African Continental Qualifications Framework
ACQF
MAPPING STUDY

Country Report
Working Paper

Senegal

SIFA
Skills for Youth Employability Programme

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This working paper on the national qualifications framework / system of Senegal is part of the Mapping Study of qualifications frameworks in Africa, elaborated in 2020 in the context of the project *AU EU Skills for Youth Employability: SIFA Technical Cooperation – Developing the African Continental Qualifications Framework* (ACQF).

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

3FPT	Fonds de financement de la formation professionnelle et technique
ACQF	African Continental Qualifications Framework
ANAQ-Sup	National Quality Assurance Authority for Higher Education, Research and Innovation
APC	Competency-Based Approach
AU	African Union
AUC	African Union Commission
BEP	Certificate of Vocational Education
BMZ	Ministry of Economic Development and Cooperation (Germany)
BT	Technician Certificate/ Technical Baccalaureate
BTS	Higher Technician Certificate/ *Brevet de technicien supérieur*
CAMES	African and Malagasy Council for Higher Education/ *Conseil Africain et Malgasy pour l'Enseignement Supérieur*
CAP	Skilled Worker Certificate
CEEC	Commission de l'Évaluation de l'Enseignement Collégial (Québec)
DALN	Directorate of Literacy and National Languages/ *Direction de l'alphabétisation et des langues nationales*
DAP	Directorate of Pedagogical Affairs at Cheikh Anta Diop University of Dakar/ *Direction des Affaires Pédagogiques*
DECPC	Directorate of Examinations, Professional Competitions and Certifications/ *Direction des Examens, Concours professionnels et Certifications*
DFPT	Directorate of Vocational and Technical Training/ *Direction de la formation professionnelle et technique*
DOB	Directorate of the Baccalaureate Office/ *Direction de l'Office du Baccalauréat*
DUT	University Technology Diploma
ECOWAS	Economic Community of West African States
ETF	European Training Foundation
EU	European Union
GDP	Gross Domestic Product
HAQAA	Harmonisation of African Higher Education Quality Assurance and Accreditation
HCERES	Haut Conseil de l'Évaluation de la Recherche et de l'Enseignement Supérieur
HDI	Human Development Index
IA	Academy inspectorate
IEF	Education and Training Inspectorates
ILO	International Labour Organisation
LMD	*Licence Maitrise Doctorat*
MEF	Ministry of Economy and Finance/ *Ministère de l'Economie et des Finances*
MEN	Ministry of National Education/ *Ministère de l'Education Nationale*
MEFPA	Ministry of Employment Professional Training and Crafts/ *Ministère de l'Emploi, de la Formation Professionnelle, et de l'Artisanat*
NQF	National Qualifications Framework
NVQF	National Vocational Qualifications Framework

PAQUET	Programme for Improving the Quality of Equity and Transparency/ *Programme d'amélioration de la qualité de l'équité et de la transparence*
PDEF	Ten-Year Education and Training Plan/ *Programme Décennal de l'Education et de la Formation*
QA	Quality Assurance
RPL	Recognition of Prior Learning
SABER	Systems Approach for Better Education Results
SAES	Autonomous Teachers Union for Higher Education/ *Syndicat autonome des enseignants du supérieur*
SACQO	Service d'Assurance Qualité des Collèges d'Ontario
SUDES	Unitary and Democratic Teachers' Union of Senegal/ *Syndicat unitaire et démocratique des enseignants du Sénégal*
TVET	Technical and Vocational Education and Training
UCAD	Cheikh Anta Diop University of Dakar
UCAO	Catholic University of West Africa/ *Université Catholique de l'Afrique de l'Ouest*
UNDP	United National Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VAE	*Validation des acquis de l'expérience* (RPL)
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 Senegal.

The African Union Commission (AUC) initiated the ACQF development process in September 2019 working in partnership with the European Union (EU), *Deutsche Gesellschaft für Internationaler 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 mid-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 Coronavirus 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.

Due to the health emergency caused by the Coronavirus Pandemic no technical visit to Cape Verde was possible and the research was based on virtual meetings, presentation on the NQF and documentary research.

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 the representative of ANAQ-Sup, Mr. Abdou Lahaté Cissé and Prof. Mamadou Sarr. The ACQF project is grateful for their valuable contribution.

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

Acknowledgements

1. Snapshot of the NQF in Senegal

There is **not a single unified National Qualifications Framework (NQF) structure** in Senegal with a comprehensive scope encompassing qualifications from all sub-systems and levels. Senegal has two sub-system qualifications frameworks: the **higher education qualifications framework associated with the system** *Licence-Maitrise-Doctorat (LMD"* and the **national vocational qualifications framework (NVQF)**. National education qualifications such as the *Certificat de fin d'études élémentaires* (CFEE), the *Brevet de fin d'études moyennes* (BFEM) and the baccalaureate are part of the overall qualifications system, but do not integrate yet a normative national qualifications framework (NQF).

To engage successfully in developing the unified comprehensive qualifications framework, a main step is to agree on a shared vision, including a participative governance approach to steer the process. Another step is to strengthen the participation of the social partners in consultation and decision processes about qualifications (UNESCO, 2013). More recently, as an overarching reform, the Programme for Improving Quality, Equity and Transparency (PAQUET - Education-Training Sector 2013-2025) has laid the foundation of an education and training ecosystem which regards qualifications as key to meeting development imperatives and private sector demand. The next section portrays the state-of-play of the qualifications framework in Senegal.

The new approach to TVET implies that market needs are the foundation and the key indicators with which access, relevance and consistency of the future development of the TVET system. The Senegal National Vocational Qualifications Framework (NVQF) comprises qualifications at five levels, governed by two different ministries, the lower four by the ministry in charge of TVET, and the highest level by the Ministry of Higher Education. The Senegal NVQF aligns with national instruments such as the 2015 TVET Orientation law; with regional instruments, in particular the West African Economic and Monetary Union (WAEMU) consultation framework, the Alliance for vocational and technical training, ECOWAS and the Programme of Recognition and Equivalence of Diplomas (PRED) of CAMES; and with other international instruments.

