ACQF

African Continental
Qualifications Framework

NQF Governance

Governance of NQFs – different models

How will the NQF be put in practice? What institutions, stakeholders, and partners need to be in involved and what are their roles? Who coordinates, steers and supports implementation of the NQF?

How to promote the adequate dialogue, interactions and synergies within the qualifications system?
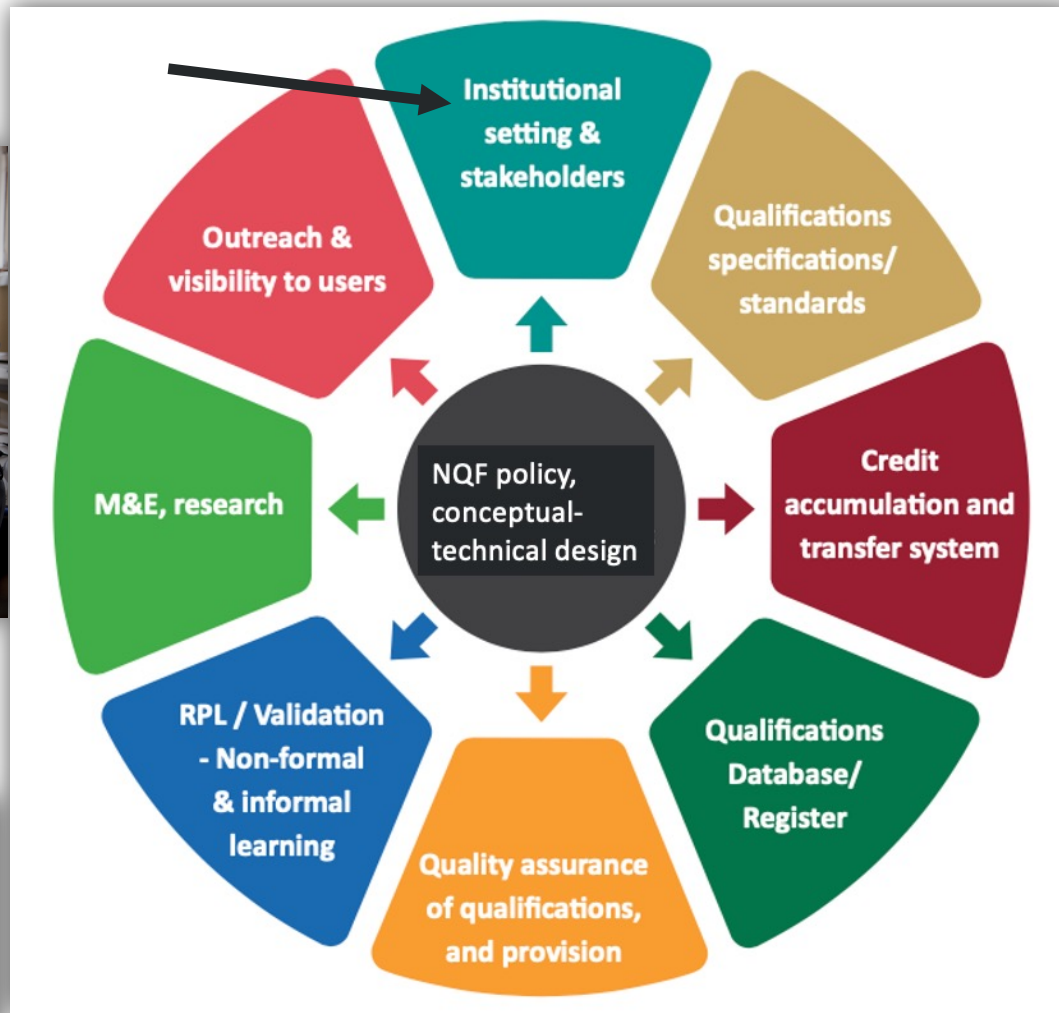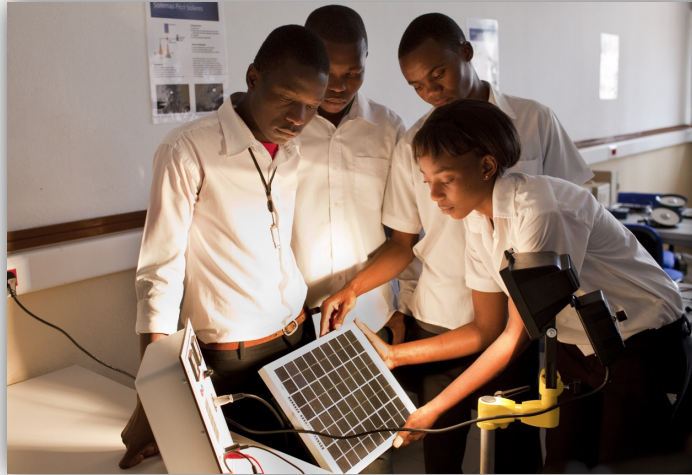
Speaker: Eduarda Castel-Branco

Topics of the presentation

NQF governance: from ideas to actions

NQF governance: results international benchmarking

Governance of African NQFs: overview and recent developments; survey

The central diagram shows: NQF policy, conceptual-technical design, surrounded by: Institutional setting & stakeholders; Qualifications specifications/standards; Credit accumulation and transfer system; Qualifications Database/Register; Quality assurance of qualifications, and provision; RPL / Validation - Non-formal & informal learning; M&E, research; Outreach & visibility to users

The NQF is a major part of the wider eco-system of lifelong & lifewide learning and work. Governance of NQF needs to work in dialogue with education-employment-innovation stakeholders
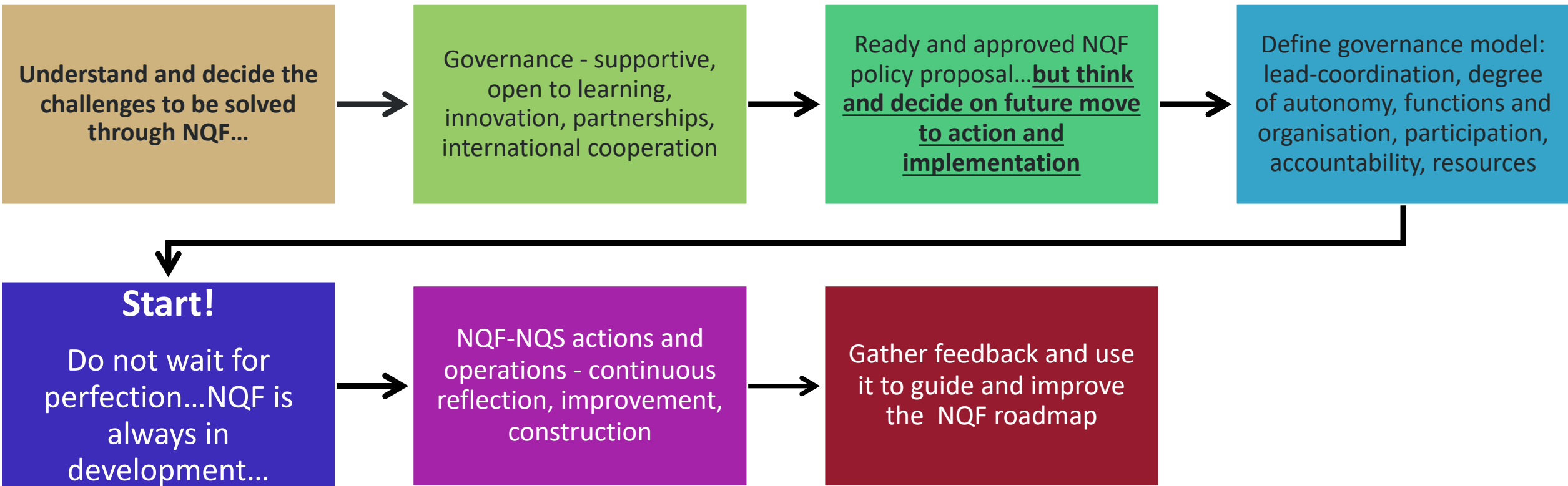
01

NQF: from ideas to actions

Governance

- Governance is all the processes of interactions be they through the laws, norms, power or language of an organized society over a social system. It is done by the government of a state, by a market, or by a network.

