



**REPORT OF THE AUDITOR
GENERAL**

ON



**A REVIEW OF TRAINING PROGRAMMES
ESTABLISHED AND DEVELOPED BY THE
COUNCIL OF TECHNICAL AND
VOCATIONAL EDUCATION AND TRAINING**

PERFORMANCE AUDIT



The Auditor General is the Head of the Audit Office of Guyana. He is the external auditor of the public accounts of Guyana, and is responsible for conducting Financial/Compliance and Performance/Value-for-Money Audits with respect to the Consolidated Financial Statements, the accounts of all budget agencies, local government bodies, all bodies and entities in which the State has controlling interest, and the account of all projects funded by way of loans or grants by any foreign state or organization.

In conducting Performance/Value-for-Money Audits, the Auditor General examines the extent to which a public entity is applying its resources and carrying out its activities economically, efficiently and effectively with due regard to effective internal management control.

This report has been prepared in accordance with Part V Sections 24 and Section 28 of the Audit Act 2004. In conducting this audit, we followed the Code of Ethics and Standards and Guidelines for Performance Auditing of the International Organization of Supreme Audit Institutions (INTOSAI), of which the Audit Office of Guyana is a member.

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PERFORMANCE AUDIT REPORT

A Review of Training Programmes Established
and Developed by the Council of Technical and
Vocational Education and Training



Table of Contents

Contents	Page
Executive Summary	i
Introduction	ii
Reasons for undertaking the audit	ii
Audit objective	ii
Audit criteria	ii
Background	iii
Roles and responsibilities	iii
Report structure	iv
Chapter 1: Establish and Develop Training Programmes	
Training needs unknown	1
Training needs not analyzed	2
Stakeholders' training programmes not developed	4
Chapter 2: Develop Training Standards	
Benefits of training	5
National Training Standards developed	5
Minutes of stakeholders' meetings not kept	6
Chapter 3: Monitoring of Training Institutions	
Register of training institutions maintained	7
Training institutions not registered	8
Number of Inspectors needed unknown	9
Inspectors did not inspect and monitor majority of training institutions	10
Training programmes were not evaluated	11
Timeframe to prepare reports was not known	13
About the Audit	15
Scope and Approach	15
Audit Methodology	15
Audit Criteria and Sources	16
Entity's Response	17

EXECUTIVE SUMMARY

Why we did this audit

There were shortages of skilled human resources in emerging industries of oil and mining among others. This scarcity created demand for skilled personnel to work in those sectors. The Council for Technical and Vocational Education and Training was responsible for developing training programmes to meet those needs.

Key messages

The Council for Technical and Vocational Education and Training, did not launch any new training programmes to fill Guyana's critical skill shortages during 2017 to mid 2019, the period of our audit. For existing training, the Council only inspected five of sixteen or 30% of training institutions in 2017 and 2018. Also, Inspectors did not evaluate the delivery of training programmes. So, the Council does not know if training standards were followed and the programmes were effective.

What we found

Council did not launch any new training programmes. Training programmes requested by stakeholders for emerging industries including oil and gas were not developed to meet the needs of Businesses, Industries and Government Agencies. As such, the Council cannot be sure that training is targeting the most important shortages, as a needs assessment was not done to identify training needs.

Council failed to inspect training institutions. The Council did not inspect 69% or eleven of 16 registered training institutions to verify that training standards were being followed during the delivery of the programmes. As a result, there was a lack of monitoring at training institutions, even though two Inspectors and two Internal Verifiers were employed to inspect training institutions. The Council had no approved staffing inventory and could not say how many Inspectors should be employed to inspect and monitor all registered training institutions.

Inspectors did not evaluate training programmes. The delivery of training programmes was not evaluated to verify that training standards were being followed. As a result, training programmes may not meet the required standards, which can affect the quality of training being delivered to the recipients.

Way forward

The Audit Office made 9 recommendations to management for improvements. Through the full implementation of the recommendations, the Council will be able to better manage and develop training needs.

Introduction

1. We conducted a Performance Audit on the Council of Technical and Vocational Education and Training (CTVET) for the period 1 January 2017 to 30 June 2019. Our audit focused on a review of training programmes established and developed by the Council. We examined whether the Council established and developed training programmes relevant to Guyana’s Businesses, Industries and Government Agencies needs, and monitored and evaluated training institutions offering training programmes.

