

# Case Study: Update on improving apprenticeship in the informal economy in Togo<sup>1</sup>

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## Context of apprenticeship in the crafts sector

In Togo, there is strong social recognition among the population of traditional apprenticeship as a way of qualifying in a trade. Craftspersons simply transform their workshops/enterprises into training centres that take on apprentices for a set period on the basis of a written or oral contract with the apprentice or their parents/guardians. The latter agree to pay apprenticeship fees for the duration of the training at the workshop/enterprise, and often release fees at the end of training for the certificate to be issued under the supervision of the professional trade body, generally referred to as a union. Craftspersons in Togo are organized into local (town) trade unions within craft guilds. In addition to the trade unions, there are chambers of trade, which are structured from the bottom (department or region) upwards (national level), and

which date back further than the trade unions. The trade unions and chambers of trade work together to organize the training of apprentices, although there are still leadership disputes between the two entities in certain local areas.

Given the positive social recognition of traditional apprenticeship and the poor internal efficiency of the education system, Togo has a large number of apprentices in comparison to the number of learners registered in the formal technical and vocational education and training (TVET) system. Indeed, while the formal TVET system has around 50,000 learners,<sup>2</sup> traditional apprenticeships are undertaken by more than 250,000 apprentices<sup>3</sup> in the 170 trades<sup>4</sup> listed in the craft trades register in Togo.

## Regulation of qualifications within the apprenticeship system

The Government of Togo has long prioritized apprenticeship as a way to provide young people with qualifications – this was the case even before the country gained its independence in 1960.<sup>5</sup> Following independence, the certificate of professional competence (CAP) was introduced, while the apprenticeship completion certificate (CFA) was maintained as the diploma recognizing an apprenticeship in a workshop or enterprise.<sup>6</sup> This decision by Togo in favour of

apprenticeship has been confirmed by all subsequent TVET provisions made over the years.

As a result, the law on technical and vocational education and training clearly specifies that work-based training can take place through the dual system or any other system that allows the learning objectives to be achieved.<sup>7</sup> However, work-based training is not compulsory to obtain the CFA.

Within the Ministry for Technical Education, Training and Vocational Integration (METFIP), there is the Department

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<sup>1</sup> This case study was drafted by Boubakar Savadogo. Photos are under ILO copyright.

<sup>2</sup> Ministry for Technical and Vocational Education and Training (METFP), statistical yearbook, 2017.

<sup>3</sup> Ministry for Grassroots Development, Crafts, Youth and Youth Employment, *Rapport d'étude sur le rôle de l'artisanat dans l'économie togolaise* [Study report on the role of the craft sector in the Togolese economy], 2016.

<sup>4</sup> Craft Code of the Togolese Republic, 2012.

<sup>5</sup> Order No. 28/57/MTAS of 17 October 1957 establishing an apprenticeship completion examination in Togo.

<sup>6</sup> Decree No. 97-218/PR of 22 October 1997 establishing the registration conditions, study programmes and approval of training in technical and vocational education and training establishments and centres made the CFA a diploma recognizing an apprenticeship in a workshop or enterprise (Article 5).

<sup>7</sup> Framework Act No. 2002-016 of 30 April 2002 on technical and vocational education and training.

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of Vocational Training and Apprenticeships (DFPA). All the establishments reporting to this Department have the task of providing dual training for apprentices and advanced training for master craftspersons.<sup>8</sup>

In addition to the regional TVET centres (CRETFP), the Ministry has the National Institute of Training and Skills Development (INFPP), which also trains master craftspersons.<sup>9</sup> The training provided for master craftspersons by the INFPP is financed by the training fund (at between 80 and 100 per cent), with beneficiaries making a contribution (of 20 per cent maximum).

