



INTERNATIONAL LABOUR ORGANIZATION

Strengthening National Vocational Training Policy in the Caribbean

An ILO/OECS Technical Workshop for Policy Makers responsible for TVET issues

International Training Centre of the ILO in collaboration with the
OECS, Education Reform Unit,
CINTERFOR/ILO, Uruguay and
ILO Caribbean Office

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Follow-up Report



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1. Rationale

1.1 Background

Since 1991 common trends have emerged in the Caribbean with respect to the definition of training frameworks in the context of Technical Vocational Education and Training (TVET). Apart from national initiatives, regional standardisation efforts of training frameworks and skills qualifications have been pursued by organisations such as the Caribbean Community (CARICOM) or the Organisation of Eastern Caribbean States (OECS). It has been regionally recognised that the sustainable training and development of the Caribbean workforce requires a co-ordinated approach with respect to the establishment of TVET-bodies, the formulation of skill standards and establishment of competency-based frameworks. The generally accepted view in the region is that national level apex agencies¹ are a critical factor in co-ordinating Caribbean workforce creation. The lack of such an agency at national level is reported to hamper co-ordination and resource allocation activities.

Based on the identified demands in Caribbean TVET-development, this workshop on “Strengthening National Vocational Training Policy in the Caribbean” specifically forms part of a whole series of Caribbean regional and national TVET-assistance projects and workshops from 1999 until today as shown below:

- Regional tripartite meeting for agencies to foster a TVET-agenda, St. Lucia, 1999
- Strengthening TVET institutional management, Jamaica, 2000
- Competency-based curriculum design, Barbados, 2001
- National Vocational Training Policy Development, St. Lucia, 2002
- Training of Trainers - Job Placement Services PWD, Trinidad & Tobago, 2002
- A series of technical workshop in the region by GTZ and CARICOM, 2002

All of the above mentioned seminars and workshops have served the participants throughout as valuable opportunities for information exchange on national and regional TVET-related good practices. The demand for assistance in national vocational training policy analysis and development, including questions regarding the establishment of TVET-apex agencies has specifically been raised at the workshop on “Competency-based curriculum design” in Barbados and forms the initiative for this current workshop on national training policy development in 2002. All of the countries in this workshop participated with the objective of initiating the discussion and/or preparing the formulation of a draft national TVET-policy framework. The presentations held during the workshop (Chapter 2) in addition to the outcomes of the working group activities (Chapter 3) have been reported by the attendants as highly relevant for the achievement of their aims.

In the progress of the workshop’s activities, the topics of building community partnerships and setting skill standards based on national qualifications appear to be of

¹ The term “Apex agency” serves as general term for the various forms of nationally realised TVET institutions, such as TVET Councils or national training agencies (NTAs).

increasing importance to participants. Therefore, a regional forum on skills development in Latin America and the Caribbean is under consideration for 2003, which attempts at addressing this concern.

1.2 Objectives and Outputs

Apart from the specific objective of facilitating the formulation of national TVET-policy frameworks and the setting up of TVET-apex agencies as described above, the workshop also pursued the following aims:

- To promote processes that enhance national technical and vocational education and training systems and reflect social and marketplace needs.
- To share national, regional and international good practices related to sustainable mechanisms for employment promotion in the Caribbean.
- To promote awareness of comprehensive and coherent TVET-policies that directly reflect national and regional employment needs.
- To assist each participating country to draft a national training policy framework that increases the relevance and effectiveness of national and regional learning and skills systems.

Outputs of workshop activities focused on participating countries for facilitating both the formulation and the implementation of national policy frameworks. This aspiration will be the result of the following actions for follow-up:

- Utilisation of global best practices in the context of the Caribbean.
- Establishment of policy strategies that strengthen partnerships with the private sector and appropriate community and regional stakeholders.
- Identification of follow-up advisory assistance to participants based on actions initiated in the workshop.
- Formulation of a draft national TVET-policy by each participating country.

2. Workshop Structure

2.1 Introduction to the programme and participants

Mr. George Gamerdinger, Senior Specialist on Human Resource Development and Vocational Training, gave the introduction to the workshop at the ILO Caribbean Office. On the basis of an increasingly desired collaboration and information exchange on Caribbean TVET-issues, this workshop evolved out of the recognised need of assistance for a series of countries in the process of establishing national TVET-apex agencies. Within the CARICOM region three national apex agencies have been established since the 1990s. Under the Human Employment and Resource Training (HEART) Act of 1982, Jamaica set up its National Training Agency (NTA) in 1991. Barbados implemented a TVET-Council in 1994 and Trinidad and Tobago launched their National Training Agency in 1998. At the workshop, both representatives from the HEART Trust/NTA in Jamaica and the TVET-Council in Barbados were present and served as valuable resource persons particularly in the working group activities on drafting national policy frameworks.

The participation of resource specialists from various collaborating organizations has been especially welcomed. From the International Training Centre of the ILO in Turin, Italy, Mr. Fred Fluitman, Manager of the Employment and Skills Development Programme, attended the meeting. The Inter-American Vocational Training Research and Documentation Centre (CINTERFOR) in Uruguay was represented by Mr. Fernando Vargas Zuniga. The TVET-Co-ordinator of the Organization of the Eastern Caribbean States, OECS Education Reform Unit (OERU), Mr. Paul Payne, provided specific assistance through his valuable long-term experience in the implementation of educational reform strategies in several Caribbean countries. According to Mr. Payne, one of the main aims of the educational reform unit of the OECS is the effort of integrating vocational training and academic training. The development of new TVET-policies and strategies will ideally result in the creation of a dynamic process of sharing experiences over the following years.

Mr. Gamerdinger thanked all of the above mentioned institutions for their financial and technical support, in particular the International Training Centre-ILO, Turin, Italy, the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR), Uruguay, the Organization of Eastern Caribbean States, St. Lucia and the Programme for Management-Labour Cooperation (PROMALCO) of the ILO Caribbean Office.

In order to develop a coherent picture of the various conditions of TVET in the region, Mr. Gamerdinger asked the participants to comment on the current status of TVET-agencies in their countries and to state their personal development objectives.

The representatives from Jamaica and Barbados agreed upon the prospect of strengthening regional TVET-strategies through increased collaboration efforts and the sharing of best practices between the Caribbean islands. Because of their advanced experiences in comparison to other participating countries, Jamaica and Barbados were

both conscious of their role as facilitators for assisting in the establishment of further national TVET-agencies in the Caribbean region.

As stated in a specifically prepared evaluation questionnaire (compare Chapter 4: National Objectives and Follow-up), Anguilla, Belize, Cayman Islands, Montserrat and St. Lucia stated their willingness to pursue a discourse on the establishment of an apex agency within the following year. Shortly after the workshop St. Lucia was already able to announce the setting up of a national TVET-Council.

With regard to the other participating countries, their stated objectives considerably differ in terms of individual aspirations for the TVET-workshop.

The representative from Anguilla stated that the country has currently not established a TVET-programme apart from general secondary school education. The urgency in addressing TVET-related issues that lead to the rapid development and implementation of a new policy framework is accepted, thereby taking care of the actual needs of the students in the country.

Belize is already pursuing the project development of a national TVET-training council and wishes to enhance the government involvement in the TVET-programme.

The participants from the Cayman Islands reported that the country is currently involved in a national skills assessment survey. The evaluation of the survey results is planned in the form of a strategic workshop, which would bring together delegates from labour, education and culture with the ultimate aim of setting up of a national training agency.

The representative from Montserrat hopes to gather more information and good examples through the attendance of the workshop.

St. Lucia is already in the phase of expecting the setting up of a TVET-council. In this case specific recommendations for the implementation of the TVET-policy and the organizational structure of the TVET-council are in demand.

Dominica expects the introduction of a TVET-apex agency within the next three years. Therefore the country finds itself at the moment in a state of transition, in which the merger of the four Dominican colleges is of special interest. Further questions regard the development of long-term partnerships with the private sector and the upgrading of teachers.

St. Vincent and the Grenadines are planning to create an apex agency in the next few years and want to draw special attention to the establishment of a community and a technical college under consideration of the technical component of the integration process.

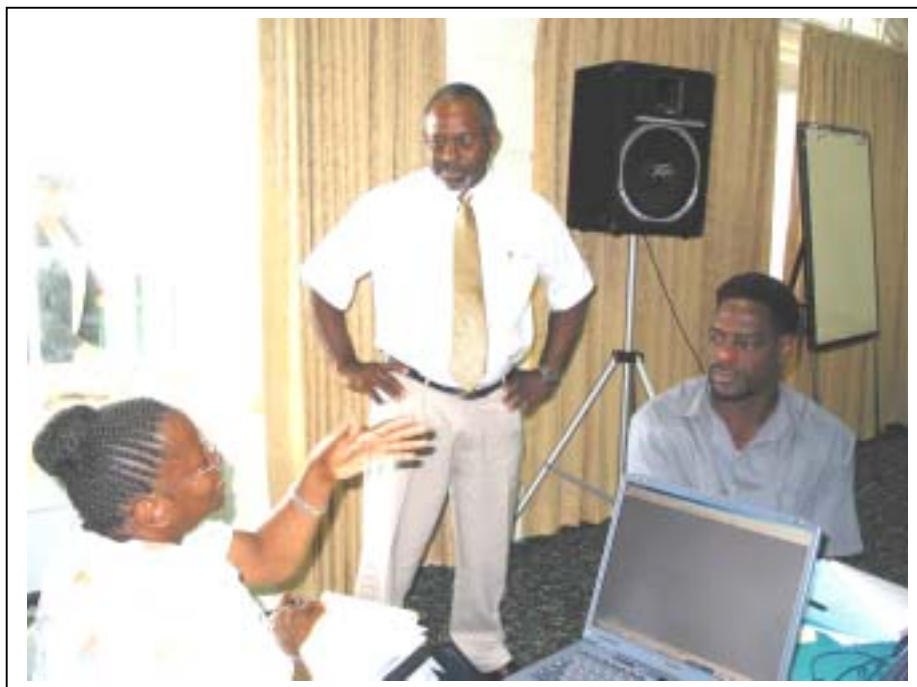
The Bahamas, St. Kitts and Suriname are currently not involved in the process of planning the setting up of a TVET-apex agency.

The representative from the Bahamas stressed the importance of assisting the government in developing a training policy and to bring TVET-issues into a further perspective.

Before tackling the question of the establishment of an apex agency, Suriname at first requires the harmonisation of national TVET-requirements.

The objective of St. Kitts for attending the workshop was mainly the prospect of sharing the understanding of TVET ideas, concepts and initiatives, including the provision of resources for information on TVET-policies and strategies.

**2.2 Technical Session 1: Policy frameworks and TVET-issues among OECS members;
Topic: Assessing the state of TVET in the Caribbean**



Picture 1: Rosamund Meade, Paul Payne and Stansmore Bowman

Mr. Paul Payne, TVET-Co-ordinator of the Organisation of the Eastern Caribbean States (OECS), held the first technical session of the workshop. The overall imperatives of his presentation focused on developing “Creative and productive citizens for the 21st century” and the modern education philosophy paradigm “All children can learn and therefore all children can be taught”.

Mr. Payne’s introduction to the topic of TVET was based on the OECS education reform strategy document, which contains 65 strategies that are of particular interest for the implementation TVET-related issues in the Caribbean. Strategy 29 of this document specifically calls for:

“Reorganising TVET to produce a standardised system which functions in a partnership with the private sector and which is intimately integrated into the world of work”.

Already in 1990 the CARICOM Secretariat published their “Regional Strategy for Technical and Vocational Education and Training”. On the basis of this report, the OECS TVET-Office developed a “Draft Policy Document on Technical and Vocational Education and Training” in 1994. However, the key to the TVET-development within

the OECS region forms the document “Recommendations for OECS TVET-Development: The Way forward for TVET”, which has been circulated by the OECS TVET-Office in 1995².

Mr. Payne proposed the following definition of Technical and Vocational Education and Training (TVET), which was adopted during the progress of the workshop by many of the participants:

“Technical and Vocational Education and Training is defined as any education or training programme, course, module or scheme that contributes towards the collective development of the necessary knowledge, skills and attitudes required for further education and training and/or for gainful employment.”

Within the OECS Education Reform Strategy Programme the major objective is the need to “improve the access to quality, relevant and affordable education and training for the people of the sub-region in the pursuit of a better quality of life for all.” Obstacles to this goal are the culturally prejudices that have developed in Caribbean societies against those people who pursue a “non-academic” career. Further significant shortcomings are related to inadequately formulated TVET-policy frameworks. Therefore, improvements in the codification and framing of TVET-policies have to be urgently introduced, for which this workshop proves to be an ideal opportunity. On the issue of the reformation of policy frameworks, one must always keep in mind that these interventions have to be accommodated as complementary to the prevailing traditional education systems instead of representing a competing alternative.

As mentioned above and reflected in the prevailing literature as well as in TVET-policy development assistance projects, until recently the focus in the identification and formulation of standards and strategies for the improvement of policy frameworks in the Caribbean has mainly been taking place at regional level. However, before regional policies can be effectively put into place, first of all TVET-strategies and policy frameworks have to be successfully established and been taken into account at national levels.

Particularly the OECS member states within the wider Caribbean region experience severe shortcomings with regard to the small size of some of the member states and limitations in terms of available resources and national TVET-management and co-ordinating capacities. The process of formulating and putting national policy frameworks into place therefore needs to be customised to the respective prevalent national condition of the training environment and the position of TVET within the general civil and governmental educational system. For every policy framework at national level the corresponding legal framework defines the basic structure. The most important institutions for realising the implementation of the TVET-component of the relevant educational legislations are the National TVET-Councils, which are being referred to as TVET-Apex agencies in this report. The duties of the council are to advise the minister on TVET-policy, training schemes and TVET-regulations, co-ordinate technical and

² Chapter 6.5 of this document has been distributed during the course of Technical Session 1.

vocational education at all levels of the system, manage facilities and co-ordinate resources and programmes, including the appointment of working committees, the development and establishment of training priorities and standards with qualification and accreditation schemes and the reporting on annual plans as well as the assessment of their implementation. Further activities include the evaluation of the respective financial conditions.

The national education and training policy, which is implemented by the council/apex agency must ensure the relevant and efficient inter-linkage of the proposed vocational education and training programme to the respective national economic developmental goals. Further imperatives for ensuring the proper functioning of national TVET-policy requirements are the strengthening of linkages with the private sector, the provision of adequate certification and accreditation mechanisms both at national and regional levels and the assurance of supplying sufficient training facilities with trained staff and financial resources for TVET-programmes.

All of the reference papers of Mr. Paul Payne's presentation are listed below, including the indication of their availability:

1. Regional Strategy for Technical and Vocational Education and Training, CARICOM, 1990.
Availability: CARICOM Secretariat.
2. Draft Policy Document on Technical and Vocational Education and Training, OECS TVET-Office, 1994.
Availability: OECS, Electronically on CD for EC\$ 20.00 or Printed for EC\$ 50.00.
3. Recommendations for OECS TVET-Development: The Way forward for TVET, OECS TVET-Office, 1995.
Availability: Out of print, Copies at own cost from OECS Secretariat.
4. OECS Model Education Bill, OECS, 1995.
Availability: Out of print, Copies at own cost from OECS Secretariat.
5. Establishment of National Co-ordinating Mechanism for TVET in the OECS, OECS/GTZ TVET-project, 1998.
Availability: Out of print, Copies at own cost from OECS Secretariat.
6. Essential Pre-Requisites for Participation in System of Vocational Qualifications based on Occupational Competence, CARICOM proposal.
Availability: CARICOM Secretariat.

