

ACQF NEWS

BUILDING AFRICA'S FUTURE, ONE QUALIFICATION AT A TIME

6TH ACQF CONTINENTAL FORUM





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Theme:

Advancing Qualifications Frameworks for Skills, Mobility, and Inclusion

"The Troika Presidency is the governance mechanism that ensures continuity and coherence in decision-making. It brings together three leaders representing three National Qualifications Authorities. In relation to the ACQF, the Troika Presidency helps maintain momentum, provides oversight, and ensures that the initiative remains aligned with the AU's broader integration agenda and policy priorities."



MESSAGE FROM THE TROIKA LEADERSHIP

This month, the **Troika Presidency**—comprising *South Africa, Zambia, and Kenya*—reaffirms its commitment to strengthening the African Continental Qualifications Framework (ACQF) through improved systems for quality assurance, alignment, and recognition of qualifications across the continent. In this edition, we highlight milestones from the 6th ACQF Forum in Mauritius, showcase national good practices in RPL and micro-credentials, and explore the growing focus on green skills shaping Africa's qualifications future.

- Focal areas include:
 - Enhancing cross-border recognition of qualifications to support labor mobility.
 - Promoting digital credentials and micro-credentialing as flexible paths for lifelong learning.
 - Ensuring inclusivity, particularly for marginalized learners, refugees, and those in informal sectors.

UNDERSTANDING THE ACQF

First, some context: ACQF stands for the African Continental Qualifications Framework. It is a policy initiative of the African Union (AU) designed to harmonize qualifications across African countries. Its core goals include increasing transparency, comparability, and trust in qualifications; supporting mobility for learners and workers across borders; and strengthening national qualifications frameworks (NQFs) in alignment with continental standards.

The ACQF also aligns with broader AU strategic goals, such as Agenda 2063, and is supported by interventions like the African Continental Free Trade Area (AfCFTA) and lifelong learning systems. The European Union (through the European Training Foundation, ETF) has played a major technical role in supporting the development of ACQF.

The ACQF concept was first launched by the African Union in July 2019, with technical and financial backing from partners such as the European Union, GIZ (the German development agency), and ETF.

The impetus for ACQF is deeply tied to continental priorities: not only to harmonize education and training systems but also to facilitate qualification recognition in the face of increasing labor mobility and the implementation of the AfCFTA.

WHAT IS THE TROIKA LEADERSHIP?

The ACQF Network was formally organized following an inception dialogue among stakeholders. During these discussions, governance options were debated, and the troika presidency emerged as a preferred model for its balance of representation, expertise, and continuity.

In the governance structure of the ACQF Network, a troika presidency is used. This means that three countries jointly lead the Network's presidency at any given time. The troika is composed of member states with well-developed NQFs and substantial experience in qualifications frameworks.

In January 2025, terms of reference for the ACQF Network were agreed, solidifying the troika structure.

The Network's presidency elections concluded in April 2025, resulting in the current troika:

- a.Kenya Kenya National Qualifications Authority, represented by Dr. Alice Kande
- b. South Africa South African Qualifications Authority, represented by Ms. Nadia Starr
- c.Zambia Zambia Qualifications Authority, represented by Ms. Mercy Ngoma







Dr. Alice Kande, CEO KNQA

AFRICA CHARTS THE FUTURE OF EDUCATION: HIGHLIGHTS FROM THE 6TH AFRICAN CONTINENTAL QUALIFICATIONS FRAMEWORK (ACQF) FORUM IN MAURITIUS

The 6th African Continental Qualifications Framework (ACQF) Continental Forum took place from **30 September to 2 October 2025 at the Caudan Arts Centre, Port Louis, Mauritius**, bringing together education policymakers, technical experts, and stakeholders from across the continent under the theme "Building Future-Ready Qualifications Systems for Africa."

Organised by the ACQF Network and its Presidency—comprising SAQA (South Africa), KNQA (Kenya), and ZAQA (Zambia)—and co-hosted by the Higher Education Commission (HEC) of Mauritius, the forum reinforced Africa's shared commitment to transparent, comparable, and trusted qualifications systems that drive employability, innovation, and continental integration.

SETTING THE TONE FOR COLLABORATION AND INNOVATION



In her opening remarks, **Dr. Alice Kande**, CEO of KNQA, welcomed delegates and emphasized the ACQF's vital role in fostering mutual trust among the qualifications systems of Africa's 55 nations. She highlighted the transformative potential of the **Qualifications and Credentials Platform** (**QCP**), a digital innovation designed to enhance transparency, data-sharing, and connectivity across education and training systems.

Mohee, Executive Director of HEC Mauritius, celebrated the nation's pioneering efforts in educational reform, including the launch of the National Credit Value Transfer System and a national framework for micro-credentials—the first of its kind in Africa. These initiatives, she noted, align academic learning with industry needs, enabling flexible, stackable pathways to lifelong learning.





Hon. Dr. Kaviraj Sharma Sukon, Minister of Tertiary Education, Science and Research, reaffirmed Mauritius's commitment to advancing digital transformation and regional mobility in higher education. He advocated for the ACQF to serve as a "continental hotspot" that supports seamless learner and professional movement across African borders.



DRIVING CONTINENTAL AND GLOBAL PARTNERSHIPS

Representatives from the European Union (EU) and European Training Foundation (ETF) underscored Europe's ongoing support for Africa's education and skills agenda. Through projects such as ACQF-II (2023-2026) and Horizon Europe, the EU is helping countries reference African their national frameworks. promote recognition of prior learning (RPL), and strengthen digital and green skills aligned with the African Continental Free Trade Area (AfCFTA).

The EU's €150 billion Global Gateway and Team Europe OP-VET Initiative were spotlighted as strategic investments to boost vocational education, employability, and sustainable development.



SHAPING FUTURE SKILLS AND QUALITY EDUCATION

Several sessions focused on emerging priorities in skills and quality assurance.

- Micro-credentials and RPL: Experts showcased best practices for integrating micro-credentials into national qualifications frameworks, ensuring their recognition and alignment with labour market needs.
- Green and Digital Skills: Data from the ACQF Skills Dashboard revealed rising demand for green and digital competencies, urging education systems to adapt to climate and technological transitions.
- **Academic Integrity**: The Global Academic Integrity Network (GAIN), coled by Ireland and Australia, shared strategies to combat academic fraud and promote ethical learning globally.
- Quality and Recognition: UNESCO's Triple Helix Framework— Recognition, Cooperation, and Quality—was presented as a cornerstone for harmonizing standards and fostering international

aallabaration

1

CLUSTER 1

Advancing national referencing to the ACQF to enable recognition of qualifications.

2

CLUSTER 2

Accelerating adoption of the QCP and promoting digitalization across education systems.

CLUSTERS ADVANCE IMPLEMENTATION OF THE ACQF AGENDA

The Forum's five technical clusters reported significant progress:

3 CLUSTER 3

Strengthening NQF, RPL, and quality assurance implementation across member states.

4

CLUSTER 4

Enhancing communication, visibility, and knowledge-sharing, including plans to launch an ACQF Newsletter.