The 2015-01 Act in its Article 28 stipulates that professional and technical training is organised into different qualification levels for which national training objectives and programmes are defined, including progression and evaluation criteria. The duration of programmes at the different levels and their subdivisions are fixed by decree. The **level descriptors** are not based on learning outcomes, but rather on occupational positions. However, TVET as defined in the 2004-37 (2004) Act takes into account both skills acquisition as a result of demonstration of learning outcomes and meeting labour market demand. Development of qualifications is linked to the academic knowledge and occupational skills acquisition necessary to meet standards levels defined in the 2015 Orientation Law. Institutions responsible for developing standards will be discussed in the next section of this report.

Two **institutions deal with vocational qualifications**: Directorate of Examinations, Professional Competitions and Certifications (runs the NVQF, or at least the technical and vocational qualifications repository, and delivers four of the five levels of certificates for industrial and tertiary sectors in the framework, namely CAP, BEP, BT and BTS); Directorate of vocational and technical training (develops an array of vocational training curricula providing access to qualifications in the vocational and technical training sub-sector in Senegal).

Article 29 of the 2015-01 Act on Vocational and Technical Training Orientation stipulates that the ministry responsible for vocational and technical training organises exams, professional competitions and certifications. It delivers diplomas and professional titles through regulatory channels. The titles and diplomas awarded are listed, classified and published in compliance with the national classification system.

Socio-economic imperatives, government priority sector development, labour market demand and workplace parameters entail a multi-stakeholder approach to an NQF or NVQF.

In higher education the **quality assurance** authority is the National Quality Assurance Authority for Higher Education (ANAQ-Sup). It was created by decree 2012-837 of August 7, 2012, as a state agency with financial and institutional autonomy. It is a regulatory structure responsible for the control, assurance and improvement of the quality of Higher Education programmes and institutions. The Service (Guichet) for Quality Assurance of technical vocational education and training of the Fund *3FPT* is tasked to manage qualification award processes, to accredit and label training institutions and perform quality audits. ANAQ-Sup and 3FPT work in partnership.

2. Introduction and context to country

Demographics

The total population in Senegal in 2020 was 16 743 927 with a growth rate of 2.75%, compared to 16 302 789 in 2018, and 2 416 000 in 1950 (Fulmer, 2011). The country has a young population, with 41.5%, below the age of 15 in 2017, 55.5% between 15 and 64 years of age, and only 2.9% at 65 years or older. The national labour force is estimated by International Labour Organisation and World Bank population estimates to be 4 328 681 (ILOSTAT, 2019).

Economic Context

Senegal's Human Development Index (HDI) value for 2018 is 0.514, putting the country in the low human development category and ranking it at 166 of 189 countries and territories (UNDP, 2020), although some progress had been made since 2015 when its index value was 0.466 and ranking at 170 of 188 countries. Senegal aims to become an emerging economy by 2035. Growth has been high, over 6% since 2014, and the forecast remains optimistic, particularly with oil and gas production expected in 2022. Growth accelerated to over 7% in 2017 and is expected to remain over 6% in 2018 and in the following years. All sectors supported growth in 2018, but agriculture – due to support programs, robust external demand, and large infrastructure investments in the context of Emerging Senegal Plan (*Plan Sénégal Emergent* or PSE) implementation remain key drivers[1]. Food processing, mining, cement, artificial fertiliser, chemicals, textiles, refining imported petroleum, services and tourism are among the main industries. Fish, chemicals, cotton, fabrics, groundnuts and calcium phosphate are among the country's exports.

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[1] https://www.worldbank.org/en/country/senegal/overview

The informal sector of the economy is large, a common phenomenon in other economies in Africa and Asia. Decent and formal employment, with social security has not been commensurate with the growing working age population, and many people turned to informal micro and small activities and jobs, often precarious and with low productivity. However, in many informal sector jobs and activities, workers gain skills and competences, which can be documented, assessed and certified as (part or full) qualifications, helping people's probabilities to be employable and to engage in further training. This is one of the important objectives of a vibrant national qualifications system driven by the goal to support lifelong learning, parity of esteem of all types of learning, transparency of qualifications and based on the principle of learning outcomes. Therefore, skills and competences acquired in informal sector activities and jobs can and should be documented and validated by an adequate system, helping people's inclusion and the valorisation of life and work experience.

3. Mapping of education and training system

3.1 Education Context

Children begin pre-school education at the age of 3 for a period of three years. This is followed by elementary education for children between the ages of 7 and 12, comprising six courses (or classes), from the introductory course (C.I.) to the final year of elementary school (C.M.2), the latter of which leads to the elementary school leaving certificate (C.F.E.E.). Middle and secondary education is subdivided into two cycles, a first cycle of 4 years (middle cycle) going from the class of 6th to the class of 3rd and sanctioned by the *Brevet de Fin d'Etudes Moyen* (B.F.E.M.), and a second cycle of 3 years (secondary education) going from the class of 2nd to the class of *terminale* and sanctioned by the Baccalaureate.

The secondary school has parallel academic and professional paths, although their middle and higher cycles are not completely synchronized. Multiple cycles of upper secondary professional education last two to three years.

Secular schooling is officially free and compulsory until age 16, although leeway is permitted in areas in which the preference is for Islamic education. The public schooling system is unable to cope with demand, however, and many school-age children use more informal means to obtain education and training. For example, they may apprentice themselves without wages, in return for some training (Adotevi and Taylor, 2019).