2. The Council seeks to *“ensure a competent labour force, to meet the changing demand of global competitiveness by providing Guyana’s Businesses, Industry Sectors and Government Agencies with workers who are competent to provide a high quality of product and service as demanded by the global competitiveness.”*

Reasons for undertaking the audit

3. Despite the increasing investment in skills development and technical and vocational education at training institutions, the skills gap and mismatch between what happens in the classroom and the demands of the economy are striking according to some observers. They say graduates lack marketable skills and employers have difficulty finding employees with the right skills to satisfy the needs of the workplace. Taking the above into consideration, a performance audit was undertaken to review training programmes offered by the Council for Technical and Vocational Education and Training.

Audit objective

4. The audit sought to determine whether the Council for Technical and Vocational Education and Training established and developed training programmes and standards relevant to Guyana’s Businesses, Industries and Government Agency’s needs, monitored training institutions and evaluated the delivery of training programmes at registered training institutions.

Audit criteria

5. Audit criteria are reasonable standards against which management practices, controls and reporting systems can be assessed. The audit criteria and sources are presented in the **“About the Audit”** section of this report.

Background

6. Technical and Vocational Educational and Training (TVET) is an apprenticeship system run by the government of Guyana and other major industry players/stakeholders e.g. private sector, trade unions, religious organization, etc., to train and equip apprentices with the required knowledge and skills for the work force.

7. The need for skilled human resources, became apparent in Guyana as emerging industries of oil, mining, timber, rice, sugar, etc. demanded skilled personnel for employment.

8. In 2004, 54 years after the establishment of Technical and Vocational Educational and Training in Guyana, the government established the Council for Technical and Vocational Education and Training (CTVET) via Act 11 of 2004 as the governing body responsible to establish, develop, monitor and evaluate training of craftsmen, technicians and engineers needed to sustain and enhance Guyana's economic growth.

Roles and Responsibilities

9. The Council for Technical and Vocational Education and Training is governed by a Chairman, who was appointed from among the list of members submitted to the Minister of Education for consideration to be Council Members. The committees comprise of representatives from Professional bodies, Private Sector Commission, Government Ministries, Political Parties, National Accreditation Council, University of Guyana, Trade Unions and Guyana National Bureau of Standard for the purpose of carrying out the duties of the council.

10. The Council for Technical and Vocational Education and Training from among its members established four committees namely:

- Administration Committee
- Vocational Standards Committee
- Public Relations and Communication Committee; and
- Assessment and Certification Committee.

11. The daily operations of Council are administered by a Director referred to as the Chief Executive Officer, who performs general or specific duties of the Council. The Chief Executive Officer is responsible for ensuring that the functions of the Council are properly discharged and its objectives are achieved.

Report structure

12. The report consists of the following chapters:

- Chapter 1 - Establish and Develop Training Programmes
- Chapter 2 - Develop Training Standards
- Chapter 3 - Monitoring of Training Institutions

Chapter 1

Establish and Develop Training Programmes

Audit Objective: To determine whether the Council for Technical and Vocational Education and Training established and developed training programmes relevant to Guyana's Businesses, Industries and Government Agency's needs to sustain and enhance Guyana's economic growth.

Criterion 1:

We expect the Council to conduct a needs assessment for trained craftsmen, technicians, and engineers needed by Businesses, Industries and Government Agencies.

Training needs unknown

13. A needs assessment attempts to collect as much information as possible to build a comprehensive understanding of the needs that are to be met and the issues facing the achievement of those needs.

14. Section 5(1a) of the Technical and Vocational Education and Training Act 2004, states that the Council's function is, "... *to advise the Minister on the measures required to ensure a comprehensive system of technical and vocational education and training that is suited to the development needs of Guyana.*" Therefore, the Council was responsible for conducting a training needs assessment to determine what training is needed for the development of Guyana.

15. The Council did not conduct a needs assessment for the period 1 January 2017 to 30 June 2019. The Director informed us that the Ministry of Social Protection did the last skill survey from April to August 2016. Audit examination showed that the survey was conducted in nine of Guyana's ten Administrative Regions and gaps between demand and supply of skilled workers were identified, especially managerial/supervisory, skilled technicians and machine operators. Even though a survey was conducted by the Ministry of Social Protection and needs were identified, the Council did not take any action to identify which training programmes should be established in order to meet those needs.

16. As a result of the Council not taking any action to establish the training needs, the Council was unable to identify areas where training was required. This would have affected the Council in carrying out its mandate of informing the Minister of Education of training needed for Guyana's development. Also, the benefits that would have been received from having persons trained in the required fields for Guyana's sustainability of trained personnel with required skills.