2.3 Technical Session 2: Case Study of St. Lucia; Topic: Working model and discussion – The process of change

Shortly after the workshop, the setting up of the TVET-Council of St. Lucia has finally been approved by the responsible Minister and the TVET-Office of the Ministry of Education is currently in the process of making recommendations to the Minister for filling the positions. The TVET-Council is going to be attached to the Ministry of Education, mainly because of the lack of sufficient financial resources. However, the Council will act as a self-responsible entity within the Ministry of Education. Most of the executive positions within the Council are going to be filled on a voluntary basis with resource persons that hold key positions in the current landscape of technical and vocational education and training institutions in St. Lucia.

Ms. Estellita René, Education Officer – TVET of the Ministry of Education, gave in her technical session an extensive overview of the problems and difficulties that the Ministry of Education experienced during the phase of getting support for the development of an adequate structure of the Council. The entire process of making all stakeholders aware of the relevance of the creation of a TVET-Council, of building trust and of establishing the necessary linkages was according to Ms. René realised in a process of six distinct and successive phases:

1. CONDUCT OF NATIONAL TVET-SURVEY

The conducting of a national survey on the prevailing national structure of TVET-institutions and general status of TVET had been of crucial importance for the project before any further step could be taken. The survey primarily served the purpose of revealing the current structures, policies and strategies of actively involved TVET-institutions on an exploratory basis. The precise evaluation and audit of the discovered system and its interconnections was of particular relevance for the continuation of the project and the extraction of the desired information. Apart from gaining insight into national TVET-structures, the survey also tried to raise awareness by calling attention to all stakeholders concerned with TVET-issues, raising their interest in support of the programme and getting other agencies involved.

2. DRAFTING OF TVET-PROJECT DOCUMENT

On the basis of the information gathered in the survey the TVET-project document had been formulated. Specific activities could thus be assigned to all of the identified stakeholders in the survey.

3. ESTABLISHMENT OF WORKING OFFICE

The co-ordination and execution of the TVET-project document is being conducted by the TVET-Office, which was established within the Ministry of Education. Staff of this office consists of an Education Officer in TVET and a Secretary.

4. CREATION OF REGIONAL AND INTERNATIONAL LINKAGES

The initial development of the project document and its office for execution enabled the further efforts of exploring regional and international best practices of relevant TVET-topics. Executives from the TVET-working office established linkages with Germany on experiences in TVET-operation, with Scotland on certification issues and with Jamaica and Barbados on developing organisational and policy matters. Subsequent to the initial phase of exploring international best practices, the further strategy was to implement and translate these international practices into achievements on a national basis.

5. BUILDING OF RELATIONSHIP WITH THE NATIONAL TVET TEACHERS ASSOCIATION

In order to facilitate the national transaction of the gained perspectives and aims in strengthening TVET-institutions, the creation of national linkages was indispensable. The first valuable relationship was the establishment of the national TVET teachers association. The main focus was to raise awareness for the promotion of the necessity of a clearer structure of national TVET-activities. For enhancing the commitment of the members towards this association, a regular monthly fee had been introduced. This activity proved to be very successful as the association counted already more than 150 members by June 2002 with a strong commitment of the participants for supporting TVET-related development.

6. COLLABORATION WITH THE NATIONAL SKILLS DEVELOPMENT CENTRE

The national skills development centre of St. Lucia is a government owned company, which pursues the aims of entrepreneurial development, reduction of unemployment, skills based research, establishment of community linkages, provision of free services to the communities and financial aid in the form of small stipends for disadvantaged students. For the purpose of generating additional support for the TVET-programme, particularly the community based linkages and the facilitation of the relationship with the private sector proved to be very important.

Given this valuable outline for structuring the setting up of the national TVET-Council and raising support initiatives by the relevant stakeholders, the subsequent activities will concentrate on the functions of the TVET-Council and the definition of specific tasks. The first duty of the Council is going to be the development of the National TVET-Policy Framework. For the achievement of this goal the ILO/OECS workshop on “Strengthening National Vocational Training Policy in the Caribbean” proved to be very relevant. Having participated in this workshop, Ms. Estellita René herself will take a responsible position for co-ordinating the facilitation of this process.

The second task of the TVET-Council will then be the creation and description of occupational standards and accordingly the definition of skill certification and

qualifications. For the process of skill certifications, a linkage with the National Training Agency (NTA) of the HEART Trust in Jamaica has already been established. The finalisation of the St. Lucian national skills certification system is expected until September 2003. This will take the form of a pilot in selected areas.

The third function of the TVET-Council will be the further enlargement and strengthening of linkages with the labour market and its stakeholders. Enhanced relations with the private sector are equally important, as the support by employers could alleviate the currently still severe financial problem of the Council to raise sufficient funds for guaranteeing the sustainability of its operations. In addition, Cabinet has recently approved the establishment of a National Accreditation Council (NAC) to oversee the standardisation of programmes, facilities and institutions, which offer programmes to St. Lucian citizens. The NAC is going to work in close collaboration with the TVET-Council.

2.4 Technical Session 3, Part 1:

***TVET-Policy frameworks: The Latin American experience;
Topic: Sharing of selected policy models and legislative frameworks***



Picture 2: Fernando Vargas Zuniga

Mr. Fernando Vargas Zuniga, Consultant, Inter-American Vocational Training Research and Documentation Centre (CINTERFOR/ILO), presented a structured overview of the institutional arrangements and structures of Latin and Central American Training Institutions. The overview of the described arrangements was based on the formulation of the two following basic TVET-related categories in Latin America:

- The decision-making on training policies and strategies and
- The operational level of direct execution of training activities.

On the basis of this classification Mr. Vargas developed a typology of organisational arrangements for Latin American TVET-institutions (the original slides of Mr. Vargas' presentation on the organisational typology are published in Annex 5.7 of this document):

1. Responsibility for making policies and also for delivering training, is concentrated in a single Vocational Training Institution (VTI)
2. Responsibility for making policies is concentrated in a single VTI, which also plays a predominant role in delivering training.
3. Coexistence of two predominant arrangements with a different rationale. The first is usually associated with Labour Ministries without implementing training action. The second is associated with a national or regional VTI.
4. The role of the definition of training policies and strategies is only the responsibility of Labour Ministries, while the delivering of training is carried out by specialised VTIs.

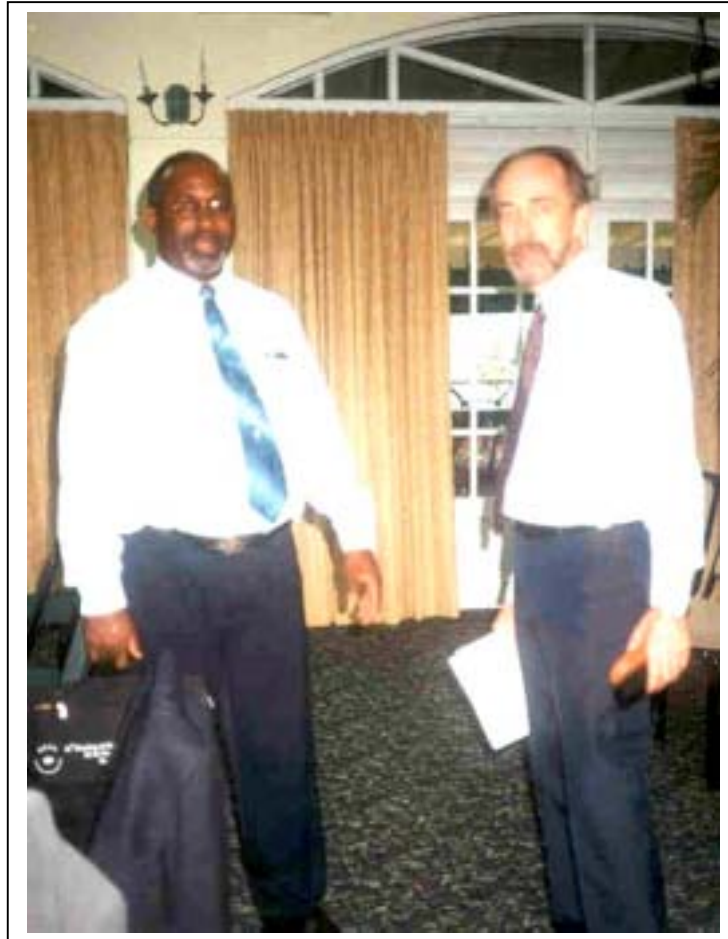
Mr. Vargas identified the current situation of organisational forms of policy making and training in Latin America as being far more heterogeneous than in the past. National Vocational Training Institutions (NVTI) are presently ceasing to be the only players in the supply of training and Ministries of Labour and Education as well as private training institutions appear on the scene. Therefore the NVTIs have recently been developing new mechanisms to deal with the changes on the demand side for training, which in many cases led to deep restructuring processes of NVTIs.

Apart from the different concepts in the organisational frameworks of national TVET-Co-ordination, there exist several types of the financing of vocational training in Latin America:

- Systems of public financing with resources obtained through payroll levies with specific allocation.
- Systems of tax incentives where enterprises recover their training costs after they present their tax return.
- Systems that allow for exemption agreements or reimbursement of funds.

All in all, it can be concluded from Mr. Vargas' presentation that the transformations which have taken place in vocational training in Latin America have both involved the concept of training itself as well as its organisational forms. These changes have affected the financing schemes, the links with labour systems, technological developments and the regular education system. The various stakeholders in Latin American TVET-development have thus to adjust their training design, management, funding and implementation structures. The responsibility for technical vocational education and training in Latin America necessarily becomes an area of cooperation between Vocational Training Institutions and the Ministries of Education and Labour.

2.5 Technical Session 3, Part 2: NVTP models: Implications for the Caribbean



Picture 3: Paul Payne and George Gamerdinger

Mr. George Gamerdinger, Senior Specialist on Human Resource Development/ Vocational Training, ILO Caribbean Office, explained to the audience the relevance and the process of setting up a National Vocational Training Policy Framework. As a definition for the term “policy” Mr. Gamerdinger adopted for the discussion the understanding as

“A framework for operation, an agreed upon set of rules”.

In the course of the development of a policy framework, national and regional critical factors have to be identified to explore actual content areas upon which to institute and set up the structures for action. In order to provide a selected set of examples as basis for

setting up the policy frameworks, Mr. Gamerdinger illustrated to the audience the identification of critical issues for the countries Mauritius and Nepal as well as for the European Union as example for a regional entity. For the two countries Mauritius and Nepal the following selection of critical factors for TVET-development at national level provides a good overview:

- Increase of national and organisational competitiveness and productivity.
- Growing numbers of unemployed.
- Improved data on labour markets.
- Improve the co-ordination and quality of training, trainees, equipment, facilities.
- Reduce the skills mismatch.
- Increase linkages between education and training.
- Establish an effective focal point for policy planning and guidance on training.
- Training in the small and medium-sized enterprises.
- Improve certification.
- Enhance the private sector's training role.
- Generate additional resources and make better use of available resources.
- Encourage cost sharing among beneficiaries.

The critical issues of the European Union provide for a regional example, similar to a set of challenges which might be applicable to any other regional grouping, such as the CARICOM in the Caribbean context:

- Focusing on the development of vocational training in the context of lifelong learning.
- Establishing a system of lifelong learning opportunities [defining roles and responsibilities of government, employers, trade unions, professional bodies and individuals in the system].
- Raising the general skill level of the workforce and capacity to adapt to change.
- Reducing the numbers of youth leaving school without qualifications and increase opportunity to return for those that do leave.
- Strengthening content and organization of vocational training.
- Issue of the free movement of labour - Transparency of qualifications and certification.
- Rethinking the structure of what vocational education is and of those systems needed to increase future relevance.

The rationale behind these critical factors lies for Mauritius in the high numbers of unemployed youth, problems of labour migration, poor vocational qualifications and a lack of basic skills of youth, while for Nepal the factors are skill mismatches and unequal access to training for disadvantaged students. The European Union is confronted with questions of educational change which particularly demand for flexible learning arrangements and with increasing numbers of women that want to join the workforce and need training facilities.

According to these individual circumstances, different goals are being pursued. For Mauritius the aims are to reduce the numbers of youth leaving school without

qualifications, while Nepal pursues the establishment of a system of lifelong learning opportunities and the raising of the general workforce skill. The countries of the European Union attempt at broadening the scope of basic education and the modernisation of apprenticeships.

Following the introduction of the identification of relevant critical issues and the underlying rationale, the participants of the workshop were asked to participate in a working group activity, which led to the identification of both regional critical issues for the Caribbean as well as five individual critical issues per country, ranked in order of importance. The outcome of this activity can be found in Chapter 4.1 of this document, “Critical Issues at national level, regional TVET-priority issues and national status of TVET-Apex agency establishment”.

Mr. Gamerdinger subsequently illustrated to the audience the complete process of developing a policy framework as a complex matter (Involvement of Employers, Trade Unions, Professional Bodies, etc.), which requires a well-structured approach and the involvement of many stakeholders from the planning-stage. According to the main objective of this workshop to “Assist each participating country to draft a national training policy framework that increases the relevance and effectiveness of national and regional learning and skills systems” (see Chapter 1), this process requires a structured organisation. The steps of the outline³ of this approach can either be followed successively or in parallel for each of the mentioned phases:

- 1) Conceptualisation Phase
 - a) Briefing Sessions
 - b) In-house discussions
 - c) Development of concept paper
 - d) Task force meetings (issues to be addressed, outputs of study)

- 2) Study Phase
 - a) Planning process
 - b) In-house discussion
 - c) Review of literature
 - d) Policy dialogue (senior Government officials)
 - e) Case Studies (of apprenticeship training)
 - f) Drafting of Background papers

- 3) Consensus Building Phase
 - a) Review of task force comments
 - b) Drafting of policy framework paper
 - c) Workshop on National training policy
 - d) Finalisation of the framework

³ A more detailed version of this outline has been handed out to the participants during the course of the workshop.

After passing through the three distinct phases Conceptualisation, Study and Consensus Building as presented above, a final draft of a national policy framework is available, ideally with the support of a range of public as well as private stakeholders in national TVET-development.

The aim of this workshop contributes to the Conceptualisation Phase of the above structure, including the distribution of regional and global reference materials for facilitating further discussions in each of the participating countries and providing them with the first draft of a concept paper. The further two phases, Study and Consensus Building, have to be accomplished at national levels with specific technical assistance tailored to national requirements.

