Research into the Financing of Technical and Vocational Education and Training (TVET) in the Pacific

Managed by the Australian Council for Educational Research
and Scope Global on behalf of the Australian Government

Fiji
Country Report

Leo Maglen
Mark Weston Wall
Manaini Rokovunisei

March 2014

Australian Government
Department of Foreign Affairs and Trade

Research into the Financing of Technical and Vocational Education and Training (TVET) in the Pacific

Fiji
Country Report

Leo Maglen
Mark Weston Wall
Manaini Rokovunisei

March 2014

First published 2015
by Australian Council *for* Educational Research Ltd
19 Prospect Hill Road, Camberwell, Victoria, 3124, Australia

www.acer.edu.au

Paperback ISBN [978-1-74286-280-4]
EPUB ISBN [978-1-74286-281-1]

National Library of Australia Cataloguing-in-Publication entry

Creator: Maglen, Leo, author.
Title: Research into the financing of technical and vocational education and training (TVET) in the Pacific. Fiji country report / Leo Maglen, Mark Weston Wall, Manaini Rokovunisei.
ISBN: 9781742862804 (paperback)
9781742862811 (e-pub)

Subjects: Technical education--Economic aspects--Fiji.
Technical education--Fiji--Finance.
Vocational education--Economic aspects--Fiji.
Vocational education--Fiji--Finance.
Other Creators/Contributors:
Wall, Mark Weston, author.
Rokovunisei, Manaini, author.
Dewey Number:
370.113099611

TABLE OF CONTENTS

LIST OF TABLES ..... **vi**
LIST OF FIGURES ..... **ix**
LIST OF ACRONYMS ..... **xi**
PREFACE ..... **xiv**
ACKNOWLEDGEMENTS ..... **xvi**
EXECUTIVE SUMMARY ..... **xvii**
PART I: INTRODUCTION **1**
CHAPTER 1. BACKGROUND AND PURPOSES OF THE STUDY 1
1.1 INTRODUCTION 1
1.2 RESEARCH OBJECTIVES 2
1.3 STRUCTURE OF THE REPORT 4
CHAPTER 2. RESEARCH APPROACH 5
2.1 DEFINING TVET IN FIJI 5
2.2 DATA REQUIREMENTS 8
2.3 AVAILABLE INFORMATION SOURCES 9
2.4 HOW USEFUL ARE THESE INFORMATION SOURCES TO THE STUDY? 11
2.5 APPROACH TO FILLING INFORMATION GAPS 14
2.6 INDICATIVE QUALITY OF THE INFORMATION COLLECTED 15
PART II: COUNTRY BACKGROUND **19**
CHAPTER 3. GOVERNMENT, CULTURE, RELIGION AND GEOGRAPHY 19
3.1 GOVERNMENT AND ADMINISTRATION 19
3.2 RELIGION AND CULTURE 19
3.3 GEOGRAPHY 20
CHAPTER 4. DEMOGRAPHY 21
CHAPTER 5. LANGUAGE LITERACY AND EDUCATION 23
5.1 LANGUAGE AND LITERACY 23
5.2 EDUCATION SYSTEM 23
CHAPTER 6. ECONOMY AND LABOUR FORCE 31
6.1 STAGE OF ECONOMIC DEVELOPMENT 31
6.2 KEY INDUSTRIES 32
6.3 LABOUR FORCE PARTICIPATION AND PROFILE 35
6.4 MAJOR IMPEDIMENTS TO ECONOMIC GROWTH 37
CHAPTER 7. THE PUBLIC SECTOR AND PUBLIC FINANCES 39
7.1 THE BUDGET 39
7.2 THE CLASSIFICATION OF PUBLIC EXPENDITURE 42
7.3 PUBLIC EXPENDITURE PATTERNS 45
7.4 DEVELOPMENT ASSISTANCE 48
PART III: TVET IN CONTEXT **55**
CHAPTER 8. THE TVET SECTOR IN FIJI 55
8.1 COMPOSITION OF THE SECTOR 55
8.2 STATISTICAL PROFILE OF TVET 67
CHAPTER 9. TVET AND EDUCATIONAL OPPORTUNITIES 86
9.1 EDUCATIONAL AND OTHER PATHWAYS INTO AND BEYOND TVET 86
9.2 ACCESS TO TVET FOR THE DISADVANTAGED 87

9.3 SCHOLARSHIPS 88
CHAPTER 10. TVET AND ECONOMIC GROWTH AND DEVELOPMENT 90
10.1 THE ROLE OF TVET IN ECONOMIC GROWTH AND DEVELOPMENT 90
10.2 TVET AND MIDDLE LEVEL OCCUPATIONAL SKILLS 92
CHAPTER 11. QUALITY IN TVET 94
11.1 THE FIJI QUALIFICATIONS COUNCIL 94
11.2 TVET TEACHERS AND TEACHER TRAINING 98
11.3 TVET WORKING ENVIRONMENT 99
11.4 QUALITY ASSURANCE 100
PART IV: THE FINANCING OF TVET 103
CHAPTER 12. OVERVIEW OF TVET FINANCING 103
12.1 FUNDING OF TVET PROVISION 103
12.2 EXPENDITURE ON TVET PROVISION 106
12.3 ESTIMATING THE SHARE OF GDP SPENT ON TVET 109
CHAPTER 13. TVET FINANCIAL MECHANISMS 111
13.1 OVERVIEW OF HOW FUNDS ARE CHANNELLED INTO TVET 111
13.2 MINISTRY OF FINANCE BUDGET PROCESSES 114
13.3 LINE MINISTRY TRAINING PROVIDERS 117
13.4 FNU FINANCIAL MECHANISMS 118
13.5 PRIVATE TVET PROVIDERS 122
13.6 DEVELOPMENT PARTNER FUNDING MECHANISMS 122
13.7 FUNDING MECHANISMS FOR THE RCCCE AND CETC 125
13.8 AUSTRALIA-PACIFIC TECHNICAL COLLEGE 125
13.9 NATIONAL AND DONOR-FUNDED SCHOLARSHIPS 126
13.10 FUTURE ROLE OF FHEC 126
CHAPTER 14. TVET FINANCIAL PATTERNS AND TRENDS 128
14.1 MINISTRY OF FINANCE BUDGETARY ALLOCATIONS TO TVET 128
14.2 FIJI NATIONAL UNIVERSITY 134
14.3 MINISTRY OF EDUCATION VOCATIONAL SCHOOLS 138
14.4 OTHER GOVERNMENT TRAINING PROGRAMS 144
14.5 PRIVATE TVET PROVIDERS 145
14.6 AUSTRALIA-PACIFIC TECHNICAL COLLEGE 148
14.7 OTHER REGIONAL TVET PROVIDERS 151
CHAPTER 15. EMPLOYER PROVIDED AND FUNDED TRAINING 152
15.1 EXISTING SOURCES OF INFORMATION 152
15.2 PILOT SURVEY OF EMPLOYER FUNDED TRAINING 153
CHAPTER 16. TRAINING COSTS AND EFFICIENCIES 156
16.1 UNIT COSTS OF TVET DELIVERY 156
16.2 WHO BEARS THESE COSTS AND WHO BENEFITS? 163
PART V: ISSUES AND POLICY CONSIDERATIONS 165
CHAPTER 17. ISSUES AND POLICY CONSIDERATIONS 165
17.1 A SECTOR IN A STATE OF FLUX 165
17.2 THE CRUCIAL ROLE OF FHEC 166
17.3 THE IMPORTANCE OF INFORMATION 166
17.4 RESOURCING THE SECTOR 167
REFERENCES 170
ANNEX 1. RESEARCH SCOPE AND OBJECTIVES 175
ANNEX 2. TEMPLATES FOR LINE MINISTRY TVET PROVIDERS 177
ANNEX 3. TEMPLATES FOR FIJI NATIONAL UNIVERSITY 181

ANNEX 4. PRIVATE PROVIDER SURVEY INSTRUMENT 198
ANNEX 5. ENTERPRISE TRAINING EXPENDITURE SURVEY 201
ANNEX 6. CLASSIFICATION AND CODING SYSTEMS USED IN DATA COLLECTION AND RECORDING 206
ANNEX 7. PERSONS CONSULTED DURING THE FIJI FIELDWORK..... 210
ANNEX 8. MEMBERSHIP OF THE NATIONAL REFERENCE GROUP 212

LIST OF TABLES

Table 1.1 Countries participating in the research 1
Table 2.1 Summary of available documentary source material on TVET 14
Table 2.2 Indicative quality of non-financial information on TVET sector programs for the study's purposes, from all study sources 16
Table 2.3 Indicative quality of TVET sector financial data, from all study sources 17
Table 4.1 Census population of Fiji by ethnicity, 1881 to 2007 21
Table 4.2 Urbanisation of the Fijian population, 1996 and 2007 22
Table 5.1 Adult literacy rates in Fiji, by gender, 1996 and 2007 23
Table 5.2 Percentages of age groups attending school, 2004-5 to 2010-11 25
Table 5.3 Pupil-teacher ratios in primary and secondary schools, 1998 and 2011 26
Table 5.4 Student enrolments, Grade 1 to Form 7, by gender, 2012 27
Table 5.5 Line Ministry training provision 30
Table 6.1 Fiji economic indicators, 2008 to 2012 31
Table 6.2 Development indicators, Fiji 32
Table 6.3 Estimated numbers of wage and salary earners, by industry, 1996 and 2007 33
Table 6.4 Composition of GDP by sector, Fiji 2011 (%) 34
Table 6.5 Labour force (aged 15 and over), 2004-05 and 2010-11 36
Table 6.6 Unemployment – total, rural/urban and male/female, 2007 36
Table 6.7 Numbers working for money and subsistence, 2004-5 and 2010-11 36
Table 6.8 Employment by occupational group, 2004-05 and 2010-11 37
Table 6.9 Numbers not economically active (aged 15 & over), 2004-05 and 2010-11 37
Table 7.1 Government of Fiji budgets for 2012 and 2013 39
Table 7.2 Budget parameters as a percentage of GDP, 2010 to 2015 40
Table 7.3 Budget estimates and targets, 2010 to 2015 42
Table 7.4 Standard expenditure groups 43
Table 7.5 Aggregations of expenditure applied in MoF budget estimates 44
Table 7.6 Government budgetary expenditure, actual 2011 to target 2015 *(FJ$ '000s)* 45
Table 7.7 Government budgetary expenditure, actual 2011 to target 2015 *(% of total)* 46
Table 7.8 Consolidated expenditure estimates for 2013, by sector 47
Table 7.9 ODA to Fiji, 2011 to 2013 49
Table 7.10 Direct payment programs, 2013 49
Table 7.11 Grant aid-in-kind and direct payments by agency, 2013 50
Table 7.12 Grant aid-in-kind by donor and direct payments by lender, 2013 51
Table 7.13 Australia's grant aid-in-kind, 2013 53
Table 8.1 FNU TVET courses 58
Table 8.2 Trade Certificate areas and course duration 61
Table 8.3 Technician Certificate areas and course duration 62
Table 8.4 Private TVET providers, by type and status with FHEC, October 2013 66
Table 8.5 Estimates of total numbers enrolled in TVET programs in Fiji in 2012 67
Table 8.6 Estimates of total numbers graduating from TVET programs in Fiji in 2012 68
Table 8.7 Ministry of Education vocational school course enrolments and graduations, by field of training, 2012 69

Table 8.8 MoYS Youth Training Centres enrolments and graduations, Level 1 training programs, by gender, 2012 75
Table 8.9 MoFF training centres, enrolments and graduations, by gender, 2012 75
Table 8.10 MoA Level 1 training programs, enrolments by gender, 2012 76
Table 8.11 CATD Level 1 training programs, enrolments and graduations, by gender, 2012 76
Table 8.12 Number of programs provided by FNU in TVET and higher education, 2012 76
Table 8.13 FNU enrolments, all programs, 2010 to 2012 77
Table 8.14 FNU graduations, by program, 2010 to 2012 77
Table 8.15 Selected private provider enrolments and graduations by institution, by gender, 2012 78
Table 8.16 Selected private provider enrolments and graduations by field of study, by gender, 2012 78
Table 8.17 APTC enrolments on the Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 80
Table 8.18 Composition of enrolments on APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 (%) 81
Table 8.19 Graduations from APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 82
Table 8.20 Composition of the graduates from APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 (%) 83
Table 9.1 Examples of admission criteria for TVET in Fiji 87
Table 10.1 Middle level occupational employment, 2004-05 and 2010-11 92
Table 11.1 Institutions registered with the FHEC, October 2013 95
Table 12.1 Indicative funding of TVET provision in Fiji, 2012-13 (FJ$ '000s) ... 104
Table 12.2 Summary of expenditure on TVET provision, 2012-13 107
Table 13.1 Location of TVET programs and activities in MOF budget papers .. 117
Table 13.2 Method A assessment criteria 120
Table 14.1 Expenditure allocations to TVET from government and ODA sources, 2013 (FJ$ '00s) 129
Table 14.2 FNU sources of operating revenue, 2010 to 2012 (FJ$) 135
Table 14.3 FNU recurrent expenditure by function, 2010 to 2012 (FJ$) 136
Table 14.4 Revenue sources of MoE vocational schools, 2012 (FJ$) 138
Table 14.5 Expenditure on MoE vocational schools, 2012 (FJ$) 140
Table 14.6 MoYS Youth Training Centre revenue sources, 2012 (FJ$) 144
Table 14.7 MoYS Youth Training Centre expenditure, 2012 (FJ$) 144
Table 14.8 MoiTA training program expenditure, 2012 (FJ$) 145
Table 14.9 DoFF training program expenditure, 2012 (FJ$) 145
Table 14.10 DoA training program expenditure, 2012, 2012 (FJ$) 145
Table 14.11 APTC training program expenditure by location and function, 2011-2012 (FJ$) 149
Table 14.12 RCCCE revenue and expenditure, 2012 (FJ$) 151
Table 15.1 Employer training survey, respondent characteristics 154
Table 15.2 Training programs conducted by survey respondents 155
Table 15.3 Training expenditures and cost recovery by survey respondents (FJ$) 155
Table 16.1 Unit cost calculations by type of TVET provider 157
Table 16.2 Estimated unit costs of TVET delivery, by selected providers, 2012 (FJ$) 158
Table 16.3 Variations in the unit costs of delivery in MoE vocational schools, 2012 (FJ$) 159
Table 16.4 FNU estimated costs per student and graduate, all programs – 2010 to 2012 (FJ$) 161