The Ministry of National Education has about ten national directorates, divisions and attached services. Sixteen academy inspectorates (IAs) steer the education system, one in each region of the country. Each academy inspectorate is in turn divided into education and training inspectorates (IEFs) (Voulgre and Villemonteix, 2016). The 1991-22 Act of 16 February 1991 on the Orientation of National Education, as amended, definitively freed the Senegalese education system from the cultural heritage of the French colonial power. The Ten-Year Education and Training Plan (PDEF) for the period 2000-2011 consolidated the foundations for democratising access to basic education, improving the quality of learning, and managing the education system more efficiently. These three major axes, namely access, quality and management, have also taken on board the objectives of UNESCO's Education for

All movement. By the 2004-37 Act on 3 December 2004, supplementing the Orientation Act and ensuring ten years of free compulsory schooling for children aged six to 16 years in public schools, access to middle school has improved, as reflected in the transition rate, which reaches 90.5% in 2011 against a target of 67.6%.

Efforts by Government and technical and financial partners have made it possible to raise the primary school completion rate from 49.7% in 2006 to 66.2% in 2011. However, this result remains insufficient in view of the intermediate target of 70% by 2011 and 90% by 2015 under the PDEF. An evaluation of PDEF has given rise to a new steering instrument called the Programme for Improving the Quality of Equity and Transparency (PAQUET), which covers the period 2013-2025. This new framework should establish, among other priorities selected, universal basic education in accordance with the universal right to education. Finally, the Senegalese education system is more or less adequately funded. In the West African Economic and Monetary Union (WAEMU) region, total public expenditure on education represents less than 5% of GDP, whereas UNESCO considers that this percentage should be increased to 6%. In 2010, Senegal was at 5.60%, followed by Benin at 5.34% and Togo at 4.42% (World Bank, 2018).

3.2   Training main features
3.2.1   Legal status

Organisation and functioning of the Ten-Year Education and Training Plan (PDEF) and establishment of the Management Committees for Technical Education and Vocational Training were addressed by the 2002-652 Decree (2002).

The Education Orientation Law of 1971 and 1991 was revised by the 2004-37 (2004) Act, and included a definition of technical and vocational education and training (TVET) as:

> *…vocational and technical courses taught at school and higher education institutions in order to acquire a certain level of theoretical knowledge and practical or technical and vocational skills; or on-the-job acquired knowledge by employees working in companies.*

The Law also directs that where youth younger than 16 are not enrolled in the general education system, they should be oriented towards TVET programmes.

The 2004-24 (2004) Act authorizes the President of the Republic to ratify the Economic Community of West African States (ECOWAS) Protocol A/P3/1/03 on Education and Training. The Protocol emphasised the importance of education and of TVET in improving socio-economic conditions and established the ECOWAS Fund for Education and Training.

3.2.2   NQF structure

There is no NQF structure *per se* as the following sections of this report will demonstrate. The main challenge is to find a legitimate body that can be accepted by all stakeholders. Another challenge is related to the representation of social partners in consultation and decision processes about qualifications (UNESCO, 2013).

More recently, as an overarching reform, the Programme for Improving Quality, Equity and Transparency (PAQUET - Education-Training Sector 2013-2025) clearly stated education and training policy objectives in these terms:

The education system must better contribute to the provision of quality human resources, capable of adapting to technological change, capable of innovating and creating. The State's ambition is therefore to create a school of equity and equal opportunities; a school that can carry our ambitions for emergence. The new options will therefore focus on correcting disparities in supply, professionalising education from lower secondary school to higher education, and training young people in fields that meet private sector demand.

It could be said that PAQUET has laid the foundation of an education and training ecosystem which regards qualifications as key to meeting development imperatives and private sector demand. The next section portrays NQF reality in Senegal.

4. Scope and structure of the NQF

4.1   Scope

The ACQF mapping study has the purpose to identify and describe of the state-of-play of qualifications frameworks in the countries, whatever their status of development and features. Senegal has no NQF that accommodates all professional and academic qualifications, but there are an existing national vocational qualifications framework (NVQF) and a higher education qualifications framework (LMD)[2]. This report has focused on TVET, as the national development policy in the context of the Emerging Senegal Plan emphasises academic knowledge and occupational skills and is providing for a qualifications system that links to these two objectives.

As mentioned earlier, the modernisation of TVET implies that market needs are the foundation for access, relevance and consistency of the future development of the TVET system. The Policy on the Development of Education and Training (PDEF, 2003) called for strengthening TVET programmes and linking them to the needs of the labour market. As observed in UNESCO's World TVET Database Senegal (2015:7), the policy recommendations were as follows:

- *TVET should be available at every level of the education system;*

- *The High School for Technical and Vocational Education (*l'Ecole Normale Supérieure d'Enseignement Technique et Professionnel*), which is one of the key TVET providers at the tertiary level, should be restructured; and*

- *The importance of accommodating non-formal education into the TVET system should be recognised, to ensure that all youth and adults have the chance to attain qualifications for work.*

The 2015-01 Law of orientation of Vocational and Technical Training stands as the most recent TVET legislation. Article 4 of the Law 2015-01 reads:

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[2] http://www.uemoa.int/sites/default/files/bibliotheque/directive_03-2007-cm-uemoa_portant_adoption_lmd.pdf

In addition to secularism, democracy and equity, vocational and technical training is based on the following fundamental principles: (i) partnership between the public and private sectors; (ii) decentralisation; and (iii) openness to the labour market.

The scope of vocational and technical training includes initial training, continuing training, qualifying training, apprenticeship and insertion in the labour market of trained and graduated persons (Article 6).

The law determines that the Ministry of Vocational Training issues professional diplomas and titles and organises exams, professional concours and certifications.

4.2   NVQF levels

The Senegal National Vocational Qualifications Framework (NVQF) comprises qualifications at five levels, governed by two different ministries: levels V to II (including BTS) by the ministry in charge of TVET, and the highest level by the Ministry of Higher Education. The qualifications cover industry and tertiary labour market work.

