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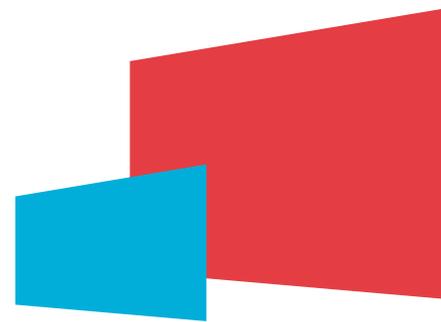
Policy Review

Saint Kitts
and Nevis

TVET

Policy Review

Saint Kitts
and Nevis



UNESCO 2014

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The TVET Policy Review series is coordinated by Borhene Chakroun, Chief, Section of Youth, Literacy and Skills Development. The expert review team consisted of Keith Holmes from UNESCO Headquarters and two external experts: Lucy Steward and Kevin Kane.

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Preface

This report is based on the UNESCO expert TVET mission for the Technical and Vocational Education and Training (TVET) Policy Review in Saint Kitts and Nevis (SKN), which took place from 11 to 22 February 2013. It was carried out in close collaboration with the SKN TVET Council at the request of the Minister of Education, the Honourable Nigel Carty, for assistance with general support, advice, and a review of the existing TVET policy framework.

This report is intended to advise Saint Kitts and Nevis on considerations which might set the strategic direction for TVET, and to provide evidence and analysis needed to inform the writing of a national TVET policy. It should be read in conjunction with the TVET Road Map prepared by the TVET Secretariat based on previous studies, which was approved by the Cabinet in 2012.

This work is being presented at a timely moment for TVET in the Caribbean. It followed the 2012 Caribbean Regional Conference on TVET and the Third International Congress on TVET held in Shanghai the same year. TVET has new policy momentum at the subregional and regional levels, with the inclusion of TVET as one of the strategic imperatives in the Organisation of Eastern Caribbean States (OECS) Education Sector Strategy (2012–2021) and with the adoption in 2013 of a new Regional TVET Strategy by the Council for Human and Social Development (COHSOD) of CARICOM.

Following validation workshops in September 2013, several comments and suggestions were incorporated into this report. Many of the findings were used to inform the preparation of the draft TVET policy for Saint Kitts and Nevis, which has since been adopted. This report should assist stakeholders within the country, the Caribbean region, and beyond to reflect on how TVET can best serve the multiple needs of society now and in the future.

Borhene Chakroun
Chief, Section for Youth,
Literacy and Skills Development
UNESCO Paris

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The team also expresses its appreciation to the many people with whom they were able to interact and who provided insights that were helpful to the review process. They included the President and staff of the Clarence Fitzroy Bryant College, the Director and staff of the Advanced Vocational Education Centre, the National Skills Training Programme, Project Strong, the Principal of the Charlestown Secondary School, employers, TVET Council members and members of the Nevis division of the TVET Council: in particular, Orette Smith at the Department of Education and Mavis Parris, Acting Chair of the Nevis branch of the TVET Council.

The team is especially grateful to Clyde Christopher, Chair of the TVET Council, and Fritzroy Wilkin, Principal TVET Officer and Director of TVET Development, for their hospitality and assistance in arranging meetings and providing documents and data. These officers also worked as part of the team, and their contribution to the review exercise is highly appreciated.

This work was achieved through excellent cooperation between UNESCO Offices in Paris, Kingston and Santiago. We are very grateful to Lucy Steward and Kevin Kane for their work on this report, as members of the expert review team, as well as to colleagues in the International Labour Organization for their support to the process. The expert review team was led by Keith Holmes, under the supervision of Borhene Chakroun and Robert Parua. This manuscript was edited by Eliza Bennett, Sara Bin Mahfooz, Florence Calviac and Susan Curran.

UNESCO, Paris
December 2014

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List of Acronyms

| | | | |
|----------------|---|----------------|--|
| ACCC | Association of Canadian Community Colleges | JBTEEC | Joint Board of Teacher Education for the Eastern Caribbean |
| ACE | Adult and Continuing Education | MoE | Ministry of Education |
| ACTI | Association of Caribbean Tertiary Institutions | NEDD | National Entrepreneurial Development Division |
| APL | Assessment of Prior Learning | NGO | Non-Governmental Organization |
| ATM | Agri-Enterprise Training and Management | NIA | Nevis Island Administration |
| AVEC | Advanced Vocational Education Centre | NIIP | National Infrastructure Improvement Project |
| BNTF | Basic Needs Trust Fund | NPRS | National Poverty Reduction Strategy |
| CANTA | Caribbean Association of National Training Agencies | NSLC | National Survey on Living Conditions |
| CAPE | Caribbean Advanced Proficiency Examination | NSTP | National Skills Training Programme |
| CARICOM | Caribbean Community | NTA | National Training Agency |
| CBET | Competency-Based Education and Training | NVQ | National Vocational Qualification |
| CCSLC | Caribbean Certificate of Secondary Level Competence | OAS | Organization of American States |
| CDB | Caribbean Development Bank | OECS | Organisation of Eastern Caribbean States |
| CDU | Curriculum Development Unit | OJT | On-the-Job training |
| C-EFE | CARICOM-Education for Employment | PEP | People Employment Programme |
| CFBC | Clarence Fitzroy Bryant College | RCMTVET | Regional Coordinating Mechanism for TVET |
| CIDA | Canadian International Development Agency | SCASPA | St Christopher Air and Sea Ports Authority |
| COHSOD | Council for Human and Social Development | SCME | Standing Committee of Ministers responsible for Education |
| CSEC | Caribbean Secondary Education Certificate | SIDF | Sugar Industry Diversification Foundation |
| CSME | CARICOM Single Market and the Economy | SIDS | Small Island Developing States |
| CTO | Caribbean Tourism Organization | SKN | Saint Kitts and Nevis |
| CTS | Caribbean Technological Services | STED | Skills Training and Entrepreneurial Development |
| CVQ | Caribbean Vocational Qualification | STEP | Skills Training and Entrepreneurial Programme |
| CXC | Caribbean Examinations Council | SWOT | Strengths, Weaknesses, Opportunities and Threats |
| DTVEMS | Division of Technical Vocational Education and Management Studies | TDC | Trading and Development Company |
| ECO | European Consultants Organisation | TVET | Technical and Vocational Education and Training |
| EFA | Education for All | UIS | UNESCO Institute of Statistics |
| EQUIP | Engaging Qualified Interns Project | UNDP | United Nations Development Programme |
| EU | European Union | UNESCO | United Nations Educational, Scientific and Cultural Organization |
| FDI | Foreign Direct Investment | UNEVOC | UNESCO-UNEVOC International Centre for TVET |
| FIRE | Fire, Insurance and Real Estate | UTECH | University of Technology |
| GDP | Gross Domestic Product | UVI | University of the Virgin Islands |
| GNI | Gross National Income | UWI | University of the West Indies |
| GSKN | Government of Saint Kitts and Nevis | WB | World Bank |
| HIC | High-income Country | WICT | Women in Construction Trades |
| HRD | Human Resource Development | WISE | Women in Small Enterprise |
| ICT | Information and Communication Technology | WTTC | World Travel Tourism Council |
| IFC | International Finance Corporation | | |
| ILO | International Labour Organization | | |
| IMF | International Monetary Fund | | |
| ISSED | Institutional Strengthening for Social and Economic Development | | |

Executive Summary

The Federation of Saint Kitts and Nevis (SKN), with a population of 50,726, is located in the Eastern Caribbean. An independent country since 1983, SKN is a member of the Organisation of Eastern Caribbean States (OECS) and of the Caribbean Community (CARICOM). Like many other small states, SKN has an open economy and several developmental advantages, including democracy and the rule of law, a highly literate population, and a high-end tourist industry. In 2011, SKN was classified by the United Nations as a high-income country (HIC). However, like many small island developing states (SIDS), SKN is vulnerable to external shocks, whether from the continuing global financial crisis or from natural disasters. Historically, SKN was economically dependent on the sugar industry, which was finally closed in 2005 because of competition, declining global prices and the gradual loss of preferential market access. In order to cope with these inevitable changes, the Government of Saint Kitts and Nevis (GSKN) prepared an *Adaptation Strategy in response to the EU Sugar Regime, 2006–2013* which functions as a national development plan. The GSKN has placed as an imperative education and training to enable the necessary economic diversification processes, and has identified several sectors as priorities for sustainable development. These include tourism and financial services, as well as agriculture and information and communication technology (ICT). In order to achieve a well-equipped and inclusive labour force at levels that would make a significant impact, especially in the sectors identified, there has been a new focus on the potential of technical and vocational education and training (TVET) as a vehicle for human and sustainable development.

The Education Act (2005) made provision for the establishment of the SKN TVET Council, and a division of the SKN TVET Council has also been set up in Nevis. The Nevis Island Administration (NIA) has responsibility for the administration of education in Nevis. In recent years, SKN has started work towards the development of a comprehensive and inclusive TVET policy. It is in this context that SKN made an official request for assistance from the United Nations Educational, Cultural and Scientific Organization (UNESCO) in two areas:

- general support with policy advice and review of existing TVET policy framework; and
- expert support for the Clarence Fitzroy Bryant College (CFBC) Division of Technical Vocational Education and Management Studies (DTVEMS).

The response from the UNESCO's Section for TVET to this request to facilitate a policy review was taken within UNESCO's mandate to assist its Member States in scaling up access to quality TVET. UNESCO's Strategy for TVET is focused on three core areas:

1. provision of upstream policy advice and related capacity development;
2. conceptual clarification of skills development and improvement of monitoring; and
3. acting as a clearinghouse and informing the global TVET debate.

The request for the TVET Policy Review was made in recognition of the importance of, and SKN's need for, a TVET policy that takes into consideration issues such as: TVET offerings in support of national priorities for sustainable development; equitable provision and social inclusion; TVET for vulnerable and marginalized groups including people with disabilities; and the effective coordination and management of TVET. This Policy Review was seen as essential in assisting the TVET Council in its deliberations with various stakeholders, as well as in gathering data to identify key challenges and highlight important considerations and actions for the development of a national TVET policy. Another report providing additional inputs for the CFBC was prepared, and elements of that report have been incorporated into this policy review report.

The Honourable Nigel Carty, Minister of Education, at the opening of the validation workshop on 4 September 2013, noted the importance of the exercise in that it comes at a time when TVET is gathering momentum at the regional and subregional levels, due in part to the recent adoption of the new CARICOM Regional TVET Strategy for Workforce Development and Economic Competitiveness (CANTA, 2012). In addition, there is great demand on TVET programmes and institutions to ensure that they meet national and regional imperatives, while contributing to a highly skilled workforce.

The evidence and analysis presented in this Policy Review have highlighted the following policy considerations, which have national, subregional (OECS), regional (CARICOM) and international dimensions.

■ TVET for all for sustainable development

- **Recognizing the challenges and maximizing the opportunities in SKN as a small state is necessary in efforts to achieve human development goals.** SKN, like other small states, has challenges that include vulnerability to rapid social, economic, cultural and environmental changes. It has a small labour force and a small domestic market. However, SKN is listed among the high-income countries of the world. Compared with many countries, its population is relatively well educated; however, there are serious concerns about inequalities, crime and social exclusion.
- **A well-equipped workforce to meet the skills demand of the priority sectors.** The workforce also needs to have resilience to be able to respond to future challenges. At the same time, social inclusion is necessary for social harmony and sustainable development. TVET is critical in these combined efforts. Training should be relevant to the current and anticipated needs of the world of work and society, and of sufficient quality for programmes and certification to be recognized regionally and internationally.
- **A rethinking of TVET and a more inclusive approach is required.** Given the importance of TVET in efforts for national sustainable development, a new conceptual approach for TVET provision is needed, which should then be translated into the policy framework and legislation. In this new approach, TVET is viewed not as an option for a few but as an imperative in preparing all students for the world of work and lifelong learning. This approach requires the greater integration of TVET into programmes not previously considered as TVET. It would also provide the context for wider curriculum reforms and strategies to enable everybody to become part of learning communities. This approach implies that TVET is reoriented within education provision and that education and training systems increasingly value social and cultural diversity. This should enable them to meet the needs of people with disabilities and other special needs, the poor, and young men and women at risk.

■ Improving TVET

- **Strengthening of the TVET Council and the TVET Secretariat is essential in order for the Council to carry out its many functions.** The Education Act 2005 gives details of the functions of the Council. A TVET Secretariat has been established in Saint Kitts and a committee has been established in Nevis. However, the Secretariat needs to be strengthened with specialist staff, funding and other resources in order to enable it to carry out its many functions, including policy and research. The Council also needs to define its internal organization to best fulfil its key functions and exercise its authority to work with other relevant groups, to complement the expertise of its membership in order to achieve a broader conceptualization of TVET and human resource development (HRD).
- **It is necessary to expand and improve workforce training and focus on the distinctive needs of both islands.** Currently, TVET is directed mainly towards students for entry-level training at the tertiary level, as well as towards marginalized groups. However, given that the size of the workforce is larger than these two groups, workforce training is necessary to produce a positive impact on sustainable development and increased productivity.
- **Developing learning communities by maximizing the use of resources at existing education and training institutions.** This could involve, for example, the greater use of distance education, including television and radio broadcasts, and partnerships with foreign education providers to facilitate expanding, complementing and enhancing national capacities.
- **Focusing on quality requirements and the establishment of a quality assurance framework is essential for recognition and portability of certification.** The TVET Council needs to work with its various partners to establish a comprehensive framework for quality assurance of programmes at all levels. The Council should actively engage in regional and international processes for quality assurance of education and training, and set standards in line with regional and international benchmarks in this field.

- **Strengthening coordination and governance arrangements will help improve efficiency and effectiveness in TVET provision.** The coordination of TVET programmes by the TVET Council is essential in order to maximize use of available resources, identify priorities, ensure inclusiveness and equitable allocation of resources, and reduce unnecessary duplication.
- **Establishing the Advanced Vocational Education Centre (AVEC) as a leading centre for the Caribbean Vocational Qualification (CVQ) and other TVET programmes would help address concerns about the cost of upgrading all workshops in secondary schools and make use of resources efficiently.** Given the relatively high costs that would be involved in upgrading workshops in all secondary schools to meet the standards required for the CVQ programmes, and also the relatively few students who are likely to access these programmes in each school, a cost-effective option for consideration is the upgrading of AVEC to offer the CVQ programmes to secondary students as well as other clients. Further, the TVET Council needs to put in place the requirements for AVEC to be able to conduct assessment of prior learning (APL) and offer the National Vocational Qualification (NVQ) and eventually the CVQ. Once the requirements are in place, approval should be sought for the award of the CVQ by the TVET Council.
- **Supporting the capacity development of schools and training institutions to work together and contribute to the education and training reform effort, and to operationally address responsiveness and equity objectives.** There is need for capacity-building to achieve efficiency in the operation of programmes and establish relevant mechanisms for individual and collective responsibility, and research and evaluation, and to ensure accountability for quality performance.
- **The professional development of school principals, teachers and trainers would contribute significantly to achieving the TVET policy objectives outlined in policy documents including the Road Map.** Teaching staff not only implement policies but also drive change at the operational level. This review shows limited pre-service and in-service training opportunities for TVET teaching staff. Strategies and programmes for building competences and professional development are crucial to several of the policy considerations identified – for example, improving quality and relevance, and addressing the needs of different target groups.
- **Scaling up programmes would help to improve access to skills training, and is essential for the training and retraining of employed and unemployed people.** Consideration could be given to the strengthening of the National Skills Training Programme (NSTP) since there is scope for scaling up some of the programmes. NSTP has recently been entrusted with the implementation of the People Employment Programme (PEP), which enables the NSTP to engage with enterprises to achieve a better transition of unemployed people to the labour market. The engagement with enterprises and their skills needs should not be limited to new workers, but can be expanded to respond to workforce skills development in a lifelong learning perspective.
- **Strengthened career guidance and counselling system to support career paths would help to increase access and provide pathways for further education and training.** There is a need for strong career information guidance and counselling system that supports a programmatic and equitable approach to training for greater social inclusion, and to enable articulation of programmes to facilitate transition to the labour market and access to training at higher levels. The establishment of a national forum for career guidance system development, which includes both government and key stakeholder representatives such as employers and trade unions, civil society and youth organizations as well as the key organizations that deliver services, is an important step that can be taken to help define the elements of a career guidance system. An interdepartmental structure would also help to bring together different government portfolios with a responsibility for career guidance provision in order to develop common government policy objectives for guidance and achieve greater coherence, efficiency, and sharing of responsibilities in the provision of guidance.
- **Preparing the ground for more workplace learning.** The TVET system in SKN is confronted with the twin issues of efficiency and relevance. At present, very few programmes are using the potential of workplace learning opportunities. It is necessary to make sure that work-based learning is expanded and that it is relevant and of a high quality. New measures are required to provide incentives to enterprises to offer more workplace learning opportunities, including opportunities for individuals with special needs and at-risk youth. Assistance is also required for finding training places for TVET learners in enterprises, for example through the TVET Council.

- **Supporting distance-learning, internationalization and mobility.** Opening the TVET system to regional and international cooperation is critical for increasing and widening TVET learning opportunities, as well as for improving the recognition of skills and qualifications of SKN citizens. Mobility includes learning opportunities abroad as well as access to distance-learning at regional or international levels. The TVET Council could consider engaging in regional and bilateral agreements for access to distance-learning; supporting partnerships between SKN schools and national, regional and international training providers; and improving access to e-learning sources and other training opportunities.
- **Developing and continually updating a knowledge and evidence base, which needs to include supply and demand data, including programmes, information on labour market dynamics and transitions.** Conducting ongoing implementation, quality assurance, output, impact and relevance analyses is an essential component of an effective TVET system. The need for data to inform decisions and for monitoring and evaluating aspects of TVET provision is critical. The TVET Council would need appropriate financial resources, technologies and relevant expertise for the establishment and maintenance of a knowledge and evidence base. A focal point could be established in the TVET Council. Alternatively a network of institutions and stakeholders could act together to serve an observatory function, to collect, analyse and share education, training and labour market information.

■ Supporting TVET through finance and partnerships

- **It is necessary to sustainably expand the TVET financial base.** The existing TVET funding model is mainly reliant on government budgetary support, and is likely to be insufficient to achieve the goal of TVET for all. There is need to identify and access other traditional and non-traditional funding sources. An improved financing system would also allow for more equitable and efficient allocation of resources in line with agreed priorities. Additional resources may be available through unlocking the potential of economic activities and contributions from enterprises. New policy instruments are needed to mobilize resources, for example from tourism and from multinational enterprises.
- **Using external resources catalytically and engaging regional and international partners would contribute to the strengthening of TVET provision.** SKN as a member of the OECS and CARICOM has access to resources and expertise available from regional and international partners. An example is the CARICOM-Education for Employment (C-EFE) project being implemented by the Association of Canadian Community Colleges (ACCC). The TVET Council and institutions will need to build strategic and balanced partnerships in order to advance the national agenda for sustainable development through effective education and training. They should use the external resources as channels of expert technical assistance, sources of knowledge, and benchmarks for the external acceptance of qualifications acquired in SKN.
- **Building sustainable institutional arrangements for public-private partnerships and involving the private sector in TVET policy decision-making and provision is imperative for relevance of training and for strengthening the TVET system.** Engagement with the private sector needs to be strengthened through an enabling environment for more meaningful participation by people from business and industry, for example through business associations. Private-sector involvement is necessary in the governance, design, delivery, assessment and certification of TVET in order to ensure that programmes are aligned to the current and anticipated needs of the labour market. The TVET Council has an important role as a facilitator of these processes. A sectoral approach to TVET has often proved to be effective and relevant in open globalized economies where certain sectors have been identified and prioritized. Enterprises could be involved in defining sectoral skills development needs: for example, in tourism, with international companies such as international hotel groups contributing to training needed in this sector.

Introduction

The UNESCO Strategy for TVET (2010–2015) reflects a growing policy awareness of the enabling role of TVET as a driver of sustainable economic growth and social equity. A key feature of TVET is its orientation of learners towards the world of work, and the emphasis in the curriculum on the acquisition of skills for employment or self-employment. TVET is seen as promoting the acquisition of skills including entrepreneurial skills, which many countries will increasingly require on the path to sustainable development.

The Review was undertaken in response to an official request from the GSKN for assistance from UNESCO in two areas:

- general support with policy advice and review of existing TVET policy framework; and
- expert support for the Clarence Fitzroy Bryant College (CFBC) Division of Technical Vocational Education and Management Studies (DTVEMS).

The request to UNESCO to facilitate a Policy Review was a further step in the preparation of a comprehensive and inclusive TVET policy that takes into consideration issues such as national priorities for sustainable growth and development, equitable provision and social inclusion of disadvantaged and vulnerable groups including people with disabilities, and the effective coordination, management and financing of TVET. The Policy Review was seen as essential in assisting the TVET Council in its deliberations with various stakeholders, and in data-gathering processes to address some of the issues identified. It builds on the policy momentum behind TVET at regional and international levels, and highlights some considerations which policy-makers may wish to take into account.

Recognizing the need for TVET at the tertiary level to meet the demands of the labour market for higher-level skills, the Ministry with responsibility for Education (usually the Ministry of Education) also identified the need for strengthening of the CFBC, paying particular attention to the establishment of policies and mechanisms for strengthened links between CFBC and the private sector. A paper devoted to the CFBC was prepared, and relevant elements of that paper are incorporated into this Policy Review report.

The expert review team comprised Keith Holmes, a UNESCO Programme Specialist, Kevin Kane, an Economist/Labour Market Specialist, and Lucy Steward, an Education Specialist. The review mission took place from 11 to 22 February 2013. Working closely with the Ministry of Education, the TVET Council and the TVET Secretariat, the team utilized UNESCO's Guidelines for TVET Policy Review (UNESCO, 2010), adapting them to the country context. The guidelines contain questions for analysis and consideration in relation to: the country context; the education and training system and its governance; financing of TVET; access and participation; quality; efficiency; relevance, impact and outcomes; and the knowledge, research and evidence base.

Workshops to validate the findings of the review exercise were held in Saint Kitts and in Nevis from 4 to 6 September 2013. Participants included officials from the MoE, TVET providers formal and non-formal levels, and the private sector. The comments received at the workshops and subsequently have been incorporated into this report. However, there was general agreement with the findings of the review exercise.

SKN has many of the typical characteristics of SIDS, including vulnerability to external shocks, volatile economies, small domestic markets and difficulties in providing a wide range of specialized TVET programmes because of the lack of economies of scale. It also has much in common with other OECS Member States and the wider Caribbean Community (CARICOM), including the system for education and training. SKN has been affected by global competition, declining sugar prices, and the removal of preferential trade agreements. This led to the eventual closure of the sugar industry in 2005, and the Federation is still in the process of diversifying economic activities – a process which has implications for TVET. The population of SKN in 2012 was estimated at 50,726, with 38,036 resident in Saint Kitts and 12,690 (24 per cent) in Nevis (Indexmundi, 2012).

■ Conceptual approach to TVET

The TVET Policy Review conducted was timely and necessary from the national, regional and international perspectives. The *Adaptation Strategy in Response to the New EU Sugar Regime 2006–2013* (GSKN, 2006), has identified, as drivers of a diversified economy, areas that include agriculture, ICT, financial services, hospitality and tourism. The need for skilled people in a wider range of areas of work, notably services, coupled with rapid technological changes, globalization, trends towards lifelong learning and multiple social challenges, creates strong arguments for a broader concept of skills development. In the past, the sugar industry was the main employer of skilled and unskilled labour, whereas in the post-sugar era, a diversity of skilled human resources across sectors, and at all levels of skills, has become essential. Responding to increasing economic diversity is also important for equality of opportunities, for entry into the workforce and for career progression.

The review process was based from the outset on the premise that all citizens can benefit from TVET learning, and that TVET is of relevance for the development of skills in all walks of life. This is consistent with the rights-based approach to education advocated by UNESCO, and UNESCO's priorities including gender equality, social cohesion and sustainable development. The TVET Policy Review and development work is therefore proceeding under the theme of 'TVET for All' (Wilkin, cited in Roberts, 2013).

The review process highlighted the commonly held view that in SKN, TVET is concerned mainly with specific segments of the population and is related to certain occupational areas only. At the same time, members of the TVET Council and other stakeholders recognize the need to challenge this narrow view of TVET, which is a significant constraint on the contribution that TVET can make to human development. As it is currently organized, the education and training system tends to assign individuals who have not excelled in academic subjects to TVET, thus establishing a separate pathway generally leading to lower-paid and lower-status jobs. As is often noted in the Caribbean, educational achievement and social status are closely related. Achieving a university degree is often more highly prized than obtaining vocational skills and qualifications. Historically, this has oriented education systems in the Caribbean towards the requirements of higher education and associated professions. This finding is supported by public and private-sector employers who have reported difficulties in recruiting staff with the right combination of 'soft' and 'hard' skills for middle- to high-level positions.

The findings and analysis of this Review present an argument for the reconceptualization of TVET and its repositioning as an orienting principle in the education system as a whole (Petty, 2013, personal communication). While it is recognized that education is of intrinsic value for human development, the current orientation of the education system, primarily around examinations and the academic requirements of universities, may be limiting what the system as a whole can contribute towards sustainable development.

The argument for repositioning TVET from the margins to a central orienting principle for education and training reforms is not a simplistic call for the vocationalization of education. If attention is drawn to the prospects and lives of graduates of education and training programmes in the world of work and beyond – a central concern to TVET – it then becomes possible to imagine an education and training system which seeks to maximize the benefits for all individuals and their societies. Beyond formal education and training programmes, enormous opportunities exist for informal learning through employment and self-employment in the world of work.

Policies and programmes to achieve 'TVET for all' can therefore take into consideration the changes taking place, which involve moving from a narrow definition of TVET to a much broader interpretation which focuses on issues such as gender equality, equity and inclusion. This involves meeting a variety of needs through transversal approaches to skills development which cut across traditional subject and occupational divides. This also involves a thorough analysis of context. While TVET is concerned with education for the world of work, the world of work is not an end in itself but should be regarded as a means to support sustainable development.

The Policy Review took into consideration recent work conducted with the support of the European Union to develop and strengthen TVET in SKN (Overeem, 2009; Murray-Beresford, 2009). For example, Overeem's report on skills development recommended a competency-based structure which is well-coordinated and standard-driven, with a mechanism for quality assurance. Murray-Beresford, through Institutional Strengthening for Social and Economic Development (ISSSED), made several inputs to the work of the TVET Council, including the development of a draft work plan and budget. Murray-Beresford's recommendations included elevating the importance of training, improving the skills of trainers/instructors, and the continuous engagement of the private sector to determine industry needs. Further details are provided in *The Way Forward for Skills Development in Saint Kitts and Nevis: A Road Map for Formal and Non-Formal Training* (Wilkin, 2011).

In addition to these national studies, this Policy Review situates the analysis of TVET in SKN in the context of subregional (OECS) and regional (CARICOM) work in the field of TVET and skills development.

Viewing TVET as an orienting principle for wider education reform also has implications for achieving inclusiveness. The historical association between TVET and mainly low-level skills appears, in this analysis, to be a key issue to be addressed in a TVET policy. Jules (2011, p. 6) noted that despite the many deliberations on TVET and skills development at the regional level, TVET 'is still treated by planners and seen by the public as a compensatory device. It is seen as something that is to be provided to students who – in the words most frequently used – are not 'academically minded'. Thus, it is consequently relegated to second-class status; providing a compensatory alternative that will supposedly guarantee some skilled work for this category of student'. While TVET is seen as a 'safety net', it is unlikely to be attractive to the 'best' students, and neither will it be capable of its full and expected contributions to sustainable development.

A conceptual approach that integrates TVET into the system of education provision is supported by deliberations on TVET at international, regional (CARICOM), subregional (OECS) and national levels. The place of TVET, and its transversal and longitudinal dimensions, in education provision were among the themes the review team discussed with many stakeholders in the country (see Appendix I). The 'transversal' dimension refers to cutting across subject or disciplinary divides, so that all students are given opportunity to gain job-search, employability and transferable skills. The 'longitudinal' dimension refers to the importance of learning throughout life and at low to high skill levels.

Following a UNESCO/International Labour Organization (ILO)/Caribbean Development Bank (CDB) training workshop held in Barbados in 2011 on 'Promoting effective skills, policies and systems: Improving skills development and national TVET policies and systems,' cooperation between countries in the region on TVET has improved. Officers from participating countries have shown an interest in the Policy Review work under way in SKN. Twelve Caribbean countries are also receiving donor support in the field of TVET through the C-EFE programme. The prospects for sharing knowledge and experience across CARICOM, and especially within the OECS, are especially good. The OECS Secretariat has led subregional cooperation and harmonization in the field of education, through policy documents such as *Foundation for the Future: OECS Education Reform Strategy* (OECS, 1991), *Pillars for Partnership and Progress* (OECS, 2000) and the *OECS Education Sector Strategy 2012–2021* (OECS, 2012). This work has given concerted attention in the subregion to TVET and skills development, which has included policy recommendations for consideration by OECS Member States. For example, the report *Pillars for Partnership and Progress* recommended that countries 'Re-think and reorganize TVET to produce a standardized system that functions in a partnership with the private sector and is intimately integrated into the world of work and further study' (OECS, 2000). Job placements and apprenticeship systems were also recommended.

At the Caribbean regional level, issues related to a repositioning of TVET and supporting policies were discussed at a regional conference organized by the University of the West Indies (UWI), Mona, Jamaica and UNESCO, and held in Montego Bay, Jamaica in 2012. The recommendations of the 2012 UWI/UNESCO conference reflect the importance of TVET policies that are 'comprehensive, inclusive and integrated within a lifelong learning perspective based on multi-disciplinary approaches, covering and linking all components of learning and education' (UWI/UNESCO, 2012).

The Caribbean Community was formally established in 1973. The Revised Treaty of Chaguaramas Establishing the CARICOM, including the CARICOM Single Market and Economy (CSME) was adopted in 2001. CARICOM has numerous development objectives, including improved standards of living and work, full employment of labour and other factors of production, and accelerated, coordinated and sustained economic development and convergence. One of its objectives is enhanced functional cooperation, including intensified activities in areas such as health, education, transportation and telecommunications. CARICOM currently has 15 Member States and four Associate Members.

It is significant for TVET and skills development in the Caribbean that in May 2013 the Council for Human and Social Development (COHSOD) of CARICOM adopted a new *Regional TVET Strategy for Workforce Development and Economic Competitiveness*, tabled by the Regional Coordinating Mechanism for TVET (RCMTVET) and developed by the Caribbean Association of National Training Agencies (CANTA, 2013) with support from the C-EFE programme. The *Strategy* updates the previous 1990 *Regional Strategy*. It redefines and promotes TVET 'as an agent of workforce development and economic competitiveness' (CANTA, 2012). The introduction to the new *Regional TVET Strategy* is critical of what it calls 'an exclusionary and elitist education system', which it claims has resulted in an 'abundance of unskilled labour' (CANTA, 2012). Its vision is for 'sustainable economic prosperity through the creation of a globally competitive regional workforce enabled by a market-responsive education system'.