Table 16.5 APTC direct operating cost per unit, by course, 2011-12 (FJ$)..... 161
Table 16.6 APTC total recurrent cost per unit, by course, 2011-12 (FJ$)..... 162

LIST OF FIGURES

Figure 2.1 Scope of the study: the skills/employment/training matrix for Fiji 6
Figure 3.1 Map of the Fiji Islands 20
Figure 5.1 Fiji education and training system 24
Figure 7.1 Budget revenue and expenditure, 2010 to projected 2015 41
Figure 7.2 Budget revenue and expenditure 2010 to projected 2015 as a % of GDP 41
Figure 7.3 Consolidated expenditure estimates as a percent of total, 2013 48
Figure 7.4 Grant aid-in-kind, by donor and recipient agency, 2013 52
Figure 8.1 Number of courses offered by MoE vocational schools, by field of training, 2012 (%) 69
Figure 8.2 Distribution of MoE vocational school courses by size of enrolments, 2012 70
Figure 8.3 Distribution of MoE vocational school courses by the number of graduates, 2012 70
Figure 8.4 Distribution of MoE vocational schools by number of courses offered, 2012 71
Figure 8.5 Distribution of MoE vocational school enrolments by the number of courses offered, 2012 71
Figure 8.6 MoE vocational school enrolments by fields of training, 2012 (%) 72
Figure 8.7 MoE vocational school graduations by fields of training, 2012 (%) 72
Figure 8.8 Distribution of MoE vocational schools by enrolments and graduations, 2012 73
Figure 8.9 Distribution of MoE vocational school enrolments by gender, 2012 73
Figure 8.10 Distribution of MoE vocational school graduations by gender, 2012 74
Figure 8.11 Composition of FNU enrolments, 2010 to 2012 77
Figure 8.12 Selected private provider enrolments by field of study, by gender, 2012 79
Figure 8.13 Enrolments on APTC's Fiji campuses, by course and gender, 2007 to 2012 84
Figure 8.14 Graduations from APTC's Fiji campuses, by course and gender, 2007 to 2012 84
Figure 8.15 Enrolments on APTCs Fiji campuses, by course and nationality, 2007 to 2012 85
Figure 8.16 Graduates from APTC's Fiji campuses, by course and nationality, 2007 to 2012 85
Figure 11.1 Fiji Qualifications Framework 96
Figure 11.2 FHEC quality assurance and continuous improvement process 101
Figure 12.1 Funding of TVET, by institution, 2012-13 105
Figure 12.2 Funding of TVET, by source, 2012-13 105
Figure 12.3 Funding of TVET, by institution and source, 2012-13 106
Figure 12.4 Expenditure on TVET, by type of provider, 2012-13 (%) 107
Figure 12.5 Expenditure on TVET, by input category, 2012-13 (%) 108
Figure 12.6 Recurrent expenditure on TVET, by institution and input category, 2012-13 (%) 109
Figure 13.1 Flow of funds into and within the TVET sector in Fiji 113
Figure 13.2 Planning and budget formulation machinery of the Government of Fiji 114
Figure 13.3 Government of Fiji annual budget cycle 115
Figure 13.4 Financial delegation and reporting within FNU 118
Figure 13.5 ODA budget planning process 124

Figure 13.6 ODA disbursement and monitoring processes 124
Figure 14.1 Combined budget and grant aid-in-kind allocations to TVET by function, 2013 130
Figure 14.2 Budget allocations to TVET, by ministry and agency, 2013 131
Figure 14.3 Combined budget and grant aid-in-kind allocations to TVET by ministry and agency, 2013 131
Figure 14.4 Composition of public expenditure allocations to TVET, by function, 2013 132
Figure 14.5 Estimated MoF expenditure on TVET as a percentage of total budget expenditure, 2013 133
Figure 14.6 Estimated expenditure on TVET programs, as a percentage of total grant aid-in-kind, 2013 133
Figure 14.7 Estimated expenditure on TVET as a percentage of combined budget and grant aid-in-kind, 2013 134
Figure 14.8 FNU sources of operating revenue, 2010 to 2012 135
Figure 14.9 Composition of FNU operating revenue, 2010 to 2012 136
Figure 14.10 FNU expenditure by function, 2010 to 2012 137
Figure 14.11 Composition of FNU expenditure, 2010 to 2012 137
Figure 14.12 Revenue sources of MoE vocational schools, 2012 139
Figure 14.13 Revenue sources of MoE vocational schools, by school, 2012 139
Figure 14.14 Expenditure on MoE vocational schools, 2012 141
Figure 14.15 MoE recurrent expenditure on vocational schools, by school, 2012 142
Figure 14.16 The relationship between recurrent expenditures per vocational school and the number of students enrolled, 2012 142
Figure 14.17 The relationship between recurrent expenditures per vocational school and the number of vocational programs offered, 2012 143
Figure 14.18 The relationship between recurrent expenditures per vocational school and type of program, in single program schools, 2012 143
Figure 14.19 Private provider funding, by source, 2012 (FJ$) 146
Figure 14.20 Composition of private provider funding, 2012 (%) 147
Figure 14.21 Private provider recurrent expenditure, 2012 (FJ$) 147
Figure 14.22 Composition of private provider recurrent expenditure, 2012 (%) 148
Figure 14.23 APTC Fiji program delivery expenditure, by course, 2011-2012 (FJ$) 149
Figure 14.24 Estimated expenditure on APTC's Fiji operations by function, 2011-2012 (%) 150
Figure 14.25 Estimated expenditure on APTC's Fiji operations by input category, 2011-2012 (%) 150
Figure 16.1 Unit costs of delivery in MoE vocational schools, 2012 (FJ$) 160

LIST OF ACRONYMS

ACER	Australian Council for Educational Research
ACP	African, Caribbean and Pacific
ADB	Asia Development Bank
AFL	Airports Fiji Ltd
APCD	Asia-Pacific Centre on Disability
APTC	Australia-Pacific Technical College
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training
ATC	Air Traffic Control
AusAID	Australian Agency for International Development*
BA	Bachelor of Arts
BACC	Budget Aid Coordination Committee
BEd	Bachelor of Education
BEST	Basic Employment Skills Training
CATD	Centre for Appropriate Technology and Development
CAUQ	Committee for the Accreditation of University Qualifications
CBT	Competency-Based Training
CEDEFOP	European Centre for the Development of Vocational Training
CETC	Community Education Training Centre
CHRIS	Computerised Human Resource Information System
CPD	Continuing Professional Development
CPE	Continuing Professional Education
CSB	Cabinet Sub-committee on the Budget
CSO	Civil Society Organisation
CTD	Centre for Training and Development
CVCE	Centre for Vocational and Continuing Education
DAC	Development Assistance Committee
DDC	Divisional Development Committee
DFAT	Department of Foreign Affairs and Trade, Australia
DFL	Distance and Flexible Learning
DoA	Department of Agriculture
DoFF	Department of Fisheries and Forests
DSC	Development Sub-Committee
ECE	Early Childhood Education
ECD	Early Childhood Development
EEZ	Exclusive Economic Zone
EFTS	Equivalent Full-Time Students
EQA	External Quality Assurance
ESL	English as a Second Language
EU	European Union
EUS	Employment and Unemployment Survey
FBoS	Fiji Bureau of Statistics
FCEF	Fiji Commerce and Employers' Federation
FCOSS	Fiji Council of Social Services
FHEC	Fiji Higher Education Commission
FHTA	Fiji Hotel and Tourism Association
FIT	Fiji Institute of Technology
FITVETA	Fiji Islands TVET Association
FJ$	Fijian Dollar
FNTC	Fiji National Training Council
FNU	Fiji National University

FQC	Fiji Qualifications Council
FQF	Fiji Qualifications Framework
FRC	Financial Resources Committee
FRCA	Fiji Revenue and Customs Authority
FTE	Full-time Equivalent
FTRB	Fiji Teachers' Registration Board
FVTTCPD	Fiji Vocational and Technical Training Centre for Persons with a Disability
FY	Financial Year
GDP	Gross Domestic Product
GNI	Gross National Income
GoF	Government of Fiji
HEAB	Higher Education Advisory Board
HIES	Household Income and Expenditure Survey
HRD	Human Resource Development
HRM	Human Resource Management
IAS	International Accounting Standards
ICAO	International Civil Aviation Organisation
ICT	Information and Communication Technology
IELTS	International English Language Testing System
IFC	International Finance Corporation
IHRDP	Integrated Human Resource Development Program
ILO	International Labour Organisation
IQA	Internal Quality Assurance
IR	Industrial Relations
ISAC	Industry Standards Advisory Council
ISCO	International Standard Classification of Occupations
JICA	Japan International Cooperation Agency
KSA	Knowledge, Skills and Attitudes
LFPR	Labour Force Participation Rate
LMI	Labour Market Information
MCI	Marist Champagnat Institute
MDG	Millennium Development Goal
MoA	Ministry of Agriculture
MoE	Ministry of Education, National Heritage and Culture and Arts
MoF	Ministry of Finance
MoFF	Ministry of Fisheries and Forests
MoIT	Ministry of Industry and Trade
MoiTA	Ministry of *iTaukei* Affairs
MoLIRE	Ministry of Labour, Industrial Relations and Employment
MoPI	Ministry of Primary Industries
MoSPNDS	Ministry of Strategic Planning, National Development and Statistics
MoWSWPA	Ministry of Women, Social Welfare and Poverty Alleviation
MoYS	Ministry of Youth and Sports
MOOE	Maintenance and Other Operating Expenditure
MPC	Macro-Policy Committee
MTEF	Medium-Term Expenditure Framework
NEC	National Employment Centre
NGO	Non-Government Organisation
NRG	National Reference Group
NSHRP	National Strategic Human Resource Plan
NTP	National Tutor Program
NTPC	National Training and Productivity Centre
NZAID	New Zealand Agency for International Development

NZPTC	New Zealand Pacific Technical College
OB	Organisational Behaviour
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PADDLE	Pacific Archive for Digital Data for Learning and Education
PATVET	Pacific Association of TVET
PCCPP	People's Charter for Change, Peace and Progress
PDC	Provincial Development Committee
PESDA	Pacific Education and Skills Development Agenda
PNG	Papua New Guinea
PSC	Public Service Commission
PSET	Post-School Education and Training
QA	Quality Assurance
QES	Quarterly Employment Survey
RCC	Recognition of Current Competency
RBF	Reserve Bank of Fiji
RCCCE	Regional Centre for Continuing and Community Education
RED	Rural Enterprise Development
RDSSED	Roadmap for Sustainable Socio-Economic Development
RPL	Recognition of Prior Learning
SEG	Standard Expenditure Group
SHCS	School of Hospitality and Community Services
SIDS	Small Island Developing States
SME	Small and Medium Enterprise
SMEs	Subject Matter Experts
SOE	State Owned Enterprises
SPC	Secretariat of the Pacific Community
SPSE	South Pacific Stock Exchange
STT	School of Trades and Technology
TAFE	Technical and Further Education
TCF	Textile, Clothing and Footwear
TCTVET	Teacher's Certificate TVET
TPAF	Training and Productivity Authority of Fiji
TRTC	Tutu Rural Training Centre
TVET	Technical and Vocational Education and Training
UNDP	United Nations Develop Program
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Education, Scientific and Cultural Organisation
UoF	University of Fiji
USP	University of the South Pacific
VAT	Value Added Tax
VTC	Vivekananda Technical Centre

*AusAID was integrated into DFAT in October 2013. Citations of AusAID documents or programs in this report refer to the authorship or structure before that time.

PREFACE

The project *Research into the Financing of Technical and Vocational Education and Training (TVET) in the Pacific* was managed by the Australian Council for Educational Research (ACER) and Scope Global on behalf of the Australian Government. The project was undertaken between 2012 and 2014 under contract to the Australian Government, initially through AusAID and then the Department of Foreign Affairs and Trade (DFAT).