Apprentice training is recognized by two types of certificates:<sup>10</sup>

- The apprenticeship completion certificate or CFA is given to apprentices who have completed an apprenticeship with a master craftsperson and passed an examination organized by the Examination, Competition and Certification Department (DECC) of the Ministry for Technical Education, Training and Vocational Integration. The CFA examination is based on a practical assessment with oral questions, which makes it open to both illiterate and literate candidates. The length of training depends on the craft or trade, and is set by common agreement between the apprentice or their representative and the master craftsperson to whom they are apprenticed. In certain trades, however, the unions have specified the length of the apprenticeship, which applies to all apprentices.
- The vocational training certificate or CQP recognizes an apprenticeship under the dual system. This examination is open to candidates who have completed the final year of primary school as a minimum (equivalent to six years of primary education), are duly registered as an apprentice, and have completed additional training in a recognized vocational training establishment or centre as part of work-based training. The CQP examination has practical and theoretical tests, which makes it inaccessible to those who are illiterate. Three years of training are required to obtain the CQP. However, exemptions are granted to apprentices who have completed secondary education (whether in the technical or general stream).

The CFA and CQP examinations are organized by the Examination, Competition and Certification Department (DECC) in collaboration with the craft trade unions and the chambers of trade, which propose subjects for assessment and sit on the examination boards.



Regulated vocational training in the craft sector gained momentum with support and financing for the implementation of dual training from the German development cooperation programme. The programme lasted 13 years (from 1991 to 2003), with a pilot phase followed by wider deployment. It was run with the support

<sup>8</sup> Order No. 94/023/METFP of 7 October 1994 establishing and structuring the regional TVET centres (CRETFP).

<sup>9</sup> Act No. 83-19 of 20 June 1983 establishing the National Institute of Training and Skills Development (INFPP) and structuring work-based vocational training.

<sup>10</sup> Decree No. 97-218/PR of 22 October 1997 establishing the registration conditions, study programmes and approval of training in technical and vocational education and training establishments and centres.

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of the Hanns Seidel Foundation and the German Development Service (DED). When German development cooperation ceased, the dual system did not continue in the same format due to a lack of funding, as the German cooperation projects had been financing a large amount

of the expenditure associated with investments and operations (other than personnel costs). Certain training centres did attempt to maintain the system with various interpretations and adaptations.

## Evaluation of dual-type training in Togo

In 2014, an evaluation of dual-type training<sup>11</sup> undertaken between 2006 and 2013 indicated that:

- The application of the dual system was linked to partners' understanding of the role of the training centre. For some partners, the system was about offering theoretical courses (in technology and labour legislation) and additional practical exercises to the apprentices. For others, it enabled an exchange of

learners between the vocational training centre and the master craftsmen. Still others considered themselves to be in a partnership with the vocational training centre, going there for meetings or to prepare apprentices to take the CFA examination. The following table indicates this range of interpretations of the dual system, as expressed in the application of the dual system at different centres:

No.	Understanding and application of dual system	Reason
1	The apprentices go to the centre for one week a month, by level. Courses at the centre: technology, specialized calculation, technical drawing, labour legislation, French, mathematics, practical work in workshop	To professionalize practices.
2	The apprentices go to the centre for one day a week, by level (first year: Monday; second year: Wednesday; third year: Friday). Courses at the centre: technology, labour legislation, French, practical work in workshop	The master craftsmen always have apprentices in their workshops for work; the workshops are never empty.
3	Apprentices of all levels go to the centre every Monday morning. Courses at the centre: technology, labour legislation, French, practical work in workshop	Monday is a holiday for craftsmen (hairdressers, sewing professionals) and kept free to attend the centres.
4	Exchange of learners between the establishment and master craftsmen for one week a month: all CAP students go to the craftsmen, who in turn send their apprentices to the centre. Apprentice hairdressers and sewers also go to the centre on Mondays and are supervised by their employers. Courses at the centre: technology, technical drawing, specialized calculation, labour legislation, French, mathematics, English.	The exchange ensures that the centre has sufficient rooms and allows teachers to supervise the apprentices. The students at the centre also get the chance to do practical sessions in real-life situations, while the master craftsmen still have labour available for their work.
5	Exchange of learners between the centre and master craftsmen for one week a month: CAP students go to the craftsmen, who send their apprentices to the centre, in turn according to their level: first year: first week of the month second year: second week of the month third year: third week of the month Courses at the centre: technology, labour legislation, practical work in workshop	The master craftsmen always have certain apprentices for their work.
6	The apprentices go to the centre every Monday afternoon; they are supervised by the master craftsmen. Courses at the centre: technology, labour legislation, hygiene	The centre does not have sufficient teachers or facilities.

