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African Continental Qualifications Framework ACQF MAPPING STUDY

Country Report Working Document

Togo

SIFA Skills for Youth Employability Programme

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The reports of this collection are:

- **Reports on countries' qualifications frameworks:** Angola, Cabo Verde, Cameroon, Egypt, Ethiopia, Kenya, Morocco, Mozambique, Senegal, South Africa and Togo
- **Reports on qualifications frameworks of Regional Economic Communities:** East African Community (EAC), Economic Community of West African States (ECOWAS), Southern African Development Community (SADC)

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Acronyms

AU	African Union
BAC	Baccalauréat
BMZ	Federal Ministry of Economic Development and Cooperation (Germany)
BEPC	Brevet d'études du premier cycle
BT	Technician Certificate
BTS	Higher Technician Certificate/ Brevet de Technicien Supérieur
CAMES	African and Malagasy Council for Higher Education
CAP	Primary Teacher Certificate of Professional Aptitude
CEPD	Primary School Certificate
CFA	Certificate of Apprenticeship Completion
CFMI	Training Centre for Industry Trades/ Centre de formation aux métiers de l'Industrie
CQP	Certificate of Professional Qualification
DECC	Directorate of Examinations, Competitions and Certifications/ Direction des Examens, Concours et Certifications
DAAS	Directorate of Academic Affairs/ Direction des Affaires Académiques et de la Scolarité
DEST	Directorate of Secondary Technical Education/ Direction de l'enseignement secondaire technique
DFPA	Directorate of Vocational Training and Apprenticeship/ Direction de la formation professionnelle et de l'apprentissage
DPP	Directorate in charge of curricula and pedagogy/ Direction de la Pédagogie et des Programmes
DUT	Diplôme Universitaire de Technologie
ECD	Early Childhood Development
ECOWAS	Economic Community of West African States
EFA-FTI	Education for All Fast Track Initiative
ETF	European Training Foundation
ETFP	Technical Education and Vocational Training/ Enseignement Technique et Formation Professionnelle
EU	European Union
GDP	Gross Domestic Product
ILOSTAT	International Labour Organisation Department of Statistics
IMF	International Monetary Fund
LMD	Licence, Master, Doctorat
MDG	Millennium Development Goal
MEPS	Ministry of Primary and Secondary Education
MESR	Ministry of Higher Education and Research
METFP	Ministry of Technical Education and Vocational Training
NQF	National Qualifications Framework
NVQF	National Vocational Qualifications Framework
PND	National Development Plan
PROFOPEJ	Promoting vocational training and youth employment in Togo
PSE	Education Sector Plan
RVPLE	Recognition and Validation of Prior Learning and Experience
SDG	Sustainable Development Goal

SNETFP	National Strategy for Technical Education and Vocational Training/ Stratégie nationale de l'enseignement technique et de la formation professionnelle (ETFP) du Togo
TVET	Technical and Vocational Education and Training
UCRM	Union of Regional Chambers of Crafts and Trades of Togo/ Union des Chambres Régionales de Métiers du Togo
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WAEMU	West African Economic and Monetary Union

Introduction on the ACQF Mapping Study

Policy context of this mapping study

This country report forms an integral part of the *Mapping Study on the state-of-play and dynamics of qualifications frameworks in Africa*, which lays the updated evidence foundation for development of the African Continental Qualifications Framework (ACQF). The purpose of this report is to provide an updated overview - not an evaluation - of policies, practices and instruments related with qualifications frameworks in Africa.

The African Union Commission (AUC) initiated the ACQF development process in September 2019 working in partnership with the European Union (EU), Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the European Training Foundation (ETF) over a period of 2.5 years (2019-2022). The ACQF-development activities are part of the African Union (AU)-EU project “Skills for Youth Employability”, which supports a holistic process building on evidence and analysis; AUC political leadership and consultation of African stakeholders (national, regional and continental); awareness raising and capacity development of African stakeholders.

The main planned output of the project by mid-2022 is the ACQF policy and technical document and action plan technically validated for decision making by the relevant organs of the AU.

The intermediate project outputs planned for 2019-2022 are:

- ACQF Mapping study (by September 2020)
- ACQF Feasibility study (by mid-2021)

Other key activities:

- Stakeholder consultation workshops throughout the process (2019-2022)
- Awareness raising and capacity development actions (2020-2022)
- Website to support ACQF development and information sharing
- ACQF related policy and technical information for STC-EST meetings

ACQF Mapping Study: brief overview of the scope and methodology

The ACQF mapping study aims to chart a comprehensive, specific and updated analysis of where Africa stands in respect to qualifications frameworks development, establishment, operationalisation and revision. The scope of the study is wide in terms of explored thematic domains; and inclusive, as it considers the broad range of countries’ dynamics and progression stages in developing and establishing qualifications frameworks.

The mapping study builds on a combination of sources of information and data:

- a) Desk research: collection and analysis of sources, including policy-legislative framework; methodology sources; qualifications websites, registers and catalogues; statistical data; analyses and studies.
- b) Online survey: conducted between beginning of November 2019 and mid-January 2020; a second round was conducted in May 2020. Responses were received from 33 countries.
- c) Technical visits to a group of ten countries and three Regional Economic Communities (RECs): carried out by a team of experts, in the period from mid-December 2019 to mid-March 2020.