The study was conducted in seven Pacific countries: Fiji; Kiribati; Papua New Guinea; Samoa; Solomon Islands; Tonga; and Vanuatu. The aims of the research were to produce, in conjunction with host country governments and TVET stakeholders, comprehensive analyses of the systems for financing TVET and discussions of policies through which the financing of TVET could be made more efficient and effective. This volume is one of the seven country reports produced by the study.

I am very appreciative of the assistance provided by Leo Maglen as Research Coordinator, Jim Jones as Operations Manager, and Justin Brown who worked across all seven studies. I am also very appreciative of all the work done by the members of the seven country teams:

Fiji: Leo Maglen (Lead Researcher), Mark Weston Wall (Researcher), Manaini Rokovunisei (National Consultant), Daniel Lafu Taufaga (In-Country Manager)

Kiribati: Prabir Majumdar (Lead Researcher), Teweiariki Teaero (Researcher), Linda Uan (In-Country Manager)

Papua New Guinea: Robert Horne (Lead Researcher), Ken Ngangan (Researcher), Simaima Tavil-Melachon (National Consultant), Meghan Toka and Peter Mulligan (In-Country Managers)

Samoa: Leo Maglen (Lead Researcher), Justin Brown (Researcher), Salā Perive T. Lene (National Consultant), Frances Soon-Schuster (In-Country Manager)

Solomon Islands: Andrea Bateman (Lead Researcher), Elizabeth Cassity (Researcher), Judy Fangalasuu (National Consultant), Bob Pollard (In-Country Manager)

Tonga: Andrea Bateman (Lead Researcher), Justin Brown (Researcher), Meleoni Uera (National Consultant), David Wyler (in-Country Manager)

Vanuatu: Ray Powell (Lead Researcher), Julie Kos (Researcher), Henry Vira (National Consultant), Kathryn Nako (Consultant), Lou Cochrane (In-Country Manager)

The project benefited greatly from the engagement and input from the seven participating national governments, the National Reference Groups established in each country, the relevant DFAT country posts, TVET authorities and providers, NGOs, employers, regional organisations and a range of other TVET stakeholders. Without their contributions and willingness to work with the research teams, the project would not have been possible.

I would also like to gratefully acknowledge the assistance provided by the Research Steering Committee chaired by Kaye Schofield, the reviewers of draft reports, and the DFAT managers of the project.

The analyses, opinions and conclusions herein do not represent the views of DFAT, national governments, or any other organisation or individual, unless stated otherwise.

Phillip McKenzie
Project Director
ACER

ACKNOWLEDGEMENTS

There are a great number of people who contributed freely of their time and information to help make this study possible. To them all we extend our sincere thanks. They ranged across government ministries, education and training institutions and private TVET providers, state owned enterprises and private corporations.

We would like to single out some for a special vote of thanks. This does not, however, in any way diminish our appreciation of the others who contributed.

We would like to thank Ms Sinate Mualaulau, Acting Deputy Secretary, MoF Budget Division, for agreeing to give of her valuable attention, at some of the busiest times of the year, to act as the Chair of our National Reference Group, and to meet with us outside that forum on a number of occasions. Her insights, advice and support we found extremely valuable.

To all who agreed to serve on our National Reference Group, especially those who were able to attend our meetings, we also extend our appreciation.

The support and assistance of the Fiji Higher Education Commission was valuable to our mission. We thank the Director, Mrs Salote Rabuka and her team, for working closely together with us, and the Chair of the Commission, Dr Richard Wah, for his advice and guidance.

To those across government ministries who gave of their time and knowledge to assist us in our task, especially those in the Ministry of Finance and the Ministry of Education, we say thank you.

The team would also like to thank the principals of the private providers and the CEOs of the state-owned enterprises and private corporations that participated in our fact-finding surveys.

Mr Nezbitt Hazelman, CEO of the Fiji Commerce and Employers Federation, and Michael Wong, CEO of the Fiji Hotel and Tourism Association, gave the team valuable insight into industry and employer perspectives on TVET and for that we are most grateful.

Tina Seniloli and Lori Banks and their development assistance program colleagues at the Australian High Commission, Suva, provided extensive support and assistance.

The team was very ably supported by Scope Global (formerly Austraining International). Particular thanks are due to Daniel Lafu Taufaga for his role as In-Country Manager.

Leo Maglen
Mark Weston Wall
Manaini Rokovunisei

EXECUTIVE SUMMARY

1. This study provides a detailed analysis of the financing of technical and vocational education and training (TVET) in Fiji. The study team commenced its field investigations in August 2013 and completed them in October 2013.

2. The Fijian Country Study Report into the Financing of TVET forms part of a region-wide program *Research into the Financing of TVET in the Pacific,* initiated under Australia's international development assistance program in 2011.

3. The aims of the program, as identified by its *Research Brief,* are to produce, in conjunction with host country governments and TVET stakeholders, a comprehensive empirical analysis of the existing systems for financing TVET in seven Pacific countries (Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands, Tonga and Vanuatu), identify key financing issues within the region, and the policy implications they have for the future financing for TVET, to enable it to be more efficient and effective at both national and regional levels.

4. The first task of the study team, outlined in Chapter 2 of the report, was to determine the scope of TVET in Fiji. The broad definition provided in the *Research Brief* for the purpose of the research is as follows:

   Post-secondary education and training programs designed to develop vocational skills. Degree and higher level programs, and subjects delivered as part of general education by secondary schools, are not included in this definition.

5. The next tasks of the study team were to review the full scope of data available on the operations and finances of the TVET sector so defined, to assess its quality in terms of comprehensiveness, reliability, timeliness etc, to identify where gaps appeared and to devise means of covering those gaps within the time and resources of the study.

6. The team found that whilst there is a considerable amount of published and unpublished, material available that directly or indirectly relates to the TVET sector, there are significant gaps in the public record, and access to unpublished data in some instances proved difficult.

7. In order to augment existing information sources, the study team carried out a number of enquiries of its own:

   - the study team worked closely with MoF to analyse more disaggregated financial information to that published in the annual expenditure estimates;
   - FNU was given a questionnaire seeking detailed up-to-date data on their TVET operations and finance;
   - information templates seeking similar information to that from FNU was administered with the assistance of the line-ministries - such as MoE, MoYS, DoA and DoFF, MoLIRE - that have training programs that fall within the scope of the study;
   - a survey of all private TVET providers was conducted, with the support of FHEC, seeking the same set of information as that asked of the line Ministries;
   - a questionnaire asking APTC to provide detailed up-to-date information on the operations and finance of its Fijian operations, as part of a wider enquiry of all their operations across the Pacific; and

- a small representative survey of employers in the state-owned enterprise and private corporate sectors was conducted, with the support of FBoS and FCEF, seeking information of the extent of the training they provide their employees, and how they fund it.

8. The results of these enquiries, combined with the information available from existing official sources and previous commissioned studies, are analysed in Part IV of the report. Prior to that, however, Part II summarises country background material necessary in a study such as this, and Part III sets TVET in Fiji in context.

9. Part IV of the report contains five chapters, each focusing on a different aspect of the financing of TVET in Fiji:

    - Chapter12 summarises the overall financial state of TVET, and concludes that taken together, expenditure on TVET across the sector accounts for around 1.5 to 1.6 percent of GDP;
    - Chapter 13 traces the intricacy of the financial mechanisms that channel funds to and within the sector;
    - Chapter 14 looks in detail at the revenue and expenditure patterns within the sector and its component parts;
    - Chapter 15 describes the study team's survey of employer training, and analyses what it revealed about the nature of the training organisations provide for their workforces, and how it is resourced; and
    - Chapter 16 estimates, where possible, the unit costs of TVET provision in Fiji, and discusses their implications for internal and external efficiency of training.

10. Part V of the report draws the strands together, by identifying what the study team regarded as the key issues, and what their policy implications might be.

    - The team regarded the sector as still in a state of flux, given the momentous changes that have occurred over the last six or so years. These have not yet been played out, but are presenting opportunities as well as challenges, both of which need careful management and clear leadership.
    - The emerging role of FHEC is crucial in guiding the sector over the medium to long term. The Commission needs its independence and standing to be enhanced, and for funding adequate to its multiple tasks assured.
    - Comprehensive, reliable and frequently updated information - about the TVET sector (and PSET more generally), and about the employment and economic environment it interacts with - is at an absolute premium, if FHEC is to fulfill its multiply mandates as regulator, assurer of quality, and funding conduit. Unfortunately these respective information bases are in a parlous state, and are in urgent need of upgrading.
    - Whilst the standard MoF budget framework is capable of being used to identify and monitor expenditure on TVET, it is operating far from its potential in this respect. This is especially evident with respect to budget allocations to FNU. In annual budget expenditure estimates they are but one part of a one line figure for higher education institutions.
    - A lack of transparency is also evident with respect to the operations of the national training levy grant scheme. Information about how this absolutely key funding mechanism for TVET, and one special to Fiji in this region, operates is not available publicly.
    - The funding of APTC's Fijian operations and elements of Australia's regional scholarship schemes are the only two components of development partner assistance to the sector. According to MoF sources, no other donor funded

programs (grant aid-in-kind) or payments from soft loans are being channeled into the sector. Whilst Australia is the country's largest development partner, and the only substantial provider of assistance to the sector, all of this so far has been through its regional program, and none has been forthcoming to national providers through its bilateral program.

- Tuition fees as an additional source of income for the TVET sector have only limited potential.

PART I: INTRODUCTION

CHAPTER 1. BACKGROUND AND PURPOSES OF THE STUDY

1.1 INTRODUCTION

This report provides a detailed analysis of the financing of Technical and Vocational Education and Training (TVET) in Fiji.

The report forms part of the study *Research into the Financing of TVET in the Pacific* initiated by the Australian Agency for International Development (AusAID). In April 2012 AusAID contracted the Australian Council for Educational Research (ACER) to conduct the study. ACER is leading a consortium including Scope Global (formerly Austraining International) which is responsible for logistics, in-country support and employment of national consultants) and specialist research consultants.

The research aims to produce, in conjunction with host country governments and TVET stakeholders, a comprehensive empirical analysis of the existing systems for financing TVET in up to seven Pacific countries (Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands, Tonga and Vanuatu), identify key financing issues within the region, and identify policies through which future financing for TVET could be made more efficient and effective at both national and regional levels.

The overall project ran from 2012 to 2014, with the seven country studies being conducted in two stages. The timing of the fieldwork in participating countries is outlined in Table 1.1. The Fiji country study forms part of Stage Two fieldwork.

Table 1.1 Countries participating in the research

Stage One (fieldwork in 2012)	Stage Two (fieldwork in 2013)
Samoa	Fiji
Tonga	Kiribati
Vanuatu	Solomon Islands
Papua New Guinea (Phase 1)	Papua New Guinea (Phase 2)

The individual country studies are based on a common conceptual framework and research approach intended to facilitate synthesis and comparative analysis.

This report provides the Fiji country study. It initially comprised a draft report that was reviewed by the National Reference Group (NRG) established by the country team, the Research Steering Committee established by AusAID and later managed by the Australian Government Department of Foreign Affairs and Trade (DFAT), and external reviewers. The revised draft report was presented at a national forum held in Suva in February 2014 before being finalised.

1.2 RESEARCH OBJECTIVES

Developing vocational and technical skills and enhancing employability are strategic objectives in the Pacific Islands Forum's *Pacific Plan for Strengthening Regional Cooperation and Integration* (2007), Australia's *Port Moresby Declaration* (2008) and the Forum Education Ministers' *Pacific Education Development Framework* (2009).

Background research for the *Research Brief* developed by AusAID (2011) concluded that, to help achieve skills development and employability objectives, national governments, donors and other TVET stakeholders need a comprehensive understanding of public and private investment in TVET, taking into account the sources of funding, costs of services, size and patterns of expenditure, financing mechanisms, and outcomes delivered. Nevertheless, the research concluded there is a dearth of up-to-date information about these aspects of skill development in the Pacific.

The research is intended to help fill this gap by:

a) identifying the current public and private sources of capital and recurrent funding for TVET and the relevant expenditure from each source;
b) identifying where expenditure is directed, taking account of the participation of females and males, and through what distribution mechanisms;
c) identifying the TVET outcomes provided for the funds allocated, including a comparison of the costs of TVET training between different types of providers, fields and level of training, duration, mode of delivery and geographic location; and
d) assessing the strengths and weaknesses in different contexts of different financing mechanisms being used and identifying financing mechanisms that are more likely to ensure financially sustainable TVET systems.

This is <u>not</u> a study of all aspects of TVET. It is focusing on the financing of TVET. The research is guided by the following over-arching questions:

1) What are the current sources of post-secondary TVET finance? Will they sustain a quality TVET system? Why / Why not?
2) How efficient and effective is the current use of TVET funding? How could it be improved?

The broad definition of TVET provided in the *Research Brief* for the purpose of the research is as follows:

> *Post-secondary education and training programs designed to develop vocational skills. Degree and higher level programs, and subjects delivered as part of general education by secondary schools, are not included in this definition.*

Chapter 2 of this report details how this definition was applied in the Fijian context, to determine the scope of TVET to be included in the Fijian study.