Source: Dr Sena Yawo Akakpo-Numado, consultant, *Evaluation de la formation professionnelle de type dual dans les établissements et centres de formation du Togo*, [Evaluation of dual-type vocational training in training establishments and centres in Togo] (Lomé, September 2014)

<sup>11</sup> Dr Sena Yawo Akakpo-Numado, consultant, *Evaluation de la formation professionnelle de type dual dans les établissements et centres de formation du Togo* [Evaluation of dual-type vocational training in training establishments and centres in Togo] (Lomé, September 2014).

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- Apprentices who have participated in the dual system are appreciated by employers, who give them the status of worker or workshop manager at the end of their training.
- The majority of craftspersons who participated in the evaluation were former apprentices who had gone through the dual system then set up their own workshop.
- Some apprentices who had gone through the dual system had been able to find work in neighbouring countries and build up their financial resources before returning to open their own workshop.
- The dual system also made it possible for master craftspersons to benefit from advanced training sessions in their specialization and improve their performance. Several who had only obtained a statement of apprenticeship completion (AFA) were able to take their CFA or CQP, while others managed to pass the CAP.
- The number of learners in the dual system is very low, accounting for just 3.82 per cent of all candidates for the CFA examination in 2013.
- The major obstacles to the successful, effective and sustainable implementation of the dual system are the inadequacy or absence of qualifications among the teachers at the training centres (the teachers are already overburdened with courses from the traditional CAP cycle), and the lack of financial resources to motivate teachers (the teachers want the hours worked under the dual system to be paid as overtime) and purchase new equipment and work materials.
- The dual system, even though it is well appreciated by all, is not properly established as part of vocational training; it is still considered a “foreign system” attempting to gain a foothold in parallel with the traditional short-cycle vocational training system (CAP) and replace traditional on-the-job apprenticeship.
- The success of the dual system requires the presence of an industrial or craft network around a vocational training centre, but this does not always exist for certain centres in Togo if they are in areas where there is a poor match between local crafts and trades, and those offered by the centres. As there are only teachers for the traditional open training specializations, the centres can therefore only supervise apprentices in these specializations, which are often not those with the greatest representation or demand in the area.
- The implementation of the dual system requires close collaboration between the personnel at the vocational training centre and partners from the craft and trade world. Yet this collaboration is not fully functional in all regions. In certain vocational training centres, the personnel (administrative or teaching personnel) view themselves as “intellectuals” positioned well above the craftspersons, whom they see as “illiterate” service users. Craftspersons do not therefore feel properly involved in the implementation of the system. The creation of chambers of trade from 2000 and the obligatory collaboration between those chambers and the training centres does seem to have forced some master craftspersons to subscribe to the dual system, although the chambers of trade have not yet succeeded in uniting all of them. Some trade unions and guilds that are opposed to the chambers of trade have made it difficult to establish the dual system, as have the chambers of trade in certain areas where there are problems with the training centres. This lack of cohesion within groups of craftspersons and poor collaboration with the centres in certain areas leads to difficulties with regard to apprentices’ attendance at the centres and the monitoring of their regularity. The apprentice logbooks introduced when the dual system began have disappeared, and the teachers responsible for monitoring relations between the school and the enterprise do not have any way of performing this task. This means that apprentices leave their employers to go to the centre, but do not actually go, hence the high levels of absenteeism recorded at the centres.
- The facilities (classrooms and workshops) in most vocational training centres are not only in poor condition, but completely inadequate. In some centres, the apprentices arrive and there are no classrooms free for lessons, while at other centres, apprentices have to wait until students in the formal TVET system leave for workbased training with master craftspersons, and free up classrooms for the apprentices. The outdated equipment in the vocational training centres strongly discourages the master craftspersons and apprentices from going to the centres. In their view, the vocational training centres should be leading centres with modern equipment and tools, so that they can go there to find solutions to the problems that arise in their own workshops. This is currently not at all the case.
- The training programmes have only been developed for the dual system in certain specializations: joinery, general mechanics, car mechanics, motorcycle

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mechanics, electricians, welding, bodywork and metalwork. However, the teachers consider these programmes to be unsuitable for the general educational level of the apprentices (equivalent to the final year of primary education) and the time available, as the apprentices often start courses in January and have to stop in May when the official examinations begin at the centres, occupying the facilities and taking up teachers' time. This reduces the teaching time at the centre to five weeks each year (assuming that apprentices have one week of lessons at the centre every month).