Countries included in the technical visits: Angola, Cameroon, Egypt, Ethiopia, Kenya, Morocco, Mozambique, Senegal, Togo and South Africa. Cabo Verde was included in March 2020, but due to the Covid-19 Pandemic the research did not include a country visit, and was based on online meetings, a presentation of the NQF and extensive desk research. Three Regional Economic Communities (RECs) contacted: EAC, ECOWAS and SADC.

Main reports of the mapping study

- Final comprehensive report, encompassing the full set of findings from the continental stocktaking and the thematic analyses on qualifications frameworks developments in Africa. Finalisation: September 2020.
- Synthetic report and infographics focused on key findings. Period: September 2020.

Thematic analyses contributing to the comprehensive mapping study

- Report of continental-wide survey on developments of qualifications frameworks encompassing all AU Member States (AU MS) and RECs
- Report of analysis of qualifications
- Country reports (11 countries) and REC reports (3 RECs)

This report was reviewed by Prof. Sena-Yawo Akakpo-Numado, of the National Institut of Education Sciences. The ACQF project is grateful for his contribution.

The detailed list of participants in meetings and debates organised for this study is not provided in this version of the report.

Acknowledgements

Togolese case study report has been prepared as part of the African Continental Qualifications Framework (ACQF) mapping study in 2020, drawing on a set of stakeholder interviews conducted in February and April 2020 (see Annexure 1) to determine the current state of play of developments towards an NQF, culminating in this report. The research team would like to express its sincere gratitude to all these interviewees and their organisations.

We are particularly appreciative of the participation of representatives from the Ministry of Higher Education, Directorate of Higher Education, Office of BTS, Union of Regional Chambers of Trades of Togo, Ministry of Technical Education and Vocational Training, Ministry of Primary and Secondary Education, GIZ TG, UNESCO National Office CapED project.

Our thanks are also due for assistance in arranging the fieldwork in Togo.

1. Snapshot of the NQF in Togo

Development of education and training in Togo is underpinned by Education Sector Plans (PSE). The PSE 2014-2025¹ aims to increase the offer of education and training oriented, in qualitative and quantitative terms, to demands of the national economy.

The qualifications currently offered by the Ministry of Technical Education and Vocational Training (METFP) in Togo is structured around the two traditional areas: vocational training and technical education. **Qualifications levels** are based on a hierarchy of course duration, henceforth that of certificates, degrees and diplomas, such as CAP, BT, BTS/DUT, etc. with no reference to learning outcomes, occupational positions or meeting labour market demand. Basic Education, TVET and Higher Education all follow the diploma hierarchy coupled with course duration process. Development of qualifications is more linked to academic knowledge and occupational “practice” acquisitions to meet course standards.

The higher education qualifications framework is based on the system Licence-Master-Doctorate (LMD).

At least four **institutions deal with vocational qualifications**: a) Directorate of Examinations, Competitions and Certifications (DECC), b) Directorate of Secondary Technical Education (DETS), c) Directorate of Vocational Training and Apprenticeship (DFPA), d) Training Centre for Industry Trades (CFMI).

- DECC: manages the national qualifications system or at least the qualifications repository, organizes and delivers most of levels 1 to 4 certificates, namely CFA, CQP, CAP and BT, under the supervision of the ministry in charge of TVET. The DECC covers the industrial and tertiary sectors and most informal artisans’ trades.
- DETS coordinates technical education and training in secondary education, cycle 1 and cycle 2.
- DFPA has the mandate to pull together lower level vocational trainings, be they from formal, non-formal or informal sectors, whereby hands-on learning or learning by doing is key to apprenticeship;
- CFMI’s vocation is to transmit all the necessary knowledge and skills related to the fields of industrial professions.

The Togo qualifications system is based on vocational training acquisitions and on Higher Education academic titles, degrees and diplomas such as bachelors, masters, doctorates. They are all certificate-diploma-degree hierarchically orientated. Curricula traditionally align with regional instruments like the **Platform for Pooling Vocational Training Tools and Resources** initiated [WAEMU](#)² and national TVET orientation laws and strategies.

¹ PSE 2014-2025 : <https://www.globalpartnership.org/fr/content/plan-sectoriel-education-togo>. PSE 2010-2020 : <http://www.unesco.org/education/edurights/media/docs/741e28b2cc504d44e777248687d10628824a0116.pdf>

² WAEMU: West African Economic and Monetary Union, with regroups 7 French-speaking countries of West Africa: Benin, Burkina Faso, Ivory Coast, Mali, Sénégal, Togo and one lusophone country (Guiné Bissau)

Although there is an embryonic **quality assurance** (QA) at the University of Lomé, Togo does not have a QA framework likely to support its qualifications regulatory activities apart from the CAMES for Higher Education. There is a UNESCO initiative trying to put this mechanism in place.

The Government is promoting the operationalization of the **Public-Private Partnership Charter** through the implementation of specific activities. In particular, it will draw up a standard partnership agreement and will encourage the signing of agreements between training institutions and private enterprises with a view to providing answers to the thorny question of training adequacy and employment, particularly with regard to internships, working conditions in enterprises for the implementation of work-linked training and the equipping of institutions. The French Development Agency and the German Cooperation (GIZ and KfW) have undertaken to use the Charter as a reference document for funding.

The SNETFP Strategic Objective 3 undertakes to promote the attractiveness and visibility of the TVET system through a communication and guidance system and certification allowing for individual lifelong professional and social progression. One of priority action targets a competency-based skills qualifications system by developing and implementing a national vocational qualifications framework (NVQF) that integrates the **recognition and validation of prior learning and experience** (RVPLE).