- Governance has been defined to refer to structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation. Governance also represents the norms, values and rules of the game through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive. Governance therefore can be subtle and may not be easily observable. In a broad sense, governance is about the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs. It is more than the organs of the government. (*UNESCO, International Bureau of Education*).

NQF: from building...to operations

Understand and decide the challenges to be solved through NQF...

→

Governance - supportive, open to learning, innovation, partnerships, international cooperation

→

Ready and approved NQF policy proposal...**but think and decide on future move to action and implementation**

→

Define governance model: lead-coordination, degree of autonomy, functions and organisation, participation, accountability, resources

Start!

Do not wait for perfection...NQF is always in development...

→

NQF-NQS actions and operations - continuous reflection, improvement, construction

→

Gather feedback and use it to guide and improve the NQF roadmap

02

NQF governance models – international benchmarking (2021, 6 countries)

NQF governance: a balancing act

Qualifications supply chain...

- Several institutions at different levels are responsible, involved – a chain
- NQF Governance needs to consider this "supply chain" and support coherent and constructive interplay

Balancing act between...

Which Ministry takes the lead?
How to involve and create the shared vision with other ministries?

Function & scope NQF vs scale of NQF body

- Scope of NQF (1 or more sectors)
- Functions, scale, resources of NQF governing setting

Interplay with the existing institutions?

- Goals and functions agreed for NQF
- Functions and responsibilities of already existing bodies / regulators

Participation and buy-in

- Keep other sub-sectors at distance?
- Involve, give way, create alliances for inclusive NQF

Start...

- "Small" and learn by doing
- Build all details first and put into action later...

Conditions for effective governance of NQF

NQF is an integral component of the qualifications system, therefore it operates sustainably if supported by a set of elements:

1. **Strategic-political framework:** "why" - what objectives and benefits, scope of the NQF, structure (levels and descriptors), beneficiaries, users

2. **Legal framework:** different types of texts - Laws, decrees, regulations, decisions, guidelines

3. **Management framework:** body responsible for planning, implementation of specific NQF activities and services; trained personnel; governance - stakeholders, partners; financing;

4. **Implementation tool box**: a) Registers/ Digital Catalogue of Qualifications; b) Digitalised processes - applications for registration; c) Guides, methodologies; d) Website; e) Help, communication, information for end-users

5. **Communication framework**: to reach out, mobilize different groups and audiences

6. **Analytical framework, monitoring and evaluation:** data, research, analyses, dashboards, impact assessment, feedback (e.g. stakeholders, users)

Governance of NQF-NQS

- The nature of any NQF requires the involvement of a **broad base of partners** from different sectors of education and training, employment, economy and society.

  - From an International Benchmarking (2021): France, Portugal and Kenya provide examples and practices on the involvement of partners and stakeholders in governance, development of qualifications and decision-making on location / positioning of qualifications in the NQF.

- Increasing focus on **beneficiaries and users** — is part of the functions of NQF management bodies (and partners): Communication, online services/digital channels, technical and methodological guides, information brochures and videos on the benefits and opportunities offered by the NQF for different target groups, labour market recognition of NQF levels (job vacancies), among others.

Main models of NQG governance in SADC

- National Qualifications Authorities
- NQF Technical Commissions with specific timeframe
- NQF run by an existing body – such as Council for Higher Education (Lesotho)

Models: based on international benchmarking (2021)

6 Countries: France, Bahrein, Namibia, Ireland, Portugal, Kenya)

- **Governance and management - different organizational models**
    1. **Model 1:** National Qualifications Authority (Namibia, Kenya)
    2. Model 2: National Qualifications Authority + additional areas (Ireland, Portugal)
    3. **Model 3**: management of the NQF – within the structure of an existing institution (France, Bahrein)
- **Some common features:**
    - ✓ Statute: Entities with autonomy (administrative, decision-making, financial)
        - Not integrated in the structure of ministries (no example of our sample)
        - Specific competencies in the thematic areas of responsibilities: own staff; thematic experts/ specialists for certain areas / assignments
    - ✓ Associated stakeholders: sectoral councils, professional associations, chambers of commerce & industry, social partners
        - Roles: Consultation; approval of standards and qualifications; members of the decision bodies (e.g. Certification Committee - France)
    - ✓ Websites – wide range of information for the public

Institutional arrangements and stakeholder's engagement

✓ Overall responsibility for NQFs assigned to ministries (24 NQFs)

✓ Agencies/ institutions are responsible for the day-to-day NQF implementation (25 NQFs)

✓ Stakeholder involvement is usually achieved through two formal structures:
  ✓ sector (skills) councils (16 countries) and
  ✓ inter-stakeholder committees or councils (13 countries).