- The final year of primary school, which is the point at which apprentices are recruited, provides too low a level of education, according to the teachers. The teachers often have to teach in the local language and copy all the lessons onto the board, which holds up the course and prevents them from covering many of the subjects in the programmes.
- Teachers complain about the difficulty of teaching. Indeed, one of the weaknesses in the application of the dual system in Togo is the attempt to transfer traditional teaching methods to dual training, as the teachers have not received teacher training suitable for the weak and varied levels of the apprentices. They therefore think that learners should be recruited at a higher level, which would result in another version of the CAP.
- The dual system as it is currently applied in Togo is not at all inclusive in terms of the admission criteria for apprentices and the way in which lessons are delivered. To start with, the traditional training that the dual system was designed to improve is generally undertaken by out-of-school youth and those leaving the traditional education system during primary school; only a tiny proportion of this category of young people have therefore reached the educational level equivalent to the final year of primary school that is required to access dual training.
- The teachers do not receive any special educational psychology training for teaching the apprentices, which also fails to motivate them. As a result, they use traditional school teaching methods to deliver theoretical courses to apprentices with a very low level of education, which leads to frustration, and withdrawal among these young people, who had already left the classroom a long time ago for one reason or another.
- The vocational training centres do not have the financial resources to regularly provide work materials in sufficient quantities for practical exercises in the workshops. Where the heads of the establishments ask apprentices for a contribution (of between 1,500 and 2,000 CFA francs, which includes school insurance for the apprentice) for the purchase of teaching and work materials, the apprentices and some employers object and then refuse to attend the establishment. The apprentices believe that they have already paid all their fees to the craftsmen who employ them.
- There is no national consensus regarding the diploma recognizing dual vocational training. In Lomé and Kara, "dual" apprentices can obtain the vocational qualification certificate (CQP), while in other regions they receive the apprenticeship completion certificate (CFA). This also has the effect of making all the apprentices from several craft guilds who take courses in labour legislation and technology at vocational training centres in preparation for the CFA examination believe that they are also undertaking dual-type training.
- It takes several years for diplomas to be awarded to successful candidates. This meant that the candidates who passed the CFA examination in 2012 had still not received their diploma at the end of 2014, which discourages new apprentices.
- The distant location of the training centres and establishments makes it harder for apprentices to attend courses. Some apprentices have to travel more than 17 km to reach their training centre. Without any money to use public transport, the apprentices end up being late or missing lessons, then give up.

It is possible to learn several lessons from this evaluation, notably the fact that passing through the system represents a mark of quality and skill, and that the dual system (even though this is not required) allows preparation for the CFA with a greater success rate.

The following tables provide the figures and trades covered by the CQP (designed for dual training) and the CFA (dual training not required) from 2016 to 2018.

► **Table 1. Statistics on registered and successful CQP candidates (2016–2018)**

Specialization	2016		2017		2018	
	Registered	Successful	Registered	Successful	Registered	Successful
Car bodywork	2	2	2	2		
Metalwork	19	19	26	26	19	19
Car electrics	3	3	6	6	5	5
Petrol car mechanics	30	30	32	31	23	22
Diesel car mechanics	18	18	17	17	18	18
Motorcycle mechanics	6	5	3	3	2	2
General mechanics	20	19	15	15	17	17
Joinery	6	6	7	7	5	5
Welding	5	5	2	2	2	2
Total	109	107	110	109	91	90

Source: DECC, 2019.