Recommendation: *The Audit Office recommends that the Chairman of the Council for Technical and Vocational Education and Training conduct a training needs assessment with stakeholders to identify skills gap so that training needs can be known.*

Management's Response: The Auditor is correct in saying that they expected Needs Assessment to be conducted by the Council for Technical and Vocational Education and Training. The reality is, the Council for Technical and Vocational Education and Training does not have the capacity to conduct such an exercise, even at present the Council for Technical and Vocational Education and Training will need to solicit such training or recruit professional staff.

What the Council for Technical and Vocational Education and Training does is develop curricula with the assistance of Lead Group members. It should be noted, that not all of the Lead Group members are senior functionaries of their particular business or industrial concern, hence current industrial training needs and future developments are not communicated to the Council for Technical and Vocational Education and Training.

Criterion 2:

We expect that after the Council had identified needs for trained craftsmen, technicians, and engineers that the needs were analysed according to Businesses, Industries and Government Agencies.

Training needs not analyzed

17. Training needs analysis will help the Council to create a training plan for multiple training programmes. Knowing the skills required and analyzing them according to the sector for Businesses, Industries and Government Agencies will help to close the gaps.

18. During the period January 2017 to June 2019, four stakeholders engaged the Council to establish the following training programmes listed below.

- oil and gas;
- mineral perspective and map reading;
- steel structure welding;
- mine supervision level 3; and
- equipment operation (heavy-duty).

19. The Council did not establish any of the five training programmes requested by the stakeholders. Even though oil and gas are very new to Guyana's industry, this programme was also not developed for the needed work force. As a result, a training plan was not established and the Council was unable to present the Minister of Education with an analysis of stakeholders training needs according to sectors, so that the training programmes can be developed.

Recommendation: *The Audit Office recommends that the Chairman ensure that stakeholders' training requests are analysed by sectors so that training programmes are established to meet the needs of each sector.*

Management's Response: Management acknowledge the finding and corrective action would be taken. However, training was based on organizational request.

Four stakeholders held engagement with the Council during the period 2017 to 2019 with the view of having training programmes established. However, the consultation did not reach the stage of conclusion. As a result, training programmes were not established.

Management acknowledge the importance of doing a Needs Assessment. However, it really depends on a strong relationship and cooperation with business entities, industrial concerns, technical institutions, and registered training organizations. These relationships are yet to be properly established, apart from CTVET Audit Reports, which were met with some negative response by the Ministry's representative.

Criterion 3:

We expect the Council after analysing training needs of Businesses, Industries and Government Agencies, will sign Memorandum of Understanding to develop training programmes.

Stakeholders' training programmes not developed

20. The Council did not sign a Memorandum of Understanding with the stakeholders to develop the training programmes requested. As a result, the Council did not establish and develop any training programmes for craftsmen, technicians and engineers in the areas needed to sustain and enhance Guyana's economic growth. This showed a failure in the functions of the Council, as stakeholders training needs were not met.

21. The failure to develop training programmes to bridge the gap that exist means that the Council is not targeting Guyana's priorities and unmet industry needs. These weaknesses can increase unemployment as citizens will not have the required skills needed to seek employment. As a result, skilled jobs will be filled by non-Guyanese.

Recommendation: *The Audit Office recommends that the Chairman ensures that the consultation process with stakeholders is completed, so that Memorandum of Understanding can be signed with stakeholders to develop training programmes requested.*

Management's Response: Management acknowledge the finding of not signing MOUs with the four stakeholders that held engagement during the period 2017 to 2019. However, corrective action would be taken with immediate effect to avoid reoccurrence. In addition, the programmes could not have been developed since the consultation process was not completed.

Further, the Council did reach out, to many organizations, but relationships were not established that warranted MOUs. Further, this is the result of the functional level in industry, of members of the Lead Groups, which have been alluded to.

Conclusion:

22. The Council for Technical and Vocational Education and Training did not establish, analyse or sign a Memorandum of Understanding with stakeholders to develop training programmes identified for craftsmen, technicians and engineers needed to sustain and enhance Guyana's economic growth, even though they engaged the Council to have the training programmes developed. As a result, the Council did not meet stakeholders' needs in establishing and developing the training programmes.

Chapter 2

Develop Training Standards

Audit Objective: To determine whether the Council for Technical and Vocational Education and Training developed training standards for training programmes requested by stakeholders for craftsmen, technicians and engineers needed to sustain and enhance Guyana's economic growth.