This TVET Policy Review, conducted prior to the adoption by COHSOD of the *Regional TVET Strategy*, takes a much broader approach, which recognizes that TVET's contributions to social, cultural and environmental policies are equally important for sustainable development. This wider vision resonates with the broad objectives of regional and international cooperation, including CARICOM and COHSOD's own mandate for human and social development. The *Strategy* contains seven components (Figure 1) which can be further interpreted and elaborated upon within national TVET policies in the region. Further details relating to the components, objectives and suggested policy options are presented in Appendix V.

The *Regional TVET Strategy* foresees that each country, led by the National Training Authorities, will develop a country plan aligned with the *Strategy's* implementation plan and approved by the relevant ministry. It is envisaged that each country will have 'creative latitude' regarding how to implement the recommendations and prescriptions of the *Regional TVET Strategy*. Aspects of the *Regional TVET Strategy* would need to be reflected in the national TVET policy, while the 'how to' questions could be addressed in the policy's implementation plan.

Figure 1: The Seven Components of the Regional TVET Strategy

- Component 1:** TVET Redefined and Promoted as an Agent of Workforce Development and Economic Competitiveness
- Component 2:** TVET Integrated with General Education for Life and Livelihood
- Component 3:** A CARICOM Training System
- Component 4:** Labour Market Intelligence for Workforce Development
- Component 5:** Career Guidance and Counselling
- Component 6:** Instructor Training
- Component 7:** TVET Financing: Public Private Partnerships

Source: CANTA (2012)

At the international level, UNESCO's Third International Congress on Technical and Vocational Education and Training, held in Shanghai (People's Republic of China) in 2012, also emphasized the integration of TVET in curricula across the board, and a focus on the development of skills for employment and for lifelong learning. The Shanghai Consensus included among its recommendations the need to 'promote cross-cutting skills such as problem-solving and critical-thinking and the capacity to adapt behaviour, in order to equip learners with skills for sustainable living and livelihoods' and also to 'link TVET with general education to ensure flexible pathways at all levels and facilitate the progression of TVET learners to higher levels of education as part of lifelong learning strategies' (UNESCO, 2012e).

At the national level, the outcomes of the discussions during the review process on the changes of emphasis and the reorienting of TVET are reflected in the integrated analytical perspective of this Policy Review and in the findings and policy considerations of this report. The chapters give information on various aspects of TVET as currently defined, and point to changes that may be necessary. Operational implications are presented with the intention that these will be further elaborated with various TVET stakeholders including potential donors.

These issues need to be considered at national, regional and international levels in order to develop a TVET policy that is comprehensive and inclusive for the achievement of TVET for all.

I. The Context of Saint Kitts and Nevis

This chapter provides an overview of the contextual factors and trends in SKN which have shaped the past, and will inform the future, development of TVET.

The socio-economic context of SKN needs to take account of the country's very small size and labour force, its attractive but threatened environment and culture, its status as a two-island federation, its open economy, location in proximity to North America, membership of regional organizations and high levels of debt resulting in the need for severe fiscal restraint.

Also of relevance to the context is the low rate of population growth, declining lower primary and stable student enrolment in secondary schools, a marginalized and low-income population segment which is likely to increase, and an economy expected to emerge from recession. In addition, attention should be paid to the increasing dominance of the tourism and services sector, the resulting need for well-qualified professional and technical specialists, as well as the mismatch between what employers and workers require to be globally competitive and the relevance of preparation currently being provided by the education and training system.

The assessment of context focuses on SKN's location and environment, macro- and micro-economic situation, the characteristics of its businesses, specific demographic trends and their implications for the labour force, and the social and economic implications of responding to labour force limitations (quantitative, qualitative and competitive) and vulnerable populations in both Saint Kitts and Nevis. SKN has some characteristics in common with other SIDS, especially those of higher-income levels and those in the OECS subregion and wider Caribbean.

■ Location and environment

SKN is located in the Leeward Islands of the Eastern Caribbean. Given the proximity, size and significance of the North American market, its location provides SKN with a valuable competitive advantage. In terms of population, labour force and land area, SKN is one of the smallest countries not only in Latin America and the Caribbean, but also in the world. The two islands are separated by a 3 km channel, and together have a total land area of 261 sq km.

In general, SKN enjoys a pleasant, tropical climate, although it is sometimes subject to dangerous and damaging tropical storms and hurricanes. Climate change is also a threat. Both Saint Kitts and Nevis are fringed by ocean waters and sandy beaches, and topped by a small, forested mountain. This exceptional environment provides a competitive advantage, especially for tourism. However, in order for sustainable development to occur, key environmental issues such as enhanced and sustainable coastal ecosystems, land management, energy conservation and renewable energy need to be effectively utilized, maintained and protected (Global Environment Fund and UNDP, 2006).

Culture and heritage

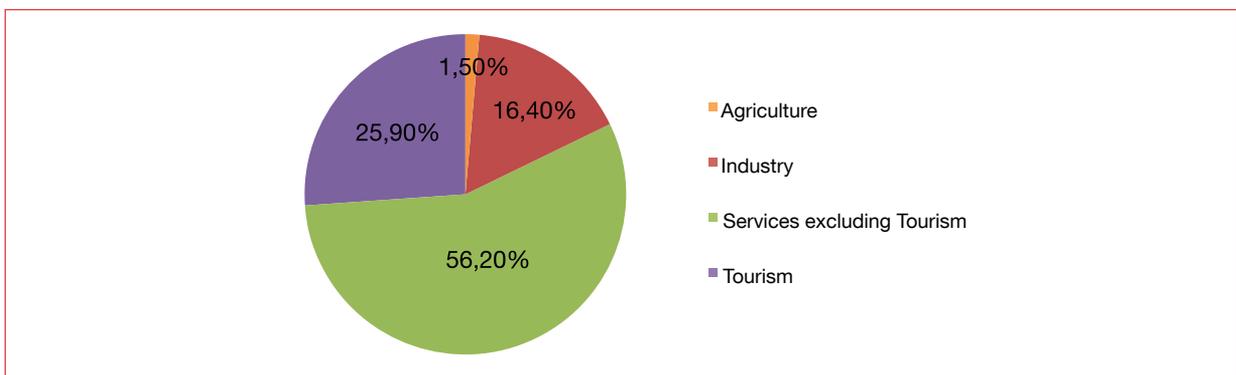
The Caribbean in general, and SKN in particular, has rich and diverse historical, cultural and heritage assets. Drawing on this, SKN and its neighbours have developed a Caribbean culture and lifestyle which should be preserved and further enhanced to provide a competitive advantage (Snyder and Martin, 2011). Produced through generations of intercultural interactions, the Creole culture has incubated a range of oral and visual art forms, such as calypso and the annual carnival celebration. Most people in SKN now speak Creole and English; however the French influence is still evident, in place names for example. Whereas the Creole language is widely spoken in homes and communities, formal education is in English, and educational prospects are related to proficiency in the English language. There remain cultural, linguistic, social class and education divides which contribute to noticeable social fragmentation, despite the country's small population and land area. Having said this, SKN benefits from social ties that bind functioning institutions, a well-developed infrastructure, general transparency and an open and globalized economy.

■ Economic context

The macroeconomic situation

Over the past forty years, SKN's economy has become increasingly dependent on tourism and related services. Currently the direct contribution of tourism to gross domestic product (GDP) is 7.5 per cent. The total contribution of tourism to GDP is 25.9 per cent (WTTC, 2013). The major contribution to GDP from services and tourism includes beach resorts and estates, second homes and condominium projects, cruise ships, international students and yachting. SKN's location adds comparative value due to its Caribbean landscape. For example, the Four Seasons Hotel in Nevis is hugely profitable and contributes greatly to the Nevis economy and labour force. However, the country is also vulnerable to natural disasters, which can severely impact on economic activities and human welfare. Figure 2 shows the contribution of various sectors to GDP.

Figure 2: GDP of SKN – Composition by Sector (2012 est.)



Sources: CIA, 2013; WTTC, 2013

SKN's macroeconomic performance has varied widely, but overall the country has experienced positive growth since its independence from the United Kingdom in 1983. Following years of decline, the formal closure of the sugar industry occurred in the middle of 2006. In common with many other countries, SKN went into recession in 2009 as a result of both global and domestic challenges. It started to make a slow recovery in 2013. Despite this, SKN was categorized by the World Bank in 2011 as a high-income country (HIC).¹ However, key economic disparities and high levels of poverty, as defined by various poverty indicators, still remain in both Saint Kitts and Nevis.

The macroeconomic performance of SKN demonstrates the sensitivity of its economy to international conditions and also its responsiveness. Indeed, the GDP growth rate reflects both the continuing local impact of the financial and economic global crisis on tourism, and the current beginning of a responsive recovery linked to tourism's rebound. This recovery is particularly connected to the United States, given SKN's physical proximity to it and the fact that is also its major export market. In addition, the United States provides a source of students who pursue their higher education studies in one of the international university campuses operating in the country. This sector has grown markedly, contributing approximately US\$30 million to GDP in 2012.

A key reason for tourism-related real estate growth is the Citizenship-by-Investment Programme. This programme is one of most highly regarded in the Caribbean. With detailed screening, citizenship and a passport can be procured for a real estate investment of US\$450,000 or more. The real estate is selected from a government-approved list of tourism development programmes. In 2012, the Citizenship-by-Investment programme generated US\$100 million in revenue (Douglas, 2013) and is a primary provider of funding for the Sugar Industry Diversification Foundation (SIDF), a local foundation active in TVET.

1 The HIC category is defined by a Gross National Income (GNI) per capita of US\$12,476 or higher (World Bank, 2011).

Economic projections

The February 2013 Country Report of the International Monetary Fund (IMF, 2013) suggests that in 2013 and 2014 there will be a rebound in investments, mostly from the tourism industry, and to a lesser extent the energy sector. Foreign direct investment (FDI) is projected to maintain its average of 17.5 per cent of GDP in 2014–17 (IMF, 2013). However, SKN's small size imposes several constraints. First, the country remains vulnerable to global market upheaval and to the economic fortunes of its partners, especially in the tourism sector. Second, there are limitations in the levels of skills available, and a lack of economies of scale (Briguglio, 1995). However, indications are that while an open economy generally has more short-term volatility, this openness typically contributes to increased net growth in SIDS, especially when combined with locational advantage (Easterly and Kray, 2000).

Visitor exports, international tourists spending for both business and leisure, accounted for 41.2 per cent of total exports in 2012. This rate is expected to grow at an annual increase of 5 per cent over the next decade. This figure, however, does not include the major subsector of foreign educational institutions. The offshore tertiary education tourism subsector is estimated to enrol approximately 2,000 foreign students, most of whom are attending one of the ten medical schools. Of these 2,000 foreigners, around 1,700 are temporary residents of SKN who live full-time on the island to attend school. Overall, student registration for course and training certification has grown in recent years, reaching 4,000 registrations in 2009. Such students require goods and services while living on the island which contributes to economic growth and local business development.

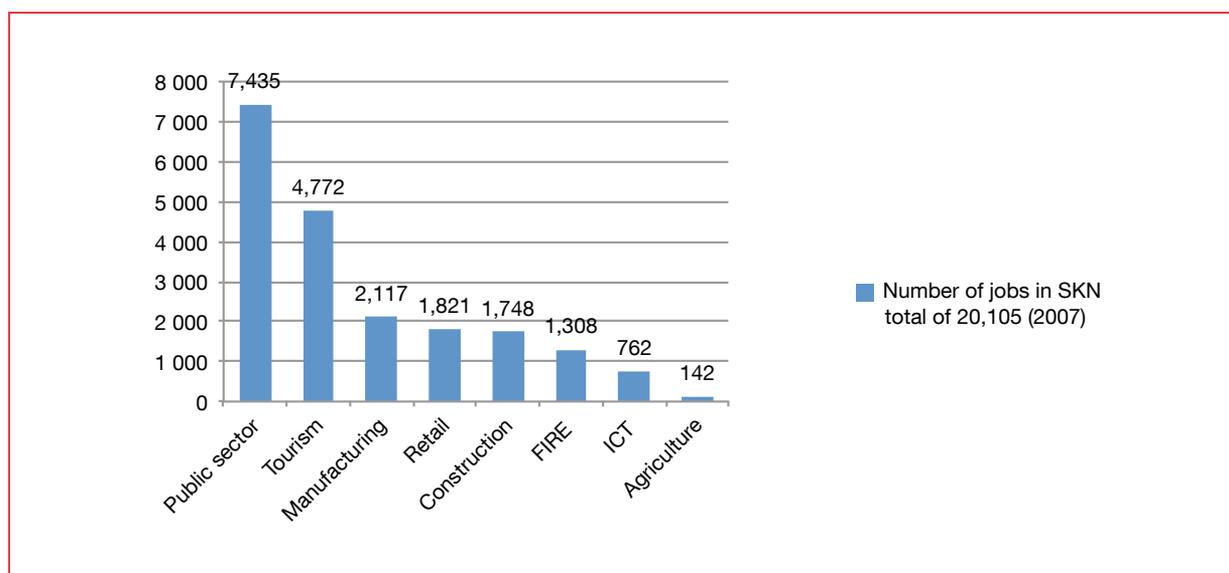
These overall favourable expectations reflect the growing need for a well-skilled and educated workforce in order for SKN to maintain its place as a well-performing, reliable, high-quality tourism destination as well as a competitive provider of offshore education for international students. SKN must take into account the increasing competition of other countries both globally and in the region, if it is to capture the growing flow of tourism revenues in the coming years.

Policy-makers need to focus on the comparative advantages of SKN as a high-quality international tourism and education destination; develop economic competitiveness through a skilled and educated workforce and the goods and services provided; and promote increasing diversification of the tourism industry.

Characteristics of the labour market

As shown in Figure 3, the public sector is the highest employer in SKN at 37 per cent (Bekkers, 2009). Outside the public sector, tourism is the second highest employment provider, with a rate of 23.7 per cent (12,670 persons). Manufacturing, retail, construction, and the ICT and FIRE (finance, insurance and real estate) sectors each account for 10 per cent of employment. It is difficult to quantify employment in the informal sector because of the lack of data.

Figure 3: Number of Jobs in SKN by Sector in 2007



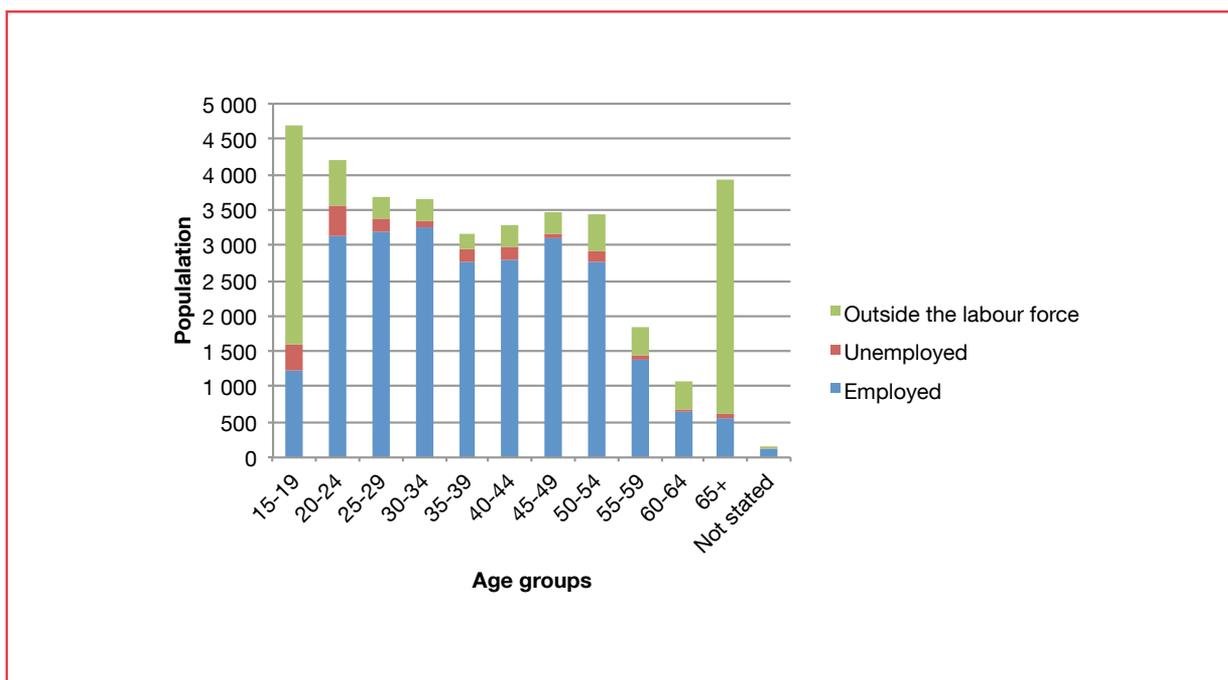
Source: Bekkers, 2009

The private sector in SKN is characterized by a combination of large multinational corporations and generally very small local business units, as 58.8 per cent of the enterprises on Saint Kitts employ only one to five employees. In Nevis, this rate is even higher, with 72.7 per cent of business units falling into the very small business category. In Saint Kitts, these business units comprise retail trade (20.4 per cent), private households (16.2 per cent), construction (12.7 per cent), and hotels and restaurants (8.3 per cent), all in line with a services- and tourism-oriented economy.

In terms of trends, local private-sector growth in SKN appears to face developmental difficulties. The ‘Doing Business Economy Profile’, published every year by the International Finance Corporation, compares the business environments of 185 countries, assessing each country’s accessibility for local entrepreneurs to open and run a small business in compliance with relevant regulations. As shown in the IFC database, SKN was ranked in 97th place in 2013. According to the IFC’s 2010 Enterprise Survey, which interviewed 150 business owners and top corporate managers on the business environment in SKN, 45.3 per cent of firms identify an inadequately educated workforce as a major constraint to doing business, 10 per cent of the whole sample considering it to be the greatest obstacle (IFC, 2010).

Limited labour market information is available from a Labour Force Survey (Bekkers, 2009). Out of a total of 36,543 persons aged 15 years and above, 24,958 were employed, 1,736 were unemployed and 9,849 were outside the labour force. This translates into a labour force participation rate of 73 per cent, and an average unemployment rate of 6.5 per cent. However, the unemployment rate for those in the 20–24 age group was considerably higher at 12 per cent as shown in Figure 4.

Figure 4: Employment Status of Persons Aged 15 Years and Over by Age Group in SKN, 2007



Source: Bekkers, 2009

Figure 4 depicts the employment status of the working-age population, extended to 65+ since a significant proportion of persons are still employed at this age group, even if the majority have retired from the labour market. The highest share of unemployed persons is in the 20–24 age groups, followed by the 15–19 age group. With the current recession, labour force participation rates may have fallen and unemployment rates risen further. While employment and unemployment rates for males and females were roughly similar, females outside the labour force outnumbered males by a ratio of 1.64:1 (Bekkers, 2009). This may reflect the percentage of females in post-secondary education and at home caring for children. The high number of young adults (15–19) outside the labour force is also a concern, and merits particular attention in TVET planning.

The labour market is bifurcated between those positions requiring at least a secondary education qualification, such as the Caribbean Secondary Education Certificate (CSEC), and those not requiring such educational qualifications. According to the Enterprise Survey (Bekkers, 2009), 8,518 out of 18,418 employees (46.3 per cent) occupy a position requiring at least a Form Five qualification, while 9,899 persons (53.7 per cent) occupy a position not requiring such

educational qualification (Bekkers, 2009). In order to reduce the divide between these two sets of career pathways and educational qualifications, specific measures are needed to improve secondary graduation/certification rates and targeted workforce training.

The population has relatively high rates of literacy, of over 90 per cent for persons over 15 years old (UNESCO, 2013). However, upon closer examination, the secondary school completion and attainment data reveal challenges of education quality.

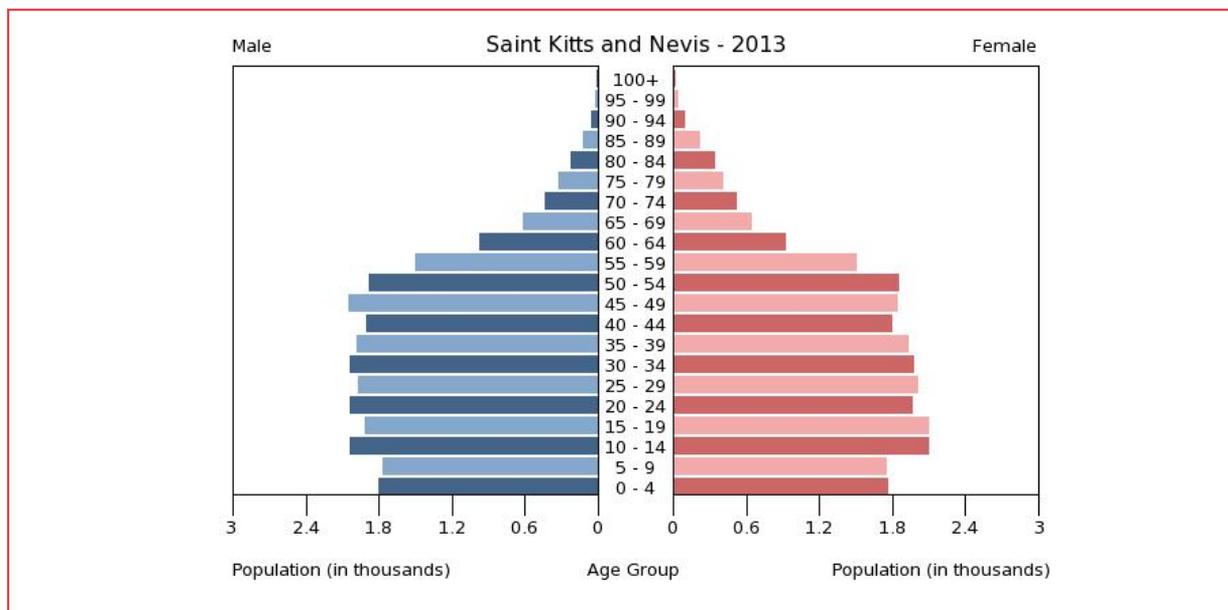
SKN takes pride in having achieved universal access to secondary education as early as the 1960s. Universal access to compulsory primary and secondary education is provided for in the Education Act (2005). However, estimates calculated from the database of the UNESCO Institute of Statistics show that only 65.4 per cent of students entering Form 1 in the academic year 2009–10 can be expected to complete Form 5 of secondary school, since students can opt to leave school at the age of 16, when education ceases to be compulsory. Young men are much more likely than young women to leave secondary school before completing Form 5. Over time, the phenomenon of early school leaving creates a pool of vulnerable people who may have difficulty accessing anything other than low-paid, low-skilled jobs, and who are more likely to find themselves unemployed than their counterparts who completed Form 5. TVET programmes are still commonly regarded as a ‘second chance’ education for youth who left secondary school early. This contrasts with the concepts of TVET as a key strategy for sustainable development, and of TVET as a central orienting principle for education and training policy and system reforms.

■ Social context

Demographic trends

In July 2013, the total SKN population was projected to be 51,134 (Indexmundi, 2013), with an estimated distribution by age group as illustrated in Figure 5.

Figure 5: Estimated Population of SKN by Age Group in 2013



Source: Indexmundi, 2013

Figure 5 shows a balanced demographic structure, where the early childhood group (0–9 years old) is significantly smaller than the older age groups. This indicates that in the next decades SKN may face a contraction in the size of its labour force. In addition, the relatively low annual growth rate, estimated to be 1.2 per cent for the period 2010–15 (UNdata, 2013), is not expected to change in the near future. The net migration rate has experienced a slow but consistent increase. In 2012, the net migration rate was 1.24 per 1,000 (Indexmundi, 2013), which equated to sixty-three persons.

Currently, it is estimated that over 30,000 people (or 60 per cent as many as the current resident population) born in SKN now live overseas. Many of them have emigrated to the United States. This is perhaps unsurprising since the wage differential between the two countries for skilled artisans was 6:1 (World Bank, 2005). In addition, lifestyle issues related to family, living conditions, education and training opportunities also influence decisions to migrate.

A high percentage of these emigrants are of working age, well educated and skilled. Indeed, according to Bekkers (2009), more than 35 per cent completed at least Form 4 of secondary education, more than 21 per cent had graduated from tertiary education (college, vocational school or other non-university training), and 13.3 per cent had a university degree. This loss of educated persons is partly compensated for by inwards remittances, which amounted to 4.8 per cent of GDP in 2010 (Indexmundi, 2013). Outward remittances totalled only 0.66 per cent of GDP. Few statistics are available regarding the number and kind of emigrants who return. There has been significant immigration into SKN from countries such as Guyana and Jamaica, with relatively higher numbers of immigrants settling in Nevis.

Poverty indicators

Many of the available international social indicators portray SKN as a relatively prosperous and well-managed country (UNdata, 2013; World Bank, 2010). However, such indicators conceal concerns surrounding youth disaffection and the relatively high crime rates. A closer evaluation shows a mixed picture in terms of disparities in income, opportunities and wages. The distribution of income and expenditure is shown by the Gini Coefficient, effectively an index of inequality in which 0 represents perfect equality in the distribution of income and 1 the greatest possible inequality. SKN ranked as a relatively equal society in the region at 0.397 in 2007, compared with Trinidad and Tobago at 0.403 and Jamaica at 0.455. The SKN Poverty Assessment found that the poorest 10 per cent of the population accounted for only 2.5 per cent of total consumption, while the richest 10 per cent accounted for 32.8 per cent (CDB, 2009).

The Poverty Assessment data indicated that 34.6 per cent of the population was living below or near the poverty line. The poverty line is calculated on the basis of minimum food and non-food consumption requirements of households at prevailing prices (CDB, 2009). The National Survey on Living Conditions (NSLC), conducted in 2007, estimated the poverty line in Saint Kitts to be EC\$7,329 per annum and that of Nevis to be EC\$9,788 per annum. In Saint Kitts, poverty is geographically focused in St John (20.9 per cent of the parish), to a lesser extent in St George-Basseterre (West: 18 per cent and East: 12.5 per cent), and in St Mary (17 per cent). In Nevis, the poverty is concentrated in St John (39.3 per cent), St George (19.7 per cent), St Thomas and St Paul (16 per cent each).

The Poverty Headcount Index is a measure of the percentage of the population living in households whose adults' per capita consumption falls below the poverty line. According to 2007 estimates, the Index was 23.7 per cent in Saint Kitts, while in Nevis it was 15.9 per cent (CDB, 2009). As mentioned earlier, SKN's economy has been in recession. However, even before the recession, poverty among lower income groups had become entrenched and difficult to eradicate. As a consequence of the recession, it is likely that the boundaries of poverty have expanded widely to include greater numbers of youth.

Population at risk

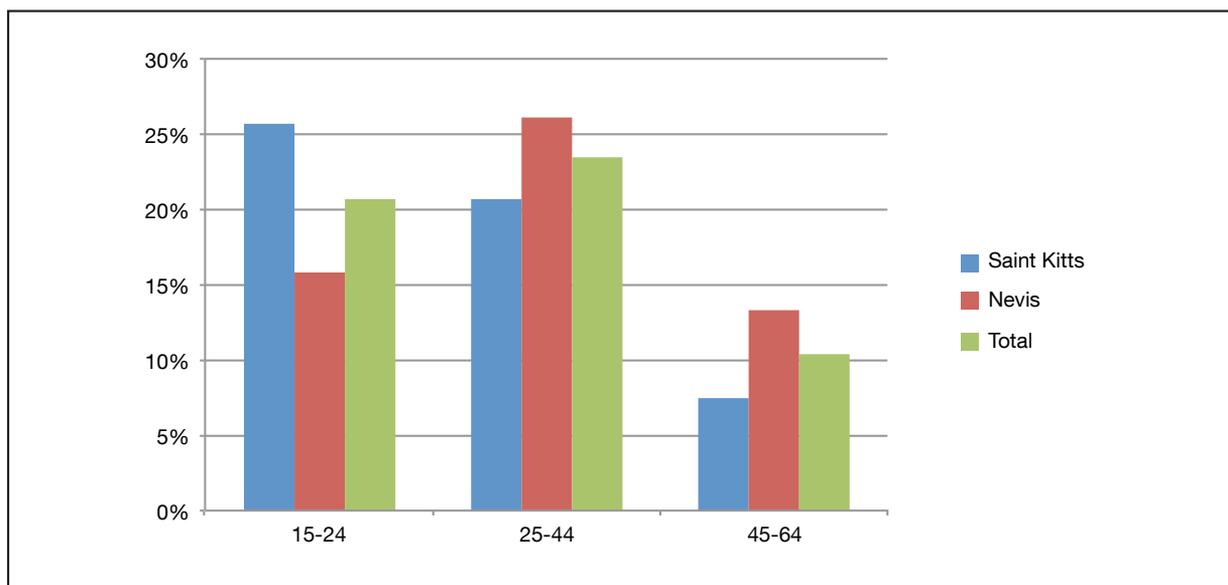
Among the SKN population, certain groups are more vulnerable than others. According to the CDB Assessment, poverty occurs mainly among low-income workers, large households and the less well-educated. In addition, low-income communities are normally concentrated in either dense and urban, or isolated and rural, environments. In addition to the discrepancies in levels of income, age is another discriminatory factor.

Among those living at or below the poverty line, the most vulnerable age groups in both islands are young people (see Figure 6). In Saint Kitts, the proportion of poverty decreases with age, with young adults (15–24 years old) being those most severely affected. In Nevis, the lowest income age group is that from 25–44 years, which comprises the majority of the labour force. Since the recession, it is likely that the poverty levels have become even more pervasive, especially among the youth and those not in work.

Figure 6 demonstrates the vulnerable living conditions of a large part of society, as poverty affects more than one person in six of working age. Moreover, a large part of the current labour force is not sufficiently skilled to acquire anything but very low-waged jobs requiring low levels of qualifications. In 2007, 49.9 per cent of male and 47.3 per cent of female labour force participants in the lowest poverty quintile had no educational certificates (CDB, 2009). The high number of pregnant teens is also a major concern, with 42.3 per cent of all women in SKN, and 62.2 per cent of women in the

lowest economic quintile, having had their first child as a teenager. Teen pregnancy generally leads to a disruption in schooling and in the development of professional skills.

Figure 6: Age Distribution of SKN's Poor Working-Age Population (%) in 2007



Source: CDB (2009)

The youth at risk population encompasses under-aged offenders, people with disabilities, single mothers and abandoned children. This group also includes drug abusers, youth at risk of succumbing to gangs and criminal activity, youth in Nevis who are unable to access education and training available exclusively in Saint Kitts, youth with weak social networks who need training and employment guidance, recent school leavers without secondary school certification, and others who are socially marginalized or physically challenged. Even though more data are needed, attention is being paid to issues regarding youth at risk by the government, civil society and donor agencies (see Appendix II). These efforts include the National Protection Strategy and Action Plan, Basic Needs Trust and the Mold, Empower, Nurture and Direct Programme.