2.6 Technical Session 4: Policy frameworks and TVET Issues; Topic: Working models and discussion – The process of change at the national and regional level

The aim of the fourth technical session was to identify best practices in the organisation and functioning of TVET-councils based on the experiences of the National Training Agency (NTA) in Jamaica and the TVET-Council in Barbados. For the consideration of regional developments a representative from CARICOM had been invited to attend the workshop. As this arrangement was not possible, Mr. Paul Payne took over the session and reported on regional activities in the CARICOM and OECS regions. The summaries of the presentations are shortly reviewed below:

1. Presenter: Ms. Denise Stephenson, Manager Planning and Research, HEART Trust/NTA, Jamaica

Of the participating countries at the workshop only Jamaica with the HEART Trust/National Training Agency and Barbados with the TVET-Council of Barbados have established a national TVET-Apex agency. The TVET-Legal Framework and the functioning of the National Training Agency (NTA) of Jamaica is based on the Apprenticeship Act of 1954 and the Human Employment and Resource Training (HEART) Act of 1982. The Apprenticeship Trade Orders under the Apprenticeship Act lay out the standards and conditions under which an apprenticeship can be conducted. These specify the following conditions:

- Minimum age for entry to each trade.
- Educational Requirements.
- Duration of training.
- Provisions for savings scheme.
- Standards for successful completion and certification.
- Topics to be covered and mastered in each training year.

Since 1982 the HEART Act has been amended twice. Firstly in 1989 to require most statutory bodies to contribute to the levy and in 1994 to authorise the National Council for Technical and Vocational Education and Training (NCTVET). The purpose of the HEART Act is to establish a scheme for financing and implementing training and related employment programmes. The HEART Act established the HEART Trust under a twenty-person public and private board of directors. The main aims and functions of the HEART Trust are:

- To direct or assist in the placement of persons seeking employment in Jamaica.
- To provide employment opportunities for trainees.
- To develop, encourage, monitor and provide finance for training schemes for the employment of trainees.
- To certify instructors in the field of TVET-training.
- To approve and accredit institutions offering TVET-education.
- To certify trainees trained in TVET-fields.

- To promote employment projects.
- To cooperate with other organisations and bodies in matters related to TVET-education.

The functioning of the institution however experienced some difficulties and Ms. Stephenson described the weaknesses of the TVET-legal framework in Jamaica as follows:

- HEART Act does not sufficiently address social protection of trainees.
- No provision for firms adherence to quality training leading to certification rather than goodwill.
- Fiscal collection and allowances are expressed in absolute amounts rather than in percentages and are easily eroded by inflation.
- There exists no incentive for employers in the Apprenticeship Programme.

Alternatives to the current legal framework would be to modify both the Apprenticeship and HEART Acts or to abolish the Apprenticeship Act and amend the HEART Act to include the apprenticeship. This opportunity should then be taken to strengthen “approved employer” provisions, enlarge functions to include several modalities of training and to update modest financial incentives for all on-the-job trainees.

2. Presenter: Mr. George Callender, Council Member, TVET-Council, Barbados

The TVET-Council of Barbados is a tripartite apex body with responsibility for advising on national policy, developing national plans, establishing standards for TVET and ensuring the co-ordination and implementation of programmes, tests, qualifications and curricula for national vocational qualifications. Mr. Callender, Council member in Barbados, reported that the TVET-Council Act of Barbados is separate and distinct from the national Educational Act.

The responsibilities of the TVET-programme in Barbados are shared by the Ministries of Education and Labour. The structure of the Council being tripartite, the Government is represented through both involved Ministries, while the employers and trade unions as well as other stakeholders are also represented. The establishment of the TVET-Council in Barbados is considered a major step in developing improved linkages between education and training.

The Regulatory Body of the TVET-Council is directly executing the mandate of the Government to develop occupational standards for qualifications and to ensure that they are reviewed and updated. Under the overall objective of public/private training partnerships, investments in work-related Education and Training pursue the mobilisation of a collective effort to enhance the relevance, effectiveness and efficiency of training. Further efforts include forging an optimal response to address the skill requirements of individuals, enterprises and the community in national development. There is currently a training levy in place into which employers and employees pay 0.5% of salaries and wages. Educational and TVET-institutions are partly financed from this fund. Out of the training levy the TVET-Council administers an Employment and Training Fund (ETF),

which is used to address the training challenges that have become most critical in the new working environment. The main purposes of this programme are to retrain and provide further training to workers who are already in employment in order to upgrade their skills and to increase the employability of unemployed persons.

The shared responsibility between the Ministries of Labour and Education for the TVET-programme in Barbados impacts on policy development and planning and on the co-ordination of the national TVET-programme. The first TVET-policy framework of Barbados was developed in 1998 and is currently in the process of being reviewed and updated. According to Mr. Callender, the original model of the policy framework under the TVET-Council is based on the Jamaican HEART model. Under the current restructuring effort the setting up of a new TVET-Council is planned, which is going to be fully financed by the Government. Within its new form, the TVET-Council will be responsible for all technical matters, including advice and recommendations to the Minister of Education on policy-related TVET-issues. The function of the national Assistance Board is going to be the surveillance of On-the-Job-Training, Skills Training and Apprenticeship Programmes.

3. Presenter: Mr. Paul Payne, OECS TVET-Co-ordinator, OECS Education Reform Unit, OECS

Mr. Paul Payne, TVET-Co-ordinator, OECS Education Reform Unit introduced to the audience the CARICOM Secretariat's activities in pursuing the approach of a regional strategy for TVET in the Caribbean. CARICOM's strategy for Technical and Vocational Education and Training (1990)⁴ is intended to provide a framework to identify processes and to propose systems for developing and improving TVET within each Member State and throughout the region. Specifically, the strategy attempts at facilitating the following issues:

- Formulation of programmes for TVET.
- Expansion of education and training opportunities.
- Optimisation of the use of available resources.
- Increase in impact of resources allocated for education and training.
- Consolidation and continued development of TVET.

The CARICOM strategy paper deals with national training systems, in particular the establishment of national training agencies, in this workshop report referred to as apex agencies. Their general role is to avoid omissions or overlaps in training programmes and to achieve continuum through the involvement of functional linkages among various Ministries, organisations and other stakeholders that have an impact on TVET. The apex agencies at national levels shall therefore comprise representatives from the Ministries of Education or respectively Labour, training institutions, industry, public and private sectors, trade unions and the domestic communities.

1. ⁴ Regional Strategy for Technical and Vocational Education and Training, CARICOM, 1990. *Availability*: CARICOM Secretariat.

The co-ordination and management of TVET is the main function of a national TVET-Apex agency. Through sub-committees and the use of technical resource staff, the agency can co-ordinate and monitor the following essential activities:

- Identification of training needs.
- Establishment and monitoring of training standards and the delivery of training.
- Testing and certification.
- Harmonisation of activities in education and training systems at both formal and non-formal levels.
- Monitoring the gathering of occupational information.
- Evaluation of the training system in terms of efficiency and effectiveness.
- Monitoring and advising on curricula activities.
- Advice on the use of available resources.
- Monitoring vocational and career guidance.
- Monitoring teacher/instructor training.
- Linking training programmes in co-ordination with the Labour Market Information Systems.

In his presentation Mr. Payne paid particular attention to the establishment of a regional accreditation mechanism as the free movement of capital, people and labour under the Single Market and Economy of CARICOM is directly affected through the creation of regional standards for occupational certification. The evaluation of technical standards at regional level is administered by the Caribbean Examinations Council (CXC), which acts in close collaboration with a range of National Examinations Councils in order to harmonise regional standardisation efforts. From the point of view of the sustainability of the creation of regional as well as national standards and qualifications, recent developments in accreditation increasingly call for competency-based certification methods.

2.7 Technical Session 5: NVTP considerations; Topic: The development process



Picture 4: Presentation Fred Fluitman

Mr. Fred Fluitman, Manager Employment and Skills Development Programme, introduced to the audience major aspects in the process of developing a national training policy. His presentation was well received by the audience, as Mr. Fluitman exemplified major general concepts in the policy formulation process by means of well-structured and clear examples.

According to Mr. Fluitman the term “training” can be defined as:

“An organised effort to transfer combinations of knowledge, skills and attitudes that will enable people at work correctly to carry out specific tasks.”

The term “policy” can be specified as:

“A course of action by which it is proposed to achieve a certain objective, notably in government.”

In the process of developing a national training policy framework, every policy breaks down into a further objective by asking how the policy can be realised. On the contrary, every policy serves as a measure of how a certain objective can be achieved. Training policies make thus training systems an integral part of the pursued objectives.

On the basis of this understanding a “national training policy” is:

“A clear, written statement, officially endorsed and widely recognised, elaborating and directing, in general terms, what a country sets out to do in order to make its national training system more relevant, more effective and more efficient.”

The terms efficiency and effectiveness both relate to the supply side of training activities, their outputs and objectives, while the relevance of a training policy relates to the demand side of a particular country, i.e. its economic, social and labour-market conditions.

The progression in the development of a national training policy framework have been subdivided by Mr. Fluitman into the following steps:

1. Policy analysis.
2. Making policy decisions.
3. Implementing policy.
4. Monitoring and evaluation.

This process can be passed through several times in the form of a feedback loop, which reconnects the outcome of the monitoring and evaluation stage to the first step of the policy analysis. The initial step of the policy analysis is then subject to be adjusted according to the previously attained results.

The audit of the quality of a national training policy is of very high relevance and can be evaluated according to the following criteria:

- Explicit, clear, concise, transparent and to-the-point?
- Coherent, linking major issues to objectives and objectives to measures?
- Comprehensive, based on a broad training concept?
- Covering the whole system and addressing all key issues?
- Flexible, not too prescriptive, changeable as and when necessary?
- The outcome of a participative process and widely accepted?
- Widely known and available to all parties concerned?
- Realistic in what it proposes and taking account of constraints?
- Capable of monitoring and evaluation?

The subsequent discussion to Mr. Fluitman’s presentation concentrated on the following two important measures. Any national training policy framework first of all serves as an umbrella document, ideally supported by all stakeholders in TVET-based programmes and designed for the implementation by a TVET-body, such as a national apex agency. Furthermore, changes in the political, social and economical environment of a country may result in different demand structures for the national training policy frameworks, which could require corresponding adjustments. Therefore, any national training policy

framework has to be arranged in a flexible form for whenever changes may be demanded.

The current process of reviewing and updating the national policy framework of Barbados (see Chapter 2.6) underlines the importance of this requirement.

3. Drafting a TVET-Policy Framework Outline: Contributions of the sub-regional working groups

After the presentations of the technical sessions, the second part of the workshop concentrated on group work activities with the aim of drafting a national TVET-policy framework outline. In the course of the workshop several examples of successfully implemented policy frameworks have been handed out to the participants, of which the working groups could make extensive use during their discussions⁵:

- The Legal Framework for Technical and Vocational Education and Training in Jamaica
- Training and Skills Development for Growth with Equity: A draft policy framework from Nepal
- National Development Strategy, Chapter 20 on Educational Policy, Guyana
- Regional Strategy for Technical and Vocational Education and Training, Caribbean Community Secretariat (CARICOM)
- TVET-Policy Framework (Adopted from the OECS Policy Guidelines): An OECS Policy Document for TVET within the Education Reform Strategy
- Draft National Employment Policy for Sri Lanka, Ministry of Employment and Labour [www.slneq.org]

With reference to the given policy frameworks above, the working groups developed their own outline of an applied policy framework for Caribbean nations along the following guideline, provided by Mr. Gamerdinger to the participants:

- 1) Introduction
- 2) Terms and Concepts
- 3) Context and Challenges
- 4) Major Issues
- 5) Major Objectives, Strategies and Specific Activities

3.1 Working group 1: The Cayman Islands

Draft Policy Framework Outline

GROUP 1

Participants: The Cayman Islands

“No significant dent can be made in the ‘skills gap’ in these islands without the full collaboration and support of the private sector...it is the government which must provide the lead, establish and maintain a supportive environment, and give direct assistance to these efforts. Any comprehensive national human resources development programme is

⁵ Please refer to Annex 5.4 for detailed information on distributed reference materials.

costly in the short-term, the view is that it will – if properly designed, pay for itself in the longer term in a more highly qualified, skilled and productive labour force”.

[Hon McKeeva Bush (2002), Leader of Government and Minister for Tourism, Environment, Commerce & Transport]

INTRODUCTION

Four years ago, in 1998, the people of the Cayman Islands paused to take stock of where the islands had come from, and where they were heading. Through a national poll, and a far-reaching series of consultation, residents voiced both their fears and their hopes for the future of these small islands.

The people identified those priority issues, which must be addressed if the islands are to continue developing in peace and prosperity. The thread that ran through all these priorities was the need for a co-ordinated training approach, which would allow our people to become 21st Century citizens willing and able to face the opportunities and the challenges of a world financial centre and a world-class tourist destination.

In a co-ordinated and unprecedented effort, Vision 2008, the Ten Year National Strategic Plan for the Cayman Islands was produced and adopted by the government. Its 16 strategies became the blueprint for the islands continued development. Key to such continued development is the concept of balance, and the inter-relationship and inter-dependence of the various sectors.

The present policy framework presents a coherent set of broad policy measures and their objectives, within which additional more precise policies will be proposed, as well as a reference to the context in which the country finds itself, and summarises what is referred to as the training challenge.

It raises issues, notably as concerns the performance of the Post Secondary training system in place, and it sets broad objectives in terms of what is to be achieved. Broad policies meant to achieve these objectives – and to be specified in subsequent layers of more precise aims and measures – constitute the core of the policy framework.

TERMS AND CONCEPTS

For the purpose of programme planning, the government looks at education as compulsory, and post-compulsory. The Education Law 1987 governs compulsory education, up to the age of 16.

No legal instrument governs post-compulsory education, although government's Community College has its own law, and governing body, as does Cayman's Law School.

The definition of non-compulsory education is any education or training programme, course, module or scheme taken after the age of 16, that contributes towards the collective development of the necessary knowledge, skills and attitudes where people will be able to enhance their quality of life through gainful employment in their chosen occupation.

Definition of Human Resource Planning, “the process by which information is regularly collected and continuously analysed with respect to trends in manpower demands and supply, including the factors causing imbalance.

CONTEXT AND CHALLENGES

More of the higher skilled positions are occupied by non-Caymanians than Caymanians.

- Caymanians are outnumbered and are beginning to feel marginalised
- High levels of literacy and numeracy
- Strong emphasis on information and communication technology in schools
- Limited career counselling and tracer studies
- Over dependence on overseas examination results and academic performance
- Relatively high levels of juvenile drug use and incarceration
- There is limited scope for more local supply/capacity.
- Strong dependence on expatriate skills.
- Incidence of multiple job holding.
- Cultural bias towards “White Collar” occupations
- Low level of unemployment.
- Relatively high rates of ‘under qualification’ of the labour force.
- Demand highly concentrated/clustered in 7 sectors.
- High level of female employment.
- High percentage classified as managers and professionals.
- Limited investment in human capital at enterprise and individual levels.
- Limited facilities to accommodate in-service training,
- Salary structure generally rewards investments in education & training.
- Employer’s preference for experienced workers.
- Lack of a central co-ordinating agency for training
- Restructuring of labour administration to include Human Resource development

MAJOR ISSUES

Considering that the average rate of population growth is less than 1.4% per annum, and the growth of the economy has averaged 3% in the past years, the Cayman Islands Labour Market is heavily dependent on imported workers to fill the gap between the supply and demand of essential skills. Given our current rate of growth the gap in skills may never be closed totally, however it is possible to target specific goals for urgent attention.

