all forms of recognized qualifications.

At the level of the regional economic communities, there were initiatives to develop qualification frameworks that would harmonize qualifications and promote geographic mobility. For example, the SADC had developed a framework and ECOWAS had also begun the process. The WAEMU was also working on the same issue.

### Seminar objectives

The seminar aimed to make the shift from the TVET concept to the TVSD concept a reality by helping African countries which had not already done so to adopt a gradual and flexible approach to the development of a national qualifications framework corresponding to real African socio-economic contexts and situations.

## 2.1 Seminar organization

The seminar was moderated by Mr. Amara Camara Kamate, the ICQN/TVSD Coordinator and Mr George Afeti, Joint Coordinator of the ADEA TVSD sub-theme. Mr. Wilfried Djenontin, Inspector General of Benin, and Mrs Ayélé Adubra, Joint Coordinator of the ADEA TVSD sub-theme were appointed rapporteurs. The work took place in plenary presentations, with presentations by experts and country representatives, followed by discussions. Two working groups (one English-speaking and one French-speaking) were formed in order to further develop the theme.

## 3 Seminar results

The seminar ran according to the program, thus making it possible to:

- Take stock of progress being made with the establishment of national qualification systems or frameworks;
- Highlight the ways in which NFQs help to structure systems;
- Assess the degree to which TVSD qualification systems are being incorporated into national qualifications frameworks;
- Identify the main difficulties encountered in the development of NQFs;
- Address the issues raised by the establishment of NQFs.

### *The different value systems of the French-speaking and Anglo-Saxon traditions*

The presentation of the study produced for the ADEA Triennale highlighted the different models and value systems of the French-speaking and Anglo-Saxon (i.e. English-speaking) countries, from which the NQF systems of the countries represented had drawn inspiration.

The differences firstly concern the very concept of the qualification itself. Two approaches exist: the first where it is awarded after a specific training process or sequence, and the second where it is linked to a set of skills expected for the exercise of a profession at a given level of responsibility. Similarly, as far as the classification of qualification processes is concerned, there are those that are determined by the nature of the training course leading to them. The value is determined afterwards, depending on the length of the

training and the degree of complexity of the knowledge and skills imparted. The second classification is defined in principle, on the basis of the potential use of the individual's achievements in the labour market. As far as the objectives of qualifications frameworks for individuals are concerned, they vary in terms of the transparency of qualifications or systems, or the value of certification. Objectives in terms of mobility are reflected in the movement of people within a system or systems, and in access to qualifications, the mobility of individuals between systems and international mobility.

African countries which are currently in the process of developing their NQF need to consider a number of questions:

- Should the NQF organize training content and curricula or identifiable achievements for a craftsman or a business manager in relation to the professions they have helped to define?
- Is the value of a type of qualification exclusively linked to the providers of training or to its use in the world of training or work, regardless of how the achievements identified have been acquired?
- Which criteria should be attributed to national standards?
- Which qualifications (diplomas or certificates) could be included within the framework?
- Which "quality" principles should be applied (in relation to national or society's interest, or the quality of training providers)?
- Who can take responsibility for defining the standards underlying the NQF?
- Could a system of governance external to the state be envisaged, or could it be entrusted to an outside agency?

#### *South Africa's National Qualifications Framework*

The presentation of South Africa's NQF model emphasized that the process of developing an NQF needs to be a dynamic one. Aside from the details about the creation of the South Africa Qualifications Authority (SAQA) and its responsibilities, an important factor to remember is that the NQF was initially conceived as an overall framework before the current phase in which it is further developing sub-sectors such as general education, vocational training and the professions, and higher education.

#### *Recognition of prior learning and the Mauritius model*

In addition to the presentation of the national qualifications framework, representatives of the Mauritius Qualifications Authority (MQA) explained in detail the system for recognizing what people have achieved in the exercise of their profession.

### 3.1 Progress report on the establishment of national qualification systems or frameworks

Nowadays, most countries hit by the crisis of unemployment are reviewing their vocational and technical training systems. Strategies are seeking to develop vocational and technical training that is open to all, with a qualification system that recognizes all the forms and places of training, in particular those that involve large numbers of people in non-formal and informal training.