Sustainability concerns

One key factor, which deserves more attention, is the effects of cultural changes upon sustainable development. The cultural landscapes and 'intangible culture' which comprise the invaluable heritage of SKN are being threatened by new commercial and real estate development. Currently, the National Conservation and Environment Protection Act is not being fully administered (Armony, 2013). If tourism expands without proper management, cultural landscapes and townscapes – that is, the 'built culture' – will remain unprotected from private commercial operators, leaving the overall geographical environment vulnerable. In view of these concerns, policy-makers in SKN should consider the consequences of strategic development decisions in tourism and other sectors. Such concerns would need to be incorporated into TVET learning so that future workers are able to balance short-term economic gains with long-term sustainable development imperatives.

Development plans

At a national level, the GSKN entered into a Stand-By Agreement in 2011 with the IMF as a result of economic recession and high indebtedness. Agreed fiscal policies included comprehensive debt restructuring; strengthening of the financial sector; structural reform; and fiscal consolidation, which included revenue increases and spending containment while simultaneously attempting to protect the vulnerable (IMF, 2011, 2012). SKN is required to greatly reduce public debt and largely freeze public spending, which has implications for TVET funding. The Civil Service Reform, which was recently launched, aims to adjust the wage structure for the public sector in efforts to improve competitiveness and increase investment.

The 2013 SKN Budget Address confirmed this strategy and the optimistic framework for the SKN macroeconomic performance, identifying three main drivers of growth: tourism, financial services and manufacturing. According to the Budget Address, the manufacturing sector grew in 2012 by 8 per cent and financial services by 3.14 per cent. Tourism (including beach resorts, cruise ships, new niche offerings, offshore education, the Investment-for-Citizenship programme and related real estate and construction activity) is expected to be the principal driver of the economy. Sectors with strong linkages to the tourism sector such as ICT, business, financial and personal services, transportation and infrastructure, agriculture and agro-processing are also expected to grow. Total passenger arrivals are expected to reach 700,000 in 2014–2015 (Douglas, 2013, p. 14).

To compensate for the job losses and social dislocation as a result of the closure of the sugar industry in 2005, the government introduced an *Adaptation Strategy in Response to the New EU Sugar Regime* (GSKN, 2006). The *Adaptation Strategy* has served as a national development plan. Key *Adaptation Strategy* objectives include macroeconomic policies to reduce vulnerability and facilitate investment and competitiveness in the production and export of goods and services; social policies to support economic development and protect the most vulnerable; and an environmentally sustainable development agenda. The *Adaptation Strategy* also gives priority to cross-cutting issues such as public service reform; private sector growth; regional integration; and physical and social infrastructure development. These objectives and cross-cutting issues have implications for education and training. However, an examination of the progress report on the implementation of the *Adaptation Strategy* indicates limited consideration and analysis of TVET, although TVET is identified as a vehicle for sustainable development.

■ Summary

Though SKN has experienced economic recession in recent years, the economy is now slowly recovering. However, there are significant constraints impeding a better business environment and faster pace of job creation. Although SKN is an HIC, disparity and poverty rates remain high. In the next few years, SKN will have to confront a significant workforce development challenge, pressure to generate higher levels of labour force participation, and improvements in education and training in order to match the demand from enterprises and the global competitive requirements.

The current social indicators point to the need for more attention to the skills needs of populations at risk, and opportunities for better and decent work. Reaching these target groups requires strategies quite different from the practice of dependence solely on formal education and training. This is necessary, but it must fit with other social interventions and adapt to the circumstances and needs of the population at risk.

Particular attention should be given to the anticipated skills demands of tourism, services and other growing sectors, which will increasingly require high-skilled labour. At the same time, there is currently weak demand for higher-skilled workers from the part of the economy that is made up of a large number of very small enterprises.

II. The Education and Training System and the Governance of TVET

This chapter provides an overview of the education system in SKN, the governance of institutions that provide current formal and non-formal TVET programmes, and the changes that may be necessary for a rethinking of TVET as an orienting principle for a more inclusive and equitable model of education and training.

The education system of SKN has undergone significant changes over the years in order to better meet the needs of the population. Since 1990, there has been dialogue around the role and implementation of TVET policy, which currently works as a separate framework within the larger educational system. Current governance offers both opportunities and challenges to strengthen the position of TVET within the educational system and other policy strategies, particularly with regard to the country's ability to educate, train and place young people in the world of work.

■ Overview of the education and training system

The education system in SKN consists of six cycles – early childhood care and education, primary schooling, secondary schooling, post-secondary training, tertiary education and university level. The first of these, early childhood care and education, is increasingly being seen as a key factor for social, emotional, physical and cognitive development. At the age of 5, children are eligible for primary school, which is compulsory for all SKN children. The formal education system is composed of eighteen public primary schools in Saint Kitts and seven in Nevis, and nine private primary schools, three of which are in Nevis.

Figure 7: Enrolment at the Primary Level by Gender, Public Schools in SKN (2010–2011 Academic Year)

| Grade | Male | Female | Total |
|---------|------|--------|-------|
| Grade 1 | 406 | 375 | 781 |
| Grade 2 | 379 | 378 | 757 |
| Grade 3 | 401 | 412 | 813 |
| Grade 4 | 374 | 411 | 785 |
| Grade 5 | 437 | 444 | 881 |
| Grade 6 | 489 | 441 | 930 |
| Grade 7 | 438 | 475 | 913 |

Source: UNESCO, 2013

All students from ages 11 to 12 are able to transfer to secondary schools, where the goals, as currently articulated, are to develop skills to facilitate lifelong learning, prepare students for the world of work, and develop skills of conflict resolution and negotiation (GSKN, 2009). There are eleven secondary schools, three of which are in Nevis. SKN has had

universal secondary education for many years now. Unlike in other countries in the region, there is no Common Entrance examination for entry to secondary school. However, students are required to take the Grade 6 Test of Standards, and performance on this test is used for streaming at the secondary level. The secondary system is divided into lower secondary (Forms 1 to 3) and upper secondary (Forms 4 and 5). Usually at the end of Form 3 students in some schools take examinations set by the Caribbean Examinations Council (CXC) for the Caribbean Certificate of Secondary Level Competence (CCSLC), and at the end of Form 5 they take the CXC terminal examinations for the Caribbean Secondary Education Certificate (CSEC). In Nevis, only the Charlestown Secondary School has a sixth form. In Saint Kitts, the Basseterre High School had a sixth form which was incorporated into CFBC in 1998 as the Division of Arts, Science and General Studies. The CFBC offers programmes for associate degrees and for CXC certification based on performance in the Caribbean Advanced Proficiency Examination (CAPE).

Figure 8: Enrolment at the Secondary Level by Gender, Public Schools in SKN (2010–11 Academic Year)

| Form | Male | Female | Total |
|--------|------|--------|-------|
| Form 1 | 490 | 445 | 935 |
| Form 2 | 455 | 457 | 912 |
| Form 3 | 462 | 472 | 934 |
| Form 4 | 440 | 449 | 889 |
| Form 5 | 285 | 352 | 637 |

Source: UNESCO, 2013

Over the next ten years, the MoE intends to reach a new set of benchmarks for secondary school, including increasing the percentage of students who will be CSEC candidates to 85 per cent; increasing the percentage of students obtaining at least five CSEC subject passes including English, from 46 per cent to 60 per cent; and increasing the percentage of students obtaining at least five CSEC subject passes including English and Mathematics, from 27 per cent to 45 per cent. Recognizing the need for a stronger foundation of skills, the MoE expects that by strengthening secondary-level education, learners will be better prepared for post-secondary education opportunities. For those students who do not continue to tertiary education, SKN offers post-secondary schooling for school leavers and working adults. This includes TVET, narrowly interpreted as skills training in traditional areas such as Home Economics and Management and Building Technology. TVET is available at the formal level in secondary schools for the CSEC, at the Advanced Vocational Education Centre (AVEC) for a local certificate, and at the CFBC for diplomas and associate degrees. Non-formal TVET is offered mainly by the National Skills Training Programme (NSTP) and Project Strong.

SKN provides tertiary education through CFBC, which offers associate degrees and professional certificates. CFBC also has arrangements for Bachelor's degree programmes through UWI and the University of the Virgin Islands (UVI), and a Master's degree programme offered by UVI. In addition, in SKN there are a number of foreign universities whose potential educational benefits for citizens have not yet been harnessed, largely because of the fees charged. Many students have to travel within and outside the region for first-degree and postgraduate studies.

The goal of the MoE is that by 2020, 50 per cent of school leavers will be enrolled in post-secondary and tertiary education, and 20 per cent will be enrolled in university programmes, highlighting again both the need and drive for high-skilled labour in SKN.

In this context, starting points for the development of TVET policy include the goals of Education for All (EFA); the Education Act 2005; the *White Paper on Education Development and Policy 2009–2019*; and work supported by the European Union which led to the report on *A Skills Development System for Saint Kitts and Nevis* (Overreem, 2009) and the *Proposed National Strategy and Action Plan* (Murray-Beresford, 2009). Relevant parts of these studies were incorporated into the *Road Map* (Wilkin, 2011).

The EFA goals

The EFA goals given below provide the overarching context for the development and strengthening of education including TVET in countries. SKN has been putting measures in place, including the thrust for TVET for all, for the achievement of these goals. This policy review emphasized some of the key areas in the goals, for example, for inclusivity and lifelong learning. Six internationally agreed education goals aim to meet the learning needs of all children, youth and adults by 2015.

- Goal 1** Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- Goal 2** Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good quality.
- Goal 3** Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.
- Goal 4** Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
- Goal 5** Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
- Goal 6** Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

The Education Act 2005 – goals and objectives of education

According to the Education Act 2005, the general goals and objectives which the Minister shall establish and pursue are as follows:

- (a) to encourage the development of basic knowledge and skills in all persons including;
 - (i) the skills of literacy, listening, speaking, reading, writing, numeracy, mathematics, analysis, problem solving, information processing, computing;
 - (ii) critical and creative thinking skills for today's world;
 - (iii) understanding of the role of science and technology in society together with scientific and technological skills;
 - (iv) appreciation and understanding of creative arts;
 - (v) physical development and personal health and fitness; and
 - (vi) the creative use of leisure time.
- (b) to develop self-worth through a positive educational environment;
- (c) to promote the importance of the family and community;
- (d) to provide opportunities to reach maximum potential;
- (e) to promote the recognition, understanding and respect for the Constitution, laws and national symbols of the state;
- (f) to develop an understanding of the principle of gender equality and other forms of equality as defined in the Constitution;
- (g) to promote an understanding of the history, language, culture, rights and values of Saint Christopher and Nevis and their changing role in contemporary society;
- (h) to increase awareness and appreciation of the natural environment;
- (i) to promote a national and a Caribbean identity through regional cooperation and integration;
- (j) to develop an understanding of the historical and contemporary role of labour and business in society; and
- (k) to prepare for participation in Saint Christopher and Nevis and global society.

The White Paper on Education Development and Policy

The MoE prepared, in 2009, a *White Paper on Education Development and Policy 2009–2019* entitled *Raising the Standard, Maximizing Resources, Aligning with Best Practices – Promoting Success for All*. This theme was selected as a reminder that education in SKN is affected by challenges similar to those at regional and international levels. The *White Paper* provides policies and actions to chart the way forward and provide guidance to the MoE in its activities over the period 2009–19. The section on TVET describes the purpose and programmes of formal and non-formal providers, and points to the need for a strengthened TVET Council to better coordinate and manage TVET in SKN.

The TVET Vision and Mission as stated in the *White Paper* are given below.

Vision: *A pool of competent individuals, trained and certified to international standards, empowered to compete locally and in a changing global economy.*

Mission: *To establish a Competency-Based TVET system which increases access to training and certification, is relevant to industry and empowers individuals to contribute to national growth and development.*

The *White Paper* also lists concerns that have implications for TVET. These include rising unemployment, significant numbers of students who drop out or leave the secondary system without acceptable qualifications for further education and entry-level employment, and the underachievement of boys and youth at risk. The *White Paper* draws attention to the need for a variety of skills training programmes and more effective use of training facilities: for example, the use of workshop facilities after normal work/school hours.

■ The governance of TVET

Much of TVET programming within SKN is overseen by the MoE. Although there have been attempts for greater public and private outreach, the bulk of policy provisions and implementation stem from MoE governance with support from the Office of the Prime Minister. TVET has therefore gained more prominence in recent dialogue, but is still challenged by a lack of integration of focus between regional, private and other partners. To that end, the TVET Council has been established to steer the direction and implementation of TVET programming.

The role of the TVET Council in TVET governance

In recognition of the need for better coordination and governance arrangements of TVET, the CARICOM Secretariat was mandated to assist Member States in identifying measures for the improvement and strengthening of TVET. In 1990, at a meeting in Trinidad and Tobago, the then Standing Committee of Ministers responsible for Education (SCME) approved the *Regional Strategy for TVET*, which provided guidelines for the establishment of National Training Agencies (NTAs). Member States have used the proposed model given in the Regional Strategy for the establishment by legislation of NTAs. In SKN, the NTA is the TVET Council, which is a UNESCO/UN International Centre for TVET (UNEVOC) Centre. Such centres are established to 'serve as focal points in the provision of services and platforms for international and regional cooperation in TVET' (UNESCO/UNEVOC Network at www.unevoc.unesco.org).

The SKN Education Act 2005 provides details of the composition and functions of the Council. The Composition of the TVET Council is as follows:

- (a) the Permanent Secretary of the Ministry of Labour who shall be an ex-officio member;
- (b) the Chief Education Officer who shall be an ex-officio member;
- (c) the principal of the Clarence Fitzroy Bryant College or his nominee;
- (d) the following persons appointed by the Minister by instrument in writing:
 - i) two members appointed on the recommendations of associations which represent employers;
 - ii) three members with expertise in technical and vocational education and training; and
 - iii) two members appointed on recommendations of the trade unions.

The composition of the Council reflects the value placed on social partnerships in determining policy and programmes for education and training. The Education Act also provides for the establishment of a committee to carry out tasks such as research and to advise the Council on specific aspects of TVET. A chairperson and deputy chairperson were appointed in 2010 and the Secretariat was established in October of the same year. The functions of the Council are wide-ranging, as given in Figure 9.

Figure 9: Functions of the TVET Council

According to the 2005 Education Act, the functions of the TVET Council are:

- (a) to advise the Minister on policy relating to technical and vocational education;
- (b) to prepare plans for technical and vocational education in accordance with national policies and economic needs;
- (c) to ensure that agreed plans for technical and vocational education are implemented;
- (d) to co-ordinate technical and vocational education at all levels of the education system;
- (e) to establish standards for technical and vocational education;
- (f) to establish training priorities, qualifications and articulation;
- (g) to advise the Minister on the scheme of examinations which may be adopted to students;
- (h) to determine the facilities and resources required to ensure satisfactory standards of technical and vocational education and the welfare of students, trainees and staff of training institutions;
- (i) to advise the Minister on the allocation of resources for technical and vocational education;
- (j) to make grants and loans for the support and provision of technical and vocational education; and
- (k) to carry out such other functions relating to technical and vocational education as the Minister may require.

Source: GSKN, 2005a

For TVET policy development, SKN has been involved in regional-level processes including the 2011 ILO/UNESCO/CDB training workshop held in Barbados on 'Promoting effective skills, policies and systems: Improving skills development and national TVET policies and systems'. Participants at that workshop identified many TVET policy issues and concerns, such as the longitudinal and transversal dimensions of TVET, access, equity, quality and relevance. A Caribbean regional conference, organized by the UWI, Mona and the UNESCO Kingston Office in Montego Bay, Jamaica in 2012 provided another opportunity for advancing regional dialogue on TVET. In addition, with support from C-EFE, representatives of the SKN TVET Council have participated in CANTA meetings, and stakeholders participated in consultations on the revised *Regional TVET Strategy*.

The work of the TVET Council is carried out through a Secretariat which currently comprises two professional and one administrative staff assigned from the MoE in Saint Kitts. In a small state like SKN, placing the Secretariat within a Ministry (in this case the MoE) is a cost-effective measure. However, as in other small states, officers are required to assume several roles, and this could interfere with the dedicated work required of the Secretariat staff.

While the TVET Council functions out of the MoE located in Saint Kitts, complete centralization with respect to TVET governance is not an option given the autonomy of the NIA. Recognizing the need to decentralize governance and delivery of TVET, a staff member of the MoE in Nevis has been identified as the point person to liaise with the TVET Council. The decentralization has gone even further in that a committee that approximately mirrors the composition of the SKN TVET Council has been formed in Nevis. There is very good cooperation between the SKN TVET Council and the Nevis TVET committee, but the Nevis committee, like the TVET Council, is hampered in carrying out its work because of inadequate resources.

The lack of adequate staff and other resources limits the Council's ability to carry out its functions, including TVET governance, effectively. Also, efforts are required to ensure that Members of the Council are fully aware of the purpose and functions of the Council and the role and contribution of each Member in carrying out these functions.

Although the membership of the TVET Council includes representation from the private sector, the involvement of the private sector in the work of the Council has been limited. Partnerships with the private sector are critical in order to ensure that training provided is linked to current and anticipated labour market needs. The involvement of employers in TVET governance would strengthen the participation of the private sector in policy-level discussions on priorities for

sustainable development and the training required to support those priorities. Participation of the private sector also depends on an enabling environment for meaningful interactions. There is evidence of a willingness of the private-sector partners to participate in education and training, and their contribution to governance and other aspects of TVET would be enhanced through more effective operations of the TVET Council.

A Road Map for formal and non-formal training

Wilkin (2011) prepared a *Road Map* for formal and non-formal training entitled *The Way Forward for Skills Development in Saint Kitts and Nevis*. The *Road Map* notes that effective governance and operations of TVET are necessary for the implementation of programmes that will enable individuals to gain access to decent jobs, reduce poverty, promote social inclusion and engender full employment. The *Road Map* addresses both the social and economic challenges to TVET in SKN, explaining that TVET should contribute to addressing the critical challenge of ‘the development of a competent workforce and the establishment of a vibrant, effective entrepreneurial climate for sustained economic growth and competitiveness’ (Wilkin, 2011). The *Road Map* was approved by SKN Cabinet in 2012, and is viewed as a policy-level document with implications for governance and other aspects of TVET provision.

The *Road Map* analyses TVET strengths, weaknesses, opportunities and threats (SWOT). It also details immediate activities for improving training provided at the secondary level, via AVEC, CFBC, NSTP and Project Strong, and strengthening of the TVET Council. The *Road Map* also points to the need for a TVET policy that will help strengthen TVET governance and programmes. Although the *Road Map* offers a detailed plan for TVET programming and implementation, it lacks a larger vision and strategy on ways to locate TVET within an educational and training policy; is input-based rather than outcomes-oriented; is centred mainly on MoE activities; and provides little in the way of evidence base and assessments. Looking forward, the *Road Map* called for more attention to the inclusion of vulnerable groups, including learners with special needs and disabilities.

Governance arrangements at subregional and regional levels

At the subregional and regional levels, decisions are taken with the participation of policy-makers and government officials at various meetings, for example, at CARICOM Heads of Government Meetings and meetings of the various Councils, such as COHSOD, which deals with education matters; the OECS Authority; and Ministerial meetings at the OECS level. At the subregional level, the OECS Secretariat facilitates governance arrangements in the Member countries.

COHSOD is the regional policy-making body for education and training matters. In 2007, COHSOD took the decision to allow CXC to award the CVQ to students in schools. At that time a decision was also taken for the NTAs that were already well established in Barbados, Jamaica and Trinidad and Tobago to award the CVQ to people outside the formal school system and in the workplace. The NTAs of the other countries have to meet specific requirements in order to be authorized to award the CVQ.

The authority vested by COHSOD in CANTA means that the work of CANTA may have some relevance to governance of TVET at local level. CANTA has been given the authority to review and recommend regional Occupational Standards to COHSOD for approval for use across the region. The new *Regional TVET Strategy for Workforce Development and Economic Competitiveness* (CANTA, 2012) approved in May 2013 by the 24th meeting of the COHSOD, allows CANTA direct access to COHSOD, and makes a case for CANTA to have legal authority to carry out its work in the region. This is likely to have wider implications for TVET governance.

■ TVET programmes and providers

The governance and administration of TVET programmes within the education system is managed by an Education Officer in the MoE. These programmes include those offered at the secondary level for the CSEC and the CVQ. AVEC, Project Strong, the NSTP and the CFBC also offer programmes for local certification. Efforts have been made to ensure that the programmes are competency-based.

Competency-based education and testing

In keeping with regional and international developments, the *White Paper on Education Development and Policy 2009–2019* (GSKN, 2009) advocates that TVET programmes should be competency-based, since this system allows for the identification and measurement of explicit outcomes. The *White Paper* notes the principles of competency-based education and training (CBET), which include:

- a focus on outcomes as observable competencies;
- greater workplace relevance;
- assessments as judgements of competencies;
- improved skills recognition; and
- improved articulation and credit transfer.

The thinking is that if all skills training programmes are competency-based, the profiling of the programmes will be much easier, and this will facilitate articulation and credit transfer to enable trainees to move more easily on to higher levels of education and training. Even though the MoE is advocating the use of CBET in education and training, there is need for TVET staff training in CBET, as the language and methods around CBET are still relatively new to many teaching staff. Two critical areas that need to be addressed for the effective implementation of CBET across the school curriculum are the orientation of teachers and changes in focus in curricula. This would mean systemically integrating CBET into curriculum development processes and providing both pre-service and in-service teacher development for all levels

The Caribbean Secondary Education Certificate

As currently defined, subjects that are categorized as TVET are given in Figure 10. Students take TVET subjects for CSEC. In one school in Saint Kitts, students also do programmes for the CVQ awarded by CXC. As mentioned before, TVET is usually viewed by teachers, parents and students as a route for less able students, which goes against the vision and mission of TVET as a provider of equal opportunity. Though there are examples in some programmes, namely AVEC, where more qualified learners have attempted to gain access to vocational programmes, unfortunately the general negative stereotypes around TVET prevail, even among key decision-makers. Further, timetabling arrangements and in some cases teacher biases influence students' choices and reinforce the divide between academic and technical areas of study. Often the students who are required to do TVET subjects are also those who have difficulties with English, mathematics and science programmes which are fundamental for TVET. Therefore, these students experience difficulties mainly with the theoretical components of the TVET subject areas. This contributes to further marginalizing of the already small number of students taking TVET subjects.

Usually the largest entries for CSEC are in English and Mathematics. In 2012, the entries for English were 680 and for Mathematics 521. The entries in TVET subjects are much lower. The highest entries in TVET are in business areas, where there are more female than male candidates. The lowest entries are in areas such as Building Technology; Construction; Woods and Mechanical Engineering Technology. The data on the number of males and females show the continued gender stereotyping of programmes. For example, one female out of the nine students took the examinations for Building Technology (Construction); twenty-nine females and two males took the examinations for Clothing and Textiles; and no females took examinations for Mechanical Engineering Technology and Building Technology (Woods). Data on the CSEC entries for 2012 are given in Figure 10.

The low entries lead to high unit costs for TVET, and the provision of programmes with as few as three or nine students is not cost-effective. When such subjects are combined with other disciplines, however, TVET programming can provide students with the right combination of knowledge and skills needed for employment. To that end, there is need for greater efforts to

increase mobility between academic and vocational programmes, allowing for multidisciplinary in the students' options. This requires a rethinking about the core knowledge and skills associated with TVET, which all students need in order to benefit from education and training across all disciplines. It is unfortunate that the biases and the artificial distinctions made between 'academic' and 'technical' subjects often preclude students from taking a mix of subjects that might better prepare them for the world of work and for further education at the tertiary level. At present, students' studies may be determined by examination performance, teachers or parents. One possible solution from international experience could be to offer more elective subjects, if resources allow. Easier access to information about the opportunities and choices available in education and the world of work, and career guidance services, would help students make choices from both academic and technical subjects that would better prepare them for further education and employment.

Figure 10: Number and Percentage of Females and Males in Subjects Offered for 2012 CSEC Examinations

| Subjects | Number and percentage of entries by gender | | Total |
|-------------------------------------|--|--------------|-------|
| | Female | Male | |
| Electronic Doc Prep and Mgt | 215 74.1% | 75 25.9% | 290 |
| Principles of Business | 190 71.4% | 76 28.6% | 266 |
| Information Technology | 124 54.9% | 102 45.1% | 226 |
| Principles of Accounts | 141 69.5% | 62 30.5% | 203 |
| Office Administration | 134 74% | 47 26% | 181 |
| Food and Nutrition | 88 80.7% | 21 19.3% | 109 |
| Home Economics Mgt | 89 82.4% | 19 17.6% | 108 |
| Agricultural Science (Single Award) | 64 61.5% | 40 38.5% | 104 |
| Technical Drawing | 31 34.8% | 58 65.2% | 89 |
| Building Tech (Woods) | 0 | 63 100% | 63 |
| Agricultural Science (Double Award) | 19 46.3% | 22 54.7% | 41 |
| Visual Arts | 21 65.6% | 11 34.4% | 32 |
| Clothing & Textiles | 29 93.5% | 2 6.5% | 31 |
| Electrical & Electronic Tech | 2 7.1% | 26 92.9% | 28 |
| Building Tech (Constructions) | 1 11.1% | 8 88.9% | 9 |
| Mechanical Engineering Tech | 0 | 3 100% | 3 |

Source: CXC Statistics

The Caribbean Vocational Qualification

The CVQ, a work-based qualification, was introduced in 2007. The CVQ is based on Occupational Standards that have been approved by COHSOD for use across the Caribbean region. Each Occupational Standard comprises mandatory and elective units which give details of the competencies that a student is expected to achieve. The CVQ is awarded at five levels. Students are assessed at any level only when they have mastered the competencies associated with the mandatory units at that particular level. Descriptors for each level are given in Figure 11.

Figure 11: Occupational Levels of Certification

Level 1: Directly supervised/entry-level worker

Level 2: Supervised skilled worker

Level 3: Independent or autonomous skilled worker

Level 4: Specialized or supervisory worker

Level 5: Managerial and/or professional worker

Source: CANTA, 2005

SKN was among the first three countries to enter into a contract with CXC for the award of the CVQ Level 1. The expectation was that the same workshops used in schools for CSEC subjects could be used for students who wanted to do corresponding CVQ programmes. One school is now offering CVQ programmes, and the intention is that other schools will eventually participate in the CVQ. This has not happened for several reasons: teachers faced challenges in teaching programmes for both CSEC and the CVQ; there are few resource materials available for the CVQ; and schools have not been able to meet the exacting requirements for facilities, safety and other standards in the CVQ programmes. There is a low level of recognition among some employers about the CVQ, suggesting that further implementation of the programme would require deeper awareness in both the public and private sectors.

The programmes at the secondary level are at Level 1, which comprises the competencies expected of a semi-skilled worker. The quality requirements for the CVQ have been determined by CANTA. CXC, using these requirements, undertakes quality assurance measures for the award of the CVQ by the school centre. While it is important for students to be trained in adequately equipped workshops with appropriate equipment and safety standards, a balance is needed between the exacting requirements and the level of training being provided. Schools also need assistance, for example, in meeting requirements and organizing workshop spaces in order to enable more students to participate in programmes for a CVQ which can be used for free movement within CSME.

There is agreement that employers increasingly need workers with higher-level skills. The progression of graduates from the Level 1 programmes to higher levels is a concern. There are plans for AVEC to offer both Level 1 and 2 programmes. The intention is also for the CFBC to offer programmes at the higher levels. This has not yet happened as CFBC has chosen to convert some of the TVET programmes to associate degrees, and is also considering offering programmes for City and Guilds certification. The facilities available at the CFBC for the programmes currently being offered need upgrading, and introducing the higher levels of the CVQ would place additional demands on the instructors and the already limited resources available for training.

The Advanced Vocational Education Centre

AVEC was established in 1999, and caters to students from age 16, who have either completed the five years of secondary school or have dropped out of school. The programmes are for two years and are full-time, and students have access to eight skill areas, in which AVEC offers four core subjects: English, Mathematics, Information Technology and Life Skills/Occupational Guidance. There are plans to add Entrepreneurship to the core. The governance of AVEC falls under the MoE. However, while the MoE provides the funding and oversees the administration, AVEC has some flexibility in its programme offerings and in responding to demands from other bodies such as employers in the private sector.

According to the AVEC administration, the core programme is designed to provide opportunities for trainees to develop their numeracy, communications, literacy, organizational, social and entrepreneurial skills. The total number of students in the skills areas in the first and second years combined is 166. The pattern at the secondary level of females and males choosing subjects associated traditionally with their gender is maintained at AVEC. Figure 12 gives the student enrolment for the period 2012–13. The enrolment in 2013–14 will depend upon the numbers for intake and drop-out.

Figure 12: Enrolment at AVEC for Academic Year 2012–13

| Subject | First-year students | Second-year students |
|---------------------------------|---------------------|----------------------|
| Auto Mechanics | 13 | 3 |
| Business Studies/Administration | 16 | 6 |
| Computer Studies | 18 | 7 |
| Electricity Electronics | 16 | 7 |
| General Accounting | 9 | 1 |
| General Construction | 10 | 4 |
| Graphic Arts | 6 | 7 |
| Hospitality Studies | 29 | 14 |
| Total | 117 | 49 |

Source: AVEC Enrolment figures, 2013

Currently, nine programmes have fewer than ten students. These are mainly second-year programmes, which suggest that the drop-out rate is high. For example, sixteen students are enrolled in the first-year programme in Electricity and Electronics and seven in the second-year programme. If approximately the same number started the year before, the enrolment in the second year fell by just over 50 per cent. This pattern is also observed across other subject areas.

Another issue is the significant costs associated with meeting the standards for facilities and other resources for the CVQ. Because of this, provision of CVQ programmes in all schools should be reconsidered. An option would be to place more focus at the secondary level on the knowledge and skills needed as a foundation for skills training. This would benefit students at higher levels of education and training, and could prepare AVEC to become a pioneer in providing for the CVQ and other skills training programmes. The students taking the CVQ and AVEC programmes would be better prepared, having had a secondary education that was more focused on the knowledge foundation needed for skills training. In addition, programmes which offered a systematic instruction for the acquisition of employability skills such as critical thinking and problem-solving would engender a more highly skilled and adaptable labour force, a concern not only for SKN but also for other countries across the region. In her report on a skills development system for SKN, Overeem (2009) recommended a rationalization of skills training for the CVQ, with the NSTP doing some Level 1 programmes, AVEC focusing on Levels 1 and 2, and the CFBC on Level 3. There is support for this division of labour and the prioritizing of higher levels of CVQ within TVET, assuming that there would be sufficient numbers of students to make the programmes viable.

Non-formal training: Project Strong

Non-formal training is available through Project Strong, which is governed by a board including members of the private sector, but also receives public funding. Project Strong serves as a safety net for youth between the ages 16 and 18 (although the age limit is extended in some cases) who have not had success at secondary level and are marginalized and unemployed. Though the institution currently has only fifteen trainees, it has symbolic value. Programmes are offered in areas such as basketry, cooking, dress-making, pastry-making, tailoring and woodwork. In addition, instruction is provided in three compulsory areas: consumer mathematics, communication, and information technology.