The *Research Brief* asks the study to address at a minimum the following questions:

Sources of funding

- What are the current public and private sources of capital and recurrent funding for TVET?
- What is the relative contribution from each source in terms of the overall funding of TVET?
- What is the level of reliance on donor funding?
- What is the level of reliance on foreign private funding, and are there strategies in place to limit risks if there is a danger of funding being removed at short notice as investment decisions change?
- What non-financial inputs are provided for TVET, from what sources, and what is their estimated value?

Expenditure

- What is the overall level of public and private expenditure on TVET?
- What is the total government expenditure on TVET as a proportion of total government expenditure and what is the relative contribution of national and provincial governments?
- What is TVET's share of the education sector budget?
- To what extent is there a gap between budget allocation to TVET and expenditure?
- Where is expenditure directed, and through what allocative mechanisms?
- What proportion of expenditure on TVET could be defined as quality related expenditures?

Cost of TVET Services

- What is the most useful unit of analysis for assessing the costs of TVET services?
- What are the TVET services provided for the recurrent funds expended, and can they be quantified?
- What are the comparative costs of TVET between different types of providers?
- What proportions of total costs are costs of wages and salaries, materials/consumables, and infrastructure?
- What is the cost of capital?
- What areas offer the greatest potential for improved cost efficiency?

Financing Mechanisms

- What funding mechanisms are currently being used to finance or co-finance TVET?
- How efficient and effective are these different mechanisms? To what extent are they responsive to demand from industry, communities and individuals? To what extent are they being used to promote inclusion of groups at risk of labour market and social exclusion?
- How successful are these mechanisms in providing the country with a predictable and sustainable source of financing for skills development?
- What policy measures are in place to improve diversification and sustainability in funding mechanisms?
- Is the existing funding model sustainable if access to TVET is to be expanded?
- What changes would ensure more financially sustainable and demand-based national TVET systems?

This report addresses these questions for Fiji to the extent possible with the time and resources available.

1.3 STRUCTURE OF THE REPORT

The report is structured in five main parts. (The other country reports are using a similar structure.) Chapter 2 completes Part I by providing a detailed description of the research approach used in Fiji, including the data collection instruments that were developed. Part II (Country Background) contains Chapters 3-7 that outline the broad national context of Fiji.
In Part III (TVET in Context) Chapters 8 to 11 provide a detailed description of TVET institutions and activities in Fiji, and discuss access to educational opportunities, the contribution of TVET to economic developments, and developments and issues concerning the quality of TVET.

Part IV (The Financing of TVET) presents the main findings and analyses from the study. TVET funding and expenditure patterns and trends are presented and analysed in Chapters 12 and 14. The financial mechanisms that channel resources into and throughout the TVET sector are identified and analysed in Chapter 13. Chapter 15 details the study team's pilot survey on enterprise training and its funding, and in Chapter 16 unit costs of TVET delivery are estimated, and their use in evaluating the efficiency of TVET delivery is assessed.

In Part V (Issues and Policy Directions) the overall conclusions of the study are summarised, key issues identified, and broad policy directions identified for consideration by the Government of Fiji, other TVET stakeholders, and development partners.

Further details on the study are provided in the annexes. Annex 1 provides the scope and objectives set out in the *Research Brief*. Annexes 2-5 include the data collection templates developed for different aspects of the study. Annex 6 provides the classification and coding systems used in the data collection and recording. The people and organisations involved in consultations during the fieldwork are listed in Annex 7, and the members of the National Reference Group for the study are provided in Annex 8.

CHAPTER 2. RESEARCH APPROACH

The research brief for this study of the financing of TVET in Fiji includes the systematic gathering and analysis of information under four broad headings:[1]

- Sources of funding for TVET
- Expenditure patterns and trends in TVET
- Financial mechanisms for channeling funds to and facilitating expenditure on TVET
- Costs of TVET delivery

2.1 DEFINING TVET IN FIJI

The first task was to determine the scope of TVET in Fiji. As noted in Chapter 1, the broad definition provided in the research brief is:

> *'post-secondary education and training programs designed to develop vocational skills. Degree and higher level programs, and subjects delivered as part of general education by secondary schools, are not included in this definition.'*

In refining this definition for the purposes of the Fiji study, background documents were reviewed and the National Reference Group was consulted. Based upon the general framework developed to guide the overall study, a matrix has been developed that identifies TVET programs by: (a) the skill categories and levels they seek to develop; and (b) by the institutions that offer them. Skill categories and levels are in turn identified according to the qualification levels they are pitched at, and the occupations to which they are directed. The qualification levels are those of the Fiji Qualifications Framework (FQF), developed by the Fiji Higher Education Commission (FHEC) and occupations are classified according to the International Standard Classification of Occupations, (ISCO) 2008 version.[2]

Institutions identified as providing structured TVET programs are classified according to whether they are public;[3] private or regional TVET providers, other Government of Fiji (GoF) line Ministries and agencies that offer TVET-type programs, and employers in the state-owned enterprise (SOE) and private corporate sectors.[4] The matrix is shown in Figure 2.1. The scope of the TVET sector in Fiji as used in this study is depicted in green.

The parameters of the TVET sector for the purpose of the study are therefore defined by the following:

TVET qualification levels

FQF Certificate levels 1, 2, 3 and 4, Diploma level 5 and Advanced Diploma level 6.

ISCO-08 major (first digit) occupational groups serviced by TVET

3. technicians and associate professionals
4. clerical support workers

[1] See Annex 1.
[2] See Annex 6 for the classification and coding systems used in this study.
[3] These include privately-owned schools and centres that are wholly funded by government.
[4] Exclusions – police and fire services, nursing and school teacher training, and unstructured training conducted in the informal, non-wage- economy.

5. service and sales workers
6. skilled agricultural, forestry and fishery workers
7. craft and related trades workers
8. plant and machine operators, and assemblers

Figure 2.1 Scope of the study: the skills/employment/training matrix for Fiji

level of skills training (Fiji Qualifications Framework)		occupational skill category [ISCO 08]		TVET providers			
				training institutions			in-house training by employers in public and private sectors
				public	private	regional	
10	doctoral	1/2	managers/ professionals	*University of Fiji *FNU degree and graduate programs in CAFF, CBHT, CEST, CHE, CMNHS	* Theological colleges	*USP advanced diploma, degree and graduate programs	
9	masters						
8	post-graduate cert/dip						
7	bachelor degree						
6	advanced diploma	3	technicians and associate professionals				
5	diploma						
3/4	trade certificate	4	clerical support workers	*NTPC at FNU *FNU TVET programs in CAFF, CBHT, CEST, CHE, CMNHS *Tutu Rural Training Centre *2 Forestry and timber training centres	*80 Vocational Training Schools funded by Ministry of Education *27 Private Registered and Recognised Training Providers under FHEC *Other non-recognised or registered providers	*APTC *USP RCCCE programs *SPC Community Education and Training Centre	*Training levy Method A employers *Training levy Method B employers
		5	service and sales workers				
		6	skilled agricultural, forestry and fishery workers				
		7	craft and related trades workers				
1/2	semi-skilled/ operative	4	clerical support workers	* 4 Ministry of Education Vocational Training Schools *Ratu Mara College *Suva Vocational College Vivekananda Technical Centre *MoYS Youth Training Centres *MoLIRE National Employment Centres *MWSWPA community-based short courses * Min. of iTaukei CATD			
		5	service and sales workers				
		8	plant and machine operators, and assemblers				
	basic manual	9	elementary occupations		* Fiji Vocational Technical Training Centre for Persons with Disabilities		on-the-job training

Note: The sections shaded green are defined as the scope of TVET for the purposes of the study.

TVET provision

Public providers

- Fiji National University (FNU) - TVET programs conducted through its five colleges and their constituent schools, departments and divisions
- FNU - National Training and Productivity Centre (NTPC)
- Ministry of Education (MoE) – four government-owned vocational schools and centres
- MoE - Ratu Mara College
- MoE - Suva Vocational College
- MoE – Vinekananda Technical Centre
- Ministry of Youth and Sports (MoYS) – four youth training centres

- Ministry of Agriculture (MoA) – Tutu Rural Training Centre (run by the Marist Brothers)
- Ministry of Forests and Fisheries (MoFF) – a forestry training centre and a timber industry training centre
- Ministry of iTaukei Affairs (MoiTA) – Centre for Appropriate Technology Development (CATD)
- Ministry of Labour, Industrial Relations and Employment (MoLIRE) - National Employment Centres (NEC) short-course training programs
- Ministry of Women, Social Welfare and Poverty Alleviation (MoWSWPA) - community-based short-course training programs

Private providers

- MoE – 80 privately-owned vocational schools and centres
- Fiji Higher Education Commission (FHEC) – 26 recognised and/or registered private training providers

Regional providers that have programs in Fiji

- Australia-Pacific Technical College (APTC)
- University of the South Pacific (USP) Centre for Community and Continuing Education (CCCE)
- Secretariat of the Pacific Community (SPC) Community Education and Training Centre (CETC)

Other structured training providers

- Fiji Vocational Technical Training Centre for Persons with Disabilities (FVTTCPD)

TVET regulators

- Fiji Higher Education Commission (FHEC)
- National Training Levy Grant Scheme – levy collected, managed and disbursed as grants by FNU
- National Apprenticeship Training Scheme - managed by NTPC at FNU
- National Trade Testing - managed by NTPC at FNU

These Government of Fiji (GoF) agencies are included because they play a key role in the regulation of and support for the TVET sector.

FHEC reports to the Minister for Education, and has an overview and quality assurance function for the whole of the post-school education and training sector, of which the TVET sector forms a part, alongside the higher education sector. It has responsibility for the development of the FQF; the recognition and registration of training providers and the accreditation of courses.

The *National Training Levy Grant Scheme, National Apprenticeship Training Scheme* and *National Trade Testing* have only recently been transferred to FNU. Prior to 2010 they were under the umbrella of the stand-alone Training and Productivity Authority of Fiji (TPAF), the forerunner of NTPC.

2.2 DATA REQUIREMENTS

Analysis of financial flows and mechanisms, the estimation of unit costs of TVET provision and assessment of TVET program outcomes require a solid base of comprehensive, reliable, current and frequently up-dated information. The key data requirements identified for the study comprised the following fields and sub-fields.

TVET program details

Program offerings
- course levels, fields, duration etc
- fees and student assistance
- maximum student contact hours

Student numbers
- enrolments, new and total
- graduates (successful completions)
- student training hours
- student outcomes (tracer data)

Staffing
- staff numbers and categories
- equivalent full-time staff
- teaching loads, etc

Funding sources
- GoF annual budget allocations - MoF
- National Training Levy
- Targeted ODA grants
  - Australian Government
  - NZAID
  - others
- Student fees
- Sale of products and services
- Industry/employer contributions
- Churches and community/charity organisations
- Other sources

Expenditure categories – planned and actual

Recurrent (operating) expenditure
- Personnel – staff salaries and other emoluments
- Maintenance and other operating expenses (MOOE) – utilities, teaching materials and consumables, etc
- Overhead expenses – e.g. pro-rata share of general institutional costs of administration

Development expenditure – staff development, curriculum development and so on
Capital programs – civil works, buildings, equipment

Scholarship and other student assistance programs.

Scholarships and other forms of student assistance (living allowances, rent assistance, subsidized accommodation, etc) are transfer payments, and hence are both an expenditure item and a source of income)

2.3 AVAILABLE INFORMATION SOURCES[5]

The team undertook a thorough review of the data that were available for Fiji. The review consisted of an extensive web-based search, and the assembly of existing published and unpublished material obtained from stakeholders over the period July to October 2013. Advice on data availability was also sought from the National Reference Group established for the study. The main purpose of the reviews and consultations was to minimise additional data requests, and to confine any new data collections to filling data gaps.

The following list summarises the main sources of available data that were identified.

(a) Published and unpublished documents of Government of Fiji ministries and agencies[6]

(i) Strategic planning documents

Ministry of National Planning, *Fiji's National Development Policy Framework: Roadmap for Democracy and Sustainable Social and Economic Development 2010-2014,* December 2009
Ministry of Strategic Planning, National Development and Statistics, *National Strategic Human Resource Plan, 2011-2015*, August 2011
Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *2012-2014 Education Sector Strategic Development Plan*
Public Service Commission: *Strategic Plan, 2011-2014*
Fiji Higher Education Commission, *Strategic Plan, 2012-2015*

(ii) Budget documents

Ministry of Finance, *Budget Estimates, 2013*
Ministry of Finance, *Economic and Fiscal Update – Supplement to 2013 Budget Address*, November 2012

(iii) Annual corporate and business plans

Ministry of Strategic Planning, National Development and Statistics, *Annual Corporate Plan for Financial Year ended 31 December 2012*
Ministry of Finance, *Annual Corporate Plan, 2013*
Ministry of Education, National Heritage, Culture and Arts, *Annual Corporate Plan for Financial Year ended 31 December 2013*
Ministry of Education, National Heritage, Culture and Arts, *2013 Annual Business Plan*
Ministry of Labour, Industrial Relations and Employment, *Annual Corporate Plan, 2012*

(iv) Annual reports and statistical bulletins

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Annual Report, 2012*
Ministry of Youth and Sports, *Situational Analysis of Youths in Fiji, 2011 Report*
Fiji Bureau of Statistics, *2008-2009 Household Income and Expenditure Survey (HIES)*
Fiji Bureau of Statistics, *2010-2011 Employment and Unemployment Survey (EUS), Preliminary Findings*, December 2012
Fiji Bureau of Statistics, *Key Statistics, December 2012*
International Finance Corporation-World Bank *Enterprise Survey – Fiji*, 2009
http://www.enterprisesurveys.org/Data/ExploreEconomies/2009/fiji#workforce--sector

(v) Official Development Assistance (ODA)

[5] A full list of all documents and web-based material cited is contained in the References.
[6] Available in hardcopy or as pdf files downloadable from GoF websites.