Criterion 1:

We expect after the Council and stakeholders agreed on training programmes needed, that National Training Standards would have been developed by the Council's Vocational Standard Committee and minutes of the meetings kept.

Benefits of training

23. Training improves employee's satisfaction, morale, address weaknesses, and increase productivity. As such, we expect the Council to develop training standards for training programmes identified by stakeholders.

National Training Standards were developed

24. The Council's Vocational Standard Committee is responsible for developing National Training Standards. The standards are used at Technical Institutions for teaching Competency Based Modularised Training. This training is required so that apprentices can receive the National Vocational Qualification Certification.

25. We found that the Council developed four National Training Standards for other training programmes, shown in Table 1 below. However, National Training Standards were not developed for training programmes requested by the four stakeholders.

Training Standards Developed	Year Developed
Agricultural Machinery Service and Repair Level 3	2017
Garment Making Level 1	2018
Mines Supervision Level 3	2018
Mineral Prospecting and Map Reading Level 1	2019

Table 1 - Training standards developed

Source: Vocational Standard Committee training file

26. The Council was required to develop training standards after consultation with stakeholders. We found no evidence that consultations were held with stakeholders to develop training standards. As a result, it could not be determined whether the procedure was followed for the development of the standards.

Minutes of stakeholders' meetings not kept

27. The Technical and Vocational Education and Training Act 2004, requires the Director to keep minutes of meetings held. We found no evidence of meetings held, as the minutes were not presented for audit examination. As such, it could not be determined what decisions were made regarding the development of training standards and whether the Vocational Standard Committee approved training standards developed.

Recommendation: *The Audit Office recommends that the Chairman ensure that minutes of all meetings held are kept so that it can be available for audit scrutiny.*

Management's Response: Management acknowledge the finding and noted that National Training Standard is established as a collaborative effort with Lead Group/Industry, vocational standard unit, and Vocational Standards Committee.

Management acknowledge that minutes were not kept for the four standards acknowledge by the auditors and corrective action would be taken immediately, since minutes and reports were prepared for other consultations.

Conclusion

28. National Training Standards were not developed for training programmes requested by stakeholders. Even though four National Training Standards were developed for other training programmes, we could not determine whether there were consultations with stakeholders to develop the standards, since supporting documentation was not provided. Also, minutes of the Council's meetings held were not presented to verify whether the Council gave its approval for the development of training standards and other relevant decisions of the Council. Therefore, we conclude that the Council did not fully achieve its objective to develop National Training Standards, as none was developed for training programmes requested by the stakeholders.

Chapter 3

Monitoring of Training Institutions & Evaluate Training Programmes

Audit Objective: To determine whether the Council for Technical and Vocational Education and Training monitored Registered Training Institutions and evaluated the delivery of training programmes.

Criterion 1:

We expect the Council to maintain a record of all Registered Training Institutions and Technical Institutes in Guyana that offer Technical Training Programmes.

29. Section 5 (2e & 2g) of the Technical and Vocational Education and Training Act 2004, states that the functions of the Council are *“to license and keep a register of registered training organisation, which it considers suitable to receive apprentices and to licence and keep a register of public and private technical institutes which offer training that meets the requirements of this Act” and; “ to monitor all registered technical institutes and other tertiary institutions and regulate their facilities.”*

30. We expect the Council to register all authorised training institutions and Technical Institutes by completing the registration process and granting approval for them to offer technical training programmes.

Register of training institutions maintained

31. The Council maintained a register of Training Institutions that offer technical training programmes in Guyana, as shown in Table 2 below.

№.	Names of Training Institutions
1	Government Technical Institute
2	Guyana Industrial Training Centre
3	Mahaicony Technical and Vocational Training Centre
4	Linden Technical Institute
5	Essequibo Technical Institute
6	Upper Corentyne Industrial Training Centre
7	Carnegie School of Home Economics
8	New Amsterdam Technical Institute
9	Kuru Kuru Training Centre
10	Leonora Technical and Vocational Training Centre
11	Burrowes School of Arts
12	Guysuco Training Centre Port Mourant
13	Republic Bank Training Division Centre
14	Guyana Mining School and Training Centre
15	Guyana School of Agriculture
16	Forestry Training Centre

Table 2 – Names of training institutions
Source: Council’s Register of training institutions

Training institutions not registered

32. An examination of the register revealed that four training institutions shown in Table 3 below, did not complete the Council’s registration process.