5

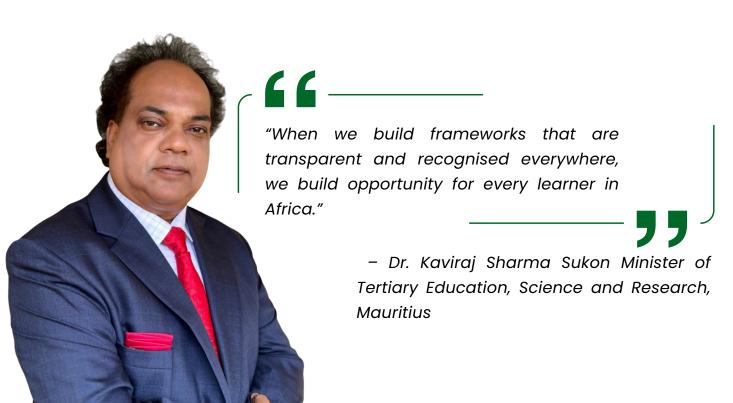
CLUSTER 5

Exploring legal frameworks for the ACQF's formal registration, with Kenya emerging as a preferred host country.



The forum concluded with a strong call for sustainability beyond the lifespan of the ACQF-II project, which ends in 2026. Delegates emphasized the need for a permanent ACQF governance structure to safeguard achievements such as the Qualifications and Credentials Platform, occupational profiles, and ongoing capacity-building programmes.

Nairobi, Kenya, and Addis Ababa, Ethiopia, were proposed as potential hosts for the next forum. The closing session reaffirmed Africa's shared vision of a cohesive, inclusive, and future-ready education and training ecosystem that supports mobility, mutual recognition, and lifelong learning for all.



SUCCESS STORY OF THE MONTH MAINSTREAMING MICRO-CREDENTIALS IN KENYA

What was done:



The Kenya National Qualifications Authority (KNQA), together with the Commonwealth of Learning and local training providers, developed a pilot scheme integrating micro-credentials into the Kenya Qualifications Framework. This includes defining standards, validation processes, and digital verification tools.

B

Why it matters:

Micro-credentials enable learners to gain recognition for short, skills-based learning, especially beneficial for youth, working professionals, and those who learn outside formal systems.

Impact so far:



- Over 1,200 stakeholders engaged—comprising employers, training providers, government bodies, and learners.
- Two pilot programmes successfully validated micro-credentials in ICT Skills and Green Skills.
- Initial results indicate improved employability for over 300 participants who used documented micro-credentials in job applications.

Looking ahead:



- The KNQA plans to submit a formal Micro-Credentials Policy by Q2 next year, which will include guidelines for quality assurance, recognition, and digital credentialing.
- See the full case study on the ACQF website: acqfau.org/case-studies

GOOD PRACTICES & INNOVATIVE APPROACHES

Here are three models from Member States that are giving strong examples:

South Africa	Developed robust Recognition of Prior Learning (RPL) guidelines; expanded to include informal and community-based skills.	More people, especially in rural areas, now get formal recognition; reduces redundancy in learning; supports lifelong learning.
Namibia	Digitisation of NQF; launched an online verification portal for qualifications and certificates.	Employers and educational institutions can verify credentials in minutes; reduces fraud; enhances trust.
Morocco	Introduced Sectoral Qualification Standards for emerging industries (e.g. renewable energy, digital services).	Aligns training with industry needs; improves employability; supports green and tech transitions.



To explore more good practices and resources, check the ACQF Knowledge Hub: acqf-au.org/resources



Here are newly released reports, toolkits, and online resources valuable to NQAs, policymakers, and stakeholders:

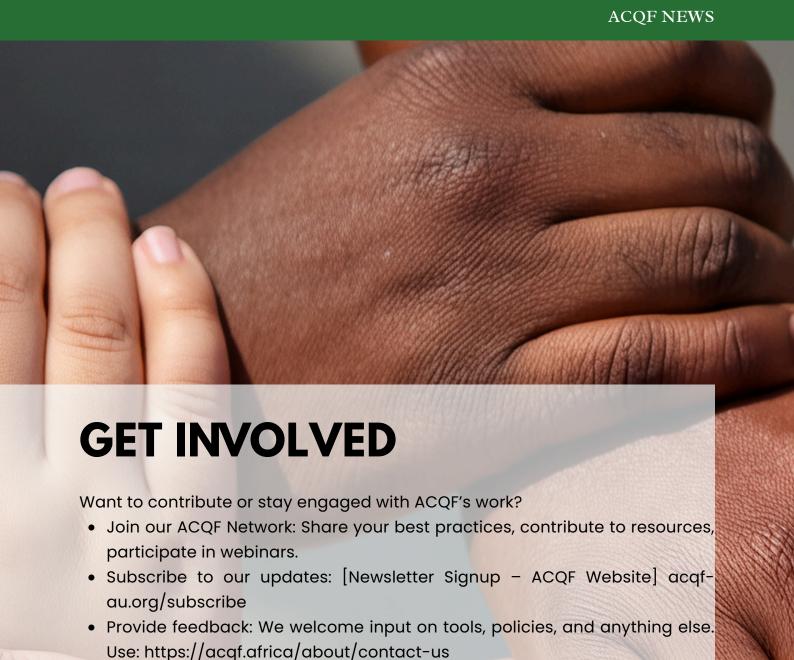
- ACQF Policy Brief #7: Harnessing Digital Credentials for African Skills Mobility — discusses technical frameworks, standards, and case studies for digital credentials.
- Case Study Compendium: A collection of 10 detailed country reports covering NQF reforms, recognition systems, and stakeholder engagement.
- **Training Toolkit**: Practical guidance for referencing National Qualifications Frameworks to the ACQF—includes templates, checklist, and peer learning module.



For downloads, graphics, and supporting data tables, visit: acqf-au.org/publications



- Over 40 African countries have submitted their framework referencing plans to the ACQF Secretariat.
- The ACQF online portal has seen a 25% increase in traffic this month, especially to the Good Practice and Resource sections.
- Launch of an online forum on the ACQF website for peer-learning among member states.



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RECOGNITION OF PRIOR LEARNING (RPL) AND THE ACQF: PROGRESS BY COUNTRIES

The Recognition of Prior Learning (RPL) enables individuals' learning – acquired through formal, non-formal, and informal pathways - to be assessed, recognised, and certified so that it can contribute towards qualifications, employment opportunities and lifelong learning. Within the ACQF context, RPL contributes to key objectives of transparency, mobility, and comparability of qualifications across Africa.

Below are key indicators of progress made by countries in implementing RPL within the ACQF framework, drawn from surveys, case studies and continental initiatives:

Key Instruments & Frameworks

The **ACQF** Policy Document was validated by the African Union Commission (AUC) in July 2023, and implementation has formally begun via the ACQF-II project (2023-2026).

ACQF has issued guidelines on "Validation and Recognition of Learning" which explicitly include RPL/Validation of Acquired Experience as major a instrument.