The numbers in the various skill areas are few, and an assessment based on numbers only would indicate a system that is not cost-effective or efficient. However, Project Strong provides a valuable service for people who are unable to get into other training programmes because they do not meet the entry requirements. Project Strong offers them the opportunity

to obtain the prerequisites for other training programmes. In addition, trainees at Project Strong are encouraged to use the skills they acquire in order to engage in entrepreneurial activities even while they are being trained. Success stories of people who benefited from training at Project Strong are used to motivate other young people to access the training provided. The alternative for some of these young people is to join the ranks of the unemployed and possibly engage in risky behaviour.

The status of the programmes at Project Strong could be improved, for example by using the CVQ programmes and enabling students to be assessed by the TVET Council for a NVQ until such time as the Council is authorized to award the CVQ. Over time, these qualifications can support strengthened linkages between current and future programmes. Also, through partnerships with resource people in the community and the private sector, students can access opportunities for second-chance education by preparing themselves for examinations for the CCSLC and CSEC.

The National Skills Training Programme

NSTP is governed by the MoE, and responds to demands from both public and private sectors. The programme provides a flexible, non-formal training mechanism that can respond quickly to the 'immediate and changing skill requirements of the workplace' (Wilkin, 2009). However, the ability of the NSTP to respond to training needs depends on the number of persons to be trained (a minimum of six is required); resources including funding and instructors; and available workplaces for training, as the NSTP itself does not conduct training. Though this relationship to student demand offers some opportunity for local youth, it can neglect the realities of economic demand, often failing to connect the programmes to local and regional needs. With little assessment of its programmes, it is unlikely that these connections will be strengthened or expanded in future developments. In addition, the numbers trained are small, as evidenced by the 2011 figures given in Figure 13.

Figure 13: NSTP Enrolment (2011)

| Subjects | Male | Female | Total |
|--|-----------|-----------|-----------|
| Food Preparation and Agro-processing | 2 | 17 | 19 |
| Basic Electricity | 12 | 1 | 13 |
| Hospitality | 4 | 14 | 18 |
| Daily Living Skills (basic cooking and laundry skills, for physically and mentally challenged young persons) | 5 | 9 | 14 |
| Air Conditioning | 9 | 0 | 9 |
| Auto Mechanics | 8 | 0 | 8 |
| Carpentry/Joinery | 2 | 0 | 2 |
| Total | 42 | 41 | 83 |

Source: NSTP

In 2012 seven courses were again offered, though new programmes were substituted for those offered in 2011. The enrolment was 204, and 113 trainees completed their course, a significant increase from 2011. Some who did not complete are continuing their training in 2013. A majority of females enrolled in areas such as Cosmetology (ten students, all female), Food and Beverage (thirty-four females and four males) and Secretarial Skills (thirteen females and three males); and more males enrolled in areas such as Basic Electricity (six males and one female).

The NSTP benefits from partnerships, which include financial and technical assistance, with several bodies including those listed in Figure 14.

Figure 14: NSTP Partners

| Regional and international | Local |
|--|--|
| Caribbean Development Bank (CDB) | Chamber of Commerce |
| Inter-America Institute for Cooperation on Agriculture | Cuban Alumni Association |
| Organization of American States (OAS) | Hotel and Tourism Association |
| Partners of the Americas | National Association of Administrative Professionals |
| UNESCO | Skills Training and Entrepreneurial Programme/STEP |
| United States Agency for International Development | Saint Kitts National Youth Parliament |

Source: NSTP office

One partnership programme sponsored by USAID, A'Ganar, caters for students aged 17–24 who have completed secondary school but with few skills or certification. In 2012, there were seventy-three male and forty-seven female participants in this programme. The NSTP is the preferred body for training sponsored by the various partners, which suggests that although it is small, it is highly regarded and could therefore exploit its status in order to expand and upgrade the training being provided. In doing so, the NSTP could consider the provision of core skills training programmes that lead into other levels of training, in addition to the provision of externally sponsored programmes, such as short-term or one-off donor-funded projects. Issues that will need to be addressed include the funding of the programmes, the availability of instructors, and strategies to reach youth who are vulnerable and may be at risk. The NSTP is well poised to foster and help create what Overeem (2009) called a 'culture of skills development' and lifelong learning. However, closer links with employers in the private and public sectors would help ensure that the skills acquired by learners enable them to make transitions to the world of work.

People Employment Programme

The NSTP has been charged with implementation of the PEP, which is being funded through SIDF. PEP is a government initiative intended to contribute to skills development, which can be accessed by youth who are out of school and by unemployed persons. PEP has the potential to be a valuable avenue of training for many people, especially those without secondary-level qualifications. The six projects are:

- i) the Engaging Qualified Interns Project (EQUIP), for nationals who are academically qualified and unemployed to be attached to workplaces for internships in order to improve their chances for employment;
- ii) the National Infrastructure Improvement Project (NIIP), which is intended to provide employment in activities for infrastructural enhancement;
- iii) the Skills Training and Entrepreneurial Development (STED) programme, which will provide skills training to improve participants' prospects for employment;
- iv) the Women in Small Enterprise (WISE) programme, which is tailored to provide training in micro-enterprise management (a grant support of EC\$2,500 will be made available through this programme);
- v) the Agri-Enterprise Training and Management (ATM) project, which is aimed at promoting agriculture as a viable economic activity; and
- vi) the Women in Construction Trades (WICT) project, which will provide skills to women to enable them to obtain employment in the construction sector, where income levels tend to be higher than in the traditional low-paying jobs available to unskilled women.

Participants in the programmes will receive a stipend equivalent to the minimum wage. According to the PEP office, more than 800 people have participated in the programmes since mid-January 2013, and there have been over 2,000 applicants for the initiative (ZIZ, 2013). While the PEP will benefit some in the short term, there are concerns about the sustainability of such a programme. Also, efforts need to be made to more closely involve the private sector to facilitate employment of the trainees at the end of their courses.

Clarence Fitzroy Bryant College

In 1988, CFBC was founded by the merging of four previously existing institutions – a school of nursing, a teacher's college, a technical college and a Sixth Form. Tertiary-level education is available at the CFBC, which is governed by a board in accordance with the Clarence Fitzroy Bryant College Act 2008. The Act gives the college the authority to offer tertiary education and training in several areas including agriculture; business and hospitality skills training and professional development; TVET; technology and information science; and such other fields of study and areas of training as the board may from time to time determine in consultation with the Minister. The board is responsible for the general direction of the college, and its functions are detailed in the Act. The CFBC as the apex tertiary level institution in SKN also appoints a member to the TVET Council. This should enable the CFBC to provide leadership and influence governance arrangements and other areas related to the development and strengthening of a national system for TVET.

TVET programmes are offered at the CFBC by DTVEMS. The mandate of DTVEMS is 'to train students in the technical discipline to meet the demands of public and private sectors' (CFBC official website). The objective of the division is 'to produce graduates with the knowledge, skills and attitudes required for high performance in today's competitive work environment'. A great deal of attention is being paid to this division given the importance being placed on skills training in order to achieve a well-equipped labour force for national sustainable development. The goals and objectives of DTVEMS, given in Figure 15, illustrate the importance being placed on human development through education and training, entrepreneurship and employment in a modern labour market.

Figure 15: Goals and Objectives of DTVEMS

1. Establish a Framework for upgrading and expanding the offerings at the CFBC's Division of Technical, Vocational Education and Management Studies;
2. Upgrade, equip and modernize workshops, labs and learning spaces, to provide competency-based, standardized, tiered, flexible, industry-driven, industrial training programmes;
3. Recommend a proper review of the scope and depth of the curriculum, management structure, programme structure, human resources, skill sets and policies for the Division to make it '21st century ready';
4. Recommend an integrated curriculum built on core courses for career development, entrepreneurial ventures and HRD while contributing to workforce development;
5. Support policy and programme initiatives to ensure accessible and quality TVET training in the Federation;
6. Strengthen the role of CFBC's TVEMS Division so as to contribute to the development of a highly skilled competent workforce and/or entrepreneurial climate;
7. Establish a proper Data Management and Evaluation System at the TVEMS Division.

Source: CFBC, 2013a

Over the years, there has been a steady increase in the total number of students enrolled in the college and in DTVEMS. During the review exercise, some students expressed the view that their career prospects were likely to be better because of their participation in vocational courses rather than academic subjects. Figure 16 shows the enrolment in DTVEMS by grade, from 2010 to 2011.

Figure 16: Enrolment in the Tertiary Level by Grade, Clarence Fitzroy Bryant College, DTVEMS, 2010–11

| Programmes | Year 1 | Year 2 |
|--|------------|------------|
| Office Administration and Management Studies | 46 | 30 |
| Architectural Design Technology | 16 | 12 |
| Timber Vocations – Carpentry | 0 | 12 |
| Air Conditioning and Refrigeration | 24 | 6 |
| Electrical and Electronics Engineering | 14 | 5 |
| Information Technology | 21 | 7 |
| Motor Vehicle Engineering | 11 | 9 |
| Hospitality Studies | 17 | 12 |
| Culinary Arts | 16 | 7 |
| Total | 165 | 100 |

Source: CFBC Statistics

The college enrolment increased by 39 per cent between the 2010–11 and 2011–12 academic years, from 719 to 1,002. Of the total of 1,002 full-time students enrolled at CFBC in 2012–13, 355 are enrolled in DTVEMS programmes as shown in Figure 17. The enrolment in DTVEMS has also grown by 51 per cent from 238 to 355 during the same period, which is due in part to the recent introduction of Agriculture Studies. The introduction of new subject areas can be attributed to external funding and partnership arrangements as well as domestic priorities.

Figure 17: Enrolment in Subject Areas in DTVEMS in 2012–13

| Subject areas | Year 1 | | Year 2 | | Total |
|--|--------|--------|--------|--------|---------------------------------|
| | Male | Female | Male | Female | |
| Office Administration and Management Studies | 4 | 47 | 3 | 37 | 109 (of which 18 are part time) |
| Air Conditioning and Refrigeration | 22 | 1 | 8 | 0 | 31 |
| Architectural Design Technology | 10 | 6 | 8 | 3 | 27 |
| Agriculture | 13 | 3 | 0 | 0 | 16 |
| Culinary Arts | 3 | 11 | 1 | 3 | 18 |
| Motor Vehicle | 14 | 1 | 12 | 0 | 27 |
| Electrical and Electronics | 17 | 0 | 12 | 0 | 29 |
| Information Technology | 16 | 2 | 11 | 2 | 31 |
| Timber Vocations | 20 | 0 | 11 | 0 | 31 |
| Hospitality Studies | 2 | 21 | 1 | 12 | 36 |
| Total | | | | | 355 |

Source: CFBC Statistics

The largest enrolments (first-year and second-year combined) are in the areas of Office Administration and Management Studies; Hospitality Studies; Air Conditioning and Refrigeration; Information Technology; and Timber Vocations. Students view these as areas that are more likely to enable them to gain employment. In addition, the Office Administration and Management Studies programme is franchised from the Barbados Community College, adding value to the certification. The links between the CFBC and the UWI for Hospitality Studies offer the opportunity for further education at the UWI. Also, students recognize that the prevalence of air-conditioning in offices and hotels and increasingly in homes will require more people trained in that area.

The College has recently instituted a registration fee of EC\$250 per semester, and there is a concern that the fee may cause enrolment to drop initially. A very detailed analysis of the DTVEMS was done, and a report prepared entitled *Improving the TVE&MS Division at the CFB College* (Wilkin, 2012). The document gives details of the various programmes, goals and objectives, as well as the issues, concerns and required actions, which are listed as 'Deliverables for Projection'. Issues common to the diploma programmes include poor layout of workshop space; limited tools and equipment; the need for a curriculum that is industry-driven, standards-based, flexible and tiered; and the need for additional trained staff.

In recent times, students have been able to move between divisions to customize studies that may be more suited to their needs, increase their chances for employment and provide them with a wider range of options for continuing their education at the tertiary level. Changes in curriculum to reflect the centrality of TVET and the vocational aspects of all areas of study should help remove any boundaries that exist between divisions and facilitate multidisciplinary in students' programme choices. The importance of mastering skills of literacy and numeracy and the acquisition of science concepts, for students to benefit from general education including TVET, needs to be emphasized. This would help in raising the status of TVET and creating awareness around the need for thoroughness of preparation for students, both in terms of knowledge and skills and for further education and training as demanded by all professions. However, DTVEMS is still seen as the 'technical division', separate from other CFBC programmes.

The majority of students at the CFBC are in the programmes for the (CXC) Caribbean Advanced Proficiency Examination (CAPE). CAPE is used for matriculation into the UWI and other universities within and outside the region. TVET subjects are also offered by CXC for CAPE. These TVET subjects are included in subject clusters that can be used for entry into higher education programmes, such as engineering. This development has contributed to raising the status of TVET. However, the numbers of students who choose this route is small, as there are few students coming from the secondary level with TVET and other required qualifications for the reasons mentioned previously.

Training from other providers

Occasional training is provided by government ministries other than the MoE. Three examples are given below:

- The Ministry of Tourism in collaboration with the Saint Kitts Tourism Authority and the OAS conducted a certificate training project for service providers in areas such as hospitality and customer excellence; guest room; front desk; supervision and management training; food and beverage management; and banquet and restaurant server training.
- The Ministry of Agriculture in collaboration with McGill University and the UWI Crops Programme provided technical assistance to farmers to promote sustainable agricultural technologies.
- The Saint Kitts Tourism Authority has provided training for taxi and tour operators and to people who do hair braiding.

These occasional courses are targeted to specific groups and contribute to skills development in SKN. However, they would have greater impact if they are planned and coordinated within a national system in order to ensure sustainability and integration within the general system of education and training.

■ Strengthening TVET within the education system

There is agreement that the achievement of sustainable development requires highly skilled citizens. Increasingly employers are requiring workers to have high-level and non-routine skills, including such skills as problem-solving and critical thinking, rather than routine skills, which are mainly manual and cognitively less challenging. The TVET providers face the challenge of providing skills training alongside generic skills that are necessary as a foundation for continued education and training. The embedding and acceptance of the transversal and longitudinal dimensions of TVET should help change attitudes to TVET, as teachers in all disciplines identify the TVET-related components in their subject offerings and view them as integral parts of education for all, and not only as manual skills programmes for the few. A rethinking of TVET would also contribute to concerted efforts by educators at all levels to ensure that all students acquire generic employability skills.

Transversal and longitudinal dimensions of TVET

Since the closure of the sugar industry in 2005, there has been a focus on skills training in order to enable the people displaced from the industry to acquire skills that will let them find employment in other sectors. In recent times, there has been renewed interest in TVET as policy-makers, employers, educators and other stakeholders recognize the need for a well-equipped workforce in order for countries to be competitive and to meet the challenges and opportunities of a changing labour market. This has led to a thrust for TVET for all in SKN. The expert team considers this concept of 'TVET for all' as a way of overcoming the prejudices that have affected the image of TVET in the past. By taking this approach, the negative impact on the prospects of TVET graduates can be reversed, overturning the idea that TVET is an area of study for less able students and a 'dead end' within the education system. In order to achieve TVET for all, substantial changes are needed within the education system to embed TVET in all areas of study to ensure the transversal and longitudinal dimensions of TVET in education provision. By recognizing the vocational aspect of all studies, vocational and academic training can be integrated into a more flexible and skills-driven framework. One practical measure would be the provision of systematic instruction for all students to acquire problem-solving, critical thinking and other employability skills as stated in each Occupational Standard for the CVQ and given in Figure 18.

Figure 18: Employability Skills

- Collect and analyse information
- Communicate ideas and information
- Plan and organize activities
- Work with others and in a team
- Use mathematical ideas and techniques
- Solve problems
- Use technology

Source: OAS Hemispheric project, Assessor Training Course, 2007

In order to ensure that TVET-related skills are embedded in all subject areas, there will be a need for curriculum reform and teacher training/orientation. Given the concern of employers that people entering the labour market lack these skills, the acquisition of them cannot be left to chance. Systematic instruction for the acquisition of employability skills will not only prepare students for employment but will also provide them with the learning-to-learn and meta-cognitive skills needed for lifelong learning.

Summary of skills training provided and the issues to be addressed

Figure 19: Summary of Programmes and Possible Issues to Be Addressed

| Programmes | Objectives | Target group | Possible issues to be addressed |
|---|---|--|---|
| CXC CSEC TVET subject areas/ formal/ regional | To enable students to acquire skills that equip them for employment and lifelong learning | Secondary-level students | Few students enrolled in programmes; Gender biases in subject selection; Inadequate literacy and numeracy skills and science concepts. |
| CVQ Level 1 | To prepare students for entry-level employment | Secondary- level students | Being offered in one school only; Exacting demands to meet all requirements for delivery of programmes; Facilities standards not met in most cases; Lack of opportunities for progression to higher levels. |
| Advanced Vocational Education Centre | To afford individuals the opportunity to develop skills, stimulate positive attitudes and to create a greater awareness of the opportunities available to pursue training in TVET. | Mainly school leavers | Improving facilities for the future award of the CVQ; Training of staff; Better articulation of programmes so graduates can continue their education and training at higher levels. |
| Project Strong | To provide young people and teenagers with a positive and non-judgmental setting to identify, explore and develop their talents in a creative way. | Youth between ages 16 and 18 (although the age limit is extended in special circumstances) | Improve connection of programmes to other non-formal and formal programmes. |
| National Skills Training Programme | To provide all citizens (including professionals) of SKN with an opportunity to obtain quality training, using industrial standards to develop the knowledge, skills and attitudes that are essential in the workplace. | All citizens | Improved work environment; Better financial support; Improved institutional management; More trained staff; Increased access to programmes; Linking of programmes with those offered by other providers; System for tracking graduates; System for expanding core of employers for on-the-job training. |
| CFBC Diploma and Associate Degree programmes | To provide high-level skills that are needed in the labour market. | Secondary-level graduates mainly | Training of staff in both technical and pedagogical areas; Improved workshop facilities; Review of programmes in collaboration with business and industry; Better linkage of programmes with those at lower levels; Greater focus on high-level non-routine skills needed in the workplace; More involvement of the private sector in programme development and delivery; More systematic approaches to on-the-job training and careers guidance and counselling. |

Source: Authors

As shown in Figure 19, a variety of TVET programmes is offered. This is necessary to meet the diverse needs of people who require skills training. However, within this provision, there are two main concerns which are related. First, the limited capacity of the TVET Council means that there is inadequate coordination of the programmes, leading in some cases to duplication. Second, there is no explicit way for a trainee to move easily to higher levels of training. Further, the training available is at low levels. Because of the low status of TVET, a vicious circle is created in the training environment, since less able students are shunted off to TVET programmes which are pitched at low levels to match the cognitive ability of the trainees. Low-level skills exclude many of these persons from entering the workforce at a level which is necessary for them to be able to participate fully in the labour market and break the cycle of poverty.

■ Summary

The TVET Council has a major role to play in the governance of TVET and in creating the changes that are necessary in formal and non-formal programmes and programme delivery to reflect the transversal and longitudinal dimensions of TVET. However, support from leadership at the highest levels and additional resources are required to enhance the profile of the Council and to enable it to carry out its many functions. Various policy-level documents point to the role of TVET as a vehicle for sustainable development. While a great deal of work has gone into developing and improving TVET, the way TVET is currently defined limits its potential to make any significant contribution to the achievement of the goals of sustainable development. TVET is still often perceived as being at the margins of, rather than central to, the education system.

Regional and international refocusing of TVET indicates a need for a rethinking of TVET to reflect its centrality in education provision. This reorientation of TVET also has implications for curriculum review and development, and the embedding of core knowledge and skills, such as problem-solving, critical thinking and other employability skills, in all disciplines. This would help remove the barriers between disciplines and contribute to the achievement of TVET for all. The reorienting of TVET within the education system would also entail a rethinking of how TVET is managed in secondary schools, and the broadening of the governance and administrative arrangements to include inputs from the private sector and other stakeholders. There needs to be a shared understanding among policy-makers, educators, employers and other stakeholders that TVET is an orienting principle in all disciplines and an integral component of formal and non-formal

III. Financing of TVET: Resources, Needs and Opportunities

This chapter deals with the sources of funding for TVET, and the opportunities and needs in order to achieve a sustainable model for TVET financing.

As policy-makers look towards the future of TVET planning, consideration should be given to sustainable policy and programme reforms that will contribute to the generation of additional financing, cost-sharing and the efficient use of current resources. A financial review of TVET based on estimates of current expenditure would be an important initial step.

SKN's TVET system already has a number of advantages, including a reasonable entry-level TVET training structure, professional and well-educated instructors and administrators, and numerous regional TVET training and support organizations. However, the identification of current and potential financing schemes requires an assessment of current resources, needs and opportunities with respect to TVET.

■ Financing resources

As in many neighbouring countries, support for education comes primarily from the state. Although there are no precise figures, it is likely that, similar to other OECS Member States, well over 70 per cent of educational funding comes from the state (Blom and Hobbs, 2008). TVET financing consists primarily of public-sector finance for staff, facilities and resources, while students and their families meet their own costs for transportation, supplies and clothing.

SKN has inherent resources for TVET funding, though not all are currently being accessed. These resources include a segment of students and workers with sufficient personal and household resources to finance part of their education and training; a network of regional TVET training and support organizations; and access to the training systems and staff of domestic and multinational corporations. In addition, SKN has substantial human resources, including a relatively well-educated labour force; and access to domestic and multinational corporations' training systems.

Currently, TVET is supported by five major sources of funding: state financing, employer financing, contributions from private households, SIDF and external donors.

Public financing

Historically and currently, the public sector has been the main source of funding, through the MoE, for TVET. In recent years, some skills training financing for youth at risk (such as PEP) has been provided by the SIDF. As a result of the recent recession and a high government debt burden, increases in public expenditure including TVET financing have been constrained.

Currently, the annual budget of the Ministry of Education and Information is EC\$56,662,112 for recurrent expenditure in 2013. This amount is a 4.3 per cent, or EC\$2,334,773, increase over the 2012 budget. Capital expenditure of EC\$500,000 has been allocated to upgrade school facilities (Douglas, 2013). This expenditure includes budget allocations to CFBC, the Charlestown Secondary School, the Nevis Multipurpose Centre, AVEC and the NSTP.

Indirectly, but quite effectively through the *National Poverty Reduction Strategy* (GSKN, 2012a) and other initiatives, the public sector also assists low-income households and individuals with the cost of attending TVET programmes. The

public sector also trains many of its own staff, and provides scholarships and bursaries to citizens for higher education at institutions such as the UWI and the University of Technology, Jamaica.

Recently the TVET financing regime has begun to change, with the granting of a degree of autonomy to CFBC, which now, for example, collects and retains student registration fees of EC\$250 per semester. Very recently the extended SIDF has provided funds for the PEP. In addition, SIDF has provided a total of EC\$10 million for non-formal training of youth, the unemployed and underemployed. Jointly executed industry-tailored training programmes and other partnered private-sector initiatives are now being discussed. However the public sector has also financed a significant amount of non-formal training and 'informal' training.

With the initiation in 2011 of the IMF Stand-By Agreement, public sector spending has been constrained, with expenditure levels being essentially stagnant. The situation is likely to continue for the next few years. Historically the Eastern Caribbean countries have had public-sector education expenditures of about 4 per cent of GDP, and in 2003–04, SKN was above the Caribbean regional average (World Bank, 2008a). Although the recession has reduced educational funding, expectations are that educational budgeting will stabilize if not nominally increase in the next few years (GSKN, 2012).

Determining exactly which programmes and providers have led to specific costs and values in TVET can become complex. This is particularly true in an integrated approach to TVET, as it can be difficult to determine precise funding for TVET, as distinct from other educational expenditures. However, if the actual amount of public funds allocated for TVET activities could be determined, this might then be used as the starting point for budget allocations for TVET.

Employer financing

Another source of financing is employers who provide training for the organization's workforce. Since most businesses provide such training, and the private-sector workforce numbers over 12,500 (Bekkers, 2009), the amount of cash and in-kind expenditure could be significant. Employer-financed workforce training is mostly inward-looking (focused on the organization's own employees). Some outward-looking examples include training provided by the Marriott Hotel in Saint Kitts, the Four Seasons Hotel in Nevis and the Saint Kitts-Nevis Anguilla Trading and Development Company (TDC).

Private household financing

Though generally unrecorded, another significant source of educational financing is private households. Part of this funding is recurrent expenditure for fees, attendance and examination expenses, while another part is more oriented towards one off costs such as computer and other equipment. Another indication is the level of loans the CDB has granted to cover costs for higher learning, which in 2012 totalled EC\$13.6 million (Douglas, 2013). It would appear that many individuals and households are not only eager to develop further skills, but are willing and able to pay some or all of the costs involved. However, even with the introduction of student subscription dues at CFBC, if all such fees were collected, the total amount would likely not be significant when compared with the annual budget of an estimated EC\$7 million for the CFBC.

Donor financing

Although financing through international donors is relatively low, some funding has been available for strengthening the capacities of TVET providers, training costs, scholarships and other student costs. In addition, CIDA, through the C-EFE programme, is providing support for the TVET Council and establishing partnerships between colleges in the CARICOM countries and colleges in Canada. Also at the regional level, the Caribbean Growth Forum, a joint initiative by the Compete Caribbean Programme, the Inter-American Development Bank, World Bank and the CDB, is facilitating national and regional dialogue in three thematic areas: investment climate, skills and productivity, and logistics and connectivity.

■ Financing needs

This Policy Review has highlighted key needs which can help in negotiations with donors for the financing of TVET. Given the concerns regarding education and underemployment/unemployment as stated in the *White Paper on Education Development and Policy 2009–19* (GSKN 2009), there is a need to expand programming to provide equitable TVET training opportunities in general, and for Nevis residents in particular, and ensure the continued and improved inclusion of marginalized and at-risk groups. In addition, there is a need for improved financial management and assessment systems to better organize and evaluate TVET programming.

As mentioned before, the SKN economy is open and directly affected by globalization trends. This is particularly evident in the tourism, real estate, construction and services sectors. The rapid changes in these sectors create a requirement for a labour force that is equipped with higher-order skills.

In 2008 18 per cent of secondary students proceeded to tertiary education (World Bank, 2008b). The demand for high-level skills is increasing, and in this context relevant TVET programmes are essential to meet the needs of the labour market.

Budget implications

Initiatives have been undertaken to improve the efficiency and effectiveness of TVET financing, as partly evidenced in the *TVET Road Map* (Wilkin, 2011) and the short- to medium-term plan. However, there are still spending elements which require further evaluation and potential restructuring. Currently, the ongoing implementation of programmes with as few as three students is difficult to justify from an economic perspective, particularly with low rates of student completion on some programmes. In addition, with staff costs accounting for approximately 90 per cent of the overall budget, there is cause to assess funding strategies, including adjusting the ratio of staff costs to other operating costs, the effective use of staff time, and the sustainability of some TVET offerings.

Demand implications

Skills training demands can be divided into two categories: for high-level skills training as evidenced by the increased enrolment in DTVEMS at CFBC; and for low- to mid-skilled training available at AVEC and the NSTP (although the enrolment figures here are low). In order to improve the efficiency and effectiveness of training, programmes must be either expanded or restructured to meet the identified workforce needs and opportunities.

Quality implications

As providers work to reorient the role of TVET in the educational framework, the government's funding of TVET, while evolving, should satisfactorily mirror its explicit funding priorities. Priority could be given to the development of more diversified entry-level training, and higher-order reskilling and related lifelong learning, as well as further research, analysis and programme development for poverty alleviation and populations at risk. In addition, there are quality implications because of the prevailing gender stereotyping, which should be addressed. All of this adds up to the need for reconceptualization and strategic reorienting of TVET within the education and training system.

Governance implications

Efforts have been made by the GSKN to build overall TVET institutional, business and financial management capacity, but more needs to be done. Currently the limited capacity of the TVET Council and TVET Secretariat leads to an inadequate coordination of programmes, which could result in financing inefficiency and effectiveness. In addition, the lack of adequate staff and other resources creates challenges to the Council's abilities and effectiveness in TVET policy and programme implementation. Policy decisions relating to the CVQ or the proposal for the development of a national qualifications framework could also have significant cost implications.

Access implications

Expanding access to TVET, including both formal and non-formal training, creates a number of systemic financing challenges. Currently, there are financial constraints on the programmes being offered, which affect issues of access and sustainability. Not included, though equally noteworthy, are those areas and programmes which have yet to be developed, specifically with respect to workforce development taking place outside of the MoE and in the private sector; and training programmes for mid- and high-level skills training. An analysis of the gaps and funding needs of programmes is summarized in Figure 20.

Figure 20: Financing and Access Gaps for Current Programmes

| PROGRAMMING ACCESS GAPS | | |
|------------------------------------|---|--|
| Programmes | Programme gaps | Potential funding needs |
| CXC CSEC | The number of students taking TVET is relatively small | <ul style="list-style-type: none"> Funds for curriculum development Promotion and marketing campaigns |
| CVQ Preparation | Only one school offering the CVQ | <ul style="list-style-type: none"> Funding teacher training Additional resource materials Investments in infrastructure |
| AVEC | Nine programmes have fewer than ten students; drop-out rate is high | <ul style="list-style-type: none"> Upgraded workshop facilities Offer programmes outside of work hours |
| Project Strong/non-formal Training | Few trainees | <ul style="list-style-type: none"> Funds for outreach and coordination with resource people in the community |
| NSTP | Numbers trained are small | <ul style="list-style-type: none"> Funds for core skills training programme Additional instructors and strategies to reach vulnerable youth |
| CFBC | Increasing demand for high-skilled training programmes | <ul style="list-style-type: none"> Additional tools and equipment Upgraded workshops Funds for curriculum development Funds for teacher training |

Source: Authors

If participation in TVET programmes is to grow, financing must be evaluated, not only in terms of commensurate cost, but also in terms of cost-effectiveness and efficiency. Managers need to be better able to monitor existing expenditures and determine future choices based on relative constraints and potential growth. If there were improved financing and cost strategies, SKN could perhaps offer national and international certified education and training programmes, and provide an enabling environment for entrepreneurship and innovation, which in turn might reduce the loss of qualified labour through emigration. In addition, by increasing training opportunities in sectors such as the environment, culture and heritage, TVET could both preserve and enhance tangible and intangible local resources, and promote training and workforce development in these areas.

■ Financing opportunities

In order to sustain growth, TVET must increasingly look towards diverse sources of income. Currently, there is the potential to expand the financial base for TVET provision by including the contributions of employers, workers, individuals and households for various types of training and lifelong learning. External funding from sources such as CDB, CIDA, the European Union and USAID could assist in the development of sustainable programmes and institutional capacity-building. In addition, TVET managers could also consider developing financial support for sustainable programme growth through creative and cost-effective strategies.

Few policy and other related measures have yet been taken to improve TVET funding diversification and sustainability. However, discussions related to diversification possibilities have been taking place, for example for increasing SIDF funding for TVET; private-sector funding and provision of TVET services and facilities; and incentives or levies and related policies to stimulate increased private-sector TVET participation.