NQF governance models: benchmarking

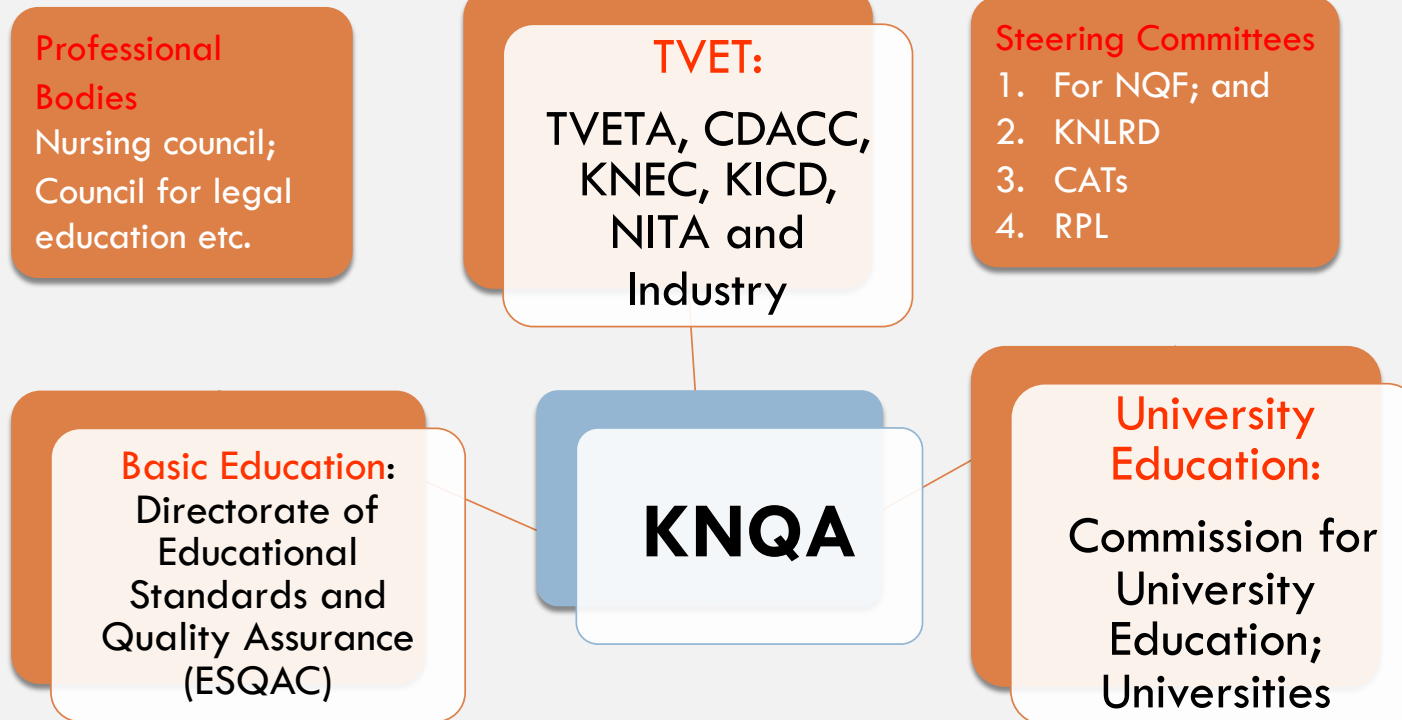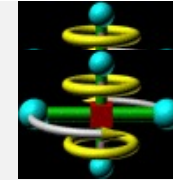| Country	Lead NQF institution	Main functions
France	<u>Directorate of Professional Qualifications</u> - one of the 5 operational directorates of **France Compétences** **NQF**: 8 levels History of NQF: since 1972; new NQF enacted by Decree Jan 2019	Ensures management and maintenance of the 2 national registers of qualificatons: RNCP and Specific Register Elaborates the list of emerging and quickly developing occupations. Works / supports the **Certification Commission** – independent organ: analysis of applications and recommendation on inclusion of qualifications in NQF
Bahrein	<u>General Directorate of NQF and Examinations</u>: within the structure of the Education and Training Quality Authority - **BQA** **NQF**: 10 niveis	2 functions (2 directorates): a) National examinations; b) NQF Operations
Namíbia	Namibia Qualifications Authority **(NQA)** – **NQA Council and its Committees** Established by the Namibia Qualifications Authority Act (Act 29 of 1996) **NQF**: 10 levels	Develop and manage NQF; be a forum for qualifications issues; professional standards; curriculum standards required to achieve professional standards; provider accreditation; register qualifications; RPL; data collection and analysis.

NQF governance models: benchmarking

Country	Lead NQF institution	Abrangência
Ireland	1. National Qualifications Authority (2001-2012) – first format 2. QQI (Quality Qualifications Ireland) – since 2012 Law 2012 (Qualifications and QA) NQF: 10 levels	"Swiss Army Knife" - many functions: • Quality assurance (post-secondary, not higher) • NQF- registration qualifications, integrity of NQF, referencing other QF; impact analysis and review of the NQF • Recognition of diplomas, qualifications • Promotion of Irish qualifications • National coordination point for relations with EQF
Kenya	Kenya National Qualifications Authority (KNQA) Law 2014 + regulation 2018 NQF: 10 levels	• Equation of qualifications • Registration of qualifications • RPL • Foreign qualifications: Certificates of equivalence • Credit accumulation and transfer
Portugal	• ANQ - first format • National Agency for Qualification and Professional Education (ANQEP) – revised & current structure • NQF: 8 levels	• National Qualifications Catalogue (CNQ): registration, update, integrity • RPL: RVCC System - develop and manage, coordinate RPL Centers ("Qualifica") • Monitoring, evaluation, regulation of TVET offer (for young people and adults) • Design of learning pathways, programs, methodologies, standards • National coordination point for relations with European Qualifications Framework (EQF)