### The countries' views about the definition of NQFs

Even though models vary, an NQF is a classification tool that aims to integrate and coordinate national qualification sub-systems and improve the transparency, access, progression and the quality of qualifications with a view to promoting social and professional integration.

### Existing forms of qualification in education and training systems

Country presentations confirmed the results of the ADEA study noting that NQFs are likely to structure vocational training systems and consolidate their position with regard to general and higher education. Several sub-systems exist, with relatively different levels of qualification. Integrated frameworks have between 5 and 10 levels in the most developed countries (South Africa and Mauritius).

### Equivalence and pathways

Systems of equivalence are often used for qualifications in general education and technical education. They are less used for vocational training qualifications, especially those achieved in non-formal and informal schemes.

In general, NQFs are concerned with the concept of TVSD and are developing standards in this regard. The awarding of qualifications is the responsibility of an authority that is responsible for ensuring the reliability of the process. NQF objectives are not always determined by the need for system transparency, mobility and the integration of informal and non-formal schemes.

## 3.2 The extent to which TVSD qualification systems are included within NQFs

Vocational training ministries are usually responsible for qualifications. It should be noted that the design and development of NQFs give rise to conflicts in leadership when several government departments have a vocational training component within their remit.

All current qualifications schemes place an emphasis on final assessments (exams). In most cases, except in Senegal, non-formal training leads to certificates that are not nationally recognized. Vocational training in the informal system is increasingly being included within accreditation schemes, especially in the context of new apprenticeships.

## 3.3 Those concerned with the qualification process

The discussions between countries revealed that the development of a good NQF for technical and vocational training is dependent upon an effective partnership between schools and the business sector. However, public authorities continue to play a dominant role in bodies responsible for the development and creation of NQFs, working with employers' organizations, workers' organizations, professional organizations from the crafts and rural sectors and occupational development NGOs as partners. There is scope for greater involvement of these vocational training system partners in the whole qualification process.

## 3.4 The main difficulties encountered in the establishment of NQFs

The countries have identified the following difficulties:

- The lack of involvement of all stakeholders, especially those from the private sector;

- The fact that structures created to implement qualification system reform are not always operational, in particular national qualification committees;
- The lack of funding to support the whole process for developing frameworks;
- The absence, in all countries except Senegal, of a system for recognizing prior learning and experience to promote sideways, upward and geographic mobility;
- The very limited consideration given to people who are literate in national languages in systems for recognizing prior learning and experience;
- The lack of dialogue between the different bodies responsible for vocational training;
- The reluctance some bodies have when it comes to including other partners in the process for managing the NQF.

### 3.5 The structural elements of an NQF

The discussions concluded that factors facilitating the establishment of NQFs include:

- The establishment of a regulatory, institutional and legal framework that is dynamic enough to allow for potential changes in the qualification system;
- The positioning of vocational training as a driver of the economy, leading to reforms of the system in general and the creation of supervisory/coordination bodies such as Rwanda's Workforce Development Authority (WDA) in Rwanda or the Mauritius Qualifications Authority (MQA);
- The establishment of a strong partnership with the private sector in line with the models presented through: i) the structuring of professional sectors, such as the SETAs in South Africa, or ii) the creation of consultation structures such as the Industrial Training Advisory Committee in Mauritius and Industry Training Boards in South Africa, or national qualification committees in other countries;
- The establishment of an effective legal framework: creation of bodies (dynamic, adaptable, devolved) responsible for the development, monitoring and evaluation of the qualification process;
- The incorporation of the informal vocational training system, including the traditional and new apprenticeship systems;
- The existence of a system for the recognition and accreditation of prior learning and experience to ensure the inclusion of informal and non-formal systems and of systems for issuing qualifications in national languages, as in Burkina Faso;
- The identification of promising sectors and development of ten-year training plans (Mali, Benin, etc.);
- The existence of sets of skills for different jobs and support training in productive areas of the economy such as the informal and agricultural sectors, the revision of curricula and use of a competency-based approach;
- The choice of countries to develop a specific approach for the vocational training sub-sector (Rwanda and Ghana), including apprenticeship (Mali) and to integrate it at a later stage within an NFQ;
- The identification of qualification levels (5 to 10 levels) with pathways to move from one level to another;

- The identification and integration of two types of qualification: one for formal vocational training and one for the recognition of prior learning and experience for skills acquired in the workplace;
- The availability of assessors/certifiers for the competency-based approach and the recognition of prior learning.