In terms of alternative training models, donor-funded non-formal training schemes and projects appear in some instances to have operated effectively, but there is little documentation available on their impact. Unless there are built-in support mechanisms, donor-funded projects often prove unsustainable.

Funding opportunities can be maximized in a variety of ways: the improved use of existing resources, an increase of federal expenditure, and the use of alternative financing, as explained below.

Improved use of existing resources

There are few immediate opportunities to increase financing for TVET programmes. Should the current level of funding from the government remain the same, with no increased funding from employers, private households or external donors, TVET managers will need to bring a new level of cost-consciousness and efficiency to TVET budgeting. Currently, TVET programmes carry a high unit cost given the relatively few students who access these programmes. To maximize current opportunities, TVET officers need to begin to look at alternative strategies: for example, how to better utilize and possibly redeploy staff available for TVET. TVET officers also need to make better use of facilities and other resources to meet the demands of the labour market; improve access to training; and create cost-conscious strategies to meet constraints and maximize opportunities for growth and relevance.

Increase in government financing

While the prospects for increased government funding are small, there are some indications that funding for students could be increased through organizations such as the SIDF. With such inputs, TVET personnel could refocus spending on priority areas such as capacity-building and prioritization of programming to enhance equality of opportunity.

Alternative financing

Government efforts for mobilizing non-public resources, especially for expanding access to TVET, are mostly at an early stage, with the exception of SIDF. While household and some social protection and scholarship resources have been mobilized for CFBC, proactive measures need to be formulated to ensure that qualified and deserving students are not priced out of training. As also previously indicated, mobilization efforts need to be further developed for lifelong learning and higher-order workforce skills development, particularly with the private sector. One example of such partnerships with the private sector is the Skills Training and Entrepreneurial Programme (STEP), which was designed to deliver agricultural and entrepreneurial skills to young people. This programme was jointly coordinated by the Ministry of Social and Community Development, the MoE and the STEP Foundation, whose board of directors is made up of both public and private-sector representatives (Douglas, 2013).

Given TVET budgetary constraints, particularly in the context of the economic recession, some donor mobilization efforts which are being considered are summarized in Figure 21.

Figure 21: Alternative Financing Opportunities for SKN

| Alternative Funding | | |
|--|---|---|
| Funding opportunity | Elements of strategy | Implementation status |
| Partnerships with industry | <ul style="list-style-type: none"> • Provide resource persons for training programmes • Donate equipment and/or funds to training institutions • Adopt training institutions | The trade unions have been appointed to membership on the TVET Council in expectation that they will be further involved in TVET activities, in terms of both training and funding strategies. |
| Implementing cost recovery programmes | <ul style="list-style-type: none"> • Operate fee-paying services for trainees/ employers • Offer consultancy services to companies/ organizations/ ministries for a fee • Offer professional development courses for a fee • Provide customized training services | The recent granting of some autonomy to CFBC and similar recent discussions of the TVET Officer and the TVET Council with the private sector to partner training interventions are sound initiatives to improve funding sustainability and diversification of CFBC. |
| Seeking funding from external agencies | <ul style="list-style-type: none"> • Develop project proposals • Identify external donor agencies for technical assistance | There is currently limited donor funding or private foreign funding. However, there are potential donors including the Canadian International Development Agency (CIDA), USAID and the European Union. |
| Payroll levy | <ul style="list-style-type: none"> • Training levies could be established as a payroll tax to be recovered through training expenditures | No incentives or levies have been proposed and this is not likely to be efficient or effective. Different types of joint TVET initiatives that would primarily involve the private sector workforce should be explored. |
| Outcome incentives | <ul style="list-style-type: none"> • Introduction of trainee outcome incentives based on, for example, graduation/ certification rates, workforce coverage and productivity increases | Output-based financing with performance indicators is yet to be considered. |
| SIDF | <ul style="list-style-type: none"> • Engagement of the SIDF in programmatic support for developing effective and sustainable TVET financing | SIDF currently funds PEP. |

Source: Authors

Generating additional resources

As TVET programmes grow, more creative partnerships and endeavours could be undertaken, such as developing ventures related to education delivery, research and service; making use of commercial opportunities in training activities to generate income, for example housing, restaurant facilities and book stores; and creating structures and infrastructure to support fundraising initiatives to engage possible donors and to attract research funding (Tewarie, 2011). Some income-generating activities at the UWI, St Augustine campus in Trinidad and Tobago are outlined in Figure 22.

Figure 22: Income-Generating Activities at the University of the West Indies

- In 2004 the Principal of the UWI's St Augustine Campus in Trinidad created the Evening University, to cater for working adults, with a minimum of new overhead cost but with effective support from participating faculties. This initiative has generated a sizeable income annually.
- The same year a Business Development Office was also created to support fund-raising to seek knowledge-intensive business opportunities and opportunities for research grant funding.
- On all campuses, dormitories, bookstores, guesthouses and other commercial enterprises are run on a cost-recovery basis and generate a small surplus.

Source: Tewarie, 2011

■ Summary

In SKN, a critical constraint for sustainable development is the very small size of the labour force. Related to this is the importance of maximizing the quantity, quality and productivity of the workforce. For this to happen, the TVET Council and Secretariat need to be better financed, in order to carry out functions such as research, policy advice, programme design and development, coordination and assessment.

Attempts to scale up TVET provision will need data and monitoring systems to determine the sustainability of any further growth. The MoE would need to determine the actual amount of funds allocated for TVET formal and non-formal programmes as a start for a financial review of TVET resources and needs. This review could take into account the operational and developmental funding gaps that exist; project the additional support that could be obtained from various stakeholders; and develop appropriate financing mechanisms taking into account the needs of the poor and the marginalized.

An assessment of growth areas, constraints and responsibilities of various stakeholders will need to address the following questions:

- What is the role of the state and what is its funding strategy?
- What is the desirable limit of state expenditure?
- How can a student financing system be developed with due consideration for equity?
- Will the private sector be permitted to invest? And if so, under what conditions?
- What is the approach to regional and international collaboration and cooperation? (Tewarie, 2011)

If TVET access is to be expanded, the existing TVET funding model is not sustainable. With accumulated needs and increasing challenges in areas such as improving workforce higher-order skills, meeting the demands of continuing adaptation and improvement, and addressing existing and increasing problems of unemployment, youth at risk and vulnerable populations, and in a context of limited government funding, new funding opportunities must be pursued, and new strategies for cost-effectiveness and efficiency need to be adopted.

There is a need for the TVET Council to allocate and monitor funding for institutions and for MoE TVET activities. Where applicable, the allocation of resources to TVET within the educational budgets should be identified. This would make it possible to better locate the gaps in achieving equity in access to TVET programmes in both Saint Kitts and Nevis, and to identify the resources needed to address any inequities. There is also need to foster a culture of assessment and outcomes-based education and training provision in order to measure the cost-effectiveness and efficiency of TVET systems. Further, the TVET Council needs to develop and strengthen ties with other TVET agencies and regional and international development partners, so it is able to seize any opportunities for advancing TVET in SKN. Funding for TVET needs to take account of the reorienting of TVET within the education system, and recognize that TVET is not limited to

workshop activities only, but is integrated into all disciplines. Funding will be required for curriculum development efforts to support the changes that are necessary to ensure that TVET for all contributes to sustainable development.

As a result of this policy review and prior work on TVET in SKN, some possible areas for future funding can be identified (see Appendix V). However, a more comprehensive list of areas for funding needs to be developed after the national TVET policy has been written and an implementation strategy has been prepared. Care is needed to ensure that donor funding will contribute to the achievement of a more integrated vision of HRD which goes beyond historical divisions, especially between academic and vocational tracks, and also between other entrenched social divides.

IV. Access and Participation

This chapter provides information on issues related to access and participation in formal and non-formal TVET programmes, and identifies measures to improve social inclusiveness and remove some of the barriers to improving access and participation.

■ The policy context

As mentioned before, SKN achieved universal primary and secondary education many years ago. Education is compulsory from ages 5 to 16. Provision is made for primary and secondary education in SKN and for tertiary education in Saint Kitts at the CFBC. According to the *White Paper on Education Policy and Development 2009–19* (GSKN, 2009), approximately 20 per cent of secondary school students do not complete secondary-level education, partly because they can leave school at age 16 (the limit age for compulsory education). In a small state like SKN the number without secondary-level certification could be significant. Also, given the small numbers that access non-formal training programmes, it is likely that many of those who leave school do not continue their education and training in non-formal programmes. Relatively few students access TVET at the formal level and through non-formal programmes.

Participation at the primary level

There are eighteen public primary schools in Saint Kitts and seven in Nevis. There are also nine private primary schools, three of which are in Nevis. The trends in enrolment for the public primary schools are shown in Figure 23.

Figure 23: Primary School Population from 2006–2007 to 2011–2012

| School location | 2006/2007 | 2007/2008 | 2008/2009 | 2009/2010 | 2010/2011 | 2011/12 |
|-----------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Saint Kitts | 3,876 | 3,635 | 3,650 | 3,593 | 3,404 | 3,310 |
| Nevis | 1,297 | 1,297 | 1,317 | 1,353 | 1,253 | 1,220 |
| Total | 5,173 | 4,932 | 4,967 | 4,946 | 4,657 | 4,530 |

Source: GSKN, 2013b

The data show that the enrolment has declined over time. From 2007–08 to 2011–12 there was an approximately 8 per cent decrease in enrolment. The 2011–12 enrolment shows approximately equal numbers of males and females at the primary level (GSKN, 2013b). The ratio of females to males increases at secondary level, and the difference in participation is even more pronounced at the tertiary level. Concerted attention to promoting gender equality at all levels and for all types of education and training would be justified.

Although there is an internal examination to assess students (mainly for streaming at the secondary level), all students are afforded the opportunity for a secondary education. Even at the primary level, there are perceptions by teachers and parents about which students will be more suited for academic-type programmes and which ones will 'go into TVET'. This conditioning of teachers and parents, and their biases, are some of the issues that need to be addressed along with a reorientation of TVET in the education system, in order to ensure that all students acquire the TVET-related skills that contribute to readiness for employment and lifelong learning.

Participation at the secondary level

Secondary-level education is available in both Saint Kitts and Nevis. There are eleven secondary schools, three of which are in Nevis. Enrolment numbers for the 2011/12 school year are given in Figure 24.

Figure 24: Enrolment in Secondary Schools in the 2011–12 School Year

| SCHOOLS | FORMS | | | | | TOTAL |
|--------------------------------|------------|------------|------------|------------|------------|-------------|
| | 1 | 2 | 3 | 4 | 5 | |
| Basseterre High | 175 | 167 | 191 | 190 | 111 | 834 |
| Cayon High | 100 | 85 | 68 | 120 | 68 | 441 |
| Charles E Mills | 100 | 115 | 100 | 115 | 63 | 493 |
| Verchids High | 68 | 59 | 68 | 84 | 60 | 339 |
| Washington Archibald High | 183 | 170 | 179 | 194 | 108 | 834 |
| Saddlers High | 67 | 67 | 69 | 0 | 0 | 203 |
| Immaculate Conception Catholic | 45 | 40 | 22 | 24 | 20 | 151 |
| St Christopher Prep | 5 | 6 | 6 | 8 | 8 | 33 |
| Gingerland Secondary (Nevis) | 72 | 85 | 89 | 89 | 42 | 377 |
| Charlestown Secondary (Nevis) | 166 | 136 | 139 | 123 | 100 | 664 |
| Lyn Jeffers (Nevis) | 5 | 6 | 4 | 4 | 9 | 28 |
| Total | 986 | 936 | 935 | 951 | 589 | 4369 |

Source: GSKN, 2013b.

Students not completing secondary-level education

Low rates of completion of secondary education, due to early school leaving, make the internal efficiency of the education and training system a cause for concern. Estimates based on UIS data show that a significant percentage of students entering secondary school are not expected to complete the full five years. The analysis by gender is alarming, as many more boys than girls do not complete secondary-level education.

Year after year, this loss from secondary education represents a challenge for education and training policy and provision in a small state like SKN. Because education is compulsory up to age 16, there are few learning opportunities outside the formal education system available to these early school leavers. They could potentially be offered opportunities to re-enter the education system through low-level skills training programmes, in which case they are likely to need support with basic literacy and numeracy as well as the development of technical, vocational and other skills.

Given the costly nature of specialized TVET provision, closer attention to the needs of young males, and to reducing gender disparities in secondary education, may be a more cost-effective and sustainable solution for HRD than developing 'second chance', 'safety net' or 'rehabilitation' TVET programmes for individuals who have missed part of their secondary education, particularly in view of high teacher to student ratios. As all secondary students are expected to take a TVET subject, increasing survival rates in secondary education would also improve participation in TVET.

Increasing retention in secondary education may also be an effective way to prevent risky and antisocial behaviours, which partly contribute to high incarceration rates in SKN. In April 2013 the total prison population was 330, nearly all of whom are male (International Centre for Prison Studies, 2013).

■ Access to TVET through the formal system

As mentioned before, TVET is offered at the secondary level for CSEC, and the entries are relatively small compared with the total number of students who take CSEC examinations. The exception is Business Studies. Students studying this course get the CSEC as well as a CXC Business Certificate. According to CXC, 'organizing a set of relevant subjects under a Certificate in Business Studies serves to inform employers about the appropriate competencies and attitudes which are most useful in an office or business environment and to guide persons in selecting relevant subjects in the CXC examinations to match job requirements' (CXC, 2004). The mix of subjects shown in Figure 26 for the Business certificate is intended to provide a sound foundation for further education in related fields.

Figure 25: CXC Business Certificate Fields

Compulsory:

English and Mathematics

At least two from:

Electronic Document Preparation and Management

Office Administration

Principles of Accounts

Principles of Business

One from:

Economics, Information Technology, French, Spanish

Source: CXC, 2004

The low numbers taking other TVET subjects could be because students are unable to see how they might continue from these courses into skilled employment or further education. This is understandable, because the courses are not well integrated with higher levels of skills training. Many teachers regard these subjects as 'working with your hands', and see them as best suited to students who find difficulties in coping with the cognitive demands of other areas of the curriculum. Therefore, these students experience difficulties in coping with the concepts and principles that are associated with the skill areas. TVET teachers are therefore rightly concerned that there is a need to also provide remedial instruction, especially in literacy and numeracy, in order for students to benefit from the training and be in a position to proceed to acquire higher-level skills. At present, this is typically not provided.

These factors all contribute to the current negative perceptions about TVET and the students who take TVET courses at secondary level. They also mean that the students who will find it most difficult to secure good employment are placed in programmes that are unattractive to employers. For further education and training and for employment, all students need to acquire the foundation knowledge usually associated with 'academic' subjects (for example mathematics and science) and skills such as critical thinking, problem-solving and other employability skills. This mix of knowledge and skills could be achieved if teachers are oriented to methodologies that reflect the value of TVET learning in all disciplines, and are supported by curriculum reform that reflects the transversal and longitudinal dimensions of TVET.

Participation in the CVQ programme which was described before is also relatively low. However the expenditure for upgrading facilities, in light of competing claims on the education budget and the real difficulties in providing for a small cohort of students, is a main consideration about the cost-effectiveness of each school offering the CVQ.

One proposal is to upgrade AVEC to enable it to offer the CVQ at Levels 1 and 2. This option would help to increase access to these programmes. Given the many requirements for the CVQ, consideration could be given to upgrading AVEC as a lead institution for the CVQ and enabling secondary school students to do the CVQ programmes at AVEC. In addition, the use of facilities at AVEC outside of regular school hours would help increase access by people who are employed or who for other reasons wish to access training at different times of the day. The *White Paper on Education Development and Policy 2009–19* (GSKN, 2009) emphasizes the need for lifelong learning and calls for national after-school programmes at all levels.

AVEC currently caters to secondary-level graduates and students who have dropped out of school, and given the statistics mentioned earlier, those numbers are significant. In order to improve access, consideration should be given to more meaningful involvement of employers so that explicit links between skills training and employment can be established. Also, with the reorienting of TVET in the education system, the offerings at AVEC should be reviewed so that they are not seen as discrete options designed for less able young people, but are integral and part of a comprehensive system for the achievement of TVET for all. Further, there is a need for better integration with programmes offered at the CFBC, so students do not view the skills training at AVEC as a dead end but are able to identify pathways to certification at higher levels.

■ Access to TVET through non-formal programmes

As outlined earlier, non-formal programmes are offered through Project Strong and the NSTP. The NSTP is the main provider of training for people outside the formal education system and for those who need to upgrade their skills. It is constrained in its efforts by a shortage of resources: financial, trained staff, adequate facilities and other resources necessary for skills training. The numbers accessing the NSTP vary significantly, and depend to a large extent on sponsorship and whether or not a stipend is provided. However, there is scope for scaling up the NSTP programmes sponsored by various partners and special government-funded programmes like the PEP, which has already attracted over 2,000 applicants.

Training is also available in the prison, where approximately 2.3 per cent of the inmates in 2011 were under the age of 18. Some of the training instructors are inmates themselves. The training available is limited for reasons such as lack of space because of overcrowding. The challenge for policy-makers and personnel involved in education and training is to find ways to reach vulnerable youth and provide the support necessary to reduce the chances of their becoming involved in criminal activities.

Among the concerns expressed about the current system of non-formal training are that it is 'piecemeal', that it is viewed as a compensatory provision for the vulnerable, and that it has limited links with the labour market, which reduces the likelihood that training will lead to employment. Further, a 'target approach' rather than an 'equality approach' is often used in providing training. Holmes (2011) explained that the target approach 'located the problem with the target group and may lead to social segregation and loss of human development potential', whereas with the equality approach 'the problem is relational and may lead to social cohesion and increase human development potential. More equitable and inclusive training opportunities require convergence between academic and vocational pathways and providers.'

A further concern is that students in Nevis have limited opportunities to access non-formal training. The multi-purpose centre provides some training. The upgrading of this centre would help increase access to training. However, creative methodologies using ICT and blended instruction could be explored to make available to students in Nevis training that is currently provided only in Saint Kitts.

■ Upgrading skills and recognition of prior learning

One need that is not currently being met is for the retraining and certification of skilled workers. The TVET Council needs to put in place procedures for APL. As preparation for an APL scheme, the TVET Council needs to be able to advise candidates where they can get additional training in order to meet the certification standards. Some of those individuals who have acquired skills in the workplace have not had any formal schooling and need to improve their literacy and numeracy. Some of the skills training programmes currently being offered could meet this requirement, but there remains a need for special adult education programmes to enable adults to acquire generic skills needed in the workplace and for certification. The provision of opportunities for adult and continuing education should be within a well-coordinated framework for lifelong learning.

Specific procedures and requirements for the conduct of APL have been provided by CANTA. The TVET Council needs to put in place measures to meet those requirements. When the Council is ready, approval should be sought for the award of the CVQ by the TVET Council. However, in the meantime, the Council could award an NVQ once it has satisfied local conditions and procedures for APL.

Demand for higher-level skills

In order for SKN to acquire a workforce that will contribute to the expansion and strengthening of the sectors that have been identified for economic growth and sustainable development, there is a need for greater focus to be placed on programmes for the acquisition of higher-order and non-routine skills. As the apex institution in SKN, CFBC provides an opportunity for the acquisition of such skills, and has established networking and partnership arrangements with several institutions both in and outside the Caribbean region. Through these partnerships, students are able to continue education at the tertiary level.

For reasons of economies of scale and the resulting need for additional staff and facilities, it is not feasible for the CFBC to provide a very wide range of programmes. Higher levels of skills training are available at DTVEMS. However the numbers, although they have increased in recent times, are still relatively small. Further, a comparison of the numbers of students in the first and second-year programmes suggests that many students drop out after the first year. The low take-up and high drop-out rates could be explained by the lack of explicit links between the training on offer and the demands of public and private sector employers, and the limited portability of certification outside SKN.

The number of students from Nevis enrolled in the DTVEMS programmes is also small. This is understandable because they have to meet additional travel and/or accommodation costs. In order to enable more students from Nevis to access TVET and other programmes, the CFBC should consider innovative measures such as the greater use of ICT and the recently launched Caribbean network (C@ribNET).

Most of the students at the CFBC are enrolled in the CAPE programmes for certification by CXC, which reinforces the value placed on regional certification. A relatively large number of students opt for TVET programmes that can lead on to courses at the UWI, UTECH and the Barbados Community College. The accreditation of the CFBC by the local and regional accreditation bodies should improve the status of programmes and the portability of local certification within the region.

■ Equity in TVET

Although TVET is offered in non-formal programmes, there are difficulties in reaching vulnerable groups. There are a number of reasons for this. Some individuals (especially those living in Nevis) find it difficult to attend the training location. There is a perception by stakeholders that the training is compensatory and not aligned with the needs of the labour market, and therefore is not particularly likely to lead to employment. There is a lack of support: for example, access to finance for entrepreneurial activities. There is a lack of gender sensitivity in training, and insufficient effort is being made to reach vulnerable groups. The limited participation in education and training of vulnerable groups can lead to further marginalization of these groups.

All too often, access to skills is unequal, and this perpetuates and exacerbates the disadvantages that derive from being poor, female or a member of a marginalized social group. Young people who have grown up in poverty and exclusion are more likely to have had little education or to have dropped out of school. As a result, they have fewer opportunities to develop skills for decent jobs, and hence risk further marginalization in the labour market. (UNESCO, 2012a).

Access to TVET for people from rural communities

Most of the skills training available, especially in non-formal programmes, is centred in the capital, Basseterre. Saint Kitts has a reliable and efficient transport system, but many people, especially women, from rural communities do not seek out TVET. The likely reasons are poverty, low levels of education and skills, and the lack of relevance of the training on offer to the needs of employers.

Access to TVET for people with special needs

The Special Education Unit of the MoE is responsible for providing training for people with physical disabilities. Efforts are made to provide training in areas such as craft-work and basketry. Adults who have graduated from the programmes offered by the Special Education Unit and who are unable to find employment are accommodated in a sheltered workshop which has been registered as a community group under the name 'Ade's Place'. Funding for Ade's Place is provided

by the Ministry of Social Development. The people at Ade's Place make crafts and other items for sale. Contracts with buyers are sought in order to ensure a sustained income. Consideration could be given to enabling those who can use technology to acquire different skills that could lead to non-traditional income-generating activities.

Since the aim of programmes for people with special needs is to enable them to reach their full potential, consideration needs to be given to ways to integrate provision for them with the wider education system. This cannot be achieved through providing more of the same kinds of programme. This would help to reinforce the embedding of TVET in all areas of study and for all groups, remove categorization of programmes according to ability and other characteristics of trainees, and facilitate the achievement of TVET for all.

Gender imbalances in access to training

The gender biases in subject selection were apparent, for example, in Figure 10. Female students outnumber males in business subjects and in areas such as Home Economics and Management and Hospitality. Few female students take programmes in construction or other fields that have traditionally been male-dominated. These skills are often in greater demand by employers and lead to relatively high-paying jobs. According to a 2009 CDB report, there is segmentation of the labour market and easier access to the labour market by men. This was also evident in the retraining of sugar workers. Clarke and Barker (2012) noted that many women displaced from the sugar industry had low levels of education and were unable to benefit from training, since the training on offer was remote from their working experience. Men had typically had a different pattern of employment, working in the sugar industry in the high season and finding other types of work during the low season. This flexibility and variety of experience meant they found it much easier than the women to take advantage of training opportunities. Clarke and Barker (2012) also claim that women might have benefited more if consideration had been given to gender-sensitive issues in the training. The recently introduced PEP provides specific training for women through the WISE and Women in Construction Trades (WICT) programmes.

Other concerns that need to be addressed include teenage pregnancy. A CDB (2009) report indicated that 42.2 per cent of females in Saint Kitts and 31.2 per cent in Nevis had had their first child between the ages of 15 and 19. Teenage girls who become pregnant typically find their education is disrupted, and does not always return to it at a later date. While the Ministry with responsibility for Gender Affairs is taking steps to address such concerns and to deal with entrenched gender imbalances in education and training, there may be need for legislation in support of gender equity in all sectors so that women can participate more meaningfully in activities for national sustainable development.

■ Improving access through promotion and advocacy strategies

We have noted that the historical structures for education tend to compartmentalize 'academic' and 'technical' disciplines. TVET has become associated with low-level manual work, and as a result, has a low status. The TVET Council needs to increase its efforts to provide information on the value of TVET for participation in the labour market at national, regional and global levels. The content of a promotion and advocacy strategy needs to be informed by current labour market information. It should tell potential trainees about the types of jobs available, salary scales, skills required and where training for these skills can be obtained; outline the opportunities for further skills training and lifelong learning; and provide examples of the participation of males and females in non-traditional occupations. It should emphasize occupations requiring high-level skills which are not normally regarded as TVET, but which properly fall under this heading. The content should not reinforce a narrow interpretation of TVET, but demonstrate the centrality of TVET in all disciplines. The TVET Council would also benefit from partnerships with the private sector for marketing activities. It should aim to identify champions who will work with the Council in promoting TVET.

The promotion and advocacy strategies used will depend on the target groups. They could include radio and television programmes/advertisements, reports on success stories and use of the print media and social media networks. As the TVET Council takes steps for more effective operations, a website that keeps TVET in focus would provide a forum for sustained effort for the promotion and marketing of TVET, and for assessment of the impact of communication strategies on various populations including vulnerable groups.

Role of employers in improving access

The private sector has a critical role to play in helping to improve access to TVET. Private-sector involvement in both formal and non-formal programmes would help improve relevance of training to the labour market. People would be more attracted to training if they could see that it would help them obtain employment or become successfully self-employed. Areas in which the private sector could become more involved include contribution to TVET programme development, attachments for trainees to get on-the-job experience, and sharing of resources, expertise and equipment.

Some private-sector bodies already provide training and scholarships to help increase access to education and training. The two major hotels – the Four Seasons in Nevis and the Marriott in Saint Kitts – provide skills training for their employees and for students sent on attachments. The Hotel and Tourism Association also provides training, and other private-sector enterprises provide assistance in various ways, for example by offering scholarships and accepting students on attachments for work experience. The TVET Council is of the view that such provision by the private sector could be made more efficient and effective if it was coordinated in a comprehensive and inclusive national framework for training.

Qualifications frameworks

The rationale for a national qualifications framework in a small state, which is often an importer of persons with qualifications from abroad, especially at the tertiary level, may differ from that of a large state. For SKN, the meaning and value of local qualifications is clear to most local students and employers. The main concern is the lack of recognition of local certification outside SKN. This concern acts as a constraint on the mobility of students and workers. Clear links between regional and national qualifications frameworks are thus especially important in small states. Indeed, a regional perspective on the education and training system would appear crucial for the design of a meaningful national qualifications framework in the context of SKN. In theory, the national qualifications framework should contribute to improving access to formal and non-formal education and training at all levels. It should be judged by its ability to enable all individuals, whatever their qualification and skills levels, to identify pathways for further education and training and lifelong learning, either in SKN or abroad.

The development of a qualifications framework would require the TVET Council to obtain information on all training programmes – formal, non-formal and informal, including workplace training. It is relatively easy to identify links between formal programmes, but much skills training occurs in non-formal programmes for local certification. There is limited information on informal skills training, as much of it takes place in very small enterprises and between personal connections in the community.

It is a disincentive for individuals to take up low-level training opportunities if they cannot see a route from these to further or higher education. People who have acquired skills in non-formal and informal contexts can be certified through an APL system, but the TVET Council is not yet in a position to carry out APL. The national qualifications framework should ideally provide information about programmes and qualifications so that people can easily identify multiple pathways for continued training within the state and abroad. This could eventually also help address the concern of employers that insufficient SKN residents have the high-level skills needed to meet the changing demands of the workplace.

■ Summary

Access to formal and non-formal TVET programmes as currently defined is relatively small. At the formal level, distinctions are made between ‘academic’ and ‘technical’ areas, and the latter tend to be regarded as options for the less academically able. Many of the students who are assigned to TVET lack foundation knowledge and generic skills such as literacy and numeracy. This means they are unable to cope with the cognitive demands of their chosen field, particularly as their training progresses, and places them at a serious disadvantage.

The selection of areas of study in the formal system also reflects entrenched gender biases. Measures to remove these biases, and especially to ensure that more girls train for traditional male-dominated occupations, include career guidance and counselling, and gender sensitivity in the content and methodologies used in skills training.

Another set of issues that need to be addressed in order to improve access and participation in TVET concerns the value and portability of certification, and the integration of programmes in a national and regional qualifications framework.

Non-formal programmes are provided on a piecemeal basis. Relatively few people are enrolled in them, and there are challenges in reaching vulnerable and marginalized groups. In Nevis, some non-formal education is available at the multipurpose centre. There is some training by private providers in both Saint Kitts and Nevis. The selection of skills training programmes also reflects entrenched gender biases, which have implications for participation in the labour market. In order to encourage women to obtain skills training in non-traditional areas, the PEP targets women in particular for two programmes, WISE and WICT. Programmes for people with special needs, especially for the physically challenged, are mainly in the craft areas.

A major issue that needs to be addressed with respect to access and participation in non-formal programmes is the view that TVET is for the few. There is need for the integration of TVET into general education, and positive attitudes towards TVET as an orienting principle in education in order to achieve the goal of TVET for all.

Further, recognition of the transversal and longitudinal dimensions of TVET, and curriculum reforms which ensure that TVET-related concepts and principles are embedded in all disciplines, would help all students to acquire employability skills in readiness for skills training in specific occupational areas. The need for higher-order skills in the workplace means that emphasis must be placed on areas such as literacy, numeracy, science, critical thinking and problem-solving.

Students may also be more motivated to access skills training if they can identify pathways for continuing their education at higher levels. This will require better integration of programmes at secondary and tertiary levels, and of formal and non-formal skills training.

Greater effort is also necessary to improve access to skills training by vulnerable groups, which include the rural poor and youth at risk. In addition to curriculum review and changes to reflect new thinking in TVET, sustained promotion and marketing is needed to counter the current negative perceptions of TVET.

Private-sector involvement will also help to ensure that the training provided is linked to the needs of the labour market, and to demonstrate the relevance of training to young people. Boys in particular are more likely to join the ranks of the unemployed and to turn to risky or criminal behaviour if they are unable to identify specific benefits of training. Further, employers can play a key role in stimulating demand and communicating needs for specific skills training.

V. Quality

This chapter notes the need for quality programmes and certification that are recognized regionally and internationally, focuses on quality requirements for TVET formal and non-formal programmes, and points to the need for a national quality assurance framework.

■ Quality considerations in small states

Education and training have been identified as key to the transformation of the economy of SKN, and essential for the sustainable development of the Federation.