It will also open access to an inclusive TVET system catering for non-and neo-literate people by promoting qualifications/certifications in national languages, in partnership with socio-professional organisations and institutions.

2. Introduction and context to country

Demographics

Demographic data for the Republic of Togo show:

- Area: 56600 km² ;
- Population: 8 million (estimate);
- Population growth rate: 2.8%;
- Population under 15: 41.7%;
- GDP: USD 682 per capita in 2019.

Togo's population almost doubled between 1981 and 2010 with a relatively high population growth rate of 2.84%. This strong growth is not without direct consequences on the education system, particularly on the number of children that the system must enrol and the number of teachers to be recruited. For example, it is anticipated that the school-age population from kindergarten to high school, estimated at around 2 290 000 in 2010, will increase to almost 2 981 000 in 2020 and 3 312 000 in 2025. This represents a 44% increase in the number of children that the system must accommodate between 2010 and 2025, with all that this implies in terms of the volume of public expenditure on education (transfers, construction of new classrooms, recruitment of new teachers, purchase of teaching materials, etc.).

National labour force is estimated at 3 699 587 (ILO, 2019), according to International Labour Organisation, ILOSTAT database and World Bank population estimates.

Economic Context

According to IMF estimates, the Togolese economy has been accelerating at a rate increasing from 4.9% to 5.1% since 2018, as a result of domestic demand supported by an ambitious government public investment programme, despite negative external factors regionally and globally. However, foreign aid continues to be an important factor in the economy. The overall deficit is estimated at slightly less than the West African Economic and Monetary Union (WAEMU) criterion of 3%, as a result of fiscal consolidation efforts since 2017. Public debt has been reduced from 81% of the GDP in 2016 to 72.6% in 2019, in concert with structural reforms aimed at boosting revenue collection. Reforms aimed at making the country more business-friendly have resulted in its achieving top reformer ranking in the Doing Business report index. Current privatisation initiatives in the industrial sector will contribute to its development from a fairly limited 15.5% of GDP and 20% of total employment. Mining, particularly of phosphates reserves, is the main industrial sub-sector, and the imminent start of operations by mining groups should increase access to electricity for the general population from the current level of 48%. A services industry has emerged through the transportation of goods to neighbouring countries from Lomé Port, which is one of the largest in the region. Trade is the main contributor to the services sector, which accounts for nearly 30% of GDP and employment of 46% of the active population.

Nevertheless, the UNDP human development index ranks Togo at 167th, with more than half the population living in poverty. In 2019, the World Bank estimated the unemployment rate at 1.67%. Agriculture is the main economic sector, contributing more than 23% of the GDP and employing at least 34% of the active workforce (World Bank, 2019), however its potential is thought to be underexploited (ILOSTAT, 2019). The main food crops and cash crops generate about 20% of export earnings, although importing of some basic foodstuffs is still necessary to supplement subsistence farming.

3. Mapping of education and training system

3.1 Education Context

There are two years of pre-primary school at the official entry age of three. Primary school has an official entry age of five completed and a duration of six grades, at the end of which learners are granted a primary school certificate (CEPD). Secondary school is divided into two cycles: lower secondary, ending with an O-Level certificate (BEPC) and upper secondary, ending with A-Level certificate or Baccalauréat (BAC). Lower secondary consists of grades 7-10, and upper secondary of grades 11-13. According to the Togolese Constitution, school is in principle free and compulsory until age 15.

Recent developments in education sector policy show that at the beginning of the 2000s, the country embarked on an effort to analyse, modernise and restructure its education system, placing its action within the framework of achieving the goals of the Dakar World Education Forum (April 2000) as well as those set by the United Nations Millennium Declaration (MDGs, September 2000), and more recently the Sustainable Development Goals (SDGs).

The Togolese education system was thus subject to an initial sector diagnosis (RESEN) in 2002. Updates of this first version were carried out in 2007. On the basis of this analytical work, and thanks to renewed political stability and the return of cooperation with its main donors in 2008, Togo adopted, in June 2009, an education sector policy statement defining the Government's new orientations and policy options, particularly in areas of access to school, quality of learning, and steering and management of the system.

To follow this policy statement, Togo devoted itself to the elaboration of an education sector development strategy covering the period 2010-2020. The Education Sector Plan (PSE) 2010-2020 has been officially endorsed by all technical and financial partners and enabled Togo to submit a funding request to the Education for All Fast Track Initiative (EFA-FTI) in March 2010. The Togolese Republic was admitted to this partnership and the country was able to benefit, in October 2010, from USD 45 million funding to support implementation of the first phase PSE (2010-2020).

In 2012, a third diagnostic study (RESEN) was carried out, this time supplemented by analyses on aspects of the educational field insufficiently covered by the initial document. These are specific studies on early childhood and pre-school, literacy and non-formal education, technical and vocational education and training (TVET), and higher education and research.

A process of preparation and implementation of the national education sector strategy has thus taken place in a context that has become increasingly favourable, with a return to economic growth, substantial public debt relief and a resumption of dialogue with the main donors.

The third strategic axis of the four in the Government's sector policy, PSE reviewed for 2014-2025, aims to develop TVET from upper secondary school to meet economic demand:

To develop technical and vocational education and training in upper secondary and higher education which, in terms of both quantity and quality, would be determined with reference to the demands of the Togolese economy. (p29)

The holistic nature of the PSE, 2014-2025 stems from the fact that it covers all education sub-sectors starting from Early Childhood Development (ECD) and pre-primary school to higher education, in parallel with TVET and non-formal education. An education sector analysis carried out in 2018-2019 led to the revision of the PSE for the period 2020-2030. The new PSE emphasises inclusion, quality of education and development of professional competence of young people.