№.	Training Institutions not Registered
1	Burrowes School of Arts
2	Guyana Mining School and Training Centre
3	Guyana School of Agriculture
4	Forestry Training Centre

Table 3 - Training institutions not registered
Source: Council’s register of training institutions

33. The Council’s failure to ensure that all training institutions were registered shows that there was not an effective monitoring system in place that ensured that all training institutions were registered and met the requirements of the Act. As a result, the Council did not fully comply with the Act to have all authorised training institutions registered.

Recommendation: *The Audit Office recommends that the Chairman ensures that all training institutions complete the entire registration process with the Council prior to the commencement of training programmes.*

Management's Response: Management acknowledge that some institutes did not complete the entire registration process. However, all agencies which have not completed registration will be contacted immediately with the view of fulfilling the registration process.

Further, it is felt that the failure cited here is not that of the Council, but the lack of commitment of the management of Institutions and Registered Training Organisations to provide the necessary information and documentation for registration.

Management would like to highlight that contrary to the Act, the registration of Apprentice Training Organizations is done by the Board of Industrial Training, and recognized it need to be addressed by making amendments to the Act.

Criterion 2:

We expect the Council to be fully staffed and appoint suitably qualified persons as Inspectors, whose duties shall be to inspect and monitor all registered training institutions and report their findings to the Council.

Number of Inspectors needed unknown

34. The Council did not have an authorised staff strength to determine the quantity of Inspectors needed to inspect and monitor registered training institutions. Audit examination revealed that the Council had two qualified and experienced inspectors who were transferred from the Ministry of Education to monitor the training institutions.

35. The Council also had two Internal Verifiers who conducted inspections at registered training institutions and prepared reports on their findings. As a result, of the absence of an authorised staff strength it could not be determined whether the Council had the required number of Inspectors to inspect and monitor registered training institutions as required by the Act. In addition, not having the required number of inspectors to visit training institutions can lead to the Council not being aware of the problems faced by the Registered Training Institutions in delivering training programmes.

Recommendation: *The Audit Office recommends that the Chairman establish a staff inventory to determine the approved number of persons required to carry out the mandate of the Council.*

Management’s Response: CTVET is a subvention agency and falls under the purview of the Ministry of Education, reports to the Ministry, and requires approval from the Ministry for employment of staff. CTVET will re-engage the Ministry with the view of identifying the number of authorized positions for rectification and implementation in accordance with the Act. Staff shortage of Inspectors reduces the Audit cycle at institutions and registered training organisations.

Inspectors did not inspect and monitor majority of training institutions

36. We expect the Council to conduct inspections and monitor all registered training institutions. Audit examination of the monitoring reports revealed that Inspectors did not conduct checks at 69% or eleven of sixteen registered training institutions for the years 2017 and 2018, as shown in Table 4 below.

№.	Training Institutions not inspected in 2017	№.	Training Institutions not inspected in 2018
1	Guyana Industrial Training Centre	1	Guyana Industrial Training Centre
2	Mahaicony Technical and Vocational Training Centre	2	Upper Corentyne Industrial Training Centre
3	Essequibo Technical Institute	3	Carnegie School of Home Economics
4	Carnegie School of Home Economic	4	New Amsterdam Technical Institute
5	Kuru Kuru Training Centre	5	Kuru Kuru Training Centre
6	Leonora Technical and Vocational Training Centre	6	Burrowes School of Arts
7	Burrowes School of Arts	7	Guysuco Training Centre Port Mourant
8	Guysuco Training Centre Port Mourant	8	Republic Bank Training Division Centre
9	Guyana Mining School and Training Centre	9	Guyana Mining School and Training Centre
10	Guyana School of Agriculture	10	Guyana School of Agriculture
11	Forestry Training Centre	11	Forestry Training Centre

Table 4 – Training institutions not visited in 2017 & 2018

Source: Council’s monitor reports and register.

37. The Director was responsible for monitoring and evaluating the delivery of training courses at Technical and Vocational Education and Training Institutions. The lack of monitoring can result in those institutions not adhering to the training standards during the delivery of training programmes.

Recommendation: *The Audit Office recommends that the Chairman ensures that all registered training institutions are regularly inspected and monitored to ensure that they adhere to the training standards and other requirements of the Council.*

Management’s Response: Management would like to highlight that Section 11- 2a and 2b of the Act stated that the audit cycle was one or two times per year. However, CTVET staff were expected to conduct audited twice for years. The failure to conduct audit twice was attributed to the fact that the inspectors were otherwise engaged with lecturing assignments.