- Lack of co-ordination of non-compulsory education and training, i.e. no apex agency
- Need to clearly define education and training, and the links between them
- Modernization of curriculum with input from industry
- Absence of national training policy
- Growing youth unemployment
- External threats to the economy

MAJOR OBJECTIVES AND POLICIES

- 1) Place greater emphasis on the promotion of non-compulsory education i.e. technical and vocational training, and its importance to national development
 - a) Implement a Public Education programme
 - b) Improve coverage of TVET-opportunities during careers counselling
 - c) Highlight TVET-role models
 - d) Hold annual TVET-fair with support of partners i.e. Rotary Club, ITO's
- 2) Establish a Task Force to review and refine a policy on non-compulsory education and life-long learning, OR expand the role of an existing Committee i.e. the Tertiary Education Council
 - a) Make proposal to the Minister
 - b) Develop Terms of Reference
 - c) Ensure tripartite representation
 - d) Finalise working draft
- 3) Carry out regular surveys of the labour market i.e. (demand and supply)
 - a) Develop survey instruments
 - b) Strengthen cooperation with other agencies i.e. Economics and Statistics Office, Immigration
 - c) Ensure consistency with regional and international initiatives
 - d) Obtain necessary infrastructure and staff development for programme sustainability
- 4) Link training to the needs of the labour market and national economic and development strategies
 - a) Establish a LMIS and a web-site
 - b) Collaborate with Ministry of Youth on existing policies
 - c) Disseminate accurate and timely information via various media
 - d) Adopt regional Occupational Standards
 - e) Promote all private and public sector programmes that seek to improve the employability of the workforce, including the existing "Bridge-to-Work" and "Jump Start" Programmes
 - f) Involve stakeholders input in all aspects of this policy
- 5) Support the National Education Plan (2000 – 2004) for government schools
 - a) Collaborate on secondary TVET-curriculum revision and include industry input
 - b) Collaborate on *ITALIC* Programme

- c) Include the relevant aspects of the Plan in promotion material
 - d) Include Educators in TVET-foundation planning
- 6) Encourage training of the workforce
- a) Introduce IIP and PROMALCO
 - b) Provide incentives for employers
 - c) Strengthen the existing work experience programmes
- 7) Enhance the private sector's training role and make better use of available and new resources
- a) Introduce elements of culture, attitudes and ethics into secondary and primary curriculum
 - b) Explore methods of cost sharing between government and the private sector
 - c) Increase local TVET-scholarships
 - d) Support local institutions in efforts to upgrade equipment and resources

MAJOR POLICIES

There is a recognised need to introduce training to capture a broad range of individuals, including out-of-school/out-of-work youth to minimise the number of students emerging from the system qualified neither to pursue further training or to take up employment.

Such training requires the participation of the public and private sectors. One notable example of such a scheme in the Caribbean region is the human employment and resources training (Heart) programme in Jamaica.

The recommended approach for our HRD planning is the labour market analysis facilitated by the establishment of a LMIS. It is also recommended that assessment be on identifying the skill needs in the growth sectors and sub-sectors.

It is further recommended that the focus of activities is on key skill shortages, i.e. those skill areas whose shortage would seriously constrain the successful operation of the sector/sub-sector.

The labour market and the role of the Immigration Board:

One approach is to make it a condition of permit that the employer makes the required effort to identify and train counterpart staff (the duration of the work permit would correspond to a period of time during which a counterpart could be trained and given some "hands on" experience).

The immigration department or alternatively the labour office would undertake increased monitoring. Expansion of the present resources of the labour office (now department) would be required for that office to be truly effective in this role.

CONCLUSION

The working group from the Cayman Islands what they have been managing to take away from this workshop:

- Need for clear definition of “training” and which agency has primary responsibility for it
- Need for promotion of TVET and its importance to national and economic development
- Need for collaboration with other government agencies, i.e. Finance, Planning, Labour, Education, Youth & Immigration
- Need for collaboration with private sector institutions and ITO (Industry Training Organisations)
- Need for a written National Training Policy
- Need for an apex training agency with tripartite representation
- Need for training to be linked to the labour market i.e. demand /supply through regular, accurate and timely surveys, LMIS
- Need to establish relevant Occupational Standards
- Need for legislation to regulate and support training (non-compulsory) and training providers

3.2 Working group 2: Bahamas, Dominica, St. Lucia, St. Vincent and the Grenadines



Picture 5: Celestine Williams, Estellita René, Merril Matthew, Joseph Mapp

Draft Policy Framework Outline

GROUP 2

Participants: Bahamas, Dominica, St. Lucia, St. Vincent and the Grenadines

INTRODUCTION

- Background – context
- Demographics – population
- Social structure
- Economy
- TVET-system

TERMS AND CONCEPTS

Definition of TVET:

Technical and vocational education and training is defined as any education or training programme, course, module or scheme that contributes towards the collective development of the necessary knowledge, skills and attitudes required for further education and training and/or gainful employment.

Scope of TVET:

TVET covers all programmes, courses, modules and schemes that contribute towards the development of knowledge, skills and attitude required for further education and training and work. It transcends education and training systems provided by Ministries and Departments, by private colleges and by informal in-plant and on-the-job training.

Definition of National TVET-Policy:

A national TVET-policy is a relatively succinct, written statement, officially endorsed and widely recognised, elaborating, in general terms, how the nation's training system will contribute to meeting major economic and social objectives, such as decided on and pursued by the country. It is a statement of intent that shall guide the Government and its partners in their efforts at making St. Vincent and the Grenadines capable of managing its future.

The present policy framework presents a coherent set of broad policy measures and their objectives, within which additional, more precise policies would be proposed, as well as a strategy, that is, the ways and means of implementing them all. The framework includes a reference to the context in which the country finds itself, and summarises what is referred to as the training challenge. It raises issues, notably as concerns the performance of the TVET-system in place, and it sets broad objectives in terms of what is to be achieved. Broad policies meant to achieve these objectives – and to be specified in subsequent layers of more precise aims and measures – constitute the core of the policy framework.

CONTEXT AND CHALLENGES

- Current National Status
 - Declining key economic sector
 - Need for diversification
 - Labour market changes
 - Fragmentation of education and training
 - Brain drain
- Regional context
 - Single market economy
 - Freedom of movement
 - Globalisation

MAJOR ISSUES

- Need to structure TVET due to fragmentation
- Insufficient resources for TVET
- Absence of National education and Training policy
- Deficiencies in basic skills
- Need to increase cooperation between industry and TVET-institutions
- Improve co-ordination of TVET
- Financing TVET – sustainability
- Growing unemployment
- Improved linkage between education and training
- National HRD strategy – brain drain, small population, uncertainty
- Accreditation and certification issues

MAJOR OBJECTIVES, STRATEGIES AND SPECIFIC ACTIVITIES

- 1) To generate additional resources
 - a) Seek partnerships with industry
 - i) Provide resource persons for training programmes
 - ii) Donate equipment and or funds to training institution
 - iii) Adopt training institution
 - b) Implement cost recovery programmes
 - i) Operate fee-paying services for trainees/employers
 - ii) Offer consultancy services to companies/organisations/ministries for a cost
 - iii) Offer professional development courses for a cost
 - c) Provide customised training services
 - d) Seek funding from external agencies
 - i) Develop project proposals
 - ii) Identify external donor agencies for technical assistance
- 2) To improve system-wide management and co-ordination
 - a) Establishing an apex agency
 - i) Sensitise policy makers to the need for such an agency
 - ii) Recommend operational framework
 - iii) Establish terms of reference
 - b) Collaboration of all stakeholders
 - i) Conduct meetings and seminars to educate and solicit support
 - c) Adopting appropriate legislations
 - i) Ensure endorsement and support for the system
 - d) Appoint suitable persons for key positions
 - i) Determine criteria and job descriptions for these positions and make recommendations accordingly
- 3) To enhance private sector participation in TVET
 - a) Determine participatory incentives

- i) Public relations
 - b) Involve private sector in planning and implementation process
 - i) Invite private sector to provide feedback on curricula
 - ii) Invite private sector to sponsor programmes
 - iii) Invite private sector to provide feedback on programmes
 - c) Ensure representation on apex body and sub-committees
 - i) Appoint persons from the private sector to sit on advisory committees and apex agency
 - d) Ensure quality product
 - i) Ensure that programmes are relevant
 - ii) Maintain high quality training
 - iii) Setting of appropriate standards
- 4) To improve quality of TVET
- a) Improve delivery system
 - i) Provide ongoing teacher training
 - ii) Provide modern equipment as used in industry
 - b) To develop relevant curricula
 - i) Collaborate with industry
 - c) To conduct tracer studies of graduates
 - i) To evaluate effectiveness of programmes and relevance to industry needs
 - d) To evaluate programmes
 - i) To ensure that the programmes are relevant, effective and efficient
- 5) To improve relevance of TVET
- a) Conduct skills audit
 - i) Develop survey instruments and conduct surveys to determine skills needed
 - b) Create industry advisory committees
 - i) Develop terms of reference and competencies
 - ii) Work closely with training institutions
 - c) Make use of labour market information
 - i) Analyse information and match training to skills needed
 - d) Adopt regional occupational standards

3.3 Working group 3: Belize, Jamaica, Montserrat, Suriname



Picture 6: Denise Kort, Denise Stephenson, Rosamund Meade and Stansmore Bowman

Draft Policy Framework Outline

GROUP 3

Participants: Belize, Jamaica, Montserrat, Suriname

INTRODUCTION

With the emergence of a single market in the region and environmental, technical and social issues facing some countries, there is the need presently to examine the education and training systems in order to effect needed improvements. Developments in the global marketplace are forcing countries into a more competitive mode and it is the education and training system that will be the vehicle of transformation.

It is proposed that a resource team is set up in each CARICOM country. This team should be comprised of professionals with expertise in data collection as well as in-depth knowledge of the particular country. Existing data on the labour market and education and training would be examined and supplemented by locally contracted studies. A

country representative would be appointed to a regional committee that would examine issues at the regional level. External consultancy assistance would also be desired.

TERMS AND CONCEPTS

A holistic approach should be taken to TVET and its development in the region. Therefore the policy statement should result in a common understanding of concepts, such as TVET, competency-based training and certification and assessment frameworks. Clear definitions are needed for the following:

- Training
- Education
- Target groups
- Enrolment
- Drop-outs
- School Leavers
- Standards
- Modules
- Duration of training

The further questions are of particular relevance and need specific clarification:

- Which institutions at public, private as well as industry levels shall comprise the national training system?
- What is meant by training providers and which bodies are included in this group?
- Are there arrangements in place for clear articulation and if so which exactly and between which institutions?
- Which type of structure is needed for equivalencies?

CONTEXT AND CHALLENGES

- ◆ Environmental situation in Montserrat had initially resulted in a population decline. This is now being restored, hence the need for an improved TVET-system. It is also believed that a proper system would attract more youth. The resulting impact on the economy could only be positive. Specifically, a post-secondary TVET-system is needed. Presently there is access available at the pre-secondary levels.
- ◆ In Suriname the TVET-system spans levels from junior Secondary, senior secondary and post secondary (Tertiary). There is however too much fragmentation at the jnr. Secondary level where there is a need for more specialisation. There is also a challenge being faced with a limited pool of labour resources, as there is a problem with skill migration. Also, TVET has a poor image and is not attractive to persons.
- ◆ In Belize the TVET-system spans the primary, secondary and tertiary levels. As presently structured, Belize's TVET-delivery system is disorganised and incoherent.

The newly established Employment Training and Education Services (E.T.E.S) as the technical arm of the Ministry of Education is charged with the oversight of TVET-delivery, and is responsible for the revamping and management of TVET country-wide, including the establishment of Centres of Employment Training (CETs) in each district.

MAJOR ISSUES

- Insufficient resources for TVET financing on a sustainable basis
- Lack of a national Education and Training policy/ HRD strategy to address issues of brain drain, small population and the resulting uncertainties
- Deficiencies in basic skills
- Growing unemployment
- Inadequate linkages between Education & Training and Industry
- Curriculum development to be industry driven

MAJOR OBJECTIVES, STRATEGIES AND SPECIFIC ACTIVITIES

- 1) Enhance the quality and capacity of TVET to satisfy the skilled manpower needs at the intermediate level of the various contributing economic sectors
 - a) Labour Market surveys to be conducted in targeted sectors
 - i) Identify sectors
 - ii) Source expertise to conduct surveys
 - iii) Conduct stakeholder consultations
 - b) Training needs assessment of target training population
 - i) Conduct sampling exercise
 - ii) Employ/recruit resource persons
 - iii) PR activities
 - iv) Conduct survey, analysis and report preparations, presentations of findings
 - c) Analysis of resource needs re instructional staff, equipment etc.
 - i) Conduct analysis of resources, human and other
 - ii) Upgrade instructors in relevant areas
 - iii) Facilitation and equipment upgrade planning
 - d) Improve communication and public relations efforts
 - i) Develop PR plan to inform stakeholders at each stage using various type of media
- 2) Increase access and equity to a wider cross-section of the population
 - a) Develop flexible programme delivery mechanisms/methodologies
 - i) Flexible hours for programme delivery
 - ii) Modular curriculum to be used
 - iii) Alternative methodologies for delivery to be explored e.g. distance learning, projects, simulation etc.
 - b) Develop policy to guide training for special target groups e.g. women, persons with disabilities, disadvantaged youth

- i) Consultant contracted to develop policy paper for STG – elaborate on their special needs and means of incorporating them in training programmes
 - c) Upgrading of training facilities and equipment
 - i) Conduct audit of existing facilities and equipment
 - ii) Source funds to purchase needed equipment and upgrade facilities
 - d) Trainee welfare programme to be established
 - i) Support services for trainees, e.g. day care facilities, stipend allowances for transportation etc.
- 3) Facilitate the transition from school to work and encourage entrepreneurial activities through the dissemination of information, career guidance etc.
 - a) Employability skills to be a part of training programme
 - i) Resource personnel to share acceptable work place practices with trainees
 - ii) Employability skills projects throughout training programmes
 - b) Develop/expand financing schemes for graduates
 - i) Develop mechanism for graduate access to start up business funds
 - ii) Inform trainers/graduates on existence of opportunities
 - c) Simulated business enterprises or industry attachments for trainees to be built into training programme
 - i) School-based enterprise programmes established in institutions
 - ii) Exposition of skills /products/open days
 - iii) Develop relationships with local firms and arrange work exposure scheduling
 - d) Career guidance and Information programme
 - i) Establish career guidance centre
 - ii) Document available jobs and earning potential for each and the qualification requirement
 - iii) Career guidance to be offered on a group and individual basis
- 4) Establish/Expand partnerships with Industry/International donor agencies for the provision of financial and other resources
 - a) Forge/Establish linkage with NGO's for development of training proposals/projects to facilitate access to funding
 - i) Attend /participate NGO forum
 - ii) Examine feasible training projects that would attract funding
 - iii) Develop skills in preparing project proposals
 - b) Conduct customised training programmes for industry and charge fees
 - i) Training needs assessment in firms
 - ii) Develop training plan
 - iii) Conduct training
 - iv) Prepare cost schedule and pricing
- 5) Develop partnerships with Industry for Standards and Curriculum development
 - a) Establish skills committees and invite industry participation
 - i) Identify resource persons from industry and formally invite participation
 - ii) Outline areas needing assistance
 - b) Involve industry representatives in trainee assessment exercises

3.4 Working group 4: Anguilla, Barbados, St. Kitts-Nevis



Picture 7: Geoffrey Yearwood, Raymond Guishard, Fritzroy Wilkin, George Callender

Draft Policy Framework Outline

GROUP 4

Participants: Anguilla, Barbados, St. Kitts

INTRODUCTION

- Ensuring better quality of life
- Ability to compete in a global environment
- Develop a highly skilled workforce
- Ensure that relevance of TVET
- Sound and effective TVET-system
- Establishment the structure and function of the council

TERMS AND CONCEPTS

Definition of Education:

Education is defined as an orientation and exposure to the subject, which gives the knowledge and skill upon which the student could build for a future career.