Country Progress - Selected Examples

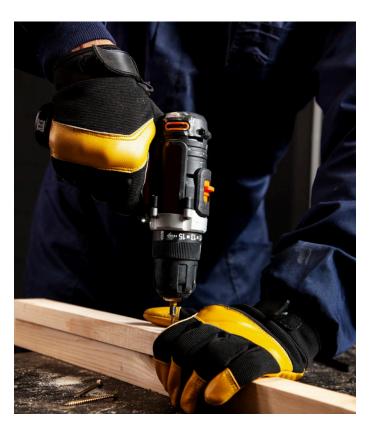
- The 2024 ACQF-II survey on RPL received responses from 28 African countries, mapping the state of policies and practice.
- In that survey, approximately 40% of responding countries indicated that their RPL policies were "established but not yet functioning" — meaning framework exists but implementation is still developing.
- Many countries are in preparatory phases: stakeholder consultations, pilot programmes, needs assessments. For example, the survey notes that Technical & Vocational Education and Training (TVET) sectors are the most commonly covered by RPL programmes in African countries.
- Specific country cases:
 - Kenya launched a national RPL 2024, policy in March standardising process of the identifying, documenting, assessing and certifying skills acquired informally and nonformally.
 - Kenya is also among the first six countries to reference its National Qualifications Framework (KNQF) to the ACQF, thereby aligning nationally with the continental instrument.
 - A group of five countries Cabo Verde, Kenya, Mauritius, Seychelles, and South Africa have expressed interest in referencing their NQFs to the ACQF.

- Peer-learning and forums: Between May 2023 and November 2024, 11 multicountry forums were held across eight African capitals, gathering stakeholders from 33 countries to share RPL, knowledge on NOFs, digitalisation of qualifications, etc.
- Additional countries have been identified as priority for ACQF-II technical support in developing RPL and related policies: e.g., in the report, Botswana, Angola, DRC. Eswatini, Ghana, Guinea-Bissau, Malawi, Mozambique, Seychelles, Senegal, Sierra Leone and Zambia are mentioned.

Insights & Emerging Trends

- RPL is increasingly recognised an just as access mechanism but also as a credentialing mechanism: many countries allow **RPL** outcomes full such as qualification attainment, credit transfer to qualification, or exemptions from modules.
- emphasis is strong emerging on using employability, enhance not access formal only to education. The majority of surveyed countries selected employability the as top priority for RPL.
- The design of RPL systems varies considerably across countries: some limit eligibility,

- some have separate assessment systems, others integrate RPL within mainstream assessment frameworks.
- Major challenges remain: funding and sustainability of RPL processes; stakeholder awareness; trust in certification processes; interministerial coordination.



- **Implications for Policy & Practice**
 - The alignment of national frameworks (NQFs) with the ACQF will strengthen RPL credibility and facilitate crossborder recognition of skills and qualifications.
 - Countries at an advanced stage of NQF and RPL development (e.g., Kenya, South Africa, Mauritius) can provide model practices for others.
 - Emphasis should be placed on creating transparent, quality-assured RPL policies, building capacity of assessors, engaging employers and informal-sector stakeholders, and

- leveraging digital platforms for credentials.
- evaluation and Monitoring mechanisms should be strengthened to track how many individuals access and benefit from RPL, how RPL links to lifelong learning and employment outcomes, and how it interacts with the ACQF referencing and qualification mobility agenda.

By drawing on concrete countrylevel progress, it becomes clear that RPL is gaining momentum **ACQF** within the ecosystem across Africa. It is increasingly moving from policy formulation to implementation phases, unevenly among countries, and presents a critical mechanism for Africa's qualifications making systems more inclusive, flexible and mobility-friendly.

Country	RPL Policy Status	Key Developments / Milestones	Alignment with ACQF / NQF Status	Challenges & Next Steps
Kenya	National RPL Policy launched (2024)	• Developed comprehensive RPL guidelines through KNQA. • Piloted RPL in TVET and informal sector. • Policy supports validation of skills acquired outside formal education.	Among first six countries to reference NQF to ACQF. Integration of RPL within national quality assurance mechanisms.	Scaling implementati on across sectors; awareness creation; assessor training.
South Africa	Mature RPL system (since 2008)	Established RPL centres across education and training institutions. National RPL policy (2016) fully operational. Used for credit transfer and full qualification awards.	Acts as a reference model for ACQF guidelines and peer learning.	Ensuring inclusivity across provinces; cost and sustainability.
Mauritius	Operational national RPL framework (since 2013)	• RPL implemented under Mauritius Qualifications Authority (MQA). • Covers vocational, professional and higher education sectors.	Participating country in ACQF referencing process.	Expanding to non-formal and community learning sectors.
Seychelles	Policy framework under review	 Ongoing development of national RPL strategy within NQF. Engaged in ACQF capacity-building activities. 	Expressed intent to reference NQF to ACQF by 2026.	Need for standardized tools and assessor capacity.

Ghana	RPL policy in draft stage	 Technical working group established. Pilots conducted in informal sector (artisans, construction). 	Beneficiary of ACQF-II technical assistance.	Finalization of policy and integration into NQF system.
Mozambique	Policy and pilot phase	• Supported by ACQF-II to develop RPL procedures. • Focus on TVET and adult learning.	Participating in ACQF survey and peer learning network.	Establishing national database and certification process.
Eswatini	Early developmen t stage	• Benchmarking visits (e.g., to KNQA-Kenya, 2025). • Developing policy framework for assessment and certification.	Linked to ACQF- II technical cooperation.	Capacity building and institutional coordination.
Botswana	Policy approved, implementat ion ongoing	• BQA managing RPL across TVET and higher education. • Collaboration with employers for workplace skills recognition.	Engaged in ACQF peer-learning activities.	Expanding to non-formal learning and continuous professional sectors.
Cabo Verde	Functioning RPL policy	• Active use of RPL for adults and workers. • Included in ACQF referencing pioneer group.	NQF referenced to ACQF.	Strengthen monitoring and evaluation mechanisms.
Zambia	Policy and pilots operational	• RPL integrated into Zambia Qualifications Framework. • Sectoral pilots in mining and construction.	Part of ACQF-II survey and collaboration network.	Building awareness among employers and education providers.

Key Continental Insights

- Over 28 African countries participated in the 2024 ACQF-II survey on RPL, mapping policies and practices.
- Approximately 40% of surveyed countries have RPL policies established but not yet fully operational.
- **TVET** sectors are leading in implementation, though integration into higher education is growing.
- Countries such as **Kenya**, **South Africa**, **Mauritius**, **and Cabo Verde** are emerging as continental reference models for RPL and ACQF alignment.
- Major gaps remain in funding, awareness, and standardization, which ACQF-II seeks to address through technical support, peer learning, and policy harmonization.

MICRO-CREDENTIALS AND THE AFRICAN CONTINENTAL QUALIFICATIONS FRAMEWORK (ACQF)

Micro-credentials are short, targeted learning programmes that certify specific skills, knowledge, or competencies acquired through formal, nonformal, or online learning. Unlike traditional qualifications, which often require long periods of study, micro-credentials focus on well-defined learning outcomes that meet immediate labour market or professional development needs. They are typically flexible, modular, and stackable—allowing learners to build their skills progressively and, in some cases, combine several micro-credentials towards a full qualification.

Across Africa, micro-credentials are gaining momentum as an innovative response to the changing world of work, driven by technological advancement, digital transformation, and shifting employment patterns. They offer opportunities for upskilling and reskilling workers, enhancing employability, and supporting lifelong learning.

The African Continental Qualifications Framework (ACQF)—an initiative of the African Union (AU)—provides a continental platform to promote the recognition, transparency, and quality assurance of qualifications, including micro-credentials. Within the ACQF, micro-credentials are seen as an important tool to widen access to learning, bridge skills gaps, and support mobility of learners and workers across African countries.

By aligning micro-credentials with the National Qualifications Frameworks (NQFs) and referencing them to the ACQF, African countries can ensure that these new forms of learning are credible, comparable, and portable across borders. This alignment helps establish clear standards for design, delivery, and assessment—ensuring that micro-credentials carry consistent value and recognition across institutions and employers.