3.2 Training main features

Legal status

The 2002-016 Act on 30 April 2002 on the *Orientation of Technical Education and Vocational Training* defines the main orientations and fundamental options for technical education and vocational training in Togo. Its Article 1 stipulates that:

Technical education and vocational training constitute one of the components of the national education and employment qualification system.

However, according to the various analyses, technical education and vocational training, in its current configuration, is not perceived as one TVET entity but two: 'technical education' and, separately, 'vocational training'. TVET therefore remains more conditioned by a logic of training supply than by a

logic of response to the needs of enterprises and employment. The system seems not to be attuned to the demands of the labour market and does not have mechanisms and instruments enabling training courses adapted to the realities of employment to be developed.

In recent years, efforts have been made to create partnerships and develop consultation and dialogue mechanisms to foster public-private-partnership. This was evident in the 2011 *Public-Private-Partnership Charter* intended to guarantee strong involvement of economic operators, particularly in the organisation of joint sector management necessary for a demand-driven system in the long term. The charter also aims to improve the quality of training and to ensure that the training offered matches the needs of the economy, providing curricula aligned to technician certificate programmes.

The UNESCO 2017 *Review of Technical Education and Vocational Training Policies in Togo*, indicates that ‘*lack of a qualifications framework limits standardisation of qualifications and gateways between sub-sectors*’ (p11).

Moreover, the 2018 *National Strategy for Technical Education and Vocational Training* (SNETFP) offers an effective implementation framework for the strategic options defined in the national development plan (PND) and the education sector plan (PSE) nationwide and at an international level. It aligns with the SDGs, particularly SDG4, the recommendations on technical and vocational skills development of UNESCO, the African Union (AU) and the Economic Community of West African States (ECOWAS).

The SNETFP 2018 operationalises Article 3 of Law of 2002-06 which provides that:

technical and vocational training is an organised system for providing the learner with the skills needed to practice a trade or profession. It is provided in institutions, training centres and in enterprises or workshops in the various branches of economic activity.

The SNETFP is expected to ‘renew the certification system’, as mentioned by the then minister in for TVET in his preamble to the document.

3.3 Background to a future NQF

There is no NQF as such, as the following sections will demonstrate, but rather there are dispersed intentions in policy documents to develop an NQF. These started with the 2002-016 Act relating to the *Orientation of Technical Education and Vocational Training* in its Article 12:

Certification of training is the responsibility of the Ministry of Technical Education and Vocational Training in cooperation with the consular chambers.

The 2018 SNETFP Strategic Objective 3 aims to enhance the value of the ETFP pathway and develop a lifelong qualifications system, and presents the following arguments for an NQF:

Togo does not have a National Qualifications Framework (NQF). The existence of a national qualifications framework that allows individuals to progress throughout life will make the TVET system more attractive. Indeed, an NQF offers a readability of the acquired skills and allows a socio-professional progression throughout life for every individual. The NQF also helps to ensure the quality of the qualifications issued by the TVET system.

The elaboration of the NQF will provide the opportunity to revise the existing qualifications system and to define qualifications levels with a list of competences required for these different levels as well as the gateways to progress. (p22)

Nevertheless, recent analyses reveal that even the new institutional framework that constitutes the 2017-005 Act on 30 June 2017 on Higher Education Orientation, deals only implicitly and indirectly with the notion of certification/qualification - the term is not used in the body of the text - by referring to the usual academic categories of ‘titles, degrees and diplomas’ in a specific section. Specifically, the Education Sector Plan, which is the strategic steering tool of the education system, deals with certification/qualification from the exclusive perspective of accreditation of higher education institutions or programmes with reference to the procedures implemented by the African and Malagasy Council for Higher Education (CAMES).

4. Scope and structure of the NQF

4.1 Scope

An approach to a possible NQF is proposed in SNETFP as mentioned above, which underscores the need ‘to define qualifications levels with a list of competences required for these different levels’. The document goes further to envisage establishment of an NQF that integrates the concepts and procedures for validating non-formal and informal learning, lifelong learning and the inclusion of certain groups with special needs.

4.2 NQF levels / NVQF levels

The certifications and qualifications currently offered by the Ministry of Technical Education and Vocational Training (METFP) in Togo is structured around the two traditional areas of vocational training and technical education. This is based on a hierarchy or classification designed according to the notional duration of training course curricula inputs required for transmission of theoretical knowledge, etc., expressed in years. Consequently, in most cases learning assessments do not emphasise outputs, conceived in terms of the professional capabilities or skills acquired as a result of learning, or responses to the needs of the labour market to deliver certifications.

The qualifications landscape will be incomplete without the other certifications or qualifications currently offered by the other ministries, namely the Ministry of Primary and Secondary Education (MEPS) and the Ministry of Higher Education and Research (MESR), captured in Table 1 below. Those delivered by the METFP can be included in the category of a national vocational qualifications framework (NVQF) despite the fact that all display certificates, diplomas or degrees in their hierarchical levels rather than their competency levels.

