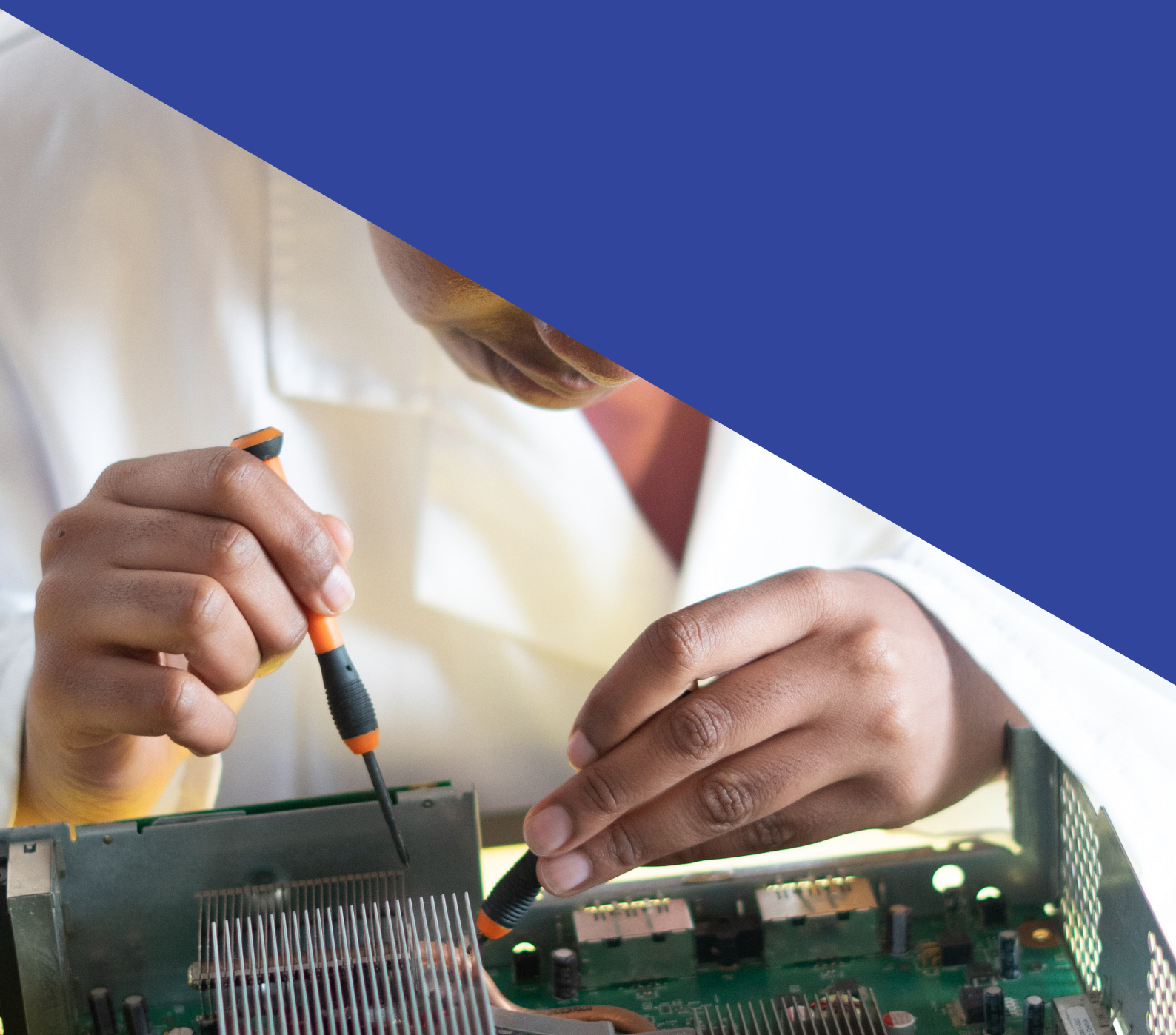




International  
Labour  
Organization

► **Caribbean vocational  
qualification transition to  
employment in CARICOM  
Member States**





# **Caribbean vocational qualification transition to employment in CARICOM Member States**

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ILO Cataloguing in Publication Data

Caribbean vocational qualification transition to employment in CARICOM Member States

International Labour Organization, Office for the Caribbean - Port of Spain: ILO, 2020.

ISBN print: 978-92-2-032578-0  
ISBN Web PDF: 978-92-2-032577-3

ILO DWT and Office for the Caribbean

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Port of Spain, Trinidad and Tobago

# ▶ Acknowledgement

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Sincere thanks and appreciation to the persons listed below for their invaluable contribution, through time and expertise, in facilitating and providing vital information towards the conduct of this study. Without their assistance, the information and data collection process would have been much more challenging.





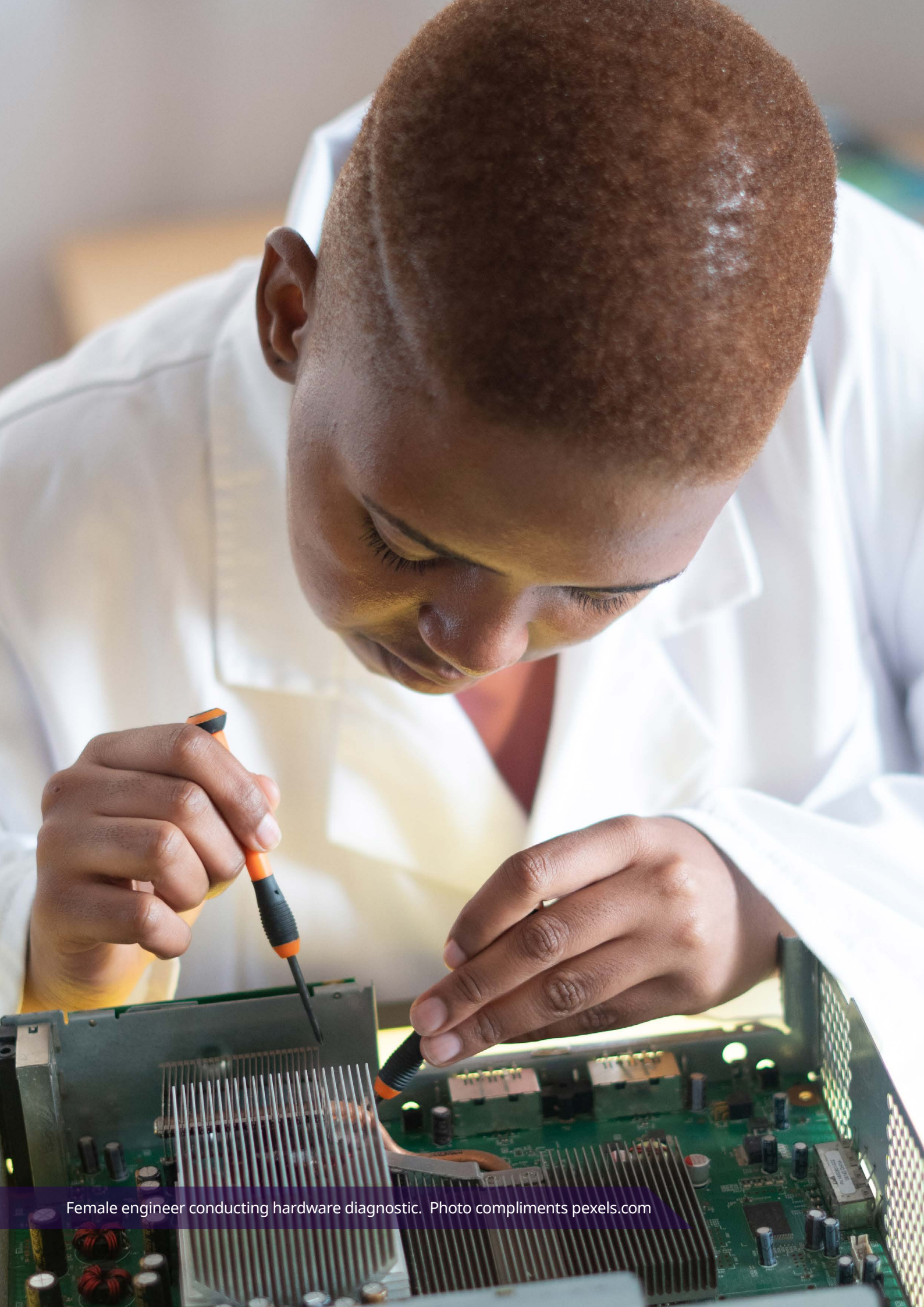
Mechanic in training. Photo compliments rawpixel.com free photos

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Female engineer conducting hardware diagnostic. Photo compliments pexels.com



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IT technician at work. Photo compliments rawpixel.com free photos



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A barber plying his trade. Photo compliments rawpixel.com free photos



ANIFA



# ► List of acronyms

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ABAB	Antigua and Barbuda Accreditation Board
ABEF	Antigua and Barbuda Employers' Federation
ABICE	Antigua and Barbuda Institute of Continuing Education
ABNTA	Antigua and Barbuda National Training Agency
ABNVQ	Antigua and Barbuda National Vocational Qualification
ABWU	Antigua and Barbuda Workers Union
ABYC	American Boat and Yacht Council
ACE	Adult and Continuing Education
ACVT	Advisory Committee on Vocational Training
ASC	Antigua State College
ATC	Approved Training Centre
AVEC	Advanced Vocational Education Centre
BAC	Barbados Accreditation Council
BCCI	Barbados Chamber of Commerce and Industry
BCCI	Belize Chamber of Commerce and Industry
BDWS	Business Development and Workforce Solutions
BEC	Barbados Employers' Confederation
BIMP	Barbados Institute of Management and Productivity
BIT	Board of Industrial Training
BLC	Barbados Labour College
BVTB	Barbados Vocational Training Board
BWU	Barbados Workers Union
CAGI	Consultative Association of Guyanese Industries
CANTA	Caribbean Association of National Training Authorities
CARE	Centre for Adolescent Renewal and Education
CARICOM	Caribbean Community
CCL	Caribbean Congress of Labour
CFBC	Clarence Fitzroy Bryan College
CEC	Caribbean Employers Confederation
CEO	Chief Executive Officer
CSME	Caribbean Single Market and Economy
CBET	Competency-based Education and Training
CEDEFOP	European Centre for the Development of Vocational Training
CEFE	Competency-based Economies through Formation of Enterprise
CINTERFOR	Inter American Centre for Knowledge Development in Vocational Training
COO	Chief Operating Officer
COHSOD	Council for Human and Social Development
CSO	Central Statistical Office
CTUSAB	Congress of Trade Unions and Staff Associations of Barbados
CTVET	Council for Technical and Vocational Education and Training
CVQ	Caribbean Vocational Qualification
CXC	Caribbean Examinations Council
DAWU	Dominica Amalgamated Workers' Union
DDL	Demerara Distillers Limited
DEF	Dominica Employers' Federation
DFID	Department for International Development
DIH	D'Aguiar Bros

DSE	German Foundation for International Development
EBT	Enterprise Based Training
ECA	Employers Consultative Association
ECS	Employment and Career Services
EC	Executive Chairman
EC\$	Eastern Caribbean Dollars
ED	Executive Director
ES	Executive Secretary
ETES	Employment Training and Education Services
ETF	Employment Training Fund
ETF	Enterprise Training Fund
ETF	European Training Foundation
FITUG	Federation of Independent Trade Unions of Guyana
GARD	Gilbert Agricultural Research and Development Centre
GCTVET	Grenada Council for Technical and Vocational Education and Training
GEF	Grenada Employers' Federation
GITC	Guyana Industrial Training Centre
GNTA	Grenada National Training Agency
GSDS	Growth and Sustainable Development Strategy
GTUC	Grenada Trades Union Congress
GTUC	Guyana Trades Union Congress
GUY\$	Guyana Dollars
GuySuCo	Guyana Sugar Corporation
HEART Trust/NTA	Human Employment and Resource Training Trust / National Training Agency
HEC	Higher Education Consortium
HRD	Human Resource Development
HTI	Hospitality Training Institute
ICT	Information and Communication Technology
IDB	Inter-American Development Bank
ILB	Industry Lead Body
ILG	Industry Lead Group
ILO	International Labour Organization
ITVET	Institutes of Technical and Vocational Education and Training
JEF	Jamaica Employers' Federation
JFLL	Jamaican Foundation for Lifelong Learning
JCTU	Jamaica Confederation of Trade Unions
KSF	Key Success Factor
LMRID	Labour Market Research and Intelligence Department
MAC	Management Advisory Committee
MD	Managing Director
MLSS	Ministry of Labour and Social Security
MOE	Ministry of Education
MOEYI	Ministry of Education, Youth and Information
MOEYSC	Ministry of Education, Youth, Sports and Culture
MOF	Ministry of Finance
MOL	Ministry of Labour
MOLSED	Ministry of Labour and Small Enterprise Development
MoU	Memorandum of Understanding
MTEST	Ministry of Tertiary Education and Skills Training
NATUC	National Trade Union Centre
NCTVET	National Council for Technical and Vocational Education and Training
NCTVET	National Council on Technical Vocational Education and Training
NEC	National Examination Council

NGO	Non-governmental Organization
NLC	National Labour Congress
NQD	National Qualification Department
NSDC	National Skills Development Centre
NTA	National Training Agency
NTUCB	National Trades Union Congress of Belize
NVQ	National Vocational Qualification
NWU	National Workers Union
NYS	National Youth Service
OECD	Organization of Economic Cooperation and Development
OECS	Organisation of Eastern Caribbean States
OJT	On-the-job Training
OPM	Office of the Prime Minister
PLAR	Prior Learning Assessment Recognition
PP	Private provider
PPP	Public-private partnership
RAC	Regional Advisory Committee
RCMTVET	Regional Coordinating Mechanism for Technical Vocational Education and Training
RQF	Regional Qualification Framework
SALCC	Sir Arthur Lewis Community College
SKNCC	Saint Kitts and Nevis Chamber of Commerce
SKNTLU	Saint Kitts and Nevis Trade and Labour Union
SLCTVET	Saint Lucia Council for Technical and Vocational Education and Training
SLEF	Saint Lucia Employers' Federation
SSDA	Sector Skills Development Agency
SKNTVET	Saint Kitts and Nevis Technical and Vocational Education and Training
SVGEF	Saint Vincent and Grenadines Employers' Federation
RTO	Registered Training Organization
RVQF	Regional Vocational Qualification Framework
SEO	Senior Education Officer
SLTOPS	School Leavers Training Opportunity Programme
STEM	Science Technology Engineering and Mathematics
STW	School to Work
TAMCC	T.A. Marryshow Community College
TOM	Technical Operating Model
TTNTA	Trinidad and Tobago National Training Agency
TVET	Technical and Vocational Education and Training
UN	United Nations
UNESCO	United Nation Educational, Scientific and Cultural Organization
UNEVOC	International Centre for Technical and Vocational Education and Training
USAID	United States Agency for International Development
US\$	United States Dollars
UTT	University of Trinidad and Tobago
UWI	University of the West Indies
VET	Vocational Education and Training
VTTU	Vocational Technical Training Unit
WB	World Bank
WDE	Workforce Development and Employment



Reskilling in engineering. Photo compliments pexels.com free photos



## ▶ Executive summary

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The Regional Technical and Vocational Education and Training (TVET) Strategy (1990), Revised (2012), adopted by the Caribbean Community (CARICOM) Ministers of Education, provides a cohesive framework for the development, improvement and coordination of TVET across the region. The strategy emphasized the critical relationship between the education sector and other sectors of the economy, a recognition by the region's leaders of the importance of human resource development and skills as crucial to the developmental process, through access to certification, as articulated in the Regional Human Resource Development (HRD) Strategy 2030. The International Labour Organization (ILO) strongly supports skills development policies developed by government in consultation with the social partners, to link education policies to labour market requirements.

The CARICOM Agreement on integration necessitated the removal of barriers to trade and free movement of regional goods and services, as well as human and financial capital. Consequently, the need for common certification became necessary to meet the requirements of free movement of skilled labour within the Caribbean Single Market and Economy (CSME), hence the transition from the National Vocational Qualification (NVQ) to Caribbean Vocational Qualification (CVQ) to achieve a common certification. Introduction of the NVQ was instituted by CARICOM Member States with a view of improving the quality of education and training, and the productivity of the region's workforce through access to nationally driven competency standards and certification. Beyond the free movement of skilled labour for employment, it was also envisaged that the CVQ, together with the Competency-based Education and Training (CBET) methodology, would improve the linkages between employers and education and training, and the overall quality of vocational training. This would be facilitated through the enhancement of the skills and knowledge of instructors, assessors and verifiers, as well as by providing adequate instructional resources and appropriate equipment, contextualized in the delivery of vocational training, by integrating workplace learning as central to the curriculum.

While regional governments have made demonstrable efforts to deepen the integration process, progress regarding implementation of the common certification and improvements in the quality of TVET are at different levels of accomplishments among Member States. The problem therefore lies in the absence of any evidence of successes and challenges of TVET in Member States. The expertise and demonstrated competence of TVET Councils and National Training Agencies (NTAs) over the years, in areas of institution and programme accreditation, assessment and certification of the workforce, including prior learning capabilities, as well as the flexibility to respond on a national scale to changing labour market trends as new occupations emerge, would provide the workforce for the effectiveness of the Caribbean Single Market and Economy (CSME) to respond to global labour market trends, and attract foreign direct investments, towards the economic resilience and sustainability of regional economies.

Within the context of the free movement of skilled labour regionally, there is need for technical advice and assistance to regional governments and TVET institutions to strengthen the TVET system and enhance its capability towards achieving this overarching objective. To provide such technical assistance, the ILO considers it important to first understand the functioning of the training agencies and their challenges. Against this background, this study was conducted to provide pertinent data and information to assist in informed decision-making. The purpose of the study therefore, was to examine the effectiveness of the NVQ / CVQ in facilitating transition to decent employment, as well as to develop a better understanding of the problems associated with the award of the NVQ / CVQ, including the delivery of quality TVET. Findings would therefore provide a basis for policy decisions and technical assistance in strengthening the TVET systems in Member States.

The tripartite approach to policy development and implementation, one of the central tenets and Key Success Factors (KSFs) in TVET administration, was evidenced in the structures of most of the NTAs / TVET Councils, with the exception of Grenada, Guyana, Saint Lucia, and Saint Vincent and the Grenadines. There was however, noticeable disparity in composition, with government being the dominant partner in all cases. Regarding governance 'good practice' in the appointment of Board Chairs, with the exception of Trinidad and Tobago, Chairpersons were consistently appointed from among private sector representatives, a strategy that is likely to be instrumental in getting greater private sector buy-in and participation. All countries have established by Act, constituted bodies that perform the roles and functions of NTAs and TVET Councils, thus ensuring legitimacy and continuity across political administrations.

Given the regional context in which the TVET systems operate, it is instructive to note that international and regional institutions have been instrumental in the design of the TVET structures and supporting mechanisms. Organizations such as the International Labour Organization (ILO) and United Nations Educational, Scientific and Cultural Organization (UNESCO) International Centre for Technical and Vocational Education and Training (UNEVOC), as well as CARICOM and the Caribbean Association of National Training Authorities (CANTA) have influenced, to varying degrees, the operations of the TVET systems examined. Consistent with the influence of these global partners, the TVET systems have demonstrated global and regional perspectives. In almost all cases, NTAs / TVET Councils function as accredited UNEVOC Centres as well as being guided by the CARICOM Regional Strategy and CANTA's Quality Assurance Criteria and Guidelines for CVQ.

From an infrastructural perspective, the fundamentals have been established to facilitate an effectively functioning TVET system. Notwithstanding, the systems differ in sophistication from country to country. The Human Employment and Resource Training Trust / National Training Agency (HEART Trust / NTA) systems and structures are by far, the most developed, but claims of ambiguity and perceptions of duplicity need to be addressed comprehensively and systemically. The Barbados TVET Council and the National Training Agency of Trinidad and Tobago (NTATT), both of which are fairly well developed, exhibit areas of duplications as well. With the exception of HEART Trust / NTA, and to some extent the Barbados TVET Council, there is significant financial resource constraints with other training agencies, arguably impacting on their effectiveness and sustainability.

The extent to which the NVQ / CVQ was used as a tool for employment facilitation and free movement of skilled labour, was inconclusive. As it relates to performance of CVQ and Skills Certificates, there was no evidence of any established targets either at the level of CARICOM or CANTA, hence the total of 38,918 CVQs and 388 Skills Certificates issued, though appearing to be less than desirable, within the context of the overarching objectives of the regional strategy, could not however be effectively evaluated, neither could any definitive conclusions be arrived at, given the absence of any comparative targets. There appears to have been major misalignment between the NTA's strategies and the objectives of the CARICOM Regional Strategy. Consequentially, certification achievement was disproportionately biased towards Level 1 (34,418 or 88 per cent) of the number of CVQs issued, an output that is at variance with the productivity and competitiveness objectives of the regional strategy.

The system faces significant challenges that vary from institution to institution, which appears to contribute to the overall, as well as individual NTA's performance. There appears to be need for greater integration of strategies among the NTAs for realization of the objectives articulated in the regional TVET strategy, with clearly established policies and timelines, as indicated in the Revised (2012) Strategy, as well as a monitoring and evaluation mechanism to track performance, which is lacking. The governance structure, although exhibiting elements of disparity, especially from a policy perspective, was not considered a major deterrent to performance. Management of resources on the other hand, finance in particular, appeared to have been the most significant constraining factor.

Despite these deficiencies, referencing two employers' surveys, one by the HEART Trust / NTA on employment of TVET graduates, and the other by the Grenada National Training Agency (GNTA) on employers' satisfaction with TVET graduates, revealed some important findings. In the case of HEART Trust / NTA's study, it was observed that annually, nearly seven in 10 (66 per cent) TVET graduates were accessing decent employment. The report also revealed three other important observations:

1. males experienced on average, a higher rate of employment at 72 per cent;
2. young adults, 25 years of age and older, accounted for 73 per cent; and
3. most individuals (85 per cent), were employed full time.

Based on these findings, it could reasonably be deduced that in the case of Jamaica, TVET appeared to be facilitating employment, an implicit acknowledgement and endorsement by employers of TVET as an effective means of skills development. Regarding the level of employers' satisfaction with the technical competence and employability skills of graduates, it was ranked very high at 90.5 per cent.

As it relates to Grenada, based on employers' responses to a 2018 Employer Satisfaction Survey conducted by the NTA among 34 entities, 29 (85 per cent) of which represents the private sector, it could reasonably be deduced that holders of NVQ / CVQ were also accessing employment. The results revealed general awareness among employers of the NTA and its role in TVET administration (73.5 per cent), as well as satisfaction with the level of competence demonstrated by employed graduates of the TVET system (76.5 per cent). Employers also viewed NVQ / CVQ as both relevant and important in equipping individuals for the workforce, with an overall importance rating of 85.5 per cent. As it relates to graduates' employability soft skills, and the probability of them gaining employment, employers believed graduates possess very good soft skills (82.3 per cent), a critical factor that is likely to enhance their chances of attaining and retaining employment, with an excellent probability rating of 88 per cent.

In Grenada, there is apparent Government reluctance in accepting and implementing an Enterprise Training Fund (ETF) for the Grenada NTA, which has tacit approval from both employers and workers. From observations, with the exception of HEART Trust / NTA and Barbados TVET Council, to a lesser extent, all other NTAs / TVET Councils were significantly constrained by the level of funding received, which has been the main contributory factor to their ability to effectively discharge their mandates. Reliable financial support on a predictable and sustainable basis is critical to the performance and effectiveness of the regional TVET systems.

The pace and diffusion of technology, and the innovations required by TVET systems to respond to changing labour market dynamics, particularly relating to the realization of the vision of the Regional TVET Strategy, dictate that the TVET systems be appropriately equipped. In this regard, there is need for capacity building and institutional strengthening of all the TVET systems, including infrastructures. The technical capacity of human resources, and documentation of information and the availability of critical data, factors that are essential to effective decision-making, were in most instances unavailable or incomplete.

Investigations conducted into the core areas that guide this study revealed the following summary findings:

1. **Employers' hiring of applicants with or without National Vocational Qualification or Caribbean Vocational Qualification.** Employers have expressed preference for hiring persons with general education certification such as the Caribbean Examinations Council (CXC), College Diplomas and Degrees over holders of NVQ / CVQ at the comparative levels. Documentary evidence pertaining to academic criteria for hiring, generally list qualifications, which in many instances, do not include NVQ / CVQ. Employers also expressed preference for trained staff over those not trained, on the basis of perceived greater value. They cite factors such as superior employability skills (soft skills) among trained and certified employees compared to those without certification. Comparing employees with NVQ / CVQ and other certification, there were perceived differences in the cognitive competence between both categories, with holders of NVQ / CVQ less favourably rated by employers. There were however contrasting views among employers' representatives as it relates to graduates with technical skills, with most asserting that TVET graduates are generally more proficient at the corresponding level to their counter parts.
2. **The levels (1-3) of National Vocational Qualifications / Caribbean Vocational Qualifications issued.** Not all NTAs provided certification data, and the CVQ data reported by CXC was in many instances, inconsistent with the data from the respective NTAs. Notwithstanding, analysis of the

available data showed Jamaica's HEART Trust / NTA as the most dominant performer, with outputs of 24,894 CVQs (64 per cent) of the total number of CVQs (38,918) and 283,684 NVQs, respectively, followed by Trinidad and Tobago's NTA with 11,618 CVQs (30 per cent). With the exception of Jamaica's HEART Trust / NTA that presented a comprehensive set of data pertaining to its graduates, other NTAs / TVET Councils, with limited or no data, cited inadequate resources as a major constraining factor in their ability to institute effective data management systems. Accordingly, the data on their graduates was either non-existent, not presented uniformly, or excluded important variables such as gender and levels and types of certification. In all cases however, a wide range and number of organizations were cited as integral to the process leading to certification.

3. **Number of National Vocational Qualifications / Caribbean Vocational Qualifications issued and graduates who transition to decent employment.** Collectively, all eleven countries reportedly issued a total of 38,918 CVQs. Although all respondents indicated that their graduates transitioned to gainful employment, most did not provide supporting data. HEART Trust / NTA was the only NTA to have structured information. Notwithstanding, the employment data presented by HEART Trust / NTA did not distinguish between NVQ and CVQ, nor was it segmented by levels. For the period analysed, it showed that an average of 66 per cent of graduates gained employment each year. The data also revealed three other important observations:
  - (a) on average, males experienced a higher rate of employment at 72 per cent;
  - (b) young adults 25 years of age and older accounted for 73 per cent; and
  - (c) most individuals, 85 per cent, were employed full time.
4. **The levels (1-3) of National Vocational Qualifications / Caribbean Vocational Qualifications issued and disaggregated by age and gender.** Data collection and presentation seems a major challenge for the TVET Councils / NTAs. Most have not been able to provide data on their certification achievement in a structured format. Except for HEART Trust / NTA and National Council on Technical and Vocational Education and Training (NCTVET) of Jamaica to a lesser extent, none were able to provide the data in a format segmented by levels, age and gender. Data inconsistency from the various sources was also of major concern, which makes analysis difficult. The CXC report on CVQs (Table 3) revealed an overall achievement of 38,918 CVQs, disaggregated into 16,967 (44 per cent) males and 21,951 (56 per cent) females, of which Jamaica and Trinidad and Tobago accounted for a significant 24,894 (64 per cent) and 11,618 (30 per cent), respectively. It can be observed that the achievements have been disproportionately skewed towards the lower level, with 34,418 (88 per cent) of the total (38,918) being at Level 1.
5. **Employer awareness and knowledge of National Vocational Qualification / Caribbean Vocational Qualification certification.** The level of awareness and demonstrated knowledge of NVQ / CVQ certification differed among countries and employers. Employers, assessed by the expressed views of Executive Directors of their representative bodies appeared to have limited awareness and knowledge of vocational qualifications, hence a NVQ / CVQ has no particular meaning, especially as it relates to levels. For example, there is difficulty in appreciating why a Level 1 NVQ / CVQ is not equivalent to a Grade 1 as it relates to their senior technicians in the workplace. There was however, general consensus among employers' representatives that both NVQ and CVQ are related to TVET, or vocational skills, a qualification they believe to be mainly concerned with practical skills, and very little to do with cognitive competence.
6. **Employer satisfaction or dissatisfaction with the technical skills of employees with National Vocational Qualifications / Caribbean Vocational Qualifications.** Employers' expectations of the level of skills proficiency commensurate with levels of qualification vary across countries and TVET Councils / NTAs. There were observed differences in interpretation of the qualification framework (Levels 1 to 3) by employers. Expectations were not met in many instances, leading to dissatisfaction. There was general perception, expressed by employers' representatives, that although TVET graduates appear technically proficient, relative to their counterparts in general education, they were less favourably viewed in the cognitive dimension. Despite these strongly held views, there was no documented evidence. Citing HEART Trust / NTA's and GNTA's employment and employers'



satisfaction survey results, respectively, it appears that there was preference for TVET graduates in both countries.