Definition of TVET:

Technical and vocational training is defined as a programme aimed at applying the necessary knowledge and skill for specific occupation.

- Training may take place in schools, centres, workplace or in designated institutions
- Training may be targeted to all individuals who are of age sixteen (16) years or older including university graduates who want to change career or develop a skill

TVET is defined as any education or training programme, course module or scheme that contributes towards the collective development of the necessary knowledge skills and attitudes required for further education and training and/or for gainful employment.

CONTEXT AND CHALLENGES

Context

- Decline in main agricultural markets (sugar, banana, fish)
- Effects on labour market economy
- Move towards the Caribbean single market economy

Challenges

- Participate effectively in the free movement of people
- Improve our economic growth and competitiveness
- Alleviate poverty
- Improve literacy

MAJOR ISSUES

- The absence of a national TVET-policy
- Growing unemployment
- Skills mismatch
- Insufficient access to tertiary level training in TVET
- Lack of co-ordination of TVET
- Lack of sustainability due to insufficient financing
- Deficiency in basic skills
- Lack of partnership between TVET-institutions and industry

MAJOR OBJECTIVES, STRATEGIES AND SPECIFIC ACTIVITIES

Overall objective of the national policy is to increase, significantly and concurrently, the relevance, the effectiveness and the efficiency of the national training system.

- 1) To improve on the numeric, computing and literacy skills
 - a) Structure the curriculum to integrate core subjects
 - b) Set up computer labs/systems to facilitate interactive learning
 - c) Retrain teachers so that they can teach/deliver an integrated curriculum
 - d) Make learning interesting
- 2) To increase access to tertiary level training in TVET
 - a) Introduce a semester approach to teaching TVET
 - b) Introduce a shift system
 - c) Decentralise the delivery of programmes
 - d) Open the institution at non-conventional working hours
- 3) To improve the co-ordination and management of TVET
 - a) Establish an apex body
 - b) Establish a national policy
 - c) Establish subject panels
 - d) Improve the human resource aspect of TVET
- 4) To reduce the gap between training and industry needs
 - a) Increase the symbiotic relationship with employers
 - b) Make the curriculum relevant to industry needs
 - c) Increase on-the-job training
 - d) Upgrade/modernise tools and equipment to facilitate training
- 5) To make better use of limited financial resources
 - a) Proper mobilisation of resources between institutions and industry
 - b) Introduce cost recovery scheme
 - c) Train staff to be multi-skilled
 - d) Develop multipurpose facilities

4. National Objectives and Follow-up

4.1 Critical Issues at national level, regional TVET-priority issues and national status of TVET-Apex agency establishment

As mentioned in the introductory chapter, the primary aim of this workshop has been the assistance in facilitating the development of national TVET-policy frameworks and accordingly the setting up of TVET-Apex agencies. This objective has been met and the participants of the workshop were overall highly satisfied with the outcome of the workshop, both on the side of advisory support by the attending resource specialists as well as the participants' own practical group work activities. As mentioned in Chapters 2.5 and 2.7 of this document, the recognition of the relevance for national and regional TVET-policy development needs to be based on the identification of critical issues. On the basis of a distributed questionnaire coupled with discussions in two working groups and additional reviewing activities, the participants of the seminar were able to identify critical issues for their home countries at national level, ranked in order of importance.

However, the identified factors as displayed below, can merely provide an overview of relevant issues, as by nature the assessment of these factors is biased by the personal and professional experiences as well as individual backgrounds of the participants of this workshop. This ambiguity can particularly be observed in the cases of Barbados (Nr. 3 and 4) and St. Lucia (Nr. 10 and 11), as for these countries respectively two persons answered to the same questionnaire in different ways:

Critical Issues at National Level

1. Anguilla

- 1.1. Appropriate legislative
- 1.2. No linkage between education and training
- 1.3. Growing number of unemployed
- 1.4. Development of national skill standards
- 1.5. The number of school leavers without basic education (4 + CXC)

2. Bahamas

- 2.1. Lack of stability in terms of governments philosophy
- 2.2. Absence of national educational and training policy
- 2.3. High school graduates lack basic skills in English and Math
- 2.4. Insufficient resources
- 2.5. Stigma associated with TVET – Counsellors/Educators/Parents regard TVET as inferior (weak students)
- 2.6. Unrealistic expectations

3. Barbados, *Participant number 1:*

- 3.1. National HRD policy
- 3.2. Absence of an accreditation system; Reluctance of initiation to enter credit/transfer
- 3.3. Improve co-ordination of TVET
- 3.4. High level of unemployment
- 3.5. Improved linkage between general education and TVET
- 3.6. Lack of sufficient skills to take advantage of high technology opportunities (e.g. software development)
- 3.7. Mismatch of training with workplace requirements

4. Barbados, *Participant number 2:*

- 4.1. Appropriate training
- 4.2. Improved linkages between education and training
- 4.3. Linkages with the industry
- 4.4. Proper recognition
- 4.5. Poor selection process
- 4.6. Poor general preparation
- 4.7. Salary levels

5. Belize

- 5.1. Improve co-ordination of TVET
- 5.2. Growing number of unemployed youths and adults
- 5.3. Improve awareness of the impacts of globalisation on one country (Belize)
- 5.4. Insufficient resources for TVET
- 5.5. Improved linkages between industry and TVET
- 5.6. Legislation which would impact the progressive growth and development of TVET in Belize

6. Cayman Islands

- 6.1. Review of TVET-curriculum (entire system)
- 6.2. Attitudinal adjustment to blue collar work (increased career advice)
- 6.3. High percentage of unskilled youth (need to quantify)
- 6.4. Need for citizenship education/life skills teaching from primary-tertiary
- 6.5. High percentage of unskilled youth in prison (drug-related)

7. Dominica

- 7.1. Upgrade quality of trainers and facilities
- 7.2. Enhance the private sector involvement
- 7.3. Make better use of existing resources
- 7.4. Establish NCTVET
- 7.5. Improve access to TVET-programmes

8. Jamaica

- 8.1. Increase acceptance of national vocational certification by employers
- 8.2. Expand cooperative training approach with the private sector (employers)
- 8.3. Increase linkages between education and training
- 8.4. More cohesiveness in the legal framework
- 8.5. Establish a quality assurance system for the private sector

9. Montserrat

- 9.1. Human Resource and Development Policy (Training separate from education, not necessarily co-ordinated)
- 9.2. Small population as a result of out-migration; Remaining population high under-achievers
- 9.3. Lack of facilities; Financial constraints
- 9.4. “Temporary Mode”; Needs not properly defined
- 9.5. Lack of data on which to base decisions

10. St. Lucia, *Participant number 1:*

- 10.1. Establish legislation for the operation of TVET-private training providers
- 10.2. Improved mechanisms for a labour-market Info System
- 10.3. Growing number of unemployed
- 10.4. Establish a national training fund
- 10.5. Establish and define roles and responsibilities of stakeholders – public and private sectors and unions through a well defined TVET-policy

11. St. Lucia, *Participant number 2:*

- 11.1. Better co-ordination of total training activities nationally
- 11.2. Financing of TVET-activities; sustainability
- 11.3. Acceptance of the contribution of TVET to economic development by Policy makers
- 11.4. National reform of curriculum
- 11.5. Opportunities for training for young people – goal-oriented

12. St. Kitts-Nevis

- 12.1. Providing proper equipment and resources for TVET
- 12.2. Better co-ordination between education and the industrial sector
- 12.3. A national policy framework for the development of TVET
- 12.4. Legislation to support/finance TVET-development and training
- 12.5. Training and retaining of TVET-instructors
- 12.6. Developing a proper career guidance programme

13. St. Vincent and the Grenadines

- 13.1. Curriculum development
- 13.2. Scarcity of materials and supplies for training
- 13.3. Staff development
- 13.4. Certification
- 13.5. Relevance of training to work
- 13.6. Opportunities for tertiary level training

14. Suriname

- 14.1. A national HRD strategy (especially the brain drain situation combined with a relatively small population)
- 14.2. Better co-ordination of the total training activities
- 14.3. Improving awareness of the impact/issue of professional development within the context of globalisation
- 14.4. Increase linkage between education and training
- 14.5. Growing numbers of unemployed
- 14.6. A shared understanding of the new economic reality

Similar to the identification of critical issues at national level, the participants of the workshop gathered in an additional group activity with the aim of identifying TVET-priority issues for the Caribbean region in general. The outcome of this activity in two working groups stressed the importance of improving the financial situation for TVET in the Caribbean, the development of TVET-policies and the better co-ordination of linkages between education and training, including the cooperation of the private sector. The presentations of the outcome of this working group activity is illustrated below:

Regional TVET-priority issues

GROUP 1

Critical Issues

Rationale

- | | |
|---|---|
| 1. Insufficient resources for TVET | - Training equipment and materials
- Manpower development |
| 2. Absence of national education and training policy | - Lack of focus and attention on TVET-matters
- Lack of legislation to regulate and support TVET |
| 3. Deficiencies in basic skills | - Required for effective training and developmental work |
| 4. Need to increase co-operation between industry and TVET-institutions | - To facilitate employment of graduates |
| 5. Curriculum needs to be industry-driven | - To enhance preparedness of graduates for the workplace-relevance |

GROUP 2

Critical Issues

Rationale

- | | |
|---|--|
| 1. Improve co-ordination of TVET | - Management Effectiveness and Efficiency |
| 2. Financing TVET / Sustainability | - Underfinanced as compared with general education |
| 3. Growing unemployment | - Escalating social problem and challenges
- Issues of Re-tooling |
| 4. Improved linkage between education and training | - Need for collaboration
- Reduction of “Turfism”
- De-fragmentation |
| 5. National HRD strategy/
Braindrain/
Small Population/ Uncertainty | - To respond effectively to the Globalisation issues |



Picture 8: Denise Stephenson, George Callender, Celestine Williams, Fritzroy Wilkin, Joy Basdeo

The identification of the above mentioned critical issues at both national and regional levels has to be seen in comparison with the actual status of establishment of TVET-Apex agencies in the countries and their requested areas for assistance. As well-known, of all attending countries at the workshop, only Barbados and Jamaica are currently in possession of a TVET-Apex agency. Shortly after the workshop St. Lucia has also announced the agreement of the current government on the setting-up of a TVET-Council. Respectively, the countries Anguilla, Belize, Cayman Islands and Montserrat stated their willingness to pursue a national discourse on the establishment of apex agencies during the following year. The representative of Dominica expects further progress within the next three years, while the participant of St. Vincent and the Grenadines could not make any timely specifications. The attendants from the Bahamas, St. Kitts and Suriname have currently no indication of national efforts towards the establishment of apex agencies in their countries.

4.2 Follow-up Objectives and Feedback

FOLLOW-UP OBJECTIVES

The following list of objectives has been generated out of the Feedback questionnaire on the workshop together with the personally stated objectives for follow-up activities by the participants during the final panel discussion. Accordingly, the illustration below summarises the main areas for follow-up activities and aims at providing a complete overview of the desired support for assistance by all participants of the workshop:

- Additional literature on Caribbean TVET-structures
- Further technical assistance for drafting and reviewing a national policy framework
- Assistance in creating an organizational structure for the national TVET-Apex agency
- Assistance in the setting up of the national TVET-Apex agency
- Assistance in continuing to rationalise role and functions of council after establishment
- Establishment of qualification and quality control under the guideline for an accrediting agency
- Definition of occupational standards and design of labour market questionnaire
- Accreditation and quality insurance for training institutions is of particular interest for the region as the islands are too small for setting up their own accreditation agencies

FEEDBACK

The Feedback questionnaire on the organisation and relevance of the workshop has been very positively acknowledged, of which the following statements give a good overview.

Best aspects of workshop:

- Good contributions from resource personnel: George Gamerdinger, Paul Payne, Fred Fluitman and Fernando Vargas Zuniga
- Hands-on development of policy frameworks: “An eye-opener to the type of questions that need to be asked as the process develops” as put by a participant
- Informative and timely
- Good size and choice of participants
- The sharing of knowledge and discussions in the working groups were very valuable
- All participants very satisfied with the organisation of the workshop

Meaningfulness of workshop:

- Excellent practical activity of the workshop for hands-on development of draft national policies
- Workshop has enhanced information sharing and networking between Caribbean countries
- Distribution of valuable resources and provision of additional references for further information

Constraints to workshop:

- Time limits for drafting of national training policy framework: No further elaboration on the structure and contents of the developed framework possible
- More information on operational structure of apex agency required
- More real policy makers should attend the workshop

5. Annex



Picture 9: Fernando Vargas Zuniga, Esther Brathwaite, Fred Fluitman, George Goodwin



Picture 10: Faida Mendoza, Marco Kreuter, George Gamerdinger

5.1 Annex 1: Agenda

“Strengthening National Vocational Training Policy in the Caribbean”
An ILO/OECS Technical Workshop for Policy Makers responsible for TVET-issues
Cara Suites, St. Lucia, 10-13 September, 2002

Tuesday	8.00 Registration	9.00 Opening Ceremony	9.45 Coffee Break	10.00 Introduction	10.45 Technical Session 1	11.45 Technical Session 2	12.30 Lunch	1.30 Technical Session 3	2.15 NVTP models: Implications for the Caribbean	3.30 Coffee Break	3.45 Group Session 1: Regional TVET- priority Issues
Wednesday	9.00 Meeting Updates	9.15 Technical Session 4	10.15 Coffee Break	10.30 Technical Session 5			12.15 Lunch	1.30 Group Session 2: The develop- ment of the drafting process		3.15 Coffee Break	3.30 Feedback on the Drafting Process
Thursday	9.00 Group Session 3: Drafting the policy framework outline		10.15 Coffee Break	10.30 Group Session 4: Drafting the policy frame- work outline			12.15 Lunch	1.30 Feedback on draft outlines		3.15 Coffee Break	3.30 Group Session 5: Finalising of draft outlines
Friday	9.00 Presentation of final drafts	11.00 Follow-up actions	11.30 Summary remarks and closing								

5.2 Annex 2: WWW-Addresses

International Labour Organization (ILO)

1. International Labour Organization, Caribbean Office:

<http://www.ilocarib.org.tt>

2. List of HRD/TVET publications - Caribbean Region, ILO Caribbean Office:

http://www.ilocarib.org.tt/system_links/link6tst.html

3. International Training Centre of the ILO, Turin, Italy:

<http://www.itcilo.it>

4. Inter-American Center on Research and Documentation in Vocational Training - CINTERFOR (English Site):

<http://www.cinterfor.org.uy/public/english/region/ampro/cinterfor/>

Organization of Eastern Caribbean States (OECS)

Organization of Eastern Caribbean States – Education Reform Unit:

<http://www.oeru.org>

Jamaica

Human Employment and Resource Training Act/National Training Agency (HEART/NTA):

<http://www.heart-nta.org>

Barbados

Labour Market Information System:

<http://labour.gov.bb/blmis2/default.asp>

5.3 Annex 3: Opening Ceremony: Remarks and Keynote Address

Welcome Remarks:

Ms. Esther Brathwaite
Deputy Permanent Secretary
Ministry of Human Resource Development, Youth and Sports
Government of St. Lucia

Remarks:

1. Mr. Fred Fluitman
Programme Manager
Employment and Training Policies
International Training Centre of the ILO
Turin, Italy

2. Mr. Fernando Vargas Zuniga
Consultant
CINTERFOR/ILO
Montevideo, Uruguay

GREETING FROM THE DIRECTOR OF CINTERFOR/ILO TO THE PARTICIPANTS
OF THE WORKSHOP
“Strengthening National Vocational Training Policy”
St. Lucia, 10 September 2002

Distinguished authorities, ILO colleagues, ladies and gentlemen,

In the impossibility of being there personally with you at this important event gathering together the highest training authorities and representatives of most countries of the English-speaking Caribbean, I should like to convey my warmest greeting and wish you all success in the deliberations that will take place these days. I trust that the results obtained may help in the development of technical and vocational education and training in that region.