The ACQF is also developing guidelines and typologies for the inclusion of micro-credentials in qualifications systems. These efforts support harmonisation and quality assurance while enabling education and training providers to innovate in flexible and demand-driven ways.

As Africa advances toward an integrated education and skills development ecosystem, micro-credentials, guided by the ACQF principles, represent a powerful instrument for lifelong learning, employability, and inclusive growth across the continent.

Key Recent Publications & Reports

ACQF Survey 2024: National Qualifications Frameworks in Africa

- This report presents findings from 51 complete responses across 29 African countries.
- It examines NQF development status, governance, learning outcomes, credit systems, needs, and lessons learned.

ACQF Publications List (Updated 31 December 2024)

A comprehensive listing of the ACQF-II project's outputs (2019–2022; 2023–2024), including surveys, mapping studies, policy & guidelines, reports, factsheets etc.

ACQF Thematic Briefs (via NEPAD / Skills Portal for Youth)

A series of briefs on topics like:

- Level descriptors in qualifications frameworks (24 frameworks examined)
- Competence frameworks (e.g. transversal competences, digital skills, entrepreneurship)
- Quality assurance in TVET, governance of NQFs, regional frameworks etc.
- Integration of New Qualifications & Competencies in Africa UNESCO/UNEVOC / BILT
 - Focuses on how African countries are integrating new competencies in TVET (including non-formal and informal learning) under NQFs.
 - Highlights challenges (capacity, perceptions, adapting frameworks to local contexts) and policy implications.

Recent News & Developments

1. New Presidents of the ACQF Network

- Nadia Starr (CEO of South African Qualifications Authority (SAQA))
 elected President of the ACQF Network.
- Mercy Ngoma (CEO of Zambia Qualifications Authority (ZAQA))
 elected President of the ACQF Network.
- Dr. Alice Kande (CEO of Kenya National Qualifications Authority (KNQA)) elected President of the ACQF Network.

2.Launches / Calls / Forums

- Calls for Best Practices: Greening Skills & Qualifications in Africa (green skills becoming more central).
- ACQF Continental Forum events (recent and upcoming) where country experiences, policies, and implementation issues are being discussed.
- o Micro-Credentials Handbook publication.

WHAT ARE GREEN SKILLS? GREENING SKILLS AND NATIONAL QUALIFICATIONS FRAMEWORKS

The transition to a sustainable and low-carbon economy has made green skills a central theme in education, training, and workforce development across Africa and the world. These skills are critical for advancing inclusive and sustainable growth, fostering environmental resilience, and creating new opportunities within the green economy.

Green skills refer to the knowledge, skills, values, and attitudes required to live, work, and act in ways that minimize negative environmental impacts. They empower individuals to contribute to sustainable development and to participate effectively in emerging green sectors such as renewable energy, waste management, sustainable agriculture, and climate-smart innovation. Green skills can be grouped into three categories:



Transversal skills: Sustainable thinking and environmental awareness applicable to all professions and sectors.



Sector-specific skills: Competences that enable adaptation of standards, processes, and services to protect ecosystems and conserve resources.



Specialized technical skills: Advanced expertise needed to design and implement green technologies, including renewable energy systems and recycling innovations.

National and continental qualifications frameworks—such as the ACQF—play a key role in mainstreaming green competences within education and training systems. By embedding sustainability principles into qualifications design, assessment, and recognition processes, these frameworks ensure that learners and workers acquire relevant and future-oriented skills for a green transition.

As Africa accelerates the implementation of the African Continental Qualifications Framework, the integration of green skills will be essential to align qualifications with global sustainability goals, enhance employability, and support the realization of Agenda 2063 and the UN Sustainable Development Goals (SDGs).

HEC MAURITIUS-SUCCESS STORIES

EMPOWERING OVER 4,000 LEARNERS

– HEC'S VISION FOR A SKILLED NATION

In a bold move to democratise access to quality education and meet the evolving demands of the labour market, the Higher Education Commission (HEC), Mauritius spearheaded the COL Skills for Work



Scholarships Project (2021–2024) in collaboration with the Commonwealth of Learning (COL) and the then parent ministry.

Through this initiative, over 4,000 scholarships were awarded, enabling learners across Mauritius to enrol in more than 14,000 micro-credential courses.

These courses were strategically aligned with industry needs, offering flexible, targeted learning opportunities in areas such as digital literacy, entrepreneurship, and technical skills.

HEC's leadership was instrumental in:

- 1.Designing the scholarship framework to ensure inclusivity and accessibility.
- 2. Coordinating with COL to secure high-quality course offerings.
- 3. Monitoring and evaluating outcomes to inform future policy directions.

The impact of the initiative was multifaceted. It empowered individuals to reskill and upskill, enhanced employability, and fostered a culture of continuous learning. Moreover, it positioned Mauritius as a regional model for scalable, demand-driven education reform, showcasing how strategic partnerships and digital innovation can transform higher education.

Furthermore, the success of the Skills for Work Scholarships Project has laid the groundwork for future initiatives aimed at integrating micro-credentials into formal education pathways. It also reinforced HEC's role as a catalyst for educational transformation, committed to building a skilled, adaptable, and future-ready workforce.

One of the key achievements of the project was its ability to reach diverse learner profiles, including working adults, unemployed youth, and individuals who wanted to acquire a new skill. By removing financial barriers and offering online, self-paced learning, the project promoted equity in higher education.

The micro-credential courses, delivered through Coursera, Grow with Google and Udemy were modular and stackable, allowing learners to build competencies progressively. This approach enabled participants to tailor their learning journeys according to personal goals and market demands, thereby enhancing both employability and adaptability.

HEC's proactive role in this initiative has not only garnered regional recognition, but through this project it has exemplified how strategic partnerships, data-driven planning, and inclusive policies can transform higher education systems to meet 21st-century challenges. The Commission undertook an evaluative study in August-September 2024 to assess the outcomes of the Col Skills for Work Scholarship programme in Mauritius. Administered through a structured survey and focus group discussions, the study revealed that 96% of respondents acquired or enhanced skills, with 91% reporting increased confidence and personal empowerment. Nearly half of the participants secured employment post-training, while 30.5% received promotions. The program significantly influenced career aspirations, with 91% expressing a desire to pursue further studies. Moreover, 67% of respondents indicated they would not have enrolled without financial support, underscoring the program's role in promoting equitable access to education. These findings affirm the program's effectiveness in fostering employability, lifelong learning, and community impact.

SUCCESS STORY 2: BUILDING A NATIONAL FRAMEWORK

BUILDING A NATIONAL FRAMEWORK – HEC PAVES THE WAY FOR MICRO-CREDENTIALS IN MAURITIUS

In response to the global shift towards flexible, skills-based learning, the Higher Education Commission (HEC) of Mauritius has emerged as a pioneer in the development of a national micro-credentials' framework. Recognising the transformative potential of micro-credentials in enhancing employability and lifelong learning, HEC has taken the lead to embed these credentials within the national higher education system.

One of the most significant milestones was the amendment of the Higher Education Act in July 2025, which granted HEC the legal mandate to approve and recognise micro-credentials offered by higher education institutions. This legislative reform provided the necessary regulatory foundation for the formal integration of micro-credentials into the national qualifications' framework.

