



Ministry of Education, Guyana

Government of the Co-operative
Republic of Guyana

TVET Policy Framework

Framework for Guyana National TVET Policy Formulation

The vision of the Guyana TVET sector is to empowering every Guyanese with world-class technical and vocational skills, fostering innovation, sustainability, and inclusivity to drive our nation's holistic development and position Guyana as a beacon of excellence in TVET education in the Caribbean and beyond.



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GUYANA NATIONAL TVET POLICY FRAMEWORK

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ACRONYMS

AI	Artificial Intelligence
CANTA	Caribbean Association of National Training Authorities
CPCE	Cyril Potter College of Education
CBET	Competency-Based Education and Training
CTVET	Council for Technical and Vocational Education and Training
CVT	Caribbean Vocational Qualifications
GoG	Government of Guyana
GTEE	Guyana Technical Education Examination
ICT	Information Communication Technology
ILO	International Labour Organisation
IDCE	Institute of Distance and Continuing Education
NCERD	National Centre for Educational Resource Development
NGO	Non-Governmental Organisation
NVQ	National Vocational Qualifications
M&E	Monitoring and Evaluation
MoE	Ministry of Education
QF	Qualifications Framework
RTOs	Registered Training Organizations
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UG	University of Guyana

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1. INTRODUCTION

1.1 Background

To ensure that the ongoing economic transition results in green, resilient, and inclusive growth, the Government of Guyana (GoG) is investing heavily in human capital. Investments are designed to build human capital for the new economy, with specific emphasis on the oil and gas sector, climate-resilient agriculture, low-carbon technology, and digital development. At the same time, Guyana's labor force structure remains largely oriented towards traditional sectors. The majority of the Guyanese working population is employed in one of two sectors: agriculture, forestry and fishing, or wholesale and retail trade. Other important domains of economic activity include construction, manufacturing, public administration, and services.

Investments in post-secondary Technical and Vocational Education and Training (TVET) levels are critical to prepare the labor force. These investments will support multiple and varied pathways to acquire the skills necessary for all youth to participate in Guyana's future labor market and economy. As such, there is a need for a coordinated and strategic approach that will set the direction for the expansion and improvement of the TVET sub-sector. This document will address issues associated with coordination and governance, current labor market relevance, skills development, private sector engagement and the perception of the TVET sub-sector. In keeping with the Government of Guyana's development agenda, which places TVET equally among its top priorities, and the Sustainable Development Goal 4, target 4.3 'Ensure equal access for women and men to affordable and quality, TVET', the Ministry of Education (MoE) is embarking on the development of a costed TVET policy which will span 10 years. As such, this policy framework is developed to guide the development and identification of important pillars for the upcoming TVET policy and tool for engagement with key stakeholders.

1.2 TVET Sub-sector

Guyana's Parliament in 2004 passed two Acts to address two components in Article 46 of the Revised Treaty of Chaguaramas, namely, the Technical and Vocational Education and Training Act (Act No. 11 of 2004) and the National Accreditation Act (Act No. 12 of 2004). The Council for TVET (CTVET) formally became operational in April. The CTVET has been established to ensure the supply of adequate human capital to the Guyanese economy and, where possible, to the Caribbean region. Among its functions is advising the Ministers of Education concerning policies, strategies and programmes for managing TVET. In addition, the Council also has the responsibility to develop, implement and maintain a National TVET system, including general coordination, planning, supervision, standard setting, validation, certification and quality assurance. The lack of a regulation to guide the operationalisation of sections of the Act and the functioning of the CTVET has prevented the Council from effectively discharging its mandate. The deficiency and CTVET's inability to fulfil its mandate were articulated in the recent Auditor General's Report on the CTVET tabled in Parliament in 2022. More specifically, the CTVET has been unable to recruit and maintain adequate staff, expand its functions to the regions, and respond to the increasing demand for workforce certification.

1.2.1 Guyana TVET Vision Statement

The vision of the Guyana TVET sector is to empowering every Guyanese with world-class technical and vocational skills, fostering innovation, sustainability, and inclusivity to drive our nation's holistic

development and position Guyana as a beacon of excellence in TVET education in the Caribbean and beyond.