Criterion 3:

We expect the Council’s Inspectors to evaluate the delivery of training programmes at training institutions to determine whether training was done in accordance with the National Training Standards and Performance Testing; and reports were prepared and submitted to the Director.

Training programs were not evaluated

38. The Council’s two Inspectors were grossly inadequate, since only five or 31% of the sixteen training institutions were inspected and monitored for the years 2017 and 2018, as shown in Table 5 below.

№.	Training Institutions visited in 2017	№.	Training Institutions visited in 2018
1	Government Technical Institute	1	Linden Technical Institute
2	Linden Technical Institute	2	Essequibo Technical Institute
3	Upper Corentyne Industrial Training Centre	3	Mahaicony Technical and Vocational Training
4	New Amsterdam Technical Institute	4	Leonora Technical and Vocational Training Centre
5	Republic Bank Training Division Centre	5	Government Technical Institute

Table 5 – Training institutions visited in 2017 & 2018

Source: Council’s register of training institutions & monitoring and evaluation reports.

39. We reviewed the reports presented and found no evidence that during visits to training institutions that the delivery of training programmes in classrooms were evaluated. The reports lacked information regarding the delivery of training in

classrooms. We found that the following areas were examined when visits were conducted.

- general curriculum;
- competence base curriculum;
- management and supervision;
- facilities and equipment;
- human resource complement;
- physical plan;
- statutory compliance; and
- business and industry relation.

40. In addition, the reports highlighted other areas of non-compliance and absence of student attendance and testing assessment reports, as follows:

- (a) the Caribbean Vocational Qualification Training Programmes were taught in institutes that did not meet the 80% requirement for the Caribbean Association of National Training Agencies;
- (b) institutes did not have the required human resources to conduct training;
- (c) institutes were conducting training programmes with tools and equipment that did not meet the requirements of the Facilities Standards;
- (d) institutes did not establish Quality Assurance Committee;
- (e) institutes did not have student orientation manual; and
- (f) institutes did not keep records of student attendance and testing assessment reports.

41. As a result of the Council not monitoring and evaluating the delivery of training programmes at registered training institutions, training programmes may not meet the required training standards, which can lower the standard of training being conducted at the institutions and the quality of training received by the recipients of the programmes, as students would not have used updated tools and equipment during training.

Recommendation: *The Audit Office recommends that the Chairman put systems in place to ensure that training conducted at registered training institutions are properly monitored and evaluated to identify gaps and other short comings.*

Management's Response: Management accept the finding and stated that these areas do need addressing.

Timeframe to prepare reports was not known

42. The Director informed us that there is not an established practice nor stipulated time for the preparation and submission of reports after Inspectors' visits. However, it was explained that reports were expected to be prepared and submitted not more than two weeks after each visit.

43. We found that inspectors reports were prepared and submitted to the Director on an average of fourteen days after visits were conducted. As a result, of not having specified timeline to submit monitoring and evaluation reports after visits were conducted, the Director may not be aware of matters that need urgent attention.

Recommendation: *The Audit Office recommends that the Chairman put in place specific reporting date after visits were conducted so that matters that need urgent attention can be fixed promptly and issues resolved.*

Management's Response: Management acknowledge that there is no specified timeframe to submit audited report to the Director. However, with immediate effect management would implement a timeframe to have the report submitted.

Conclusion

44. We conclude that the Council did not have an effective monitoring system in place as all training institutions were not registered. The Council could not determine the number of Inspectors needed to conduct inspections and monitor registered training institutions. As a result, only thirty-one percent of training institutions were visited in 2017 and 2018. Also, training standards were not evaluated when Inspectors visited training institutions. This can result in unapproved programmes being taught as training standards were not evaluated to ensure that training standards were followed in classroom when training programmes were delivered.

Overall Conclusion

45. The Council did not establish and develop training programmes and National Training Standards for craftsmen, technicians, and engineers needed to sustain and enhance Guyana's economic growth, even though stakeholders engaged the Council to have five training programmes developed.

46. The Council failed to ensure that all training institutions were registered, resulting in just 75% of training institutions being registered. In addition, only thirty-one percent of training institutions were inspected and monitored in 2017 and 2018. Also, the National Training Standards were not evaluated to ensure that the standards were followed during the delivery of training programmes.

47. As a result, we conclude that the Council did not meet stakeholders' needs in establishing and developing new training programmes requested and did not inspect and monitor all training institutions and evaluate the delivery of training programmes.