Since the creation of Inter-American Center on Research and Documentation in Vocational Training-Cinterfor in the mid-nineteen sixties, the ILO has always been bent on technical co-operation and the support of activities in the field of training carried out

by the specialised institutions of the Latin American and Caribbean region. It has endeavoured to do so in an original manner insofar as international technical co-operation is concerned, by promoting horizontal collaboration among the vocational training bodies of the different countries involved. The ILO makes its resources available in order to encourage the identification, analysis and dissemination of the best practices tried out by the countries themselves.

On this occasion the ILO is once again contributing to the conceptual advancement, discussion and development of a sound framework for the application of TVET –related policies. Furthermore, this initiative is eloquent proof of the way in which the diverse ILO units have been working in the region: We have formed in recent years a strategic alliance with the Turin Training Centre, the ILO regional Office, its Area Offices and the MDTs (in this particular case with our colleagues from the Port-of-Spain Office), the InFocus Programme on Skills Knowledge and Employability and Cinterfor/ILO. ILO interventions in training strive to provide an organic, co-ordinated and consensual response to the demands of Member States of the Americas.

In Cinterfor we have always deployed regional actions facilitating co-ordinated work among our countries. One of our most recent efforts in that direction has been to provide our web site in English. As from this year, and with the invaluable support of the IFP Skills Programme at Geneva Headquarters and of the ILO Caribbean Office, a number of important documents, books, reports and other material is being published of interest to the training community of the region.

Such items have been grouped together in areas comprising quality management, training based on occupational competencies or qualifications, the training of the young, the role of trade unions in training and gender equity in training and employment, among others.

Our web page also offers a “vocational training map”, that has links with the E-mail addresses of all vocational training institutes (in the Caribbean it includes the HEART/NTA of Jamaica and the NTA of Trinidad & Tobago). We make vows that this may be made extensive to all Caribbean countries in the near future.

Our joint work with the ILO Office for the Caribbean has enabled us to share in several initiatives and make known to the Latin American region the advances achieved there in the integration of training models. In that connection we have published for this Workshop a selection of papers covering different training topics from Latin American and Caribbean countries.

Last year we also took part – in Barbados that time – in a training activity jointly carried out with the Turin Centre, IFP Skills and the ILO Caribbean Office, that made it possible to discuss and reach important conclusions about the implementation of standardised systems for training and certification in occupational competencies.

From Cinterfor/ILO at Montevideo I send you all a cordial greeting and my best wishes for a successful workshop that may reassert the regional work aspirations that on this

occasion you and your colleagues are making a reality. Once again, we reaffirm our commitment to work better and more fervently for the happiness and progress of our Member States.

Sincerely,

Pedro Daniel Weinberg
Director, Cinterfor/ILO

Keynote Address:

Mr. George Goodwin
Director General (Ag.)
OECS Secretariat

Address to
ILO/OECS Technical workshop on
“Strengthening national vocational training policy in the Caribbean”
Castries, Saint Lucia
10-13 September 2002
By
George Goodwin Jr.
Director General (A.I.)

Salutations and Welcome

The OECS secretariat is extremely pleased to join the ILO through its various sub-offices, in the convening of this workshop not only because of the timeliness of the workshop itself but equally important, the objectives and outputs coincide with the secretariat's own programme for HRD generally and specifically our technical vocational education in the OECS sub-region.

The formal involvement of the secretariat in TVET-activities can be traced back to 1994 when the heads of government of the OECS member states agreed that technical and vocational education should become an essential component of the OECS education reform programme. This was an attempt ensure some measure of consistency and co-ordination of the disparate national programmes and activities that fell broadly under the rubric of TVET. Perhaps most significant at the time also, was the recognition on the part of the highest policy making body in our sub-region that technical and vocational education was an integral component of our human resource development strategy and

not a second-best alternative to be offered to students who for whatever reason, did not excel in the other areas of the educational curricula.

Paul Payne, the OECS TVET-Co-ordinator for the past six or so years, in his presentation later today, will describe for you, the various activities and efforts we have undertaken since those early days, to mainstream TVET and to develop a coherent and comprehensive programme for co-ordination of our TVET-policies and programmes. Let me therefore, not try to steal his thunder and leap over this history to the present.

The crisis in economic and social development in the world of underdeveloped countries did not start with 9/11 as we are now wont to proclaim in accordance with the line being put about by the popular media. The changes in the intrinsic character of the global economy can be traced back to the 1980's and in recent times culminating in the formalised systems and rules of what is now called "globalisation". These developments have had much more profound and far-reaching effects on the daily lives of our societies than anything else in the past 50 years. In many, many subtle and direct ways, our very survival as nation states and societies is under threat. If we are to get out from under these threats, we have to find new and innovative approaches:

- To the way we do things,
- To the ways we organise our production and trade,
- To the ways we organise our societies,
- To cope with the new imperatives of this new order.

In societies that are small and are material resources poor, survival will depend on how we harness and utilise our human resources and the systems we put in place to create and maintain maximum efficiency in management and organisation and in our production processes and outputs.

All of this comes down to how we organise, train and develop our human resources and the relationships and interface we forge between people and technology.

I would argue that as this workshop addresses the content and structure of TVET-policies these issues must be central if such policies are to be relevant and to give sustaining guidance to our human resource development efforts.

Within the secretariat and the OECS sub-region generally, we have had to realign our various policies and strategies to address these new realities and imperatives. Our overall work is now guided by our OECS social and economic development charter and the OECS social and economic development strategy both of which seek to ensure that development is "people centred." Companion and sub-strategies to these, address our thrust in education reform, social development and environment and sustainable development. The overarching strategic objective that links all of these is the closer integration of our sub-region beginning with an OECS economic union.

Two of the platforms in our economic union are directly linked to how we treat with human resource development generally and has direct relevance for the policies and strategies of our TVET-programmes. I speak specifically of the free movement of persons and labour and the free circulation of goods.

Our free movement of OECS nationals initiative that we are now pursuing is much more than just merely trying to make travel within the OECS hassle free. It's wider objective - still to be realised but inevitable nonetheless -is to provide for the movement of labour and the transfer of skills to the areas of greatest need.

This is imperative if we are to ensure the efficiency that I claim is so needed in this new globalisation. The national TVET-policies therefore will need to provide for the general recognition and acceptance of skill standards across the sub-region. Paul will no doubt give you an idea of where we are with this but from what I understand, much more still needs to be done and time is not on our side. I hope therefore that interventions such as this workshop will hasten this process.

The second platform in our economic union initiative is the free circulation of goods. The upshot of this will be the removal of protective barriers to our production enterprises or put differently, full internal competition. It means that the most efficient producers are the ones that will win out. I hasten to add that competitiveness of production is not just an imperative of our the OECS internal market but is being thrust upon us through global market liberalisation.

This in turn speaks to the need to ensure that the TVET-programmes are consistent with the demands of the economies for the skills required for production and trade. In other words, the partnerships and involvement of the private sector and other stakeholders in the elaboration and articulation of the training and development programmes at school and continuing education levels have to be real.

In summary then, this workshop with its focus on enhancing OECS TVET-systems and policy development is timely in a specific OECS sense - the complementarity with the broad thrust of the OECS strategies and initiatives, etc. From the wider perspective of seeking to come to grips with how prepare our populations to deal with their survival in the current global environment, it is equally important.

I wish again to thank our friends from the ILO for joining with us in this initiative and look forward to continuing the long and fruitful collaboration between our two organisations.

I wish the workshop fruitful deliberations and to all of you individually, an enjoyable and productive sojourn in St. Lucia.

Strengthening National Vocational Training Policy in the Caribbean
- An ILO/OECS Technical Workshop for Policy Makers -

5.4 Annex 4: Participants List

COUNTRY	NAME	DESIGNATION	ADDRESS	E-MAIL	TELEPHONE	FAX
Anguilla	Mr. Raymond Guishard	TVET-Co-ordinator	ALHCS, Box 608, The Valley, Anguilla.	guishray@yahoo.co.uk	264-497-2416	264-497-2908; 264-497-7324
The Bahamas	Dr. Celestine Williams	Manager	Bahamas Technical and Vocational Institute, P.O. Box N 4934, Nassau, Bahamas.	tinawill48@mail1.coralwavel.com	242-393-2804/5;	242-393-4005
Barbados	Mr. Geoffrey Yearwood	Manager, Employment and Training Fund	Technical and Vocational Education and Training Council, 7 Chelwood, 8th Avenue, Belleville, St. Michael, Barbados.	office@tvetcouncil.com.bb	246-435-3096	246-429-2060
Belize	Mr. Stansmore Bowman	Director, TVET Project	TVET Project Co-ordinating Unit, Cor. Hutson and Eyre Streets, 2nd Floor, Blake Building, Belize City, Belize.	etes2000@hotmail.com	501-227-6018	501-223-7331
Cayman Islands	Ms. Joy Basdeo	Permanent Secretary	Ministry of Education, Human Resources and Culture, 4th Floor, Government Administration Building, George Town, Grand Cayman.	joyb@candw.ky	345-949-8900 ext. 2414/2417	345-949-9343
Dominica	Mr. Merrill Matthew	Director, Technical Division	Clifton Dupigny Community College, Technical Divison, Stockfarm, Commonwealth of Dominica.	mjm541@hotmail.com (H) or cdtstudies@cwdom.dm (W)	767-448-2401 Ext.3494/3496 (W); 767-448-4974 (H)	767-448-0644
Jamaica	Ms. Denise Stephenson	Manager, Planning and Research	HEART Trust/NTA, Planning & Project Development Division, 6B Oxford Road, Kingston 5, Jamaica.	denise_stephenson@heart-nta.org	876-929-3410-8	876-960-9486
Montserrat	Mrs. Rosamund Meade	Education Officer	Ministry of Education, Health & Community Services, Education Department, P.O. Box 103, Brades, Montserrat.	depedmon@candw.ag	664-491-2541	664-491-6941
St. Kitts-Nevis	Mr. Fritzroy Wilkin	Director, Advanced Vocational Education Centre	Ministry of Foreign Affairs & Education, Church Street, Basseterre, St. Kitts.	foreigna@caribsurf.com; wilkin_skb@hotmail.com	869-465-2521; 869-465-5607	869-466-8974

Strengthening National Vocational Training Policy in the Caribbean
- An ILO/OECS Technical Workshop for Policy Makers -

St. Lucia	Mrs. Estellita René	Education Officer - TVET	Ministry of Education, Human Resource Development, Youth and Sports, Francis Compton Building, Waterfront, Castries, St. Lucia.	rene_e@hotmail.com	758-468-5263	758-453-2299
St. Lucia	Ms. Esther Brathwaite	Deputy Permanent Secretary	Ministry of Education, Human Resource Development, Youth and Sports, Francis Compton Building, Waterfront, Castries, St. Lucia.	estherlb@hotmail.com	758-468-5203	758-453-2299
St. Vincent & the Grenadines	Mr. Joseph Mapp	Principal, Technical/Vocational Institution	Ministry of Education, Kingstown, St. Vincent & The Grenadines.	svgtec@vincysurf.com	784-458-4612 (W)	784-457-1114; 784-456-4448
Suriname	Ms. Denise Kort	Director, Polytechnic College	Stichting Polytechnic College, Paramaribo, Suriname.	d.kort@ptc.sr	597-400733	597-402400
Observers						
Barbados	Mr. George Callender	Council Member	Technical and Vocational Education and Training Council, 7 Chelwood, 8th Avenue, Belleville, St. Michael, Barbados.	gcallender@sjpp.edu.bb	246-426-5306	246-426-0843
Cayman Islands	Mr. Wally Whittaker	Director of Labour	P.O. Box 10727 APO, George Town, Grand Cayman.	walling.whittaker@gov.ky	345-949-0941	345-945-6057
Resource Persons						
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Strengthening National Vocational Training Policy in the Caribbean
 - An ILO/OECS Technical Workshop for Policy Makers -

ILO Officials						
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5.5 Annex 5: Bibliography of distributed reference materials (Available upon request)

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5.6 Annex 6: Background Paper to Technical Session 1

Policy frameworks and TVET-Issues among OECS Member States **Paul Payne, OECS – TVET-Co-ordinator, Education Reform Unit (OERU)**

INTRODUCTION

This presentation has been put together primarily to stimulate and focus our workshop discussions on some key TVET-policy issues. You and I are aware that decades of discussions nationally, regionally and even internationally, on issues in Technical and Vocational Education and Training (TVET) have marked the education landscape. I am therefore admitting up front that it was impossible to capture all the fine points of those discussions in this one-hour presentation. If at this end of this presentation you end up accusing me of having ‘selective amnesia’, just remember that I have already pleaded (taken) the “Fifth.”

I would like to introduce my topic with two related items. The *first* is a clip from the local news of this past week:

This clip was of the Director of the Centre for Adolescent Rehabilitation and Education (C.A.R.E.), Brother Dominique Brunnock expounding on the success of that specific Training Programme. I would like you to note his criteria for assessing the success of that programme. This two-year programme caters for some of the “dropouts” of the formal education system in St. Lucia. In this programme, vocational skills take second place to the general education, social and life skills.