HEC also spearheaded the establishment of the National Credit Value and Transfer System (NCVTS), a mechanism designed to facilitate credit portability and recognition across institutions. This system ensures that micro-credentials can be stacked and transferred, thereby supporting learner mobility and progression within and across education sectors.

In collaboration with UNESCO IIEP, HEC conducted comprehensive baseline studies and national surveys to gather data on the readiness of institutions and the needs of learners and employers on micro-credentials in technical and vocational education and training (TVET) and higher education (HE). These studies informed the development of a National Framework and Blueprint for Micro-Credentials, which

outlines a phased, strategic approach to implementation across both the higher education and TVET sectors.

The Blueprint for Micro-Credentials in Higher Education provides a strategic framework to embed micro-credentials within the Mauritius' higher education ecosystem, ensuring flexibility, relevance, and quality. The framework emphasises unifying principles such as transparency, portability, industry collaboration, learner-centred design, and rigorous quality assurance through both external oversight by the Higher Education Commission and internal institutional mechanisms.

Critical elements include clear learning robust outcomes, assessment, alignment with the National Qualifications Framework to guarantee recognition and credit transfer. Implementation will follow a phased approach from 2026 to introducing academic, industry-led, stackable micro-credentials. This fully initiative aims to strengthen employability, foster upskilling and reskilling, and position Mauritius as a competitive player in the global knowledge economy, marking a transformative shift toward inclusive, demand-driven education.

HEC's inclusive approach was evident in its of organisation multi-stakeholder consultations and validation workshops, together representatives from bringing academia, industry, regulatory bodies, and international partners. These engagements that the framework ensured was contextually relevant, institutionally aligned, and globally benchmarked.

The culmination of these efforts was the publication of the UNESCO IIEP Case Study Report titled Micro-Credentials in Mauritius – Towards a National Framework for TVET and Higher Education.

This report positioned Mauritius as a regional leader in educational innovation, highlighting HEC's proactive role in shaping future-ready higher education systems.





Background: Higher Education Commission (HEC) Mauritius

The Higher Education Commission (HEC) of Mauritius is the regulatory body responsible for the strategic development and governance of the higher education sector in the Republic of Mauritius. Established under the Higher Education Act 2017, HEC operates under the aegis of the Ministry of Education, Tertiary Education, Science and Research, and serves as a key driver of higher educational reform, innovation, and international collaboration.

HEC's mandate encompasses mainly of granting government fund to the public higher education institutions, the registration and accreditation of higher education institutions, guidelines formulation, and the promotion of research. It plays a central role in aligning the national higher education system with international standards, while ensuring that it remains responsive to local socio-economic needs.

All reports are accessible on the HEC website at https://www.hec.mu





Referencing to the African Continental Qualifications Framework (ACQF) is a structured process through which a national or regional qualifications framework is compared and aligned with the ACQF. The process enhances transparency, comparability, and mutual recognition of qualifications across Africa, thereby supporting mobility of learners and workers within the continent.

The ACQF, developed under the coordination of the African Union (AU) with technical support from the European Training Foundation (ETF), serves as a continental reference point for quality assurance, recognition of learning, and harmonisation of qualifications systems. It is one of the key instruments for implementing the African Continental Free Trade Area (AfCFTA) and the Agenda 2063 vision of an integrated, prosperous, and peaceful Africa.

Through referencing, countries and regional economic communities (RECs) demonstrate how their qualifications frameworks correspond to the ACQF's levels and descriptors. This process involves detailed self-assessment, stakeholder consultation, and documentation of the national system's principles, policies, and quality assurance mechanisms. It culminates in a Referencing Report which is peer-reviewed and validated at continental level. The benefits of referencing are substantial. It strengthens trust and cooperation among African qualifications authorities, promotes cross-border recognition of skills and competences, and facilitates academic and professional mobility. For learners, referencing opens pathways for lifelong learning and employment opportunities across Africa. For employers, it enhances confidence in the quality and comparability of qualifications obtained in different countries.

GALLERY

















Multiple African countries in collaboration with the African Union Commission (AUC) and partners, are actively participating in this continental initiative. This ongoing referencing to the ACQF reflects Africa's commitment to strengthening its National Qualifications Framework (NQF), fostering mutual recognition of qualifications, and contributing to Africa's broader education and skills development agenda.

NEW NQF SURVEY

The first NQF survey conducted by ACQF-II is an update to the in-depth mapping study which launched the activities of ACQF-I in 2020, with a coverage of 14 countries and 3 regions. The new survey (2024) received 51 complete responses, from 29 countries and gathered useful and diverse information on a wide range of features of NQFs, including objectives, levels, use of



learning outcomes, governance and related policies. The aim of the survey was to collect data and update the mapping of NQFs across Africa. The data will feed into the yearly-updated database on the state-of-play of qualifications frameworks in all African Union Member States and Regional Economic Communities. Thus, the results of the survey are instrumental in providing a broad overview of the landscape of qualifications and areas related to qualifications frameworks.

The survey included 48 questions of various types and utilised multiple display logics. The main branching of the survey was based on the NQF development level. Most questions were closed, single and multiple choice or involved importance ratings. Furthermore, the survey included several openended question and, in multiple cases, a text box option for requesting further detailed information or for cases when the respondent intended to give an answer outside of the predetermined list of options.

In total, the survey received 51 complete responses. Complete responses are considered those that have answered all obligatory questions and reached the end of the survey – thus, non-mandatory questions may not have been answered by all 51 respondents.

The total number of complete responses came from 29 countries. Subsequently, some countries received multiple responses. Initial data analysis made clear that these country responses were often conflicting. Throughout the report, we flag any such inconsistencies between respondents.

The questionnaire was structured into six main sections:

- Demographic and organisational aspects
- National Qualifications Framework (NQF) Development and Governance
- NQF Characteristics
- NQF Credit systems
- Impact, needs, and lessons learnt on NQFs
- Regional Qualifications Frameworks

Summary conclusions

The online survey covered 29 countries (via 51 responses) out of the possible 55 African Union Member States. Below we summarise findings according to the main themes of the survey:

NQF level of development and governance: Departments and ministries of education, qualifications agencies or institutes are responsible for overall coordination and oversight of NQF development and implementation. Dayto-day running is usually handled by qualifications agencies or institutes, as well as departments or ministries of education.

Resources: Most NQFs are operated and sustained from state budget, but a sizeable share of them are also funded partly from international cooperation. Other types of funding are also present to a limited extent and 5 countries indicated to have no stable funding.

NQF characteristics:

- The primary legal basis for NQFs are usually laws or acts on NQF authorities or a decree on the NQF.
- Around half of the NQFs cover all sectors. Those with partial coverage usually do not include adult education.
- Furthermore, general education, higher education and TVET are the main sectors with separate sub-frameworks.
- Typically, NQFs have 10 levels, while some have 8 or more than 10 levels.
- National educational classifications, UNESCO classifications and national occupational classifications are the most used taxonomies.
- Knowledge, skills, competences and autonomy were the most frequently used domain descriptors across the countries.

- Around half of the respondents reported including non-formal or informal learning NQFs through the recognition of prior learning.
- Learning outcomes are present in curriculums in TVET most often but are present in all sectors to a high degree as well.
- A third of the countries with NQF have developed a database or registry.
 Half of these databases cover all sectors of education and training.