HEART Trust / NTA's certification and employment statistics seem to suggest a direct relationship between NVQ / CVQ and employment facilitation, implicitly indicative of Jamaican employers' recognition and acceptance of TVET qualifications. As it relates to employers' satisfaction, results of a 2014/15 HEART Trust / NTA conducted survey "Skills Demand and Employers' Satisfaction", revealed that employers were for the most part satisfied (90.5 per cent) with the services offered by HEART Trust / NTA. This high level of satisfaction was also reflected in the employers' satisfaction ratings of graduates of HEART Trust / NTA, when assessed against nine performance criteria:

1. oral and written communication skills;
2. computation skills;
3. productivity;
4. cooperativeness;
5. acceptance of advice and supervision;
6. quality of work;
7. computer skills;
8. technical use of tools/equipment; and
9. personal initiative and problem solving skills.

From Grenada NTA's Employers Satisfaction Survey of NVQ / CVQ, conducted among 34 entities, 29 (85 per cent) of which represents the private sector, it could also be deduced that holders of NVQ / CVQ were accessing employment in Grenada. The results revealed satisfaction (76.5 per cent) with the competence of graduates. Regarding employability (soft) skills, and the probability of employment, employers believed graduates possess very good soft skills (82.3 per cent), a critical factor that is likely to enhance their chances of retaining employment, with an excellent probability rating of 88 per cent. Overall, employers viewed NVQ / CVQ as both relevant and important in equipping individuals for the workforce, with an overall importance rating of 85.5 per cent.

7. **Employer satisfaction or dissatisfaction with the employability (soft) skills of employees with National Vocational Qualifications / Caribbean Vocational Qualifications.** Respondents from other countries, besides Grenada and Jamaica, could not show evidence of employers' satisfaction of employees with NVQ / CVQ certification, which is consistent with anecdotal evidence from the NTAs. The importance attached to soft skills was highlighted in the Saint Lucia experience, wherein employers reportedly go to one trusted source for TVET graduates, Centre for Adolescent Renewal and Education (CARE), whose curriculum is reportedly highly focused on soft skills. It was reported, without supporting evidence that between 45 per cent and 50 per cent of CARE graduates usually gain and retain employment within a short period of completing their training.
8. **Employer satisfaction or dissatisfaction with the level of productivity of employees with National Vocational Qualifications / Caribbean Vocational Qualifications.** Without supporting evidence, employers' representatives have expressed the view that workers with vocational qualifications were not as productive as their tertiary counterparts. In an attempt to substantiate this claim, they cited the less likelihood of TVET graduates demonstrating personal initiative and leadership, relative to their tertiary contemporaries, an implicit inference of differences in cognitive competence of both groups. Employers have also articulated the view that TVET graduates require greater supervision in the workplace than do tertiary graduates, hence a less efficient process of induction and on-boarding of new TVET employees.
9. **Graduates with National Vocational Qualifications / Caribbean Vocational Qualifications who obtained skills certification for movement within Member States.** The CSME report on Skills Certificate (Table 2) shows that for the period 2013 – 2018, the two categories for which CVQ is required, Artisans and Household Domestic workers, a total of 388 Skills Certificate were issued, with Artisans accounting for the vast majority, 371 or 96 per cent. Jamaica by far, accounted for most, 226 or 58 per cent. This was followed by Guyana with 101 or 26 per cent, and Saint Lucia and Saint

Kitts and Nevis with 23 and 21, respectively. It should be noted that the data was not available in a format that allowed for analysis by gender and levels, or the specific qualifications.

10. **National Vocational Qualification / Caribbean Vocational Qualification graduates who secured employment in Member States with skills certificate, disaggregated by gender.** Apart from the number of graduates (388) who reportedly accessed employment in Member States by virtue of skills certificate, there is no other specific information pertaining to these individuals. The data did not show the distribution by gender or certification levels. The data however indicated the country of origin, and the two categories for which CVQ skills certificate is required, Artisans and Household Domestic workers. Anecdotally, employers' representatives, alluded to also by NTAs and trades unions, have pointed to the 'movement of skilled workers' across borders, especially within the Organisation of Eastern Caribbean States (OECS), which is facilitated by the 'free movement' embedded in the OECS charter, an assertion, if valid, that is likely to distort the statistics on the free movement of skilled workers on the basis of Skills Certificate.
11. **Documentation and information on occupational standards development and quality assurance measures.** All TVET Councils / NTAs are members of CANTA, which give them access to a range of approved occupational standards available in the CANTA database. Additionally, NTAs by authority of their Acts, have instituted mechanisms such as Industry Lead Groups (ILGs), Industry Lead Bodies (ILBs), and Industry Advisory Committees (IACs), through which they have access to technical resources from industry to facilitate the standards review and development process. Similarly, as it relates to quality assurance of the system, CANTA's Draft Quality Assurance Criteria and Guidelines for CVQ has been referenced by all entities as a direct source of influence for their respective quality assurance committees and processes.
12. **Information and documentation on level of awareness and involvement of employers' and workers' organizations on standards development.** There is evidence of a high level of awareness and participation by employers and trade unions in the standards development process. Apart from structured participation, as part of the tripartite arrangement overwhelmingly evident in the composition of Boards of TVET Councils / NTAs, employers' and workers' organizations are engaged at the operational level, through mechanisms such as Standards Development Councils (SDCs), ILGs, ILBs, IACs and Quality Assurance Committees.
13. **Involvement of employers and workers, including other professional organizations, on standards development.** Apart from structured participation through the tripartite arrangement, evident in the composition of Boards of TVET Councils / NTAs, there is involvement of employers' and workers' organizations at the operational level, through mechanisms such as Standards Development Councils, ILGs, ILBs, IACs, and Quality Assurance Committees. Evidence also suggests, though to a lesser extent, that many NTAs engage industry practitioners, including TVET instructors, private training organizations, community colleges, and NGOs in the standards development process.
14. **Use of competency-based instructional method in Technical and Vocational Education and Training, including training of instructors, assessors, and verifiers.** To varying degrees, depending on resource availability, primarily financial, all NTAs have reportedly incorporated CBET methodologies as integral to their facilitation and delivery of TVET. Although NTAs have indicated having trained resources as assessors; internal and external verifiers; and facilities auditors (either as full time, part time, or contract staff), only some have indicated having a structured database of these critical resources, necessary for effective planning and decision-making.
15. **Competency-based delivery of instruction and assessment processes.** With the exception of HEART Trust / NTA, Trinidad and Tobago's NTA and Barbados' TVET Council, most, if not all other NTAs have reportedly experienced challenges with CBET methodologies. The degree of difficulties vary among jurisdictions. Two concerns frequently expressed, suggest limited knowledge of CBET by instructors within the secondary school system, who are engaged at times by NTAs, and lack of or limited practical experience of TVET instructors, generally. According to one Executive Director of employers' representative body, the lack of or limited experience of TVET teachers is a major weakness of the TVET system. Implications of this 'experience gap', are manifested in the

assessment process, resulting in delayed certification, caused by deficiencies in the development of students' portfolio, which is guided by instructors.

16. **Effectiveness of Technical and Vocational Education and Training programmes achieving intended objectives.** The governance apparatus to facilitate realization of the general objectives of the Regional TVET Strategy is well established in most, if not all jurisdictions, albeit to varying degrees of development and sophistication of the TVET infrastructures. In spite of this observation, overall governance of the system appears to be weak in most cases.

Access to decent employment, the intended outcome of certification, is a measurable indicator of the effectiveness of TVET programmes. All NTAs indicated that their graduates gain and retain employment, in spite of many employers' expressed concerns with the perceived levels of technical and employability skills deficiency of TVET graduates. Except for HEART Trust / NTA, no other NTA / TVET Council have provided any documentary evidence in support of this claim. Barring few exceptions (energy, bauxite), there are significant similarities in the make-up of regional economies, and by extension, what constitutes the main pillars of economic activities that influences the growth and sustainability of the participating countries. As such, notwithstanding the lack of substantive evidence, the hypothesis that TVET graduates with certification gain employment, is highly anecdotal.

17. **Relevance of Technical and Vocational Education and Training programmes to labour market.** From observations and feedback, most if not all, TVET Councils / NTAs have well-established systems and mechanisms for guiding programme development and implementation that are in alignment with labour market. These range from departments dedicated to labour market intelligence gathering and analysis, to access to labour market data from established government entities, and information on trends in labour market, through mechanisms and interventions such as ILGs and employers' forums such as focus groups. Most NTAs rely on CANTA's database of occupational standards as the primary source of influence in programme implementation. From all indications, CANTA's standards are labour market driven. There is however the likelihood of standards not being reviewed for relevance on a timely basis, which could result in misalignment. From the data analysed, as well as feedback from NTAs and employers' representatives, there is evidence of concentration of training in particular sectors, as well as along particular gender lines. Although no true cause has been ascertained, both could be the result of inadequate or irrelevant labour market intelligence. NTAs have posited views such as cost of procuring equipment and facilities, and the tendencies for some qualifications to be biased towards particular gender.
18. **Work-based learning and its linkage to Technical and Vocational Education and Training programmes.** All the NTAs and TVET Councils are engaged in some form of work based training. These structured schemes range from on-the-job skills development interventions to formal apprenticeships work experience, and other forms of short term workplace attachments. Typical examples include HEART Trust / NTA's Enterprise-based Training (EBT), spearheaded by the Business Development and Workforce Solutions Department (BDWS) and the Employment and Career Services (ECS) Department's Registered Apprenticeship Programme (RAP) and School Leavers Training Opportunity Programme (SLTOP); Belize's ITVET's apprenticeship, Guyana's Board of Industrial Training (BIT) apprenticeship, and Trinidad and Tobago's Ministry of Labour and Small Enterprise Development (MOLSED) apprenticeship programme and the Barbados Vocational Training Board (BVTB) on-the-job training (OJT) programmes, consisting of four modalities:

- (a) apprenticeship;
- (b) skills training;
- (c) skills training – evening; and
- (d) in-plant training,

It was observed, that although these programmes were more geared towards prior learning assessment recognition (PLAR) methodology, which in most instances was at the development stage. Accordingly, issuance of certification by this methodology was reportedly insignificant, although without any documented supporting data.

- 19. Technical and Vocational Education and Training programme articulation with other institutions.** The National Qualification Framework (NQF) in each jurisdiction, is designed to facilitate articulation of TVET into higher education. In this regard, there was only limited information and data on graduates' articulating to institutions of higher learning. Accordingly, only in few instances were examples cited HEART Trust / NTA's (Levels 2 and 3) programmes articulating into the Ministry of Education's (MOE's) recently developed and operated Occupational Degree programme, aimed at developing TVET competencies at the intermediary level, and Trinidad and Tobago's National Examination Council (NEC) programme, which is recognized by both the University of Trinidad and Tobago (UTT) and the University of the West Indies (UWI) School of Continuing Studies, as entry criteria.
- 20. Sources of funding Technical and Vocational Education and Training, development of occupational standards, and training of assessors and verifiers.** Typically, the NTAs / TVET Councils are funded through government subventions, with the exception of HEART Trust / NTA and Barbados' TVET Council, which are funded through employers/employees tax levies. Only in one instance (Saint Lucia), the TVET Secretariat relied on grants and tuition fees, paid by beneficiaries, to finance its operations. Overall, most NTAs and TVET Councils, are severely underfunded, thus affecting the training of assessors and verifiers. As it relates to standards development, all NTAs have access to CANTA's database of standards. There is also internal technical capacity, through ILGs and / or ILBs, for the standards review and validation process. Notwithstanding, this capacity varies among NTAs, with HEART Trust / NTA the exception, being adequately resourced by its 3 per cent employer tax levy.
- 21. Involvement of employers and workers, including other professional organizations, on investment in Technical and Vocational Education and Training.** Apart from the composition of Boards, which provide evidence of employers and trade unions participation, there was evidence of employers, workers, and other stakeholders' minimal participation, through advisory committees and ILGs and / or ILBs. Notwithstanding, different interest groups, comprising government agencies/bodies, community colleges, and private training providers, including NGOs, have reportedly been participating in the various TVET systems' policy implementation. Similarly, educational practitioners, such as instructors are integrally involved, with their participation mainly reflected in the assessment and verification process, having been trained as assessors and verifiers. There is reasonable basis to conclude that governments of the region have demonstrated recognition of the tripartite approach to the governance of TVET, policy formulation, and programme development and implementation. In most instances, these considerations appeared to have been prioritized in the composition of Boards as articulated in the Act establishing the NTAs and TVET Councils. Conclusions and recommendations have therefore been arrived at, only after careful considerations regarding the global context within which TVET systems are required to function, and with the expectation that should they be implemented, respective countries' TVET administrative infrastructures and capabilities would be significantly strengthened and equipped towards the realization of the Regional TVET Strategic objectives.



# ▶ Introduction

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The CARICOM Regional TVET Strategy (1990); Revised (2012), on Workforce Development and Economic Competitiveness, provides a cohesive framework for effectively developing, improving and coordinating TVET regionally. Emphasis on the essential links between the education sector and other sectors, reflects the recognition by regional policy-makers and leaders that human resource development and the acquisition of skills and certification, as articulated in the Regional HRD Strategy 2030, are critical elements in the development process. The TVET system in each CARICOM Member State is fragmented by separate administrative arrangements; operates at different levels and in many disciplines; incorporates different delivery channels; and uses a variety of examinations and qualifications. Against this background, the Strategy called for establishment of a National Training Authority (NTA), as the central coordinating body for TVET in each country.

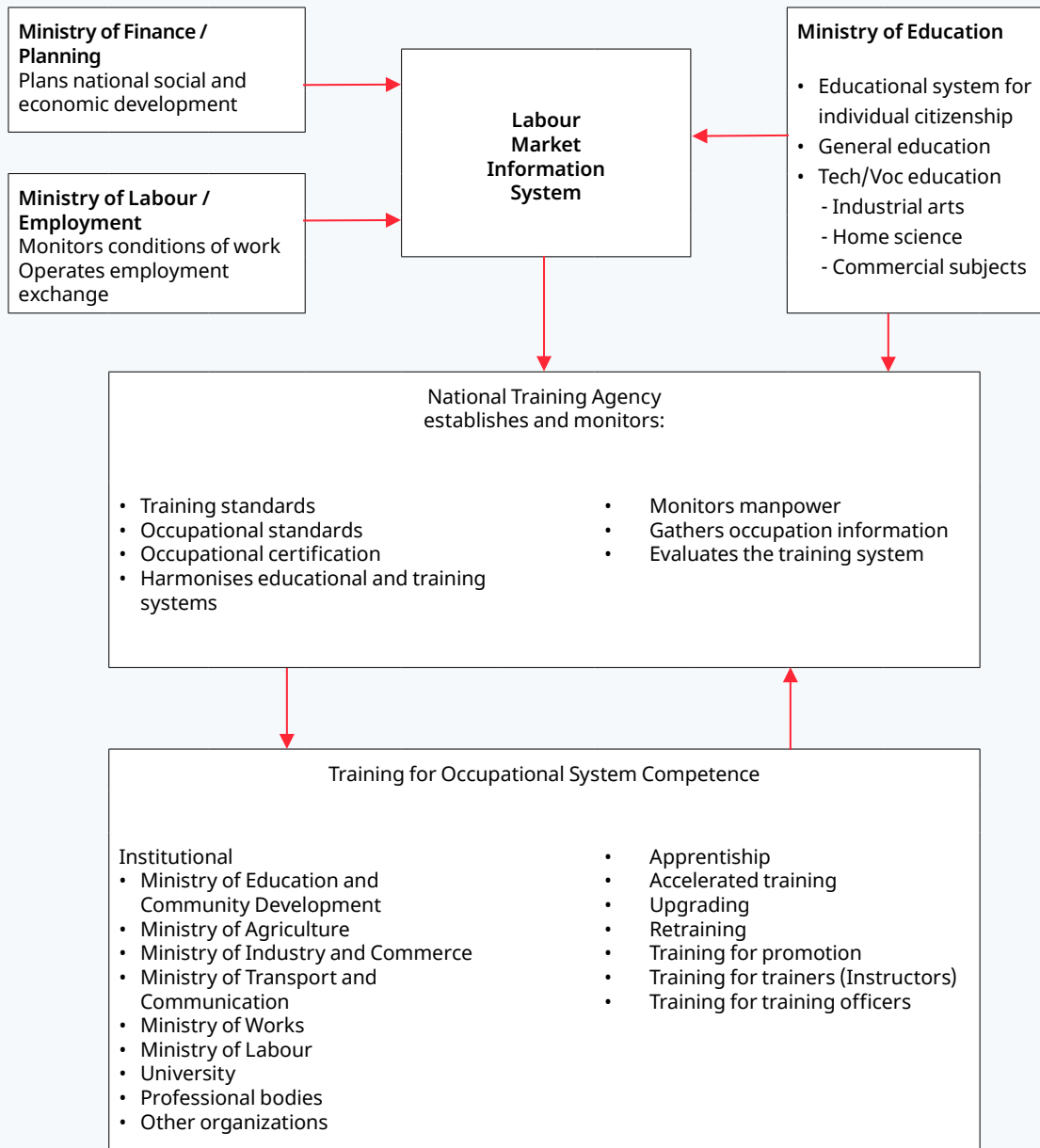
The CARICOM Secretariat, in articulating its conviction that the regional TVET system is fragmented by separate administrative arrangements; operates at different levels and in many disciplines; incorporates fundamentally different delivery systems; and uses a variety of examinations and qualifications, concludes that establishment of NTAs is necessary for effective coordination and management of the TVET systems. The coordination and management of TVET will be the main function of the NTA. Through sub-committees and the use of technical persons, the NTA can coordinate and monitor the following essential activities, typically performed by NTAs:

- ▶ identifying training needs;
- ▶ establishing and monitoring training standards, and monitoring the delivery of training;
- ▶ testing and certification;
- ▶ harmonizing activities in education and training systems at both formal and non-formal levels;
- ▶ monitoring skills demand and supply;
- ▶ monitoring the gathering of occupational information;
- ▶ evaluating the training system in terms of efficiency and effectiveness;
- ▶ publishing materials;
- ▶ monitoring and advising on curricula activities;
- ▶ advising on use of available resources;
- ▶ coordinating and executing promotional and motivational programmes;
- ▶ monitoring vocational and career guidance;
- ▶ monitoring teacher/instructor training; and
- ▶ orienting training programmes in keeping with the Labour Market Information System.

To efficiently and effectively carry out these functions, the Regional Strategy recommended an ideal structure for the NTA / TVET Councils, as illustrated in Figure 1.

► **Figure 1**

**A model of a national training system**



By 2002, some countries commenced the award of National Vocational Qualifications (NVQ), with a view of improving workforce productivity. The CARICOM Agreement on integration necessitated the removal of barriers to trade, and the facilitation of free movement of regional services, goods, capital, and human resources. Within this context, the need for a common certification became necessary to enable the free movement of skilled labour within the CSME, hence the transition from the NVQ to

the CVQ. Beyond free movement of a skilled workforce, it was also envisaged that the CVQ and CBET would improve the quality of vocational training and the competitiveness of the workforce. To achieve these objectives, means enhancing the skills and knowledge of instructors, assessors and verifiers, the provision of adequate instructional resources, modern equipment, and the contextualized delivery of vocational training, by integrating workplace learning as integral to the curriculum.

The expertise and demonstrated competence of NTAs / TVET Councils over the years, in areas of institution and programme accreditation, assessment and certification of the workforce, including prior learning capabilities, as well as the flexibility to respond on a national scale to changing labour market trends, as new occupations emerge and old ones become obsolete, would provide the framework for the effectiveness of the CSME as a regional body with the institutional capacity to respond to global labour market trends, and attract foreign direct investments, towards the economic resilience and sustainability of regional economies.

Qualification framework and certification is generally perceived as an effective tool that facilitates the attainment of decent employment. The NVQ / CVQ can play an important role in youth transition from school to the world of work with varying degrees of success. National Qualifications Frameworks (NQFs) are intended to promote stronger linkages between education institutions and the labour market. Findings suggest that diffusion of NQFs in the labour market cannot be taken for granted and challenge prescriptions that qualifications should be defined around narrow descriptions of competence to reflect employer preferences (Oliver and Walpole 2017).

The evidence, while still inconclusive, shows that the impacts of NQFs have been smaller than expected, often taken many years to appear, have varied across frameworks and sub-frameworks and have been negative as well as positive, in addition to variability of the impacts of NQFs and the complexity of the causal processes (Raffe, 2013). Countries implications of the implementing national qualification frameworks (NQF) have faced problems, most of which relate to the failure of governments to recognize the implications of the changes that they seek to introduce. This failure may be expressed in lack of political support or adequate resources for the agency or authority with responsibility for the NQF. The lack of support or adequate resources are an endemic problem in most systems of education and training (Young 2009).

Askilled and flexible workforce is increasingly identified by governments as key to economic development. With the emergence of a global market in both educational services and labour, agreements on mutual recognition and transparency of skills and qualifications have become important elements of international cooperation. They are often included in broader bilateral and multilateral trade agreements (Chandra, et al 2007). Mobility of skilled labour between and within Member States can contribute to productivity. Differences in the way Member States recognise qualifications can impact the efficiency of movement.

## ► The problem

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While regional governments are making concerted efforts to deepen integration, progress on the implementation of the common certification and improving the quality of TVET are at different levels, and perpetually slow in some Member States, twenty-eight years after the development of the Regional Strategy for TVET. There has been total absence of any evidence-based data associated with the effectiveness of the NVQ / CVQ in youth transition to decent employment and the challenges of awarding the CVQ in all Member States. The purpose of the study therefore, was to examine the effectiveness of the NVQ / CVQ in facilitating employment, and in particular among youth, and to understand the problems associated with the issuing of the NVQ / CVQ, including the delivery of quality TVET in eleven CARICOM Member States.



## ▶ Research questions

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- ▶ To what extent is the NVQ / CVQ used to secure decent employment and allows for ease of movement within CARICOM?
- ▶ What is the level of satisfaction of employers who hired employees with the NVQ / CVQ?
- ▶ What are the challenges faced by the NTAs / TVET Councils in the preparation, delivery and issuance of the NVQ / CVQ?
- ▶ Has the quality of TVET improved as a result of the NVQ / CVQ certification?

Relevant data, both qualitative and quantitative, were collected on the status of NVQ / CVQ in each country's NTA and TVET Council. The approach to data collection included the following:

- ▶ review and analysis of relevant data and documents;
- ▶ interview of key stakeholders; and
- ▶ observations of institutions, structures and processes.

The information and data collected informed the preparation of the technical report, which focused on the core areas listed in Annex 1.

# ▶ Country and institution analysis

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## ▶ Antigua and Barbuda

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Antigua and Barbuda National Training Agency (ABNTA) was established by the National Training Agency Act (2008), replacing the “Youth Skills” programme. The ABNTA functions as the central oversight body, with responsibility for the coordination and administration of the national TVET system. Governance is exercised through a Board of Directors, appointed by the Minister of Education in 2015, with the Chairman being from among Government representatives. The ABNTA comprises representatives of Government (Ministries of Labour and Education), private sector (Banking Association, Chamber of Commerce, Contractors’ Association, Hotel Association, Small Business Association, and Employers’ Representative), and Trades Union (Antigua and Barbuda Workers Union). Though tripartite in composition, the ABNTA lacks parity, as the private sector is the dominant partner. As a member of CANTA, the ABNTA is guided by the CARICOM TVET Strategy (1990); Revised (2012) for Workforce Development and Economic Competitiveness, the Regional Vocational Qualification Framework (RVQF), and CANTA’s Quality Assurance Criteria and Guidelines for CVQ (Draft 2015). The Act empowers the ABNTA to establish a Secretariat, with responsibility for the execution of policy decisions and programme implementation. The following constitutes the primary functions of the ABNTA:

- ▶ promote and coordinate technical and vocational training;
- ▶ develop and maintain a national training policy;
- ▶ advise on matters related to technical vocational education and training;
- ▶ manage a national technical and vocational training system to ensure an adequate supply of trained employees for national development;
- ▶ maintain, operate and regulate a system of apprenticeship and traineeship;
- ▶ establish and maintain standards in technical vocational education and training;
- ▶ ensure that appropriate training courses and places, syllabi, schedules and programmes are available in technical or vocational training centres, in industrial, commercial and public sectors, in state enterprises, private establishments and in other places of employment, education or training to meet the needs of the country and of the population;
- ▶ develop and maintain a register of national training facilities and resources, national dictionary of occupations, including self-employment, skill profiles for existing and projected occupational opportunities, learning and training materials such as training manuals, information booklets, learning packages, self-learning packages and audio-visual packages, information on the supply and availability of various skills and on the skills requirements of various trades, industries and technologies;
- ▶ define the qualifications system to ensure that no confusion exists regarding qualifications;
- ▶ set up a new system of Antigua and Barbuda National Vocational Qualification (ABNVQ) in a national qualifications framework and cooperate with counterparts at the CARICOM level to set up a regional system of certification (CVQs);
- ▶ develop occupational standards based on industry requirements;
- ▶ promote a culture of life-long learning; and
- ▶ engage in the other activities that the Board determines in consultation with the Minister.

## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The ABNTA is headed by a Chief Executive Officer (CEO). Employers, through the Antigua and Barbuda Employers' Federation (ABEF), and trade unions, through the Antigua and Barbuda Workers Union (ABWU), are involved in the operations of the ABNTA. Principally, the Secretariat has oversight responsibility for TVET, including the secondary school system. Except for CBET for the training of assessors and verifiers, the ABNTA is not directly involved in training. The training delivery channel comprises secondary schools, the Gilbert Agricultural Research Developmental Centre (GARD), a church affiliated NGO, the Antigua and Barbuda Institute of Continuing Education (ABICE), an affiliated entity of the MOE, and the Antigua State College (ASC). Funding of the Secretariat is through annual Government subventions, which according to CEO (Acting) of the ABNTA, is grossly inadequate, and the unpredictability of funds disbursement by the Ministry of Education (MOE), only serves to worsen a tenuous situation. The ABNTA indicated that it is slated to receive annual subventions of Eastern Caribbean Dollars (EC\$) 400,000 or United States Dollars (US\$) 150,000 for its operating cost, disbursed in quarterly tranches of EC\$100,000. For the 2018 fiscal year, the ABNTA received EC\$50,000 in December. The Chairman and acting CEO both advised that plans were in progress to seek CANTA's approval for the award of CVQs by November 2019. To facilitate this process, CANTA has recently been providing technical assistance. It is worth noting the capacity of the ABNTA to deliver the functions of a training agency, as articulated by the CARICOM Regional Strategy is impacted by limited funding, staffing, and lack of administrative and management autonomy.