NQF governance scheme - Namibia

Structure
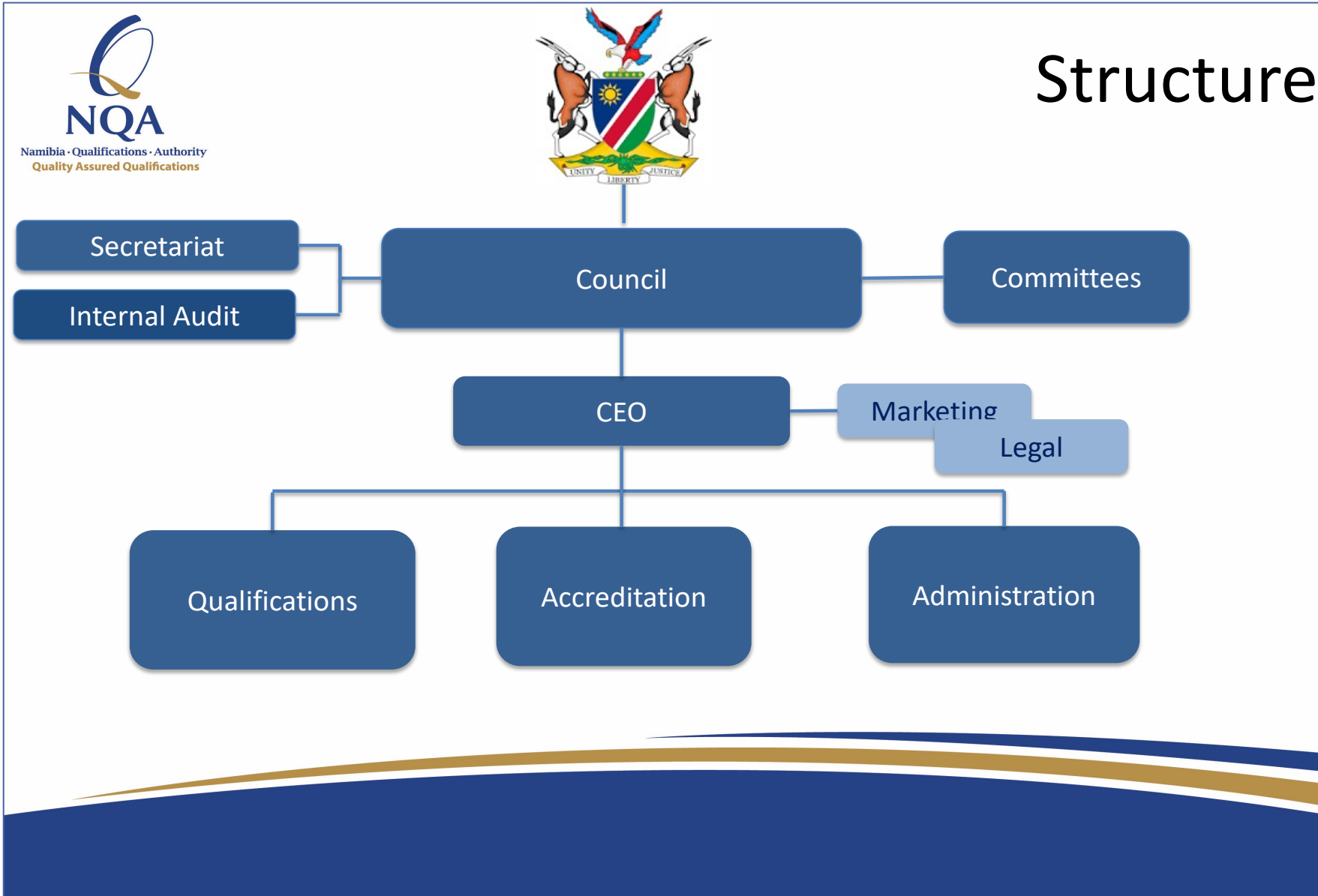
The NQA Council Committees:
- Executive Board
- Qualification Committee
- Accreditation, Assessment and Verification Committee
- Human Resources Committee
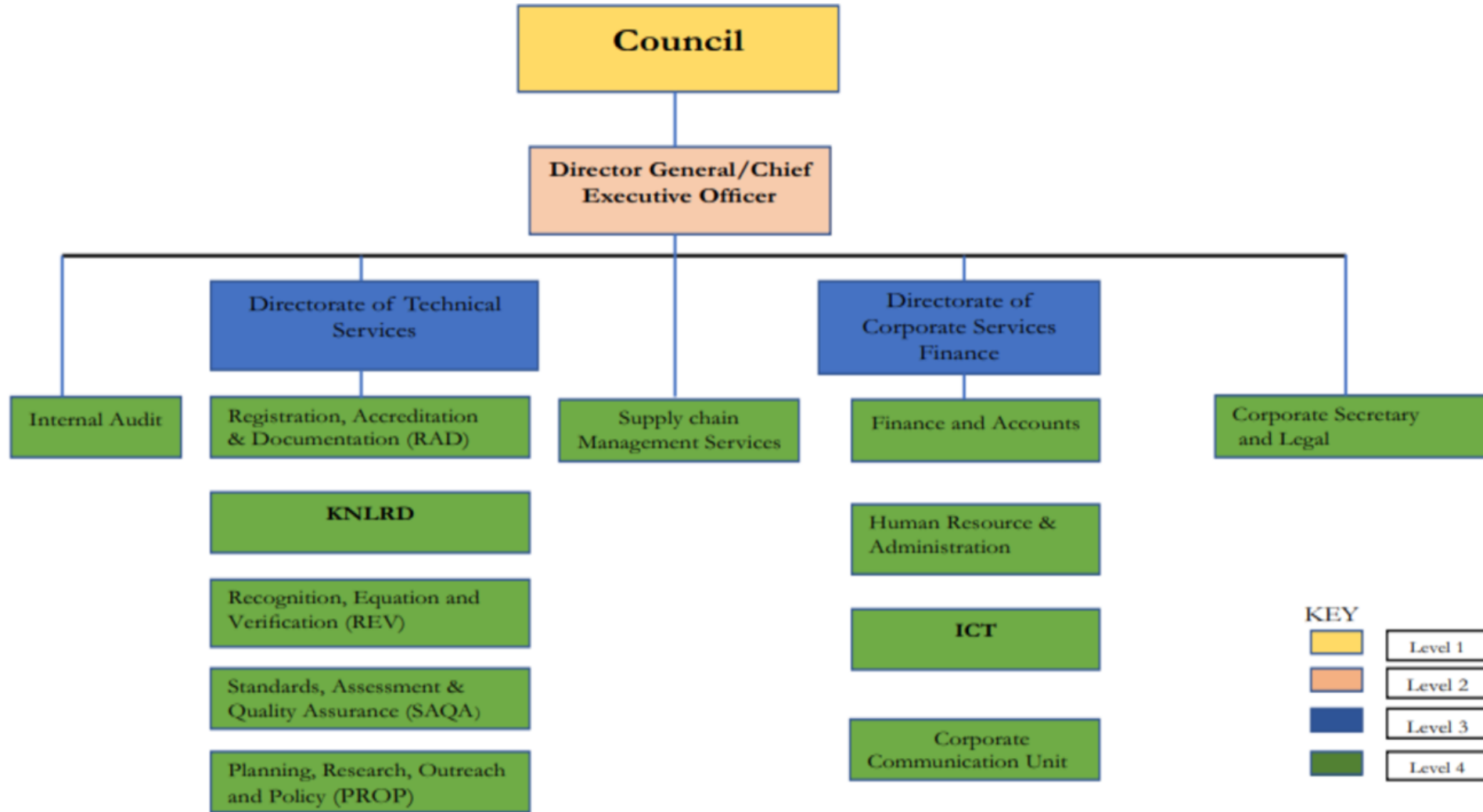- Finance Committee
- Risk and Audit Committee

NQF governance ecosystem - Kenya

Our Qualifications Ecosystem

Professional Bodies
Nursing council; Council for legal education etc.

TVET:
TVETA, CDACC, KNEC, KICD, NITA and Industry

Steering Committees
1. For NQF; and
2. KNLRD
3. CATs
4. RPL

Basic Education: Directorate of Educational Standards and Quality Assurance (ESQAC)

KNQA

University Education:
Commission for University Education; Universities

Chapters in a Book; Important Building Block
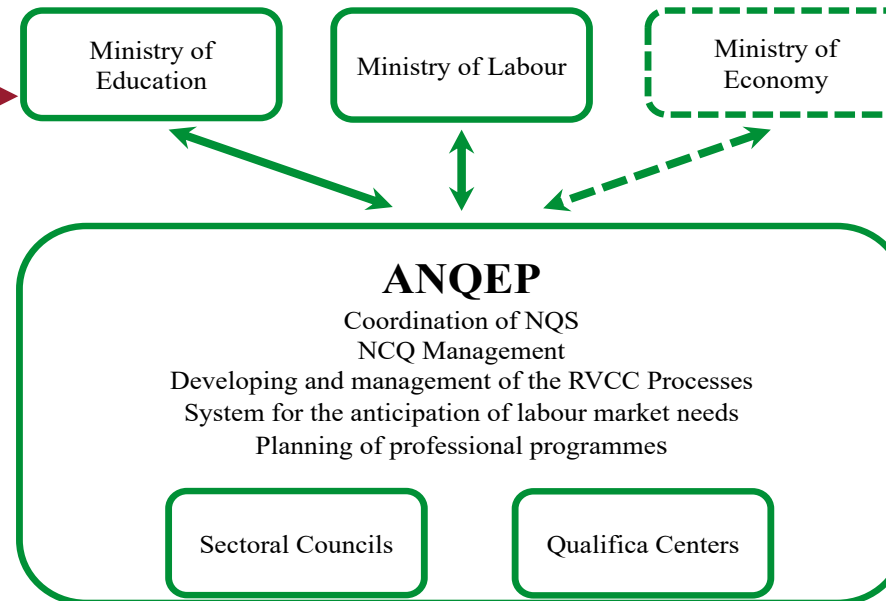
Organisational chart KNQA - Kenya