The sector seeks to contribute to lifelong learning and employability through four main objectives, namely;

- **Objective 1** – To ensure all youth/adults, especially women and disadvantaged groups, have access to quality life skill programmes and opportunities;
- **Objective 2** – To ensure the quality and relevance of TVET;
- **Objective 3** – To ensure all learners are employable in their area of study;
- **Objective 4** – To ensure secondary school graduates matriculate and obtain a skill certificate.

1.2.2 TVET provision in Guyana

Post-secondary education - is offered in 10 institutions across the country. These institutions provide full-time and part-time courses at the craft and technical levels. Four thousand seventy-two (4,072) Students are exposed to valuable practical experiences while serving attachments within various industries and agencies. Female accounts for less than a third (29%) of students enrolled in these institutions. At this level, the Council for TVET is responsible for policy formulation. Implementation of programmes in these institutions is monitored by the Deputy Chief Education Officer (Technical). Other institutions, such as the Guyana School of Agriculture, which falls under the Ministry of Agriculture, offer certificate and diploma courses in agriculture, forestry, fishery studies, agro-processing, livestock production, animal health and veterinary public health.

Two public institutions offer Tertiary Education—the Cyril Potter College of Education (CPCE) and the University of Guyana. CPCE offers initial teacher training at the nursery, primary and secondary (academic and pre-vocational) levels. These programmes are two or three years, at the end of which teachers gain an Associate Degree in Education or a Trained Teachers Certificate for those who have completed the course via distance mode. The National Centre for Educational Resource Development (NCERD) complements the training at CPCE by providing continuous professional development for practising teachers through planning and implementing teacher education upgrading programmes. The University of Guyana (UG) has two campuses that provide higher education, which offers courses leading to graduate and post-graduate degrees, certificates and diplomas.

Non-formal education/continuing education in Guyana has two main functions: to provide opportunities, mainly through civil society organisations and non-governmental organisations (NGO), for persons who fail to complete their secondary education and to provide opportunities for continuing education and professional training. The MOE offers budgetary allocations annually through substantial subventions (Adult Education Association and Kuru Kuru Cooperative College) or small grants to these organisations. The Institute of Distance and Continuing Education (IDCE) of the University of Guyana is also a major provider of continuing education programmes. Some of these programmes can give the participants credits to enter the university or reduce the number of courses they offer for degree programmes. Vocational institutions and various youth organisations also provide non-formal training under the auspices of the Ministry of Culture, Youth and Sport.

1.2.3 Government priority in TVET

As outlined above, the Government has placed TVET on its list of top priorities. It has recognised the crucial role TVET will play in achieving the objectives of the Low Carbon Development Strategy and the Local Content Act. In 2008, the government embarked on the reform of TVET to address an array of constraints experienced within the TVET sector, leading to the development of a TVET Policy, 2010 – 2021 and a TVET Strategy plan, 2013 – 2020. The system currently operates within the 2021-2025 Education Sector Strategy as well as the Caricom TVET Strategy and the Caribbean Association of National Training Authorities (CANTA) quality Assurance guidelines that set out the mechanism and guidelines for the award of the Caribbean Vocational Qualifications (CVQs). The CVQs are currently being offered by 12 private Registered Training Organizations (RTOs) and 11 public TVET Institutions, as well as in secondary schools across Guyana, through the TVET Unit of the Ministry of Education. The CVQ is a Competency-Based Education and Training (CBET) form of certification developed out of the constructivist theory. Many countries and international TVET training organisations, including Australia and City & Guilds, have adopted it. While the CVQs and National Vocational Qualifications (NVQs) are current forms of certification for all TVET institutions to adopt, there are still programmes and institutions that continue to offer the traditional forms of certification, including institutions certificates and the Guyana Technical Education Examination (GTEE).

1.2.4 Challenges in the Guyana TVET Sector

Guyana has made some tangible progress in TVET; however, it is still plagued with a variety of challenges. An environmental scan will review some of these challenges:

- Lack of a national philosophy on TVET (Skills Development) in Guyana;
- Disconnect between the expectations of Industry Practitioners and realities of TVET;
- Lack of a coordination mechanism for the duplicity of TVET offering across the public sector
- Insufficient support from industries;
- Absence of current Labour Market information to guide the offerings of TVET Institutions;
- Inadequate financial (low budgetary support and other resources).