Two extremely informative websites describe the nature of ODA to Fiji and the planning and administrative mechanisms involved.
http://www.foreignaffairs.gov.fj/trade-policy/international-cooperation/oda-to-fiji
http://www.foreignaffairs.gov.fj/trade-policy/international-cooperation/strategic-planning-and-decision-making-machinery-of-government

(b) Published and unpublished documents of major TVET providers

(i) Fiji National University

FNU's website contains details of TVET program offerings and course fees
http://www.fnu.ac.fj
Fiji National University, *FNU Finance Policies, Adopted 2010 - Revised December 2012*
Fiji National University, *FNU Strategic Plan 2020;*

(ii) Ministry of Education, Department of TVET

Ministry of Education, *Strategic Direction of TVET, 2008-2012*

(iii) The University of the South Pacific

The University of the South Pacific, *Strategic Plan, 2013-2018*
University Grants Committee for the University of the South Pacific, *Report: 2013-2015 Triennium*, September 2012
The University of the South Pacific, *Council Approved Annual Plan, 2013*, November 2012
The University of the South Pacific, *Annual Report, 2012*

(iv) Australia-Pacific Technical College

Australia-Pacific Technical College, *APTC Annual Report and Plan: Report 1 July 2011 to 31 December 2011; Plan 1 January 2012 to 30 June 2012*.
Australia-Pacific Technical College, *APTC 2012-13 Annual Report and Plan*
Australia-Pacific Technical College, *APTC 6-Monthly Progress Report, June 2012*
Australia-Pacific Technical College*, APTC Quarterly Activity Report, Quarter 1 (January – March) 2013*

(c) Published and unpublished documents of development partners

(i) Australian Government

Strategic parameters for development assistance to education sector in the Pacific are set out in:

The Pacific Education and Skills Development Agenda (PESDA), June 2011
Regional Program Annex to PESDA – Discussion Paper, July 2013
The Pacific Education and Skills Development Agenda and Delivery Strategy 2013-2021, August 2013
Pacific Tertiary Education Strategy 2020, Draft 4, 25 June 2012

Details of Australia's bilateral assistance programs in Fiji are contained in the following documents

The Fiji Annual Program Performance Report 2011, September 2012
Fiji Country Strategy 2012-2014, 2012
Australian aid to Fiji: Working together for better health, better education, better livelihoods, AusAID, March 2013

(ii) Other development partners

Japan's ODA: Rolling Plan for the Republic of Fiji, Embassy of Japan in the Republic of Fiji, April 2012

New Zealand - http://www.aid.govt.nz/where-we-work/pacific/fiji
European Union - http://eeas.europa.eu/fiji/index_en.htm

(d) Commissioned Reports

Brady P., Gorman A., Johanson R. and Naisele E., *Technical-Vocational Skills Development in Fiji*, Technical Assistance for Implementation of Pacific Education Strategy: Skills *Development*, ADB Project No. TRA 38634, for Pacific Islands Forum Secretariat, June 2007

Sharma A. and Naisele E., *Technical Vocational Education and Training: 'The Master Key' – Review of Functions of FIT, TPAF and Other TVET Providers*, for the Ministry of Education, National Heritage, Culture and Arts, June 2008.

Price Waterhouse Cooper. *Fiji National Budget 2011*, December 2010

Review of Australian and New Zealand Support for the University of the South Pacific, 2010-2012, Draft version 3.1, ERF.AusAID, January 2013

(e) Other documents

Robin Nair, *Australia-Pacific Technical College (APTC),* Submission to Australian Government Independent Review of Aid Effectiveness, June 2011

Robin Nair, *Critical Analysis of the Australian-Pacific Technical College (APTC)* – undated and unpublished

2.4 HOW USEFUL ARE THESE INFORMATION SOURCES TO THE STUDY?

What is clear from above is that there is a considerable amount of material available that is relevant to the study of financing TVET in Fiji. The plethora of official websites provide access to a wide range of current information regarding the overall state of the Fiji economy. Strategic planning documents and ministerial annual corporate plans also provide a clear sense of direction for their respective areas of responsibility. However, whilst the importance of TVET in the economic and social development of Fiji is often acknowledged, there is little available at this level that is directly related to the TVET sector and its financing. Indeed, there is little recognition or identification of TVET as a sector, in the manner in which it has been defined in this study.

Previous commissioned reports are out-of-date, not only in terms of time lapse, but in the years since the Brady *et al* and Sharma and Naisele reports, and ADB's *Skilling the Pacific*, were written the TVET sector in Fiji has undergone substantial change.

FNU was established in 2009 through the amalgamation of five previous stand-alone post-secondary education and training institutes, including the Fiji Institute of Technology (FIT), and with the further absorption of what had been the Training and Productivity Authority of

Fiji (TPAF) as the National Training and Productivity Centre (NTPC).[7] These changes not only rendered FNU virtually the sole public provider of post-school TVET in Fiji, the inclusion of NTPC also brought under the province of the university the country's apprenticeship training and trade testing schemes and its training levy grant scheme.[8] Only limited information about the operations and financing of these three important schemes is so far publicly available from FNU.

Recent years have also seen the establishment, within MoE, of the FHEC, with its key role in the development of the FQF, the recognition and registration of all training providers and the accreditation of their training courses. The information FHEC is making publicly available, including concerning its costed medium-term strategic plans, is very useful.

(a) the planning and budgeting environment

MoF publishes annual budget estimates, the most recent being for 2013. They are broken down by budget *head* (generally a ministry or agency), *program* and *activity.* Each activity is further classified into ten *standard expenditure groups (SEGs).* Annual budget estimates are presented in a rolling five-year medium-term expenditure framework (MTEF).

As useful as this budgetary structure and framework is, however, as a source of information on expenditure on training, and on TVET in particular, within ministry and agency budgets, the published estimates are of limited value. In only a few instances is training identified as either a program or an activity. Budget allocations to FNU and its TVET programs are aggregated under a single head, along with MoF allocations to other higher education institutions. FNU's total annual budget allocation is identifiable only as a single figure for its operating budget and one for its capital appropriation.

Chapter 13 looks more closely at MoFs budgetary procedures, and what they reveal about the financing of TVET

(b) donor assistance to the sector

There is a variety of sources of information regarding official development assistance to Fiji ranging from international compendiums such as those maintained by OECD-DAC[9] and the World Bank, to reports of individual development partners, to MoF publications such as the *Economic and Fiscal Update – Supplement to 2013 Budget Address* of November 2012. Generally, however, the sectoral breakdown of aid programs does not extend to the level of TVET, but rather stays at the more general level of education and training. The main exceptions to this are the reports and plans published by the Australian Government for APTC.

(c) TVET provided and/or funded through line Ministries

MoE through its vocational schools, MoYS through its youth training centres, MoPI/DoFF through its forestry training centres and MoLIRE through its training activities linked to its National Employment Centres, are the line Ministries that provide training in addition to their own staff. Information relating to course offerings is readily available, however, up-to-date and comprehensive data relating to student enrolments and graduations, staffing, course duration and financing are generally lacking.

[7] Republic of the Fiji Islands, *The Fiji National University Decree, 2009* (Decree No.39 of 2009, and Republic of the Fiji Islands, *The Fiji National University (Amendment) Decree, 2010* (Decree No.58 of 2010)

[8] These three elements of TVET in Fiji were originally lodged with the Fiji National Training Council (FNTC) the forerunner of TPAF, under Chapter 93 of the Laws of Fiji *Fiji National Training*, June 1973

[9] Organisation for Economic Cooperation and Development, Development Assistance Committee

(d) TVET provided through FNU

The FNU website and brochures contain details of courses offerings, student fee schedules and other general information. However, at the time of writing (November 2013), FNU had not posted on its website any strategic, corporate or annual plans, nor any annual reports or statistical bulletins.

Information that would enable the distinction to be drawn between FNU's higher education and TVET operations – with respect to course enrolments and graduations, course duration, staffing or expenditure breakdowns – is not as yet publicly available.

(e) private provision of TVET

The training provider recognition and registration processes of the newly established FHEC enables the identification of private training providers in Fiji. A few of these produce annual statistical and financial reports, however, on the whole the publicly available data set for this area of the TVET sector is patchy and incomplete

(f) regional TVET providers

APTC provides extensive data relating to course offerings, enrolments and graduations for the Pacific countries in which it operates, including Fiji. Detailed financial reporting however is not published, but has been made available for the purposes of this study.

Information relating to the non-financial aspects of programs run though USP's Regional Centre for Community and Continuing Education (RCCCE) is accessible, but only limited information regarding its finances are available through USP reporting.

(g) employer provided workforce training

The Fiji Bureau of Statistics (FBoS) has not undertaken surveys of enterprises in recent years and the nature and incidence of workforce training has not been canvassed. Employer groups in Fiji have not surveyed their members on this issue either. However, in 2009 Fiji participated in an International Finance Corporation (IFC) supported enterprise survey program in which 164 Fijian enterprises were included. One area of enquiry was the extent of workforce training.

(h) the regulatory framework for TVET

As part of its process of recognition and registration for training providers FHEC requires those applying to furnish the commission with extensive data relating to the institution's training programs, enrolments, staffing and finances. This is potentially a rich source of information regarding the TVET sector. As yet, however, FHEC has not published this data in aggregate and summary format.

Table 2.1 attempts to summarise the situation across the TVET sector, and across the categories of available material. The summary refers to the availability of data in terms of the study's particular needs. It does not relate to other aspects of the information included in the documents and reports concerned.

Table 2.1 Summary of available documentary source material on TVET

information source	FNU				MoE		MoYS	MoLIRE	MoA	MoFF	private providers	regional providers		FHEC
	all activities	TVET programs	apprentice program	National Training Levy	all activities	TVET programs	YTCs	NEC programs	Agric college	Forestry TCs		APTC	USP - RCCCE	
websites/brochures														
strategic plans														
annual corporate plans														
annual MoF budget allocations														
annual budgets all sources														
annual reports														
statistical bulletins														
donor strategies and plans														
donor annual reports														
commissioned reports														

descriptive – general, non-quantitative information

current , with useable TVET and financial data

current financial data, but no useable TVET statistics

current , with useable TVET statistics, but without financial data

out-of-date or incomplete, with limited TVET statistics and financial data

no reports available

2.5 APPROACH TO FILLING INFORMATION GAPS

As well as reviewing all available information sources, the study team pursued a six-pronged approach to information gathering. This was based on the data collection framework developed to guide the overall study as adapted to each participating country's context.

- The team sought to work closely with staff in MoF and in MoSPNDS to identify as closely as possible annual appropriations (in MTEF format) for line ministry and agency training programs and activities across the scope of the national budget. Its objective was to estimate the nature and extent of the budgetary contribution to TVET financing.

- The team approached directly the two major post-secondary TVET providers - FNU and APTC - for detailed information about their TVET courses, students and staffing and about their revenue sources for and expenditure on TVET. Customised data collection templates were prepared for each institution, upon which to record the data being sought. A copy of the FNU data template is contained in Annex 3

- Vocational schools and training centres owned, managed and/or financed directly by the line Ministries MoE, MoYS, MoPI/DoFF and MoLIRE, were not canvassed directly, but information was sought for them through the ministries themselves. Each ministry was provided with a customized data collection template asking for the same type of information as asked of FNU and APTC. A copy of the master template is contained in Annex 2.

- A list of private TVET providers was drawn up by FHEC from organisations seeking recognition and registration through the Commission. These were surveyed directly by the project team, using a survey instrument requesting the same information as that asked of the public and regional TVET providers. A copy of the private provider questionnaire is contained in Annex 4.

- A pilot survey was designed and conducted by the team that sought to elicit information from a small selection of employers in the state-owned enterprise (SOE) and private corporate sectors, regarding the nature and amount of training they provide or sponsor for their employees, particularly those employed in the range of occupations and with qualifications within the scope of TVET.

  A draft survey instrument was approved by FBoS, and a small representative (but not randomly selected) sample of enterprises was drawn up from amongst the membership of the Fiji Commerce and Employers' Federation (FCEF). The survey was conducted with the support of the FCEF and the Fiji Hotel and Tourism Association (FHTA). A copy of the enterprise training survey questionnaire is contained in Annex 5.

  Details of how the survey was conducted, the results it produced and the lessons that were learnt from it, are contained in Chapter 15.

- The team conducted an extensive series of meetings and interviews with as many stakeholders and their representatives as time permitted, in order to provide as clear an understanding of the TVET sector, how it is conducted and resourced, as possible. In this aspect of the study the team was greatly helped by the National Reference Group (NRG) that was established to provide guidance and support to the team during its information collecting mission. Details of the NRG, its composition, functions and meetings, are contained in Annex 8, and comprehensive lists of people consulted and institutions visited are contained in Annex 7.