NQF governance scheme - Portugal

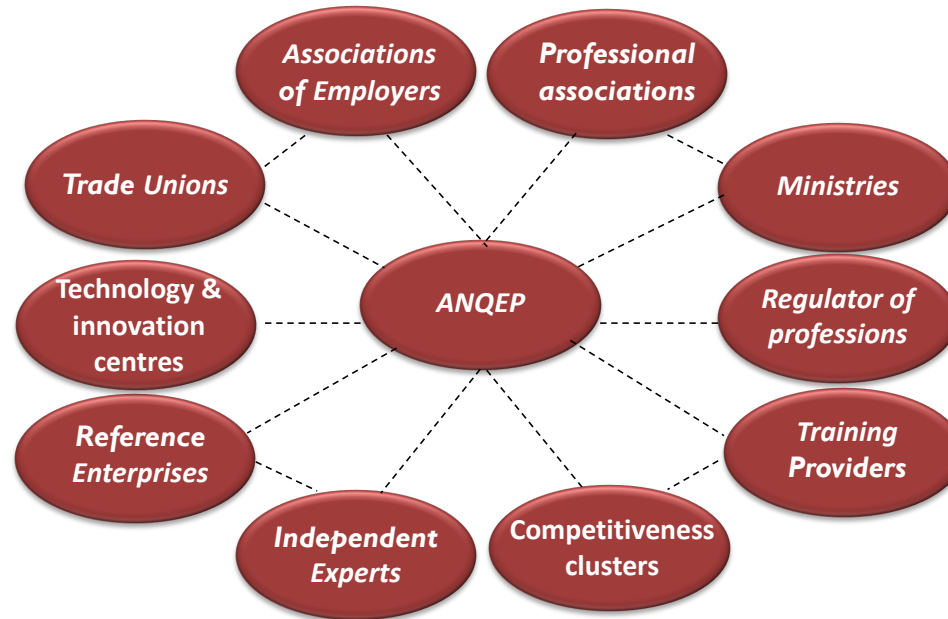**The Portuguese Qualifications Framework**

NQF implementation: Who does what (main institutions)?

Founders: 2 main ministries – Education and Labour – for the inclusive scope

Ministry of Education

Ministry of Labour

Ministry of Economy

ANQEP
Coordination of NQS
NCQ Management
Developing and management of the RVCC Processes
System for the anticipation of labour market needs
Planning of professional programmes

Sectoral Councils

Qualifica Centers

RĚPUBLICA PORTUGUESA

ANQEP
AGÊNCIA NACIONAL
PARA A QUALIFICAÇÃO E O
ENSINO PROFISSIONAL, I.P.

Sector qualifications councils – NQF Portugal

The Portuguese Qualifications Framework

Who are the main partners and stakeholders involved?

18 sector councils for qualifications

https://www.anqep.gov.pt/np4/indicadores_n3

REPÚBLICA PORTUGUESA

ANQEP
AGÊNCIA NACIONAL
PARA A QUALIFICAÇÃO E O
ENSINO PROFISSIONAL, I.P.

03

NQF governance: overview and recent developments in Africa

Overview of NQF governance models: cases in Africa

1. NQF Authorities (National Qualifications Agency, Authority, Institute) Legal entities of public law with managerial and financial autonomy. Established by legal acts. Purpose: to develop and implement the NQF; wide scope of functions and areas of work; registration and database of qualifications; multiple sources of financing (public budget, service fees, projects)	**Angola,** Botswana, Eswatini, Kenya, Mauritius, Namibia, Seychelles, South Africa, Zambia **New: D R Congo! Oct 2023**
2. Coordination Units NQF Independent legal entities, NQF focused scope of work, registration and database of qualifications.Quality assurance. RPL. Established by legal acts. Inter-stakeholder coordination functions.	Cape Verde
3. NQF management as one of the functions of existing agencies and councils Legal entities with governance and financial independence: Higher education councils; quality assurance and accreditation agencies (tertiary and higher education); TVET authorities	Egypt, The Gambia, Ghana, Lesotho, Malawi, Nigeria, Sierra Leone, Tanzania, Uganda
4. NQF coordination as part of the functions of ministerial departments, or other government instances (such as technical coordination units; national alignment committees). Often – temporary functions in respect to NQF Ministerial departments / structures tasked with coordination and development of NQFs. Most frequent ministries: labour and TVET; education; higher education. Technical coordination units accountable to Presidency of the country. Provisional inter-ministerial coordination commissions for NQF development	Cameroon, Malawi, Morocco, Rwanda, Senegal, Tunisia, Zimbabwe **Ghana TVET QF?**
5. Inter-ministerial, inter-stakeholder technical commissions / councils focused on NQF development and consultation, initial implementation stages Councils, commissions, working groups – often of temporary nature – until stable NQF governance setting is put in place	Mozambique, Sierra Leone, Ghana (towards comprehensive NQF?) Morocco (National Permanent Commission working with the coordinating Ministry);

New developments in 2021-2023

Democratic Republic of Congo: Oct 2023 – Cabinet Ministers approved Decree establishing NQF Authority (called: ACRCQP)

- **Seychelles**

New Seychelles Qualifications Authority (SQA) Act 57/2021, entered into force on 1 May 2022

- **Angola**

New decree n° 208/2022 of 23/07/2022: establishes the National Qualifications Institute and defines its organic statute

- **Ethiopia**

FDRE Education and Training Authority

https://eta.et/

https://www.facebook.com/EducationAndTrainingAuthority

https://t.me/ETA_info

https://www.youtube.com/channel/UCUJZPk3EDLFYi44kMwC1RCg

https://twitter.com/FDRE_ETA

http://www.linkedin.com/in/education-and-training-authority

- **Mozambique**

New decree n° 61/2022 of 23/11/2022: establishes new integrated NQF and the Coordination setting of the NQF (based on Technical Commission)

# Newest data from ACQF-II NQF Survey (09-10/2023) – analysis ongoing

29 countries participated !

THANK YOU!

Angola, Eswatini, Ghana, Guiné-Bissau, Kenya, Mozambique, Senegal, Sierra Leone, South Africa, South Sudan, Zambia, Burkina Faso, Cabo Verde, Cameroon, DR Congo, Djibouti, Ethiopia, The Gambia, Madagascar, Malawi, Namibia, Nigeria, Seychelles, Somalia, Sudan, Tanzania, Tunisia, Uganda, Zimbabwe

Some survey results on governance (1)