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

According to the ABNTA's CEO (Acting), the ABNTA has not issued any NVQ / CVQ certification. The ABICE, an entity under the MOE, reportedly conducts training in TVET related disciplines, however it awards its own certification, endorsed by the Antigua and Barbuda Accreditation Board (ABAB) and not the NVQ / CVQ. Within this context, there was no clear evidence of either NVQ or CVQ facilitating employment. Despite these deficiencies, the Executive Secretary (ES) of the ABEF, expressed the view of demand for certified TVET workers, citing without evidence, the large number of artisans (such as masons, carpenters, cosmetologists, and welders) who are being employed within the island. Without supporting data also, both the ABEF and ABNTA agreed that large contingents of workers from the Dominican Republic, Guyana, and Jamaica have been accessing employment. They could not however ascertain whether these 'large contingents of workers', were holders of NVQ / CVQ certificates from other Member States. Given that the ABNTA has not issued any NVQ / CVQ certification, it has no data on employment of NVQ / CVQ graduates.

## Skills mobility

Anecdotally, the social partners agreed there was mobility of skilled workers, though not necessarily on the basis of NVQ / CVQ certification. Reference was made to the Royalton Hotel that recently employed and trained over 200 workers in conjunction with the Hospitality Training Institute (HTI), in preparation for its opening during 2019. There was further anecdotal evidence of skills mobility, with the ABEF and ABNTA, both making reference to large contingents of workers employed from the Dominican Republic, Guyana, and Jamaica. These were not necessarily all young persons. Despite these employment claims, there was no clear basis of ascertaining the level of skills mobility, although the CARICOM CSME's report on Skills certificates issued, seems in corroboration, with data indicating that Guyana and Jamaica accounted for 101 and 226 skills certificates, respectively.

## Challenges with competency-based delivery

The absence of a well-developed and effectively-functioning ABNTA, is a contributing factor to the use of CBET methodologies in the delivery of TVET programmes. A national qualification framework, though developed for some time, was yet to be approved by Cabinet. Except for staffing (acting CEO and acting Quality Assurance Officer) of the Secretariat, there are no discernible structures, systems, or processes to facilitate the effective coordination of the TVET system and training of instructors, assessors and verifiers. The CEO (Acting) is of the view that the ABNTA needs a well-designed structure for effective coordination of the TVET programme. The Chairman, supported by all other stakeholders, indicated that the ABNTA is slated to receive annual subventions of EC\$400,000 or US\$150,000 disbursed in quarterly tranches of EC\$100,000. For the last three years, the ABNTA reportedly received disbursements of EC\$50,000 or US\$37,500 each year, which is grossly inadequate to carry out its mandate.

## Challenges with standards development

It was very clear from the interviews and other feedback that no training was currently taking place for officers to engage in standards development. However, the ABNTA has access to CANTA's database of Standards, hence this may not be an immediate challenge. The ABNTA, through its ILB, was in the process of conducting standards review, and encountered significant challenges, as a result of the unavailability of financial resources and technical experts. These challenges must be resolved, if the ABNTA is to be equipped to facilitate awarding of the CVQ as envisioned by the Regional TVET Strategy and the National Training Agency Act.

## What was learned

Notwithstanding the legal and regulatory framework that has been established and entrenched in the Act, governance and leadership of the ABNTA, and by extension the TVET system, seems weak with the only substantive activity discernibly taking place, being the review of standards. From all indications, the ABNTA seems grossly underfunded, a situation compounded by unpredictability in its cash flows, based on how disbursements are effected. A new Board, constituted in 2015, purportedly to provide impetus to the system, however appears ineffective, as there was no demonstrated urgency in getting the functions of the ABNTA implemented. Since the retirement of the CEO in 2015 the position is yet to be filled. Instead, a member of staff, seconded from the MOE, has been appointed to act as CEO. This appears also to be contributing to the uncertainties in the system. By authority of the Act, the ABNTA has oversight responsibility for policy and programme implementation and coordination. Despite these accountabilities, there was no visible coordination of the TVET system by the ABNTA, hence neither NVQs nor CVQs were being pursued.

The ABICE, an entity under the MOE, with responsibility for TVET related training, is not required to report its training statistics to the ABNTA. Similarly, the HTI, a tourism and hospitality sector related training entity, reports directly to the Ministry of Tourism, and has no functional relationship with the ABNTA. The likely results of these arrangements are ambiguity of role and duplicity of purpose. Generally, there appears to be a major accountability issue at all levels. The CEO therefore has much to be accomplished, once the supporting infrastructures, systems and processes are put in place. Despite the many challenges, there was a sense of enthusiasm exhibited by stakeholders, relating to the development, management, administration and coordination of the TVET system. If delivery of TVET, and the issuance of the CVQ are to serve as the catalyst for human resources development, youth employment, and portability of skills, the structure of the ABNTA, staffing, and financing needs to be given greater consideration and priority.



## Recommendations

The development, strengthening, and adequate financing of the ABNTA through a sustainable arrangement in order to carry out its functions are critically important and necessary. Against this background, the following recommendations are to be considered and implemented:

- ▶ There is an urgent need to fill the vacant position of the CEO to manage the administrative and financial responsibilities of the agency.
- ▶ The Government should create an enabling environment for the social partners and other stakeholders to engage in the governance, policy decision, and investing in development and functioning of the ABNTA to carry out its responsibilities as clearly outlined in the National Training Agency Act (2008).
- ▶ The Secretariat should institute a monitoring and evaluation mechanism to track performance, especially those relating to CVQ achievement under the Regional TVET Strategy.

## ▶ Barbados

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

Barbados' TVET Council was established by an Act of Parliament, the Technical and Vocational Education and Training Act (1993)<sup>2</sup> and Technical and Vocational Education and Training (Amendment) Act (2010)<sup>7</sup>, to facilitate workforce development and economic competitiveness. With overall responsibility for the administration of TVET nationally, financing of its operations is by a 1 per cent employer/employee tax levy (50 per cent/50 per cent), a portion of which is paid into the consolidated fund, from which annual transfers, considered inadequate by management, are made to the Employment Training Fund (ETF). The Council has fiduciary responsibility for the ETF. With a vision to be the premier catalyst for workforce development in the region, the Council's mission constitutes the development of a competent and competitive workforce in Barbados and the wider Caribbean. The Board is tripartite in composition, but without parity, as Government is the dominant partner. The TVET Council includes:

- ▶ Government ministries and agencies (Education and Labour);
- ▶ industry bodies including the Barbados Chamber of Commerce and Industry (BCCI) and the Barbados Employers' Confederation (BEC);
- ▶ educational institutions including Samuel Jackman Prescod Institute of Technology (SJPI), Barbados Institute of Management and Productivity (BIMP), the BVTB; and
- ▶ workers' representative Barbados Workers Union (BWU), now the Congress of Trade Unions and Staff Association of Barbados (CTUSAB).

Both the Chairman and Deputy Chairman of the Council are appointed by Government. The TVET Council has authority to perform the following functions:

- ▶ approve institutions and entities engaged in the conduct of vocational education and training;
- ▶ approve any institution or body as one that is competent to offer awards approved by the Council;
- ▶ maintain a system of assessment of the institutions and entities to ensure compliance with prescribed standards;
- ▶ coordinate and supervise the conduct of examinations or other forms of assessment of students and trainees engaged in vocational education and training;

- issue reports or other forms of verification in respect of the completion of any prescribed stage of vocational education and training;
- grant an award, to be called the National Vocational Qualification Award on the successful demonstration of competence in accordance with approved occupational standards;
- grant an award, called the Caribbean Vocational Qualification Award on the attainment of the Caribbean Vocational Qualification that is based on regional standards approved by CARICOM;
- grant a certificate of proficiency to any person who passes a test with respect to any specified task or occupation, notwithstanding that that person is not a trainee; and
- charge such fees, as are prescribed, in respect of services provided by the Council.

## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

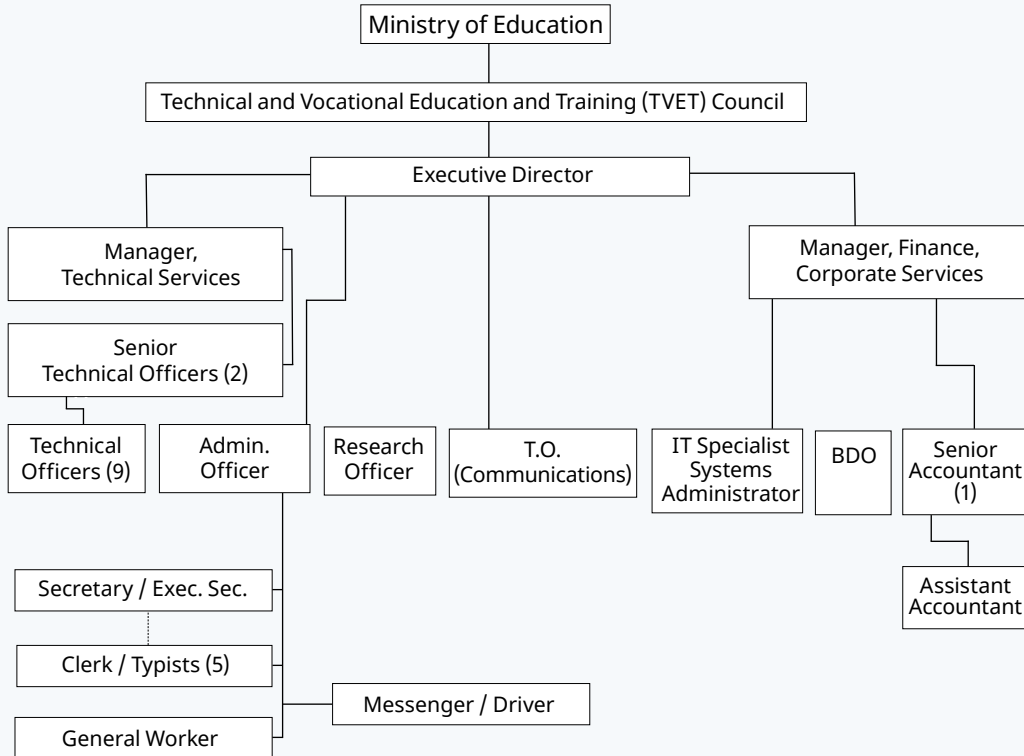
The TVET Council is led by an Executive Director (ED), supported by directors and managers who function as divisional/department heads, and is guided by provisions of the TVET Acts, CARICOM (1990) Regional TVET Strategy, (Revised 2012), the RVQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015). The Council also has responsibility for the accreditation of training institutions and quality assurance of the TVET system. Except for CBET methodology, for assessors and instructors, and internal and external verifiers, the TVET Council is not directly involved in training. Training is carried out instead by a network of public / private providers (PPs), including the secondary school system and the BTVB, guided by the Occupational Training Act, Chapter 42, and the SJPI. The BTVB was established by the Occupational Training Act (1979), and operates as a Registered Training Organization (RTO), with authority to offer tertiary training. It is in the process of being accredited by the Barbados Accreditation Council (BAC). An autonomous entity, the BTVB functions independently of the TVET Council. Formerly an affiliate of the Ministry of Labour (MOL), the BTVB, like the TVET Council, is now an entity under the MOE. Training by the BTVB consists of four modalities:

1. apprenticeship;
2. skills training;
3. skills training – evening; and
4. in-plant training.

Apprenticeship training is a structured three-year programme, targeted at persons 16 years and older. The format constitutes an 80:20 ratio, four days per week on-the-job and one day for theoretical classroom training. Figure 2 depicts Barbados TVET Council's organizational structure.

► **Figure 2**

Organizational structure of Barbados Technical and Vocational Education and Training Council



## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Although the Council has reportedly awarded a total of 875 CVQs, information on the employment status of graduates of the system is limited, as the Council does not conduct tracer studies or document such data. The apprenticeship programme, for which employers have demonstrated ownership, has the potential to feed directly into full time employment. Employers administer the selection and compensation processes such as selecting apprentices based on fixed criteria and pay stipend, with a graduated payment structure that appears to recognize the value-adding principle, by attempting to address the interests of both employers and apprentices. The BEC has only recently started tracking the employment status of its graduates, as a consequence it has no recorded data. Notwithstanding this deficiency in data management, the TVET Council, as well as other stakeholders, BCCI, BEC, BWU and CTUSAB, anecdotally all agreed that graduates of the system are absorbed by local industries.

## Skills mobility

The portability of skills, measured by the number of Skills Certificates issued, was modest, with only 20 Skills Certificates, five Artisans and 15 Household Domestic workers, as indicated by the CSME report on Skills Certificates. Contributory factors, according to the TVET Council and BEC, include the tedious nature of the application process, general lack of awareness among CVQ holders, as well as the cultural norms of residents, who are said to be less migratory inclined.

## Challenges with competency-based delivery

There are varying issues pertaining to CBET. These include structures within the TVET system, and processes related to administrative and records management. Observations and feedback from interviews, suggested there were duplications of roles and functions system-wide, which result in ambiguity of responsibility and lack of accountability, which affects the training of instructors in the use of CBET methodologies. The TVET Council has overall responsibility for the administration of TVET nationally, however, not all entities within the training delivery channels are supervised by the Council. As it relates to CVQ, in spite of relative success at the lower level of certification (Levels 1 and 2), there were significant challenges with the higher levels, reportedly due to resource constraints, including faculty, as well as adequate systems and processes, to ensure that quality standards are maintained. The Council was engaged in consultations towards embarking on a strategy of higher-level programme implementation. The Council has direct responsibility for the delivery of CBET, in that regard, there is a cadre of trained practitioners, hence no specific challenges with technical resources, such as, assessors and verifiers. Despite constraints, the system awarded 875 CVQs, with reasonable gender balance, as shown in Table 1 and Figure 3.

► **Table 1**

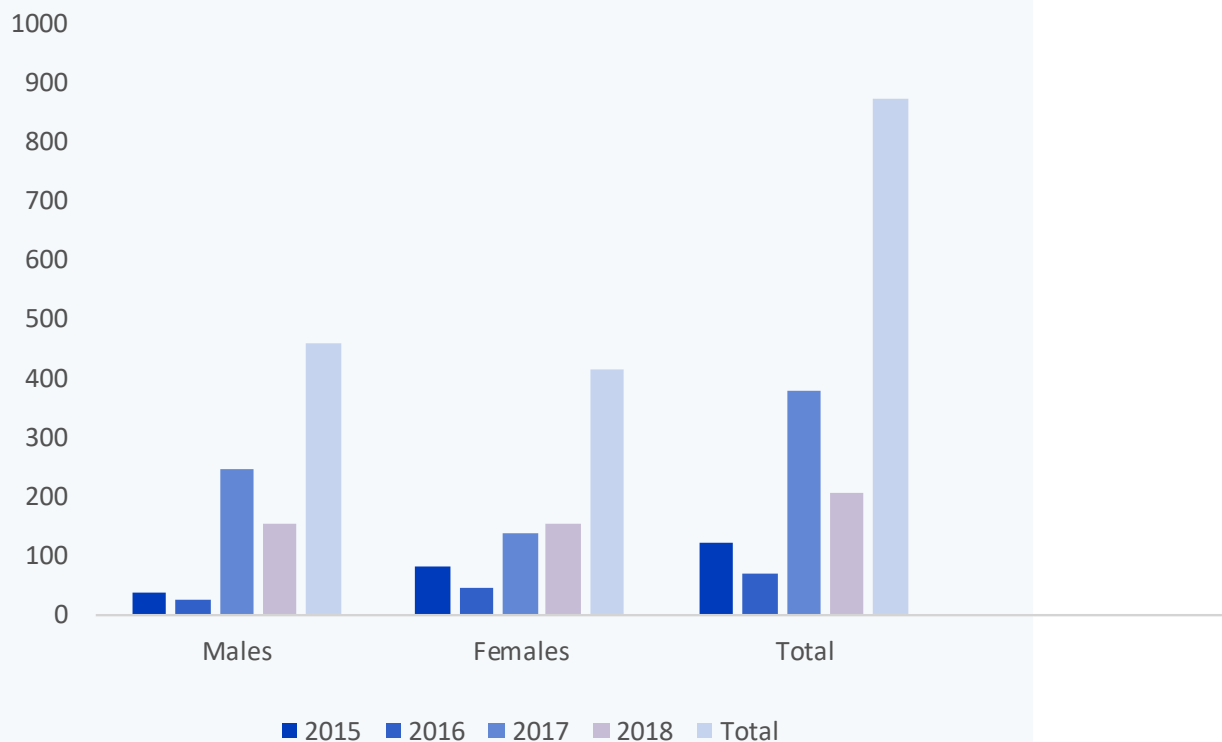
Caribbean Vocational Qualification achievement by gender (Barbados)

Year / gender	2015	2016	2017	2018	Total
Males	37	25	244	154	460
Females	82	44	136	153	415
Total	119	69	380	207	875



► **Figure 3**

Caribbean Vocational Qualification achievement by gender (Barbados)



## Challenges with standards development

There are no immediate deficiencies regarding standards development, primarily as a result of direct access to CANTA's large data base of standards. In the short to medium term, this situation is likely to change however, given the Council's plans to embark on the implementation of higher-level programmes, for which it is currently engaged in consultations with other TVET providers, including HEART Trust / NTA, perceived by the TVET Council as being the most developed NTA within the region.

## What was learned

The entire TVET system has a legally constituted framework, embedded in Acts of Parliament, designed to ensure legitimacy and sustainability across political regimes. The composition of Boards, Sub-Committees, and Technical Working Groups, such as Standards Approval, Quality Assurance, ILGs, and Human Resource, of both Council and the BVTB, reflect adequately, the requirements of the Council's Act. Governance of the system through the TVET Council and BVTB, reflects the tripartite principle, albeit with disparity, as Government constitutes the dominant partner. Noticeable absentees, include other important partners, the PPs and instructors, who by virtue of their critical role in determining outcomes of the system, should serve on the Board. In spite of these deficiencies, there were indications of Government's and TVET leaders' recognition of the importance of the role of TVET, the CVQ in particular, as a means to develop the human resources, improve productivity, and economic competitiveness.

Evidence also suggests a recognition among TVET administrators of the importance of their role in the implementation of the CARICOM Regional Strategy, especially as it relates to the CVQ and skills mobility, in facilitating the free movement of labour regionally.

The apparent focus on Level 1 programmes is however inconsistent with this objective, as is the moderate achievement in Skills Certificates. Funding of both the TVET Council and the BVTB, is by a fixed 1 per cent levy, contributed equally by employers and workers, from which Government allocates an annual subvention of US\$3.683M (2017), which was considered inadequate by both the TVET Council and BVTB. TVET administrators have demonstrated cognizance of the need for engagement strategies that include social partners to influence skills development such as ILGs and Standards Councils. Notwithstanding this acknowledgement, performance of the system, as it relates to both CVQs and Skills Certificates, was moderate to marginal, with achievements of 875 CVQs and 20 Skills Certificates, respectively. While recognizing attempts by TVET administrators to keep abreast of changing labour market trends, there is need for strengthening of stakeholder involvement in the implementation of TVET policies. This is necessary if the CVQ objectives are to be realized.

The BVTB, one of the established sources of training in TVET, does not report to the Council. The implication of this is duplicity and inefficiency in the use of scarce resources. Accordingly, there is room for streamlining of the TVET system, towards greater efficiency and effectiveness, through capacity building and institutional strengthening initiatives. Regarding other aspects of the training system, there are several providers, estimated at approximately 60, including the secondary school system. Based on the available statistics, skills training programmes generated 875 CVQs, an indication that the system might be under-performing, when contextualized against the total of 38,918 CVQs issued collectively. Overall the TVET structure seems appropriate however according to management, technical resources (trainers, assessors, internal and external verifiers), as well as staffing and finance, essential enablers of an effective TVET system, are insufficient. Labour market intelligence, a critical factor in effective manpower planning in a modern economy, characterized by frequent shifts in skills demand, is deficient. There are no structured mechanisms identified for forecasting new and emerging skills. This objective is accomplished in an ad hoc manner, mostly through employers and trade unions feedback. The likely implication, is a perpetuation of the skills shortage, skills gap, and skills mismatch. These factors combined, are likely to have a negative effect on skills development within the economy, and its further implications for quality delivery of TVET, and ultimately the productivity of human resources.

Both the TVET Council and BVTB are legally constituted autonomous statutory bodies, with authority derived from their Articles of Incorporation. The institutional framework for expanding TVET, including the CVQ, is well established, backed by a tripartite arrangement, albeit lacking in parity. Potentially, the infrastructure exists for an efficient and effective model, however there is need for capacity building and institutional strengthening. Strategically, there is need for greater emphasis on CVQ, especially higher-level programmes. Weaknesses identified within the TVET ecosystem must be addressed comprehensively and systematically. These are critical, if the vision and CVQ mandate, in particular, are to be realized.

## Recommendations

The performance of the TVET system in fulfilling the objectives of the CARICOM Regional Strategy, especially as it relates to the CVQ as a tool for deepening of the regional integration process, by facilitating free movement of skilled labour, can be enhanced, by strategic and systemic implementation of the following recommendations:

- ▶ Governance of the TVET system needs streamlining. The Council and BVTB, operating as separate entities under the same ministry is inefficient. Merge the BVTB with the Council and fund it adequately to function as the primary TVET delivery arm, with emphasis on higher-level CVQ programmes, including the expansion of apprenticeship.
- ▶ Management should institute an accelerated programme of capacity building and institutional strengthening, by training instructors as assessors and internal and external verifiers, including in

instructors' functions, assessment and internal verification. Additionally, engage key stakeholders in forging memoranda of understanding (MoUs) and strategic partnerships.

- ▶ Management should institute a monitoring and evaluation mechanism to track performance regarding quality compliance as well as achievements under the Regional TVET Strategy, and the collection of data on the award of NVQ / CVQ and the employment of graduates.
- ▶ The Government should create an enabling environment for all stakeholders to participate in policy decisions and ensure that 1% employer / worker levy tax collected is fully invested in the TVET system.

## ▶ Belize

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

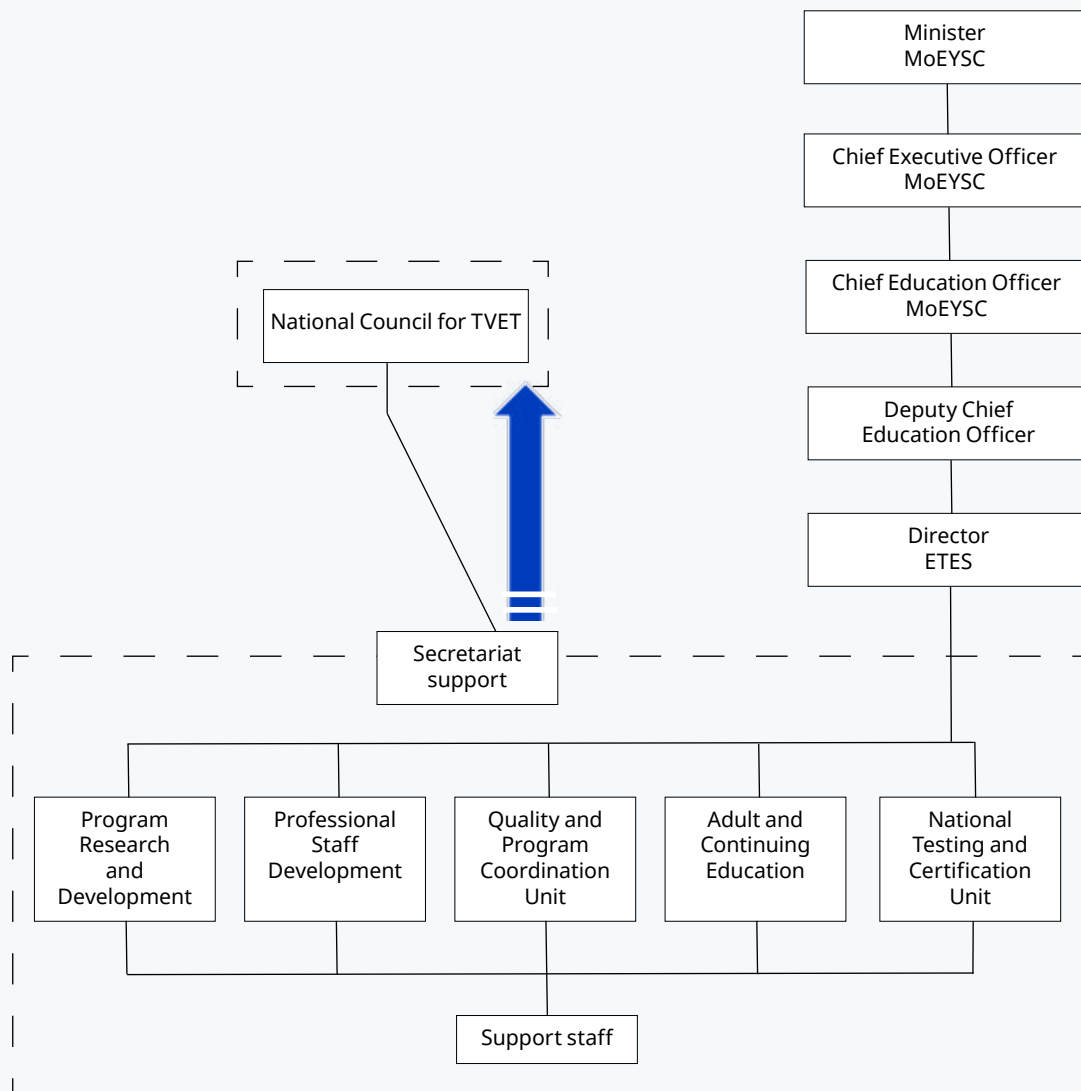
The National Council for Technical and Vocational Training and Education (NCTVET) of Belize was established by an Act of Parliament, the Education Act (1991); Revised Edition (2003), Part 3, to provide oversight of the national TVET system. Tripartite in composition, although without parity, as Government constitutes the dominant partner, it comprises representatives of key ministries (Education, Tourism, Agriculture, Labour, and Human Development), employers (Belize Chamber of Commerce and Industry), and workers (National Trade Union Congress of Belize). The NCTVET is appointed by the Minister of Education, Youth, Sports and Culture (MOEYSC), with a mandate to develop national TVET policies and programmes. The principal objectives are accomplished through its executing arm, Employment Training and Education Services (ETES), established in 2002 as an evolution of the Vocational Technical Training Unit (VTTU) of the 1980s. The NCTVET's mandate is aligned to Government's Education Sector Strategy (2011-2016), "Improving access, quality, and governance of education in Belize", and driven by its Strategic Plan (2017-2020). Both vision and mission are documented and articulated as a "focused innovative system of TVET that is responsive to the needs of the country, aimed at fostering quality, relevant and modernized technical vocational training that leads to the development of productive citizens, who contribute to the social and economic development of the country". Consistent with these objectives, ETES's vision and mission complement those of the NCTVET.

### Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

Consistent with good corporate governance practices, the Board is chaired by a member of industry, with management by an Executive Director, who is accountable to the MOEYSC, through the Chairman. A member of CANTA, ETES's role, is coordination of the national TVET System, whose operations are guided by the CARICOM Regional TVET Strategy, the RVQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015). Financing of NCTVET / ETES, is by Government subventions, deemed inadequate by management. The primary functions of ETES include general administration, standards development, assessment and certification, accreditation of training institutions, and quality assurance of the national TVET system. Specific functions are performed by five departments/units that report to the ED. Except for CBET, for assessors and verifiers, ETES does not conduct training. Training is facilitated by six Institutes of Technical and Vocational Education and Training (ITVET), operating within communities. Stakeholders participate as members of ITVETs' Boards, and in collaboration with employers, facilitate OJT. The ITVETs are the main channels for delivery of NVQs (Level 1 and Level 2). Currently, ITVETs do not offer CVQs. It is anticipated, that CVQ offerings will commence by September 2019. Figure 4 shows ETES's organizational structure.