Credit systems: Credit Accumulation and Transfer Systems are not applied in the majority of the cases. If in place, the most covered sector is higher education, with lesser coverage of TVET or general education. The overwhelming share defined credits as equal to 10 hours of notional or study hours.

Awareness of NQFs: The awareness of NQFs by quality assurance bodies, regional authorities and bodies as well as education and training providers is considerably higher than other groups'. Labour market stakeholders, learners and students, guidance and counselling practitioners are less knowledgeable of NQFs.

Regional Qualifications Frameworks: The majority of respondents reported that an RQF is established in their region. Where an NQF is in place, most states have referenced their NQFs to the regional framework.

ZOOMING IN THE KEY FEATURES



GOVERNANCE

Most often, Departments or Ministries of Education are the main organisations responsible for the overall coordination and oversight of NQFs(selected 19 times, or by 37.3% of the respondents). Alternatively, qualifications agencies or institutes (18, or 35.3%) are often the main responsible organisations as well. Other ministries may also be the main responsible body such as Departments or Ministries of Higher Education (8 respondents) or in Departments and Ministries of TVET and Occupations (8).

Other organisations (6 responses, such as qualifications authorities, boards or national council for technical and other academic awards), quality assurance and accreditation agencies (7) were some of the other frequently indicated organisations.

As opposed to the overall coordination of NQFs, day-to-day running is usually supervised more by qualifications agencies or institutes (21 or 46.7%) than ministries or departments. However, African countries tend to vary in this respect quite a lot. In more detail, other organisations that tend to be managing implementation and day-to-day running are: Departments or Ministries of Education (14 or 31.1%), Departments or Ministries of TVET and Occupations (9) as well as Education quality assurance or accreditation agencies (9) or other organisations (8).



SCOPE

Most NQFs were reported to have a wide coverage, including all stages of learning and development. Adult education was the most frequently not covered area. As follows, 19 respondents reported that general education, higher education, TVET and adult education is covered (or 42.2%).

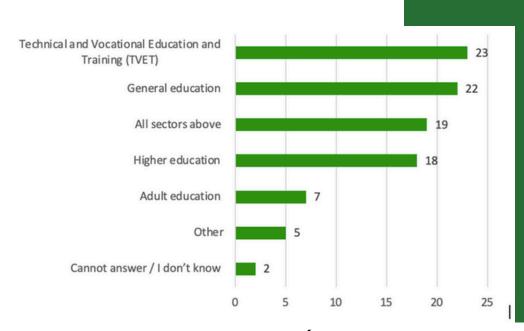


Figure 7. NQF coverage of various sectors (multiple choice, by respondents)

Roughly, the other half of respondents indicated that their NQFs do not cover all the indicated sectors. TVET (23 or 51.1%) and general education (22 48.9%) are the most often covered sectors in NQFs, while higher education was selected a bit less often (18) included. In turn, adult education is much less often covered in qualifications frameworks (only in 7 cases). Other areas that were mentioned were industrial skills or professional skills of other nature.

To summarise by countries, it is also visible that a large portion of the countries cover all sectors listed (13 countries), while in the case of those countries where the NQF is not entirely comprehensive, TVET sector is covered most often (13 countries), followed by general (8) and higher education (8). Overall, the majority of the respondents indicated that their NQF is composed of different sub-frameworks. Nonetheless, some of the education and training areas are less often organised under a sub-framework. Most report that higher education (30 respondents or 78.9%), general education (29 or 76.3%) and TVET all have sub-frameworks (32 or 84.2%). Trades and occupations tend to have a separate sub-framework much less often (15 responses).

NQF Levels

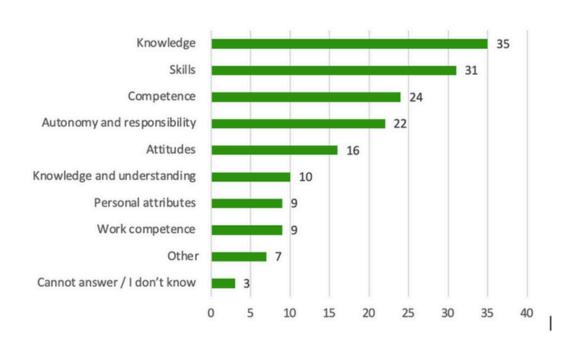
The overwhelming majority of respondents reported that NQFs have 10 levels, with some fluctuation observed within the range of 8 or more than 10 levels. Accordingly, 32 responses (72.2%) indicated that their NQFs have 10 levels. The second most frequent is NQFs with 8 levels (5 responses), followed by those frameworks that have more than 10 levels (3 responses). NQFs with less than 8 levels were highly uncommon. To list these out, Ghana and Tunisia indicated to have less than 8 levels in the framework (see table below on the country-by-country summary).

Level descriptors

Level descriptor domains are differentiate types of learning and learning outcomes captured in NQFs. As the figure 11 illustrates, there are multiple such domains used in African countries to describe learning outcomes.



Figure 11. Domains of level descriptors used in NQFs (multiple choice, by respondents)²⁴



The four most frequent descriptors are knowledge (35 or 79.5% of respondents), skills (31 or 70.5%), competence (24 or 54.5%) and autonomy and responsibility (22 or 50%).

Somewhat less frequently, but other level descriptors are utilised as well, such as



attitudes (16 or 36.4%), knowledge and understanding (10 or 22.7%), work competence (9) or personal attributes (9). Lastly, among other types of descriptors, reasons and problem-solving, the degree of complexity of tasks, autonomy, and responsibility were mentioned.

Countries usually have at least three types of descriptors. In line with the previously discussed results, the most popular are: knowledge (used in 21 countries), skills (19), competences (16) and autonomy and responsibility (16). Eight kinds of descriptors, the highest number overall, are used in Guinea-Bissau, Kenya, Sierra Leone and South Africa. The least number of different descriptors are used in Angola, Cameroon, Ethiopia, Malawi, Somalia and Zambia.

Used international classifications

Organising education programmes, related qualifications or information on education in general might be performed based on various classification systems, that usually distinguish different levels of education.

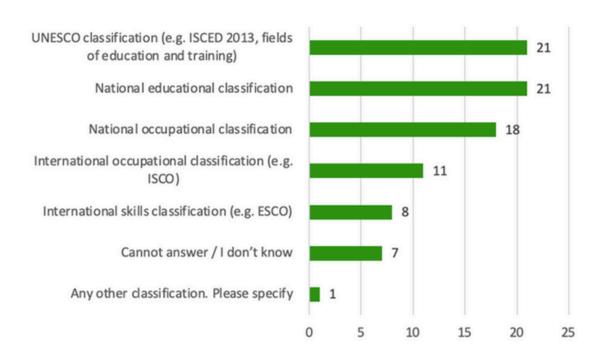


Figure 10. Classifications and taxonomies used for NQF qualifications (multiple choice, by respondents)19

The results show that UNESCO classifications and national educational classifications are applied in identical frequency (21 responses or 41.2%) for NQF qualifications.

Other types of taxonomies and classifications are used in varying degrees. To a slightly smaller extent, national occupational classifications are the third most used classificatory systems (18 responses, 35.3%).

In turn, international classifications are less recurrent: international occupational classifications have been implemented for NQF classifications in 11 cases, while international skills classifications in 8 cases.

Legal basis of NQF

Qualifications frameworks may be established through different legal instruments or other types of (preparatory) documents. Respondents from countries with an NQF established indicated that the primary legal bases are a law or act on the NQF authority (14 responses) or a decree on the NQF (8 responses).