11. Who is responsible for the overall coordination and oversight of the NQF development/implementation?
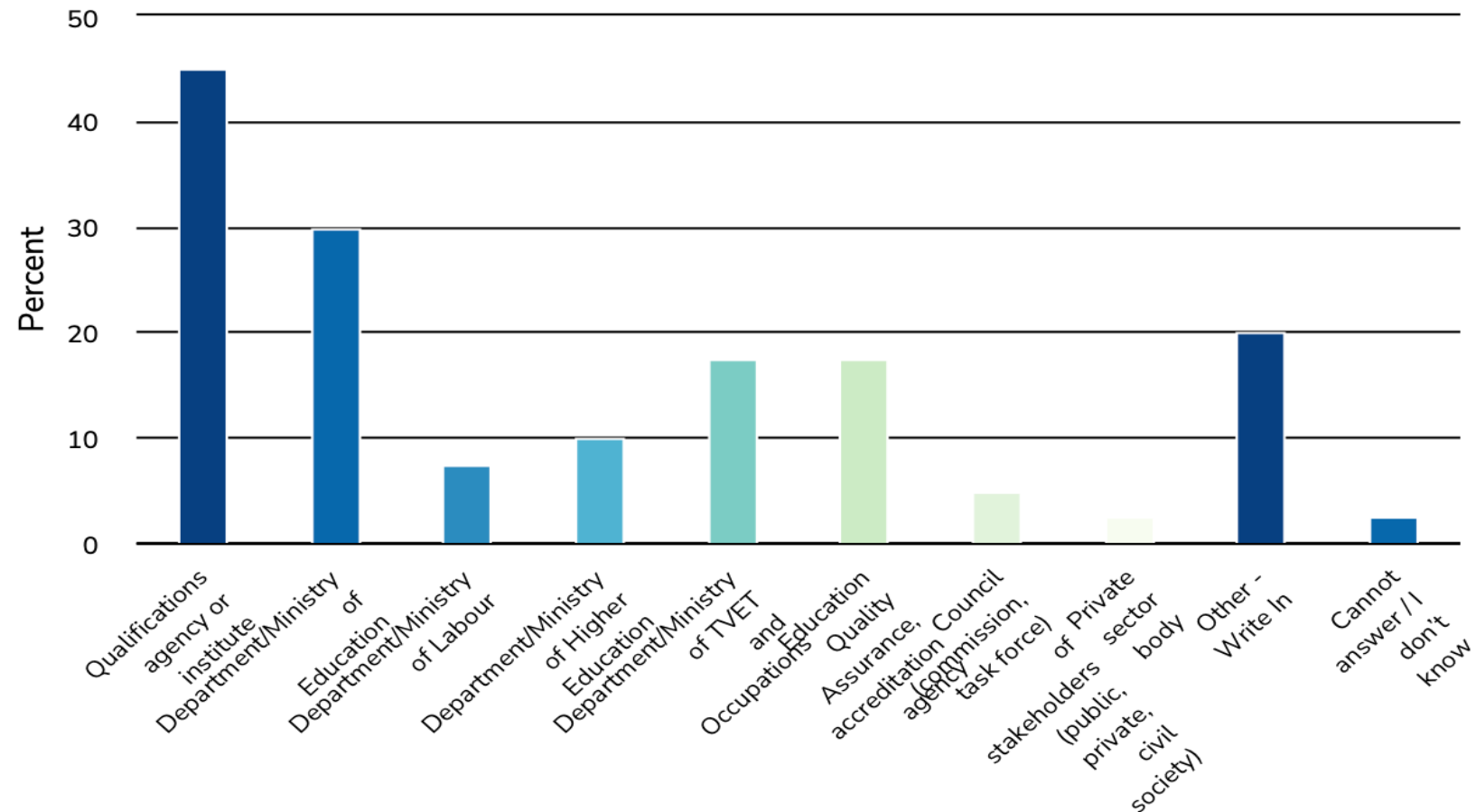
ACQF-II National Qualifications Frameworks (NQF) Survey
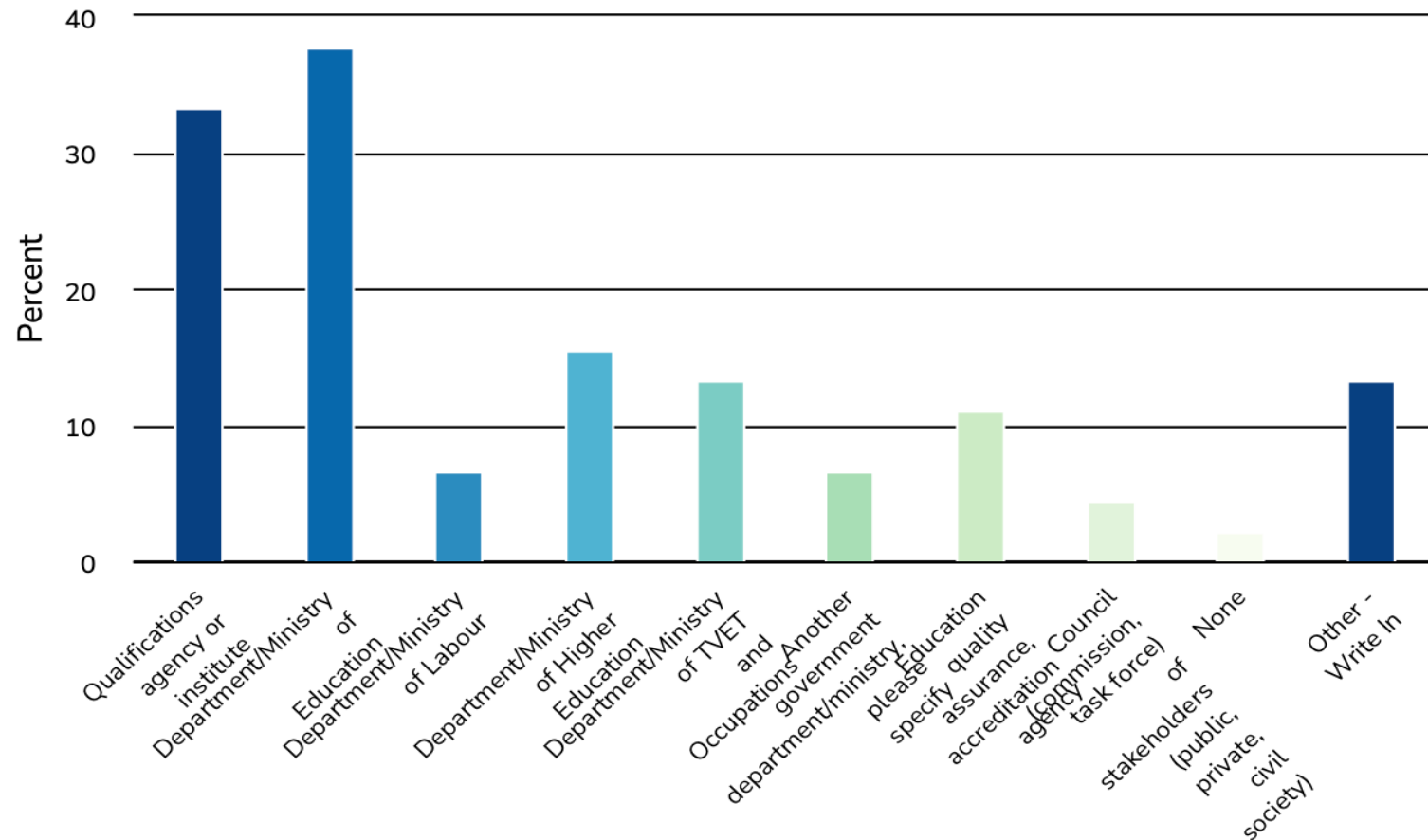
Some survey results on governance (2)