► **Figure 4**

Organizational structure of Belize Employment Training and Education Services



## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

There are no tracer studies, providing statistics on the employment status of graduates of the TVET system and the NVQ, hence no evidence of either the NVQ or CVQ certification facilitating the attainment of employment. Despite this short-coming, the social partners are of the view that TVET graduates are being employed, though not necessarily in their respective disciplines. This conclusion was arrived at, in spite of the absence of information / data on BCCI graduates. Anecdotally, the ITVETs and ETES explained instances of graduates informally advising the institutions of their employment.



## Skills mobility

Given that no CVQ programmes are being pursued, the issue of Skills Certificates to facilitate free movement of skilled labour intra-regionally is irrelevant. While there was no evidence of skills mobility, both the BCCI and the National Trade Union Congress of Belize (NTUCB) were consistent in their views of the free movement of skilled workers from other territories, Guyana in particular, who have gained employment in the agricultural sector in Belize. Neither the BCCI nor NTUCB were able to ascertain whether these workers, reportedly from Guyana, were holders of NVQ / CVQ certification.

## Challenges with competency-based delivery

There are major issues facing the TVET system. These included, administrative, management, financial, and staffing, which collectively, have negatively impacted the functions of ETES and the ITVETs. Enrolment and certification figures for the six ITVETs combined, resulted in the award of 273 NVQs, between 2013 and 2018. The ETES's National TVET Coordinator, summarized the main challenges as:

- ▶ assessors and verifiers – there is a shortage of trained assessors, as well as internal and external verifiers to support the delivery of TVET. This is however being addressed, by the training of these professionals. Currently, there are approximately 100 trained instructors who have also been trained as assessors;
- ▶ training capacity – training is conducted mainly by the six ITVETs, with concentration on Levels 1 and 2, complemented by the secondary school system, which focuses mainly on Level 1. The limited number of delivery channels is exacerbated by the technical capacity of the ITVETs, in terms of equipment and expertise of instructional staff;
- ▶ employers' participation – although employers are represented on the NCTVET, there is need for greater buy-in and involvement in the operations of the ITVETs;
- ▶ industry practitioners – the ITVETs face issues regarding availability of the technical resources of industry, when required and in the quantity required, due to competing work related assignments; and
- ▶ MoUs and strategic alliances – the absence of MoUs and strategic alliances with industry and TVET partners constrains the ITVETs in their ability to leverage critical technical resources as warranted.

## Challenges with standards development

There are no immediate deficiencies regarding standards development. This is so, mainly from the standpoint that there is no training taking place in CVQ, and the ITVETs have direct access to CANTA's extensive database of standards. Over the short to medium term, once the fundamental issues are resolved and the CVQ programme commences, there is likely to be need for expertise to assist with standards review and development.

## What was learned

The TVET system was established by a legal framework, comprising the Education Act, ETES's Organization Structure, and the ITVETs Boards, all geared towards continuity across political administrations. Establishment of these infrastructures and network of ITVETs, are indicative of Government's recognition of the importance of TVET, both as an enabler and facilitator of human capital development. Governance of the TVET system is clearly defined and documented, with distinct structures and roles for the NCTVET, ETES, and ITVETs, respectively. There was however, noticeable disparity in representation among the social partners on the Board, with Government being dominant. Noticeably absent, were PPs and instructors, who by virtue of the critical role they play as determinants of the system's outputs, should be integral to the process. There is therefore significant room for strengthening of the stakeholder engagement process.

Funding of ETES is by a Government subvention of US\$407,000 (2017), said to be insufficient by management. As it relates to curriculum development, quality assurance, and data management, there are limitations. Deficits in information technology and the technical capacity of staff, are added constraints. After more than 16 years, ETES appears yet to be functioning effectively as a TVET coordinating body. Organizationally, there is an established implementing arm, guided by an Executive Director, with six supporting delivery channels comprising the ITVETs, although with limited data management capability. The ETES is yet to offer CVQ certification given its challenges. Data for 2013/14 -2017/18, shows a modest combined system output of 173 NVQs awarded. Access to technical resources, especially in the areas of assessment and verification, seems another constraining factor. That is however being addressed, through structured training by ETES of instructors as assessors, and internal and external verifiers. The policy framework and operational infrastructure for the expansion of TVET, including the award of CVQs, have been established, however there has been no emphasis on CVQs, despite compatibility of existing infrastructures. This can only be interpreted as a reflection of ETES challenges which stifled its development to carry out its function effectively. While there may be limited successes on the NVQ the CVQ mandate can be achieved if current challenges are addressed in a timely and systematic manner.

## Recommendations

Changing the status quo, requires deliberate and urgent actions by all stakeholders. Within this context, the following recommendations must be accepted and executed promptly and systemically:

- ▶ Management must shift focus immediately from NVQ to CVQ, by ensuring all necessary systems and processes are in place to facilitate delivery of CVQ programmes, supported by an efficient and effective data management system. Establish a three-year time frame for specific CVQ targets, with emphasis on skills in demand by industry.
- ▶ Management must institute an accelerated programme of capacity building and institutional strengthening, by training instructors as assessors and internal and external verifiers, including in instructors' functions, assessment and internal verification. Additionally, engage key stakeholders in forging MoUs and strategic partnerships.
- ▶ Management must institute a monitoring and evaluation mechanism to track performance regarding quality compliance as well as achievements under the Regional TVET Strategy.
- ▶ The Government should create an enabling environment for all stakeholders to participate in policy decisions and investment in the TVET system.

## ▶ Caribbean Community Secretariat

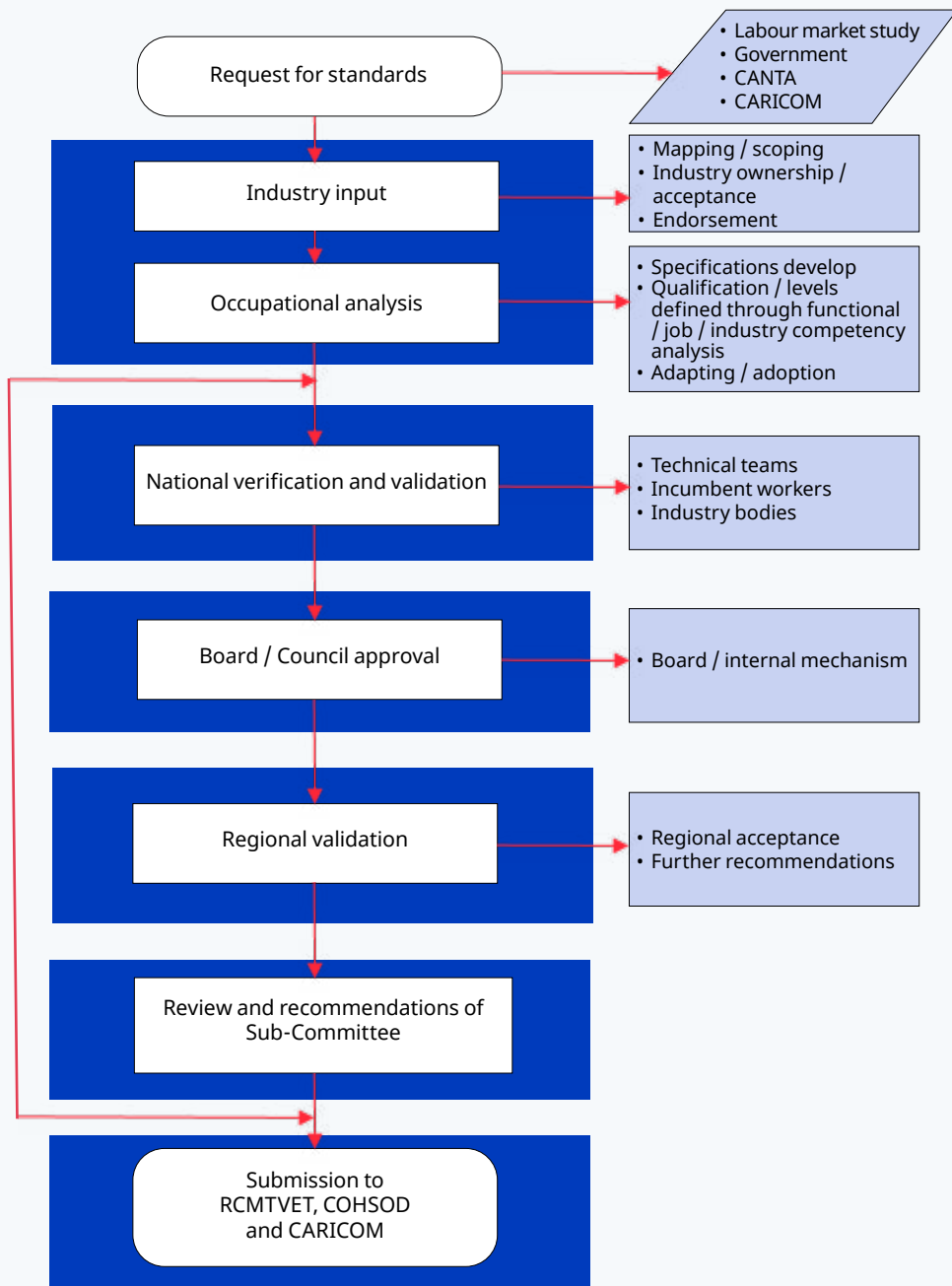
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### Historical overview of the Caribbean Community Secretariat

The Caribbean Community (CARICOM) leadership is crucial to an efficient and effective regional labour market. It is within this context that the Regional TVET Strategy was formulated to provide a cohesive framework for the development, improvement and coordination of TVET, regionally. Emphasis on the essential links between the education sector and other sectors, attests to the importance that regional governments (Ministers of Education) have placed on human resource development and skills acquisition. This was articulated by the Vision 2030 Regional HRD Strategy, with the ultimate objective of facilitating the free movement of skilled workers across regional economies. For this overarching objective to be realized, the standardization of certification across the region became not only necessary, but crucial. Central to this regional HRD strategy also, is the role and function of the Council for Human and Social Development (COHSOD), a critical organ within the regional standards approval mechanism that links CANTA, the quality assuring arm, with the CARICOM Regional Coordinating Mechanism for Technical Vocational Education and Training (RCMTVET). The design and development of the CVQ is undertaken

within the context of CANTA's approved Process for the Development and Approval of CVQs (2007). Figure 5 depicts the Standards and Certification Approval Process.

► **Figure 5**  
Caribbean Community standards and certification process



## The Caribbean Single Market and Economy

The Caribbean Single Market and Economy (CSME), central to CARICOM’s economic integration process, is an approved trading mechanism for goods and services within the Regional Framework, serving as an enlarged market that offers the following benefits:

- better opportunities for the production and sale of goods and services, as well as to attract investments, including Foreign Direct Investment (FDI);
- greater economies of scale; and
- improved competitiveness, full employment, and improved standards of living for the people of the region.

The ultimate goal of this trading mechanism is to provide the platform for economic growth and development through the creation of a single economic space for the production of competitive goods and services for the supply chain of global commerce.

Table 2 shows CSME’s report on Skills Certificates.

► **Table 2**

### Caribbean Single Market and Economy statistics on Skills Certificates issued

Member State	No of Skills Certificates issued															
	2013			2014			2015			2016			2017			TOTAL
	Artisan	HHID	Total	Artisan	HHID	Total	Artisan	HHID	Total	Artisan	HHID	Total	Artisan	HHID	Total	
Antigua and Barbuda	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Barbados	3	0	3	1	0	1	4	0	4	2	0	2	5	0	5	15
Belize	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
Dominica	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Grenada	5	0	5	0	0	0	0	0	0	0	0	0	0	0	0	5
Guyana	97	0	97	0	0	0	0	0	0	1	0	1	3	0	3	101
Jamaica	21	0	21	78	0	78	45	0	45	21	0	21	44	17	61	226
Saint Lucia	9	0	9	8	0	8	6	0	6	-	-	0	-	-	0	23
Saint Kitts and Nevis	5	0	5	3	0	3	2	0	2	5	0	5	2	0	2	17
Saint Vincent and the Grenadines	-	-	-	-	-	-	-	-	-	-	-	-	0	-	-	-
Suriname	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Trinidad and Tobago	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>TOTAL</b>	<b>141</b>	<b>0</b>	<b>141</b>	<b>90</b>	<b>0</b>	<b>90</b>	<b>57</b>	<b>0</b>	<b>57</b>	<b>29</b>	<b>0</b>	<b>29</b>	<b>54</b>	<b>17</b>	<b>71</b>	<b>388</b>

Source: National Free Movement Desks

Notes:

1. Data not received from Saint Lucia for 2016 and 2017.
2. Data not received from Saint Vincent and the Grenadines for 2013 to 2016.
3. Data not received from Suriname for 2017.



## Caribbean Community perspectives on free movement of workers

The CSME Unit has coordinating oversight for the Free Movement of labour, and by extension the administration of skills certification. Between 2013 and 2017, for the categories requiring CARICOM Skills Certificate, Artisans and Household Domestic, a total of 388 Skills Certificates were issued, the vast majority (371 or 96 per cent) being in the Artisans category. The report points to deficiencies in the dataset, for example not being available in disaggregated format by gender or certification levels. The CSME reportedly experienced challenges in collecting data from respective jurisdictions. Notwithstanding the challenges, this level of accomplishment could however, be indicative of the extent to which the intent of the Regional TVET Strategy is working or understood and accepted by all the stakeholders. Despite, what appears to be marginal performance to date, the Secretariat identified some possible contributory factors. CARICOM's Deputy Programme Manager (Education) made the following observations:

- ▶ The approval process for qualification standards is too bureaucratic and requires urgent review.
- ▶ Employers' and workers' representatives, participate in CARICOM forums, but do not share the information with their members.
- ▶ There is a need for strengthening of CARICOM/Trades Unions relationship, for sharing of relevant worker related issues.
- ▶ Trades unions must demonstrate greater appreciation of the importance of the various CARICOM fora on workplace issues, and budget for their participation accordingly.
- ▶ TVET systems and processes are in need of standardization, and believes the Secretariat should look to other countries such as Canada for best practices. The provincial system of governance and Red Seal certification standards, are processes that she believes could be adapted to the regional structure.
- ▶ CARICOM's 2030 Education Strategy which mandates incorporation of TVET in the secondary school system, must be adhered to by all Member States.
- ▶ Employers need to include TVET qualifications as part of the employment criteria, and not only traditional academic (CXC, Diploma, Degrees) qualifications.
- ▶ NTAs and TVET Councils should engage the employers in educational programmes with regards to the Regional Qualification Framework (RQF) and the value of TVET, in particular the CVQ, as a facilitator of free movement of skilled workers.

## What was learned

Consistent with the primary objective of the Regional TVET Strategy, and the free movement of skilled workers intra-regionally, leading to the overarching objectives of economic competitiveness, the CARICOM Secretariat, through mechanisms and organs such as the RCMTVET, COHSOD, CSME and CANTA, provided a cohesive framework, for the coordination of TVET within and across regions. The CVQ, and by extension, the Skills Certificate, were positioned as the principal tools to facilitate the realization skills mobility. Given CANTA's role in standards development, as well as the quality assurance mechanism within the framework, not having a dedicated staff with the necessary technical skills, risks invalidating its effectiveness given that it relies on the NTAs to perform such duties. This arrangement lacks the independence, necessary for a quality assurance body.

## Recommendations

The CARICOM, as the central hub in the entire regional TVET eco-system, must be adequately resourced, both from a financial and human resource perspective, with the appropriate skills and technical capacity to carry out its mandate. With this in mind, deficiencies identified in all the related mechanisms and organs that fall within the purview of the Secretariat, can be remedied, by accepting and implementing the following:

- ▶ Regional governments should provide adequate financial and human resources for data collection on skills mobility and for Occupational Standards development through CANTA for greater efficiency and effectiveness.
- ▶ Given the critical role ascribed to both the CVQ and Skills Certificates as integral to the CSME, the Secretariat should institute, through the appropriate mechanism, qualitative and quantitative targets on efficient and effectiveness CVQ performance.
- ▶ The Secretariat should broaden and strengthen the stakeholder engagement process, aimed at creating greater awareness among employers of the CVQ and Skills Certificate.

## ▶ Caribbean Examinations Council

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The Caribbean Examinations Council (CXC), with headquarters in Bridgetown, Barbados, was established in 1972, by 16 participating governments of the region. With a vision of assuring the global competitiveness of human resources of the Caribbean through the provision of quality assurance in education and comprehensive certification, its primary responsibility lies in the administration of the secondary school curricula and certification process throughout the Caribbean. Several attempts to engage in dialogue with the head office on its operations, particularly as it relates to possible challenges with the operations of the CVQ, were unsuccessful. Information presented in the table below, was provided by the Jamaican office, which has direct responsibility for the compilation and analysis of the CVQ results. Table 3 shows CXC's Statistics on CVQs per year by country.



► **Table 3 continued**

Caribbean Examinations Council statistics on Caribbean Vocational Qualification certification

Number of Caribbean Examinations Council Caribbean Vocational Qualification certificates issued per year by country																
Countries	Level 1	Up to 2013		2013/14		2014/15		2015/16		2016/17		2017/18		Total		
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
Jamaica	1	0	0	2	2	58	34	59	30	125	188	163	163	407	417	
	2	-	-	-	-	31	53	45	146	62	113	43	146	181	458	
	3	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	HEART Trust/NTA															
	1	-	-	-	-	-	-	-	-	-	-	-	8452	12638	8452	12638
	2	-	-	-	-	-	-	-	-	-	-	-	1026	2666	1026	2666
	3	-	-	-	-	-	-	-	-	-	-	-	38	76	38	76
	Total	0	0	2	2	89	87	104	176	187	301	9722	15689	10104	16255	
Saint Kitts and Nevia	1	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	2	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	3	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Saint Lucia	1	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	2	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	3	-	-	-	-	-	-	-	-	-	-	-	-	0	0	
	Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Saint Vincent and the Grenadines	1	-	-	-	-	10	0	3	11	-	-	6	0	19	11	
	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
	Total	0	0	0	0	10	0	3	11	0	0	6	0	19	11	
Trinidad and Tobago	1	823	401	1105	898	1124	1019	1007	1054	1016	969	1279	869	6354	5210	
	2	0	2	6	25			2	3	0	5	6	5	14	40	
	3													0	0	
	Total	823	403	1111	923	1124	1019	1009	1057	1016	974	1285	874	6368	5250	
Total														16967	21951	
Grand total														38918		

## ▶ **Dominica**

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### **Historical overview of the Technical and Vocational Education and Training Council / National Training Agency**

Legislatively, the Technical and Vocation Education and Training (TVET) Council of Dominica has been established by the Education Act. Regulations to facilitate and support the effective functioning of the TVET Council have been developed, however after more than six years, they are yet to be approved by Parliament. In this regard, the Permanent Secretary, Education and Human Resource Development, indicated that a Cabinet Paper is being prepared for submission to the Minister of Education. Comprising of representatives from Government (MOE and Labour Division), the industrial sector (Dominica Employers' Federation), and trades union (Amalgamated Workers' Union), the TVET Council is tripartite in composition, though not with parity, as Government constitutes the dominant partner. The TVET Council plays dual roles, providing oversight, as well as administration and coordination of the system, through the Secretariat. The Chairman has been appointed since 2017, however the TVET Council appears to be uncertain of its primary purpose, apparently due in part to ambiguities resulting from its duality of roles and functions. TVET Council meetings are reportedly held infrequently, a claim the Chairman refuted, but nonetheless was unable to provide evidence of meetings, including minutes.

### **Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency**

The Secretariat is without an Executive Director to manage its day-to-day operations, which with only an Administrative Assistant / Telephone Receptionist, is essentially non-functional. Consequent on the resignation of the incumbent, a former Senior TVET Coordinator in the MOE four years ago, the vacancy is yet to be filled. This situation is compounded by the absence of critical technical and administrative staff to support programme implementation. The system is inadequately funded, with no direct source of financing other than by Government's subvention. In consequence, TVET is functioning only marginally, with CVQ programmes being delivered by few providers, including three secondary schools. Given the absence of the necessary staff to carry out the coordination and administration of TVET delivery, programmes (Crop Production, Garment Construction, Food Preparation) operating in the secondary school system, have not been effectively coordinated. In the interim, coordination is being performed by the Senior Education Officer (SEO), Technical and Vocational Education and Training – Curriculum, Measurement and Evaluation. Though not a member of CANTA, training institutions delivering CVQ have limited access to CANTA's resources, mainly standards development and quality assurance.

### **National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment**

There were no statistics on the employment of graduates of the TVET system, neither from the TVET Council, the Dominica Employers' Federation (DEF), nor Dominica Amalgamated Workers' Union (DAWU). The interim coordinator of TVET programmes in schools, nonetheless asserted that over the past three years, CVQs were awarded to 55 individuals, all of whom gained employment. There was however no evidence to substantiate this claim, neither by virtue of certification or employment verification. The DEF shared a different perspective. According to the Executive Director of the federation, not much is taking place at the TVET Council, a situation he believes, is a result of the relevant authorities' failure to act decisively on decisions arrived at by the TVET Council. He cited as example, the outstanding vacancy for the position of Executive Director, notwithstanding recommendations have been made repeatedly.



## Skills mobility

The OECS of which Dominica is a member, has built-in provisions for the free movement of individuals within the union. Without supporting data, both the DEF and DAWU expressed the view that 'skilled' workers from Dominica and other Member States were accessing employment in each other's territories, arguing that the OECS charter precludes the requirement for a skills certificate, and as such, there would be no evidence. Despite being sanguine in their assertions, no data was provided. Instructively, CSME's report showing the breakdown of skills certificates by countries (2013 to 2017), did not show Dominica as one of the countries that have issued skills certificates. Against this background, there was no basis to conclude if NVQ / CVQ contributes to skills mobility.

## Challenges with competency-based delivery

There were several issues impacting the TVET system, ranging from structural and financial, to administrative management and technical expertise. Observations and feedback from interviews, suggested the issues emanate primarily from the level of inertia affecting the system. For example, after several years in development, enabling regulations to facilitate the establishment of a NTA, were reportedly still in draft, with no definitive timeline for completion. A cabinet proposal to facilitate the advancement of the regulations, was still being drafted, and the vacancy for an Executive Director to manage the Secretariat, remains unfilled after four years. The SEO, with responsibility for the coordination of TVET in the secondary schools, lamented the lack of a national TVET policy and supporting strategy, as well as critical resources, including physical facilities (Green Houses), equipment, and adequately trained staff. As it relates to assessors and verifiers, there were insufficient number of trained persons.

## Challenges with standards development

There are no immediate deficiencies regarding standards development, mainly from the standpoint that not much in deliverables are taking place, and given there is access to CANTA's database of standards. Notwithstanding, once the fundamental problems are resolved, there will be need for technical expertise for standards review and validation.

## What was learned

The institutional and legislative framework to guide the TVET system are essentially not in place, a direct result of indecisiveness and procrastination among the policy makers and leadership, which has led to a level of frustration among the key stakeholders. As a consequence, the system has performed only marginally. Failure to enact the requisite legislation to facilitate getting the system functioning, risks sending the wrong message to stakeholders that the political directorate is not sure of the role of TVET in general, and the CVQ in particular. Structurally, the TVET system seems fragmented, without any clear lines of demarcation between governance and administration. Functioning simultaneously as an oversight body with responsibility for policy decisions, and a Secretariat for programme administration and implementation, is likely to result in ambiguity and diffusion of role. This structure, although by no means unusual or unique, the lack of technical staff within the Secretariat, is likely to not only cause ambiguity as it relates to roles and responsibilities, but apparently has led to the level of non-performance exhibited. Operationally, from interactions with the various stakeholders, the TVET system has always produced marginal results, a situation made significantly worse by hurricane Maria in 2017. There appears also, a lack of cohesiveness among the main partners, with none seemingly willing to accept responsibility for the current state of affairs.

Overcoming the systemic state of inertia calls for purposeful and entrepreneurial leadership, with a sense of urgency and new thinking, supported by decisive actions and accountability, at all levels. Despite

these short-comings, there was an apparent willingness and enthusiasm among some stakeholders to effect productive change, once systemic weaknesses are addressed. The system can only perform if it is appropriately enabled legislatively and resourced financially, as well as equipped with the technical skills it requires to carry out its mandate. It is therefore incumbent on Government to enact the relevant legislation to empower the TVET Council, as well as provide the resources to capacitate the Secretariat to deliver its mandate, and thereafter hold incumbents accountable.

## Recommendations

Changing the current trajectory of performance, demands urgency from all stakeholders, starting with Government. Accordingly, the following recommendations should be given consideration:

- ▶ The Government should act with urgency in passing the necessary legislations to facilitate an effective TVET system. Accordingly, the Minister of Education should implement the Act to deliver the Government's mandate on TVET.
- ▶ The Chairperson of the TVET Council should take necessary actions to ensure the appointment of an executive director, with accountability for the Secretariat.
- ▶ Management should institute an accelerated programme of capacity building and institutional strengthening, by training instructors as assessors and internal and external verifiers. Additionally, engage key stakeholders in forging MoUs and strategic partnerships for the leveraging of scarce technical expertise.
- ▶ Management should establish both qualitative and quantitative targets, with stipulated timelines for achievement, and institute a monitoring and evaluation mechanism to track performance, regarding quality compliance, as well as achievements under the Regional TVET Strategy.
- ▶ Government should create an enabling environment for the social partners to engage in policy decision, governance and investing in the development and functioning of the NTA in order to implement its mandate.

## ▶ Grenada

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Grenada Council for Technical and Vocational Education and Training (GCTVET) was established by the Grenada Technical and Vocational Education and Training Act (2009). Members of the GCTVET are appointed by the Minister of Education, and comprises representatives from government and key sectors of industry, represented by the Grenada Employers' Federation (GEF). The Council is not tripartite in composition, as the Act makes no provision for the inclusion of the trade unions. As such, there is great disparity, with government as the dominant partner. The Act also empowers the GCTVET to establish the GNTA as its operating arm. The GNTA, an accredited UNEVOC Centre since 2015, is guided by the CARICOM TVET Strategy (1990); Revised (2012), the RVQF, CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015), as well as the American Boat and Yacht Council (ABYC), of which it is a member.

## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The GNTA, as the chief operating arm of the GCTVET, has responsibility for the administration and coordination of TVET related activities nationally. The GNTA's activities are therefore guided by its National Strategic Plans (2014-2016 and 2018-2020). Although not directly involved in training, except for assessors and verifiers, the GNTA has responsibility for the coordination and reporting of the training statistics system-wide. Regarding labour market intelligence, the Central Statistical Office (CSO) and the Ministry of Finance (MOF) 2016 National Labour Force Survey, provide useful information to assist in programme planning. Training in NVQ and CVQ qualifications are carried out primarily by PPs, such as the T. A. Marryshow Community College (TAMCC), and NGOs.