- CAP: skilled worker certificate;

- BEP: Certificate of vocational education;

- BT: Technician certificate;

- BTS/DUT: Higher technician certificate/University Technology Diploma; and

- Engineering Diploma.

Remarkably levels II and I correspond to qualifications equivalent or higher than Licence or Master.

Diplomas of higher education such as Higher diploma of technology (DST), Diplomas of specialised studies (DES) and other university diplomas besides the DUT, notably the University diploma of management (DUG), and University or Interuniversity diplomas (DIU) are also proposed by Higher education institutions.

4.3   Level descriptors

The 2015-01 Act in its Article 28 stipulates that professional and technical training is organised into different qualification levels for which national training objectives and programmes are defined, including progression and evaluation criteria. The duration of programmes at the different levels and their subdivisions are fixed by decree. Each level corresponds to well-defined occupational skills acquisition and a degree of responsibility in a company as shown in Table 1 below.

Noticeable that two of the five levels (levels II and I) correspond to qualifications comparable or higher to bachelor and master's degrees.

Table1: Senegal National Vocational Qualifications Framework (NVQF)

Levels	Level descriptors	Illustrative Examples of Qualifications
V	Corresponds to the qualification necessary for the exercise of a worker's professional activity demonstrating skills.	**CAP**: skilled worker certificate
IV	Corresponds to a qualification as a technician which involves work carried out independently or involving supervisory and coordination responsibilities, requiring knowledge and understanding.	**BEP**: Certificate of vocational education
III	Corresponds to a qualification of higher technician with knowledge and capacities of a higher level requiring the use of complex scientific tools.	**BT**: Technician certificate
II	Corresponds to the qualifications of personnel for occupations normally requiring training of a level comparable to that of bachelor or master's degree.	**BTS/DUT**: Higher technician certificate/University Technology Diploma
I	Corresponds to qualifications of personnel occupying jobs normally requiring training at a level higher than the master's level.	**Engineering Diploma**

It is worth mentioning the framework of diplomas/qualifications in higher education which is the LMD (Licence-master-doctorate). It was definitively adopted in 2011. Senegal undertook this university reform as part of the harmonization of higher education curricula with European standards in order to increase the mobility of Senegalese students abroad as well as mobility between disciplines and training. The reservation to identify the "LMD System" (*Le Système LMD* in French) as a higher education sub-sector qualifications framework emanates from the fact that it is solely diploma-based, more training-oriented, although qualifications are awarded mostly for satisfactory cumulative "learning outputs". Another reason is that the system is not structured so as to include the other tertiary diplomas awarded such as the DUT/BTS (Guèye, L., 2019).

One the reviewers of this report, Prof. Mamadou Sarr, has an altenative interpretation. He states as follows : « **La loi LMD s'applique à l'ensemble de l'offre de formation de l'Enseignement supérieur au Sénégal.** En effet, il instaure un nouveau système d'organisation et de validation des études. Pour preuves, le Rapport de présentation du décret 2015-372 fixant le régime des études et des examens du Diplôme d'État de docteur en médecine précise « *Aussi, conformément aux dispositions de la loi n° 2011-05 du 30 mars 2011 relative à l'organisation du système LMD (Licence, Master, Doctorat) dans les établissements d'enseignement supérieur, les enseignements du diplôme d'État de docteur en médecine ont été réorganisés pour une meilleure préparation des étudiants à la Recherche et une plus grande ouverture vers de nouvelles filières professionnelles* ».

The structure of the LMD System enforced by the 2011-05 Act on 30 March 2011 is summarised in Table 2 below. All awarded diplomas are accompanied by a descriptive annex called « diploma supplement".

Table 2: Senegal LMD System

Qualifications	Credit system[3]	Entry requirements
Licence	180 credits corresponding to 6 validated semesters or at least 3 years of studies after the Baccalauréat	Baccalauréat
Master	120 credits corresponding to 4 validated semesters after Licence. Master can be professional	Licence
Doctorat	180 credits – after Master.	Master

Source: Based on the 2011-05 Act on 30 March 2011

4.4 Use of Learning Outcomes

The competence-based approach is established in the TVET sector programmes and qualifications.

In the LMD system, the learning outcomes approach is one of the possible pedagogic approaches. The other possible approaches include: approach by objectives and approach by problems.

The descriptors of levels of qualification in the five-levels framework enacted by the Law 2015-01 are based on occupational positions. However, TVET as defined in the 2004-37 (2004) Act above takes into account both skills acquisition as a result of demonstration of learning outcomes and meeting labour market demand.

4.5 Definition of 'qualifications'

In the Preliminary Chapter the Law 2015-01 establishing the orientation of TVET defines fundamental concepts (Qualification, competence and elements of competence) as follows:

Qualification:

> *Delivery by an official institution, of the document authenticating the competences and skills of a candidate with reference to standard attached to a diploma, a title of a certificate of professional qualification. The qualification has the same presentation and form irrespectively of the modality of its attainment, and the same effects.*

Competence:

> *Integrated set of resources (knowledge, skills and attitudes) allowing the exercise of a function, an activity or a task in a given situation and to a degree of performance meeting the minimum requirements of the labour market".*

Elements of competence:

> *Essential inter-connected aspects which, together, compose a competence.*

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[3] One credit is estimated at a minimum of 20 hours of work or teaching time.

4.6 Development of qualifications

Development of qualifications is linked to the academic knowledge and occupational skills acquisition necessary to meet standards levels defined in the 2015 Orientation Law. Institutions responsible for developing standards will be discussed in the next section of this report. The following two tables show the Francophone nomenclature used in developing secondary and post-secondary training and vocational education and ensuing qualifications, based on course durations (Directorate of Vocational Education and Training (2012) cited in UNESCO, 2015:11-12).