► **Table 2. Statistics on registered and successful CFA candidates by trade (2016–2018)**

No.	Specialization	2016		2017		2018	
		Registered	Successful	Registered	Successful	Registered	Successful
1	Fitting-turning	30	30	23	23	24	23
2	Machine embroidery	420	405	398	387	510	491
3	Calligraphy					2	2
4	Tiling	23	23	43	43	41	41
5	Car bodywork/sheet metalwork	36	36	38	38	35	35
6	Ceramics					1	1
7	Hairdressing/hair relaxing, women	2 541	2 506	2 658	2 611	2 677	2 652
8	Hairdressing/hair cutting, men	594	590	612	611	660	657
9	Hairdressing – Modern braiding	1 458	1 427	1 723	1 688	2 233	2 212
10	Hairdressing – Traditional braiding	45	44	43	43	55	54
11	Tailoring/jackets	12	12	18	18	17	15
12	Sewing, women	7 580	7 407	7 083	6 991	7 132	6 898
13	Sewing, finishing (men)	562	529	565	520	572	534
14	Sewing, sports equipment	2 052	1 980	1	1	1	1
15	Dressmaking/mixed sewing	330	330	2 365	2 277	2 384	2 323
16	Cooking	1	1	366	366	459	459
17	Typing	2	1	3	3	3	3
18	Artistic drawing	63	63	4	4	5	5
19	Car electrics	235	223	84	84	93	93

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20	Electrics for construction	19	19	260	246	235	219
21	Industrial electrics	9	9	20	20	31	31
22	Motorcycle electrics	26	26	19	18	17	17
23	Shoemaking	180	180	49	49	97	89
24	Bread production	68	68	188	188	242	242
25	Iron work	2	2	58	50	80	79
26	Foundry work/pot production	18	17	36	36	8	8
27	Forging	55	55	18	18	22	22
28	Domestic refrigeration and air conditioning	598	576	68	68	67	67
29	Bricklaying	86	84	744	732	882	855
30	Car mechanics (diesel)	103	103	92	92	71	70
31	Car mechanics (petrol)	378	369	123	123	106	105
32	Motorcycle mechanics	349	313	356	351	357	355
33	Joinery	41	41	368	363	373	360
34	Cake production	19	19	38	38	66	66
35	Car paintwork	37	37	12	12	20	20
36	Artistic painting	38	38	2	2	2	2
37	House painting	67	57	48	48	59	59
38	Photography	8	8	26	26	18	18
39	Sanitary plumbing	47	47	103	96	81	77
40	Rewinding	3	3	11	11	10	10
41	Radio/TV repair	71	71	21	20	20	20
42	Photo/video journalism	1	1	50	50	88	88
43	Wood sculpture	4	4	1	1	1	1
44	Screen printing	361	354	4	4	12	12
45	Arc welding	21	20	382	364	481	473
46	Plastering	235	229	13	13	14	14
47	Upholstery	3	3	178	166	391	391
48	Garment dyeing/batik stamping	355	354	34	34	36	36
49	Lokpo weaving, women	37	37	634	603	743	743
50	Kente weaving, men	16	16	25	24	42	42
51	Knitting	4	4	34	34	35	35
52	Baby products	2 541	2 506	3	3	7	7
53	Basketry					3	3
54	Vulcanization	50	50	46	46	49	49
	Total	19 293	18 821	20 091	19 657	21 670	21 184

Source: DECC, 2019.

## New model of dual-type cooperative training

The resumption of German development cooperation in 2013 made it possible to trial a new type of dual-type cooperative training (three years) for apprentices in five trades (car mechanics, motorcycle mechanics, electrics for construction, joinery and cutting/sewing). Based on the lessons learned from the 2014 evaluation, the training of apprentices under the new dual-type cooperative system

was given the same status as training for the CAP and technician diploma (BT) at the relevant training centres, so that the teachers could no longer demand overtime payments for providing dual training.

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A new regulatory act<sup>12</sup> was passed setting out the procedure for awarding the CQP under this new dual-type cooperative system. Under this new approach, the craftsmen are involved in the choice of trades, the listing of eligible enterprises, the recruitment of apprentices, curriculum development and the training of apprentices at the training centres, and included on the

examination boards. The qualification is achieved through the continuous assessment and validation of skills, instead of through a single final assessment, as is the case for formal CAP and BT training.

The first class of apprentices graduated in 2018. The table below provides the statistics on this group.

► **Table 3. Statistics on registered and successful CQP candidates undertaking dual-type cooperative training (2018 session)**

Specialization	Registered	Successful
Cutting/sewing	13	13
Electrics for construction	27	26
Car mechanics	17	17
Motorcycle mechanics	16	13
Joinery	7	7
Total	80	76

Source: DECC, 2019.