With the findings of large deposits of hydrocarbons and the concomitant influx of transnational companies, the demand for skilled manpower has exponentially grown. It is expected that this policy will guide the operations of both the public and private training providers towards a uniform approach and goal, which is to ensure an adequate supply of skilled manpower.

2. REVIEW OF THE IMPLEMENTATION OF THE 2010-2021 TVET POLICY AND 2013-2020 TVET STRATEGY PLAN

2.1 Starting point for the TVET Policy Development for Guyana

The starting point of the TVET policy (2024-2034)¹ framework for Guyana is to review the implementation of the 2010 – 2021 TVET Policy and the 2013-2020 TVET Strategy Plan. During the period of the review, existing and future labour market conditions in Guyana will be examined in relation to the TVET Policy and the Strategy Plan implementation to match the technical and vocational skills supply by the TVET providers (formal, non-formal and informal) against the skills and competencies in demand by industries and enterprises in the country for wage and self-employment.

The review will examine the pillars of TVET delivery as indicated in the policy document and the strategy plan, the challenges associated with the implementation and lessons learned during the implementation to inform the framework for the Guyana TVET policy (2024 – 2034). It will examine the resources (human and financial) that were available for the implementation and the monitoring instruments that were put in place to track progress for decision making.

¹ Depending upon the processes for approval, the actual implementation may start in 2025, so the policy could be captioned as 2025 -2035

3. REORGANIZATION OF THE TVET SUB-SECTOR: TVET PILLARS AND AREAS FOR CONSIDERATION FOR THE POLICY FORMULATION

3.1 Introduction

This section presents the various pillars or areas that will inform the development of the new TVET Policy for Guyana. These will be benchmarked against international best practices and discussed widely and extensively with stakeholders (Board of Industrial Training, Ministry of Education, Guyana Forestry Commission, Guyana School of Agriculture, Burrowes School of Art, GUYSUCO, MACORP, GENEQUIP, Republic Bank, and other employers through the Private Sector Commission) in the TVET sector to ensure ownership at both national and local levels, while at the same time meeting the requirements of skills mobility within the Caribbean communities and globally.

3.2 Governance and coordination of TVET in Guyana

According to the British Council, TVET governance refers to the management and administration of TVET **institutions**². It involves the development of policies, regulations, and guidelines that govern the operation of TVET institutions. In terms of TVET coordination, the United Nations Education, Scientific and Cultural Organisation (UNESCO) and the International Labour Organisation (ILO) define TVET coordination as **the interaction between different ministries and government agencies at a national level**. This interaction, according to UNESCO and ILO goes down between national, subnational and local structures and agencies as well. In the view of the two organizations, coordination in TVET is also seen as an interaction with social partners such as employers, development partners, trade unions and civil society organization.³ The governance and coordination structure of TVET sector are thus critical to the success in providing quality education and training that meets the needs of learners and employers⁴.

The TVET Policy will examine and propose how to improve governance and coordination of TVET in Guyana.

3.3 Sustainable funding to ensure efficiency in TVET delivery in Guyana

A central feature common to virtually all TVET delivery is the pressing need to augment the total amount of funding for public sector training, in light of a scarcity of government funding, and in part as the result of increasing calls on government funding from competing sectors.⁵ The other challenge is that the TVET systems are considered particularly expensive compared to general education, mainly due to a combination of factors including, but not limited to, equipment and consumable costs and other infrastructure needs to deliver quality training programs.⁶ TVET in Guyana is funded mainly by Government and accounts for just under (26%) a third of the education sector's allocation

The TVET Policy will examine and propose means of diversifying TVET funding mechanisms in Guyana to ensure their sustainability.