### 3.6 Points discussed

The group discussions focused on the following points:

- The purpose of an NQF: the participants agreed that the NQF is a regulatory framework for the different qualification systems in a country. Its primary objective is not to regulate different methods of training, but rather to regulate the different methods of awarding qualifications. It is a tool for facilitating the visibility and transparency of skills in the workplace. An NQF should not be perceived as being the only way to solve a country's job market problems. It can help to improve the relevance of vocational training by ensuring greater transparency of skills;
- Specification of the scope of the NQF: should the overall education system be considered as the basis for the framework (higher education, general secondary education, technical and vocational education, basic education)? Or should a framework be established for the sub-system (vocational training, for example)?
- Participants recommended flexibility to take account of the specific circumstances described in the country presentations, leaving countries free to choose whether to move directly towards a national qualifications framework or start with the sub-sectors of education or training;
- The need to specify the objectives of an NQF by detailing the types of pathways that should be developed so as to promote geographical mobility or intersectoral mobility;
- The type of institutional, legislative and regulatory qualification frameworks ultimately chosen: it was agreed that each country should have a framework to reflect its specific circumstances. However, the country should ensure a system of governance is established and involve the formal, non-formal and informal sectors;
- The type of management system chosen, especially where several departments share responsibility for education and qualifications: two options should be considered, namely the creation of an autonomous body, or the coordination (or grouping) of existing institutions;
- The promotion of vocational training in order to counter its negative image: an NQF can help because it shows that the vocational training route is not a secondary one where those that opt for it will get shunted aside;
- The rationale and process for developing sub-regional frameworks to meet the need for geographical mobility of workers.

### 3.7 Seminar achievements and lessons learned

The participants appreciated the fact that the seminar had provided a real opportunity to exchange experiences and knowledge. In particular, it had facilitated:



- The discovery and sharing of countries' experience in the field of NQFs: it appears that most countries (aside from Mauritius and South Africa) are at the same level of development in this area;
- The highlighting of overlooked areas such as the informal and non-formal system, and the different countries' approaches to the recognition and accreditation of skills acquired in the workplace;
- Increased awareness about the importance of having an NQF and its unifying influence when it comes to developing a suitable TVSD system;
- The adoption of certain key concepts in the field of NQFs and the drafting of a glossary to promote the harmonization of terminology;
- The clarification of procedures for the implementation of NQFs;
- Understanding of the need to ensure the NQF is part of a dynamic process;
- The complexity of NQF development, especially when several ministries are involved.

### 3.8 A regional NQF

Taking into account their different levels of progress, the countries committed themselves to:

- ensuring the integration of certain methodological aspects that had been overlooked thus far, and which had come to light as a result of the sharing of experiences;
- organizing meetings to share experience with all stakeholders in order to identify a consensual approach to the design and development of an NQF;
- developing or revising, where necessary, a roadmap for the development of an NQF, and successfully integrating all sub-sectors, namely higher education;
- putting the issue of NQFs on the agenda of a major conference on education;
- strengthening support for the process of issuing vocational qualifications in the informal and non-formal systems.

### 3.9 Further inter-country cooperation and recommendations

The participants supported the idea of anticipating the need to develop sub-regional frameworks. They made the following recommendations. We must:

- Develop and disseminate, with help from ADEA, a methodological guide on NQF definition, concepts and reference models;
- Develop a summary document setting out the progress made by countries in establishing an NQF;
- Further develop efforts to establish an NQF at the sub-regional and continental levels;
- Strengthen the partnership and organize study tours to promote wider inter-country cooperation (ECOWAS, UEMOA);

- Conduct research on the establishment of NQFs and their impact on the relevance of training programs;
- Galvanize policy makers into action in order to step up current efforts to develop NQFs;
- Mobilize the constant support and expertise of ADEA and other institutions at the regional level to support the development process.

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