About the Audit

The Audit Office reviewed whether the Council for Technical and Vocational Education and Training established and developed training programmes needed by Businesses, Industries and Government Agencies to enhance and sustain Guyana's economic growth. Also, whether the Council inspected and monitored registered training institutions and evaluated the delivery of training programmes.

Scope and Approach

The audit covered the period 1 January 2017 to 30 June 2019. Audit work was conducted on stakeholder consultation and expression of interest in having training programmes established and developed for Businesses, Industries and Government Agencies. Also, whether Inspectors inspected and monitored registered training institutions and evaluated the delivery of training programmes. This was to determine whether the activities were done in compliance with the Technical and Vocational Education and Training Act of 2004.

Audit Methodology

The Audit Office undertook the following methodological approaches:

- a) Interviews were conducted with the Chairman and Director of the Council, and members of the Administrative, Assessment, Public Relation and Vocational Standards Committee.
- b) Interviews were also conducted with Inspectors of the Council.
- c) Reviews of the Technical and Vocational Education and Training Act, stakeholder consultation documentation, Inspector's reports and minutes of meeting.
- d) Reviews were done of key guidelines to gain an understanding of the work done by the Council and staff.

Audit Criteria and Sources

The main criteria that were used to conduct this audit and their sources are as follows: -

CRITERIA	SOURCES
We expect the Council to conduct a needs assessment for trained craftsmen, technicians and engineers needed by Businesses, Industries and Government Agencies.	Best practices
We expect that after the Council had identified needs for trained craftsmen, technicians and engineers that needs were analysed according Businesses, Industries and Government Agencies.	Best practices Technical and Vocational Education and Training Act 2004.
We expect the Council after analysing training needs of Businesses, Industries and Government Agencies, will sign Memorandum of Understanding and develop training programmes.	Best practices Technical and Vocational Education and Training Act 2004
We expect after the Council and stakeholders agreed on training programmes needed, that National Training Standards would have been developed by the Council Vocational Standard Committee and minutes of the meetings kept.	Best practices Technical and Vocational Education and Training Act 2004
We expect the Council to maintain a record of all registered training institutions and technical institutes in Guyana that offer technical training programmes.	Best practices Technical and Vocational Education and Training Act 2004
We expect the Council to be fully staffed and appoint suitably qualified persons as Inspectors, whose duties shall be to inspect and monitor all registered training institutions and report their findings to the Council.	Best practices Technical and Vocational Education and Training Act 2004
We expect the Council's Inspectors to evaluate the delivery of training programmes at training institutions to determine whether training was done in accordance with the National Training Standards and Performance Testing; and reports were prepared and submitted to the Director.	Best practices Technical and Vocational Education and Training Act 2004

Deodat Sharma
Auditor General
Audit Office of Guyana
63 High Street Kingston
Georgetown
31 August 2021

Subject: Response to Audit Report 2017 to 2019

Dear Mr. Sharma,

The Council for Technical and Vocational Education and Training (CTVET), along with its secretariat located at 113 Woolford Avenue, Non Pariel Park, Georgetown, acknowledge receipt of an Audit report conducted by the Auditor General's Office. The audit is a review of the operation and functioning of CTVET for the period 2017-2019.

The thoughts and response to the audit are through comments from staff, board members of the period, and the chairman.

Below outlines the response, comments, and observation:

Chapter:1

Establish training Programmes:

Objective: CTVET was supposed to establish training programmes for Apprentices, but the truth is BIT arrange the particular occupational training with Masters who dictates what is the nature of training at their establishment. (This must be resolved between CTVET and BIT). Further, section 5:1b states that CTVET was established to develop and monitor schemes for training of craftsmen, technicians, and engineers, not apprentices.

Criteria:1

The Auditor is correct in saying that there expected Needs Assessment to be conducted by CTVET. The reality is, CTVET does not have the capacity to conduct such an exercise, even, at present. CTVET will need to solicit such training or recruit professional staff.

1.1 What CTVET does is develop curricula with the assistance of Lead Group members. It should be noted however, that not all of the Lead Group members are senior functionaries of their particular business or industrial concern, hence current industrial training needs and future developments are not communicated to CTVET!⁷

Training is not analyzed according to needs:

Criteria:2

2.2 Management acknowledge the finding and corrective action would be taken. However, training was based on organizational request.