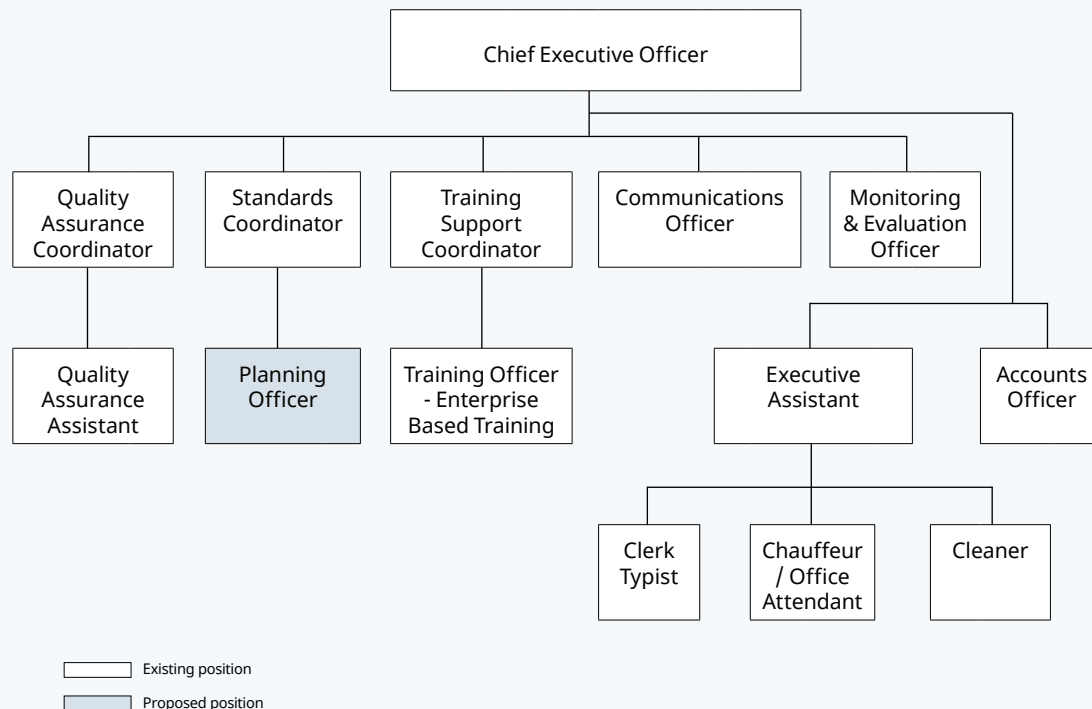
The role of the GCTVET is defined by the Grenada Technical and Vocational Education and Training Act (2009), which mandates four specific roles:

1. develop, implement and maintain a national TVET plan that will create a workforce that is competent, certified, innovative, enterprising and entrepreneurial for local, regional and international markets;
2. establish and maintain a national TVET system to harmonize, standardize, monitor and evaluate all formal and non-formal training efforts in TVET within the tri-island state;
3. continually assess and provide relevant information on TVET and work force development, including the demand for and supply of human resources in collaboration with state and other agencies. To assist, support and encourage the development of training programmes designed to develop innovation, enterprise and entrepreneurship in the nations human resources; and
4. develop a structured and active system of communication and partnership with stakeholders to ensure continued relevance and value of the Agency's products/service.

Additionally, the GNTA provides the following specific functions:

- development of occupational standards and NVQs;
- quality assurance and auditing support for TVET providers;
- accreditation of training providers;
- labour market intelligence;
- certification of trainees / candidates;
- administration of PLAR Programme; and
- dissemination of training information.

Notwithstanding some level of tripartism, both the GEF and GTUC, have expressed the view that there is need for greater employer engagement, to increase awareness of TVET and its contribution to productivity and economic sustainability. Despite resource constraints based on Government subventions of US\$1.4M (2017), considered grossly insufficient by the GNTA management, creates an adverse implications for programmatic deliverables, the GNTA currently provides technical assistance to members of the OECS for their various TVET programmes. Figure 6 depicts the GNTA's organizational structure.

► **Figure 6****Grenada National Training Agency - Organizational structure**

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

No statistics were available on the employment of graduates of the TVET system, neither from the GNTA, GEF, nor the GTUC. However, based on employers' responses to a 2018 Employer Satisfaction Survey conducted by the GNTA among 34 entities, 29 (85 per cent) of which represents the private sector, it could reasonably be deduced that holders of NVQ / CVQ were accessing employment. The results revealed general awareness (73.5 per cent) among employers of the GNTA and its role in TVET administration, as well as satisfaction (76.5 per cent) with the level of competence demonstrated by employed graduates of the TVET system. Employers also viewed NVQ / CVQ as both relevant and important in equipping individuals for the workforce, with an overall importance rating of 85.5 per cent. As it relates to graduates' employability (soft) skills, and the probability of them gaining employment, employers believed graduates possess very good soft skills (82.3 per cent), a critical factor that is likely to enhance their chances of retaining employment, with an excellent probability rating of 88 per cent.

### Skills mobility

Given the absence of any employment statistics for TVET graduates, there was no evidence of the relationship between NVQ / CVQ certification and skills portability. Reference was however made by the GNTA to the OECS, of which Grenada is a member, which has built-in provisions for the free movement of individuals within the union, with or without certification. Accordingly, as it relates to skilled workers, there is no requirement for a skills certificate, and as such is likely to distort the data

on skills mobility through CVQ certification. Without supporting evidence, there was consensus among the principal stakeholders (GNTA, GEF, and GTUC) that graduates easily access employment in other territories. Instructively, the CSME’s report on the breakdown of skills certificates by country (2013-2017), indicated only 5 skills certificates issued by Grenada.

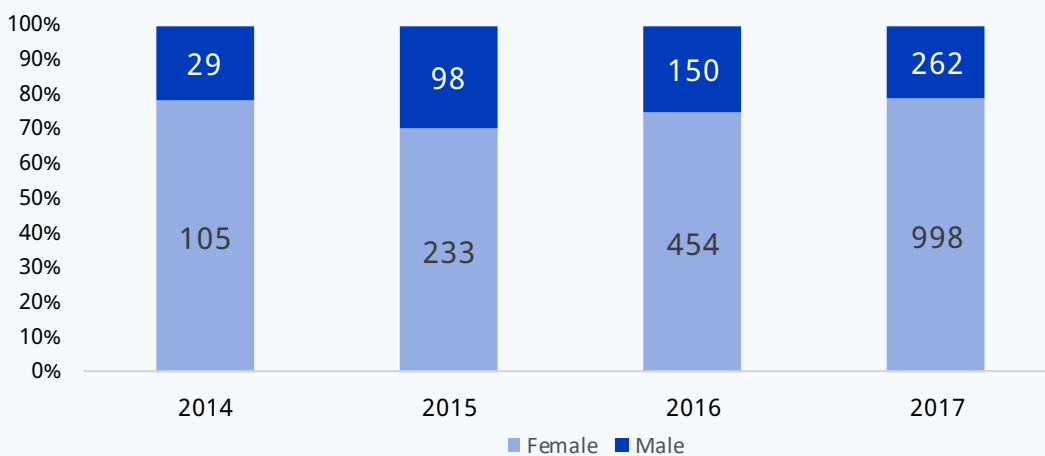
## Challenges with competency-based delivery

The GNTA has achieved relative success with its CVQ programme, which according to the CEO, is being positioned as the “certification of choice”. NVQs are therefore, rarely requested by prospective applicants. The GNTA’s 2018 Annual Report (2011-2018) shows a combined total of 3,976 certificates, of which 2,834 (71 per cent) were CVQs, with 2017 accounting for 1,069 (38 per cent). The 2017 performance is not likely to be repeated, as this was influenced by two externally funded projects. In spite of these results, the GNTA nonetheless feels constrained in its ability to deliver its mandate over the ensuing years, as funding remains a major issue. The GNTA has no direct source of funding, having instead to rely on annual Government subventions, considered inadequate by the CEO, a situation that is not likely to be abated in the short to medium term, as a proposal to establish an Enterprise Training Fund (ETF) to supplement Government’s subvention, appeared to be in jeopardy, as Government seemed reluctant to endorse any new forms of taxation.

Another major challenge the system faces is the issue of gender balance. The statistics show females outperforming their male counterparts in enrolment and certification. Although there was marginal narrowing of the gap in 2018, female certification achievement was more than three times (78 per cent) that of males (22 per cent). The GNTA believes that sectors and qualifications are the main reasons for this anomaly, driven principally by lack of funding. According to CEO of the GNTA, the infrastructure and equipment requirements to offer programmes that males are more likely to enrol in, are beyond the financial capabilities of existing and potential training providers. To mitigate this challenge, the GNTA has embarked on a collaborative approach, through strategic alliances and MoUs with entities such as TAMCC. Periodically, unavailability of assessors presents bottle necks in the system. This however, was being addressed by the training of instructors in assessment methodologies, who will then conduct assessments on a continuous basis, the way CBET was designed to be delivered. The GNTA also believes that it needs to have a more structured employer engagement strategy, aimed at increasing employer awareness and participation. Figure 7 shows a graphic distribution of certification by gender.

► Figure 7

Grenada - Distribution of certification achievement by gender



Source: GNTA 2018 Annual Report



## Challenges with standards development

There were no immediate deficiencies regarding occupational standards development, mainly from the standpoint that the GNTA, as a member of CANTA, has direct access to its database of standards. Additionally, there was in-house capability regarding standards review and development. The impression was that, despite the GNTA's small staff complement, it is proactive and resourceful in performing its management responsibilities. In 2018, 23 new standards were approved by the Council, bringing the overall total to 169. The database comprises standards ranging from CVQ Level 1 to Level 5.

## What was learned

Establishment of the GCTVET and its operating arm, GNTA, are indicative of the importance that Government has attached to TVET for human capital development, towards sustainable economic growth. Governance of the TVET system is clearly defined and documented, with separate and distinct roles and functions for the TVET Council and GNTA. Despite the basic framework, there is however, noticeable absence of representation by trade unions, as the Act makes no provision for their inclusion. Noticeably absent also, are other key partners, including PPs and instructors, who by virtue of their critical role as determinants of the system's outputs, may feel excluded from a process to which they are integral. These deficiencies, notwithstanding, Government appears to recognize the importance of employers' involvement in developing and implementing TVET policies and programmes.

The entire TVET infrastructure operates within a legal framework, anchored in the Grenada Technical and Vocational Education and Training Act (2009). Discounting for the non-inclusion of trade unions at the level of policy-making, there is evidence which suggests that management has a clear understanding of the need for their inclusion as a key stakeholder at the operational level. In that regard, trade unions and other employer related bodies (GCCl), are incorporated at different levels of the GNTA's operations, through mechanisms such as ILBs and Sectoral Committees. In spite of the above, there is nonetheless, scope for widening and strengthening of the stakeholder engagement process, through mechanisms such as MoUs and strategic alliances.

Funding of the GNTA is through Government subventions US\$1.4M (2017), said to be grossly insufficient by management, with adverse implications for programmatic deliverables. Prospects for improvement in this regard, appeared doubtful, as the GNTA's proposal for the establishment of training fund to supplement Government's subventions, has not gotten any positive response from Government. As it relates to curriculum development, quality assurance, and data management, all integral to the effective functioning of the GNTA, there are constraints mainly due to inadequate staffing thus impacting the efficiency and effectiveness of programme implementation and administration. Recent employment of a Data Analyst is likely to alleviate some of the challenges being faced presently. There is evidence of deficits in information technology, as well as technical resources to support the training delivery channels, due to insufficiency in numbers of staff and types of equipment, due to the prohibitive cost, especially those relating to technical disciplines. These deficiencies have potential implications for a noticeable unfavourable trend, female domination (78 per cent) of the GNTA's programmes, which is believed to be influenced primarily by cost, which makes it easier to roll out training for sectors in which programme implementation is more economical. Despite the challenges, there appears to be a level of consciousness by the Management of the GNTA of its role in the articulation of the vision and realization of the goals of the regional TVET Strategy, attested to some degree by its CVQ achievement of 2,834 for the period under review.

The framework for the promotion and expansion of TVET has been well established. The governance arrangements, notwithstanding absence of a tripartite approach in the composition of the Council, are clearly defined and documented. Operationally, the TVET system is under resourced, both human and financial. As such, the system lacks the technical capacity to effectively deliver on its mandate. Despite significant resource constraints, leadership appears visionary and focused on the regional strategy. In that regard, the GNTA provides technical assistance to other countries within the OECS grouping. Notwithstanding however, there is an urgent need for institutional strengthening and capacity building

of the system. From all indications, the structure for an efficient and effective TVET system is in place. However, deficiencies identified should be addressed systematically and comprehensively through implementation of the following recommendations.

## Recommendations

- ▶ The Government should amend the Grenada Technical and Vocational Education and Training Act to incorporate trade unions on the GCTVET for collective decision making.
- ▶ Management should institute an accelerated programme of capacity building and institutional strengthening, by training instructors as assessors and internal and external verifiers, engage key stakeholders in forging MoUs and strategic partnerships.
- ▶ The GCTVET should institute a monitoring and evaluation mechanism to track performance, regarding quality compliance as well as achievements under the Regional TVET Strategy.
- ▶ The Government should create the environment for all stakeholders to participate in policy decisions and investing in the TVET system. In particular, facilitate the establishment of the Enterprise Training Fund (ETF) under consideration by the social partners.

## ▶ Guyana

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Council for Technical and Vocational Education and Training (CTVET) – Guyana was established by the Technical and Vocational Education and Training Act (2004) of Guyana. The CTVET performs policy-making as well as administrative and coordinating roles. Members of CTVET are appointed by the Minister of Education. Consistent with national imperatives, CTVET comprises representatives of Government and key sectors of industry, represented by the Consultative Association of Guyanese Industry (CAGI). Noted exception is the absence of workers representation, as the Act makes no provision for the inclusion of Trades Unions. While trade unions are not involved at the level of the Council, their active participation at the local level in the implementation of programmes, is noticeable, and appreciated by CTVET and other entities within the delivery channel. The Act also empowers CTVET to establish Regional Councils. By authority, CTVET oversees the coordination and administration of TVET and related matters on a national scale. The CTVET, a member of CANTA, is guided by the CARICOM TVET Strategy for Workforce Development and Economic Competitiveness (1990), Revised (2012), the RVQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015).

Among the functions of the CTVET are the following:

- ▶ to advise the Minister on the measures required to ensure a comprehensive system of technical and vocational education and training that is suited to the development needs of Guyana;
- ▶ to establish, develop and monitor schemes for the training of craftsmen and technicians and engineers needed to sustain and enhance economic growth;
- ▶ to develop a national system of Competency-based Modularised Training and initiate its implementation;
- ▶ to expand the scope of industrial training within industry;
- ▶ to monitor the technical and vocational education and training of apprentices;
- ▶ to undertake curriculum analysis and design and cause to establish training and apprenticeship programmes and vocational qualifications that are relevant to the needs of Guyana and where appropriate the needs of CARICOM Member States;
- ▶ to establish national training standards and performance testing;
- ▶ to ensure through its inspectorate that curricula, standards, schemes and guidelines formulated by it are implemented by every RTO and technical institute;

- ▶ to licence and keep a register of RTO which it considers suitable to receive apprentices and to licence and keep a register of public and private technical institutes which offer training that meets the requirements of this Act;
- ▶ to approve RTOs as Supervising RTOs;
- ▶ to monitor all registered technical institutes and other tertiary institutions and regulate their facilities;
- ▶ to provide information and vocational guidance to persons about the choices available and their progress from general education to post-secondary technical and vocational education and training;
- ▶ to assist persons in finding apprenticeship places in industry and admission to technical institutes;
- ▶ to promote the use of the distance mode of delivery for Technical, Vocational Education and Training programmes;
- ▶ to cancel licences and certificates issued under this Act, when in its opinion there is cause to do so;
- ▶ to take appropriate steps to increase and improve the training of instructors, examiners and other training functionaries;
- ▶ to carry on or assist other persons in carrying on research into technical and vocational education and training or any matter relating to apprenticeship or training for employment in industry; and
- ▶ to ensure a continuing supply of manpower information on which training decisions may be made.

## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

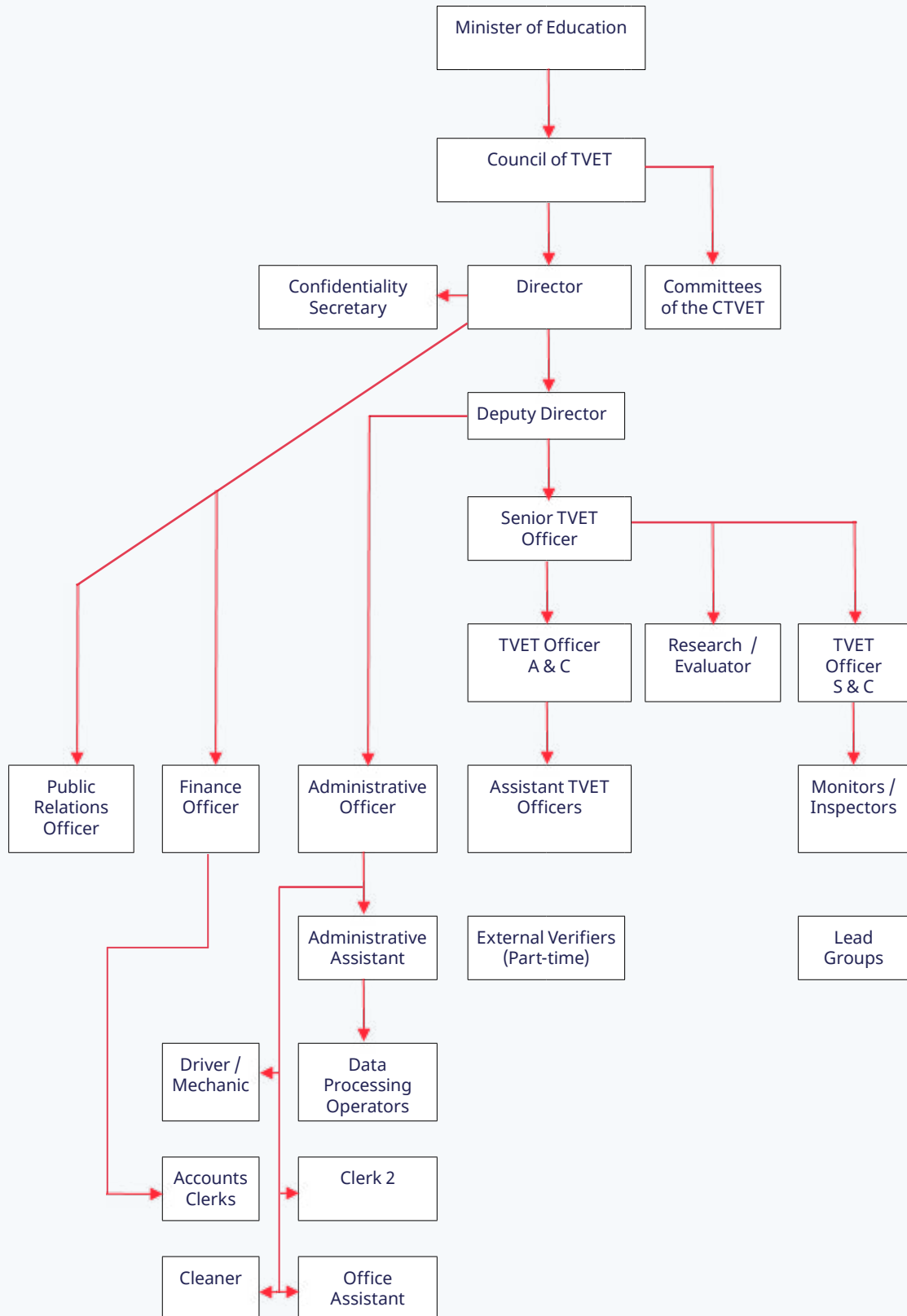
The role and functions of CTNET are specified by the Technical and Vocational Education and Training Act (2004). The CTNET is governed by a Board and managed by an Executive Director, who assumed office in November 2018. As policy implementing agency for the TVET system, the CTNET advises the Minister on “matters to ensure a comprehensive TVET system that is conducive to the development of the country”. The CTNET is supported by four committees (Standards, Assessment and Certification, Administration, and Public Relations and Communications), and financed by a Government subvention of US\$328,266 or Guyana Dollars (GUY\$) 70M per annum, considered inadequate by the Executive Director. The MOL provides labour market intelligence to inform programme development. Except for CBET, for verifiers and assessors, CTNET is not directly involved in training delivery. Training in CVQ, which commenced in 2015, is conducted by eight autonomous entities. Operating in conjunction with CTNET, is the BIT, established by the Industrial Training Act (1910). Governed by a Board that is tripartite in nature, the BIT is an autonomous entity, directed by a Chief Executive Officer (CEO), with principal focus being OJT, including apprenticeship. Both the BIT and CTNET function independently, but collaboratively (some duplicity), with the MOE and MOL. Employers’ representative, CAGI, is of the view that employers’ participation is important in influencing the direction of the CTNET, as it relates to industry needs.

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Statistics pertaining to the employment of graduates of the TVET system were not available, hence no definitive conclusions could be arrived at regarding the relationship between NVQ / CVQ and employment. The Executive Director of CTNET, although of the view that graduates find employment, nonetheless expressed concerns that employers do not include NVQ / CVQ certification among the entry requirements for job seekers. This he believes, without empirical evidence, contributes to the challenges faced by CVQ holders in finding employment. The Executive Director of CAGI asserted that employers were integral to the process, evidenced by the participation of major industries such as Demerara Distillers Limited (DDL), Sterling Products, Banks D’Aguir Bros (DIH), Guyana Sugar Corporation (GuySuCo), and Bosai Minerals Group, through industry attachments (Apprenticeship and Work Experience). He, however expressed concerns with the employability skills of NVQ / CVQ graduates, indicating that this factor is critical to their employment chances. The perceived low level of knowledge proficiency and lack of experience among the instructor corps, were also reportedly of concern to CAGI.

► **Figure 8**

Organizational structure of the Council for Technical and Vocational Education and Training - Guyana



## Skills mobility

There was evidence of the portability of skills, a total of 101 Skills certificates being accounted for by CTVET graduates, as reflected by the CSME report of Skills Certificates. Although the report was not presented in a format indicating distribution by gender, based on CTVET's certification disaggregation by gender, where, of the 1,108 CVQs reported, 867 (78 per cent) were males, it is reasonable to deduce that of the 101 Skills certificates, 98 of which were accounted for by Artisans, would similarly be predominantly males.

## Challenges with competency-based delivery

The CTVET faces resource constraints, mainly with respect to the technical expertise and limited practical experience of trainers and assessors, particularly internal verifiers, as well as equipment to facilitate the delivery of CBET. These factors, are believed to be potential barriers to the expansion of the CVQ programme. Except for CBET (instructors and assessors), CTVET is not directly involved in training. The slow pace of standards approval by CANTA was cited as an inhibiting factor in the issuance of CVQs. The Federation of Independent Trade Union of Guyana (FITUG), expressed the view that the exclusion of workers' representation from the TVET policy formulation and decision-making process, 'to champion workers cause' for training and development, was another major factor in the performance of CVQs. The Guyana Industrial Training Centre (GITC), a brainchild of the trade union movement, established with assistance from the United States Agency for International Development (USAID), believes that the private sector is not passionate about TVET.

CARICOM on the other hand, cited the minimalist role of trade unions in the CTVET decision-making process, as well as employers' failure to acknowledge NVQ / CVQ as part of the entry requirements for employment, as two major factors, negatively impacting the image of the CTVET. Despite these shortcomings, participation by industry and TVET practitioners resulted in CTVET's training of 299 assessors, and 56 and 48 internal and external verifiers, respectively. The CTVET acknowledged the limited articulation of CVQ to tertiary training, through the Higher Education Consortium (HEC), in the disciplines of engineering and mining, as a notable success. For the period 2013-2018, CTVET reported a total of 1,108 CVQs and 476 NVQs. For both types of certification, males were dominant, accounting for 78 per cent. Similarly, a disproportionately large percentage (90 per cent) of the certification achieved was accounted for by Level 1. Tables 4A and 4B and Figures 9A and 9B provide details.

## Challenges with standards development

Deficiency in the technical skills required for standards review and development, was cited as a concern by the TVET Officer, albeit not critical, given that CTVET has direct access to CANTA's database of approved standards. Employers/workers play a critical and central role in the review and development of standards. Driven by industry demand, the Standards Committee, comprising members from a wide cross-section of industries and occupations, meets periodically to review and develop standards to satisfy employers' changing needs. Based on competing priorities however, the process at times, faced challenges, due to the unavailability of the assigned expertise. This, according to the CTVET, is further compounded by the slow pace of approval of CVQ standards by CANTA, a situation the CTVET considers directly attributable to the level of achievement in CVQs. The CTVET currently has a database of 21 CVQ occupational standards, mainly at Level 1 and Level 2, and currently in dialogue with HEART Trust / NTA with a view of accessing some higher-level standards.



► **Table 4A**

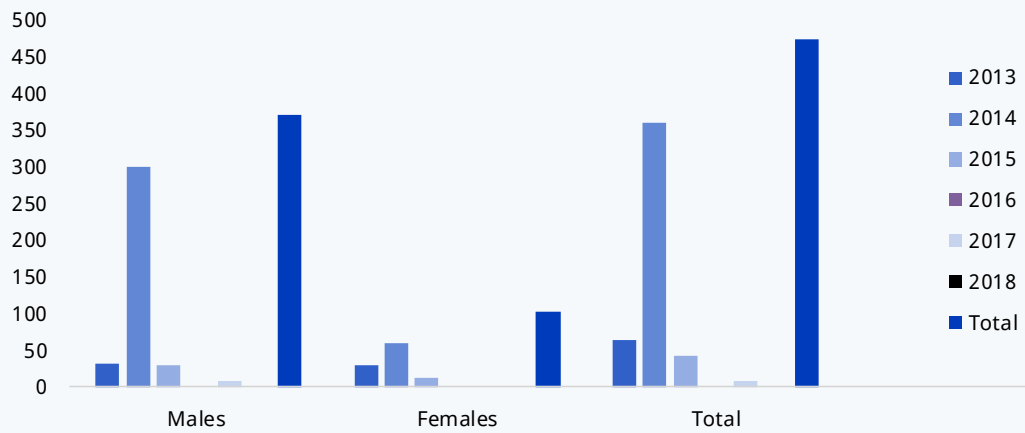
Guyana summary of National Vocational Qualification performance (2013-2018)

Year/gender	2013	2014	2015	2016	2017	2018	Total
Males	33	301	30	0	8	0	372
Females	31	61	12	0	0	0	104
Total	64	362	42	0	8	0	476

Source: CTVET

► **Figure 9A**

Guyana summary of National Vocational Qualification performance (2013-2018)



► **Table 4B**

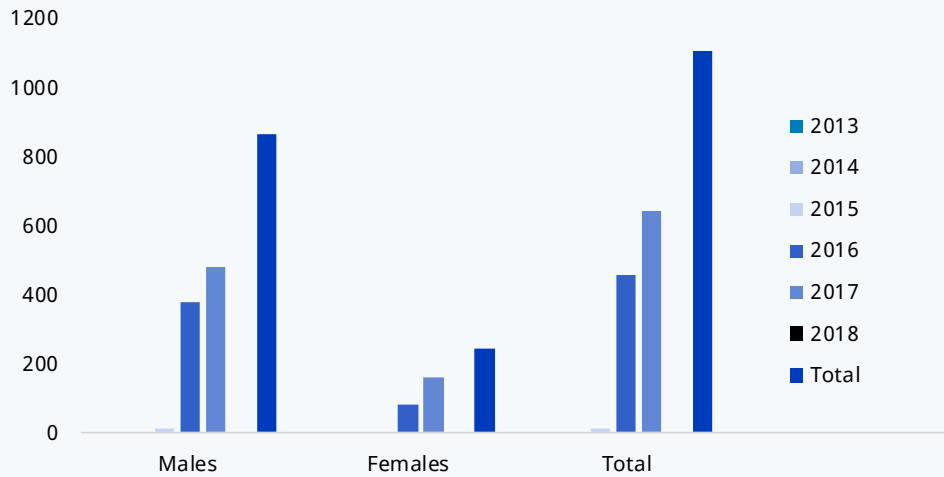
Guyana summary of Caribbean Vocational Qualification performance (2013-2018)

Year/gender	2013	2014	2015	2016	2017	2018	Total
Males	0	0	10	377	480	0	867
Females	0	0	0	80	161	0	241
Total	0	0	10	457	641	0	1108

Source: CTVET

► **Figure 9B**

## Guyana summary of Caribbean Vocational Qualification performance (2013-2018)



## What was learned

The TVET infrastructure is underpinned by a legal and regulatory framework that comprises the Technical and Vocational Education and Training Act (2004) and CTVET's organization structure, both geared towards the authenticity and continuity of the system across political administrations. There are indications that Government recognizes the importance of CTVET, the CVQ in particular, as a tool to facilitate human capital development and productivity. Governance of the TVET system is clearly defined and documented, with distinct roles, functions, and supporting mechanisms. Notwithstanding, the CTVET is not tripartite, with no trade union representation, a deficiency that is being addressed at the operational level, where trades union participation is not only visible, but apparently impactful. An example is the establishment of the GITC, for which the trade union movement was instrumental. A key tripartite partner, the former President of the Caribbean Congress of Labour (CCL) and current General Secretary of the Guyana Trades Union Congress (GTUC), exhibits both enthusiasm and knowledge of the TVET system. Funding of the CTVET is through Government subventions, which according to the Executive Director, is inadequate, and faces risks of unpredictability in cash flows, depending on Government's priorities. This has serious implications for programme deliverables.