Table 1: Certifications/Qualifications offered

Levels	Diplomas/certificates	(Entry) requirements	Training duration (in years)
Ministry of Primary and Secondary Education			
	CEPD: End of Primary School Certificate	Successful completion of primary school	6
	BEPC: End of Lower Secondary School Certificate	Successful completion of lower secondary school	10

	CAM: Lower Level Primary School Teacher Certificate of Professional Aptitude	CEPD holders	Undetermined
	CEAP: Elementary Level Primary School Teacher Certificate of Professional Aptitude	BEPC and CAM holders	Undetermined
	CAP: Primary Teacher Certificate of Professional Aptitude	CEAP and BEPC holders BAC holders	Undetermined
	CAP-CEG : Cycle 1 Secondary Teacher Certificate of Professional Aptitude	BAC	Undetermined
Ministry of Technical Education and Vocational Training			
1	CFA: Certificate of Apprenticeship Completion	undetermined/non-formal / informal	2 to 3 / non-formal / informal
2	CQP: Certificate of Professional Qualification	Primary school level	3 to 4/ non-formal / informal
3	CAP: Certificate of Professional Aptitude	Primary school level	3
4	BT: Technician Certificate	BEPC/CAP	3/2
Ministry of Higher Education and Research/Professional Training			
	Baccalaureate (BAC): End of Cycle 2 Secondary School Certificate	Successful completion of cycle 2 secondary education	13
5	BTS/DUT: Higher Technician Certificate/University Technology Diploma	BAC	2
6	Bachelor in Business Administration	BAC	3
	State Diplomas in Health Sector	BAC	3
	Professional Bachelor's Degree	BAC	3
7	Master in Business Administration (MBA)	BAC	5
	Professional Master's Degree	BAC	5
	Engineering Diploma	BAC	5
8	Medical Doctorate	BAC	7
	Doctorate/Pharmacy	BAC	7
Ministry of Higher Education and Research/LMD Academic Qualifications			
	Bachelor (License in French)	BAC	3
	Master	BAC	5
	Doctorate	BAC	8

There is no standardised qualifications nomenclature. Specific sectors such as banking have their own institution-governed qualifications systems.

4.3 Level descriptors

No level descriptors ascribing demonstration of knowledge, competence, skills, cognitive abilities, autonomy, responsibility, etc. have been elaborated so far.

4.4 Use of Learning Outcomes

As shown above, qualification levels of certificates, degrees and diplomas, such as CAP, BT, BTS/DUT, etc. are based on a hierarchy of course duration, with no reference to learning outcomes, occupational positions or meeting labour market demand. Basic Education, TVET and Higher Education all follow the diploma hierarchy coupled with course duration process.

4.5 Definition of ‘qualifications’

"Qualifications" are not specifically defined in existing TVET policy documents.

4.6 Development of qualifications

Development of qualifications is more linked to acquisition of academic knowledge and occupational practice to meet course standards. The 2018 SNETFP vision targets:

A quality, equitable and universally accessible technical and vocational skills development (TVSD) system that promotes employability and occupational mobility, lifelong learning, and the promotion of sustainable economic growth (p19).

Implementation of the system will necessarily entail the development of qualifications.

4.7 Access to qualifications, progression, credits

At least four institutions deal with vocational qualifications.

4.7.1 Directorate of Examinations, Competitions and Certifications (DECC)

The DECC holds the national qualifications repository, organises and delivers most of the level 1 to 4 certificates, namely CFA, CQP, CAP and BT, under the supervision of the ministry in charge of TVET. The DECC covers the industrial and tertiary sectors and most informal artisan trades.

For the past year the current DECC director has been the Togo representative in the UNESCO supported ECOWAS initiative to set up national qualifications frameworks (NQFs). This initiative consists in designing tools for the national qualifications system and moving towards contributing to the development of a regional qualifications framework.

4.7.2 Directorate of Secondary Technical Education (DEST)

The DEST coordinates technical education and training in cycle 1 and cycle 2 secondary education following the sub-sector division mentioned above. It implements curricula that prepare learners for technical and industrial baccalaureates in collaboration with the Directorate of Baccalaureate Office, and to access post-secondary vocational training. Analysis of weights of theoretical course and those of practicum in curriculum implementation allocate 70% to theory and 30% to practice.

4.7.3 Directorate of Vocational Training and Apprenticeship (DFPA)

The DFPA mandate is to pull together lower level vocational trainings involving hands-on learning or learning by doing as a key to apprenticeship, whether from formal, non-formal or informal sectors, with skills acquisition being at the core of the learning process. Analyses of theoretical course weights and that of practicum in curriculum implementation allocate 30% to theory and 70% to practice. Due to the fact that curricula are not explicit in most of the traditional workshops and trades, the DFPA undertook, in collaboration with Chambers of Trades, to codify apprenticeship. Based on its mandate to ‘Train for Trades’, the directorate is the first implementer of the dual apprenticeship training that is mostly workplace based. It prepares learners and apprentices for technical and industrial certificates, namely CFA, CQP, CAP and non-post-secondary BT in collaboration with the DECC, and to access labour market.

4.7.4 Training Centre for Industry Trades (CFMI)

CFMI is responsible for transmission all the necessary knowledge and skills related to the fields of industrial professions. It offers initial training to enable young people and job seekers from the traditional school system or technical and vocational education to acquire the skills required by industrial companies for performing the various jobs in this sector. In collaboration with the DECC, CFMI implements curricula that prepare holders of scientific and electronic baccalaureates for BT. This situation is unsatisfactory, since the DECC does not have the capability for delivering post-secondary diplomas.

Public and private higher education institutions also offer vocational qualifications that culminate in post-secondary diplomas and degrees displayed in Table 1 above.