3.4 Quality of TVET programs and delivery in Guyana

One of the main parameters that leads to improved attractiveness of TVET is high-quality TVET delivery.⁷ It must, however, be understood that providing high-quality TVET is possible only when all quality components are in place at the institutional level. The components include the quality of courses,

² TVET Governance: The Role of Institutional Leaders, British Council 2018

³ Taking a whole of government approach to skills development 2018, UNESCO/ILO publication

⁴ TVET Governance: The Role of Institutional Leaders, British Council 2018

⁵ Funding Mechanisms for Financing Vocational Training: An Analytical Framework, Andrian Ziderman, April 2016

⁶ Financing Vocational Education and Skills Development: A Policy Area for ETF Support

⁷ Quality Assurance in TVET

occupational standards, assessment tools, resources, faculty and staff, among others. In the quest for the training providers to promote quality TVET delivery, there is also the need to put in place a quality assurance management system, which offers the TVET institution support and guide for the training.⁸ According to the European Training Foundation (ETF) quality assurance is fundamental at every stage of TVET delivery, if learners are to acquire the knowledge, skills, and competencies needed for jobs and sustainable careers⁹. The quality assurance for the Guyana TVET system, including assessment and certification is guided by the (Caribbean Association of National Training Authorities (CANTA) quality assurance guidelines (2015)

The TVET Policy will critically look at the quality of TVET delivery in Guyana and propose means to enhance it, in order to attract learners into the TVET system.

3.5 Relevance of TVET delivery for a smooth transition from training to wage-employment and/or self-employment in Guyana

Private sector and social partners' participation is critical in TVET delivery in Guyana—in the areas of occupational standards and the development and validation of learning materials and assessment tools—to ensure the matching of skills supply and demand for a smooth labour market transition amongst TVET graduates (towards employment or entrepreneurship). There is the need for the training providers to **increase entrepreneurship training content in curriculum for TVET delivery to support post-training employment, and include opportunities as well for internships and apprenticeships, particularly for female students**. Soft skills must be highlighted in the curriculum of the training providers with a view to making the graduates successful entrepreneurs. Skills and competencies for emerging technologies (including greening, Artificial Intelligence (AI), renewable energies) and digital technologies will be examined to ensure TVET graduates are equipped enough to enter into such fields to support Guyana's transition to a low-carbon economy.

The TVET Policy will include institutional mechanisms for forecasting, anticipating and matching skills in Guyana and means of providing students with real-time opportunities—such as internships—to ensure a strong relationship between TVET offerings and market needs.

3.6 Access and equity in TVET delivery in Guyana

There is general negative perception affecting the progress of the TVET subsector (formal, non-formal and informal), which include lower societal recognition, lower job prestige and public ignorance of TVET.¹⁰ This negative perception affects enrolment in TVET institutions. For instance, one area of concern which has limited enrolment in TVET delivery is the uneven distribution of male and females in the various trades. UNESCO in the report of 2016 indicated that “30% of the total enrolment in TVET institutions comprises of female of which only 5% of these female trainees enroll in Engineering, Mathematics and Building and Construction.” Hence, **the distribution of training is uneven among male and females depending on the occupations being offered by the training institution**. Despite gaining a considerable amount of attention from the international community, and although there has been a strong desire to improve enrolment rates for girls and women in TVET, efforts to improve female's access and participation in TVET have been lagging behind.¹¹ In Guyana, less than half (48%) of the student population enrolled in TVET institutions are women.

⁸ Guidelines for Model TVET Institutions (MTIs), Dacca 2019, ILO

⁹ Promoting Quality Assurance in Vocational Education and Training: The European Training Foundation Approach. Working Paper (2015)

¹⁰ Examining public perception on Technical and Vocational Education and Training enrolment in Ghana

¹¹ UNESCO-UNEVOC TVeT Forum, Feb 2018

The TVET policy will focus on all-inclusive skills development with emphasis on gender transformative approaches and support to people with special learning needs to improve upon equity in the training delivery. To do this, it will examine the articulation (vertical and horizontal) of TVET delivery in the entire education system in the country to improve upon its perception and include initiatives—such as information campaigns on labour market returns on technical and vocational skills development—to attract more learners. It will support continuous advocacy for TVET to enhance the public perception, including by having females TVET entrepreneurs and workers as role models. The Policy will also include means of providing a safe and inclusive learning environment, to encourage both female participation in TVET, as well as increase the enrolment of persons with disabilities. This will not only be limited to students, but similarly, will be extended to TVET instructors and managers.