► **On-the-job apprenticeship leading to the CFA still largely outnumber dual-type apprenticeship**

In view of the above statistics, it is clear that few apprentices (around 100 each year across all trades) in a very limited number of trades (barely ten over the past three years) undertake dual apprenticeships to obtain the CQP (for which apprentices are registered by the training centres). Meanwhile, apprenticeships leading to the CFA (for which apprentices are registered by their employers) cover more than 50 trades and are undertaken by around 20,000 apprentices each year across all trades.

## Financing of apprenticeships in the informal economy

In Togo, there is a training fund known as the National Fund for Apprenticeship, Training and Skills Development (FNAFPP). The act establishing this fund provides for its contribution to reform of the apprenticeship system through the development of work-based or dual-type training (Article 4). It also states that the fund's resources are chiefly aimed at, among other things, financing training as part of the dual system and other work-based formats, with the exception of traditional technical teaching (Article 7).<sup>13</sup> However, the FNAFPP does not

contribute to the funding of apprentices working towards the CFA or CQP. Training within enterprises of apprentices preparing for the CFA is paid for by the apprentices' parents or guardians, or the apprentices themselves. The same was true of those preparing for the CQP (in its old format).

However, as part of the new dual-type cooperative system for five pilot trades, the FNAFPP did finance 80 per cent of the training costs, while the German development cooperation programme provided the remaining 20 per

<sup>12</sup> Order No. 2018/026/METFP/CAB/SG establishing the system of assessment of professional training through dual-type cooperative apprenticeship.

<sup>13</sup> Act No. 2010-010 of 2 July 2010 on the National Fund for Apprenticeship, Training and Skills Development (FNAFPP).

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cent. This exceptional funding provided by the FNAFPP might not be repeated for subsequent courses, despite the positive evaluation of the process and the expansion currently under way.

There are no studies on the effects or impact of awarding the CQP and CFA qualifications. However, they represent a

pathway to qualification with high moral value for families and young people. In addition, it is thanks to these two qualifications that young people can train and receive recognition of their skills in numerous trades that are not taught in the formal system.

## Major challenges for upgrading apprenticeships in Togo

These qualifications are faced with the following major challenges, among others:

- There is a lack of internal national funding for developing curricula, paying trainers, providing equipment at the training centres, and so on. The national craft trades register in Togo lists around 170 trades. The CQP in its old format is only available for around ten trades, while the dual cooperative CQP only covers five trades (in 2019). The CFA is available for around 50 trades. There are still around 100 trades and crafts for which the CQP and CFA are not available, due to a lack of skills standards and assessment tools. The development of these tools requires resources that cannot currently be provided by the public budget of the ministry responsible for vocational training. The mobilization of both internal and external resources is therefore essential to increase the number of trades covered by the CQP and CFA.
- Methodology experts and trainers need to be trained in sufficient numbers for all trades and crafts, and across the whole Togolese territory, to ensure that the CQP and CFA are available for all trades and crafts, and throughout the country.
- All vocational training centres should value apprenticeship and offer support to apprentices either through dual-type apprenticeship or helping them prepare for the CFA assessment.
- Only these two qualifications are available for craft trades, regardless of their complexity, although some trades can only be learned with an educational level higher than primary education. This means that some young people prefer to enrol in mainly centre-based formal technical and vocational education and training, without any guarantee of actually becoming competent but with the assurance of ending up with a diploma at a higher level than that of the CQP and CFA.
- The chambers of trade want the Government to assign them the responsibility of organizing and awarding the CQP and CFA in accordance with the West African Economic and Monetary Union (UEMOA) community code on crafts. The ministry responsible for crafts filed a request with the ministry responsible for vocational training in 2016, but a transfer does not appear to be planned at the moment. The reasons given by the ministry responsible for vocational training for not transferring these responsibilities concern the lack of control of the public authorities over organization and representation within the chambers of trade. The chambers of trade therefore need to demonstrate greater responsibility and accountability to improve their credibility in the eyes of the public authorities for the latter to entrust them with the organization of the CQP and CFA examinations. If they fail to achieve the full level of responsibility required, they could manage these examinations jointly with the ministry responsible for vocational training.

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