The *second* is a statement of modern education philosophy that we can call the modern law on learning (no longer a theory). “*All children can learn and therefore all children can be taught*”.

“*All children can learn and therefore all children can be taught*”. So if any child has failed to learn it is because we have failed to teach him or her. What the CARE programme has taught us is that our children who have failed to learn the fundamental skills of communication, numeracy, creative thinking, deductive reasoning and basic social skills, have failed not for lack of ability, but rather for lack of opportunity. It is therefore imperative that our National Policy on education and training provide for that missed opportunity to become available to all our citizens. So when the 29th OECS Education Reform Strategy says, regarding Technical and Vocational Education and Training, and I quote:

Re-think and reorganise Technical and Vocational Education (TVET) to produce a standardised system which functions in a partnership with the private sector and which is intimately integrated into the world of work (Strategy 29).

It is suggesting that we need to “re-think and reorganise” how we are to provide for that missed opportunity for learning. We need to examine thoroughly the key issues pertaining to our system of education and training. We need to think through carefully

our education and training philosophy, develop the necessary policy framework and subsequently the related strategies, and then implement the appropriate strategies that will facilitate our sub region developing “Creative and productive Citizens for the twenty-first Century.”⁶ I would like at this juncture to recognise the ongoing efforts of the OECS and in particular St. Vincent and St. Lucia, who with external financial support, have been attempting to implement certain strategies to ensure that our youths get the needed “opportunity”.

What is the basis for examining the key elements of our TVET-Strategy Framework that will guide the necessary developments in OECS TVET for the next 10 years?

In 1994 the OECS TVET-Office developed an 86 page Document entitled ***Draft Policy Document on Technical and Vocational Education and Training***. The evolution of this policy document was guided by existing work by the CARICOM Secretariat on the TVET-Sector, and which had resulted in the 1990 publication of the “***Regional Strategy for Technical and Vocational Education and Training***. The purpose for developing that original policy document was stated in its Foreword:

*It is the hope that this document will help improve the understanding of TVET in its goal to impact on the socio-economic situation in member countries of the OECS and provide the necessary policy guidelines for Planning and Management, delivery and evaluation of TVET at the OECS level with implications for each territory.*⁷

(That original document was never distributed publicly, but our TVET-Office is willing to reproduce a copy for your reference purposes at a cost of EC\$50.00/US\$20.00 each.) However, a synopsis of this policy document, ***Recommendations for OECS TVET-Development: The Way Forward for TVET***, was later produced in 1995 and has been widely circulated and used as the basis for giving direction on TVET-development in the OECS. While the policy issues outlined in the document remain relevant, regional and international developments in various spheres demand that we bring an updated perspective to these policy issues, hence the timeliness of this workshop. The analysis of these TVET-issues will also allow some assessment of the current status of TVET in our region. This workshop is therefore expected to assist in the development of the relevant national TVET-policy framework through which the national strategies for meaningful interventions in the enhancement of our national system for human resource development can be articulated.

TVET-POLICY ISSUES

What are these relevant TVET-issues that form the basis for the further development of our national TVET-policy framework?

⁶ The Title of a CARICOM Document approved by the Standing Committee of Ministers responsible for Education at a Special Meeting held in Barbados in May 1977.

⁷ Draft OECS Policy Document on TVET, Foreword p2, OECS 1994.

In developing the proposal for this workshop one of the originally stated objectives was: “To update the OECS TVET-Policy document, The Way Forward for TVET”. I have therefore used that document as a guide in submitting the following nine issues, which emerged in part, from that section of the document dealing with the TVET-Policy Framework. I will speak briefly on these issues with respect to our present status in the region and in the OECS in particular. We will then, through dialogue during this workshop, come to some consensus on a common understanding of these issues. The actual process of formulating TVET-policies from these issues will be the work of the relevant expertise whose assistance we have with us at this workshop. These key issues are:

1. The concept and definition of TVET
2. The purpose and relevance of TVET
3. The target groups of TVET (programme levels)
4. The Policy Framework for TVET (Addressing the relevant issues)
5. The legal framework for TVET (Assigning accountability and responsibility)
6. Management and co-ordination of TVET nationally and regionally (National Training Mechanism, OECS TVET-Focal Point & the CARICOM RAC for TVET)
7. Programme development and implementation (Occupational competency based programmes)
8. Certification and Accreditation
9. TVET-Resource requirements (Facilities, Staffing and Finances for TVET)

THE CONCEPT AND DEFINITION OF TVET

We need to place the concept of TVET within the context of its evolution in the OECS from such subjects as Handicraft and Agriculture in our Primary schools in the 1950’s to technical subjects in our Secondary schools in the 1960’s and the emergence of the Technical Colleges in the early 1970’s. I do not wish to elaborate on the multiplicity of terms that had surfaced to describe these additional elements of our education and training system. “Tech Voc”, “Technical Education”, “Vocational Education”, “Vocational Training” and more recently “Vocational Education and Training (VET)” were some of the popular labels. The most comprehensive definition later appeared in the 1994 OECS TVET-Policy Document and its subsequent synopsis “The Way forward for TVET” as a mutation that is made up of elements of various definitions of related terms. We can therefore extract from the documents the following definition that entails the comprehensive and holistic concepts entwined in the term Technical and Vocational Education and Training (TVET).

Technical and Vocational Education and Training is defined as any education or training programme, course, module or scheme that contributes towards the collective development of the necessary *knowledge, skills and attitudes* required for further education and training and/or for gainful employment.

One would note that the definition encapsulates the four distinct elements of TVET, technical education, technical training, vocational education and vocational training. This definition, of course, is still open to further debate and I am sure it would be acceptable to most participants for the purposes of this workshop. However, it is necessary to point out that any further refinement should be considered in light of the fact that education and training in the OECS, is no longer a social imperative but an economic and developmental imperative.

THE PURPOSE AND RELEVANCE OF TVET

TVET, organised as a system of education and training in the OECS, had its purpose spelled by the Heads of the OECS Governments, when in 1994, they directed that TVET become an essential component of the OECS Education Reform Strategy Programme. The reform, and by extension TVET, has as its major objective the need to:

“Strengthen and institutionalise the capacity of member states to work collaboratively to improve access to quality, relevant and affordable education and training for the people of the sub-region in the pursuit of a better quality of life for all.”⁸

Reform of OECS ‘education and training’ must therefore include addressing needs specific to technical and vocational education and training (TVET) in the development of the human resources in this region. The main purpose of TVET is therefore to facilitate the transition from school to work, from following an education to following a vocation. However, it must also be noted that the relevance of TVET to our economic development is even more important than its purpose.

Given that comprehensive definition of TVET, which has now emerged, why do we need another system to respond to our education and training needs? One reason is that we would first of all need to bridge that divide between what exists in the system now and what we need to put in place for tomorrow, or rather, today. This transition will facilitate the removal of the cultural prejudices that have developed in our society against those who are ‘non academic’. It will allow us to address the issues pertaining to the relevance of TVET to Human Resource Development in light of the technological advances and other social factors influencing our ‘quality of life’.

The other important reason is that there is a fundamental anomaly in our present system of education and training that must be addressed if we are to make the necessary progress

⁸ Minutes of the Meeting of the Authority, St. Lucia, June, 1994

in our human resource development programmes. The Reform Strategy Document highlighted the CXC pass rates of the education system as a whole, signalling that improvements in these figures would be the measure of the success of the education reform programme. Additionally, passes in this and similar examinations have become the benchmarks from which we evaluate the educational success of our schools, our teachers and even our individual countries.

Thus, the success of our current education and training system, with its prevailing ‘exam focused’ philosophy, is characterised by the number of students who attain the standard of five or more General Certificate of Education passes at CXC and other equivalent examination. Unfortunately, for decades our ‘success’ rate in the OECS, and the wider Caribbean for that matter, has only been achieved by less than twenty percent of the student population.⁹ However, our economies are sustained by and depend on, to a very large extent, the productive capacity of the remaining eighty percent who have ‘failed’ to meet our academic ‘educational standards’. The issue to be resolved here relates to the question as to whether it is not now extremely critical to revise our national education and training policies to ensure the ‘success’ of the larger and more significant portion of our workforce in the increasingly competitive economic environment. For how much longer can we continue to maintain a business, even in education, where less than 20 percent of our ‘products’ are classified as meeting a satisfactory standard? Extending this analogy, we must recognise that changes to our ‘production’ methodology are consequently inevitable. The system therefore requires an intervention to address this anomaly, and this will only be possible through TVET that is guided by a well-articulated policy framework. However, this intervention must be accommodated as complementary to the traditional education system, enhancing the general education programmes rather than being a competing alternative.

THE TARGET GROUPS OF TVET

The above discussion of the definition, purpose and relevance of TVET has identified the target population of TVET. Three are identified below, but what is significant is that they exist at the various levels of the education and training system.

1. Participants of the general education system at both primary and secondary schools.
2. Youths (male and female 16 to 21 years) who presently represent up to 70% of their respective age group who do not have access to relevant post secondary education and training opportunities.
3. Adults who seek further training as a first step towards productive employment or those seeking re-training opportunities to enhance present qualifications or to develop new skills for employment.

⁹ Recommendations for OECS TVET Development: The Way Forward for TVET, Adapted from: OECS Policy Document for TVET, OECS, February 1995, p 15.

The target group can further be analysed with reference to the levels at which TVET could be accessed in the education and training system. These would include the following:

1. Primary/Secondary schools
2. Post Secondary Technical Colleges and Training institutions
3. Firms and /or institutions providing in-service training.

A third classification of the target groups is listed as follows:

1. General Education
2. Adult and continuing education and training
3. Workforce training and retraining.

One key element of this issue, is the recognition that there has to be distinct approaches to TVET at each of these target groups and/or levels of delivery, hence the need for clear policy guidelines to effect meaningful education and training interventions for each target group.

THE POLICY FRAMEWORK FOR TVET AT THE NATIONAL LEVEL

Much work has already been completed with regards to TVET-policies and strategies at the regional level. However, where the shortcomings exist as to TVET-policies and strategies is at the national level. This issue is therefore the focus of this workshop so that hopefully, our efforts to alleviate this shortcoming will be boosted by the outcome of the workshop.

THE LEGAL FRAMEWORK FOR TVET AT THE NATIONAL LEVEL

The development of the human resource is even more critical to the economic survival of our region today than it was back in 1990 (when the Regional TVET-Strategy was developed). A legal framework would give the necessary authority to the human resource development process and at the same time assign the required responsibility with its accompanying measure of accountability to all TVET-stakeholders. It is therefore essential that the issue of putting the appropriate legislation in place be considered as another key step in establishing a sustainable TVET-system.

To this end the OECS supported the development of a Model Education Act, which includes a section providing the comprehensive legal framework for the management and

co-ordination of TVET at the national level. The following outlines the current status of this legislation in the OECS:

- Two countries, Dominica & St. Lucia have passed the Model OECS Education Bill;
- Seven countries are at various stages of adapting the Model OECS Education Bill;
- One country, Anguilla, does not yet have the Bill as a priority (At the time the Model Bill was introduced Anguilla had the most up-to-date Education legislation but no provision for a TVET-Council).

Unfortunately, OECS Member States are yet to adopt the appropriate regulations to give effect to that section of the Bill establishing the national mechanism to manage and co-ordinate TVET.

MANAGEMENT AND CO-ORDINATION OF TVET (REGIONALLY AND NATIONALLY)

At the CARICOM level, the establishment of the Regional Advisory Committee for TVET (RAC) in 1992, as an outgrowth of the Regional Strategy for TVET, created a regional focal point for TVET. Some ten years later, the role and function of this body are at the present time being revisited by the CARICOM Secretariat to ensure its relevance and effectiveness in light of the new developments in TVET. In 1995 the OECS Secretariat created the post of TVET-Co-ordinator, which has served as the focal point for TVET in its OECS Education Reform Unit (OERU). The establishment of national mechanisms for the management and co-ordination of TVET continue to be promoted by the regional focal points for TVET as a result of the recommendations of the *Regional Strategy for TVET*, the *Draft OECS TVET-Policy Document* as well as a recent Consultancy Study and Report, *Establishment of National Co-ordinating Mechanism for TVET in the OECS*, supported through the OECS/GTZ TVET-Project in 1998.

Given the relatively small size of some individual Member States in terms of available resources and national TVET-management and co-ordinating capacity, serious consideration must be given to putting in place some mechanism that is at least functional and sustainable. The role of this mechanism must therefore reflect the critical functions that have to be addressed in the ensuing training environment, which in most cases is unique to the individual Member State. Thus, it is almost impossible for a prescribed model to fit the needs of all Member States and therefore, it is the responsibility of each Member State to provide the relevant policy guidelines for effective co-ordination and leadership at the national level. Hence, we identify the key rationale for developing national policies for TVET. The following suggestions should be considered in this process:

National Focal Point for TVET – TVET-Co-ordinator: All Member States have at present some focal point for the national responsibility for TVET. This ranges from an officer of the Ministry of Education who had been identified as having responsibility for TVET-matters (two Member States) to an officer specifically appointed to manage and co-ordinate national TVET-matters (seven Member States). This situation, though not ideal for the establishment of the competency training and certification system, provides at least a foundation for evolution of the required mechanism. It is therefore expected that these National Focal Points will lead the national initiative in establishing the required mechanism for TVET-Co-ordination.

National Co-ordinating Mechanism for TVET (NTA) – Implementing the TVET-Component of the OECS Education Legislation: the National TVET-Council: Among the prerequisites enumerated by CARICOM¹⁰ for participation in the regional competency based certification initiative is that each Member State establishes some national co-ordinating mechanism for TVET. Jamaica, Trinidad and Barbados have formally established their national co-ordinating mechanism for TVET. In the case of OECS Member States, the recommended composition, roles and functions of this mechanism are clearly articulated in the OECS Model Legislation. This legislation provides the framework enabling Member States to begin the process of establishing this national mechanism. The proposed National TVET Council has the responsibility to co-ordinate “TVET at all levels”¹¹ and all sectors of the training system and to regulate the processes of training and certification. It may be necessary that Member States, as a first step in the process, establish some element of the Training Mechanism, as suggested above, and begin to put in place the ‘prerequisites’ that CARICOM has prescribed.

PROGRAMME DEVELOPMENT AND IMPLEMENTATION

This issue of programme development and implementation has undergone much transformation in the past decade. The modular approach to curriculum development has had its greatest impact on TVET-programmes. The concepts of ‘relevance’, ‘efficiency’, ‘cost-effectiveness’, ‘employability’ and ‘productivity’ must be given critical consideration in the development of TVET-curriculum particularly in today’s difficult economic environment. The active participation of the private sector in this process is a new dimension that has to be considered and implemented. The relevance and currency of TVET-programmes at all levels can only be validated through the active (preferably pro-active) participation of appropriate representatives from industry. Training institutions, especially those without links to the relevant industry, can no longer dictate the content and context of TVET-programmes without impunity.