12. Who is responsible for the implementation and day-to-day running of the NQF?
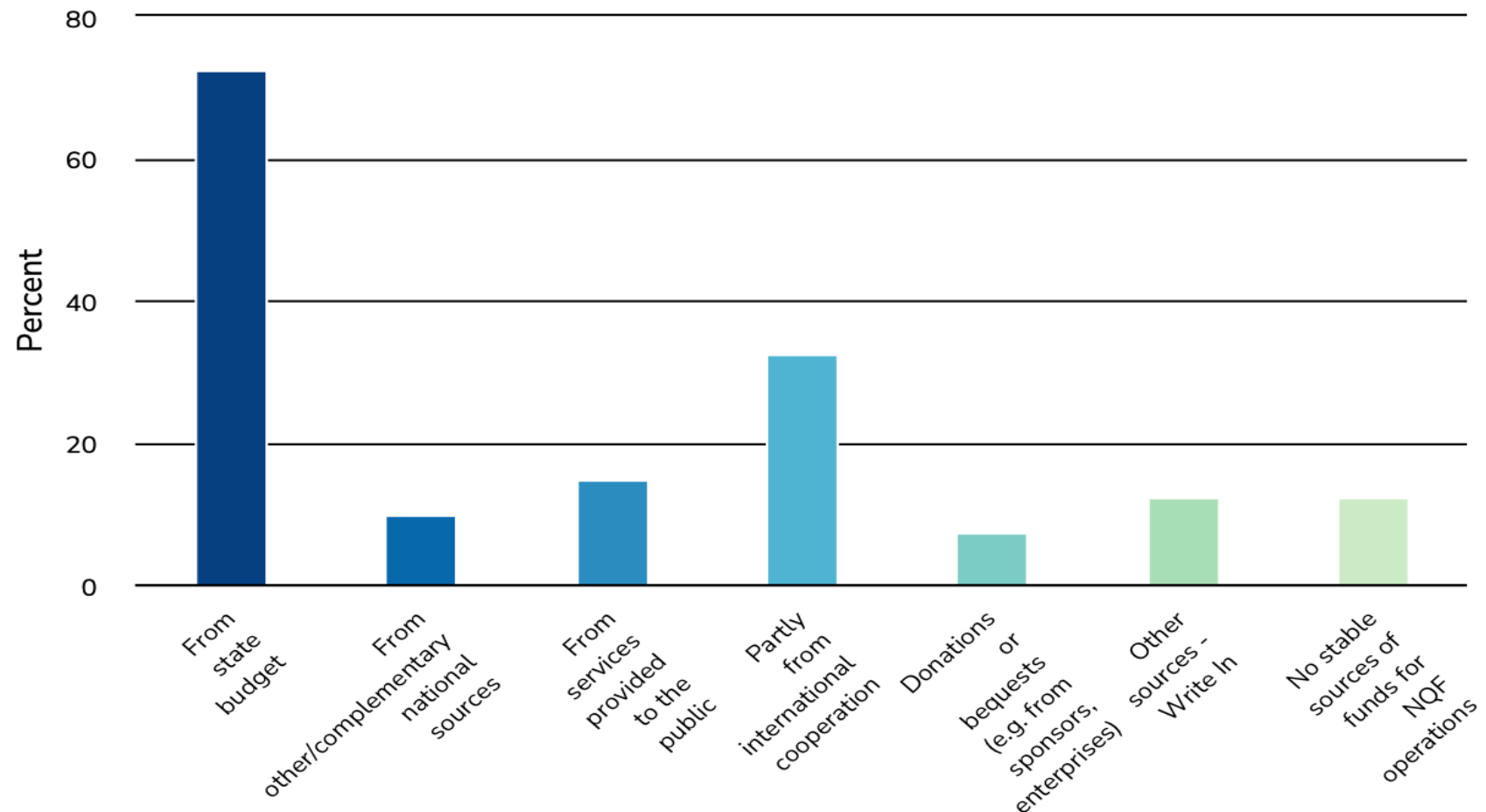

ACQF-II National Qualifications Frameworks (NQF) Survey

Some survey results on governance (3)

13. Are the resources (financial, human) for the NQF operations (development, implementation, operation) supported:

ACQF-II National Qualifications Frameworks (NQF) Survey

Some survey results on governance (4)

19. What is the legal basis of your NQF?

ACQF-II National Qualifications Frameworks (NQF) Survey

5% Cannot answer

5% Guidelines on registration of qualifications

35% Decree on the NQF

55% Law / Act on the NQF authority
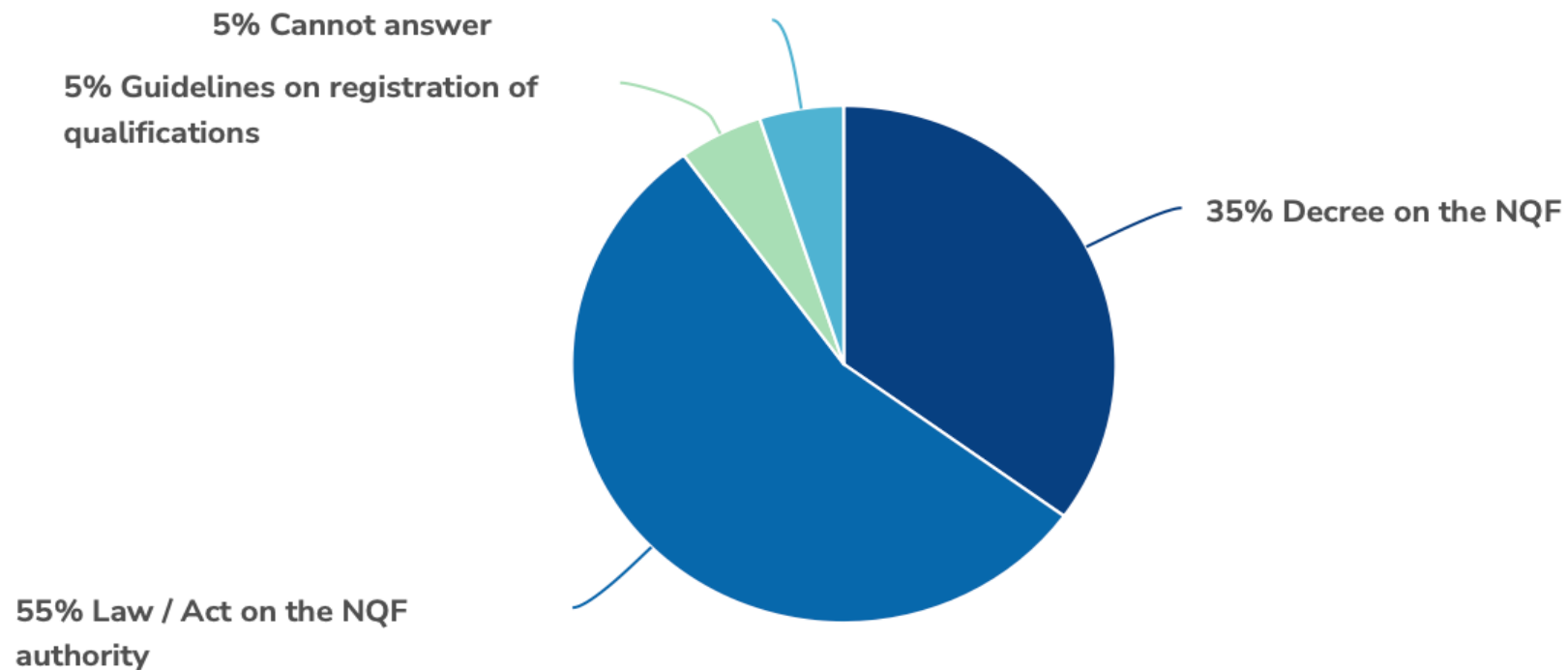
Some survey results on governance (5-1)
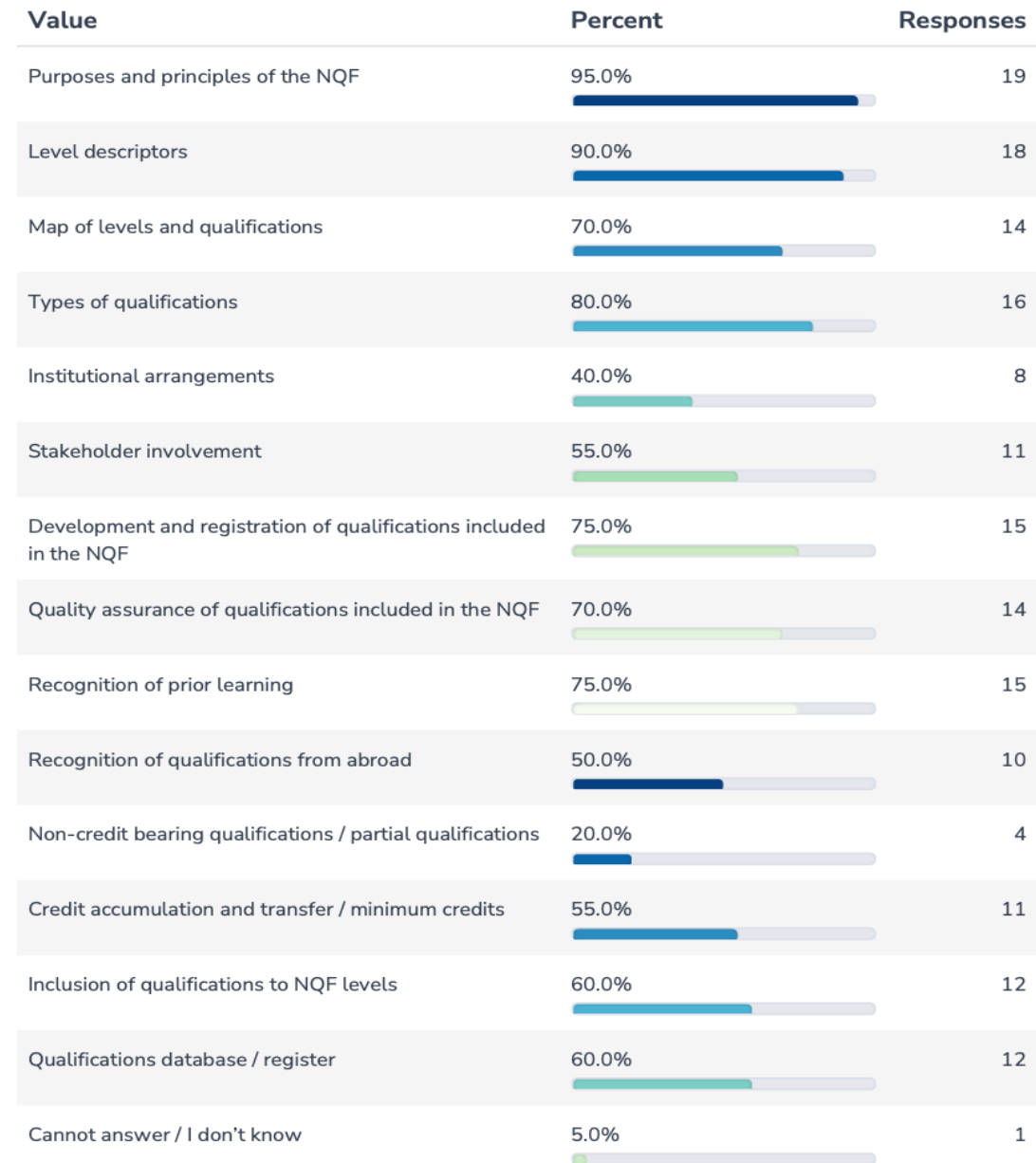
21. What areas does the legal basis for NQF regulate?Please select all that apply.