In SKN, as in other small states of the region, a significant number of people migrate for work and education abroad. This is because of the relatively small domestic labour market and the limited range of education and training programmes which can be provided. The quantity, quality and level of TVET programmes, and the portability of certification, are key considerations for policy-makers in small states. Such policy considerations should ideally be related to an understanding of the motives, nature and extent of migration, and an analysis of what forms of migration (regional, international, short-term, long-term) are deemed desirable or undesirable. While a 'brain drain' implies loss, and 'brain gain' implies benefit, more complex patterns of 'brain circulation' are evident. Remittances provide a significant proportion of foreign exchange in many small states. In so far as qualifications frameworks in small states relate to the mutual recognition and portability of qualifications, their design can be informed by policy positions relating to the mobility of human resources.

In general, the advantages to the mobility of human resources are considered to outweigh the disadvantages, although the loss to some professions (notably nursing and teaching) of outward migration remains a cause for concern. In SKN many of the TVET programmes lead only to a national certificate, which may not be recognized beyond the Federation. Certification of the programmes provided and assessed by CXC and the UWI is recognized regionally and internationally, which is advantageous to their graduates. The portability of certification also depends on partnerships and networking with regional and international institutions and organizations. The CFBC has been establishing links with external bodies for recognition of local certification and for improving the quality of programmes, so that students leaving for further education can obtain credit for programmes completed at the CFBC. Bray (2011) has noted that small states are 'increasingly concerned with the quality of their tertiary education provision' and that since 'small developing states have high rates of skilled migration, international compatibility of qualifications is a major concern of their tertiary education policies'.

Concerns about quality

A main indicator of quality used in the region and by external agencies is student performance at Grades I to III (these are the acceptable grades, often referred to as 'passes') in the secondary-level examinations for the CSEC. As detailed earlier, the *White Paper on Education Development and Policy 2009–2019* (GSKN, 2009) noted that approximately 75–80 per cent of the cohort from Form 1 took the 2007 and 2008 CSEC examinations, and the percentages of students achieving Grades I to III were 75.56 in 2007 and 77.16 in 2008. In 2012, 4,959 students (63.74 per cent female and 36.26 per cent male) sat CSEC examinations, and 70.96 of females and 65.24 of males obtained Grades I to III. These statistics highlight the fact that at present the education system appears unable to meet the learning needs of a high proportion of male students.

While there is a great deal of focus on performance on terminal examinations, there is need for continuous evaluation in order to identify issues and concerns, and implement corrective measures. This is especially important in competency-

based instruction, since students' progress through a programme by acquiring stated competencies at each stage (in the case of the CVQ, for each unit). Continuous assessment requires the training of instructors and development of capacity of the TVET Council to ensure that the assessment is conducted in a timely and efficient manner.

Now that SKN has achieved universal primary and secondary education, and measures are being put in place to upgrade the CFBC to a university, focus is being placed on quality of offerings at all levels. This reflects concerns, especially from employers, about the quality of graduates from the education system. The SKN *National Poverty Reduction Strategy (2012–2016)* states that:

It is recognized that much depends on the quality of the human resource in determining its capacity to reform. However, although there has been substantial investment in education with primary and secondary education in universal provision for decades, the country does not have a labour force that is well-equipped to participate in the knowledge economy of the 21st century. (GSKN, 2012)

■ Quality indicators in education

There is agreement about the need to have quality education and training that is relevant and aligned to the needs of the labour market. However, like most other countries in the region, SKN does not have an explicit quality management framework. In addition to performance in CSEC examinations, useful indicators of quality are completion rates and employment on graduation. Factors that also affect quality include qualifications of TVET teachers and the funding for TVET. In formal and non-formal training, apart from internal reviews, there is no formal external system for quality assurance of programmes and programme delivery.

However, although there is no explicit mechanism or quality assurance framework, there is a shared understanding across the region of what constitutes quality in education and training. At the CARICOM level, Member States have been provided with a set of attributes which define the Ideal Caribbean Person as one who:

- is capable of seizing the economic opportunities the global environment is presenting;
- demonstrates multiple literacies, including foreign language skills, independent and critical thinking;
- has developed the capacity to create knowledge and take advantage of opportunities to control, improve, maintain and promote physical, emotional, social and spiritual well-being, and contributes to health and welfare of the community and country;
- nourishes in himself/herself and in others, the full development of each person's potential without gender stereotyping, and embraces differences and similarities between females and males as a source of mental strength; and
- has informed respect for our cultural heritage and that of others.
(CARICOM Heads of Government, 1997)

The Governor General of Saint Lucia, Dame Pearlette Louisy has written that 'a quality education for the Caribbean should not only anchor Caribbean people in regional cultural traditions, it should teach them how to maximize the possibilities this advantage offers and translate this local knowledge into economic wealth in the international market place' (Louisy, 2004).

Quality considerations in the TVET system

In order to improve the quality of the TVET system in SKN, a SWOT analysis was conducted for the *White Paper*. The findings are given in Figure 26.

Figure 26: SWOT Analysis of the SKN TVET System Included in the *White Paper on Education Development and Policy 2009–2019*

| Strengths | Weaknesses | Opportunities | Threats |
|---|--|---|---|
| <ul style="list-style-type: none"> • Government's commitment • Strong Ministerial/ leadership support • Available/number of clients to be served • Facilitators who have technical skills • Committed facilitators • Established institutions • Healthy economy • Strong external support (Assistance available from other countries) • Universal secondary education • Easy access to training • Institutions have links with employers | <ul style="list-style-type: none"> • Insufficient finance • Insufficient physical resources • Uninspired clients • Low value of skills training • Inadequate consultation with the private sector • Present training is below industry standards • Inadequate/ undocumented labour market information | <ul style="list-style-type: none"> • Improve low reading and literacy skills of clients • Improve gender equity • Strengthen the workforce • Increase access to occupational training • Promote and develop entrepreneurial attitudes and skills in learners at all levels • Strengthen linkages and partnerships with employers • Improve the perception of TVET • Restructure the remuneration for qualified workers • Conduct qualitative and quantitative market research • Increase economic growth • Cater to wider sections of the population • Create world-class citizens • Access industrial standards • Partner with regional and international entities and governments | <ul style="list-style-type: none"> • Sustainability of financial support • Poor perception of TVET • Poor attitudes of youth to training and work • Poverty • Change of government priorities • Natural disasters • Resistance to change • Inadequate remuneration • Inadequate working conditions |

Source: GSKN, 2009

This SWOT analysis points to a combination of different factors that affect the quality and relevance of TVET. These are related to weak involvement of the private sector, the perceived low value of skills training, and a lack of financial and physical resources.

Based on the SWOT analysis, one area for action is the development and implementation of a quality assurance system for TVET which involves the development of policy guidelines; improved record keeping; a survey of existing resources in industry to supplement resources available for formal and non-formal training; and facilitators, CVQ assessors, and trained and certified internal and external verifiers.

The definition and proper implementation of these and other actions will benefit, based on the SWOT, from policy leadership and commitments, the presence of established institutions and strong external support.

Performance in examinations as an indicator of quality at the secondary level

As mentioned before, quality is usually measured by CSEC examination results. In most schools English and Mathematics are compulsory, so the entries for these subjects give an indication of the potential candidate population for the other subject areas. The performance of students in the May to June 2012 examinations, in subjects categorized as TVET and in English and Mathematics, is given in Figure 27.

Figure 27: Entries and Performance of Students in TVET Subjects, English and Mathematics in the 2012 CSEC Examinations

| Subject | Total entries | Percentage with Grades I to III % | | Total with Grades I to III and percentage of the total entries | |
|--|---------------|-----------------------------------|------------|--|-------------|
| | | Female | Male | Total | Percentage |
| Building Tech (Construction) | 9 | 1 | 8 | 9 | 100 |
| Home Economics Management | 108 | 82 | 19 | 101 | 93.5 |
| Food and Nutrition | 109 | 81 | 19 | 100 | 91.7 |
| Office Administration | 181 | 119 | 42 | 161 | 89 |
| Agriculture Sc (single Award) | 104 | 55 | 36 | 91 | 87.5 |
| Electronic Document Preparation and Management | 290 | 192 | 61 | 253 | 87.2 |
| Clothing and Textiles | 31 | 25 | 2 | 27 | 87 |
| Technical Drawing | 89 | 26 | 48 | 74 | 83.1 |
| Principles of Business | 266 | 149 | 66 | 215 | 80.8 |
| Agriculture Sc (Double Award) | 41 | 16 | 17 | 33 | 80.5 |
| Information Technology | 226 | 98 | 63 | 161 | 71.2 |
| Visual Arts | 32 | 16 | 4 | 20 | 62.5 |
| Building Tech (Woods) | 63 | 0 | 36 | 36 | 57 |
| Principles of Accounts | 203 | 68 | 36 | 104 | 51.2 |
| Electrical and Electronic Technology | 28 | 1 | 13 | 14 | 50 |
| Mechanical Engineering Technology | 3 | 0 | 1 | 1 | 33.3 |
| English | 680 | 221 | 102 | 323 | 47.5 |
| Mathematics | 521 | 120 | 74 | 154 | 29.6 |

Source: CXC Statistics

The data show that taken together, the number of subject entries for all TVET subjects was 1,783. In some subject areas traditionally dominated by males (Mechanical Engineering Technology, Building Technology, Electrical and Electronic Technology), the total entries were low. Performance in the TVET subjects is generally good. The low number of candidates achieving acceptable grades in Mathematics (154 out of 521) is a serious concern, since mathematics is essential for further learning, and is required as a foundation for almost all areas of study, especially TVET.

Quality requirements for the CVQ

CANTA has provided detailed quality requirements for the delivery of the CVQ. Teachers who deliver the CVQ programmes and assess students have to be trained and certified as assessors. There is also a system of internal verifiers, who are teachers trained to carry out verification tasks, and external verifiers, who are usually, people from industry. CXC has been authorized to award the CVQ to students at the secondary level. The TVET Council is required to put in place several quality measures in order to obtain approval to award the CVQ to people outside the formal system. Also, currently the Council has to contract for services for the training and certification of TVET teachers, and it has suggested that staff from the DTVEMS and other resource persons could be trained as master assessors and authorized to conduct such training.

Some of the other requirements for the CVQ have to do with the facilities needed for delivery of the CVQ, the various forms of assessment, and the evidence that trainees must produce to demonstrate that they have acquired the competencies in the mandatory units for the award of the CVQ. The attempts by schools to implement the CVQ programmes have highlighted the need for workshops in schools to be upgraded. This has been one of the main barriers to the implementation of the CVQ. In addition, both teachers and students have complained about the significant amount of work that goes into the completion of the modules, including the record-keeping that is necessary by the teacher and the internal and external verifiers, and the portfolios which the students need to prepare. These records are inspected by CXC in its quality assurance exercises in order to award the CVQ. The exacting demands for the implementation of the CVQ appear to explain the very slow progress in the implementation of the programmes across the board, in SKN and in the region more widely.

Quality considerations for non-formal TVET programmes

Indicators of quality at Project Strong and the NSTP are mainly the ability of graduates from the training programmes to gain employment or to engage in some form of related entrepreneurial activity. Although audits are conducted, these do not involve an assessment of quality of programmes. Quality assurance of programmes is usually handled at the input stage, in the development of the training programme and the selection of the instructors. The NSTP is often contracted by donors to deliver specific programmes, and must therefore comply with the quality requirements for those programmes. Without a national quality assurance framework, steps are being taken by both Project Strong and the NSTP to put in place measures for quality assurance. However, the potential for great variance in quality of programmes in non-formal training reinforces the need for a national quality assurance framework.

Quality of programmes is a concern not only in SKN but across the region and also at international levels. The UNESCO Third International Congress on Technical and Vocational Education and Training held in Shanghai in 2012 also addressed issues of expanding access and improving quality, as outlined in Figure 28.

Figure 28: Expanding Access and Improving Quality

- Develop effective policies aimed at improving teaching and learning processes. Specifically, develop policies and frameworks for professionalizing TVET staff, and develop and strengthen teaching standards for all levels.
- Make efforts to enhance quality across the various types of TVET and in the multiple settings where it takes place, including through the definition of quality standards and benchmarks.
- Promote cross-cutting skills such as problem-solving and critical thinking, entrepreneurial skills and the capacity to adapt behaviour, in order to equip learners with skills for sustainable living and livelihoods.
- Take innovative measures to provide quality and inclusive TVET, especially to disadvantaged groups including learners with disabilities, marginalized and rural populations, migrants and those in situations affected by conflict and disaster.
- Improve gender equality by promoting equal access of females and males to TVET programmes, particularly in fields where there is strong labour market demand and by ensuring that TVET curricula and materials avoid stereotyping by gender.

Source: UNESCO,2012b

Quality of tertiary-level provision

TVET at the tertiary level is available at the CFBC, which is a semi-autonomous institution. As the apex tertiary institution in SKN, the CFBC has a critical role to play in the provision of programmes for higher-level skills needed for national sustainable development. It also has a role to play in providing leadership and enabling discussion on priorities for sustainable development, and actions necessary to achieve the goals for human development in SKN. The mission of the Clarence Fitzroy Bryant College is 'To foster the development of responsible, self-sufficient citizens by delivering a range of academic, professional and vocational courses and programmes that reflect the high values and standards and which prepare students to make lifelong contributions to their communities (CFBC, 2013a).

The CFBC, like other tertiary institutions in small states, is constrained in the number of programmes it can offer because of an inability to achieve economies of scale. This means that for study at higher levels in some areas, students have to obtain further education at institutions outside of SKN. For them to gain entrance to these programmes, they need certification that is recognized regionally and internationally. This places responsibility on the CFBC to ensure that quality requirements are met in terms of instructors, facilities, programmes and other resources. This is achieved by measures that include establishing partnerships and networking with relevant regional and international bodies and organizations.

■ Partnerships and networking for quality assurance

Because of its inability to offer a wide range of programmes, the CFBC has been strategic in establishing partnerships and networking with other tertiary-level institutions, both in and outside the region, as a means of ensuring recognition of its programmes and certification. With respect to programmes, the Board, acting on the advice of the Council, has among its functions 'to determine the programmes and course of study to be pursued at the College and the admission standards' and 'to enter into agreements and arrangements on behalf of the College with other institutions of further education, including universities, for the provision of instruction or the granting of degrees, associate degrees, diplomas, certificates and other academic awards' (Clarence Fitzroy Bryant Act, 2008).

In the case of the associate degree programmes, the College has established links with the UWI for Hospitality Studies and Information Technology. The Office Administration and Business Studies programme is franchised from the Barbados Community College, adding value to the certification. The Architectural Design Technology programme connects with the programme offered at the University of Technology (UTECH), Jamaica. A Memorandum of Agreement with the University of the Virgin Islands (UVI) also allows for joint development of programmes, and this enables students to get advanced standing and exemptions from programmes at the UVI. Regional cooperation in the development of programmes also facilitates portability, for example in the case of programmes developed through the Caribbean Tourism Organization (CTO) and the Association of Caribbean Tertiary Institutions (ACTI). In its efforts to ensure quality of programmes, the Academic Council of the CFBC has provided detailed guidelines for the development of programmes. The programme developers need to provide identification of the programmes; the aims and objectives; mission, vision, philosophical and value statements; and curricular concepts and conceptual/guiding framework of the curriculum. These guidelines are intended to contribute to the quality and consistency in format of the programmes developed at the College.

Teachers, teacher education and quality

Teacher education in general, and TVET teacher education in particular, has been identified as strategic in improving quality and for institution-strengthening, since the programmes and training provided have far-reaching consequences across the education system. The unique character of TVET requires special focus on how TVET teachers are trained, their links with business and industry, and the availability of opportunities for continued professional development. This was highlighted at a UNESCO-UNEVOC conference in 2012 as follows: 'Changes in the world of work founded upon widespread technological development have significantly influenced the type of TVET programs that need to be offered. Furthermore, this has influenced teaching and learning strategies employed by TVET teachers rendering the nature of TVET unique from all other areas of teaching' (UNESCO-UNEVOC, 2012).

Quality also depends to a large extent on the delivery of programmes. According to the MoE Principal TVET Officer, many TVET teachers at the secondary level have technical skills but lack pedagogical skills. They can acquire these pedagogical skills in the teacher education programmes at the CFBC. With teacher training they are also eligible for a salary increment. The total number of secondary school teachers in SKN is 472 (see Figure 29). This includes secondary TVET teachers; however data on the number of these teachers were not available. At present only four teachers are enrolled in the TVET teacher education programme at CFBC.

Figure 29: Number of Teachers in Secondary Schools in SKN (2012–13 or 2011–12)

| Status | | Institution | Number of teachers | | |
|--------------|-------------|-----------------------------|--------------------|------------|------------|
| | | | Males | Females | Total |
| Public | Saint Kitts | Basseterre High | 29 | 54 | 83 |
| | | Washington Archibald High | 29 | 34 | 63 |
| | | Cayon High | 23 | 33 | 56 |
| | | Saddlers High | 13 | 22 | 35 |
| | | Charles E. Mills | 22 | 39 | 61 |
| | | Verchilds High | 14 | 29 | 43 |
| | Nevis | Charlestown Secondary* | 22 | 35 | 57 |
| | | Gingerland Secondary | 18 | 30 | 48 |
| Private | Saint Kitts | Convent High* | 5 | 9 | 14 |
| | | St. Christopher Preparatory | 1 | 2 | 3 |
| | Nevis | Lyn Jeffers High* | 2 | 7 | 9 |
| Total | | | 178 | 294 | 472 |

Source: GSKN Statistics Office

TVET teacher education is critical for the achievement of the goals of TVET for all in formal, non-formal and informal education and training programmes. This means that the transversal and longitudinal dimensions of TVET need to be reflected in the teacher education programmes as well as in other programmes. The teacher education programmes offered by the CFBC are approved and certified by the UWI Eastern Caribbean Joint Board of Teacher Education. Two programmes are offered for TVET instructors: Industrial Arts and Home Economics. Both primary and secondary school teachers can take these programmes. All the programmes are structured as follows: General Education, Education Foundation, Curriculum and Instruction, and Electives. In the TVET programmes, TVET elements are included in the sections on Curriculum and Instruction, and Electives (UWI, 2012).

The add-on of TVET elements in the teacher education programmes is one way of providing opportunities for training of TVET teachers. The *Road Map* identifies the need to strengthen the TVET teacher education programmes by measures that include exploring the possibility of work experience for teachers in training; and determining the scope of content and the combination of units that are necessary to prepare a trained TVET teacher adequately for today's classroom (Wilkin, 2011). Possibly, changes to the programme as suggested in the *Road Map* will make the programme attractive to more TVET teachers. However, while the strengthening of the TVET elements of teacher education programmes is necessary, there is a much wider need for all teachers to have knowledge, skills and attitudes to support the centrality of TVET in the education system.

Given the thrust for TVET for all, teachers at all levels and in various disciplines will need to be sensitized to the unique characteristics of TVET and the generic skills that all students should have: skills such as critical thinking, problem-solving, innovation and creativity. Given criticisms especially from employers that many graduates from the formal education system lack these skills, there is need for systematic instruction that will enable students to acquire them. Teacher education programmes need to incorporate methodologies that teachers can use to enable students to acquire these skills and to develop the meta-cognitive skills necessary for them to take more responsibility for their learning. These are also skills needed in the workplace and for lifelong learning.

Further, Dr Ritz has recommended that teachers in the twenty-first century have 'technical knowledge, pedagogical knowledge, general literacy knowledge, qualifying standards and the ability to apply all these types of knowledge in the classroom' (see UNESCO-UNEVOC, 2011). There is scope for the inclusion of such methodologies in the teacher education programme through the Board of Studies and the Curriculum Review and Renewal Committee of the Eastern Caribbean Joint Board of Teacher Education. The Curriculum Review and Renewal Committee has among its functions 'to review, on an ongoing basis, the curriculum of teachers' colleges as a whole and to ensure relevance and responsiveness to the changing demands made on the education system by developments in the wider community' (UWI, 2012).

The TVET teachers at the CFBC are well qualified in the areas that they teach. Almost all of them have at least a first degree, many have Master's degrees and a few have doctorates. However, the UNESCO team was informed that many of the teachers do not have pedagogical training, and the possibility of their doing the UWI Diploma in Education programme is being explored.

There is focus on teacher education at national, regional and international levels for the improvement of quality TVET provision. At the national level, the *Road Map* recommends the need to 'revisit the Teacher Education (TVET) programme structure and content'. At the regional level, a UWI/UNESCO Conference on TVET held in Montego Bay, Jamaica in 2012 recommended the reorientation of teacher educators by measures that include:

- establishing appropriate coordination mechanisms and partnerships to reorient teacher educators in courses towards TVET;
- developing and implementing concrete actions to enhance and promote interdisciplinarity in the education of TVET educators for the integration of TVET as well as developing flexible structures and incentives in training colleges and universities;
- establishing appropriate mechanisms to introduce a mandatory/core course and post-graduate courses for TVET educators;
- designing specific and concrete methodologies for incorporating TVET into TVET educators' education programme with a thrust for greater involvement of the industry, employers and other end users of the TVET products and outcomes;
- undertaking capacity-building measures to enhance awareness, knowledge, career awareness and skills of TVET educators in TVET;
- creating and maintaining mechanisms for involving principals and administrators in TVET and Skills Development. (UWI/UNESCO, 2012)

At the international level, the Third International Congress on Technical and Vocational Education and Training held in Shanghai, People's Republic of China, in 2012 had among its recommendations:

- to develop effective policies aimed at improving teaching and learning processes –specifically, develop policies and frameworks for professionalizing TVET staff, and develop and strengthen teaching standards for all levels; and
- to promote cross-cutting skills such as problem-solving and critical thinking, entrepreneurial skills and the capacity to adapt behaviour, in order to equip learners with skills for sustainable living and livelihoods.

Teacher training would help improve quality. However, given the changes taking place in the workplace, teachers would need continued support through a variety of professional development programmes, including attachments to business and industry. In order to avoid ad hoc training which could have little impact on quality, the training and professional development of teachers needs to take place within a comprehensive quality assurance and training framework.

Quality considerations in the upgrading of the CFBC

In recognition of the importance of the CFBC as the apex tertiary-level institution in SKN, plans are under way for upgrading the CFBC to a university. This places greater emphasis on the need to improve quality in all aspects of the operations of the institution, including qualifications of lecturers, programmes offered and resources available for students. The participation of the CFBC in the TVET policy review process provided an opportunity for the CFBC to reflect on the characteristics of the university it aspires to be. In a small state, for reasons of economies of scale, it is impossible for a tertiary-level institution to offer a wide range of programmes. Taking DTVEMS for example, in the academic year 2010–11 there were nine programme areas which together involved 97 lecturers for 265 students. With such a high lecturer to student ratio, it is evident that offering additional programmes would involve a major investment in staff. Hence, alternative arrangements, including distance education for TVET, scholarships for students to travel, and partnerships with enterprises offering in-company training, may complement what the college can provide directly.

Figure 30: Number of Lecturers in Clarence Fitzroy Bryant College, DTVEMS, 2010–11

| Programmes | Lecturers | Students |
|--|-----------|------------|
| Office Administration and Management Studies | 13 | 76 |
| Architectural Design Technology | 14 | 28 |
| Timber Vocations-Carpentry | 6 | 12 |
| Air Conditioning and Refrigeration | 8 | 30 |
| Electrical and Electronics Engineering | 10 | 19 |
| Information Technology | 7 | 28 |
| Motor Vehicle Engineering | 10 | 20 |
| Hospitality Studies | 16 | 29 |
| Culinary Arts | 13 | 23 |
| Total | 97 | 265 |

Source: CFBC

The CFBC will need to be strategic in deciding programme offerings that are in keeping with priorities for national sustainable development. It also needs to be strategic in its partnership arrangements so that its students and graduates can benefit from resources and training opportunities not available in SKN. The implementation of measures to meet the requirements for programme accreditation is essential to the validation of quality in its offerings. The CFBC may be able to negotiate programme accreditation with the Accreditation Council while steps are being taken to meet requirements for institutional accreditation.

The CFBC has a unique role to play in providing an intellectual forum to advance national discourse on an agenda for sustainable development. In this regard, the CFBC can make a significant contribution as a member of the TVET Council. The CFBC has also initiated a self-assessment process which provides an opportunity for thinking through issues such as the type of university it aspires to be; realistic options in terms of breadth and depth of programmes it can offer; strategic partnerships at local, regional and international levels; its role in reflecting in its programmes the transversal and longitudinal dimensions of TVET; strategies for better articulation of programmes at formal and non-formal levels; and measures to ensure equitable provision of training for greater social inclusiveness.

Barriers to implementation of quality

The TVET Council has a major role to play, along with the MoE, in developing and implementing a framework to ensure quality of TVET provision. The TVET Council itself is hampered in carrying out its tasks because of a lack of personnel, funds and other resources. Various reports on TVET at the secondary and tertiary levels and in non-formal programmes point to a TVET system that is under-resourced in facilities, equipment, trained personnel and funding.

Education in general, and the integration of TVET in education provision in particular, are high priorities for the GSKN given the obvious links between a skilled workforce and sustainable development. The GSKN allocates a significant percentage of its annual budget to education, but the allocation for TVET is not disaggregated. Information about specific

allocations of funds for TVET will help to identify ways to improve efficiency and priority areas for improvement of quality. Another barrier to the achievement of quality is the lack of systematic procedures for the sustained participation of the private sector in TVET.

Other challenges include a current emphasis on the upgrading or building of facilities, and less consideration of the quality and delivery of programmes. Another area that needs to be considered is school leadership. The *Road Map* (Wilkin, 2011) noted that among the challenges to implementation of the CVQ was the 'limited knowledge and understanding of TVET at leadership level (principal and management team)'. The support of principals and their buy-in to measures to achieve the vision of TVET for all are critical for the implementation of TVET programmes, including the allocation of resources to TVET and the monitoring and supervision necessary for the improvement of quality in TVET provision.

TVET is currently viewed as education and training in traditional areas of manual work, as shown in the listing of TVET subjects given earlier. A further barrier to quality has been the low status of TVET as perceived by teachers, students, parents and guardians. Increasingly, there is recognition that meaningful participation in TVET requires students to have generic skills of literacy and numeracy, and also knowledge in areas such as science and ICT. Also, all students need to acquire employability skills such as critical thinking and problem-solving. The acquisition of these skills is critical for the achievement of the goal of TVET for all. As mentioned before, there is a need for systematic instruction to enable students to acquire these skills. For this to happen there will be need for close collaboration between practitioners and the Curriculum Development Unit (CDU), whose staff will themselves need to understand the implications of curriculum reform and instruction for the achievement of TVET for all.

Employers' contribution to quality

Employers have often expressed dissatisfaction with the quality of graduates of TVET programmes in relevant areas. However, some employers have also expressed their interest in improving the situation, particularly in areas such as tourism, where high-quality customer service and culinary skills are required. The private sector can play a significant role in improving the quality of TVET provision. There are links between formal and non-formal training and business and industry, since a requirement of most TVET programmes is an attachment to a workplace. These links are ad hoc and based mainly on personal contacts between staff and people in the private sector. More systematic links between institutions, especially tertiary-level institutions, and the private sector are recognized as valuable to support national sustainable development priorities. More specifically, the private sector can facilitate the development of programmes through lead bodies such as the SKN Chamber of Commerce and the Hotel and Tourism Association.

The involvement of the private sector would contribute to the quality of programmes by ensuring that they are relevant to the needs of the labour market. Lead industry bodies would also be able to provide timely labour market information to inform any reviews or changes that are necessary in programmes being offered. Private-sector involvement could also entail the sharing of resources – staff and equipment – to improve quality of programme delivery. There is support from employers for recruiting local staff where possible. Employers, working together, are also willing to consider working with the CFBC to establish training programmes, partly using hotel trainers and facilities. Also, since it may not be economic for the CFBC to offer specialized training for small numbers of students, it should be possible for several employers to identify employees who would benefit from a particular programme, and work together with the TVET Council and the CFBC to offer a financially viable course that would equip the individuals and their companies with the required skills.

However, for the private sector to be meaningfully involved there is need for an enabling environment in which the private sector is allowed to participate meaningfully in discussions about priorities for sustainable development, and the policies and programmes in support of those priorities. Given the small size of many enterprises and the lack of a culture of knowledge-sharing between organizations, especially between the private and public sectors, the TVET Council is strategically placed to facilitate these interactions and relationships based on the principles of trust and mutual benefit. The potential advantages are significant. However, promoting such interactions takes time and faces numerous challenges, not least of which is the geographical separation by sea of Saint Kitts and Nevis. Further, the Chamber of Commerce and other associations of employers and small businesses may need to be offered incentives (perhaps tax relief) for their involvement in TVET development.

■ Summary

Quality of TVET provision is critical for a number of reasons, including the provision of relevant skills training to meet the current and anticipated needs of the labour market, facilitate mobility of people outside of SKN for further education and employment, ensure portability of certification, and achieve efficiency and effectiveness in TVET provision.

However, there is no established quality assurance framework in SKN. Quality at the secondary level is usually described in terms of the number of students who achieve Grades I to III in CSEC examinations. At the tertiary level, there are internal controls for quality assurance. In addition, the CFBC has established partnerships with other tertiary institutions to ensure quality of programmes and recognition of certification. A much-needed quality assurance system would require a strengthening of the TVET Council, which has the responsibility for coordinating and monitoring TVET provision, and adequate funding not only for upgrading and refurbishing workshops and providing equipment and materials, but also for the training of TVET teachers. The private sector could play a significant role in helping to improve quality. However, for the private sector to participate meaningfully there has to be an enabling environment in which the private sector has a role in policy decision-making about national priorities for sustainable development, and TVET programmes in support of these priorities.

VI. Efficiency, relevance, impact and outcomes

This chapter looks at the importance and challenges of assessing the efficiency and impact of TVET, in relation to the world of work and the goals and objectives of TVET

■ Assessment of implementation efficiency and effectiveness

The impact and relevance of TVET programmes are essential factors in assessing TVET outcomes. Sources of assessment of TVET implementation include observations and assessment by staff, expenditure on programmes, and graduation rates. Programme assessment is feasible in the formal system in secondary schools, at AVEC and at the CFBC. As earlier indicated, some programmes, particularly those offered by AVEC, are experiencing difficulties in retaining students for the duration of the programme. However, assessment presents difficulties for most other TVET programmes, particularly those that have few full-time trainees, and are short-term and project-oriented.

Effective assessment of programme implementation typically includes measures to: examine the design and delivery procedures; determine whether or not the programme objectives have been achieved; analyse why results (positive, negative and unexpected) occurred; and calculate the cost-effectiveness of the programme development and implementation. (Grubb and Ryan, 1999)

■ Outcomes, impact and relevance

Because of limited knowledge and a low evidence base, the relevance of TVET programmes to workforce and socio-economic development needs is difficult to assess. While some adjustments to improve relevance have taken place, the TVET system needs to be improved and better aligned with the projected needs of the priority economic sectors, especially tourism. As mentioned before, there are gaps between the TVET programmes being offered and the needs of employers. Efforts to reduce these gaps include student attachments. The information available to assess TVET outcomes, impact and relevance is limited. Partly as a result, assessment has been constrained by the lack of capacity to collect and analyse TVET data and a tendency to concentrate on input-oriented factors. Consequently the employment and other output-oriented factors of TVET are little known, and therefore play a limited part in policy development, resource allocation and institutional practice. Arguably, it is probably more helpful to focus on outcomes and factors related to demand. Some of the issues related to outcome, impact and relevance are listed below.