Table 3: Secondary vocational education

Programme	Duration	Qualifications
Secondary technical education	3 years	Technical Baccalaureate
Secondary vocational education	2 years (short cycle) 3 years (long cycle)	Certificate of Vocational Education (BEP), Technician certificate (BT)

Source: Compiled by UNESCO-UNEVOC, February 2015

Table 4: Post-secondary vocational education

Programme	Duration	Qualification
Tertiary education	2-3 years	Higher Technician Certificate (*Brevet de technicien supérieur* (BTS) *Diplôme Universitaire de Technologie* (DUT)
Engineering	4-5 years	Engineering Diploma (*Diplôme d'Ingénieur Technologue*) Design Engineering Diploma (*Diplôme d'Ingénieur de Conception*)

Source: Compiled by UNESCO-UNEVOC, February 2015

4.7 Access to qualifications, progression, credits

Two institutions, presented below, deal with vocational qualifications: DECPC and DFPT.

4.7.1 Directorate of Examinations, Professional Competitions and Certifications

The Directorate of Examinations, Professional Competitions and Certifications (DECPC) runs the NVQF, or at least the technical and vocational qualifications repository, and delivers four of the five levels of certificates for industrial and tertiary sectors in the framework, namely CAP, BEP, BT and BTS.

The Directorate is responsible for implementing the policy requiring a shift from pedagogy by objective (French acronym: PPO) to the competency-based approach (French acronym: APC), though according to the Director it has been observed that for the past 15 years, only 10% of trainees have gone through the APC. Standards have been rewritten based on the notion of occupational status, and vocational qualifications are part of the process. For each training programme, the skills to be certified are described, as well as the criteria.

For the past two years the current DECPC director has been the Senegal focal point in the ECOWAS initiative supported by UNESCO to set up a holistic national qualifications framework. This initial approach to NQFs requires designing tools for the qualifications system following these steps:

• work situation analysis;

• competency profiles/ competency frameworks development;

• qualifications frameworks development; and

• training frameworks/ standards development.

Employer involvement was said to be key to this process.

4.7.2 Directorate of vocational and technical training

The Directorate of Vocational and Technical Training (DFPT) develops an array of vocational training curricula providing access to qualifications in the vocational and technical training sub-sector in Senegal. It enforces pedagogical practices aligned with the competence-based approach (APC) as educational methods prescribed by the 2015-01 Orientation Law.

The qualifications process involves partners from the private sector. The DFPT working tools encompass the 2015 Orientation law, the WAEMU consultation framework, the Alliance for vocational and technical training, the instructions issued by the management of vocational and technical training with training programmes according to APC. These adopt the APC approach as shown above, starting from work situation analysis to development of training standards.

4.8 NQF relationship with other instruments

As described above, the Senegal NVQF aligns with national, international and regional instruments such as the 2015 Orientation law, the WAEMU consultation framework, the Alliance for vocational and technical training, and the ECOWAS.

5. Legislation

5.1 Legal acts applicable to the NQF and its implementation

Article 29 of the 2015-01 Act on Vocational and Technical Training Orientation stipulates that the ministry responsible for vocational and technical training organises exams, professional competitions and certifications. It delivers diplomas and professional titles through regulatory channels. The titles and diplomas awarded are listed, classified and published in compliance with the national classification system.

6. Organising systems: governance, institutions, stakeholders

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

The main institutions that are primarily responsible for the government's priority development sectors and their regulatory duties in regard to NVQF policy and governance are analysed in the subsections below.

6.1.1   The Directorate of Examinations, Vocational Examinations and Certifications (DECPC)

Responsibility for assessing Senegalese qualifications lies with the Ministry of Vocational Education, Apprenticeship and Crafts (MFPAA). Qualifications assessments are available at the DECPC, under the responsibility of MFPAA, regardless of the learning process, whether formal, non-formal, or informal. Organisation of the assessments process allows any learner to sit for any assessment.

The Director of Examinations and Competitions is one of the key certifiers and guarantors of the standards, and of entry and exit profiles both in and off education and training routes.

6.1.2   Directorate of the Baccalaureate Office

The Directorate of the Baccalaureate Office (DOB) under the Ministry of National Education (MEN) is another notable certifier of the conclusion of the upper secondary school curriculum, delivering A-Level diplomas or Baccalaureates (in the Francophone Education System). A pressing need for reform of the curriculum and evaluation ecosystem of the Baccalaureate diploma has been noted (in interview for this case study), with observations that there is a rising need to reverse the trend of giving primacy over diplomas instead of learning outcomes and traceability of acquired skills. It was suggested that reform should give greater visibility to the competency profile of the Baccalaureate holder in Arts, since more than three-quarters of Baccalaureate diplomas issued in the Senegalese education system were in Arts as compared to Sciences and TVET.
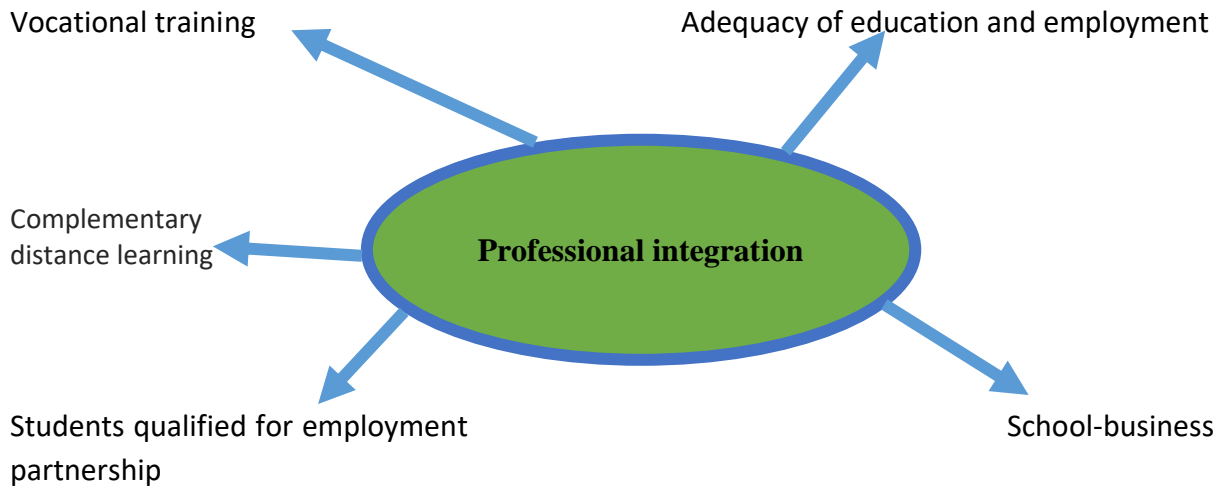
6.1.3   Directorate of Pedagogical Affairs (DAP) at UCAD