ACQF-II National Qualifications Frameworks (NQF) Survey

Some survey results on governance (5-2)

Value	Percent		Responses
Purposes and principles of the NQF	95.0%		19
Level descriptors	90.0%		18
Map of levels and qualifications	70.0%		14
Types of qualifications	80.0%		16
Institutional arrangements	40.0%		8
Stakeholder involvement	55.0%		11
Development and registration of qualifications included in the NQF	75.0%		15
Quality assurance of qualifications included in the NQF	70.0%		14
Recognition of prior learning	75.0%		15
Recognition of qualifications from abroad	50.0%		10
Non-credit bearing qualifications / partial qualifications	20.0%		4
Credit accumulation and transfer / minimum credits	55.0%		11
Inclusion of qualifications to NQF levels	60.0%		12
Qualifications database / register	60.0%		12
Cannot answer / I don't know	5.0%		1

New SQA Act 2022 - functions

Mission of SQA:

- To develop and enhance a national qualifications framework that elevates and recognizes competencies whilst promoting quality education and training.

Functions of SQA

According to new SQA Act Nº 57/2021 (full list included in chapter 5.4 of this report):

(a) recognise, evaluate and register national qualifications and part qualifications on NQF

(b) generate and register national unit standards and qualifications for occupations and professions and ensure their relevance to social and economic needs;

(c) maintain a national database of registered and accredited providers, programmes, qualifications and part qualifications, as prescribed;

(d) design, develop and implement a common quality assurance system, and regulate compliance therewith;

(e) develop and review quality standards and ensure compliance by providers through a monitoring system;

(f) accredit tertiary education and training providers and other providers of post compulsory education and training and monitor that such providers continue to comply with prescribed standards and criteria;

(g) accredit programmes and courses of education and training and monitor that such programmes and courses continue to comply with prescribed standards and criteria;

(h) conduct inspection of established and registered schools to ensure national education quality and standards are maintained;

(i) review the policies and criteria on which the National Qualifications Framework is based;

(j) establish policy, criteria and procedures for, and monitor the process of evaluation and recognition of competencies acquired formally , informally and non-formally through Recognition of Prior Learning;

(k) establish policy and criteria for credit accumulation and credit transfer;

(l) recognise, evaluate and establish equivalence of foreign qualifications to the levels of the National Qualifications Framework and record the decisions made;

(m) develop a policy and criteria for the recognition of foreign programmes leading to the award of qualifications and part qualifications delivered by or through local tertiary education and training providers;

(n) develop a policy for recognition by the Authority of any foreign qualification before the qualification bearer may be entitled to enter into an occupation or a profession;

(o) promote international recognition of the national qualifications and the international comparability of national qualifications;

(p) register tertiary education and training providers and other providers of post compulsory education and training and maintain a register to this effect;

New National Qualifications Institute Angola - functions

- Manage the NQF and National Catalogue of Qualifications (CNQ)

- Update the CNQ with support of Sector Qualifications Councils (CSQ) and Technical CSQ (CTSQ)

- Coordinate CSQ and CTSQ, assure participation of socio-economic partners

- Coordinate and support development of national education and training policies

- Promote national qualifications

- Promote mechanisms for efficient articulation between systems of education and vocational training

- Identify and elaborate occupational profiles - basis for training standards

- Contribute to approximation between professional and academic qualifications

- Define the methodology for elaboration of qualifications and develop models of occupational profiles, and competency and training standards

- Publish guides and reports about professional qualifications, technical glossaries and procedures manuals for the National Qualifications System

- Support recognition of qualifications acquired abroad

- Develop analyses related to social, labour market and technological developments and impact on qualifications

- Contribute to develop system of accreditation and certification of training providers

- Propose and support development of monitoring and evaluation and quality assurance of the National Qualifications System

- Develop the action plans and programmes for implementation of the National Qualifications System and its instruments

- Build and maintain the National Qualifications System and develop relations with NQF / NQS of other countries and regions

Learn more on NQF governance

- ACQF capacity development - 6 governance models: https://acqf.africa/capacity-development-programme/nqfs-learning-materials/6-nqfs-governance-models

- ACQF Mapping study collection: https://acqf.africa/resources/mapping-study

- Mapping SADC NQF for Review of SADCQF implementation. Annex.

Questions

Thank you

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