2.6 INDICATIVE QUALITY OF THE INFORMATION COLLECTED

During its mission to identify, collect and collate all relevant information regarding the TVET sector in Fiji, and its resourcing, the study team found that data fall into one or other of the following categories:

- data that are readily available in published form;

- administratively data – data that already are collected for routine management or administrative purposes, or as a regulatory requirement, but which, although not published, are nonetheless readily accessible on request, with the cooperation of those whose data they are; and

- data that are not collected, but which are accessible by the team through specially designed surveys, conducted with the agreement and cooperation of the participants.

Table 2.1 summarises the range and usefulness of category (a) data, and Section 2.5 outlines the way in which the team approached the task of collecting and collating data in categories (b) and (c). Together they enabled the study team to put together a data set that encompasses a spectrum of TVET financing, provision and regulation not previously assembled in Fiji.

The team's assessment of the scope of this information base and the quality of its constituent parts is presented in Tables 2.2 and 2.3. The former focuses upon the range of non-financial data required by the study, and the latter upon its financial data requirements.

Table 2.2 Indicative quality of non-financial information on TVET sector programs for the study's purposes, from all study sources

data item	FNU		MoE	MoYS	MoLIRE	MoA	MoFF	private providers	regional providers	
	TVET programs in colleges	NPTC programs	vocational schools	YTCs	NEC programs	Agric college	Forestry TCs		APTC	USP - RCCCE
Program offerings										
course levels, fields, etc										
fees and student assistance info										
student contact hours										
Student numbers										
enrolments										
graduates										
student training hours										
student outcomes (tracer data)										
Staffing										
staff numbers and categories										
teaching loads, etc										

current and comprehensive
current, but not comprehensive
patchy, not current and/or comprehensive
no data currently available

Table 2.3 Indicative quality of TVET sector financial data, from all study sources

data item	FNU			MoE		MoYS	MoLIRE	MoA	MoFF	private providers	regional providers		TVET regulators	
	overall	TVET programs in colleges	NPTC programs	general	vocational schools	YTCs	NEC programs	Agric college	Forestry TCs		APTC	USP - RCCCE	FHEC	NPTC
government budget allocations														
recurrent											n/a	n/a		
development											n/a	n/a		
capital											n/a	n/a		
other revenue sources														
National Training Levy/Grant				n/a							n/a	n/a	n/a	
AusAID direct support	n/a					n/a	n/a						n/a	
other ODA direct support						n/a	n/a						n/a	
student fees				n/a			n/a						n/a	
sale of services				n/a			n/a						n/a	
other eg apprenticeships				n/a		n/a	n/a						n/a	
other funding sources				n/a			n/a						n/a	
Total funding				n/a										
actual expenditure														
recurrent				n/a										
personnel				n/a										
MOOE				n/a										
development programs				n/a										
capital works				n/a										
Total expenditure				n/a										
student assistance				n/a									n/a	n/a

current and comprehensive
current, but not comprehensive
patchy, not current and/or comprehensive
no data currently available
n/a not applicable

What is immediately evident from even a cursory view of these two tables is not just the generally high quality of the data the team was able to collect with the cooperation and participation of a wide range of TVET stakeholders, but also the information that is so far conspicuously missing.

FNU is the flagship of the sector – it is by far the largest provider of TVET programs in Fiji, and manages of the country's apprenticeship and training levy-grant schemes. At the time of writing this report, detailed information about the TVET elements of FNU has not been made available to the team.

The introductory section of the report concludes with the reaffirmation that a key focus of this study is to assist with developing capacity for TVET financial data collection and use. A number of gaps and limitations in the available data in Fiji have been identified. This study has been able to go some way to filling some of these gaps, albeit in a limited and one-off way.

In Part V the salient issues that have arisen in the course of investigating the financing of TVET in Fiji are identified and discussed, and broad policy directions for the Government of Fiji, sector stakeholders and development partners, are canvassed.

Needless to say, the financing of TVET, in any country, does not occur in a vacuum. To appreciate its scope and potential, and its limitations, its investigation must be grounded in the background of the country, and conducted in the context in which TVET is set. It is to these considerations – background and context – that Parts II and III of this report first turn.

PART II: COUNTRY BACKGROUND

CHAPTER 3. GOVERNMENT, CULTURE, RELIGION AND GEOGRAPHY

3.1 GOVERNMENT AND ADMINISTRATION

After more than three millennia of tribal rule and some bloody political struggles, Fiji was ceded to the British by paramount chief Cakobou in 1874 (Scarr 1984). The administration quickly formed the Great Council of Chiefs, to advise on how best to govern and preserve the *iTaukei* or indigenous population. One of the early government decisions, and one that was to have far reaching and unintended consequences, was the policy of bringing in indentured Indian labour to underpin the economy.

In 1970, following nearly 100 years as a colony, the country gained its independence and adopted a constitutional democratic form of government based on the Westminster model, and with two houses of parliament.

A new constitution, the fourth since 1970, has recently been developed under the tenets of the *People's Charter for Change, Peace and Progress* (National Council for Building a Better Fiji 2008), and the *Roadmap for Democracy and Sustainable Socio-Economic Development 2012-2014* (Ministry of National Planning 2009). Elections were held in 2014.

The Constitution of the Republic of Fiji (2013) establishes a single chamber, 50 member parliament, with the President as the Head of State. After a general election, the prime minister is to be appointed by the president, with the position automatically going to the leader of the party or coalition controlling the parliament. The constitution allows for an executive, a legislature and a judiciary, and the authority and power to make laws for the State is vested in the parliament.

Administratively Fiji consists of four divisions, central, eastern, northern and western, and the dependency of Rotuma. Divisions are further divided into provinces, and each of these has a number of districts that are made up of village units. Central administration is undertaken by 20 or so ministries and 50 national agencies (commissions and authorities). Ministries are headed by ministers and permanent secretaries, with the Permanent Secretary of the Prime Minister's Office as head of the civil service.

3.2 RELIGION AND CULTURE

Until the mid-1800s, the tribes of Fiji lived a life of faith under the tenets of a rich and complex primitive religion, based on oral tradition and incorporating human sacrifice and cannibalism. With the appearance of Methodist missionaries, and the conversion of the paramount chief Cakobou, the gradual march of world religions into Fiji began. The legacy of the arrival of indentured Indian labourers, commencing in the late 1800s and ending in the early 1900s, has resulted in a multi-faith society whereby 64 percent of the population are Christians, 27 percent Hindu, and the majority of the remainder are Muslim and Sikh (FBoS 2013). Of the various Christian religions, near 80 percent are *iTaukei* and 54 percent of the total population, are Methodist. Official public holidays in the country include Easter, Christmas, Diwali and the birthday of the Prophet Mohammed.

Today, Fiji is clearly a multi-racial and multi-cultural society. From Melanesian and Polynesian origins, the *iTaukei,* or original tribal inhabitants, led a communal life based on the *yavusa* (extended family) and the *vanua* (land), under the rigid rule of a hierarchy of chiefs. After nearly 100 years of British colonisation, beginning in 1874, including 36 years of immigration, under the Indian indentured labour scheme known as *girmet* (agreement), the population now comprises *iTaukei*, Indian, European and Chinese peoples, and other smaller groups.

In essence, Fijian culture consists of two streams: the *iTaukei* and the Indo-Fijian. Parts of these intertwine and coincide, but at root the basics of language, music, arts, literature, cuisine, social practices (customs, traditions, habits, mores), religions and dress of the two differ. Earlier commentators used the 'melting pot' metaphor to describe Fijian culture, although more thoughtful writers have chosen the 'salad bowl'. In this version of the story, the largely wholesome and mostly healthy whole is made up of a number of significant, different and complimentary components.

3.3 GEOGRAPHY

The Republic of the Fiji Islands has 332 habitable islands, covering 18,272 km^2, set in several different island chains (see Figure 3.1). Located in the South Pacific, between Hawaii in the north and New Zealand in the south, its nearest neighbours are Vanuatu to the west, and Tonga to the East. Of the 100 inhabited islands, the main islands of Viti Levu and Vanua Levu are home to 80 percent of the total population of approximately 860,000.The capital Suva is located on Viti Levu.

Size and central location in the South Pacific make Fiji a regional transport hub and a focal point for regional affairs, with the 22 member country SPC (Secretariat of the Pacific Community), the 16 member country PIF (Pacific Island Forum) Secretariat, the main campus of the 12 country owned USP (University of the South Pacific), and the 10 country coverage UN Sub-regional Office, all located in Suva.

The terrain consists mainly of mountains of volcanic origin with some of the smaller islands based on coral reefs and atolls. Only 11 percent of the total land mass is arable. Fiji's exclusive economic zone (EEZ) covers 1.3 million sq km, and the International Dateline curves around the flank of the country to the east. Fiji is therefore one of the first countries to experience a new calendar day. The small island of Rotuma, a Fijian dependency and home to some 2,000 people, lies 450 km to the north of Fiji.

Figure 3.1 Map of the Fiji Islands

CHAPTER 4. DEMOGRAPHY

Since the first census was taken in 1881 the typical intercensul period has been ten years. The most recent census was conducted in 2007, and it remains the most up-to-date source of demographic information for Fiji.

The 2007 census counted the population of Fiji at 837,271 (FBoS 2012). Community service organisations (CSOs) critical of the reliability of the census, put the number at closer to 900,000. The majority of the population, at 56 percent, are *iTaukei*, 37 percent are Indo-Fijian, and the remaining 6 percent are classified as 'others'. These are made up of Chinese, European, Part European, Rotuman, other Pacific islanders, and other nationalities. Males comprise 51 percent of the total population, and females 49 percent. Children (0-14 years old) make up 29.1 percent of the population, young adults (15-35 years old) 36.8 percent, and older age groups 34.1 percent.

Table 4.1 shows the shift in ethnic composition over the period 1881 to 2007. There is a decline in *iTaukei* numbers in the first 60 years (mainly due to imported diseases; see Scarr 1984), and a decline after 1986 in the 40 year dominance of the Indo-Fijian population (attributable to emigration after the 1987 coups).

Table 4.1 Census population of Fiji by ethnicity, 1881 to 2007

Census	*iTaukei*	Indian	European	Part European	Chinese	All Others	Total	Intercensul annual change (percent)
1881	114,748	588	2,671	771	-	8,708	127,486	-
1891	105,800	7,468	2,036	1,076	-	4,800	121,180	*-0.5*
1901	94,397	17,105	2,459	1,516	-	4,647	120,124	*-0.1*
1911	87,096	40,286	3,707	2,401	305	5,746	139,541	*1.5*
1921	84,475	60,634	3,878	2,781	910	4,588	157,266	*1.2*
1936	97,651	85,002	4,028	4,574	1,751	5,373	198,379	*1.6*
1946	118,070	120,414	4,594	6,142	2,874	7,544	259,638	*2.7*
1956	148,134	169,403	6,402	7,810	4,155	9,833	345,737	*2.9*
1966	202,176	240,960	6,590	9'687	5,149	12,165	476,727	*3.3*
1976	259,932	292,896	4,929	10,276	4,652	15,383	588,068	*2.1*
1986	329,305	348,704	4,196	10,297	4,784	18,089	715,375	*2.0*
1996	393,575	338,818	3,103	11,685	4,939	22,957	775,077	*0.8*
2007	475,739	313,798	2,953	10,771	4,704	29,306	837,271	*0.7*

Source: FBoS 2013

The ratio of rural to urban population decreased in the intercensul period 1996 to 2007, as shown in Table 4.2.

Table 4.2 Urbanisation of the Fijian population, 1996 and 2007

Year	Total population	Rural population		Urban population	
1996	775,077	415,582	*54%*	359,495	*46%*
2007	837,271	412,425	*49%*	424,846	*51%*

Source: FBoS 2010

CHAPTER 5. LANGUAGE LITERACY AND EDUCATION

5.1 LANGUAGE AND LITERACY

The three official languages of Fiji are English, Fijian (Bau) and (Fiji) Hindustani. English was introduced early in the 19th century. It is the language of government and the principal language of literacy. Fijian is comprised of a number of minority languages. However, many of them are endangered, and Bau is now the most widely spoken. Hindi came to Fiji with the *girmiteers,* beginning in 1879.

Reported literacy rates vary, and measures of literacy are not standardised, however, with the world literacy at approximately 84 percent (UNESCO UIS 2012), Fiji, as shown in Table 5.1, compares favourably.