The Ministry of Higher Education is the only certification authority in the sector and the training institutions in the sector are certification bodies.

In the case of the Cheikh Anta Diop University in Dakar (UCAD), the Directorate of Educational Affairs (DAP) is a directorate that intervenes in the certification process, as is the Directorate in charge of internal quality assurance. These or other similar-purpose institutions exist in all higher education institutions in Senegal. The DAP attaches great importance to the criteria for approval and accreditation before issuing equivalencies and diplomas, as quality assurance work encompasses legitimacy and quality, while certification frameworks are competency-based. The DAP reforms target the readability of skills acquired through education and training regardless of the path taken (formal, non-formal or informal), with a focus on accessibility to employment or professional integration.

All institutional routes to professionalization being considered at UCAD are schematically presented in Figure 1.

Figure 1: Institutional routes to professionalisation, UCAD

Vocational training

Adequacy of education and employment

Complementary distance learning

Professional integration

Students qualified for employment partnership

School-business

Source: *Author's analysis*

These routes, to which UCAD adds English language courses, are expected to resolve difficulties regarding professional integration and recognition of prior learning (RPL) on the one hand, and the concern to put competence more at the heart of education and training on the other.

A helpful addition would be for the National Quality Assurance Authority for Higher Education, Research and Innovation (ANAQ- Sup) to review the training programmes in order to insert skills, and to develop indicators for this process.

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 workplace parameters entail a multi-stakeholder approach to an NQF or NVQF. Key stakeholders include those discussed below.

6.2.1 Directorate of Private Higher Education

The mission of the Directorate of Private Higher Education is to regulate the private supply of higher education on behalf of the State, with particular attention to compliance with standards and adherence to quality assurance systems. The main concern is to harmonise, rather than standardise, practices at institutional level by means of official regulations. Besides, it is noted that the intention of the directorate is to ensure that higher and private education has a permanent teaching staff that goes beyond the 10% currently recorded.

6.2.2   Faith-based private higher education provider

The Catholic University of West Africa (UCAO) is a network of Catholic universities in a number of countries in West Africa, including Senegal. UCAO experiences difficulties in professionalising its students, mainly due to the reluctance of companies to provide access to internships. The establishment of incubators (virtual companies) in institutions to address these difficulties has not been as successful as hoped. However, continuing efforts to develop employability and entrepreneurial skills in its students were discussed in focus groups with interviewees. As in-company training is an integral part of the curriculum, the required paradigm shift consists of incorporating company needs into the framework of a UCAO-enterprise partnership from which both parties would benefit. The role of employers in expressing their competency needs has been underlined.

6.2.3   Social partners

The Autonomous Teachers Union for Higher Education (SAES) and the Unitary and Democratic Teachers Union of Senegal (SUDES) were keen to work on an NQF as an instrument with which to defend the quality of learning outcomes in higher education and other sub-sectors. These unions mentioned the advantages of existing instruments such as the performance contract mechanism, the West African Economic and Monetary Union (WAEMU) for the enhancing didactics in higher education, and REESAO for the harmonisation of curricula, contents and codification, with the Directorate of Pedagogical Affairs and other partners' support.

6.2.4   'Patronat' (Employers)

As an employers' association, the Patronat is a privileged partner in education and training. Its contributions touched on considerations related, among others, to the opening of the ecosystem of curricula and evaluation of education and training achievements to the private partners of the economy and industry sectors. TVET partnership commissions have been created for the purpose of curricula oversight and of the current qualifications system review in Senegal in accordance with the 2015-01 Orientation Law.

7. Quality assurance of qualifications

7.1   Legal base of the Quality Assurance framework

Senegal has put in place legislation and institutions to strengthen the performance of institutions and the transparency of qualifications at different levels of the education and training system.

Higher education

The texts listed below regulate the scope and procedures of quality assurance, the degrees / diplomas, and the mandate, responsibility and organisation of the National Authority of Quality Assurance (ANAQ-Sup).

- Charte d'éthique
- Procédure de recours
- Nouveau décret de l'ANAQ-Sup n°2018-1956 du 07 novembre 2018

- [Loi relative au LMD](#)
- [Loi relative aux Universités publiques](#)
- [Décret de l'ANAQ-Sup n° 2012-837 du 07 août 2012](#)
- [Décret relatif au diplôme de Licence](#)
- [Décret relatif au diplôme de Master](#)
- [Décret relatif au diplôme de Doctorat](#)
- [Décret modifiant certaines dispositions du diplôme de Licence](#)

TVET

The legal basis upon which quality assurance of TVET qualifications is regulated comprises the following key texts:

- [Loi d'orientation de la formation professionnelle et téchnique (Voir le document)](#)

- [Décret n°2014-435 portant organisation du Ministère de la Formation professionnelle de l'Apprentissage et de l'Artisanat,](#)

- Décret n°2014-1264 portant création du Fonds de financement de la Formation professionnelle et technique

- Décret n°2012-1276 relatif à la création des Inspections d'Académie et des Inspections de l'Education et de la Formation

7.2 Quality assurance bodies and regulators in NQF implementation

Higher education

The National Quality Assurance Authority for Higher Education Research and Innovation ([ANAQ-Sup](#)) was created by decree 2012-837 of August 7, 2012, as a state agency with financial and institutional autonomy. The legal base of ANAQ-Sup was revised through decree n°2018-1956 of 7 November 2018.