As it relates to curriculum development, quality assurance, and records management, all integral to the effective functioning of a TVET system in a dynamic labour market, there were observed limitations. Deficits in information technology and the technical capacity of the staff, made worse by inadequate numbers, are added constraining factors. The CTVET is not directly involved in training, except for CBET, for instructors, assessors, and verifiers, both internal and external. CTVET's mandate is therefore achieved through a network of eight geographically dispersed training institutes, complemented by other entities, including the GITC, the BIT, with emphasis on apprenticeship, and the HEC, which facilitates limited access for CTVET graduates to articulate to tertiary education. Despite the fundamentals, there are noticeable absentees from the system, including key partners such as PPs and other TVET practitioners, who by virtue of their critical role as determinants of the system's outputs, should be active participants.

Against this background, there is significant room for institutional strengthening and capacity building. Organizationally, there is an established implementing arm, guided by an Executive Director, with eight supporting delivery channels, albeit with limited records management capability. Although guided by the CARICOM TVET Strategy, and despite achieving moderate success with CVQ programmes, there

is an apparent lack of emphasis on CVQ, especially at the higher levels. In the words of the Executive Director, 'that is about to change in drastic ways', as he promised a shift in focus. Initial steps have already been taken, through consultations with HEART Trust / NTA for assistance in developing and expanding higher-level programmes.

From most indications, the framework for the expansion of CTNET has been established. The governance arrangements, despite not being tripartite, are clearly defined and documented. The TVET system is under resourced, both in human and financial terms. As such, the system lacks the technical capacity to effectively deliver on its mandate. Despite these challenges, CTNET seems to have the potential to realize its own mandate and that of the regional TVET strategy. The Executive Director appears focused and purposeful in his articulated views. He has product knowledge, if not institutional knowledge on his side, having previously been CAGI's representative on the CTNET, for which he now has executive responsibility. There appears to be renewed emphasis on CVQ expansion, especially into higher-level offerings. The level of enthusiasm and resourcefulness demonstrated by management, despite resource constraints, suggests that if adequately resourced, CTNET will fulfil its potential.

## Recommendations

The structure of an efficient and effective TVET system is in place. It is important that weaknesses identified within the supporting infrastructures of the TVET system be addressed, comprehensively and systematically. These can be accomplished through implementation of the following recommendations:

- The Government should amend the Technical and Vocational Education and Training Act to incorporate trade unions representation on the CTNET.
- Management should institute an accelerated programme of capacity building and institutional strengthening, by training instructors as assessors and internal and external verifiers, including in instructors' functions, assessment and internal verification. Additionally, management should engage key stakeholders in forging MoUs and strategic partnerships.
- The CTNET should institute a monitoring and evaluation mechanism to track performance regarding quality compliance, as well as achievements under the Regional TVET Strategy.
- The Government should create an enabling environment for all stakeholders to participate in policy decisions and investing in the TVET system. In particular, implement the Guyana Report on Financing Strategy for TVET 2016 (CDB Project GA 29/GUY 2016).

## ► Jamaica

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The HEART Trust / NTA, a statutory agency of the Office of the Prime Minister (OPM) since April 2018, (formerly Ministry of Education, Youth and Information), was established in 1982 by an Act of Parliament, the Human Employment and Resource Training Act. Poor socio-economic conditions, characterized by low economic growth, high unemployment (especially among youth), rising crime, and deficiencies in numeracy and literacy among the youth, were the main influencing factors. The initial objective was to bridge the gap between post-secondary education and the world of work/tertiary. Principally, HEART Trust / NTA is responsible for financing, developing and monitoring employment-training, and promoting employment-generating projects. The HEART Trust / NTA provides access to training, directly and indirectly, competence assessment and certification to working age Jamaicans, and career development and employment facilitation services. Training modalities include OJT, institution-Based

(28 TVET institutions) and community-based (100 special projects). The shift to the OPM is indicative of the major changes the HEART Trust / NTA is currently undergoing, through a merger with three other Government entities: the National Youth Service, Jamaican Foundation for Lifelong Learning (JFL), and the Apprenticeship Board.

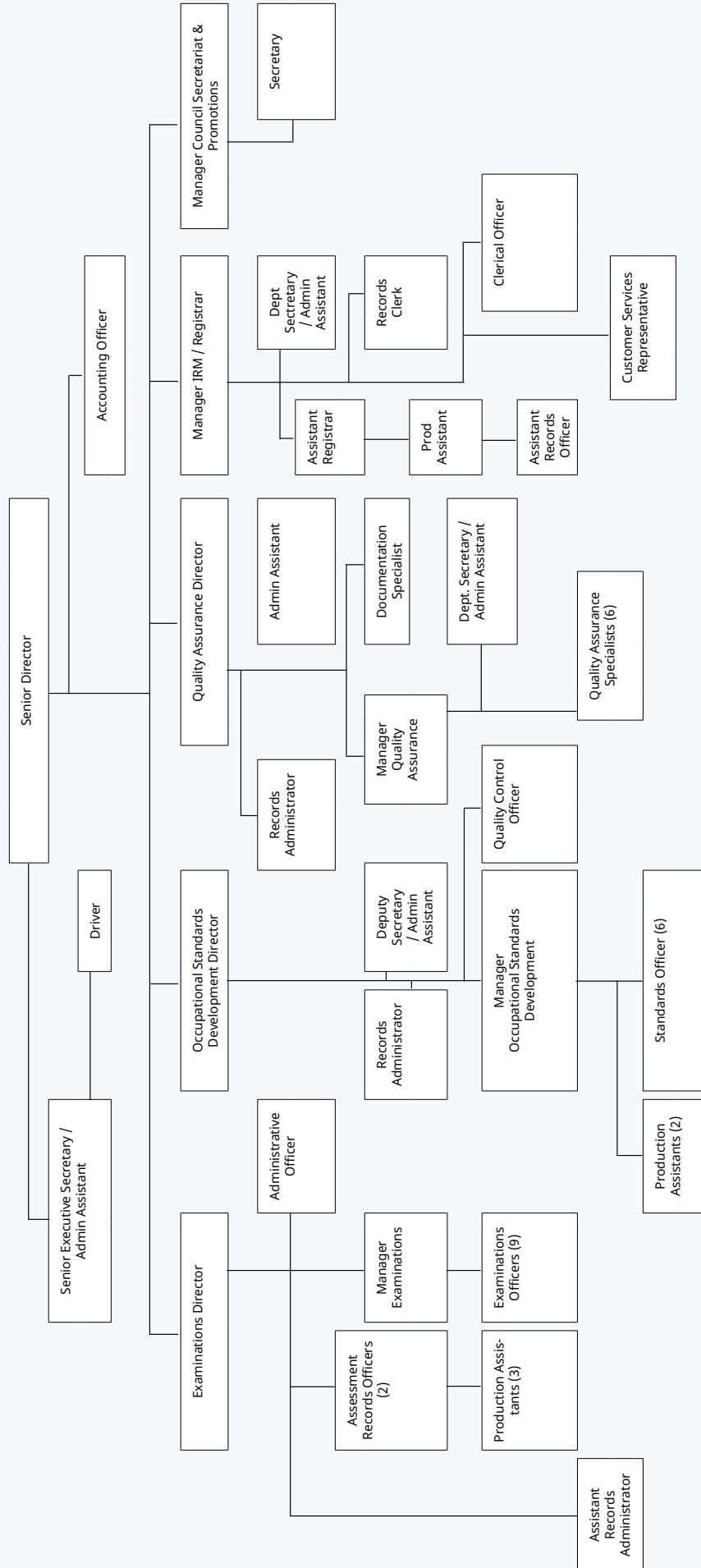
## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

Policy directive and governance are the remit of the Board, which is appointed by the OPM, with management of the HEART Trust / NTA by a Managing Director (MD), supported by key divisional heads. The HEART Act (1982) specifies the primary functions of the HEART Trust / NTA. An accredited UNEVOC Centre and member of CANTA, whose Quality Assurance Criteria and Guidelines (Draft (2015) for CVQ influences the HEART Trust / NTA's operations. Similarly, as a member of CARICOM, the HEART Trust / NTA's activities are influenced by the CARICOM (1990) Regional TVET Strategy (Revised 2012) and the RQF. Each division provides strategic oversight and administrative support for departments, institutions, and projects. The Board, comprising members from Government, private sector, and trade unions, represents a wide range of skills and knowledge of industries and sectors, and has oversight for strategic direction, financial objectives, control and performance, and resource allocation. Although tripartite in composition, there is disparity in representation. President of the Jamaica Confederation of Trade Unions (JCTU) expressed the view that there is room for deepening of the role and functions of trades unions, especially relating to workforce training and development. The most recently constituted Board does not include the usual employer representative, appointed by the Jamaica Employers' Federation (JEF), a situation that does not sit well with the Federation's Executive Director, who expressed concerns with the omission, in stating that, "employers sustains the Trust (3 per cent levy), and should therefore play a greater decision-making role in its operations". It should be noted however, that the Board is chaired by a member of industry.

The NCTVET of Jamaica was established in 1994, and empowered by the amended HEART Act (1982) to grant awards and confer diplomas and certificates on persons who have achieved approved standards of competence in NVQ / CVQ certification. An autonomous entity, the NCTVET is governed by an independent Board, appointed by the Minister of Education, Youth and Information (MOEYI), to whom it is directly accountable. The NCTVET functions as the principal quality assurance body of the national TVET system. Currently in transition as a result of major changes taking place within the HEART Trust / NTA, NCTVET continues to be funded by, and function as an integral component of HEART Trust / NTA. Its mandate includes: development of competency standards and assessment instruments, certification of individuals and accreditation of TVET institutions, programmes and RTOs. The Board has established Regional Advisory Committees (RACs) island-wide to ensure access to educational, business and industrial sectors, in support of its work. The NCTVET's role and functions are supported by various Sub Committees (Standards and Assessment, Quality Assurance). These mechanisms facilitate broad based communication and participation at varying levels of the system by other stakeholders, including TVET practitioners.

► **Figure 10**

**Organizational structure of Jamaica's National Council on Technical Vocational Education and Training**





## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Analysis of data for the period (2010–2018) shows the number certified, of which an average of 66 per cent gained employment each year. Employment has shown an increasing trend, from a low of 56 per cent (2012) to peak at 77.2 per cent (2018). The increasing trajectory in employment was attributed to recovery from the 2008 global recession. From this data set, NVQ / CVQ certification appears to be facilitating employment, an implicit indication of Jamaican employers' recognition and acceptance of TVET. Deeper analysis of the employment data revealed three important observations:

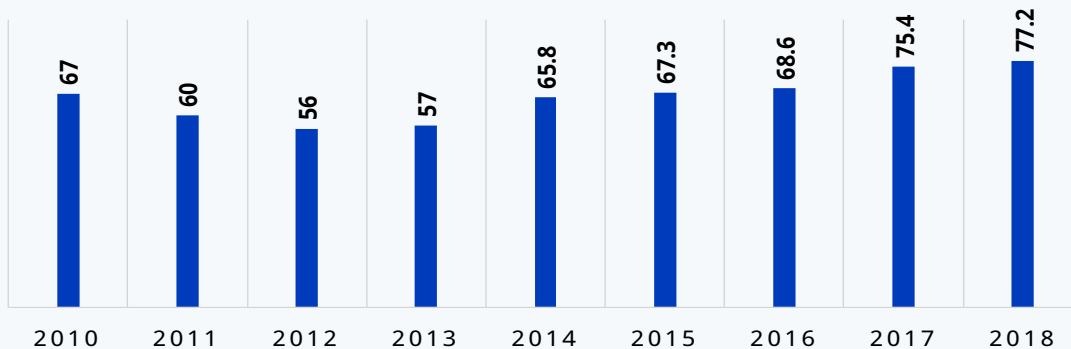
1. males experienced on average, a higher rate of employment (72 per cent), ranging between 62 per cent and 84 per cent;
2. young adults, 25 years and older, accounted for 73 per cent; and
3. most individuals (85 per cent) were employed full time.

As it relates to employer satisfaction, the results of a 2014/15 Employer Satisfaction Survey revealed that employers were for the most part satisfied (90.5 per cent) with the services offered by HEART Trust / NTA. This high level of satisfaction was also seen in the employers' satisfaction ratings of employees who were graduates of the HEART Trust / NTA. Assessment was done, using nine performance criteria:

1. communication skills (oral and written);
2. computation skills;
3. productivity;
4. cooperativeness and ability to work with others;
5. acceptance of advice and supervision;
6. technical use of tools and equipment;
7. quality of work;
8. computer skills; and
9. personal initiative and problem solving skills.

▶ **Figure 11**

Jamaica employment data for Human Employment and Resource Training Trust / National Training Agency graduates (2010-2018)



Source: HEART Trust / NTA - Labour Market Research and Intelligence Department (LMRID)

## Skills mobility

Neither the HEART Trust / NTA nor the Ministry of Labour and Social Security (MLSS), with responsibility for the issuing of Skills Certificates, provided any data on the number of Skills Certificate issued to HEART Trust / NTA graduates. Several attempts to engage the MLSS were not successful. The HEART Trust / NTA articulated the view that Jamaicans have a culture that exhibits high migratory tendencies, and in that regard, believes many of its graduates migrate to other regional markets and gain employment on the basis of possessing skills in demand. The CSME’s report on the number of Skills Certificates issued overall, appears to corroborate this assertion, where it was observed that of the 388 Skills Certificates issued, Jamaica accounted for 226 (58 per cent).

## Challenges with competency-based delivery

The HEART Trust / NTA reported no specific challenges, citing among other factors, the sustainable source of funding (3 per cent employer tax) at its disposal, as the principal reason. There was however, great disparity between NVQ and CVQ certification achievements. A combined total of 308,578 certificates were achieved. Tables 5A and 5B show that while the NVQ’s performance has been commendable, the CVQ’s was lagging significantly (283,684 vs 24,894 or 92 per cent vs 8 per cent). Except for NCTVET Senior Director’s views of the “slow pace of standards approval by CANTA”, and what was referred to as “the tedious nature of the process” by a senior administrator within the MOE, no specific reasons have been cited for CVQ’s achievement. Attempts to validate this with the MOE proved unsuccessful. Instructively, both the HEART Trust / NTA and NCTVET facilitate CVQ certification within the secondary school system, however it does not appear to facilitate CVQ in any of the HEART Trust / NTA operated programmes (26 Institutions, 100 Community Projects, and OJT interventions). This observation aside, TVET appeared to be playing a central role in the transition from school to work (STW) process, a critical factor being the perceived ‘readiness’ by employers of graduates, due to the competency-based approach to training. There were many interventions in support of the STW transition process (Apprenticeship, OJT, Internships and Work Experience). There was reportedly also, a high level of buy-in and participation among key stakeholders (employers, trades unions, TVET practitioners), evidenced by the large pool of TVET and industry practitioners who have been operating as trainers, assessors, verifiers, standards developers, and facility auditors. The system is reporting 2,413 trained assessors in a wide range of occupations, between Level 1 and Level 4, of which 2,375 are reportedly active. Tables 5A and 5B and Figures 12A and 12B provide a summary of National Vocational Qualification and Caribbean Vocational Qualification, respectively.

► **Table 5A**

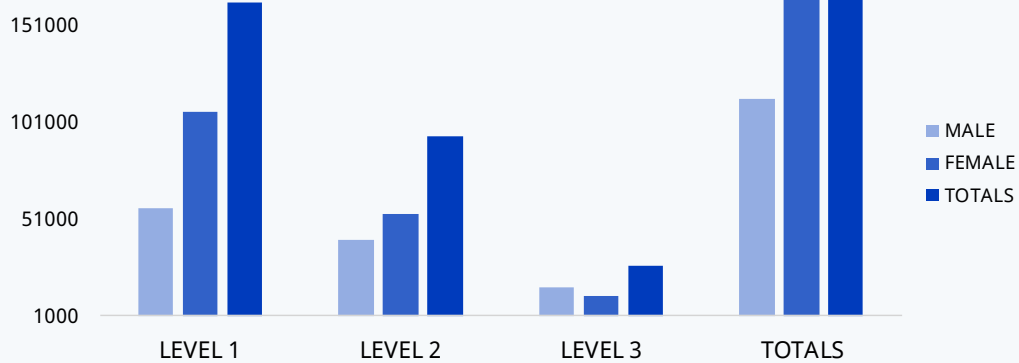
### Jamaica summary of National Vocational Qualification performance

Levels	Male	Female	Total	% of Total
Level 1	56,820	106,460	163,280	57.50
Level 2	49,543	53,329	93,872	33.00
Level 3	15,466	11,066	26,532	9.50
Total	112,829	170,855	283,684	100.00

Source: HEART Trust / NTA - LMRID

► **Figure 12A**

## National Vocational Qualification certification (Jamaica)

► **Table 5B**

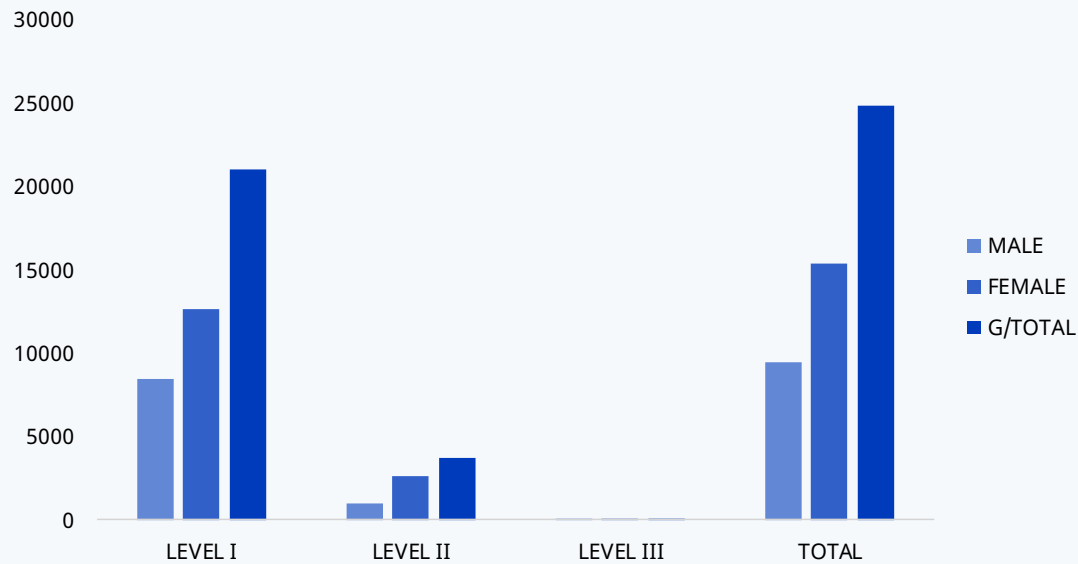
## Jamaica summary of Caribbean Vocational Qualification performance

Levels	Male	Female	Total	% of Total
Level 1	8,452	12,636	21,088	84.70
Level 2	1,026	2,666	3,692	14.80
Level 3	38	76	114	0.50
Total	9,516	15,378	24,894	100.00

Source: HEART Trust / NTA - LMRID

► **Figure 12B**

Caribbean Vocational Qualification performance summary (Jamaica)



## Challenges with standards development

The Director of Standards, with responsibility for standards development, heads the Standards Development Unit, a key component of the NCTVET. Assisting this unit is a Standards and Assessment Committee, with members drawn from a wide cross-section of industry and occupations. Influenced by industry demand, standards are reviewed/developed periodically. Employers, through ILGs, play a critical role in the standards review and development process. By virtue of the support from industry, there were no major challenges with NVQ standards. As it relates to CVQ standards, Senior Director, NCTVET, expressed concerns with the slow pace of approval by CANTA. This she believes is a contributing factor to the less than optimal performance of NCTVET in the issuance of CVQs. NCTVET has developed an extensive data base, comprising hundreds of NVQ / CVQ occupational standards, ranging from Level 1 to Level 5.

## What was learned

There is a legally constituted mechanism for policy direction and governance of the TVET system, which though tripartite in composition, nonetheless lacks parity, with Government as the dominant social partner. As it relates to funding, the 3 per cent employer tax levy has been a defining factor in the HEART Trust / NTA's ability to finance its activities and execute its mandate. Due to sufficiency of funds, the Trust is appropriately staffed to respond to labour market needs, attested by the large database and wide array of standards and qualifications. The HEART Trust / NTA is structurally enabled, with the requisite infrastructures, mechanisms, systems, and processes to support the delivery of quality TVET on a sustainable basis. The HEART Trust / NTA is supported by a department dedicated solely to providing labour market intelligence. Despite deficiencies pertaining to the minimalist role of CVQ in workforce empowerment, both the HEART Trust / NTA and NCTVET are playing discretely, but crucial complementary roles in transforming the image and perception of TVET, within the public and private sectors, much in alignment with Government's strategy of positioning TVET as a vehicle to facilitate workforce transformation and productivity. The restructuring exercise currently underway, appears to

be in recognition of the ambiguity and duplicity in functions that exist between the HEART Trust / NTA and NCTVET, and the need to address these deficiencies. Overall, TVET appears to be playing a central role in the transition from STW.

Absence of a JEF-appointed representative to the TVET system is significant, as are other key partners, including PPs and instructors, who are critical determinants of the system's output, should be integrally involved in the process. In spite of these deficiencies, both Government and the HEART Trust / NTA appear to be cognizant of the importance of stakeholder participation in developing and implementing TVET policies and programmes, aimed at reducing youth unemployment and facilitating social and economic development.

While the NVQ is well entrenched system-wide, the CVQ is still seeking to gain recognition, a situation that is in gross misalignment with the Regional TVET Strategy, which places emphasis on CVQ. This is a rather suboptimal use of critical resources, given that the resources used for NVQ can similarly be utilized for CVQ. From Tables 5A and 5B, it can be observed that NVQ out-performed CVQ by a ratio of more than 11:1. Given that CVQ was introduced in 2000, a comparison was done, analysing the datasets for the last five years (2013/14 – 2017/18). The results show a similar trend, NVQ out performing CVQ by a ratio of 4:1 over that period. Overall, the performance of higher level (Level 2 and Level 3) was dismal, with Level 3 accounting for less than 10 per cent and 1 per cent of NVQ and CVQ, respectively. Generally, the more highly skilled the workforce, the more likely the value-adding impact and productivity gains. Against this background, there is an urgent need for greater focus to be placed on higher level (Level 2 and Level 3). As it relates to CVQ, the situation demands greater urgency, given the role CVQ is designed to play in facilitating the free movement of skilled labour, towards regional workforce productivity and competitiveness. From a gender perspective, there were more female beneficiaries, with 60 per cent or 170,855 and 62 per cent or 15,378 of NVQ and CVQ, respectively. As it relates to the role of vocational qualifications in facilitating decent employment, both NVQ and CVQ appear to exhibit a high level of acceptance among Jamaican employers. The data shows that between 2010 and 2018, a total of 168,343 beneficiaries were certified. During this period, an average of 66 per cent of certified graduates gained employment each year, reflecting an increasing trend, from a low of 56 per cent (2012) to peak at 77.2 per cent (2018). Deeper analysis of the employment data revealed three important observations:

1. Male beneficiaries experienced on average, a higher rate of employment (72 per cent), inconsistent with the gender distribution.
2. Young adults, 25 years of age and older, accounted for 73 per cent.
3. Most beneficiaries (85 per cent), were employed full time. These statistics could be interpreted as indicative of the changing profile and mainstreaming of TVET within the Jamaican education system.

Regarding training, the mixed modalities (institutional, community, on-the-job), and given that the HEART Trust / NTA not only has access to PPs, but directly controls a significant proportion of the inputs, provides the HEART Trust / NTA with substantial capacity, attested by the training statistics depicted in Table 5A and 5B. Programmes for OJT, including a formally structured apprenticeship programme, forms a major focus of the Trust's strategy, with two departments, BDWS and ECS, each responsible for different aspects of OJT. This amounts to duplication of functions and possibly, inefficient use of resources, worsened by the likelihood of causing confusion among employers. Continuous learning, a feature of TVET, is also integral to the HEART Trust / NTA's human development strategy, evidenced by the inclusion of the operations of the JFLL, an adult literacy enhancing entity, into its general operations, by way of a merger. While acknowledging significant accomplishments under the present arrangements, there is an urgent need for a shift in focus, from NVQ to CVQ. This is necessary if the vision of the Regional TVET Strategy, including the free movement of skilled labour, is to be realized.

The legal framework and operational infrastructure for the expansion of TVET, including the award of CVQ, have been established. There is however, an apparent lack of emphasis on CVQ, a situation that imposes barriers to the realization of the free movement objectives. The achievement of CVQ overall, its apparent absence within the HEART Trust / NTA owned and operated institutions, and concentration of certification at the lower levels (Level 1 and Level 2), are reflective of the misalignment between the HEART Trust / NTA's priorities and the Regional TVET Strategy. Given the perceived leadership role of HEART Trust / NTA within the regional TVET framework, especially within the context of the portability of skilled labour, applying greater focus to CVQ, becomes urgent.



Although the system is tripartite, there is disparity at the governance level, with Government the dominant social partner. In spite of the overall achievement of the system, there is need for strengthening of the system and stakeholder engagement process. Of necessity, the restructuring exercise must ensure that roles and responsibilities of the NCTVET and HEART Trust / NTA are distinct, thus removing any ambiguities and duplicities within the governance structure, and potential implications for the integrity of the entire TVET system. Both the NCTVET and HEART Trust / NTA have accomplished much, however, if their respective mandates are to be realized, and Government's priorities and CARICOM's imperatives achieved, in particular the free movement of skilled labour, greater emphasis must be placed on the CVQ as the principal enabling tool for workforce development.

## Recommendations

From all indications, the fundamentals are in place for an efficient and effective TVET system. Notwithstanding, the capacity for dialogue among social partners for improved outcomes should be enhanced, as well as deficiencies identified, addressed in a systematic and comprehensive manner. These can be accomplished through implementation of the following recommendations:

- ▶ Accomplishment in CVQ certification is unsatisfactory. To prepare workers to capitalize on opportunities within the regional labour market, requires a more focussed strategy on CVQ. The HEART Trust / NTA should urgently implement measures to promote and facilitate the sustainable delivery of CVQ offerings.
- ▶ A disproportionately large percentage of certification is accounted for by the lower levels (Level 1 and Level 2) of the Technical Operating Model (TOM). Strategies must be implemented to prioritize and incentivise higher-level training, with the aim of creating greater impact on productivity and economic competitiveness.
- ▶ The NCTVET should institute a monitoring and evaluation mechanism to track performance, especially achievements relating to CVQ.