Table 8. Legal basis of the NQF by Country

COUNTRY	LEGAL BASIS OF THE NQF
Angola	Decree on the NQF
Cabo Verde	Decree on the NQF
Democratic Republic of the Congo	Law / Act on the NQF authority
Eswatini (formerly Swaziland)	Decree on the NQF
Gambia	Law / Act on the NQF authority
Kenya	Law / Act on the NQF authority
Mozambique	Decree on the NQF
Namibia	Law / Act on the NQF authority
Seychelles	Law / Act on the NQF authority
South Africa	Law / Act on the NQF authority
Tanzania	Cannot answer
Tunisia	Decree on the NQF
Zambia	Law / Act on the NQF authority
Zimbabwe	Law / Act on the NQF authority

One respondent indicated that there are guidelines on registration of qualifications, serving as a legal basis while one more respondent could not answer the question. From a country-by-country perspective, In most countries with an established NQF, a law or act is the main regulatory document (8 cases), while a decree is also frequently used (5 countries).

Furthermore, respondents were asked about the specific areas regulated by NQFs (see Figure 12 below), most of which are included in at least half of the cases.

This shows that certain areas tend to be widely covered by regulation. More than two-thirds indicated that the purposes and principles of NQFs (included in 22 times or 95.7% of responses to the question), level descriptors (21 responses or 91.3%), types of qualifications (19 or 82.6%), development and registration of qualifications (19 or 82.6%), map of levels and qualifications (16 or 69.6%) and quality assurance of qualifications (17 or 73.9%) are covered in the legislation

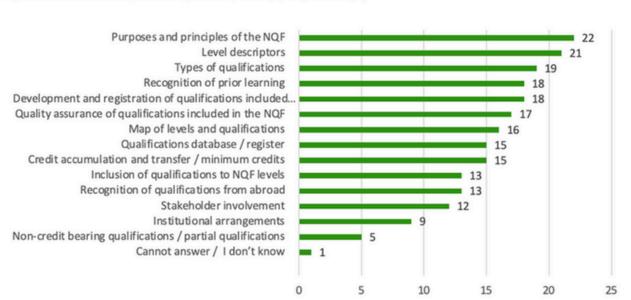


Figure 12. Areas of the legal basis regulated by NQFs (by respondents)²⁷

On the other end of the spectrum, institutional arrangements tend to be less covered (9 responses or 39.1%), alongside non-credit-bearing or partial qualifications (5 or 21.7%).

Objectives of the NQF

Three of the most important objectives of NQFs:



- The harmonisation and integration of national qualifications systems (89.4% or 42 respondents indicated to be at least important or very important)
- The international comparability and transparency of qualifications and mobility (89.6% or 43 thought to be at least very important).
- Improving the value of technical and vocational qualifications (89.4% or 42 respondents)

Five of the other surveyed possible objectives received a somewhat lesser but still high importance rating of between 80-90%:

- International mobility of students and workers, selected by 43 respondents
- Lifelong learning, selected by 41 respondents
- Progression and flexible pathways, selected by 41 respondents
- Quality assurance of qualifications, selected by 41 respondents
- Recognition of (prior) learning, non-formal and informal learning, selected by 39 respondents

In comparison, three other possible objectives were less frequently selected, receiving an importance rating of around 70%:

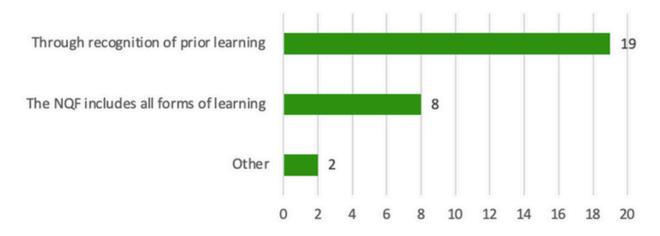
- Linking supply and demand, selected by 37 respondents
- Redressing past injustices, selected by 32 respondents
- Joint development of qualifications with other countries, 33 respondent

Given that most objectives are widely supported, countries may be differentiated in relation to less popular objectives. Accordingly, responses from Nigeria, Somalia, South Sudan, Ghana, Guinea-Bissau, Namibia think that the joint development of qualification with other countries are less important compared to the other items in the question. Furthermore, responses from Nigeria, South Sudan, Uganda and Zambia reported that redressing past injustices are unimportant. However, most of these countries do not have a developed NQF, hence the relatively importance of other objectives.

Non-formal and informal learning in the NQF and the place of learning outcomes

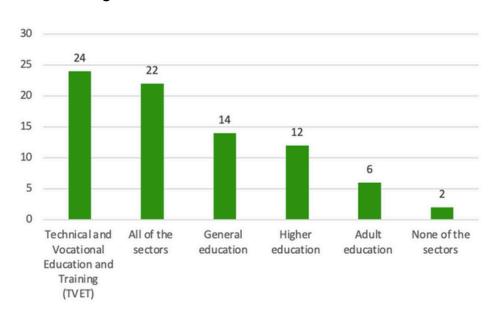
Non-formal and informal learning is part of the NQFs systems in 19 cases. Most often, these forms of learning are included through the recognition of prior learning (18), while in some cases, NQF includes all forms of learning (8).

Figure 14. Representation of non-formal and informal learning in the NQFs (by respondents)



In most cases, qualification frameworks are based on learning outcomes (43 responses or 87.8%), while one respondent indicated a negative response and 5 did not know how to answer. This observation is true for 26 countries, while 3 could not answer the question.

Furthermore, the figure below summarises education and training sectors within which learning outcomes are used in curriculum.



In almost half of the cases (22 responses or 44.9% of those who answered the question) learning outcomes are used in all of the relevant sectors, ranging from general education to adult education.

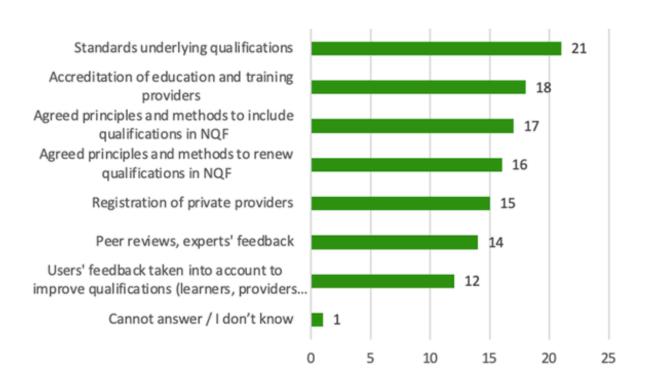
With regards to specific education and training sectors, in cases where not all sectors are covered, learning outcomes are most often used in TVET curriculum (24 responses or 49%), general education (14 respondents or 28.6%) and higher education (12 responses or 24.5%). Learning outcomes are much less regularly used in adult education (6 responses), while 2 respondents (from Angola and Senegal) said that none of the sectors are using learning outcomes.

Quality Assurance

Responses indicate that certain quality assurance features are more typical for African countries with NQFs.

Standards underlying qualifications (21 responses or 91.3%), accreditation of education and training providers (18 responses or 78.3%) and agreed principles and methods to include qualifications in NQFs (17, 73.9%) are the most typical quality assurance mechanisms.