As indicated in the following diagram, another key player in the qualifications landscape is the TVET Directorate in charge of curricula and pedagogy (DPP). Future policy dialogue on lower level qualifications provisions will include, among others, actors shown below, although the DECC is more a certifier than a qualifications provider.

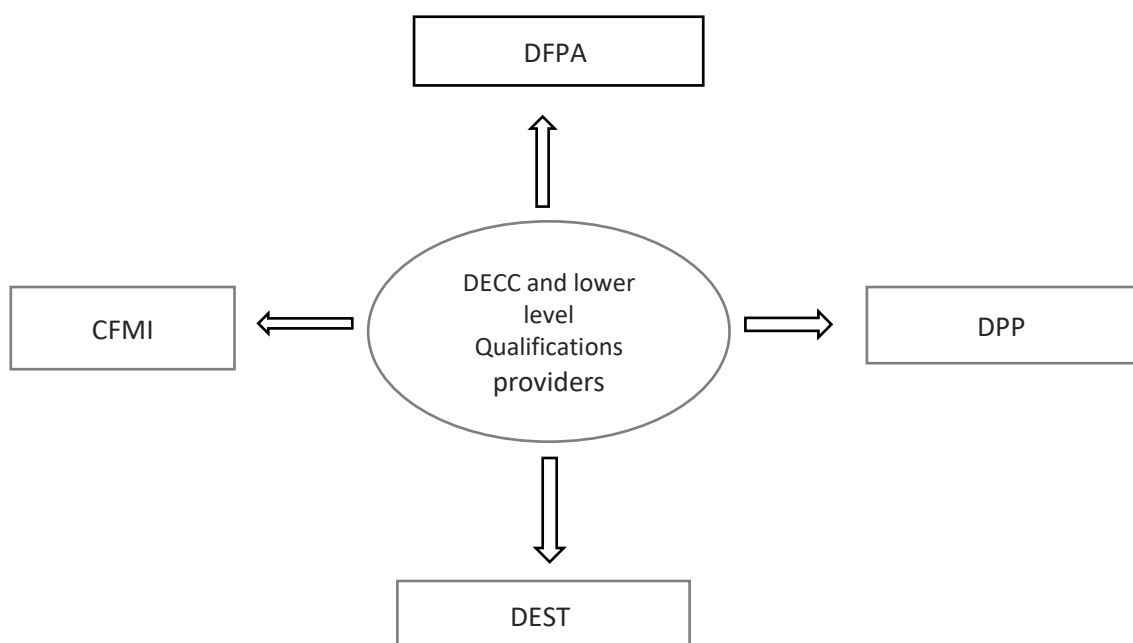


Figure 1: Key players in lower level qualifications landscape

4.7.5 Higher Education institutions

The 2017-005 Act of 19 June 2017 on Higher Education and Research Orientation, Section 4 on 'The organisation of studies and the higher education system', provides in its Art. 18:

The organisation of studies in higher education in Togo is based on the Bachelor, Master, Doctorate (LMD) system. Short-term training, such as Brevet de Technicien Supérieur (BTS) or Diplôme Universitaire de Technologie (DUT), can be provided.

According to the Deputy Director of the Directorate of Academic Affairs, at the University of Lomé, interviewed:

The university offers two training courses. The research pathway and the potential employability pathway. The first leads to the research Bachelor, Master and Doctorate degrees in accordance with the LMD system, and the second to the professional Bachelor and Master degrees. A holder of a professional master's degree cannot register for a research doctorate thesis. (Interview, May, 2020)

Box 1 shows an advertisement of the University of Lomé

Box 1: University of Lomé website advert

The University of Lomé has set up, a few years ago, the LMD system "Licence, Master, Doctorate". The so-called "LMD" reform restructures all university degrees in order to make higher education curricula worldwide compatible and to promote student mobility.

Diplomas offered:

- General Bachelors
- Professional Bachelors
- Research Masters
- Professional Masters
- Diplomas of Specialised Studies (DES) at Faculty of Health Sciences
- Specialised training courses

4.8 NQF relationship with other instruments

As described above, the Togo qualifications system is based on vocational training acquisition and higher education academic titles, degrees and diplomas such as bachelors, masters, doctorates. They are all certificate-diploma-degree hierarchically orientated. Curricula traditionally align with regional instruments such as the WAEMU *Platform for Pooling Vocational Training Tools and Resources*, and national TVET orientation laws and strategies as discussed above.

5. Legislation

5.1 Legal acts directly applying to the NQF and its implementation

Article 12 of the 2002-016 Act stipulates that the Ministry of Technical Education and Vocational Training in cooperation with the consular chambers is responsible for the qualifications system. One of the certifiers and implementers of the national qualifications system is the DECC, which organises professional examinations and delivers diplomas, certificates and professional titles.

However, the 2017-005 Act, on the orientation of higher education and research, in Section 5 on Titles, degrees and diplomas, provides in its Art. 28 that:

Togo National diplomas, in particular BTS, DUT, Licence, Master, Doctorate, can only be awarded on the basis of the results of evaluation and control of knowledge and skills assessed by the authorised institutions, whatever the learning methods.

A legal framework is therefore being established as a foundation for a holistic NQF that goes beyond TVET.

5.2 Relation with other related legal acts / regulations

As mentioned above, at the moment, the legal framework is building up aggregating education and training sector legal acts and regulations. Relations with those of other sectors will forcibly develop due to the NQF political, social and economic issues at stake. As it will be developed further in this report, prospects for a cooperation with the Senegal [ANAQ-Sup](#) quality assurance legal and regulatory framework of higher education are encouraging with the HAQAA Initiative support.