Table 5.1 Adult literacy rates in Fiji, by gender, 1996 and 2007

Census year	Male	Female	Total
1996	96.6 percent	93.6 percent	95.1 percent
2007	98.7 percent	98.6 percent	98.7 percent

Note: FBoS defines adult literacy as individuals aged 15 and over who can read and write.
Source: FBoS, 2010

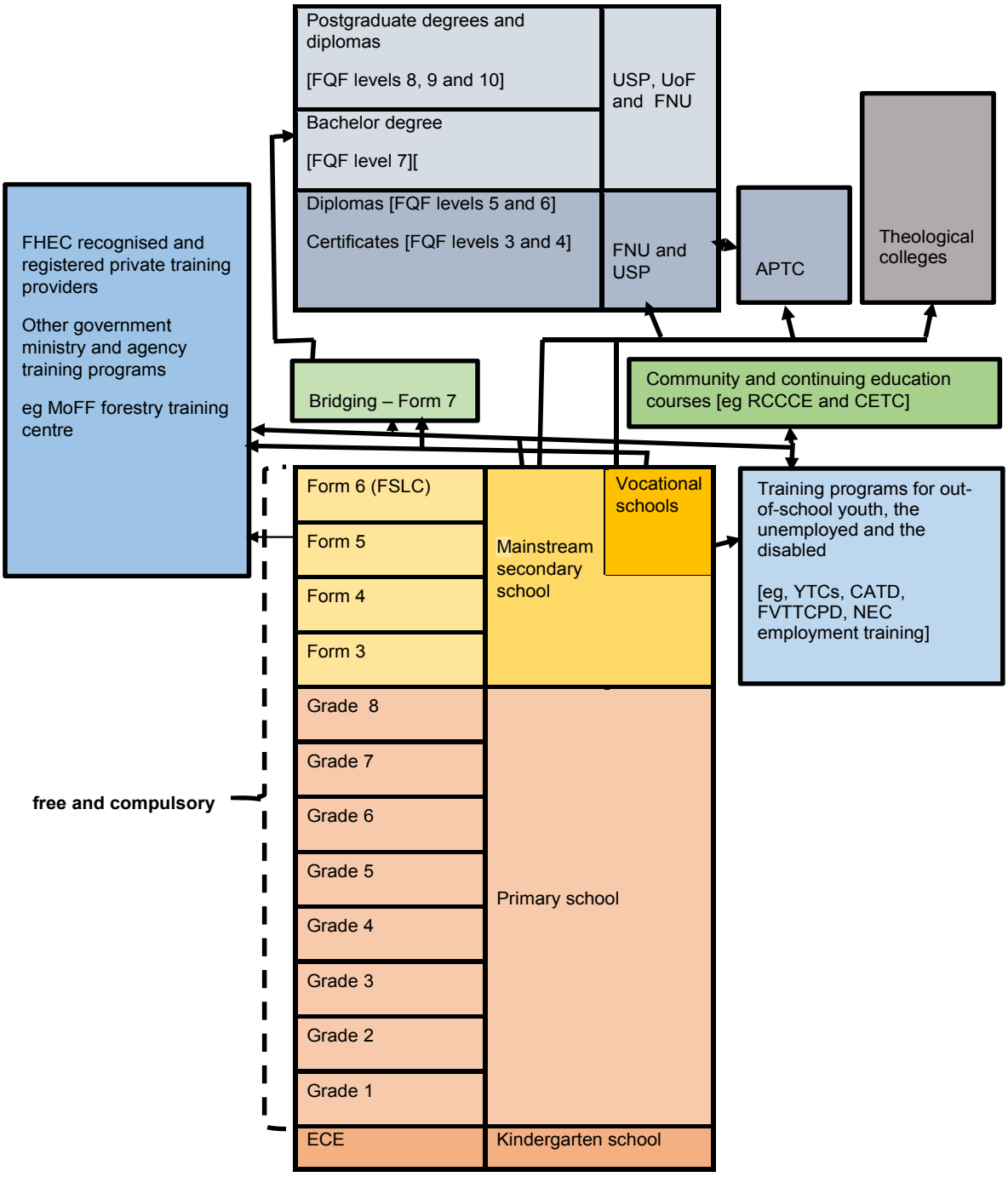
5.2 EDUCATION SYSTEM

The GoF places great store in education. In addition to the *People's Charter for Change, Peace and Progress* (2008), and the *Roadmap for Democracy and Sustainable Socio-Economic Development 2012-2014* (2009), the *National Strategic Human Resources Plan 2011-2015* (2011), and the *Education Sector Strategic Development Plan 2012-2014* (nd) emphasise the means and methods to achieve the aim of making Fiji a knowledge-based society. TVET is given particular attention in these prescriptions, and is acknowledged as a cornerstone of reform in the educational sector and as a means of supporting sustainable development. In keeping with all of this, the new constitution now enshrines the citizen's right to early childhood, primary, secondary, and further education.

(a) Structure of the education system in Fiji

Education in Fiji rests on a typical four level framework of early childhood, primary, secondary and tertiary education. There are nearly 900 schools and over 700 kindergartens in the country, and 98 percent of these are owned and managed by CSOs (MoE 2013). Tertiary education, usually referred to as higher education in Fiji, covers TVET and university streams. Provision here is by government, private for profit, enterprise and CSO including faith-based institutions. The overall education and training system is shown in Figure 5.1 and further outlined below.

Figure 5.1 Fiji education and training system



(b) Basic education

Christianity, and through it the Bible, was the early engine of literacy in Fiji. The missionaries also introduced formal schooling, as prior to that learning was an informal, day-to-day activity, with a practical and vocational orientation. There are around 720 primary schools, 20 special schools and 170 secondary schools in the country (MoE 2013). Of the latter, all offer some TVET subjects as part of the curriculum, 87 have full TVET programs, and 12 are wholly owned, operated and funded by the MoE. Only two primary schools are government-owned and operated (MoE 2013).

In the main, MoE provides the teachers for all schools, pays their salaries and sets the academic and vocational curriculum. They also make an operating grant to the schools based on a per student funding formula. Salaries for diploma qualified practitioners range between FJ$10,000 per annum up to FJ$23,000 for a degree qualified head of school or principal. Teachers hired by a school management committee frequently earn little more than FJ$100 per week.

Fiji has a 1:8:5 (kindergarten-primary-secondary) education model, with MoE policy prescribing that attendance to Form 6/Grade 12 is compulsory. Form 7/Grade13 is a foundation year for tertiary studies. The most recent figures on school attendance are available in the *2010-11 Employment and Unemployment Survey (EUS) Preliminary Findings* (FBoS 2013). These show that attendance at pre-school or kindergarten, which is voluntary, is at just under half of the relevant age group, and that almost universal primary education has been achieved. Table 5.2 also indicates that at the secondary school ages of 14 to 18 years, there has been a significant increase in attendance since the 2004-05 EUS.

Table 5.2 Percentages of age groups attending school, 2004-5 to 2010-11

Age group (years)	2004-05	2010-11	Percent Change
A 0-4	6	1	*-79*
B 5 (ECE)	35	47	*36*
C 6-13 (Primary)	96	99	*4*
D 14-18 (Secondary	82	88	*7*
E 19-21 (Tertiary)	37	40	*7*

Source: FBoS 2013

The EUS also identified an estimated 3,500 persons aged 6-17 who were reported to have left school. Most of these were aged 10-14 when they did so. The main reasons for leaving school were:

- not interested – 36.2 percent;
- cannot afford – 31.9 percent;
- disability/illness – 8.3 percent;
- family did not allow – 5.0 percent;
- to help at home – 2.5 percent;
- to work as unpaid family worker – 1.5 percent; and
- other reasons – 15.5 percent.

Pupil-teacher ratios for Fiji are shown in Table 5.3. These are a proxy education quality and resourcing indicator. It is worth noting that, on average, over 50 applications were received for each advertised teaching post in 2012 (MoE 2013).

Table 5.3 Pupil-teacher ratios in primary and secondary schools, 1998 and 2011

Level of schooling	1998	2011
Primary	25.2:1	30.8:1
Secondary	23.0:1	26.5:1

Source: World Bank via Quandl 2014

Recent changes to school administration include:

- external, high-stakes, pass/fail examinations at Grades 6 and 8, and Form 4 were cancelled in favour of continuous, school- and class-based assessment in 2009, partly in order to reduce student dropout and push-out rates;
- fee-free schooling, bus fares and meal vouchers have also been introduced in order to improve enrolment, persistence and transition numbers;
- compulsory attendance up to Form 6 became MoE policy in 2009; and
- BEST (the Basic Employment Skills Training) Program, a first step in mainstreaming TVET into the education system, starting with secondary school, was introduced in 2012.

Student enrolments in 2012, from Grade 1 to Form 7, are given in Table 5.4. The terminology 'Forms 1 and 2' is gradually being replaced by 'Grades 7 and 8'.

Key outcomes in education reported by the MoE (2013) for 2012 were:

- pre-school enrolment at 9,577 was 57.16 percent of the eligible population;
- 133,040 students, up 1.3 percent from 2011, were enrolled in the country's 721 primary and 17 special schools;
- student numbers in secondary schools were down 2.6 percent to 68,425, from an estimated eligible population of 79,518;
- Form 7 is offered in 152 secondary schools; and
- of the 6,483 students who sat Form 7 exams, 75.8 percent passed with 50 percent or more of the mark, and 32 percent passed with at least 63 percent of the mark (thereby allowing for direct entry into a university degree program).

Table 5.4 Student enrolments, Grade 1 to Form 7, by gender, 2012

Primary School	Secondary School	Male	Female	Total Numbers
Grade 1		9,264	8,692	17,956
Grade 2		8,979	8,496	17,475
Grade 3		9,101	8,476	17,577
Grade 4		8,689	8,104	16,793
Grade 5		8,525	8,021	16,546
Grade 6		8,435	7,986	16,421
Grade 7	Form 1	8,183	7,611	15,794
Grade 8	Form 2	8,179	7,797	15,976
	Form 3	8,060	7,794	15,854
	Form 4	7,265	7,512	14,777
	Form 5	7,300	7,525	14,825
	Form 6	6,259	7,186	13,445
	Form 7	2,729	3,879	6,608
Total	**-**	**100,968**	**99,079**	**200,047**

Source: MoE 2013

(c) Post-school education and training (PSET)

The post-school education and training sector in Fiji (see Chapter 2, Table 2.1) includes:

- one public university (FNU);
- one private university (UoF);
- two regional institutions (USP and APTC);
- 20 theological colleges;
- a range of training centres run by line Ministries;
- a regulatory body (FHEC); and
- nearly 50 private training providers, of which 27 have been identified as TVET providers.

Each of these is introduced here, and the institutions and agencies of particular relevance to this study are discussed in detail in Chapter 8.

Fiji National University

FNU is an institution that came into formal existence in 2010, with the amalgamation of seven institutions offering PSET programs, some of which have been in existence for over one hundred years. The university comprises five colleges and a centre:

- College of Medicine, Nursing and Health Sciences (former Fiji School of Medicine and Fiji School of Nursing);
- College of Agriculture, Fisheries and Forestry (former Fiji College of Agriculture);
- College of Engineering, Science and Technology (former Fiji Institute of Technology);
- College of Business, Hospitality and Tourism Studies;

- College of Humanities and Education (former Fiji College of Advanced Education and Lautoka Teachers College); and
- National Training and Productivity Centre (NTPC -former the Training and Productivity Authority of Fiji).

FNU operates at over 37 sites throughout Fiji, and offers around 550 different programs that have a strong emphasis on TVET, and on providing pathways to further professional studies and qualifications.

With an estimated total enrolment of approximately 30.7 thousand in 2012 -13.4 thousand equivalent full-time students (EFTS) – and a staff of almost two thousand, FNU is by far the largest education and training institution in Fiji.

University of Fiji

The UoF is a private tertiary institution that was established in Lautoka in 2005 by a religious, social and educational organisation, Arya Pratinidhi Sabah. In 2008 UoF received its first operating grant from government, and was recognized by government decree in 2011. In 2010 UoF had an enrolment of 1,033, 129 staff, 75 graduates and operating costs of around FJ$8,300,000.

The university has five research centres and is structured into five schools:

- School of Business and Economics;
- School of Humanities and Arts;
- School of Law;
- School of Science and Technology; and
- School of Medicine.

University of the South Pacific

USP is an international institution 'owned' by twelve member countries. It is centred on Fiji, but with campuses across the region. The university will celebrate its 50th anniversary in 2018.

In 2011 student enrolments across all member countries was 21,594 (11,563 EFTS) with 7,681 students in pre-degree courses (mostly in foundation, bridging and preliminary courses), and 1,823 staff. Fiji-based students numbered 13,319 (8,222 EFTS), Fiji-based staff numbers were 1,588. USP has three faculties and one centre:

- Faculty of Arts, Law and Education;
- Faculty of Business and Economics;
- Faculty of Science, Technology and Environment; and
- Regional Centre for Continuing and Community Education (RCCCE – recently renamed the Centre for Vocational and Community Education).

Australia-Pacific Technical College

APTC is a regional TVET provider, initiated and funded by the Australia government. It is headquartered in Nadi, and has campuses across the region including in Fiji. The college offers a range of programs at the Australian Qualifications Framework (AQF) levels 3 to 5 from its two schools:

- School of Trades and Technology; and
- School of Hospitality and Community Services.

Enrolments in APTC programs offered in Fiji in 2011-2012 totalled 780, and graduations 430. The college operates in close cooperation with local partners in each of its campus countries, and pursues a policy of nationalisation of TVET provision, both within its own operations and in concert with national providers.

Theological colleges

The various theological colleges throughout Fiji offer certificate, diploma, undergraduate and postgraduate courses in religion, theology, Islamic studies, biblical studies and/or divinity. Programs are delivered in face-to-face, distance, full-time and part-time modes. A number of the larger institutions are regional providers, and some have residential facilities. A few of the institutions (see Fulton College for example) provide theological programs and more standard academic programs. However there is no theological college that falls within the scope of this study.