## ▶ Saint Kitts and Nevis

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Saint Kitts and Nevis Council for Technical and Vocational Education and Training (SKNTVET) was established in 2006 by the Education Act (2005). Inactive since September 2018, it is currently being reconstituted with the infusion of new members, towards the revitalization of its role and functions. Members are appointed by the Minister of Education, and comprise of Government representatives from the Ministries of Labour and Education; employers' representatives from the Saint Kitts and Nevis Chamber of Commerce, and workers' representatives from the Saint Kitts Teachers' Union and Saint Kitts and Nevis Trade and Labour Union. The Council which is tripartite in composition, albeit without parity, has overall responsibility for the administration of TVET within the national education system (Saint Kitts and Nevis). As a member of CANTA, it is guided by the CARICOM TVET Strategy 1990 (Revised 2012), the RQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015). The Education Act, authorizes the TVET Council to establish a Secretariat through the NTA for the administration of TVET in the secondary school system and other providers.

## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The Council is being reconstituted, however a Secretariat through the NTA, headed by a CEO, is functional, and currently manages Government's five year (2016-2021) TVET Enhancement Project, with funding estimated at US\$8.3M, and supervision spearheaded by the Caribbean Development Bank (CDB). The main features of this initiative include:

1. development of a comprehensive quality assurance system;
2. design and construction of TVET facilities;
3. development of monitoring and evaluation systems, design and implementation of a management information system;
4. training of TVET instructors, assessors, and verifiers; and
5. training in CBET methodologies.

Principally, the Secretariat has direct responsibility for supporting:

- ▶ education and training;
- ▶ policy management and planning;
- ▶ monitoring and evaluation of TVET; and
- ▶ establishing public-private partnerships (PPPs) for TVET delivery.

The Secretariat is not yet authorized to award CVQ, neither is it offering NVQ (discontinued 2010). TVET is however, being delivered at the secondary and post-secondary levels through the Advanced Vocational Education Centre (AVEC) and Clarence Fitzroy Bryan College (CFBC). Post-secondary offerings are mainly customized, as such do not issue either NVQ or CVQ. The Secretariat is preparing its application to CANTA for approval to award CVQ.

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Information on employment data for past beneficiaries was unavailable, both from the Secretariat and Chamber of Commerce. In spite of this, both entities nonetheless expressed the view that TVET graduates were being employed, citing low unemployment, estimated at between 2 and 4 per cent as the basis for their conclusion. To validate the assertion of employment of TVET graduates, the Executive Director of the Chamber of Commerce indicated that employers often raised concerns with the lack of employability (soft) skills of workers generally, and TVET graduates in particular, an implicit indication of TVET graduates being employed. Additionally, without supporting data, both the Executive Director of the Saint Kitts and Nevis Chamber of Commerce (SKNCC) and General Secretary of the SKNTLU pointed to a large influx of workers from Guyana and Jamaica, who have been employed. Data from the Ministry of International Trade, Industry, Commerce and Consumer Affairs, with responsibility for labour market intelligence (Skills Certificate), did not support this claim, though the CSME's report on Skills Certificates seem to be in corroboration, showing Saint Kitts and Nevis accounting for 17, and Guyana and Jamaica 101 and 226, certificates respectively.

### Skills mobility

The TVET Secretariat was not able to provide any data on the number of Skills Certificates issued, neither did the CSME report on Skills Certificates show any issued by the NTA. Data from the Ministry of International Trade, Industry, Commerce and Consumer Affairs, with responsibility for the administration

of labour market intelligence, including Skills Certificates, shows that between 2005 and 2018, a total of 460 skills certificates were issued, of which the vast majority (317 or 69 per cent), represented university graduates. This report did not show any disaggregation of the certificates. There was consensus among social partners, despite the lack of evidence, that there is free movement of workers within OECS Member States. This they believe is due to the built-in provisions for free movement of individuals within the union, for which the acquisition of a skills certificate is not necessary. This situation has the potential to distort the data on skills certificate. It is also presumed by the parties to be a major contributing factor to the perceived low level of interest in CVQs.

## Challenges with competency-based delivery

Absence of a functioning Council, appears to be a significant contributing factor to the slow development of the TVET system, including capacity building for assessors and verifiers. Except for staffing of the Secretariat, there are no discernible structures, systems, or processes to facilitate the effective coordination of TVET, hence the need for the Government initiated Caribbean Development Bank (CDB) funded TVET Enhancement Project. The CEO indicated that employers' expectations of the TVET system is, that it will satisfy their demand for skilled workers, hence their participation at the level of Council is meaningful. He further indicated that employers have expressed less concerns with graduates' technical skills and more with their deficiency in employability 'soft' skills. Once the capacity building project is completed, it is envisioned that the requisite infrastructures and resource deficiencies, would have been significantly addressed, and the entire TVET eco-system appropriately enabled to function efficiently and effectively.

## Challenges with standards development

As a member of CANTA, there were no immediate issues in this area, as standards developed by CANTA are accessible to the Secretariat. This, backed by the fact that the entire system is being revamped, renders challenges in this area a non-issue at this time. Similar to the constraints faced in the delivery of CBET, though to a lesser extent, these issues will be resolved on completion of the TVET Enhancement Project, as both TVET and industry practitioners constitute part of the human and technical capacity building and institutional strengthening initiative.

## What was learned

Governance and administration of the TVET system seems weak. The SKNTVET, dormant for approximately five months, is currently being revitalized with a view of providing both direction and impetus to the system. From all indications, the Secretariat, although having a CEO in place, is practically non-functional, except for the TVET enhancement project, being spearheaded by the CDB. The Council and Secretariat through the NTA, have responsibility for policy, and programme implementation and coordination respectively. Despite these accountabilities, there is no visible coordination of the TVET programmes, reportedly being delivered at the secondary and post-secondary levels. There appears to be record-keeping and accountability issues at all levels of the system, as prior to the dissolution of the SKNTVET for revamping, the CEO was not able to provide information or data pertaining to its operation.

The CEO therefore has much to accomplish, once the supporting infrastructures, systems and processes are established. The CEO, as head of the Secretariat, should assume responsibility for the deliverables and ensure that Government's priorities, including the expansion of the CVQ programme, are executed efficiently and effectively, thus realizing the overarching goals of free movement of skilled workers and improved productivity.

## Recommendations

The situation demands an urgency of now. Substantial financial capital (EC\$8.3M) is being injected into the system through the TVET Enhancement Project. Strategies must be developed and executed to ensure timely return on investment (ROI), in the form of a certified CVQ workforce. Against this background, the following recommendations should be given consideration:

- ▶ The Government should adequately resource and position the Secretariat to function effectively as the central hub of the TVET eco-system, supported by a modern data management system to facilitate efficient and effective decision-making.
- ▶ To sustainably fund the TVET Council, the Government should create an enabling environment for all stakeholders to invest in the TVET system, and in particular, facilitate the establishment of a Training Fund.
- ▶ Management should institute an accelerated programme of stakeholder engagement including MoUs and Strategic Alliances) to sustain the capacity building and institutional strengthening initiative being carried out under the supervision of the CDB.
- ▶ The Secretariat should institute a monitoring and evaluation mechanism to track performance, especially those relating to CVQ under the Regional TVET Strategy.

## ▶ Saint Lucia

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Saint Lucia Council for Technical and Vocational Education and Training (SLCTVET) was established by the Technical and Vocational Education and Training Act (2007). Members of the SLCTVET are appointed by the Minister of Education, and comprise of Government representatives from the MOL, employers (Saint Lucia Employers' Federation), TVET practitioners (Training Institutions), Centre for Adolescent Renewal and Education (CARE), and workers (National Workers' Union). The Council is tripartite, without parity, with Government being the dominant partner. SLCTVET has responsibility for the administration of TVET within the national education system. As a member of CANTA, it is guided by the 1990 CARICOM TVET Strategy (Revised 2012) the RVQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (Draft 2015).

### Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The role and functions of SLCTVET are defined by the Act. A unit within the MOE, it is governed by a Board, and functions as the apex body for TVET. The Executive Chairman (EC), assisted by a Chief Operating Officer (COO), has responsibility for management. Both executives, former senior civil servants, serve the SLCTVET Council in a part time capacity. Except for CBET (assessors and verifiers), the SLCTVET Council is not directly involved in training. Instead, TVET is carried out by PPs, including the National Skills Development Centre (NSDC), Sir Arthur Lewis Community College (SALCC) and CARE. The functions of the SLCTVET Council are:

- ▶ to advise the Minister on policy relating to technical and vocational education and training;
- ▶ to prepare plans for technical and vocational education and training in accordance with national policies and economic needs;
- ▶ to ensure that agreed plans for technical and vocational education and training are implemented;
- ▶ to coordinate technical and vocational education and training at all levels of the educational system;
- ▶ to establish standards for technical and vocational education and training;
- ▶ to establish training priorities, qualifications and accreditation;
- ▶ to advise the Minister on the scheme of examinations which may be adopted to test students;
- ▶ to determine the facilities and resources required to ensure satisfactory standards of technical and vocational education and training and the welfare of students, trainees and staff of training institutions;
- ▶ to advise the Minister on the allocation of resources for technical and vocational education and training;
- ▶ to make grants and loans for the support and provision of technical and vocational education and training; and
- ▶ to carry out such other functions relating to technical and vocational education and training as the Minister may require.

Assisting the SLCTVET Council in executing its mandate, are some critical committees including Standards Development, Quality Assurance, Industry Advisory and ILGs. As it relates to financing, there is no direct source of funding, neither employer tax Levy nor Government subvention. The SLCTVET is financed primarily by grants from international donor agencies and tuition fees, paid by beneficiaries, which appears uncertain, as trainees have been complaining of economic hardship. The Department of Labour provides labour market intelligence, which is used to inform programme development. SLCTVET gained CANTA's approval for awarding CVQ in 2013, and has access to CANTA's data base of occupational standards.

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Information on employment data for past beneficiaries is limited, both from the SLCTVET and the Saint Lucia Employers' Federation (SLEF). The EC of the SLCTVET and the ED of SLEF, both cited without evidence, CARE as the main source for satisfying employers' need for technically skilled workers. Similarly, NSDC, one of the main providers, did not have available employment data for their graduates. Notwithstanding, they indicated that their graduates access employment, 'although not as sought after' as CARE's graduates. There was consensus among the social partners that the chief differentiating factor, is the emphasis placed on employability skills in CARE's programme.

### Skills mobility

There was no evidence of the portability of skills, although the TVET Council has asserted that this was taking place. The OECS, of which Saint Lucia is a member, has built-in provisions for free movement of individuals within the economic bloc. Devoid of supporting data, SLCTVET asserted that free movement of skilled labour is taking place, without the need for skills certificate, a factor which Executive Chair of SLCTVET believes, has implications for CVQ and skills certificate. CSME's report on Skills Certificate, showed that Saint Lucia accounted for 23 Skills Certificates.

### Challenges with competency-based delivery

With no direct source of funding from either employers or Government, SLCTVET is significantly constrained. Financing its operations is difficult, given the limited funds generated through tuition



fees paid by beneficiaries. The Council has cited consistent complaints of affordability by individuals accessing the training system. The EC expressed great concerns for training, system-wide, which is largely dependent on donor funding. Lack of funding was cited as the main cause of resource deficiency, including staffing, both in numbers and technical expertise. This has implications for the expansion of training, quality assurance, and improving awareness of TVET among employers, who although participating at the policy level, have nonetheless expressed limited knowledge of the TVET system. For the period 2017 and 2018, a combined total of 631 CVQs (Levels 1 to 3), 282 partial CVQs, and 1,297 units, representing a range of qualifications, were issued. No NVQs / CVQs were being done in the secondary school system. A recently conducted pilot was intended to inform future strategy in this regard. There was reportedly, general buy-in and participation by key stakeholders (employers, trades unions, TVET practitioners), evidenced by individuals who have made themselves available for training as trainers, assessors, verifiers, standards developers, and system auditors.

## Challenges with standards development

Standards developed by CANTA are accessible to the SLCTVET. Additionally, in the opinion of the Council, the slow pace of evolution and demand for new skills, resulting from an economy that is not growing at a rapid pace, does not create any pressing need for the development of new standards at this time, especially against the back drop of industry and TVET practitioners' support in the form of trained personnel for standards review and validation. In the longer term however, the EC expressed the view that if current gains are to be consolidated and growth conditions become more favourable, there is likely to be need for additional resources to expand the delivery of TVET, including the development of new standards, in response to changing labour market dynamics.

## What was learned

The SLCTVET Council, established since 2007, functions both as the chief governance apparatus and administrative mechanism for the implementation and administration of TVET. With no direct source of funding, delivery of its mandate is severely constrained. As it relates to funding, which is critical to the development and sustainability of the TVET system, there is no sustainable source, as neither employers nor Government directly invest in its programmes. The primary sources were from international donor agencies and tuition fees paid by trainees, who have complained of affordability issues. Structurally, the SLCTVET Council is deficient, with staffing a major concern. Both executives are engaged on a part time basis. Such arrangement is grossly inadequate to drive the CVQ programme. The quality of training delivery by PPs, except for CARE, appears to be in question. There was general consensus among the various stakeholders that CARE differentiates itself by the emphasis it places on the soft skills component of its programme, hence the reportedly high demand for its graduates by employers. The potential for training to come to a stand-still, should donors not renew contracts when they expire, is highly probable, a situation that is likely to have a deleterious effect on the expansion of CVQ programmes. Notwithstanding, given the present circumstances, and the fact that SLCTVET was able to produce over 600 CVQs in two years, may be indicative of its potential, should the SLCTVET Council be adequately resourced. This performance therefore makes the case for a comprehensive institutional strengthening and capacity building intervention, backed by a secure source of funding.

## Recommendations

Government should devise and implement a sustainable funding strategy that will adequately resource the SLCTVET Council to carry out its mandate towards the achievement of Government's imperatives, as well as the implementation of the CARICOM TVET Strategy, by expanding the CVQ and skills certificate programmes, to facilitate the free movement of skilled workers within the CSME. Accordingly, the following proposals should be adopted and implemented purposefully:

- ▶ The SLCTVET Council Board should ensure an Executive Director is appointed on a full time contractual basis to give a sense of continuity to the position.
- ▶ The Government should create an enabling environment for all stakeholders to participate in policy decisions and investing in the TVET system.
- ▶ The Executive Director should be empowered with the resources to appoint critical staff, thus enabling the Secretariat to function effectively.
- ▶ Council should institute a monitoring and evaluation mechanism to track performance, especially those relating to CVQ and the Regional TVET Strategy.
- ▶ The Government should create an enabling environment for the social partners to engage in policy decision, governance and investing in the development and functioning of the SLCTVET Council in order to implement its mandate.

## ▶ Saint Vincent and the Grenadines

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The Sector Skills Development Agency (SSDA), was established by the Sector Skills Development Agency Act (2010), as a statutory body. Operating under the aegis of the MOE, it consists of a Board and a Secretariat - the National Qualification Department (NQD) - which functions as the NTA in Saint Vincent and the Grenadines. The NQD is headed by a Director, with responsibility for its management. Members of the SSDA are appointed by the Minister of Education, and comprise of Government representatives from the MOL, employers (Saint Vincent and the Grenadines Employers' Federation), and TVET practitioners (Community College and Training Institutions).

The SSDA is not tripartite, as it is without trade union representation, though the Act makes provision for worker representation. The Chairman, appointed by the Minister, is from among the employer representatives. The General Secretary of the National Labour Congress (NLC) is a former Chairman of the SSDA. The SSDA has overall responsibility for the administration of the TVET system. Funding is separate for the SSDA and training institutions. Collectively, it amounts to approximately EC\$6M (2018). A member of CANTA, its operations are guided by the 1990 CARICOM TVET Strategy (Revised 2012) the RVQF, and CANTA's Quality Assurance Criteria and Guidelines for CVQ (2015).

### Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The functions of the NQD are defined by the SSDA Act. The Board exercises governance, while the Director of the NQD has responsibility for management, assisted by two senior Education Officers, with responsibility for programmes, training, assessment and quality assurance, respectively. The principal functions of the NQD consist of: Standards Development/Validation, Assessment and Certification, Quality Assurance, and Accreditation of Training Centres. Except for CBET for assessors and verifiers, the NQD is not directly involved in training. Instead, TVET is carried out by PPs, including training institutions. Funding of the TVET system amounts to approximately EC\$6M annually by way of Government subvention.

## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

According to the Government Statistical Office's "Overview of the Labour Market in Saint Vincent and The Grenadines – Gender Perspective" (2015), unemployment is high (22.5 per cent). Youth unemployment, consistent with global trends, is much higher, especially among females. Against this background, transition to employment for holders of the CVQ is challenging. Information on employment data for past beneficiaries was non-existent, due to resource constraints, argued the SSDA Director. Notwithstanding, he expressed the view that graduates with CVQs do access employment, "although employers are biased towards graduates with college degrees. The SVGEF and NLC, similarly without evidence, both concurred with these views.

### Skills mobility

As a member of the OECS, there are built-in provisions in the treaty for free movement of individuals within this economic bloc. Free movement of skilled labour is reportedly taking place, however there is no data in support of this assertion. The SSDA also articulated the view that because the OECS articles of incorporation allow for free movement, individuals do not require the skills certificate to qualify. This, the Director believes is likely to contribute to a lower rate of participation in CVQ programmes, and by extension the acquisition of Skills Certificate.

### Challenges with competency-based delivery

Successful operation of any CBET programme, is influenced to a great extent, by effective participation by social partners in the process of policy formulation and programme implementation. In most instances, each party has played an enabling role in different aspects of the process. The SSDA offered certification in NVQs only, up to 2014. There is however, no available records of NVQ data. Commencing in 2015, CANTA approved the award of CVQs. Between 2015 and 2018, a total of 509 CVQs have been issued, 213 full certificate and 296 units. Funding the TVET system is through an annual Government subvention of EC\$6M (2018) of which EC\$1M is for the SSDA and EC\$5M for training institutions. This was considered insufficient by the Director of the SSDA, which significantly constrains the SSDA's capacity in delivering on its mandate. As a consequence, the SSDA is deficient in staffing. However, there is buy-in and participation among key stakeholders evidenced by the pool of trained TVET and industry practitioners operating as assessors, verifiers, standards developers, and system auditors. Both the SVGEF and NLC are of the view that the stakeholder engagement process is deficient and needs strengthening. The General Secretary of the NLC cited the absence of union representation from the SSDA's Board as evidence.

### Challenges with standards development

The Director reported that standards developed by CANTA are accessible to the SSDA, which also enjoys support from industry and TVET practitioners, in developing a cadre of trained verifiers and assessors, as well as expertise in standards review. Additionally, employers, through ILBs, play a critical and central role in the standards review and validation process. By virtue of this level of support from industry, and access to CANTA's database, there are no immediate challenges with CVQ standards.

### What was learned

There is a legally constituted body (SSDA) to exercise governance, albeit not tripartite in composition. Despite the governance apparatus, the operating arm, the NQD, is structurally deficient, lacking the

necessary mechanisms, systems, and processes to support sustainable delivery of quality TVET and the CVQ in particular. With only three senior staff, including the Director, the NQD is constrained in its capacity. Although being authorized to offer CVQ since 2013, the NQD's performance as it relates to CVQ is marginal, with only 213 issued. Based on overall performance, the SSDA has not demonstrated its authority in effectively developing the national TVET system. The training system seems overly dependent on projects, funded by international donors to drive programmes, with significant implications for CVQ output, should funding not materialize. According to employers and trade unions, TVET does not appear to have gained much traction over the years, evidenced by the low achievements in CVQ. There appears to exist also, a sense of uncertainty and inertia within the system. Based on available information and data, the system has not produced much, and seems far from fulfilling its potential. To change this performance, requires that leadership takes immediate and deliberate steps to put the operations of the Secretariat on a sustainable path of performance.

## Recommendations

To address systemic deficiencies, requires that deliberate and urgent actions be taken to turn around the current performance. This can be accomplished by adopting and implementing the following recommendations:

- ▶ The SSDA should be held accountable for all deliverables of its mandate.
- ▶ The Executive Director should be held accountable for all deliverables of the system.
- ▶ The Executive Director should institute initiatives designed to enhance capacity and expand the delivery of TVET, with emphasis on CVQ.
- ▶ The Government should create an enabling environment for all stakeholders to participate in policy decisions and investing in the TVET system.
- ▶ The SSDA should institute a monitoring and evaluation mechanism to track performance, especially those relating to CVQ and the Regional TVET Strategy.

## ▶ Trinidad and Tobago

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### Historical overview of the Technical and Vocational Education and Training Council / National Training Agency

The role and functions of the Trinidad and Tobago National Training Agency (TTNTA) is embedded in the National Training Agency Act (2012), superseding the former Industrial Training Act. The Act specifies the composition of the Board, the Chairperson who is from among Government representatives, is appointed by the President of the Parliament. The TTNTA functions as the principal oversight body for TVET nationally, with no direct responsibility for training, except for assessors and verifiers. Instead, TVET delivery, geared at the sub professional level, is the primary responsibility of the NEC, a discrete body, with no affiliation to the TTNTA. Consistent with the Act, the objectives of the TTNTA are to regulate and coordinate the TVET system, through the establishment, promotion and maintenance of National Occupational Standards, Quality Assurance Mechanisms, Standardized Curricula, and Instructional Design and Qualifications Framework, Assessment, Certification, Accreditation, Labour Market Intelligence, and other mechanisms necessary to support the development and sustenance of a highly competent workforce.

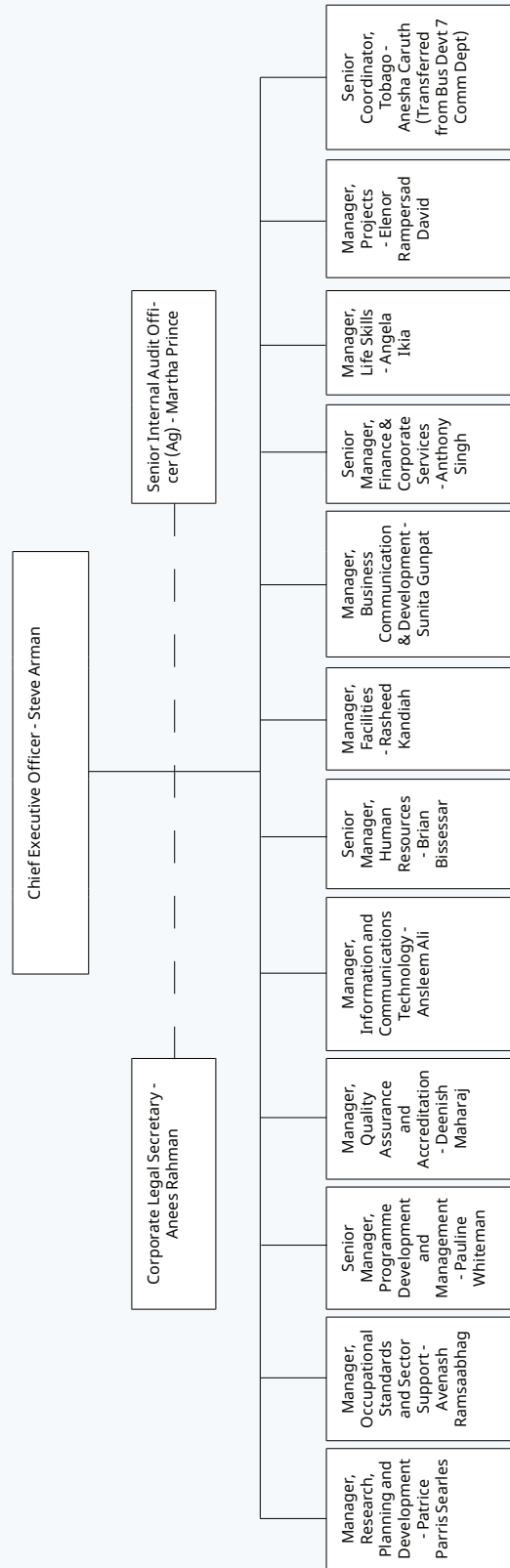
## Overview of governance and management of the Technical and Vocational Education and Training Council / National Training Agency

The TTNTA is governed by a Board, appointed by the Minister of Education. While composition is tripartite, there is disparity in representation among the social partners, with Government as the dominant partner. The role of the Employers Consultative Association (ECA) is to articulate the needs of employers, primarily as it relates to addressing the skills shortage and skills gap, especially among technical disciplines, while the role of the National Trade Union Centre (NATUC) is focused on workforce development. The TTNTA is led by a CEO, with direct responsibility for the administration of the National TVET System. Functionally, the TTNTA is funded through an annual Government subvention of US\$4.5M (2017), considered inadequate to carry out its mandates. The administrators guided by provisions of the NTA 2012 Act, the 1990 CARICOM Regional TVET Strategy (Revised 2012), the RVQF, as well as the CANTA Quality Assurance Criteria and Guidelines for CVQ (Draft 2015). The TTNTA, on request periodically, provides technical support to the OECS, through initiatives such as assessor and verifier training, as well as assessment services. Products / services of the TTNTA are made available and accessible at no cost to nationals/residents of Trinidad and Tobago. The primary role of Government ministries and agencies involve in policy dialogue is to facilitate the process and ensure that Government's imperatives are prioritized and implemented in accordance with the Government's developmental agenda. Employers are further motivated by the need to influence the process towards the development of a trained and competent workforce, with the ultimate objective of achieving sustainable quality, productivity, and competitiveness. Figure 13 depicts TTNTA organizational structure.



► **Figure 13**

**Trinidad and Tobago National Training Agency - Organizational structure**



## National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment

Information on employment data for past beneficiaries of TVET programmes was non-existent. Neither the TTNTA nor ECA were able to provide any data, due to resource constraints, an opinion expressed by the CEOs of the TTNTA and ECA. Notwithstanding the lack of evidence, both indicated that holders of CVQs have been accessing decent employment among ECA's members, in spite of employers' expressed bias towards tertiary graduates. The General Secretary of NATUC, also aligned himself to both views. The propensity towards hiring of tertiary graduates, is believed to be the result of expressed concerns by employers with the under developed employability (soft) skills of TVET graduates, relative to their tertiary counterparts. In neither of the assertions did any of the respondents provide any supporting evidence. In an attempt to validate their views, they alluded to the relatively low unemployment rate, estimated at low single digit, despite current challenges within the energy sector. There was however, general suggestion of caution by all parties for the medium term, regarding the sustainability of this position.

### Skills mobility

As with the articulated views by the main social partners that TVET graduates are purportedly being employed, without providing documented evidence, the parties also agreed that there is mobility of skilled workers, although not necessarily facilitated by the CVQ or skills certificates. Anecdotally, they made reference to large numbers of Jamaican and Guyanese workers in particular, operating in the security industry (Security Guards). While not by any means confirmation, the CSME report on Skills Certificate appears to be in corroboration, citing statistics of 226 and 101 certificates for Jamaica and Guyana, respectively.

### Challenges with competency-based delivery

The effectiveness and impact of CBET is greatly influenced by the level of participation by social partners (Government, employers, and trades unions) in the process of policy formulation and programme implementation. In most instances, each party has played an enabling role in different aspects of the process. Training is carried out by a network of public and private entities. Except for CBET, the TTNTA does not have responsibility for training. The TTNTA has reported adequacy in numbers and quality of trained personnel. Instructors are trained as assessors, and perform the role of assessors, a situation, though not widely practised, does not in the opinion of the TTNTA, impair the integrity of the process, due to a comprehensive quality assurance system. In support of this infrastructure, there is buy-in from stakeholders, reflected in the number of TVET and industry practitioners availing their expertise to the system, by serving on committees (Standards Review, Quality Assurance). Despite the above factors, funding of the TVET system, a critical resource for system effectiveness, is through Government subvention, which the CEO of the TTNTA considers to be both insufficient and unreliable. Table 6 and Figure 14 depict Trinidad and Tobago's certifications statistics.