6. Organising systems: governance, institutions, stakeholders

6.1 Governance, roles, functions – policy, coordination, implementation, monitoring

Government vocational training policy, basic education and higher education and research imperatives propel some institutions to the forefront of national qualifications system governance. Five of these institutions are analysed in the subsections below.

6.1.1 The Directorate of Examinations, Competitions and Certifications (DECC-TVET)

The DECC as a certifier is the depository of a myriad of certificates for delivery on behalf of the *Ministry of Technical Education and Vocational Training*. As this latter ministry covers just a sub-sector of the education system, some of the diplomas delivered are subject to critics such as the CFMI BT. According to the Director of the DECC:

This BT granted to CFMI students should be clearly labelled post-secondary diploma and be reevaluated. (Interview, April 2020)

Although the concern is not explicitly uttered, the DECC may not be the appropriate institution to deliver the CFMI BT.

6.1.2 The Directorate of Examinations, Competitions and Certifications (DECC-General Education)

This Directorate delivers all qualifications under the supervision of the *Ministry of Primary and Secondary Education* (see Table 1). When the issue of the competency profile of different certificate holders was raised, the Director of DECC-General Education stated that:

Inspectors of education are in a better position to judge the quality of exit profiles of certificate holders (Interview, April 2020).

6.1.3 Directorate of the office of Baccalaureate (BAC)

This Directorate delivers all baccalaureates, be they in Arts, Services, Industry, Sciences and Technology under the supervision of the *Ministry of Higher Education and Research* on behalf of both the *Ministry of Primary and Secondary Education* and the *Ministry of Technical Education and Vocational Training*. The BAC being the key to higher education, the Directorate of the office of Baccalaureate is a university institution. It is entrusted with the responsibility of coordinating all BAC reforms, including that initiated by the WAEMU on BAC holders' exit profiles from cycle 2 secondary school systems. The issue is being discussed in relation to curricula reviews.

6.1.4 Directorate of BTS

The Directorate, under the Ministry of Higher Education and Research, specificities, as a certifier, relate to both quality control and authenticity of the BTS as a professional diploma. The BTS examination is carried out in two phases, the first for admissibility and the second for certification. Admissibility is awarded after success at the written and practical tests. Conditions for certification are tied to successful completion of an internship in a company, together with a written memoire defended in front of a jury.

One of the main BTS Office concerns is the absence of a tool or a professional reference system with which to judge the acquired skills. The Office relies solely on commissions composed of teachers and professionals.

6.1.5 The Directorate of Academic Affaires – University of Lomé

The DAAS is pivotal in the Higher Education qualifications system. The Directorate plays two roles: (i) course control for compliance with the training mock-up and validation, and (ii) qualifications delivery. It is the custodian of implementation of the LMD system, and is an important part of the quality assurance mechanism.

6.2 Key actors and stakeholders: sector councils, world of work, education and training institutions

Socio-economic imperatives, government priority sector development, labour market demand and work place parameters entail a multi-stakeholder approach to the current qualifications system.

6.2.1 National Agency for Employment/Agence Nationale Pour l'Emploi (ANPE)

ANPE is a state agency that is linked to the prospects of developing a proper NQF in Togo. Its National Observatory for Employment and Training will provide research data and statistics on employment and training in Togo that should be factored into the alignment of vocational training with labour market needs.

6.2.2 Partners

German cooperation through GIZ is implementing a project called '*Promoting vocational training and youth employment in Togo*' (PROFOPEJ). Lead Togo agencies include the Ministry in charge of TVET and the Ministry of Planning, Development, and Land Management. PROFOPEJ is a strong supporter and implementer of the dual training system. One focus of the project is trainees themselves, the first intake of which are now being supported in their transition into the labour market after having completed their training in 2018. Another focus of the project is the training of experts in the modernisation of curricula and teaching materials. The country thus now has capacity of more than 40 national experts able to develop more training courses.

More recent phases of the project aim at consolidation of the reforms and disseminating the approach taken, with supplementary technical short-term qualifications linked to identified market needs in order to create targeted employment. As a consequence of the project, the chambers of trades and crafts have been strengthened throughout the country. The project has been a key to putting in place the primary school level Certificate of Professional Qualification (CQP).

6.2.3 UNESCO Capacity Building Program (CapED)

The ECOWAS Commission in cooperation with UNESCO is proposing a new initiative to strengthen the capacities of ECOWAS countries for reforming qualifications systems while adopting a combined national and regional perspective. Togo is part of this initiative and currently reflecting on NQF methodology and tools.

6.2.4 Union of Regional Chambers of Crafts and Trades of Togo (UCRM)

Article 12 of the 2002-016 Act associates consular chambers with qualifications processes. UCRM as a consular chamber acknowledges:

'We are stakeholders in the qualifications process with the DECC. We are mandated to enhance master artisans' capacities in traditional crafts and trades ...' (Interview, April 2020)

There are apparently no clear indications on what role consular chambers will play in the qualifications system.

7. Quality assurance of qualifications

7.1 Legal base of the QA framework

Although there is embryonic quality assurance (QA) at the University of Lomé, Togo does not have a QA framework with potential to support its qualifications regulatory activities, apart from the African and Malagasy Council for Higher Education (CAMES) for Higher Education. Some higher education institutions hold accreditations [ISO](#) (International Organisation for Standardisation).