Figure 16. Use of quality assurance mechanisms linked to NQF (by respondents)



However, other features such as the registration of private providers (15 or 65.2%), agreed principles and methods to renew qualifications (16, 69.6%), peer reviews and experts' feedback (14, 60.9%), as well as users' feedback to improve qualifications are often used solutions as well.

Angola, Cabo Verde, the Democratic Republic Congo, Mozambique and South Africa indicated to be using all of the listed quality assurance mechanisms, while Namibia, the Seychelles and Zimbabwe indicated to use a part of the mechanisms.

IMPACT AND VISIBILITY OF NQFS

Awareness on NQF

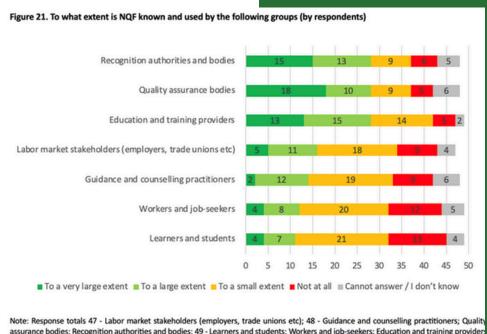
Quality assurance bodies and relevant recognition authorities and bodies are by far the most aware of NQFs. According to the perception of respondents:

- 3% of the quality assurance bodies know and use NQFs to a very large or large extent
- 3% of the recognition bodies and authorities know and use NOFs to a very large or large extent

1% of the education and training providers know and use NQFs to at least a large extent

Other stakeholder groups have a more limited knowledge and are placed at similar levels awareness. Subsequently, respondents reported that following share of the stakeholder groups are at least knowledgeable or using NQFs to a large extent:

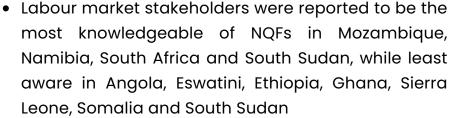
- 34% of the labour market stakeholders.
- 2% of the guidance and counselling practitioners,
- 5% of the workers and jobseekers,
- 4% of the learners and students.



assurance bodies; Recognition authorities and bodies; 49 - Learners and students; Workers and job-seekers; Education and training provider

While NQFs are fairly well-known in the case of professionals whose work is connected to NQFs more directly across all countries, the perceived levels of awareness tend to vary in the case of the other groups. Below, we provide some further country-by-country information for each of the less aware groups:







• Guidance and counselling practitioners were seen as aware to a large extent in Nigeria and South Africa, while the opposite was reported about them in Angola, Ethiopia, Ghana, the Seychelles, Sierra Leone, Somalia, South Sudan and Uganda



 Workers and job-seekers were reported to be aware of qualifications frameworks to a large extent in Gambia, Namibia, South Africa and Zimbabwe, while the contrary was reported in case of Angola, Burkina Faso, Eswatini, Ethiopia, Ghana, Guinea-Bissau, Sierra Leone, Somalia, South Sudan and Uganda



 Learners and students were seen as aware to a very large extent in case of Gambia, South Africa, Sudan and Zimbabwe and not aware at all in Angola, Cameroon, Eswatini, Ethiopia, Ghana, Guinea-Bissau, Senegal, Sierra Leone, Somalia and South Sudan

EAC AND ACQF-II STRENGTHEN COLLABORATION ON HARMONISATION OF QUALIFICATIONS AND SKILLS MOBILITY

-Arusha, Tanzania

This August, the East African Community (EAC), in partnership with the African Continental Qualifications Framework Phase II (ACQF-II), intensified efforts to harmonise qualifications and enhance skills mobility across the region. The initiative seeks to strengthen education, training, and labour mobility in line with the EAC integration agenda and the African Union's Agenda 2063.

The EAC— a regional intergovernmental organisation comprising eight Partner States: Burundi, the Democratic Republic of Congo, Kenya, Rwanda, Somalia, South Sudan, Uganda, and Tanzania— has set ambitious targets to harmonise curricula, examinations, certification, and accreditation of education and training systems in alignment with regional and continental priorities.

The EAC Secretary General noted that the initiative is critical for unlocking opportunities under the EAC Common Market Protocol, which provides for the free movement of labour, services, capital, goods, and persons. "Harmonising qualifications will make it easier for East Africans to study, work, and thrive across borders," he said.

This effort builds on the 2023 EAC TVET Harmonisation Strategy, which calls for a Regional TVET Qualifications Framework, common curriculum guidelines, mobility frameworks for students and staff, and stronger collaboration with the private sector. The EAC Secretariat is in the final stages of preparing these instruments for presentation to the 20th Sectoral Council on Education, Science, Technology, Culture, and Sports.

At the continental level, the ACQF-II project (2023–2026), coordinated by the African Union with technical support from the European Training Foundation (ETF), supports all 55 AU Member States in developing transparent and trusted qualifications systems.

The joint meeting will review progress on national qualifications frameworks (NQFs) and TVET reforms in Partner States, update the draft EAC Qualifications Framework, and explore joint activities such as peer learning, capacity building, and technical cooperation.

Through alignment of regional and continental qualifications systems, the EAC and ACQF-II aim to boost employability, enhance comparability of skills, and advance Africa's integration agenda under the AU's Agenda 2063.



3

Cooperation with All African Students Union – the deliverables will be available in January 2026.

The cooperation covers:

- Research on greening skills and qualifications in Africa with focus on 13 countries
- Development of a Stakeholders' engagement toolkit targeting:
 - Schools: Approaches for integrating green skills into curricula.
 - Students: Empowering youth with tools for climate action and advocacy.
 - Policymakers: Policy recommendations to support green skills frameworks.
 - Religious and Traditional Leaders: Leveraging cultural and community influence for climate justice initiatives.
- **Dissemination** of the toolkit
- Call for good practices to greening skills.

Analysis of green and digital skills in Kenya, Tunisia, Egypt, and Morocco, based on the ACQF skills profiles

- report is forthcoming at the end of the year.

In October ACQF as present at the Africa Skills Week with the ACQF Network representatives from South Africa, Kenya, Somalia and Ethiopia.

Kindly see attached the outline of the session which we jointly delivered. It was a big and an important event at the continent – worth mentioning.

SUCCESS STORIES

- Revision of Zambian Qualifications Framework launched in January and completed in June 2026. The new ZQF has been officially adopted (kindly reach out to ZAQA colleagues for a short update). Here are links to the events which took place – they contain a rich description
- Review of policies in Botswana
- Support to NQF, RPL and CATS policies in Somalia
- Support to Guinea-Bissau stakeholders consultations and extensive capacity building for the staff of the NQF Office in Bissau
- Support to the implementation of new RPL policy in Eswatini
- Support to the revision of RPL and CATS guidelines for SADC
- New policy on micro-credentials has been drafted for Seychelles
- Collaboration of ACQF with the East African Community





Progress on QCP and the publication of a training programme on the Qualifications and Credentials Platform (very useful resource for anybody

interested in qualifications databases):



ACQF QCP eLearning

This self-paced course empowers you to:

- Understand the QCP policy framework and its vision for continental integration.
- Learn to prepare, structure and upload national qualifications data to the QCP.
- Gain hands-on experience on how to use the Platform and its features
- Support your country's active participation in the African qualifications ecosystem through ACQF QCP.

Whether you are a ministry official, database curator, or qualifications expert, this course provides the tools you need to take action.



WEBSITE:

https://acqf.africa

A vision for connected and comparable qualifications across Africa