ANAQ-Sup is a regulatory structure responsible for the control, assurance and improvement of the quality of Higher Education programmes and institutions.

Following the implementation of the LMD in 2012, the doctoral programmes are subject to the regulatory and accreditation mechanisms of ANAQ-Sup. This authority has exclusive responsibility in terms of accreditation and institutional recognition of training programmes in both public and private universities. It is the first step in the recognition of the training and qualifications.

The scope of the mandate of ANAQ-Sup is:

- to define, in conjunction with the Ministry in charge of Higher Education and the higher education institutions, the quality standards for higher education institutions and their study courses;

- to design and implement a quality assurance mechanism compatible with the objectives and requirements of higher education;

- to establish formal procedures and to identify criteria for the evaluation of the quality of higher education institutions;

- to provide technical advice to the Minister for Higher Education on accreditation applications submitted by higher education institutions;

- periodically to evaluate teaching, teaching tools and methods in institutions and study courses; and

- to assist and support institutions in the development and implementation of their internal quality assurance and self-evaluation procedures (ANAQ Sup, 2012).

The ANAQ-Sup QA policy and mechanisms can be consulted at http://www.anaqsup.sn/.

The website contains much relevant information, such as the evaluation benchmarks and the homologation of HE institutions: http://www.anaqsup.sn/accreditation/publics/accredites

There are essentially three evaluation procedures:

- ✓ The institutional evaluation of HE institutions in face-to-face or distance (authorization);

- ✓ The evaluation of programmes, either face-to-face or distance (accreditation);

- ✓ Evaluation of doctoral schools (accreditation).

ANAQ-Sup has a partnership convention with 3FPT, which is the Fonds for Financing of TVET.

TVET

3FPT has responsibilities in respect to quality assurance of training and qualifications in TVET. To this end, 3FPT has a specialized service focused on quality assurance of the TVET system (Guichet en charge de l'assurance qualité du dispositif).

This service is entrusted with the following mission:

- Assess and report on the quality thresholds achieved for vocational training services and relevant training organizations;

- Manage the certification processes (awarding of qualifications) of vocational and technical training organizations;

- Support training institutions with a view to continuously improving the quality of their training;

- Label training institutions;

- Contribute to the regulation of the vocational and technical training system.

This service delivers:

- Accreditation for training organizations;

- The labelling of training centres;

- Quality audits.

Labelling is an accompaniment process for institutional recognition materialized by the 3FPT Label.

- Targets: vocational and technical training institutions with permission from their guardianships.

- Advantage of the 3FPTLabel: in the long run, it conditions the technical and financial support of the 3FPT and positions the institution for the opportunities offered by the technical and financial partners. It also improves the institution's image and provides a comparative advantage in attracting candidates for training.

7.3 Participation in international bodies

ANAQ-Sup maintains cooperation and partnership relations with the following organs and initiatives:

- ➤ CAMES – Conseil Africain et Malgache pour l'Enseignement Supérieur
- ➤ HCERES - Haut Conseil de l'Évaluation de la Recherche et de l'Enseignement Supérieur
- ➤ CEEC - Commission de l'Évaluation de l'Enseignement Collégial – Québec
- ➤ SACQO - Service de l'Assurance Qualité des Collèges d'Ontario (Ontario College Quality Assurance Service)
- ➤ ANAQ-Sup is an active member of the Advisory Board of HAQAA and of the Advisory Group of the ACQF project.

8. NQF implementation

8.1 Inclusion of qualifications in register

The present Senegal NVQF has an embryonic register of mapped qualifications in a database that can be consulted. The vocational education and training sub-system register Website stands as a good endeavour: http://www.mefpa.gouv.sn/diplomes-certificats-et-titres/. Its responsibility lies with the Ministry of Employment Vocational Education and Crafts (MEFPA).

The website of ANQP-Sup contains the list of all accredited programmes, including the respective evaluation reports at: http://www.anaqsup.sn/accreditation/publics/accredites.

The process of integration and convergence of records and registers of qualifications from the different sub-systems will be part of future developments.

8.2 Funding

UNESCO-IBE (2010) (cited in UNESCO-UNEVOC, 2015:10) reports that TVET :

> …is financed by the State, the private sector, and international cooperation. State funding comes from the Ministry of Vocational Education, Apprenticeship and Crafts (MFPAA) and Ministry of National Education (MEN) in collaboration with the Ministry of Economy and Finance (MEF). The French Development Agency (AFD), the Canadian International Development Agency (CIDA), the Japanese International Cooperation Agency (JICA), the Luxembourg Agency for Development Cooperation, the International Organisation of La Francophonie (OIF), Cooperation Wallonie Brussels, Asian Development Bank (ADB) and the World Bank are examples of international organisations cooperating in the field of TVET.

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

9.1 Relation of RPL (VAE) and NQF

Article 30 of the 2015-01 Orientation Law defines Validation of Outcomes of Experience (VAE) as one of the forms of attainment of a qualification.

> *VAE gives the possibility to any person, whatever their age, level of study or status to obtain a diploma, a title or a certificate of professional qualification. The terms of said validation are set by regulation.*

9.2 Stage of development of RPL

As a stakeholder in the non-formal sub-sector, the vision of the Directorate of Literacy and National Languages (DALN) is to see this sub-sector as a pillar of sustainable development with players who need visibility. To this end the question of harmonisation of semantics on qualifications, certifications and validation of acquired experience (RPL) should be addressed, as well as the problems of coordinating interlocutors on RPL, according to the Director. Besides, the DALN has some RPL experience applied to literacy and non-formal facilitators with the support of UNESCO. Lessons can be drawn from this within the framework of the NQF project.