However, the 2017-005 Act provides in Section 8, Article 39 on Quality Assurance that:

The mission of quality assurance is to contribute to ensuring the quality of the higher education system, its institutions and training courses. Quality assurance is organised in all higher education institutions and within the Ministry in charge of Higher Education by bodies whose composition and mission are defined by specific texts.

There is a UNESCO project trying to put this mechanism in place, UNESCO-Shenzhen 2017-2019³. The financial and technical support received from the project has so far enabled Togo to carry out the first planned activities, including sharing and consultation workshops.

An external evaluation mission was conducted in December 2018 in the context of the HAQAA Initiative (Harmonisation of African Higher Education Quality Assurance and Accreditation) (EC EAC/37/2014), a programme of the European and African Union Commissions in the frame the EU-AU strategic partnership⁴. The report of this external evaluation provides recommendations regarding the planning and organisation of the legal basis for the QA Agency and dissemination of the African Standards and Guidelines for Quality Assurance (ASG-QA)⁵. It is noteworthy that the ASG-QA explicitly address the links of internal QA (higher education institutions) with the learning outcomes principle as well as with NQFs (Standard A7).

8. NQF implementation

8.1 Inclusion of qualifications in register

At the moment, it can be said that there are separate and not inter-connected registers of sub-sector qualifications. Later stages of the Togo NQF development process will require national mapping of all qualifications in nationwide databases made available.

8.2 Funding

The Government is promoting the operationalisation of the Public-Private Partnership Charter through the implementation of specific activities. In particular, it will prepare a standard partnership agreement and encourage the signing of agreements between training institutions and private enterprises with a view to enhancing training adequacy and links to employment, particularly in regard to internships, working conditions in enterprises for the implementation of work-linked training and

³ <https://fr.unesco.org/themes/enseignement-superieur/assurance-qualite-afrique>

⁴ See <https://hagaa.aau.org/fr>

⁵ HAQAA Togo evaluation report attached

the equipping of institutions. The French Development Agency and the German Cooperation (GIZ and KfW) have undertaken to use the Charter as a reference document for funding.

9. Validation of prior learning, non-formal and informal learning

9.1 Relation of RPL and NQF

The SNETFP Strategic Objective 3 undertakes to promote the image of the TVET system through a communication and guidance system and certification allowing for individual lifelong professional and social progression. One of priority actions targets a competency-based skills qualifications system by developing and implementing a national vocational qualifications framework (NVQF) that integrates the recognition and validation of prior learning and experience (RVPLE).

This will also open access to an inclusive TVET system catering for non- and newly-literate people by promoting qualifications and certifications in national languages, in partnership with socio-professional organisations and institutions.

10. Recognition of foreign qualifications

Following the Decree N° 2003-246/PR providing for attributions, organisation and functioning of a national commission for the recognition and accreditation of diplomas, titles, degrees and certificates, the first two articles read:

- Article 1: A National Commission for the Recognition and Accreditation of Diplomas, Titles, Degrees and Certificates is hereby established within the Ministry of Higher Education and Research;
- Article 2: The commission shall be responsible for the study, recognition and accreditation of the various degrees, titles, diplomas and certificates issued abroad.

To implement the above decree, a Directorate for the Recognition and Awarding of Diplomas has been created to deal with diplomas obtained from technical and professional private university institutions in Togo. These include short cycle diplomas from institutes of technology, engineering degrees, professional bachelors and masters, and masters in design. It is also involved in the control of professional offers in the absence of a well-established quality assurance mechanism, in collaboration with proven professionals.

The management sees the need for a register of professions. With regard to a mechanism for approval of diplomas and recognition of qualifications, and even RPL, the management uses a reference framework of professions and relies on the 2003 decree provisions to guide its work in the absence of a qualifications framework.

11. Interrelationships with other countries and regions

The UNESCO initiative to support NQF development in the ECOWAS sub-region will encourage future networks and the building of a regional qualifications framework. The initiative will lay the ground for interrelationships between countries and other regions at large. ECOWAS is expected to sit in the driver's seat and pilot the process.

12. Implications for the ACQF mapping study

The mapping study has culminated in:

- Awareness of issues of traceability, transferability and objectivity;
- The need for a more consistent match between qualifications and curricula;
- More widespread promotion of the development of the ACQF.

Different organisations and affiliations were clearly interested in what was to be gained from the development and implementation of the ACQF.

13. Conclusions and future plans

Togo has not embarked on a process to develop a National Qualifications Framework, although some arguments for doing so have been made in National Strategy for Technical Education and Vocational Training. An extension of the analysis of qualifications involving the three Togolese ministries as displayed in Table 1 has the advantage of informing policy makers of the possibility of developing a comprehensive and systemic NQF including all professional and academic qualifications, as well as a TVET sector national vocational qualifications framework (NVQF) which encompasses all professional certificates, diplomas and degrees. The driving force to this end lies in mobilisation of a strong partnership to support future development of an NQF.

Nevertheless, a significant need to engage education and training providers, certifying institutions from different ministries, public and private sector key players and qualifications standards developers in a policy dialogue is apparent. A key difficulty to overcome is the identification of a legitimate body acceptable to all stakeholders as an autonomous NQF agency. Another difficulty to be resolved is the representation of social partners in the consultation and decision process related to qualifications.

The qualifications process remains the culmination of the process of evaluating learning outcomes. The NQF will hopefully provide a systemic tool that contributes to the readability and recognition - both national, regional and international - of the skills and qualifications acquired by Togolese citizens throughout their lives.

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