¹⁰ See Annexed CARICOM proposal of “Essential Pre – Requisites for Participation in System of Vocational Qualifications based on Occupational Competence.”

¹¹ OECS Model Education Bill, 1995, chapter 124 pp. 85-87

The national education and training policy must also ensure the implementation of relevant and efficient education and training programme, which is linked to the national economic developmental imperatives. The elements of such a programme are:

- Sound foundation in basic general education,
- Competency based modular curriculum,
- Occupational skills training based on occupational standards set by the industry,
- Competency based vocational qualifications,
- Regionally established, recognised and accepted qualifications.

The adoption of the competency based model for curriculum development and implementation now has the concurrence of CARICOM Heads. It is currently utilised in Jamaica, Trinidad and Barbados and is being positively considered for use in the OECS. The essential elements of this model are:

- *Sector Studies & Analysis*- identifying key occupations and employment and training opportunities based on national training needs
- *Occupational Analysis* – occupation and job profiles and development of occupational standards
- *Programme Specification Development*- defines programme content and training context, competency profile by levels and certification plan.
- *Curriculum Development*- definition of competencies, instructional modules, instructional and evaluation methods including contact time.
- *Instructional Materials Development/Selection*

CERTIFICATION AND ACCREDITATION

The national education and training policy framework must also reflect the regional thrust towards a Single Market and Economy. This thrust would be supported by a system of occupational standards-driven, competency-based training and certification in partnership with the industry (private sector). Such a system had already evolved in the region and credit must be given to the HEART Trust NTA of Jamaica for pioneering this system. Recent developments in CARICOM have led to the integration of the adopted framework for regional certification of occupational competencies into one of its ongoing initiatives. That initiative proposes the establishment of national or sub-regional accreditation mechanisms linked to a regional accreditation body, as the quality assurance agency for the certification system.

The proposed framework recommends the following five levels of occupational certification for the region:

Level 1: Entry-Level: Semi-Skilled, Apprentice, Supervised Beginning Worker

Level 2: Skilled Worker: Technical/Specialized Independent Worker (Licensed, Etc)

Level 3: Technician, Supervisor, Trainer / Instructor

Level 4: Master Craftsman, Manager, Entrepreneur, and Instructor Trainer

Level 5: Chartered Professional and/or Manager

The following elements provide the evaluation criteria at each of the five levels:

- Occupational level and /or Caribbean Vocational Qualifications (CVQ) level
- Educational requirements to enter training
- Duration of typical program
- Job experience requirement for certification
- Educational requirement for certification
- Typical training modalities

There are several advantages of this system of certification based on occupational competencies. Firstly, it facilitates the upward mobility of our workforce in their respective occupational area. Secondly, it provides for the pro-active participation of private sector employers and organisations in the whole training process, from programme development, through programme delivery, to assessment and certification. Finally, the most important advantage is that this system of certification, as a regional initiative, will facilitate the free movement of skilled labour throughout the region. However, it must be clearly noted that this system of certification is not a replacement for or a rival of any other certification, but in fact is complementary to all other certification.

TVET-RESOURCE REQUIREMENTS

Serious policy consideration must be given to this important issue of sustaining the TVET-system. I will not pretend to be able to provide the solutions to this critical issue, but would rather let our workshop discussions on this issue, guide the resulting policy recommendations. There are three key elements to this issue of TVET-resources to which I would like to draw your attention. These are:

1. Facilities: The provision of adequate and up-to date training equipment located in training institutions or in the respective industries. Training materials, curricula materials and appropriate training aids would be part of this provision.
2. Staffing: The provision of adequately trained and competent staff for TVET-management and delivery including assessment and maintenance of the facilities.
3. Finances: The provision of adequate finances from all stakeholders with some consideration being given to a specific training levy as a sustainable source of finances.

I anticipate that our discussions, especially on this element of financing of TVET, will be the liveliest of all. However we cannot ignore the social and political implications of the critical issue.

CONCLUSION

As we use this workshop opportunity to formulate national policy statements out of the above issues, I would like to conclude my presentation with these comments.

I am hoping that this workshop would serve as a catalyst to get us over the humps (in the road to progress) that have been retarding meaningful development in TVET in this sub-region. Let us not continue to sell our young population short in terms of their natural abilities, talents and their capacity to learn, and become productive citizens, given the opportunity in the right environment and with positive motivation. Is there any doubt that the students whom we considered to be “lesser academic” mortals, and condemn to the ‘lower’ echelons of the education system, but who can repeat verbatim the songs any of our popular dancehall kings or queens, can be taught the fundamental social skills and skills in communication and numeracy, some basic scientific principles and some relevant elements of history and geography as the foundation for technical and vocational training? Therein lies our responsibility, that of creating the environment for motivated training, so that our efforts to produce in our sub region “creative and productive citizens for the twenty-first century” remains no longer a dream but becomes a reality.

5.7 Annex 7: A Typology of organisational Arrangements for Vocational Training Institutions in Latin America; (Technical Session 3, Part 1, Chapter 2.4)

A typology of organizational arrangements in Latin America:

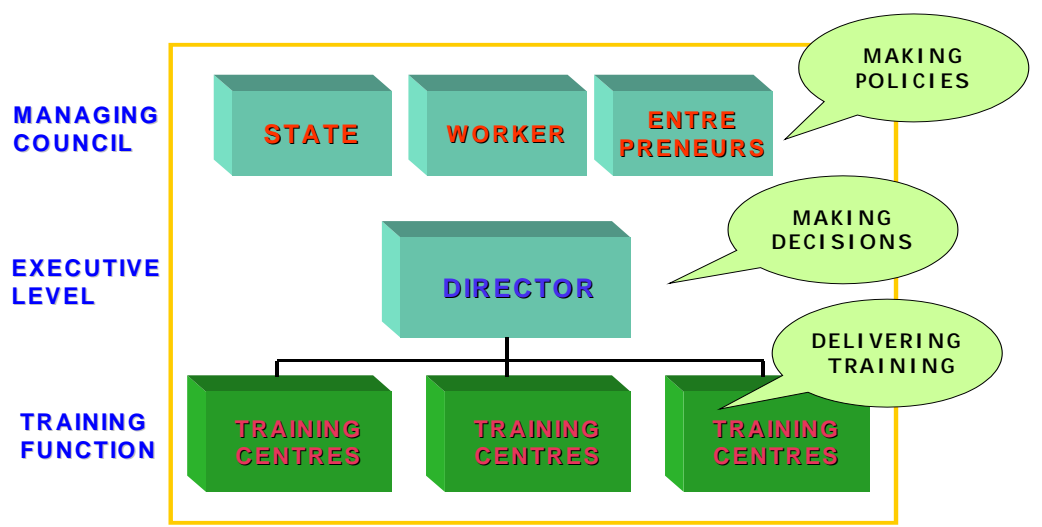
Type 1: Responsibility for making policies and also for delivering training, is concentrated in a single VTI.

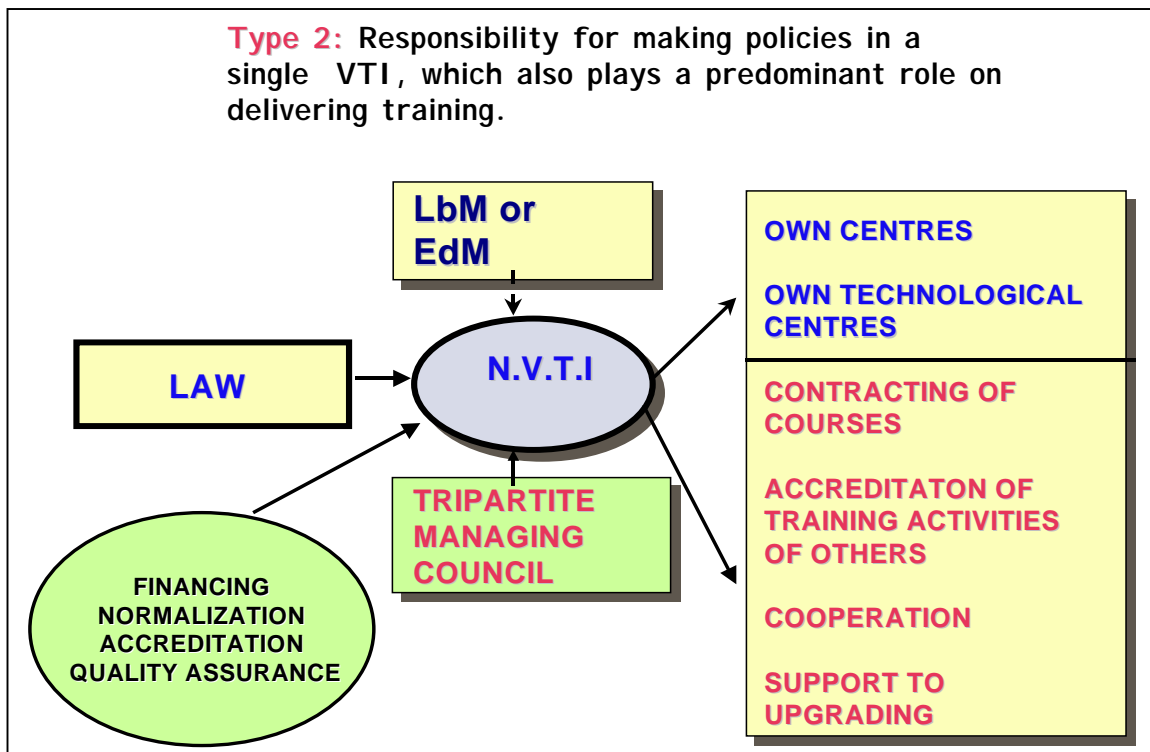
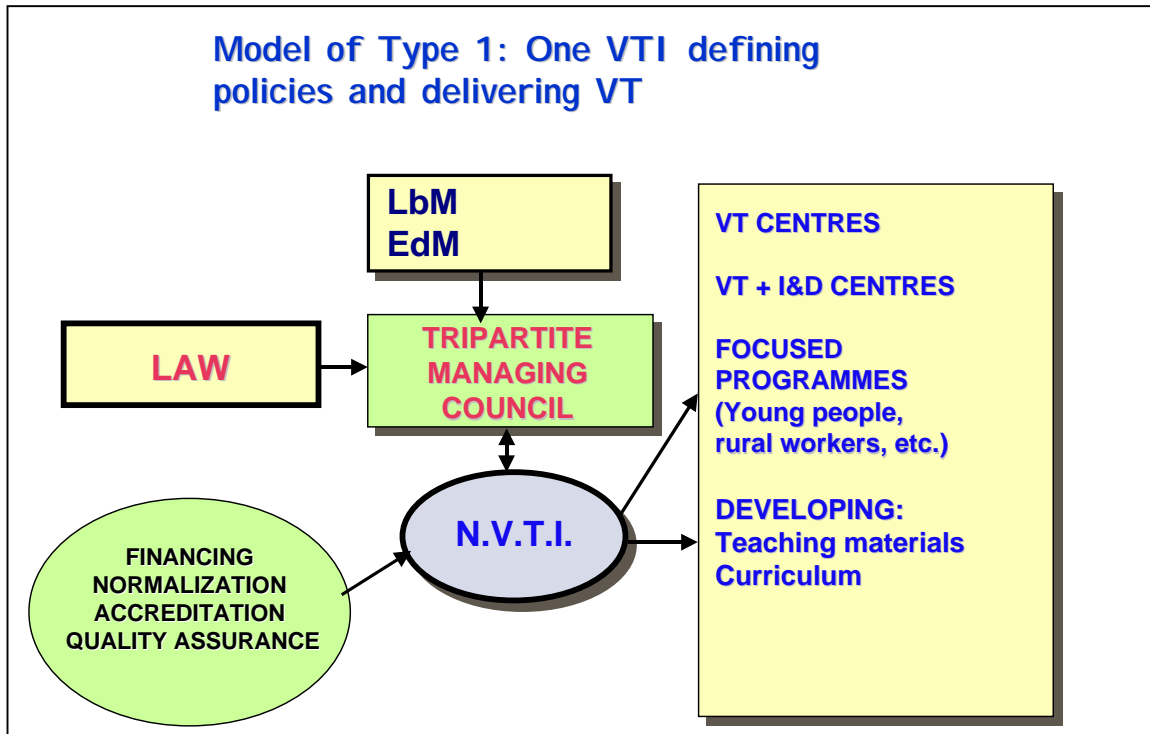
Type 2: Responsibility for making policies in a single VTI, which also plays a predominant role delivering training.

Type 3: Coexistence of two main arrangements. One of them usually associated with a national or sectoral VTI, and the other one associated with LM.

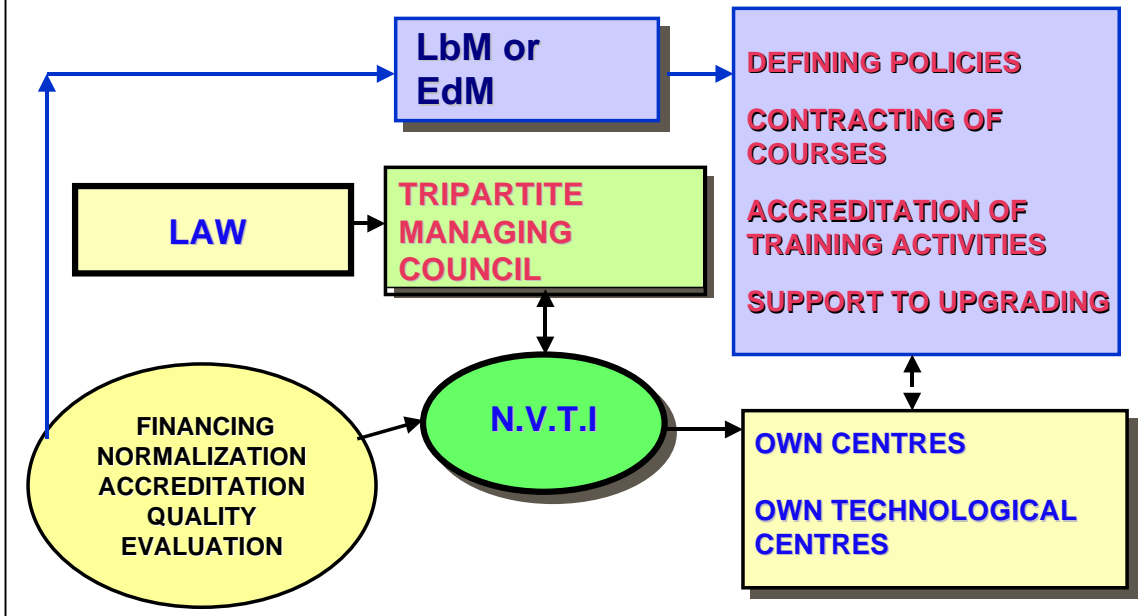
Type 4: Prevalence of LbM role in defining policies; but delivering training is carried out by specialized VTI.

Type 1: Profile of one VTI: Defining policies and delivering VT





Type 3: Coexistence of two main arrangements. One of them usually associated with a national or sectoral VTI and the other one associated with LbM.



Type 4: Prevalence of LM role in defining policies; but delivery is carried out by specialized VTI