2.3 Four stakeholders held engagement with the CTVET during the period 2017 to 2019 with the view of having programme established. However, the consultation did not reach the stage of conclusion. As a result, the programme was unable to be established.

2.4 Management acknowledge the importance of doing a Needs Assessment. However, the really depends on a strong relationship and cooperation with business entities, industrial concerns, technical institutions, and registered training organizations. These relationships are yet to be properly established, apart from CTVET Audit Reports, which were met with some negative response by the Ministry's representative.

Chapter 2

Develop training programmes:

Criterion:1

Management acknowledge the finding of not signing MOUs with the four stakeholder that held engagement during the period 2017 – 2019. However, corrective action would be taken with immediate effect to avoid reoccurrence. In addition, the programmes could not have been developed since the consultation process was not completed.

Further, the Council did reach out, to many organizations, but relationships were not established that warranted MOUs. Further, this is the result of the functional level in industry, of members of the Lead Groups, which have been alluded to.

2.6 The view is that **the PR blitz** by a recommended Consultant should have addressed the gender gap visibility and awareness to Vocational Education along with information on the Web Site.

National Training Standards:

2.7 Management acknowledge the finding and noted that National Training Standard is established as a collaborative effort with Lead Group/Industry, vocational standard unit, and Vocational Standards Committee

2.8 Management acknowledge that minutes were not kept for the four standards acknowledge by the auditors and corrective action would be taken immediately, since minutes and reports were prepared for other consultations.

Conclusion on Criteria:

The delay in the submission of Audit Reports to the VSC and by extension to the Board, on critical issues, is responsible for the Auditor's statement. This could be because of the lack of capacity and material resources at the time.

Chapter: 3

Monitoring of Training Organizations:

Objective: To determine whether the CTVET programme(s) were offered at Registered Training Organizations (RTO's) and Technical Institutions.

Criterion:1 The view is that at least 90% met, as well as the registration process. A register was maintained for Institutes that offered training. The situation may reflect inadequacy of personnel and quality of tools to effectively function.

3.2 Management acknowledge that some institutes did not complete the entire registration process. However, all agencies which have not completed registration will be contacted immediately with the view of fulfilling the registration process.

3.3 Further, it is felt that the failure sited here is not that of the Council, but the lack of commitment of the management of Institutions and RTOs to provide the necessary information and documentation for registration.

3.4 Management would like to highlight that contrary to the Act, the registration of Apprentice Training Organizations is done by BIT, and recognized it need to be addressed by making amendments to the Act.

3.5 Management acknowledge the finding.

Criteria:2

3.6 Management acknowledge the finding of failure to inspect all training institutes. However, the failure was a result of shortage of staff. Further this shortage would be discussed with the Chairman and Ministry.

Authorized Inspectorate not Known

3.10 CTVET is a subvention agency and falls under the purview of the Ministry of Education, and reports to the Ministry, and requires approval from the Ministry for employment of staff. CTVET will re-engage the Ministry with the view of identifying the number of authorized positions for rectification and implementation in accordance with the act.

3.11 Staff shortage of Inspectors reduces the Audit Cycle at Institutions and RTO's. The same comments apply to section 3.12.

All Training Institutes were not visited

Management would like to highlight that Section 19- 2a and 2b of the Act stated that the audit cycle was one or two times per year. However, CTVET staff were expected to conduct audited

twist for years. The failure to conduct audit twist was attributed to the fact that the inspectors were otherwise engaged with lecturing assignments.

Further, CTVET will engage the Ministry with the view of having the Job descriptions revised to reflect all relevant activities of the inspectorate.

3.16 Management acknowledge that there is no specified timeframe to submit audited report to the director. However, with immediate effect management would implement a timeframe to have the report submitted.

3.19 Management acknowledge the finding.

3.22 Management acknowledge the finding and the areas stated would be address.

Conclusion:

There is no objection to the overall conclusion with this input, that Inspectors must carry out inspections and Audits and report their findings in a timely and professional manner. Training should be the function of another unit, thus requiring a response to a structure change at CTVET. Must be noted that CTVET do not have direct control over the client/customer, there must be an accountable person who takes ownership of the process for the client/customer and acts on the findings/nonconformities. Closing an institution or an organization and or revocation of centre approval are not in the best interest of nation building or growth in the technical and vocational and educational (TVE) sector.



A handwritten signature in blue ink is written over a rectangular official stamp. The stamp contains the text "CHAIRMAN" and "COUNCIL FOR TVET" in bold, capital letters. The signature is a cursive-style name that is partially obscured by the stamp.