4. MONITORING AND EVALUATION (M&E)

Monitoring and evaluation will become integral to ensuring transparency and accountability within the TVET Sector. This process will be evident through the establishment of the TVET Information System, which will be used as an essential tool to monitor and evaluate the programmes and processes within the sector.

4.1 Organisation of monitoring and evaluation in the sector

The Ministry of Education, the TVET sub-sector and the CTVET will coordinate and oversee the monitoring and evaluation of TVET implementation in Guyana's public and private sectors. The MOE-TVET will be responsible for ensuring alignment between the TVET policy and the developmental and economic objectives of the country, as well as identifying measurable indicators that reflect the progress of the TVET programmes, such as graduation and employment rates. The CTVET will ensure, through surveys, that there are indicators to inform employment rate, post-graduation, and employer satisfaction with graduates, among other things.

This coordination of M&E will be supported through the establishment of a TVET oversight committee consisting of public and private TVET service providers, who will be engaged to provide insight into the effectiveness of programs and areas for improvement.

Routine Monitoring – All TVET institutions will undertake quarterly reporting with two key reporting sessions per year to align with the Government's reporting timelines.

Annual Review – The annual review will be conducted by the Ministry of Education, which involves an assessment of all TVET programmes in the country and presented to the committee for review and feedback. This process will ensure regular review and updates on progress related to TVET programmes and plans nationally.

Mid-term Review – Ensuring a biennial review is necessary to assess the likelihood of achieving the strategic objectives and, where necessary, modify the development of priorities as outlined in the TVET policy.

By undertaking this approach, Guyana can establish an effective system for monitoring and evaluating TVET. The results framework will be developed and presented in the TVET policy once the programmes and strategies are finalised.

5. CONCLUSION

It is worth noting these are recommendations that will be validated during the inception phase of the assignment for approval into the drafting of the policy document.

After the approval of the areas of focus for the policy development, policy objectives and strategic priorities for each policy objective will be developed. An accountability matrix (sample as table 1) will also be developed to assign responsibilities to each of the strategic priority to help achieve the objectives of the policy document. An accountable officer shall be assigned to each strategic priority who will report on progress of implementation periodically. It is anticipated that the matrix will help to ensure that what needs to be done, gets done by the appropriate institution. The matrix will help avoid duplications of effort, and additionally provide clarity on which institution is the lead agency for specific strategic priority while collaborating with other relevant organization. The matrix shall indicate who should be told of progress to be able to make informed decision for adjustment to achieve the objectives of the policy document. It must be mentioned that this matrix is a guide and can be amended as an when needed.

The matrix shall be used as an additional tool for monitoring and evaluation on the progress made during implementation.

Table 1: Sample Accountability Matrix

Policy Objective¹²	Strategic Priority¹³	Primary Responsibility	Collaborating Agency/Institutions	Ministry Accountable
Policy Objective 1 Improve the governance of the Guyana TVET system with the view to harmonize, coordinate and regulate the skills development sector effectively	Strategic Priority 1.1			
	Strategic Priority 1.2			
	Strategic Priority 1.3			
Policy Objective 2: Provide sustainable financial resources for quality TVET delivery and its subsequent expansion.	Strategic Priority 2.1			
	Strategic Priority 2.2			
	Strategic Priority 2.3			
Policy Objective 3: Improve the quality of TVET programs and delivery in Guyana to affect employment prospects of TVET graduates	Strategic Priority 3.1			
	Strategic Priority 3.2			
	Strategic Priority 3.3			

¹² The Policy Objectives are just for the document and will be refined during the Policy development

¹³ The number of strategic priorities will differ from each Policy Objective and will be agreed upon during the policy formulation

<u>Policy Objective 4:</u> Enhance the relevance of TVET delivery for a smooth transition from training to wage-employment and/or self-employment	Strategic Priority 4.1			
	Strategic Priority 4.2			
	Strategic Priority 4.3			
<u>Objective 5:</u> Increase the supply of training by public and private, formal, non-formal and informal providers in quantitative terms to meet the skills need of the labour market	Strategic Priority 5.1			
	Strategic Priority 5.2			
	Strategic Priority 5.3			