- SKN has a very small (existing and potential) labour force, so the TVET system needs to be inclusive, effective and relevant.
- TVET should have a much greater focus on workforce training for improved outputs, outcomes and relevance to the workforce, industry and national sustainable development.
- More effort is needed in workforce development for the services sector in general, and tourism in particular.

Employer-sponsored training

Since the 2007–08 Labour Market Assessment, few employer training data have been collected or analysed. As a result, the actual outcomes, impact and relevance of employer-based training are difficult to assess. However, some general observations are given below.

On-the-job training (OJT) is the largest segment of SKN employer-sponsored training. By its very nature, the impact of OJT is difficult to assess. However, if its planning, structure and implementation are well executed, productivity and long-term wage benefits are likely to result.

Other kinds of employer-sponsored workforce training include training for new positions and upgrading of higher-order soft and hard skills. One example of such training is provided in aviation for specialized staff at the St Christopher Air and Sea Ports Authority (SCASPA). Well planned and executed workforce training programmes could contribute to higher wage rates, employment security, and increased chances for promotion for employees. These programmes could also result in increased revenue, productivity and competitiveness for the employer.

Public-sponsored training

Public-sponsored training includes pre-employment training, compensatory education and training, and adult and continuing education.

Pre-employment training is provided mainly in the formal system in secondary schools, at AVEC and the CFBC. These institutions do not as a rule collect data (except student data) that will help in assessing more fully outcomes, impact and relevance. While the students perform well (as shown in CXC results and in local examinations), the enrolment data suggest a low completion rate. Also, there is no system in place to track graduates of TVET programmes. However, efforts are now being made to establish alumni networks.

The provision of compensatory programmes or TVET for entry-level employment, for the unemployed and underemployed, marginalized and at-risk youth, can be challenging. However, well designed and executed programmes for these groups are needed for their integration in the workforce and to limit any possible antisocial activities. Challenges faced in the provision of these programmes include the perception that these programmes are rather token in nature and are not necessarily linked to employment. The programmes are often affected by poor attitudes by attendees, and the low educational attainment and socialization of males in particular. They are geared towards employment sectors that are often already overcrowded, and offer low wages and limited advancement opportunities. Furthermore, the short length of the programmes is inadequate for effective skills development.

Adult and continuing education is critical for the training and retraining of the workforce as the demands of the labour market change. Retraining is necessary to ensure that primary production workers do not exit the labour force or remain in low-skilled and low-income work.

For adult and continuing education to achieve positive outcomes and a significant impact, there is a need to consider the social environments and needs of adult workers. Other requirements are the identification of job opportunities, the provision of career guidance to help individuals secure and retain decent employment, and formal certification, where possible, of the hard and soft skills required for employment.

Given the limited local knowledge and evidence base, international findings and experience on the impact and relevance of TVET can be useful. These are some of the findings that may be relevant to SKN:

- People who drop out from TVET programmes are likely to earn less (if they are able to find employment) and contribute less to workforce productivity and overall economic development than those who graduate from these programmes.
- Public–private training partnerships in which there is joint investment and meaningful participation are more likely to achieve broader workforce and economic development benefits.
- Targeted programmes or projects, especially short-term or ‘quick fix’ programmes like those intended to relieve youth unemployment, provide basic generic skills and work exposure, and may alleviate negative social circumstances such as drug use, criminal and antisocial behaviour. However, their design means that such short-term programmes are not forward looking. They do not focus on long-term trainee development, and so are unlikely to contribute significantly to employment, increased earnings, productivity or economic development. Further in-depth monitoring and evaluation of these programmes is needed, including tracer studies.

The very small size of the labour force in SKN makes it even more important that it be well trained in order to be productive and globally competitive in the services sector in general, and tourism and financial services in particular. Further, leadership at the highest levels is necessary to ensure the repositioning of TVET centrally in the education system, and to enhance the perceived importance of workforce training and development. Workplace learning, in its various forms, may prove equally as significant for skills development as institution-based programmes. SKN can benefit from the experiences of successful small states such as Mauritius, which has combined targeted skills development with a favourable location to achieve sustained economic growth and improved societal well-being.

Figure 31: Mauritius: From sugar to tourism

Mauritius has successfully evolved from a sugar-dominated economy to a diversified one with strong tourism and services sectors. One of the country's advantages is a strong public-private sector dialogue. Other key success ingredients include a strong democracy, macroeconomic stability and a focused strategy (with TVET as a central player) aimed at being globally competitive.

According to Gewer (2005), Mauritius's integrated training strategy includes:

- balancing economic demand and human resource supply;
- maximizing employability and human resource mobilization; and
- coordinating the linkages between education and training and the workplace.

Key to the integrated training strategy in Mauritius was the establishment of a high-level Human Resource Development Council to guide policy development and implementation and among other functions, to:

- monitor performance in the workplace;
- measure the impact of training; and
- ensure greater linkages between education and training, and create linkages with clusters of enterprises.

Source: Authors

Despite the relevance of discussions taking place, the SKN TVET Council is not currently well positioned to be involved in informing policy decision-making processes about priorities and programmes for sustainable development. However, the TVET Council provides information about its work to the Ministry of Sustainable Development. The recent Cabinet approval of the *Road Map* as the foundation for TVET development and strengthening is an indication of an increased importance being placed on TVET as a vehicle for sustainable development. Collaboration with the private and parastatal sector in TVET programmes and delivery is also increasing, with major employers such as SCASPA now participating.

■ Summary

A key role of the TVET Council should be to undertake assessments and evaluations of the outcomes, impact and relevance of TVET programmes. However, the Council does not have the resources or the capacity to carry out this role. If TVET programmes and skills are to be effectively developed and workforce capacity and productivity are to be maximized, the TVET Council will need to be strengthened.

Measures necessary for the assessment of relevance and impact include the establishment of a TVET database and procedures for assessing programme development and implementation. The Council would also need to assess outcomes – for example completion rates and levels of certification – since these assessments can inform programme review and funding decisions. The measurement of impact could be more complicated since it should ideally assess longer-term results and contributions, such as securing and maintaining employment, wage levels, productivity, promotions and career paths.

Relevance assessment can be associated with one or more of the assessments described above, or it can be individually executed. In essence, it attempts to assess how appropriate and important the TVET arrangements are in terms of, for example, individual livelihoods and prospects, skills needed, workforce developed, productivity or competitiveness enhanced, and contribution to the achievement of national sustainable development objectives.

VII. The knowledge, research and evidence base

This chapter points to the need for SKN to develop a capacity for the establishment and maintenance of a knowledge and evidence base for decision-making, to enable it to better coordinate, monitor, evaluate and enhance TVET, and to maximize the opportunities provided by regional and international research and policy networks.

In common with other SIDS, SKN has a limited research capacity and knowledge base. This is partly because there is no national institution with research functions and no critical mass of local research expertise. The central Education Management Information System collects data on school enrolments, completion rates and examination performance, but there has so far been little analysis of information relevant to policy and planning in TVET, such as trends in education and labour markets, or analysis of transitions between learning and work. Statistical methods used to describe school systems are not necessarily transferable to the analysis of TVET, broadly defined. Analysis of TVET is likely to be most instructive when considered from the wider perspective of education and employment systems and the contributions of TVET to sustainable development.

So far there have been relatively few national assessments and evaluations of TVET in SKN. The reasons for this include lack of labour market data, student tracer studies and required resources, and the limited capacity and research expertise of the TVET Council. The capacity of the TVET Council therefore needs to be strengthened through training personnel and employing appropriate technologies to enable it to contribute to the various databases and to access, analyse and use data in a timely manner for system improvement.

At present there is some dependence on the social and economic research conducted at the UWI and the studies conducted by external consultants. In addition, partly because of the small scale but also due to the oral culture, individual opinions, rather than formal research findings, can inform much of the policy dialogue and debate. While some of the viewpoints aired on radio talk-shows, for example, are well informed, the consequence can be that a few well-placed individuals exert a huge influence on policy in small states. The perspectives of vulnerable populations, such as people with disabilities or young men at risk, can be overlooked by administrators and policy-makers, especially if these perspectives are articulated only in Creole.

Participatory research methodologies that seek out the involvement of previously neglected voices, including the voices of youth, are likely to generate relevant and valuable insights for TVET policy development. Qualitative research, which focuses on the meanings, perceptions and interpretations of TVET stakeholders, can be highly informative, especially when combined with quantitative data-gathering and analysis. Evaluations by students and employers on the quality of TVET programmes could be an initial step towards a more participatory and inclusive approach to strengthening the knowledge and evidence base. A collaborative research methodology involving partnership between 'insiders' and 'outsiders', while potentially time-consuming, can be advantageous for bringing together internal and external knowledge and expertise. However, such work still assumes the existence of national research capacities.

TVET instructors as well as other teachers are well placed to participate in action research which could provide data for continued improvement in the implementation of TVET. Action research is especially important in the implementation of curriculum reform, which is being proposed for the integration of elements of TVET into various disciplines. Data on the innovations being undertaken would be helpful in assessing the processes and programmes to achieve the goal of TVET for all. Further, the experiences of SKN in implementing these innovations could be used to inform similar programmes in OECS Member States and in the wider CARICOM region.

As the country's senior tertiary education institution, the CFBC can potentially play an increased role in the collection and analysis of data to inform development in education and training. The self-assessment exercise which has been initiated by the CFBC appears promising for mobilizing expertise in the CFBC, and for involving faculty in action research, the findings of which can be used to improve the work of the college. The self-assessment process also presents an opportunity for the CFBC to consult with its main clients, including present and future students, as well as with wider stakeholders including government and the business community. In the future, the scope of research conducted by CFBC could potentially extend beyond the enhancement of the college's own internal strategies and policies to consider questions of importance for the sustainable development of the society as a whole. This could, for example, include the priorities for TVET policy development. Ideally, SKN should develop capacities for comparative policy research so as to enhance its ability to critically assess the merits and potential applicability of various policy options used elsewhere in similar country contexts.

From a labour market perspective, SKN does not at present have a functioning labour market information system, and this prevents the country from conducting a full analysis of employment trends. The most current Labour Market Assessment was undertaken in 2007–08. However, the ILO is currently developing a Regional Labour Market Information project which should assist SKN in collecting data and establishing a database that can be used to inform TVET policy and programmes. Project activities are expected to include labour market surveys, the development of a system for conducting tracer studies, and capacity-building in the Ministry of Labour (Reynold Simons, personal communication).

Even when such a system is functional, however, linkages need to be made between the education supply side and the labour demand side of TVET. Although a high degree of knowledge-sharing could easily be achieved due to the small numbers and physical proximity of government officers and other stakeholders in small states, there are still significant obstacles to inter-ministerial dialogue and cooperation between stakeholders in SKN. Hierarchical relations in the administration, and a tendency to control information flows, may exacerbate this situation. Such obstacles are especially problematic in TVET and labour market policies and activities which depend upon the horizontal flows of knowledge and expertise in order to ensure that the knowledge and evidence base evolves with changes in education, society and the economy.

One of the persisting challenges for the knowledge and evidence base in SIDS is that the most appropriate units of analysis are not always the geographic boundaries of the state itself. SKN, like other SIDS, is typically open and externally oriented, with strong regional connections and an international diaspora. The same can be said for the analysis of the education and training system, which has national, regional and international features.

At the regional level, the C-EFE programme should provide data to contribute to the establishment of a knowledge and evidence base. By supporting the exchange of experiences on TVET in the OECS and CARICOM region, this programme is also contributing towards comparative knowledge and expertise and regional networking.

A valuable role of the TVET Council is to facilitate informed dialogue and debate between stakeholders. This role should be further strengthened and sustained. Discussions which took place during the policy review within the TVET Council were wide-ranging, and appear to have relevance far beyond the field of TVET and even education itself. Perhaps because of the necessity for TVET policy development to involve multiple stakeholders, the level of horizontal information flows and exchange may actually be relatively more advanced in TVET than in some policy areas. However, at present there is no relevant mechanism of cross-ministerial coordination in TVET or human resource development. In order to achieve this, participatory approaches are required, first as a way of ensuring that all necessary knowledge and information is taken into account, and second, for ensuring a high level of ownership by the multiple stakeholders.

■ Summary

There is need for a change in the research focus in TVET, from mainly inputs and the provision of training, to outcomes, relevance and impact. This change depends both on knowledge and an evidence base, and on an appreciation by staff of the importance of collecting, processing, analysing and using data to inform TVET policy and programmes. The TVET Council will need to identify the type of information that is needed, and use this information to establish a knowledge and evidence base that would be beneficial to the development and strengthening of TVET in SKN. However, resources are needed to develop the capacity of the TVET Council in terms of trained staff and appropriate technologies for the development and management of a knowledge and evidence base.

The transversal features of TVET, as both a subsector of education and a resource for lifelong learning, link data-collection and analysis challenges with the wider conceptual debates. Due to the multiple interests and agendas involved, the methods of data collection and analysis need to be capable of explaining context. Here, qualitative methods appear to hold much potential in SIDS, and expertise in qualitative data-collection and analysis could be developed. A combination of education and labour market expertise would be required, as well as broader social research and analytical capabilities.

Ultimately, perhaps with the support of C-EFE, ILO and other initiatives such as those associated with the OECS, CARICOM and the Caribbean Growth Forum, it is foreseeable that the TVET Secretariat would host a database on enrolments, context, skills acquisitions, skills requirements and outcomes in the labour market. This database might evolve in the mid-term toward an integrated TVET/labour market information system supported by different stakeholders and used by policy-makers, practitioners and the public. It could also be of use to students, employers and trainers to access information on current education, training and work opportunities.

VIII. Main findings and policy considerations

■ Main findings

TVET for sustainable development

The *Adaptation Strategy in Response to the New EU Sugar Regime, 2006–2013* was prepared in order to enable SKN to cope with the changes necessary for the country to move towards a more diversified economy. This *Adaptation Strategy* explicitly recognized the need 'to address human resource development through increased investment in education, especially at the technical and vocational levels' (GSKN, 2006). It also identified tourism, agriculture, ICT and international financial services as strategic potential economic growth areas, and recognized the imperative of education and training to support diversification efforts. More recently, attention has been focused on tourism and financial services. While the economy appears to be adjusting to the post-sugar era, and growth is being experienced in some sectors, employers are increasingly experiencing difficulties in recruiting people from within SKN for the priority industries. The lack of the full span of skills needed, especially middle to higher-order skills, provides a strong rationale for diversifying and upgrading TVET in SKN. Reinforcing TVET as a strategic element within education and training for the future sustainable development of the country is further justified by the analysis of the social situation. While new economic opportunities are evident, for example, in 'offshore' higher education, there are still significant concerns about inequalities, poverty, high rates of early school leaving, especially among boys, and concerns about crime and social exclusion.

The TVET Council, established by the Education Act (2005), has a role in ensuring that, as much as possible, the skills and qualifications of the population support the sustainable development of the country as a whole. This has led to the view that a comprehensive and inclusive national TVET policy is needed. This Policy Review is especially timely in view of recent national, regional and international developments. While the TVET Council has the mandate to advise the minister responsible for education, the success of policies and strategies for HRD is of concern to all government ministries. Policies for HRD, which include the national TVET policy, therefore deserve consideration by leaders at the highest levels of government and across society.

Reconceptualizing and repositioning TVET

The findings of this TVET Policy Review add to what has already been done in TVET provision, and point to some considerations that could be taken into account in the development of a comprehensive and inclusive TVET policy. A first step is to analyse TVET from the perspective of its contribution to sustainable development through the upgrading of human resources.

Some considerations identified in the Policy Review were also included in work already done by local TVET personnel and consultants. The added value of this present work is its focus on the need for an integrated and inclusive approach which takes into account the various contexts, including the social, economic, cultural, and environmental, within which education and training interact. This Review employs a conceptual framework that supports the vision of TVET for all, and the values of equality and social inclusion. Within this approach, TVET represents a much broader policy area than the organization, development and provision of particular skills training programmes. Reconceptualizing TVET as being essential for everybody, rather than essential for certain groups, appears to be an essential step in repositioning TVET to enable it to develop the types and levels of skills required for the sustainable development of SKN. The repositioning is intended also to have an impact on the social inclusion of vulnerable and disadvantaged groups, including former sugar workers, people with disabilities and youth at risk, by improving the equality of opportunities in education and the world of work. While this approach does recognize the importance of diversity, it differs from simply targeting certain victims of social exclusion, such as young men at risk or people with specific disabilities. Rather, it seeks to address the factors and social relations in education, the world of work and wider society, which may contribute to their exclusion.

Integrated and inclusive education

In terms of policy implications, the proposed approach would imply investment in the quality and relevance of primary and secondary education system reforms, improving careers information and guidance services, and promoting workplace training and workforce development in order to prevent social exclusion.

This integrated strategy is likely to be more cost-effective than an approach which places TVET as a social safety net, intended to 'catch' those who are already at risk of difficulties in their lives, and may already be having problems accessing paid work. An inclusive approach to education and training system reforms would also be likely to generate greater social and economic benefits in the long term than expensive remedial or rehabilitation programmes intended to provide a 'second chance' to those who did not benefit from the formal education and training system. This is not to say that current provision targeting disadvantaged learners should cease, but rather that it is likely to be advantageous in the long term to improve the retention of students within the mainstream by strengthening the overall capacity of the education and training system to cater for students with diverse needs. Such strengthening is likely also to involve to some extent a re-imagining of education itself, to achieve inclusivity.

In terms of policy implications for TVET, it would be relevant to know what proportions of those who do not complete secondary school are from Creole-speaking households and/or students from poorest quintile. There is need for research on the extent to which students from such households underperform in the formal education system and contribute to the high rates of early school leaving in SKN.

Reorienting TVET would first involve the transversal dimension of integrating skills, knowledge and attitudes relevant to the world of work across the curriculum so that all students benefit from TVET learning, whether or not they are enrolled in 'traditional' TVET subject areas. Second, it would involve the longitudinal dimension of TVET, which implies that learning takes place within and for a lifelong learning perspective covering all levels of skills. Together, the implication is that a culture of learning must be instilled throughout society, including in schools, workplaces and homes. This reorientation points to the need for systematic instruction and other opportunities for all students to acquire skills such as critical thinking, problem-solving, communication, team-working and other employability skills to prepare them for the world of work, further education and training, and lifelong learning. Support from education officials and teachers for the centrality of TVET for sustainable development will require a shared understanding of the requirements of TVET for all, curriculum reform and tangible support for changes needed in teaching methodologies required by competency-based education and training. Developing a culture of lifelong learning will also involve other government ministries, employers and citizens.

The Policy Review provides details about the current context, the economic imperatives for sustainable development, and analysis which justifies the changing roles of TVET. Other issues are also addressed, such as the need for participatory governance, built on partnerships and dialogue with diverse stakeholders. The TVET Council has a critical role to play in overseeing programmes and ensuring good governance. Attention is also given to the need for relevance and quality in all aspects of TVET, and for a comprehensive quality assurance framework. This is necessary to ensure that TVET provision is inclusive; training is provided at the levels needed in the workplace; and programmes and certification are recognized to facilitate movement of people within the CSME and beyond.

The Review also addresses the need for sustained funding for TVET, by reducing dependence on public funding and including new and non-traditional sources of funding. It points to the need for systematic procedures for data collection, for monitoring and evaluating the impact and relevance of TVET. The establishment and maintenance of a knowledge, research and evidence base, covering the supply and demand of skills, and analytical capacities and institutional arrangements, is critical for future decision-making. The strengthening of the TVET Council is a main consideration. This is essential if it is to carry out its many functions and work with partners at national, regional and international levels to ensure that TVET is relevant to the changing needs of society, and contributes fully to improvement in the livelihoods of people and the sustainable development of SKN.

While some of the findings and analysis presented here are specific to SKN, the literature on education in small states, Caribbean societies, and current policy dialogue within the OECS, CANTA and CARICOM, suggests that TVET in SKN exhibits many of the features and challenges that can be found in other SIDS in general, and in the OECS in particular.

For example, it is known from the experiences of SIDS worldwide that conditions can change very rapidly and at times profoundly, for example after social, economic or natural disasters. It is also recognized that, although they are vulnerable, SIDS have often proved resilient and able to adjust and adapt to such events. SIDS are also known to have other features in common. Many are deeply influenced by processes of colonization and decolonization, many have a history of mono-

production and are undergoing diversification, and for many migration flows are a significant dynamic in the population. Specific to education, it is known that the provision of tertiary-level specialist programmes is a challenge for most small states, that economies of scale are an issue which calls for regional cooperation, and that distance education could be an appropriate policy response in some fields.

This Review therefore recommends that policy-makers specifically consider the features of SIDS and how the SKN TVET policy will take these features into account. One example is the design of qualifications frameworks in SIDS. In large states, with many diverse education providers, national qualification frameworks can be useful for communicating the meaning of different qualifications to students, education providers and employers. This assists educational and geographical mobility within the state. In small states, however, it is more likely that the quality of the different education programmes is already widely known. Mobility between states in a region, rather than within a state, is likely to be the bigger policy issue.

Where efforts are under way to support regional integration, SIDS may wish to prioritize the development of national qualifications frameworks that are aligned with a regional qualification framework. The CARICOM region has advanced work in developing regional standards and regional qualifications as a way of retaining the distinctive value and relevance of its own education and training, knowledge and traditions. A regional qualifications framework can therefore be used to assess the value of qualifications being offered by foreign education and training providers, and also to judge the relative value of qualifications possessed by foreign workers seeking employment within the region. For planners and policy-makers working on TVET in small states, it is becoming increasingly necessary to take a regional perspective on policy review and policy formulation.

For policy-makers in CARICOM, it is also relevant to tailor TVET policy formulation to the distinctiveness of Caribbean culture and context. Caribbean societies have variously been described as plantation societies, plural societies and societies undergoing processes of Creolization. All are currently undergoing rapid socio-economic and cultural changes. In the Caribbean, social status has been very closely related to educational attainment, and this is one of the features that have historically created a bias towards 'academic' education and qualifications. Young people's aspirations in the Caribbean are often externally oriented, and this can inform occupational and educational decisions as much as the employment opportunities within local labour markets. Such insights from Caribbean studies can have significant implications for TVET policy development, for example in careers guidance and counselling, and the analysis of labour market dynamics. They may also affect how initiatives such as rebranding and repositioning TVET proceed.

In addition to the need to build consensus around the place and sustainable development potential of TVET, in a way that prevents it from further entrenching current divisions and hierarchies of knowledge, education and social status, there are formidable practical challenges that are analysed in this Policy Review. Despite such complexities SKN appears to be reasonably well placed to address these challenges. Furthermore, SKN can benefit from the momentum which exists in CARICOM and internationally to proceed with its TVET policy formulation. The *Adaptation Strategy* noted the mutually dependent and reinforcing interaction between education and skills, improved competitiveness in services, labour productivity and economic transformation.

■ Policy considerations

Reconceptualizing and repositioning TVET in relation to the rest of education and training, and indeed the sustainable development of the SKN, gives rise to a series of policy considerations. If TVET is to become an orienting principle for education and training reforms, it is necessary to determine what this means in practice and what are the specific implications at policy, institutional, regulatory, financial and operational levels in the short and medium term.

One such consideration is the optimal national and regional governance arrangements. There are at least two options at the national level. First, it may be necessary to establish a structure responsible for the oversight of human resource development as a whole, including its education, training and labour market dimensions. Unlike the TVET Council, this structure would not be situated under a single ministry, but would involve the participation of additional ministries and stakeholders. Its work would be closely linked with the processes of visioning and implementing the overall sustainable development priorities of SKN, and it would be well placed to advance the transversal and longitudinal integration of TVET.

The second option is to reinforce the existing TVET Council, building on the work that has been done, and strengthening the status and voice of TVET through ongoing dialogues about education, training, and more broadly human resource

development, thus also reinforcing the integrated approach and influencing policy processes. In the current arrangement, TVET providers are members of a body which is responsible for supervising the system. While the perspectives of providers are needed, it is important to ensure that the TVET Council acts beyond narrow institutional interests and that governance arrangements for Nevis are also clearly articulated in policy documents.

In both options, close coordination will be needed between the responsible authorities in both Saint Kitts and Nevis, and with the governance arrangements at subregional and regional levels. In the Caribbean context, education and training policy and system reform cannot be achieved by acting at the national level alone. The ideal of a more integrated education and training system that overcomes historical divides such as between 'academic' and 'vocational' tracks will require the buy-in of significant trend-setters of education in the region, including (among others) OECS, COHSOD, CXC, CANTA and the UWI.

Although the newly adopted *Regional TVET Strategy* speaks of 'TVET Integrated with General Education for Life and Livelihood', precisely how this will be achieved is less clear, not least because there are competing institutional interests and unresolved tensions relating to the relationships between, and roles of, responsible bodies in the region. This applies to providers, programmes and qualifications. All of this points to the need for much more horizontal communication between ministries, providers and employers, and networking across the region. Attention to TVET raises awareness of the need for closer alignment between the education sector, planning, and broader policies and processes aimed at sustainable development.

An understanding and appreciation of developments in TVET at international and regional levels, the national context, and issues and concerns raised during the review process, reveals several key areas in which policy decisions at the national level will be required. This is a complex task, with implications for the skills and capacities required. Policy-makers may wish to take into account the analysis given below in the policy formulation processes.

Over the past thirty years, SKN has built an education system characterized by high-quality universal primary and secondary education, diversified options for post-secondary and tertiary education, and multiple programmes for entry to the labour market. However, the present education and training system is not yet making lifelong learning a reality for all. In particular, the rates of early school leaving are relatively high, especially for young men. There are limits to what the current arrangements for TVET provision can achieve. First, the number of students enrolled in TVET in education institutions is too low to achieve the intended impact on economy and society. Second, the programmes offered by these institutions are at the lower levels of skills, whereas it is medium and high levels of skills that are in short supply in the sectors of the economy identified for growth. Third, while there is potential for closer and institutionalized collaboration between education providers and employers, communication between these stakeholders needs to be improved and systematized.

The Policy Review analysis finds that simply strengthening or even scaling up existing TVET provision will not be sufficient to meet the skills development needs of SKN, and indeed it could even have a distorting effect on the education system as a whole. This is because the current positioning of much TVET at the margins of the education and training system, and its association primarily with low-level skills, mean that it is not attracting the best students, trainers and teachers. TVET is widely regarded as second best, a second chance or a safety net for vulnerable groups. This means that even if additional resources are made available for these programmes, TVET in its present form will not be in a position to deliver all of its potential sustainable development benefits. Greater attention to skills development training initiatives in workplaces for students and employees is likely to have outcome, relevance and impact benefits for larger numbers of people than pre-service formal TVET can achieve, given financial, capacity, infrastructure and technological constraints. Formalized institutional arrangements for public-private partnerships in TVET seem to hold great potential for policy dialogue, programming and implementation.

While TVET programmes targeted at disadvantaged and vulnerable groups are well intentioned, in this context the appropriate policy response to a myriad of social problems and challenges is not necessarily the most obvious. Whereas in the short term these targeted programmes are serving a valuable social function (despite relatively few beneficiaries), they are failing to meet the longer-term objectives. Rather than progressively increasing the capacity of these programmes, the most cost-effective and promising vision in the long term will be to reduce the scale of compensatory programmes by integrating the students into the mainstream. Shifting the policy attention from TVET from certain categories of learners to 'TVET for all' is likely to result ultimately in a more inclusive society, and human resources that are better able to contribute to sustainable development in the context of a diverse society and economy. Given the current resource limitations, advanced programmes directed at in-service skills development for current workers and unemployed persons are as strategically important as policies and programmes for pre-service learners, whether in secondary, post-secondary or non-formal education, or in workplace settings.

A two-phase approach

A vision of TVET for all for sustainable development needs to be both idealistic and realistic. For this, a two-phase approach is proposed. The first phase concerns the sensitization of TVET and education stakeholders, and the public, to the need for repositioning TVET from the margins to make it a central orienting principle in the education and training system. This step could build on current efforts to ensure that all learners follow at least one TVET subject in secondary school. Students who are mainly taking TVET subjects could also be required to take a number of 'non-TVET' subjects. It will also mean integrating the 'safety net' or compensatory programmes within the education and training system, through, for example, establishing or enhancing pathways between academic and vocational learning, whether in educational institutions or workplaces, and the mutual recognition of vocational qualifications within and between countries in the OECS and CARICOM regions and internationally.

Other necessary work in the first phase is to improve awareness by curriculum development officers, teacher educators, and teachers and trainers, of the need for greater consideration to be given to the intended outcomes of teaching and learning processes in relation to personal, professional and societal sustainable development objectives. The integration across the curriculum of 'soft' skills that relate to the world of work can be implemented through innovations in curricula, and teacher pre-service and in-service professional development.

The government could start by introducing curriculum reform that covers both the institutional and content aspects. The approach requires an institutional review of the capacity of the MoE Curriculum Development Unit and the CFBC to ensure that the programmes developed are competency-based and include employability skills. Some programmes could be organized in elective modules to introduce the required flexibility.

Strengthening and introducing careers information and guidance services could also form part of this first phase, so that students and teachers increase their understanding of the changing opportunities in the world of work, and can interpret the implications of these changes for education and skills, nationally, regionally and internationally.

This first phase should prepare the way for the second phase, which will involve a fuller integration between academic and vocational education. This will necessitate coordination both nationally and within OECS and CARICOM. The Policy Review has shown that, to a great extent, programmes of study are regulated and quality assured by external regional or international agencies. Many programmes lead to external qualifications, and thus the requirements of the awarding bodies have a significant impact on the extent to which integration is possible. If it is carefully designed, with the full and equal participation of CARICOM Member States, the regional Caribbean Qualifications Framework should contribute to closer integration. As well as the CARICOM and OECS Secretariats, CANTA, CXC and UWI are key actors in the process. Mobilizing these actors around a shared vision of sustainable development, including closer educational and social integration, will take time, but it is likely to be a prerequisite for the success of a more integrated approach, given the influence that these actors exert on national education systems. Enhanced regional and subregional collaboration on TVET and skills development is an imperative for sustainable development.

Utilize current assets to the fullest extent

The historical division between academic and vocational subject areas is a continuing obstacle, which can potentially limit the contribution that the current education and training system is able to make to the sustainable development of SKN. However, there are several features of the current situation which can be considered as assets for the two proposed phases of closer integration.

First, in terms of the strategic vision and national development framework beyond the *Adaptation Strategy*, the Prime Minister and the Cabinet are prioritizing TVET (Douglas, 2013). The *Adaptation Strategy* noted the mutually dependent and reinforcing interactions between education and skills, improved competitiveness in services, labour productivity and economic transformation. Although the end-date of the *Strategy* is fast approaching, much of it is still relevant. Second, in terms of policy leadership, academic and vocational education are both the responsibility of the Minister for Education. This is a major advantage compared with some countries, where coordination and integration are far more challenging. Third, to a certain extent, there is already a reasonable level of institutional integration. This, for example, is the case for secondary schools which offer a combination of academic and vocational subjects, and for the CFBC, even if further integration is needed between the formerly separate provider institutions.