► **Table 6**

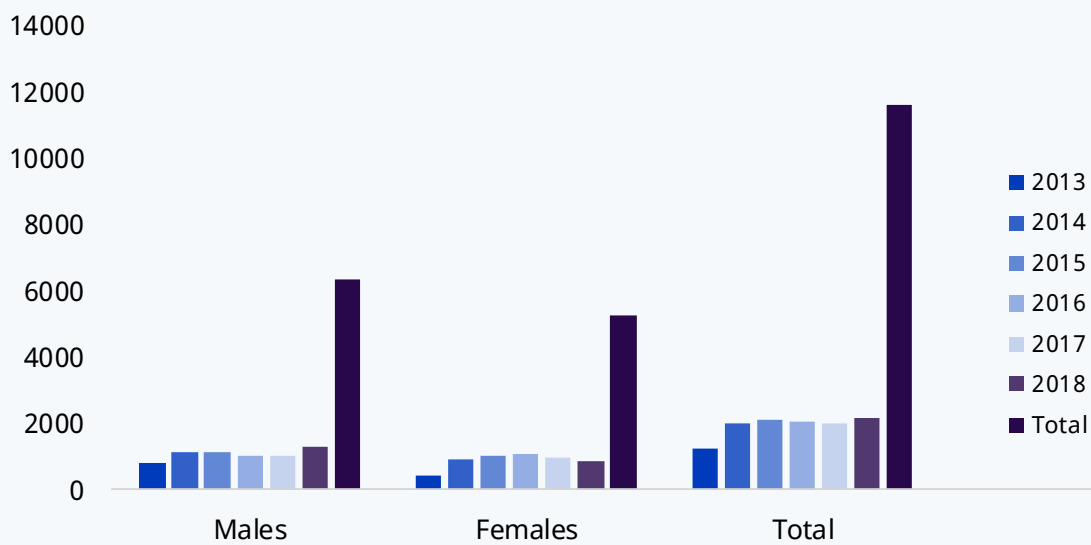
Trinidad and Tobago - certification statistics

Year/gender	2013	2014	2015	2016	2017	2018	Total
Males	823	1111	1124	1009	1016	1285	6368
Females	403	923	1019	1057	974	874	5250
Total	1226	2034	2143	2066	1990	2159	11618

Source: TTNTA

► **Figure 14**

Trinidad and Tobago - certification statistics



## Challenges with standards development

According to the CEO of the TTNTA, there is currently no significant challenges with standards development, as CANTA serves as the central standards setting and approval body for the regional TVET system, to which TTNTA has access. The CEO nonetheless believes that CANTA has capacity constraints in performing the function of ‘clearing house’ for CVQ standards, pointing to quantitative deficiency in technical resources of the regional body. These deficiencies, she asserts, contribute to delays in the standards approval process, citing funding as possibly the main cause, as a result of the absence of Competency-based Economies through Formation of Enterprise (CEFE) from the process in recent years. Reportedly, CEFE previously proved to be a reliable source of financial assistance to CANTA. The CEO also

expressed the view that the effectiveness of RCMTVET needs to be assessed, against the background of what she believes to be the lack of commensurate authority with its level of responsibility. She asserted that RCMTVET “needs more teeth” if it is to be effective.

## What was learned

The legal and governance framework are well established to position TVET as a vehicle for economic empowerment, with the CVQ as the tool for mobility within the CSME. This to a large extent, signals government’s recognition of the importance of TVET in the development of a modern workforce, towards economic growth and sustainability. In accordance with the Act, the governance structure of the TTNTA is tripartite, albeit without parity, as government has an overwhelming influence. Both Chairman and Deputy are appointed by the President, with both representing government entities, deviation from the normal practise, where Chair and Deputy usually come from the private sector/employer category. This is likely to send the wrong signal, a ‘crowding out effect’ by government. Notable absentees include other key partners such as PPs and instructors, practitioners who are likely to feel left out of a process to which they are integral, with implications for less buy-in from private sector representatives. While the Act is clear regarding the role of the TTNTA, as the national coordinating and administrative body for TVET, there is less clarity regarding the definition of role and functional relationship between the various training providers and the TTNTA. This is likely to result in duplication of functions.

## The TTNTA’s role is primarily administrative, with no direct responsibility for training

The training delivery channel comprises a network of entities including the NEC, which focuses on TVET at the sub professional level, UTT and UWI, both of which prepare individuals for articulation into tertiary education, the Ministry of Tertiary Education and Skills Training (MTEST), which focuses on OJT, a pre-employment oriented programme, as well as other PPs. There is no formal apprenticeship programme, as the Board is dormant. Notwithstanding, there were many employer-operated types of apprenticeships, varying in scope and scale, with implications for addressing the skills shortage/skills gap in a structured manner. Although the TTNTA purportedly has responsibility for TVET system-wide, there is no formal functional relationships between these entities and the TTNTA. Different entities all function separately and discretely, with no alignment or reporting obligations to the TTNTA. The likely effects of this rather diffused structure across the entire spectrum of the TVET ecosystem, are duplicity, inefficiency and ineffectiveness. As such, important information regarding TVET system-wide, are less likely to be documented by the TTNTA, which brings into question the TTNTA’s coordinating role. This is evidenced by the TTNTA’s inability to provide vital statistics pertaining to training in TVET.

Consistent with established funding modalities, financing of the TTNTA is through an annual Government subvention of US\$4.5M (2017), considered inadequate by the administrators. Given this modality, financing the TTNTA’s programme of activities, faces risks of unpredictability and inconsistency in cash flows, depending on Government’s priorities. This scenario is therefore likely to adversely impact the TTNTA’s ability to respond to changing labour market needs, especially those relating to programmatic responses.

The TTNTA does not have a department/unit dedicated to labour market data collection and analysis, to facilitate timely and structured dissemination of labour market intelligence for use by the various stakeholders. Within this context, the TTNTA is less likely to be able to anticipate skills demand with any degree of accuracy. While acknowledging attempts by the TTNTA to keep abreast of changing market conditions, there is need for widening of the stakeholder groupings and strengthening of the engagement process, to include PPs and instructors. This is necessary if TVET policies and programmes are to satisfy labour market needs at the desired levels, achieve the objectives of the regional strategies, and impact economic development.

The legally constituted framework for the expansion of TVET is well established. The tripartite approach is visible, though lacking parity. The method of appointing both the Chairman and Deputy is inconsistent with the normal practice for the Chairman to be someone from the employer representatives, as well as good governance practise, which has implications for private sector buy-in and participation. There is need for the broadening of stakeholder groupings to include training providers and instructors who have important role to play in the system's performance. The entire system appears complex and highly diffused, with multiple forms of duplicity, ambiguities, and lack of synergies. The most likely result is inefficiency, ineffectiveness, and suboptimal deployment of critical resources. Based on existing arrangements, efficacy of the TVET system could not be attested. Importance of skills in the national development matrix however, demand that these deficiencies be addressed with urgency.

## Recommendations

The TTNTA has all the structures and well established to carry out its mandate, however, more can be accomplished through the following recommendations:

- ▶ ensure greater autonomy in the administration of TVET;
- ▶ make needed legislative changes to define roles and responsibility, and governance arrangements between Government entities such as MTEST and MOLSED;
- ▶ establish an enterprise training fund for sustainable funding of the TTNTA to address the deficiency in financial resources to mitigate the risk associated with limited and unpredictable funding;
- ▶ institute a structured programme towards increasing the proportion of higher level CVQs; and
- ▶ institute a monitoring and evaluation mechanism to track performance, especially those relating to CVQ.



Hands at work. Photo compliments pexels.com



# ► Findings

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## 1. National Vocational Qualification / Caribbean Vocational Qualification transition to decent employment and employer satisfaction

Since the issuance of the NVQ / CVQ almost two decades ago, it was not very clear whether the objectives were achieved in all eleven Member States covered in the study, due to the absence of strong evidence data. Overall, minimal data showed preference for employees with NVQ / CVQ and employers were also satisfied with their employability skills (soft skills) a critical factor that is likely to enhance their chances of retaining employment. Notwithstanding, employers' indicated they would prefer graduates with higher level NVQ / CVQ, an obvious indication of low technical capabilities of low levels certification. Additionally, no significant evidence indicating movement of skilled persons with skills certificate. Anecdotally, management of the training agencies were of the view that there is some level of labour mobility pointing to the number of skills certificates issued.

## 2. Award of National Vocational Qualification / Caribbean Vocational Qualification and quality of Technical and Vocational Education and Training

The number of CVQ certificates issued in the last decade across Member States did not show an impressive number, due largely to the lack of qualified instructors, assessors and verifiers within the TVET system, in addition to poorly equipped technical training institutions. Failure to provide these resources had significant impact on the quality and delivery of TVET and issuance of NVQ / CVQ certification.

## 3. Challenges of training agencies

- **Governance:** All the NTA / TVET Councils studied, except one, were legally constituted by an Act of Parliament to carry their function as articulated in the National and Regional TVET Strategy. The Acts made provision for a tripartite committee to provide advice to the training agencies and the Minister of Education, however, the minister without any consultation can issue directives of a general or specific nature to which the Council shall comply. This erodes the principles of social dialogue, diminishes the role of the social partners, and the management of the training agencies in collective policy decisions making. The weak participation of the social partners was also attributed to their lack of sound knowledge of the TVET system.
- **Autonomy:** The functions of the NTA / TVET Councils and their Board are clearly articulated in the Act establishing the institutions. However, all the training institutions are operating within a centralized system in which they have limited financial and administrative management autonomy. The limited autonomy of the training institutions is significantly impacting on their efficiency and effectiveness in implement policies to respond to changing labour market needs.
- **Funding:** Technical and vocational education and training is capital intensive, as such, requires adequate and sustainable funding. All the training agencies, with the exception of the HEART Trust / NTA and the Barbados TVET Council are severely underfunded through government subvention. The HEART Trust / NTA is adequately funded with the 3 per cent employer levy, while the Barbados TVET Council is financed with a 1 per cent employer/employee levy, but not all the funds collected are allocated to the Council.

The limited financial resources for most of the training agencies is a major constraint, evidenced by the deficiencies in technical staffing, and appropriate units needed to carry out their functions of implementing training policies. Most NTAs were unable to provide any statistical data, including certification achievement and employment status of their graduates, citing lack of financial resources, and technical staff as constraining factors. Their financial status have adverse implications on their ability to respond appropriately to changing labour market needs (Neilson 2012).

The CARICOM TVET Strategy was developed in 1990 within the broader context of the region's response to the demands of globalization, trade liberalization, and to strengthen regional integration. The strategy prescribed a number of initiatives including the establishment of National Training Authorities along with supporting and complementary mechanisms in each Member State of the Community to coordinate, facilitate and enable the training, assessment and certification of the workforce to international standards. (CARICOM 2012) The CVQ was established with the objective of moving towards a standardized certification-system that would promote the free movement of skilled and qualified workers across the Caribbean, thereby facilitating employment and in particular, for young people and to improve the quality of vocational training.

The following recommendations, along with those for respective TVET Councils / NTAs are made in line with ILO Recommendation No. 195, Concerning Human Resources Development, Education and Training, and ILO G20 Training Strategy to significantly enhance the functions of training agencies and by default, to implement the recommendations of the Regional TVET Strategy.

# ► Recommendations

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## **1. Establishment and staffing of research unit for effective and efficient data collection**

The study could not draw any conclusion as to the effectiveness of the NVQ / CVQ transition to decent employment and employer satisfaction, due to the absence of evidence-based data across most of the training agencies. The report recommends the establishment and staffing of a Research Unit with qualified researchers to collect and analyse quantitative and qualitative data of employment of graduates with NVQ / CVQ, disaggregated by gender, age, employment and incomes, including other specific socioeconomic characteristics, on educational levels and qualifications, and skills mobility so that trends can be established, and comparative analysis undertaken to guide policy development. The Research Unit should also develop a database to facilitate access to data when required (ILO 2004).

## **2. Qualified staff for Caribbean Vocational Qualification / National Vocational Qualification certification and delivery of quality of Technical and Vocational Education and Training**

To ensure that the NTA / TVET Councils implement policies for the award of NVQ / CVQ and quality skills development require qualified assessors and verifiers, as well as qualified instructors, in addition to agencies being able to anticipate skills needs and to align training provision with changing needs in the labour market. (G20 Training Strategy). The NTA / TVET Council should also strengthen the capacity of its staff in the recognition of prior learning in order to provide access to the NVQ / CVQ certification (ILO 2004).

## **3. Strengthen capacity of Council Board Members in understanding the Technical and Vocational Education and Training system**

While the Act establishing the NTA / TVET Council made provision for tripartite Board to advise the Minister of Education and the training agencies on all matters relating to TVET, the participation of the Council Board in most cases is weak. The report recommends that training agencies strengthen capacity of their Board in understanding the TVET system in order to provide well-informed advice to the minister and the training agency. The NTA / TVET Councils should strengthened governance models for training institutions and foster social dialogue in addition to facilitating inter-ministerial coordination (ILO and UNESCO 2016).

## **4. Autonomy for self-governance for effective performance and public accountability**

The mandate and responsibilities of the NTA / TVET Councils require autonomy of self-governance necessary for effective decision making, administrative and financial management consistent with systems of public accountability and continuity of training policies. This is a precondition to guarantee the proper fulfilment of the mandates of the training agencies. Therefore, Member States should ensure

that training agencies are given the autonomy for self-governance and held accountable for their performance (ILO and UNESCO 2016).

## **5. Diversify sources of funding involving all stakeholders**

Initial education and training, and lifelong learning benefit individuals, employers and society as a whole. Economic principles dictate that the costs for services public and private benefits should be shared between public and private funding to provide a stable and sustained means of financing, continuity of training policy and its relevance (ILO G20 Training Strategy). The report recommends that Member States should set up measures aimed at diversifying sources of funding involving all stakeholders through a variety of partnerships to ensure quality and sustainable financing. Diversification should be considered by engaging enterprises, local authorities and individuals while respecting the principles of equity and inclusion. (ILO and UNESCO 2016).

# ▶ Annexes



Worker arc welding. Photo compliments rawpixel.com free photos











### E - NVQ employed by age cohort - Trinidad and Tobago

Years	Levels	15-24		25 - 34		35 - 44		45 & OVER		TOTAL	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
up to 2013	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2013/14	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2014/15	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2015/16	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2016/17	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2017/18	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
Grand total		0	0	0	0	0	0	0	0	0	0

### E - NVQ employed by age cohort - Trinidad and Tobago

Years	Levels	15-24		25 - 34		35 - 44		45 & OVER		TOTAL	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
up to 2013	1	10	5	2	5	10	10	10	10	32	30
	2	5	6	4	6	10	10	10	10	29	32
	3	20	15	5	4	10	10	10	10	45	39
	TOTAL	35	26	11	15	30	30	30	30	106	101
2013/14	1		6							0	6
	2		7							0	7
	3		0							0	0
	TOTAL	0	13	0	0	0	0	0	0	0	13
2014/15	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2015/16	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2016/17	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
2017/18	1									0	0
	2									0	0
	3									0	0
	TOTAL	0	0	0	0	0	0	0	0	0	0
Grand total		35	39	11	15	30	30	30	30	106	114



Key-maker at work. Photo compliments rawpixel.com free photos



## ► Annex 2: List of persons with whom meetings / interviews were conducted in each country

No.	Name	Title / Organization	Phone	Email
<b>Antigua and Barbuda</b>				
1	Ms Jeannette Mason	Chairman, Antigua and Barbuda National Training Agency	268-463-5547 268-732-1215	masonfrancine@gmail.com
2	Mrs Juliene Marcelles James	Director (Employer's Representative) Antigua and Barbuda National Training Agency	268-764-3918	jjames@gbc.ag
3	Mrs Beverly Allen	Assistant Director of Education, Curriculum, Ministry of Education	268-468-3044	Beverly.allen@ab.gov.ag
4	Ms Joslyn Frederick	Chief Executive Officer (Acting), Antigua and Barbuda National Training Agency	N/A	Josalda117@gmail.com antiguabarbudanta@gmail.com
5	Mr Ronald Greenaway	Quality Assurance Officer (Acting), Antigua and Barbuda National Training Agency	N/A	Letterbox2000@gmail.com
6	Ms Joyce Arlene Martin	Executive Secretary Antigua and Barbuda Employers' Federation	268-462-0247 268-462-0449	aempfed@candw.ag
7	Mr Esrome Roberts	President, Antigua and Barbuda Workers Union	N/A	esrome@gmail.com
8	Mr Pascall Kentish	Deputy Labour Commissioner (Acting), Director, Antigua and Barbuda National Training Agency	268-464-4437	pascall@ab.gov.ag

No.	Name	Title/Organization	Phone	Email
<b>BARBADOS</b> <i>continued</i>				
9	Mr Henderson Eastmond	Executive Director, Barbados Technical and Vocational Education and Training Council	246-435-3096	heastmond@tvetcouncil.com.bb
10	Mr Matthew Greaves	Manager, Finance and Corporate Services, Barbados Technical and Vocational Education and Training Council	246-435-3096	mgreaves@tvetcouncil.com.bb
11	Ms Jennifer Michael	Assistant Director, Training Operations, Barbados Vocational Training Board	246-621-2882 246-621-2887	jmichael@bvtb.gov.bb
12	Mrs Sheena Mayers-Granville	Executive Director, Barbados Employers' Confederation	246-435-4753 246-271-5257	sheena@barbadosemployers.com
13	Ms Doreen Deane	Deputy General Secretary, Barbados Workers' Union		
14	Mr Dwaine Paul	Director, Industrial Relations, Barbados Workers Union	246-573-5000 246-231-4679	Dpaup.bwu@gmail.com
15	Mr Dennis De Peiza	General Secretary, Congress of Trade Unions and Staff Associations of Barbados	246-426-3492 246-436-6496	ctusab@caribsurf.com
<b>Belize</b>				
16	Dr Margarita Gomez	Director, Employment Training and Education Services	501-610-4821	Margomez2001@yahoo.com Margarita.gomez@moe.gov.bz
17	Mr Denroy Tillett	National Technical and Vocational Education and Training Coordinator, Ministry of Education	501-610-7115	Denroy.tillett@moe.gov.bz
18	Mr Keith Westby	Data Analyst, Employment Training and Education Services	N/A	Keith.westby@moe.gov.bz
19	Ms Kim Aikman	Chief Executive Officer, Belize Chamber of Commerce and Industries	501-223-5330 501-223-5080	ceo@belize.org
20	Mr Dyon Elliott	Chief Policy Analyst, Belize Chamber of Commerce and Industry	501-223-5330	analyst@belize.org
21	Mr Marvin Mora	President, National Trade Union Congress, Belize	501-633-1180	marvinmora@gmail.com

No.	Name	Title/Organization	Phone	Email
<b>Caribbean Community (CARICOM)</b>				
22	Ms Patricia McPherson	Deputy Programme Manager, Education, CARICOM	N/A	Patricia.mcpherson@caricom.org
23	Ms Rosa Mae Whittier	Free Movement and Labour Officer, CARICOM – Caribbean Single Market and Economy (CSME) Unit	N/A	Rosamae.whittier@caricom.org
24	Ms Wanya Illes	Senior Technical Officer, CARICOM – CSME Unit	N/A	Wanya.illes@caricom.org
<b>Caribbean Examination Council (CXC)</b>				
25	Mr Glenroy Cumberbatch	Registrar, CXC, Barbados	N/A	gdcumberbatch@cx.org
26	Dr Carol Granston	Deputy Chief Executive Officer, CXC, Jamaica	876-630-5207 876-967-4972	cgranston@cx.org
27	Mrs Eleanor Mcknight Rowe	Manager, Exams and Security, CXC, Jamaica	876-630-5207 876-967-4972	emcknight@cx.org
28	Ms Jodine Williams	Senior Manager, Syllabus and Curriculum Development Unit, CXC, Jamaica	876-630-5207 876-967-4972	j.owilliams@cx.org
29	Ms Julianne Williams	Executive Assistant, Office of the Deputy Chief Executive Officer, CXC, Jamaica	876-630-5207 876-967-4972	j.williams@cx.org
<b>Dominica</b>				
30	Mrs Hyacinth Thomas Chandler	Permanent Secretary, Ministry of Education and Human Resource Development	767-275-3607	Chandler_soaring@yahoo.co.uk
31	Dr Matthew Ross LeBlanc	Labour Commissioner, Ministry of Justice, Immigration and National Security	767-245-1003	rossleb@hotmail.com
32	Mr Robert Guiste	Senior Education Officer, Technical and Vocational Education and Training, Curriculum, Measurement and Evaluation, Ministry of Education	767-276-1980	Robert.guiste@gmail.com
33	Mr Lester Riviere	Chairman, Dominica Technical and Vocational Education and Training Council	N/A	tvtdominica@dominica.gov.dum fishboy2@hotmail.com

No.	Name	Title/Organization	Phone	Email
<b>Dominica <i>continued</i></b>				
34	Mr Achille Joseph	Executive Director, Dominica Employers' Federation	767-448-2314	def@cwdom.dm achillejoseph.def@cwdom.dm ajoseph@dominicaemployers.com
35	Mrs Elias Leah Shillingford	General Secretary, Dominica Amalgamated Workers' Union	N/A	angelwisdom@hotmail.com wawuunion@hotmail.com
<b>Grenada</b>				
36	Mr Lincoln Morgan	Chief Executive Officer, Grenada National Training Agency	473-435-9092 473-435-9093	ceo@grenadanta.gd linmorgan7@gmail.com info@grenadanta.gd
37	Mr Gordon Williams	Monitoring and Evaluation Officer, Grenada National Training Agency	473-435-9092 473-415-4057	mande@nta.gov.gd
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39	Ms Frances Ruffin	Quality Assurance Coordinator, Grenada National Training Agency	473-435-9092 473-538-6548	qualityassurance@grenadanta.gd
40	Mrs Petipha Lewis-Smith	Executive Director, Grenada Chamber of Commerce and Industry	N/A	N/A
41	Mr Bert Patterson	General Secretary, Grenada Trades Union Council	473-440-3733	gtuc@spiceisle.com gtuc@caribsurf.com
42	Mr Kenroy James	1st Vice President, Grenada Trades Union Council	473-440-3733	gtuc@spiceisle.com gtuc@caribsurf.com
<b>Guyana</b>				
43	Mr Floyd Scott	Executive Director, Council for Technical and Vocational Education and Training	592-663-3268	Council4tvvet@moe.gov.gy
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45	Mr David Glasgow	Technical and Vocational Education and Training Officer, Council for Technical and Vocational Education and Training	592-226-4402 592-618-8592	Dglasgow21@yahoo.com Council4tvvet@moe.gov.gy
46	Mr Richard Maughn	Chief Executive Officer, Board of Industrial Training	592-226-0807 592-225-1077	richardmaughn@gmail.com

No.	Name	Title/Organization	Phone	Email
<b>Guyana continued</b>				
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48	Mr Lincoln Lewis	General Secretary, Guyana Trades' Union Congress	592-226-2481	guyanatrades@gmail.com
49	Mr Davchan Nagasar	General Secretary, Federation of Independent Trade Unions of Guyana	592-227-2301	naacieunion@yahoo.com
50	Mr Carvil Duncan	President, Federation of Independent Trade Unions	592-623-7813 592-227-5907	glu@solutions2000.net duncancarvil17@gy.com
<b>Jamaica</b>				
51	Dr Janet Dyer	Managing Director, Human Employment and Resource Training Trust / National Training Agency	876-431-0757	janet_dyer@heart-nta.org
52	Ms Jennifer Walker	Senior Director, National Council on Technical and Vocational Education and Training	876-354-7154	jennifer_walker@heart-nta.org
53	Ms Allison Birch	Director, Labour Market Research and Intelligence, Human Employment and Resource Training Trust / National Training Agency	N/A	Allison_birch@heart-nta.org
54	Mrs. Natalie Ferreira-Reid	Manager, Information and Records Management Unit, National Council on Technical and Vocational Education and Training	N/A	Natalie_reid@heart-nta.org
55	Mrs Marva Whyte	Director, Assessment and Certification, National Council on Technical and Vocational Education and Training	N/A	Marva_whyte@heart-nta.org
56	Mrs Brenda Cuthbert	Chief Executive Officer, Jamaica Employers' Federation	N/A	N/A
57	Mrs Helene Davis Whyte	President, Jamaica Confederation of Trade Unions	N/A	jctu@cwjamaica.com

No.	Name	Title/Organization	Phone	Email
<b>Saint Kitts and Nevis</b>				
58	Mr Kertney Thompson	Chief Executive Officer, St Kitts and Nevis Technical and Vocational Education and Training Secretariat	N/A	Kertney.thompson@hotmail.com
59	Mr Batumba Tak	General Secretary, Saint Kitts and Nevis Trades and Labour Union	N/A	batumbaisa@hotmail.com sknunion@caribsurf.com
60	Mr Andrew Satney	Executive Director, Saint Kitts and Nevis Chamber of Commerce	869-465-2890 869-465-3967	sknchamber@sisterisles.kn a_satney@yahoo.com
61	Ms Lyndis Harris	Trade Policy Officer, Ministry International Trade, Industry, and Consumer Affairs	N/A	Lyndis.harris@gov.kn
62	Ms Shenille Smitheon	Trade Policy Officer, Ministry International Trade, Industry, and Consumer Affairs	N/A	Shenille.smitheon@gov.kn
63	Mr Matumba Tak	General Secretary, Saint Kitts and Nevis Trade and Labour Union	869-465-2229 869-465-2891	info@sknunion.com franklynramsey@gmail.com
64	Ms Precious Mills	Assistant General Secretary, Saint Kitts and Nevis Trade and Labour Union	869-465-2229	info@sknunion.com
<b>Saint Lucia</b>				
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66	Ms Valerie Leon	Chief Operating Officer (Acting), Saint Lucia Technical and Vocational Education and Training Council	758-451-9467	Leon.valerie@gmail.com
67	Dr Carlene Mason	Executive Director, Centre for Adolescent Renewal and Education	758-720-1537	carepb@candw.lc
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69	Mr Joseph Alexander	Executive Director, Saint Lucia Employers' Federation	758-452-1446 758-452-2190	Azee3453@gmail.com slefslu@candw.lc
70	Ms Solace Myers	Deputy President General, National Workers Union (NWU)	758-452-3664	s.myers@nationalworkersunion.org
71	Mr Johann Harewood	Secretary General, NWU	758-452-3664	j.harewood@nationalworkersunion.org
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75	Mrs Eslyn Thomas	Senior Education Officer (Assessment and Quality Assurance), Sector Skills Development Agency	784-452-5587	eslynthomas@gmail.com
76	Mrs Phillis Primus	Executive Director, Saint Vincent Employers' Federation	784-456-1269	svef@vincysurf.com theophyl@hotmail.com
77	Mr Joseph Bonadie	General Secretary, National Labour Congress	N/A	ctawi@vincysurf.com burnsbonadie@yahoo.com
<b>Trinidad and Tobago</b>				
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81	Ms Stephanie Fingal	Chief Executive Officer, Employers Consultative Association of Trinidad and Tobago	868-675-5873	sfingal@ecatt.org
82	Mr Michael Annisette	General Secretary, National Trade Union Centre	868-625-3025	natuctt@gmail.com



Mechanic at work. Photo compliments pexels.com free photos

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