Several initiatives have been undertaken to develop a legal base and capacities to put in place element of VAE. Two examples illustrate the orientation of these initiatives:

- Campus franco-sénégalais: since 2018 CNAM (Conservatoire National des Arts et Métiers, France) partners with governmental, academic and economic actors in Senegal, to develop the foundations for a robust VAE system, including legal basis, training of assessors, translation of diplomas in competences and testing of VAE. The first phase of the pilot experimentation of VAE processes was carried out among staff of an enterprise (Eiffage Senegal), to attain qualifications of level Bac+2 to Bac+5 . A second phase of the VAE experimentation is planned for professionals in the agriculture sector (in the valley of the river Senegal) and in real estate management. The ministry of higher education reiterated in 2020 the interest for the country to pursue the set-up of a national VAE system.

- Groupe Estel (Higher School of the Occupations in Management and Languages): in the context of its continuing training activities, this institution organizes processes of validation of the outcomes of experience, to support attainment of an officially recognized qualification and career progression.

10. Recognition of foreign qualifications

The Directorate of Pedagogical Affairs (DAP) at UCAD is engaged in a process of recognition of foreign qualifications related to university degrees. For certification and admission to UCAD, the DAP would only recognise diplomas and equivalencies issued by universities recognised by CAMES and ANAQ-

Sup. A question arises on the function of other instruments and regulatory bodies such as the Addis Ababa Convention, REESAO, etc.

Above all, there is a National Commission for the Recognition and Accreditation of Diplomas, Grades, Titles and Certificates (CNRHDGTC), an interministerial structure placed under the administrative supervision of the Ministry of Higher Education and Research (MESR) of which ANAQ-Sup is one of the stakeholders. It was created by Decree n°2003 - 246/ PR of September 26, 2003. The commission's attributions are: the study, recognition and homologation of the different degrees, diplomas and certificates delivered abroad. Today, its missions are extended to diplomas issued by private higher education institutions.

11. Interrelationships with other countries and regions

Senegal is actively involved in relevant continental and regional initiatives, with the active participation of the ANAQ-Sup, contributing to quality assurance and harmonisation of education and qualifications: previous and new HAQAA project (AU-EU Partnership on Education), mentioned also in ANAQ-Sup website; Intra-Africa Mobility; Tuning Africa.

Senegal participates in the Erasmus+ programme. The country factsheet published by the European Commission (2019) elucidates that the country participation in International Credit Mobility (ICM) has visibly increased between 2016 and 2019 (Figure 2).

Figure 2: Senegal in ICM

	TOTAL	2018	2017	2016
Proposals received involving Senegal	84	46	23	15
Projects selected involving Senegal	45	30	7	8
Students and staff moving to Europe	220	160	26	34
Students and staff moving to Senegal	128	86	20	22
Percentage of regional budget (see chart)	5,5	9,6	3,3	3,5
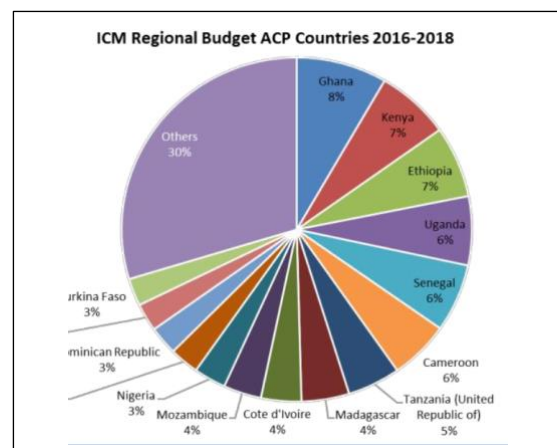
Source: European Commission (2019).

Besides ICM, Senegal takes part in Erasmus Mundus Joint Master Degrees programme, which awards EU-funded scholarships to Master students around the world.

As a member state of ECOWAS, Senegal participates in regional initiatives related with development and implementation of NQFs. ECOWAS is expected to drive and pilot the process, working in partnership with international partners, such as Unesco. This will favour future development of networks and build into a regional qualifications framework. The initiative will lay the foundations for interrelationships between countries and other regions at large.

12. Implications for the ACQF mapping study

Engagements in the interviews and focus groups informing this case study has had the effect of sensitising participants to

- Awareness of the need to review the assessment system;

- The need for a more consistent match between qualifications and curricula; and

- The need to inform a bigger audience of the development of the ACQF.

Interest was clearly evident in the representatives of different organisations and affiliations for what they might gain from the development and implementation of the ACQF.

13. Conclusions and future plans

It is noteworthy that there is a need for multipartite collaborative work between certifying institutions, education and training providers from both public and private sectors, qualifications standards developers and QA agencies. This is linked to the imperative to provide the Senegalese education and training system with a holistic vision of evaluation that is part of a logic of quality construction, of creating frameworks for integration, benchmarking, and ensuring the adequacy of qualifications and study programmes. This combination is already a feature of professional examinations. The certification and award process is the culmination of the process of evaluating learning outcomes.

At institutional level, at least three ministries guarantee qualifications delivered by their affiliated institutions:

- the Ministry of Higher Education, Scientific Research and Innovation for university degrees;

- the Ministry of National Education for A-Levels certificates and others; and

- the Ministry of Employment Vocational Training and Crafts coordinating the NVQF.

These ministries deliver diplomas, certificates and degrees separately. As a result, only the five level NVQF has been developed and complies with qualifications framework requirements, hence the need for a holistic, inclusive and learning outcomes based NQF that includes all education and training sectors.

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