Efforts for TVET at the national level should always situate the work within the subregional, regional and global contexts, including recent policy developments in TVET. There are obstacles at the regional level to the closer integration of TVET across the curriculum, including the way that disciplines and areas of study are organized in higher education institutions. These include quality assurance and qualifications. However, across the region, there are also significant assets which can be further mobilized in favour of promoting an integrated vision of TVET in its transversal and longitudinal aspects.

In the OECS, the *Education Sector Strategy 2012–2012: Every Learner Succeeds* contains guiding principles, a philosophy and frameworks which are consistent with the integrated approach recommended in this Policy Review. The stated goal of education in the OECS *Education Sector Strategy* is 'to contribute to the socio-economic advancement of the OECS through a quality education system that enables learners of all ages to reach their true potential' (OECS, 2012). The wording of the relevant strategic imperative is to 'provide opportunities for all learners in technical and vocational education and training'. The intended outcomes for TVET include a competency-based curriculum linked to the CVQ, and a qualification framework that 'enables learners to move seamlessly between academic and vocational qualifications in formal and informal educational settings'. The observation that 'students leaving secondary school do not possess the critical thinking skills required for today's labour market, let alone for the projected higher levels of knowledge and skills for future economies' (ibid.) does apply to SKN, based on data collected during the Policy Review exercise.

The *CARICOM Regional TVET Strategy for Workforce Development and Economic Competitiveness* (CANTA, 2012) provides a new overarching framework for TVET policy development. By taking a regional view of human resources, it gives much attention to the potential of improved labour mobility envisaged through the widespread implementation of the CVQ, whilst acknowledging the need to generate more awareness about this qualification. It too speaks of TVET as an integral part of the education and training system, which includes low to high-level skills. According to the *Strategy*, 'both academic and TVET programmes need to move towards a standards-oriented, flexible, well-articulated system with competency-based curriculum and learner-centred institutions'. It views operationalizing the Caribbean Qualifications Framework as 'critical for the achievement of articulation between TVET and the rest of the education and training system at all levels' (CANTA, 2012). Such frameworks should make it easier to proceed to operationalize more integrated approaches at the national level.

■ Summary

The following policy considerations arise from the evidence and analysis presented in this Policy Review. Each of these has national, subregional (OECS), regional (CARICOM) and international dimensions.

TVET for all for sustainable development

- **Recognizing the challenges and maximizing the opportunities in SKN as a small state is necessary in efforts to achieve human development goals.** SKN, like other small states, has challenges that include vulnerability to rapid social, economic, cultural and environmental changes. It has a small labour force and a small domestic market. However, SKN is listed among the high-income countries of the world. Compared with many countries, its population is relatively well educated; however, there are serious concerns about inequalities, crime and social exclusion.
- **A well-equipped workforce to meet the skills demand of the priority sectors.** The workforce also needs to have resilience to be able to respond to future challenges. At the same time, social inclusion is necessary for social harmony and sustainable development. TVET is critical in these combined efforts. Training should be relevant to the current and anticipated needs of the world of work and society, and of sufficient quality for programmes and certification to be recognized regionally and internationally.
- **A rethinking of TVET and a more inclusive approach is required.** Given the importance of TVET in efforts for national sustainable development, a new conceptual approach for TVET provision is needed, which should then be translated into the policy framework and legislation. In this new approach, TVET is viewed not as an option for a few but as an imperative in preparing all students for the world of work and lifelong learning. This approach requires the greater integration of TVET into programmes not previously considered as TVET. It would also

provide the context for wider curriculum reforms and strategies to enable everybody to become part of learning communities. This approach implies that TVET is reoriented within education provision and that education and training systems increasingly value social and cultural diversity. This should enable them to meet the needs of people with disabilities and other special needs, the poor, and young men and women at risk.

Improving TVET

- **Strengthening of the TVET Council and the TVET Secretariat is essential in order for the Council to carry out its many functions.** The Education Act 2005 gives details of the functions of the Council. A TVET Secretariat has been established in Saint Kitts and a committee has been established in Nevis. However, the Secretariat needs to be strengthened with specialist staff, funding and other resources in order to enable it to carry out its many functions, including policy and research. The Council also needs to define its internal organization to best fulfil its key functions and exercise its authority to work with other relevant groups, to complement the expertise of its membership in order to achieve a broader conceptualization of TVET and human resource development (HRD).
- **It is necessary to expand and improve workforce training and focus on the distinctive needs of both islands.** Currently, TVET is directed mainly towards students for entry-level training at the tertiary level, as well as towards marginalized groups. However, given that the size of the workforce is larger than these two groups, workforce training is necessary to produce a positive impact on sustainable development and increased productivity.
- **Developing learning communities by maximizing the use of resources at existing education and training institutions.** This could involve, for example, the greater use of distance education, including television and radio broadcasts, and partnerships with foreign education providers to facilitate expanding, complementing and enhancing national capacities.
- **Focusing on quality requirements and the establishment of a quality assurance framework is essential for recognition and portability of certification.** The TVET Council needs to work with its various partners to establish a comprehensive framework for quality assurance of programmes at all levels. The Council should actively engage in regional and international processes for quality assurance of education and training, and set standards in line with regional and international benchmarks in this field.
- **Strengthening coordination and governance arrangements will help improve efficiency and effectiveness in TVET provision.** The coordination of TVET programmes by the TVET Council is essential in order to maximize use of available resources, identify priorities, ensure inclusiveness and equitable allocation of resources, and reduce unnecessary duplication.
- **Establishing the Advanced Vocational Education Centre (AVEC) as a leading centre for the Caribbean Vocational Qualification (CVQ) and other TVET programmes would help address concerns about the cost of upgrading all workshops in secondary schools and make use of resources efficiently.** Given the relatively high costs that would be involved in upgrading workshops in all secondary schools to meet the standards required for the CVQ programmes, and also the relatively few students who are likely to access these programmes in each school, a cost-effective option for consideration is the upgrading of AVEC to offer the CVQ programmes to secondary students as well as other clients. Further, the TVET Council needs to put in place the requirements for AVEC to be able to conduct assessment of prior learning (APL) and offer the National Vocational Qualification (NVQ) and eventually the CVQ. Once the requirements are in place, approval should be sought for the award of the CVQ by the TVET Council.
- **Supporting the capacity development of schools and training institutions to work together and contribute to the education and training reform effort, and to operationally address responsiveness and equity objectives.** There is need for capacity-building to achieve efficiency in the operation of programmes and establish relevant mechanisms for individual and collective responsibility, and research and evaluation, and to ensure accountability for quality performance.

- **The professional development of school principals, teachers and trainers would contribute significantly to achieving the TVET policy objectives outlined in policy documents including the Road Map.** Teaching staff not only implement policies but also drive change at the operational level. This review shows limited pre-service and in-service training opportunities for TVET teaching staff. Strategies and programmes for building competences and professional development are crucial to several of the policy considerations identified – for example, improving quality and relevance, and addressing the needs of different target groups.
- **Scaling up programmes would help to improve access to skills training, and is essential for the training and retraining of employed and unemployed people.** Consideration could be given to the strengthening of the National Skills Training Programme (NSTP) since there is scope for scaling up some of the programmes. NSTP has recently been entrusted with the implementation of the People Employment Programme (PEP), which enables the NSTP to engage with enterprises to achieve a better transition of unemployed people to the labour market. The engagement with enterprises and their skills needs should not be limited to new workers, but can be expanded to respond to workforce skills development in a lifelong learning perspective.
- **Strengthened career guidance and counselling system to support career paths would help to increase access and provide pathways for further education and training.** There is a need for strong career information guidance and counselling system that supports a programmatic and equitable approach to training for greater social inclusion, and to enable articulation of programmes to facilitate transition to the labour market and access to training at higher levels. The establishment of a national forum for career guidance system development, which includes both government and key stakeholder representatives such as employers and trade unions, civil society and youth organizations as well as the key organizations that deliver services, is an important step that can be taken to help define the elements of a career guidance system. An interdepartmental structure would also help to bring together different government portfolios with a responsibility for career guidance provision in order to develop common government policy objectives for guidance and achieve greater coherence, efficiency, and sharing of responsibilities in the provision of guidance.
- **Preparing the ground for more workplace learning.** The TVET system in SKN is confronted with the twin issues of efficiency and relevance. At present, very few programmes are using the potential of workplace learning opportunities. It is necessary to make sure that work-based learning is expanded and that it is relevant and of a high quality. New measures are required to provide incentives to enterprises to offer more workplace learning opportunities, including opportunities for individuals with special needs and at-risk youth. Assistance is also required for finding training places for TVET learners in enterprises, for example through the TVET Council.
- **Supporting distance-learning, internationalization and mobility.** Opening the TVET system to regional and international cooperation is critical for increasing and widening TVET learning opportunities, as well as for improving the recognition of skills and qualifications of SKN citizens. Mobility includes learning opportunities abroad as well as access to distance-learning at regional or international levels. The TVET Council could consider engaging in regional and bilateral agreements for access to distance-learning; supporting partnerships between SKN schools and national, regional and international training providers; and improving access to e-learning sources and other training opportunities.
- **Developing and continually updating a knowledge and evidence base, which needs to include supply and demand data, including programmes, information on labour market dynamics and transitions.** Conducting ongoing implementation, quality assurance, output, impact and relevance analyses is an essential component of an effective TVET system. The need for data to inform decisions and for monitoring and evaluating aspects of TVET provision is critical. The TVET Council would need appropriate financial resources, technologies and relevant expertise for the establishment and maintenance of a knowledge and evidence base. A focal point could be established in the TVET Council. Alternatively a network of institutions and stakeholders could act together to serve an observatory function, to collect, analyse and share education, training and labour market information.

Supporting TVET through finance and partnerships

- **It is necessary to sustainably expand the TVET financial base.** The existing TVET funding model is mainly reliant on government budgetary support, and is likely to be insufficient to achieve the goal of TVET for all. There is need to identify and access other traditional and non-traditional funding sources. An improved financing system would also allow for more equitable and efficient allocation of resources in line with agreed priorities. Additional resources may be available through unlocking the potential of economic activities and contributions from enterprises. New policy instruments are needed to mobilize resources, for example from tourism and from multinational enterprises.
- **Using external resources catalytically and engaging regional and international partners would contribute to the strengthening of TVET provision.** SKN as a member of the OECS and CARICOM has access to resources and expertise available from regional and international partners. An example is the CARICOM-Education for Employment (C-EFE) project being implemented by the Association of Canadian Community Colleges (ACCC). The TVET Council and institutions will need to build strategic and balanced partnerships in order to advance the national agenda for sustainable development through effective education and training. They should use the external resources as channels of expert technical assistance, sources of knowledge, and benchmarks for the external acceptance of qualifications acquired in SKN.
- **Building sustainable institutional arrangements for public-private partnerships and involving the private sector in TVET policy decision-making and provision is imperative for relevance of training and for strengthening the TVET system.** Engagement with the private sector needs to be strengthened through an enabling environment for more meaningful participation by people from business and industry, for example through business associations. Private-sector involvement is necessary in the governance, design, delivery, assessment and certification of TVET in order to ensure that programmes are aligned to the current and anticipated needs of the labour market. The TVET Council has an important role as a facilitator of these processes. A sectoral approach to TVET has often proved to be effective and relevant in open globalized economies where certain sectors have been identified and prioritized. Enterprises could be involved in defining sectoral skills development needs: for example, in tourism, with international companies such as international hotel groups contributing to training needed in this sector.

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Appendix I: List of persons consulted

| Name | Position |
|---------------------------------------|---|
| Andrew Abraham | Director, Technical Vocational Education and Management Studies Division, Clarence Fitzroy Bryant College |
| Marcellus Albertin | Head, Education Development Management Unit (EDMU), Organization of Eastern Caribbean States (OECS) Commission. |
| Spencer Amory | Labour Commissioner, Department of Labour, St Kitts |
| Hon. Vance Amory | Premier, Nevis |
| Jocelyn Archibald-Pennyfeather | Head of Teacher Education, Clarence Fitzroy Bryant College |
| Oluwafemi Ayo-Modie | Member, Nevis Division of SKN TVET Council |
| Jonathan Bass | Chief Executive Officer, St Christopher Air and Sea Ports Authority |
| Andrea Bassue | Education Officer, Department of Education, Nevis |
| Brenda Bodde-John | Plant Manager, Lutron Liamuiga |
| Isis Bradshaw | Director, Gender Affairs Department, St Kitts |
| Gwinneth Browne | Secretary, TVET Council, Nevis Branch |
| Samuel Caines | Human Resource Manager, Four Seasons Resort Nevis |
| Hon. Nigel Carty | Minister of Education and Information |
| Eulice Chapman | Plant Manager, Lutron Liamuiga |
| Clyde Christopher | Chairman, SKN TVET Council |
| Earle Clarke | Technical Instructor, Department of Education, Nevis |
| Clarice Cotton | Acting Chief Education Officer, Ministry of Education |
| Eva Donelly Bowrin | Head, Curriculum Development Unit, Ministry of Education |
| Glenville Edwards | TVET Education Officer, Ministry of Education |
| Avril Elliot | Education Officer, Department of Education, Nevis |
| Edson Elliot | Principal, Charlestown Secondary School |
| Ermileta Elliot | Education Officer, Department of Education, Nevis |
| Anthony Evelyn | Contractors Association |
| Carol Evelyn | Chamber of Industry and Commerce |
| Marcel Forbes | Owner, Marcel Structural |
| Dorietta Fraites | Director of Investment Facilitation |

| Name | Position |
|--------------------------------|--|
| Sam Franks | Deputy Chair, SKN TVET Council |
| Sheldon Freeman | Electrical Instructor, Advanced Vocational Education Centre |
| Kaloma Hamilton | President, Hotel and Tourism Association |
| Geoffrey Hanley | Director of Youth, Ministry of Youth |
| Vincia Herbert | Financial Controller, Hope, Nevis Incorporated |
| June Hughes | Senior Environment Officer, Department of Physical Planning and Environment, Ministry of Sustainable Development |
| Stanley Jacobs Jr. | Director of Investment Promotion, St Kitts Investment Promotion Authority |
| June James | Director, National Skills Training Program |
| Wallace Khrystus | KVK Enterprises |
| Dawunny Lanns | ECC |
| Noel Liburd | Owner, Noel's Courtesy Garage and Car Rental |
| Ionie Liburd Willet | Permanent Secretary, Ministry of Education |
| Joel Lockhardt | Entrepreneur |
| Oswald Martin | General Manger, Domus Inc. |
| Kaloma Maude-Hamilton | Executive Director, Saint Kitts Nevis Hotel and Tourism Organization |
| Antonio Maynard | Secretary-General, Saint Kitts and Nevis National Commission for UNESCO |
| Karen Mcmillan-Tyme | Guidance Counselor, Advanced Vocational Education Centre |
| Anthony Mills | President, St Kitts and Nevis Association for People with Disability |
| Cavet Mills | Department of Labour, Nevis |
| Olawale Momoh | Manager, Quality Assurance & ISO Standards |
| Hermia Morton Anthony | Former President, Clarence Fitzroy Bryant College |
| Franklin Muana Dorset | Superintendent of Prisons, Prisons Department |
| Leighton Naraine | Director, Employee and Programme Development, Clarence Fitzroy Bryant College |
| Mahesh Nariani | Sun Island Clothes Ltd |
| Ricardo Neil | Technical Instructor , Clarence Fitzroy Bryant College |
| Jarette Nisbett-Maloney | Officer, Department of Community Development |
| Joseph O'Flaherty | President, Saint Kitts-Nevis Trades and Labour Union |
| Mavis Parris | Acting Chair, Nevis Branch, SKN TVET Council |
| Joseph Parry | Former Minister of Education, Nevis |

| Name | Position |
|---------------------------------|---|
| Osmond Petty | Former Permanent Secretary, Ministry of Education |
| Marlene Phillips | Research and Documentation Specialist, TVET Council |
| Dale Phipps | Director, Project Strong |
| Junior Phipps | Statistics Department, Ministry of Sustainable Development |
| Andrea Ponsille | Education Officer, Department of Education, Nevis |
| Lavern Queely | Director Department of Economic Affairs, Economic Affairs and PSIP |
| Lornette Queely Connor | Permanent Secretary, Ministry of Education and Library Services, Nevis |
| Trisha Rawlins | Executive Director, St Christopher and Nevis Accreditation Board Secretariat |
| Lawrence Richards | Education Officer, Department of Education, Nevis |
| Jose Rosa | General Manager, Kajola Kristada Ltd |
| Orette Smith | TVET Coordinator, Department of Education, Nevis |
| Florence Smithen | Education Officer, Department of Education, Nevis |
| Delores Stapleton Harris | Vice President of Academic and Student Affairs, Clarence Fitzroy Bryant College |
| Michelle Sutton | Education Officer, Department of Education, Nevis |
| Melvin Swanston | Education Officer, Department of Education, Nevis |
| Danielle Taylor | Assistant Secretary, Ministry of Tourism and International Transport |
| Rena Warner | Senior Project Analyst, Department of Economic Affairs and PSIP |
| Kyle Weeks | Chairman, Hope Nevis Incorporated |
| Fritzroy Wilkin | Principal TVET Education Officer, Ministry of Education |
| Palsy Wilkin | Education Officer, Department of Education, Nevis |
| Iston Williams | Sales and Warehouse Manager, TDC Home |
| Cosbert Woods | CSME Focal Point, Ministry of International Trade |
| Katherine Wyatt | Vice President, Hotel and Tourism Association HTA, Nevis |

Appendix II: Protection of groups at risk

| Goal | Timeframe | Strategy | Purpose | Implementing agency | Output | Methods of verification and monitoring |
|---|-----------------------|---|--|--|--|--|
| Protection of abandoned children | Short-term priority | Expand support for children in need of care and protection, through foster care system | Ensure safety and protection of children in need | Ministry of or responsible for Social Development | Children at risk having a good chance of maturing into normal adult life | Reports of Ministry of or responsible for Social Development |
| Support for persons with disabilities | Short-term priority | Ensure that support systems are in place to meet the needs of all persons with disabilities, irrespective of type | Guarantee the right of a full life to all citizens, in keeping with their abilities | Ministry of Social Development, Labour Commissioner and relevant NGOs | All persons with disabilities empowered to live life to the fullest | Report of Ministry of or responsible for Social Development |
| Empowerment of marginalized youth, especially males | Intermediate priority | Expand Project Strong to match numbers of marginalized youth in need of skills training and educational upgrading | Provide alternatives to marginalized youth such that most pursue track of socially acceptable channels of employment and livelihoods | AVEC, Project Strong, and Ministries of Social Development and Education | More youth enrolled in programmes geared to socially productive endeavours | Reports of AVEC, Project Strong and Ministries of Social Development and Education |
| Protection of teenagers, and in particular teenaged girls | Intermediate priority | Provide information for responsible parenthood | Protect teenagers from premature sexual activity, and provide birth control services to sexually active teenagers | Community Health Departments | Reduction in teenage pregnancy | Reports of Ministry of Health, and Community Health Departments |
| Protection of abused or abandoned girls and women with children | Intermediate priority | Provision of support over six month period to allow for training and labour market re-entry | Prepare abused girls women to be self-reliant | Ministry of Social Development, Department of Youth and relevant NGOs | Girls and women capable of being self-reliant following abusive relations | Reports Ministry of Social Development, and Youth Department |
| Rehabilitative support | Short-term priority | Assist ex-prisoners opportunity for self upgrading and labour market re-entry | Reduce risk of recidivism | Probation Department, Labour Commissioner and relevant NGOs | Ex-prisoners rehabilitated | Reports of Probation Department and Labour Commissioner |

Source: CDB (2009, pp.249–50)

Appendix III: An illustration of how selected policy considerations might be operationalized

| Policy consideration | Objective | Issues arising | Implications |
|---|---|---|--|
| A rethinking of TVET and a more inclusive approach is required | Develop a more inclusive and integration approach | <p>TVET is viewed as essential in the preparation of all students for the world of work and lifelong learning.</p> <p>Identification of relevant approaches integrating more of TVET learning in programmes not previously considered as TVET</p> | <p>Policy Policy decision regarding the new conceptualization of TVET Development of strategies relating to central (MoE) and local (providers)</p> <p>Institutional Review of capacity and mandate of Curriculum Development Unit and the Clarence Fitzroy Bryant College, and other institutions Staff recruitment and training</p> <p>Regulatory New Education Act to include new provisions related to the integrated approach</p> <p>Operational Develop an operational plan for development and introduction of the new curriculum framework including training of teaching staff and awareness campaign among students</p> <p>Financial Financial resources for additional programme development staff Investment in developing new learning resources</p> |

| Policy consideration | Objective | Issues arising | Implications |
|---|--|--|---|
| Sustainably expanding the TVET financial base | Develop a sustainable TVET funding system to achieve the policy goal of TVET for all | <p>The existing TVET funding model is mainly reliant on government budgetary support</p> <p>The available funding is not sufficient to achieve a TVET for all goal</p> | <p>Policy Policy decision regarding the new sources of funding</p> <p>Policy to ensure adequate funding across all TVET settings and across the lifecycle of different target groups Policy defining the role of governments and other stakeholders and beneficiaries</p> <p>Institutional Review of responsibilities of the TVET Council in relation to funding</p> <p>Definition of outcomes-based institutional arrangements, responsibilities and accountabilities Regulatory</p> <p>New Education Act to include new provisions related to financing model Regulation-related fiscal aspects and other sources of funding</p> <p>Operational Develop a framework for allocation of funds more efficiently and equitably amongst beneficiaries</p> <p>Financial Financial resources for staff development</p> <p>Investment in new ICT tools for implementation, monitoring and reporting.</p> |
| Developing and continually updating a knowledge and evidence base on TVET/LM | Better inform decisions and monitoring and evaluating of quality and relevance of TVET provision | | <p>Policy Policy formulation with respect to TVET/labour market information system</p> <p>Protocol of cooperation at regional level (including OECS, CARICOM and ILO) Institutional</p> <p>Review of responsibilities of the TVET Council in relation to TVET/LM information system Establishment of information collection, processing, analysis and dissemination responsibilities and accountabilities</p> <p>Regulatory New Education Act to include new provisions related to TVET information system</p> <p>Other regulation related to labour market data collection and dissemination Operational</p> <p>Design and implementation of TVET/LM information system Staff development</p> <p>Financial Financial resources for design and implementation of TVET/LM information system</p> <p>Financial resources for staff development Investment in new ICT tools for information system</p> |

| Policy consideration | Objective | Issues arising | Implications |
|---|--|--|---|
| Build a sustainable institutional set-up for public-private partnerships | Strengthen private sector engagement | At present there are few opportunities for interaction | <p>Policy Policy formulation with respect to establishment of sustainable public-private partnerships (PPP)</p> <p>Prioritization of PPPs within government policy and the new development plan Institutional</p> <p>Review of membership of the TVET Council to enhance private-sector participation Establishment of sector dialogue around HRD in priority sectors</p> <p>Regulatory Review the regulatory framework of the TVET Council</p> <p>Development of regulatory framework for sectoral HRD approaches Other regulation related to labour market and tourism/services/manufacturing development</p> <p>Operational Run programmes for improving employers' (formal and informal sector) understanding of human resources development</p> <p>Run pilot sectoral dialogue in the priority sectors Financial</p> <p>Provide resources for running the sectoral dialogue on HRD in the priority sectors</p> |
| Strengthen and expand opportunities for workplace learning | Improve efficiency and relevance of TVET | Currently student attachments in enterprises depend on personal contacts. Workplace learning needs better coordination and evaluation. | <p>Policy Strengthen work-based learning elements in school-based TVET programmes</p> <p>Measures to provide incentives to enterprises to increase work-based learning opportunities Institutional</p> <p>Establishment of new services to identify and organize work-based learning opportunities through the TVET Council Regulatory</p> <p>Review the regulatory framework of the TVET Council Other regulation related to enterprises' fiscal incentives</p> <p>Operational Set up services that assist in finding training places for TVET learners in public and private organizations</p> <p>Define guidelines providing for work-based learning in TVET Introduce learning methods in TVET including real workplace experience</p> <p>Financial Provide resources for running the services</p> <p>Provide resources for developing guidelines for work-based learning</p> |

| Policy consideration | Objective | Issues arising | Implications |
|--|--------------------------------------|---|---|
| Establishing career guidance and counselling arrangements to support career paths | Improve access and enhance relevance | There is need for strong career guidance and counselling arrangements that support learners' choices, and facilitate transition to the labour market and access to training at higher levels. | <p>Policy Introduction of career guidance and counselling as element of national education and training policy</p> <p>Measures to provide career guidance and counselling at central and provider levels Institutional</p> <p>Establishment of new services to provide career guidance and counselling for learners and graduates Regulatory</p> <p>Review the regulatory framework of TVET Other regulations related to labour market</p> <p>Operational Set up services to provide career guidance and counselling at decision-making moments</p> <p>Develop relevant guidelines and resources for career guidance and counselling Train guidance counsellors and teaching staff</p> <p>Financial Provide resources for running the services</p> <p>Provide resources for developing guidelines and resources for career guidance and counselling</p> |

Appendix IV: Possible areas for future funding

The following potential areas for funding have been identified from the Policy Review. These will be further refined and elaborated during the forthcoming validation workshops and should be informed by the national TVET policy and its implementation plan.

They are clustered in two categories. 1) Governance and system management for inclusive learning communities and 2) Organization and services for TVET for all for sustainable development.

| | |
|---|---|
| Governance and system management for inclusive learning communities | Strengthening coordination and governance arrangements |
| | Further strengthening of the TVET Council and the TVET Secretariat |
| | Expanding and improving workforce training and focusing on distinctive needs of both islands |
| | The development of learning communities through awareness- raising in the media and relevant ministries and agencies including the Curriculum Development Unit |
| | The establishment of a national quality assurance framework |
| | Adapting a TVET sectoral approach giving high priority to the services sector |
| | Developing and continually updating a knowledge and evidence base on TVET/labour market |
| | <i>Other areas to be specified...</i> |
| Organization and services for TVET for all for sustainable development | Supporting the capacity development of each school and training institutions to contribute to the education and training reform |
| | School principals, teacher and trainer professional development |
| | Build sustainable institutional arrangements for public-private partnerships |
| | Scaling up programmes would help to improve access to skills training and is essential for the training and retraining of employed and unemployed people |
| | Establishing AVEC as a leading centre for CVQ and other TVET programmes |
| | Strengthened career guidance and counselling system to support career paths would help to increase access and provide pathways for further education and training |
| | Supporting distance-learning, internationalization and mobility in TVET |
| | Strengthening workplace learning |
| <i>Other areas to be specified...</i> | |

Appendix V: Regional TVET Strategy components, objectives and suggested policy measures

| Strategy Component | Strategic objectives (adapted from the Regional TVET Strategy document) | Suggested policy measures (adapted from the Regional TVET Strategy document) |
|---|--|---|
| TVET redefined and promoted as an agent of workforce development and economic competitiveness | Shift from supply-driven to demand-driven TVET systems Ensure a flexible workforce that is constantly learning and adapting Provide an array of opportunities to intersect with industry | Innovation and entrepreneurship is addressed in TVET programming Use of competency-based and modular curricula and learner-centred pedagogy |
| | CVQs to be universal, valued and benchmark TVET credentials | CVQs standardized based on international occupational classifications system CVQs better known, understood and valued |
| | Reach out to under-served population including workers and unemployed | Set-up prior learning assessment and recognition (PLAR) schemes Set-up pre-technology access programmes such as high school-level General Education Diploma (GED) Set-up work assessment centres or business resource centres |
| | Give priority to gender considerations | Set-up TVET programmes to re-engage young male drop-outs Support career choices of females to ensure parity in labour market outcomes |
| | Improve TVET's image and enhance its appeal | Conduct wider-scale and marketing campaigns Rebrand TVET as tertiary-education option Strengthen a 'culture of certification' |
| TVET integrated with general education for life and livelihood | Develop a holistic and well-articulated education and training system | 2.2.1 Develop articulation between TVET programmes and college or university 2.2.2 Ensure that both academic and TVET programmes are outcomes-based 2.2.3 Competency-based curricula and learner-centred institutions |
| A CARICOM training system | 3.1 Set-up the key elements of the CARICOM training system with CVQs at the heart and CANTA as the implementation arm of RCMTVET | 3.1.1 CANTA well resourced, with legal status and permanent operating arrangements and better use of ICT to communicate with membership and individual countries |
| | 3.2 Link TVET systems to the rest of educational system through CQF | 3.1.2 Operationalize the CQF |

| Strategy Component | Strategic objectives (adapted from the Regional TVET Strategy document) | Suggested policy measures (adapted from the Regional TVET Strategy document) |
|--|---|--|
| Labour market intelligence for workforce development | Obtain accurate and timely labour market information Develop more customized sector approach | 4.1.1 Develop new approaches for data-gathering 4.1.2 Develop mechanisms for harmonization and sharing of information on LM |
| Career guidance and counselling | Integrate career guidance services in education and training system | Career guidance is mandatory throughout school with age-appropriate interventions at all levels Develop skills of career guidance counsellors, teachers and other concerned stakeholders Set up a three-tier system of career guidance at different levels of education |
| | 5.2 Expand career guidance services to new target groups such as existing workforce, unemployed | Involve new promoters of career guidance and counsellors Set up workforce assessment centres |
| Instructor training | Systemize TVET instructor training across the region | Adopt and institutionalize on a national basis the standards and CVQ for instructor training developed by CANTA NTA to set up quality management system Instructor training should include, in addition to occupational and pedagogical subjects, CBETA methodology, facilitation of learning, entrepreneurship and mentorship |
| TVET financing: public private partnerships | 7.1 Forge industry partnership and leverage resources for TVET | 7.1.1 Set up PPP and centres of excellence Rationalize existing resources 7.1.2 Develop autonomy of TVET institution 7.1.3 Build capacity for NTAs to undertake labour market analysis and strategic programme planning |

Saint Kitts and Nevis

TVET Policy Review

Skills development through the expansion of technical and vocational education and training (TVET) is increasingly seen as critical to reducing poverty and unemployment, and for advancing sustainable development worldwide. UNESCO Member States are increasingly dedicating policy attention to responding to the demand for relevant skills in the world of work. This TVET Policy Review for Saint Kitts and Nevis was conducted by UNESCO in response to an official request from the Ministry of Education. The review identifies a number of considerations with policy implications. Most significantly, the review suggests that, given the importance of TVET in efforts for sustainable development, a new conceptual approach is required in Saint Kitts and Nevis. In this approach, TVET is viewed not as an option for a few but as an imperative in preparing all students for the world of work and lifelong learning. This approach requires the greater integration of TVET into formal and non-formal programmes not previously considered as TVET. It can also provide the context for wider curriculum reforms and strategies to enable youth and adults to participate in learning communities.

UNESCO

7 place Fontenoy
75007 Paris

Education Sector
Division for Policies and Lifelong Learning Systems
Section of Youth, Literacy and Skills Development