Line ministry training centres

Table 5.5 identifies the line Ministries that have training centres and programs. Those that are within the scope of this study are discussed in detail in Chapter 8.

Fiji Higher Education Commission

FHEC is a six-member commission appointed in early 2010 under the head of the Higher Education Promulgation 2008. Its overarching role is to safeguard the interests of students, parents, providers and the nation in their investment in education and training. FHEC is working to bring much needed order to the rather complicated arrangements for tertiary education in Fiji. One of their initiatives is the regulation of providers, and this is being achieved through a process of recognition and registration. Under the relevant legislation, it is illegal for an award-conferring institution offering post-secondary education and training to operate in the country without recognition and registration.

Recognition is the first step in the process, and this puts in place a number of steps to ensure that an applying institution possess the features that identify them as the type of institution they purport to be. The FHEC website lists 68 providers/institutions (including the three universities) as recognised, five in process, four declined and two as withdrawn (FHEC 2013).

After recognition, an institution applies for registration. This step includes a site visit and examination of evidence on administration, legal structure, management, learning programs, sites/centres, student numbers, staff numbers and qualifications, infrastructure, finances, student services, and safety and security. FHEC has registered 22 institutions (including APTC and USP), one institution is provisionally registered, one has been declined, 30 are in various stages of processing, and one has withdrawn (FHEC 2013).

Table 5.5 Line Ministry training provision

Ministry	Centre(s)	Notes
Ministry of Education and/or CSO schools	All secondary schools have TVET subjects, that are outside the scope of this study, in the academic curriculum. TVET programs are provided in adjunct facilities at 87 of all secondary schools. Four of the 87 are government schools: Sila Central; Ratu Kadavulevu; Vunisea Secondary, and Bucalevu. Three of the 87 are dedicated vocational centres: Ratu Mara College,Suva Vocational College, and Vivekananda Technical Centre. Suva Special School, the only secondary special school, is included in the 87 secondary schools concerned	There are 169 secondary schools in the country. 12 are wholly owned and administered by MoE the remainder are grant-aided non-government schools run by CSO management committees.
Ministry of Agriculture	Marist Tutu Rural Training Centre Taveuni Coconut Training Centre Koronivia Training Centre	TRTC is CSO run
Ministry of Labour	National Employment Centres	
Ministry of Youth and Sports	4 Youth Training Centres (+ band centre)	5 centres total
Ministry of Fisheries and Forests	Forestry Training Centre Timber Industry Training Centre	2 centres
Ministry of iTaukei Affairs	CATD and scholarships	
Ministry of Social Welfare, Women and Poverty Alleviation	Woman Skills Training Program Community-based short courses	
Ministry of Industry and Trade	National Centre for Small and Micro Enterprise Development Northern Development Program including training and grants	
Public Service Commission	CTD short courses and scholarships	

Private training providers

The 2013 Fiji telephone directory lists 31 training providers, including the three universities and APTC, under the headings of training and development, business schools, and universities and colleges. However, the FHEC website reports a total of 79 public, private and CSO run providers that are either recognised by the commission, or at some stage in that initial process. These include numerous theological centres, a number of flight schools, and some higher-education-only providers. Excluding these last three groups, and defining private as substantially non-government, the study team identified 26 private providers that meet the criteria for inclusion in this study as TVET providers.

These were all surveyed during the research, and a large number were visited. They are discussed in detail in Chapter 8.

CHAPTER 6. ECONOMY AND LABOUR FORCE

6.1 STAGE OF ECONOMIC DEVELOPMENT

Fiji is a middle-income country, with a small open economy. The minimum wage is just over FJ$2.00 per hour, and the current government is proposing a new minimum of FJ$2.55 per hour to be phased in by 2015 (Nasiko 2013). On the UNDP Human Development Index (2012) it is placed 96th out of 187 countries. Although it is one of the more advanced nations in the Pacific, it remains a developing country, with a sizable and persistent trade and current account deficit, a large subsistence agricultural sector, and 31 percent of its population living below the national poverty line (ADB 2013).

Fiji has a 'doing business' (DB) rating that places it 60th out of 185 countries evaluated by the World Bank (2013). The country exports sugar, water, garments, timber and gold with most foreign exchange earnings coming from tourism, FJ$1,303.4 million and 660,590 international visitors in 2012 (FBoS 2013); remittances from overseas workers, FJ$305.8 million in 2012 (Whiteside cited in Panapasa 2013); and sugar, FJ$190 million in 2012 (www.sugarinfo.co.uk).

While the 2006 coup, food and fuel price increases in 2008, and the 2009 global financial crisis have tended to hold the economy back, Fiji is nevertheless expected to grow by 3.2 percent this year, up from budget estimate of 2.7 percent (Whiteside 2013). The governor of the Reserve Bank of Fiji (RBF), Mr Barry Whiteside, recently mentioned that he has 'not seen the numbers looking this good for a long time' all the while noting that 'Fiji can do better' (Whiteside 2013).

Table 6.1 shows the major economic indicators for Fiji over the period 2008 to 2012.

Table 6.1 Fiji economic indicators, 2008 to 2012

Indicator	2008	2009	2010	2011	2012
Per capita GNI, Atlas method ($)	4,030	3,890	3,610	3,720	4,200
GDP growth (percent change per year)	1.1	-1.3	0.1	1.9	2.5
CPI (percent change per year)	7.8	3.7	5.5	8.7	4.3
Fiscal balance (percent of GDP)	0.5	-4.0	-2.1	-1.4	-1.6
Export growth (percent change per year)	20.4	-32.1	38.9	29.0	5.1
Import growth (percent change per year)	20.8	-37.3	24.7	23.6	2.2
Current account balance (percent of GDP)	-17.4	-5.2	-7.5	-7.0	-6.1
External debt (percent of GNI)	8.8	8.1	9.2	14.5	No data

Source: ADB 2013 and World Bank 2013

GDP for 2012 was US$4 billion and GDP per capita was US$4,445 (DFAT Fact sheet 2013). The level of investment in the economy was 18 percent of GDP for that year and is estimated at 28 percent for 2013. This is made up of private investment at 13 percent, public at 10 percent and government at 5 percent. In August 2013 foreign exchange reserves stood at 5.2 months of imports or FJ$1.84 billion (Whiteside 2013).

Table 6.2 shows the Fiji performance against a number of development indicators including some Millennium Development Goals.

Table 6.2 Development indicators, Fiji

Non-Millennium Development Goals	
Population in millions	0.86 (2012)
Annual population growth rate (percent)	0.4 (2010-2012)
Adult literacy (percent)	93
Population in urban areas	52.2 (2011)
Millennium Development Goals	
Population living on less than $1.25 (PPP) a day (percent)	5.9 (2009)
Population living below the national poverty line (percent)	31.0 (2009)
Under 5 mortality rate per 1,000 live births	16 (2011)
Population using an improved drinking water source (percent)	98 (ADB 2010) 92 (World Bank 2011)

Source: ADB 2013 and World Bank 2011

6.2 KEY INDUSTRIES

Fiji has a relatively diversified economy with the services sector (including tourism, finance, communications, wholesale and retail trade and public services) accounting for 69 percent of GDP, primary production 13 percent, manufacturing and mining 14 percent and utilities four percent. In the last 50 years, services output has more than doubled while agriculture, fisheries and forestry have declined (ADB 2012). Table 6.3 provides an estimate of the numbers of wage and salary earners by industry that gives some indication of the key industries in the Fijian economy.

Like most small island developing states, Fiji exports basic commodities and imports manufactured products. The country exports sugar, garments, gold, timber, fish, molasses, mineral water and coconut oil mainly to the USA, UK, Australia, New Zealand, Japan and the Pacific. Additionally, ginger, flour, taro, sweet biscuits and cosmetics are increasingly important (ADB 2012). Fiji imports manufactured goods, machinery, petroleum products, food and chemicals principally from Indonesia, Singapore, Australia, New Zealand and China. The overall result in 2012 was total exports of FJ$2,191,271 and total imports FJ$4,033,989 (FBoS 2013).

Tourism is the country's largest foreign exchange earner, and the industry directly employs 39,500 workers, 11.7 percent of total employment, and contributed 35.8 percent of GDP in 2012 (MoT 2012). The industry enjoys 99-year land leasehold agreements, and therefore avoids the insecurity of tenure that troubles the sugar industry.

Table 6.3 Estimated numbers of wage and salary earners, by industry, 1996 and 2007

Industry	1996	2007
Agriculture, Forestry and Fishing	1,980	1,193
Mining and Quarrying	2,308	101
Manufacturing	24,635	19,620
Electricity and Water	1,864	2,263
Construction	5,728	8,030
Wholesale and Retail Trade and Restaurants and Hotels	20,730	26,048
Transport, Storage and Communication	9,790	9,183
Finance, Insurance, Real Estate and Business Services	7,207	7,787
Community, Social and Personal Services	35,839	42,410
Total	**110,081**	**116,635**

Source: FBoS 2012

Nearly a quarter of the population of Fiji, including 16,000 contracted growers, depends upon the sugar industry. It produced 160,000 tonnes of sugar in 2012, for a gross figure of FJ$190 million (www.sugarinfo.co.uk, www.sugaronline.com and FBoS 2013). Most cane is cut by hand, and farmed on leased smallholdings by Indo-Fijian farmers.

Current government policies place a priority on food security programs, import substitution – particularly rice, potato, fruit, vegetable, livestock feed, dairy, beef and lamb – and export promotion and value adding to primary produce (MoF 2012). Investment Fiji, created in 1980, is a statutory organisation and the marketing arm of the GoF. It is charged with promoting, stimulating and facilitating the economic development of the country. The organisation is promoting exports in sugar, fish, coconuts, taro, cassava, copra, pawpaw, ginger, pulses, herbs, garments, mineral water, gold, timber (including mahogany and palm wood furniture), and virgin coconut oil. Sector profiles for exporters and investors have been developed in agriculture, fisheries, forestry, mineral and ground water, tourism, energy, film and ICT (www.investmentfiji.org.fj).

The Ministry of Industry and Trade (MoIT) formulates and implements policies and strategies in investment, trade, business development and consumer protection. It has trade commissions in Taiwan, Los Angeles, Shanghai and is considering an office in Australia. For some years MoIT has promoted a 'Fiji Made-Buy Fiji' campaign, and has over 600 products and 70 companies registered. The emphasis is on food, clothing and handicraft and furniture products that are substantially transferred in Fiji, however the range extends to paper goods, buses and skin care products (www.mit.gov.fj).

Fiji's GDP was reported as US$3.8 billion in 2011 and the composition by sectors is shown in Table 6.4.

Table 6.4 Composition of GDP by sector, Fiji 2011 (%)

Sector	percent of GDP
Real Estate and Business Services	8
Public Administration and Defence	5
Education	5
Health and Social Work	1
Other Community, Social and Personal Service Activities	3
Agriculture and Forestry	9
Fishing	3
Mining and Quarrying	1
Manufacturing	16
Electricity and Water	2
Construction	3
Wholesale and Retail, Repair of Motor Vehicles, Motor Cycles and Personal and Household Goods	12
Hotels and Restaurants	7
Transport, Storage and Communication	15
Financial Intermediation	10

Source: FBoS 2013 see also MoF 2012

The Fijian economy is divided into the formal, wage, economy on the one hand and the informal economy on the other. The formal economy is based upon the public sector, and large corporations and small and medium-sized enterprises (SME) in the private sector. There are just over 6,500 employers registered in Fiji with NTPC (Batiratu 2013), and the Fiji Commerce and Employers Federation (FCEF) anecdotally reports 500 employers as members. FNU, Fiji Sugar, Air Pacific (now Air Fiji), Flour Mills of Fiji and Carpenters Fiji are commonly accepted as the five largest employers.

The country's informal economy, generally defined as covering any economic activity or source of income that is not subject to government regulation and taxation, is mostly based upon subsistence farming, barter exchange, and small scale, often family-based micro-businesses – for example: primary produce, roadside stalls, canteens, transport, carpentry, mechanical repairs, handicrafts, sewn goods, shoe-shining, and market vending. In calculating GDP, subsistence farming, informal manufacturing and construction, owner occupied dwellings, and informal community, social and personal service activities are included. Informal forestry, fishing and agriculture activities are not (FBoS 2013). The result is that just 15 percent of GDP is attributable to the informal economy, but most jobs are to be found here (ADB 2008).

6.3 LABOUR FORCE PARTICIPATION AND PROFILE

The fieldwork indicated a serious shortage of up-to-date information regarding the labour force and employment in Fiji, without which a responsive TVET system, that is industry-led and demand-driven, cannot function effectively. Employment and Unemployment Surveys (EUS) such as those in 2004-05 and 2010-11, the ten-yearly censuses, and an annual employment survey of employers, last reported on in 2007, are not frequent enough or sufficient in their coverage to generate the required data (MoSPNDS 2011).

In acknowledging that more frequent surveys can be difficult to sustain, the MoSPNDS has established, with ILO and UNDP assistance, the Computerised Human Resource Information System (CHRIS). The system allows job seekers and employers to put information online and also contains reports and papers related to LMI (labour market information). Unfortunately CHRIS, like the Integrated Human Resource Development Program for Employment Promotion (IHRDP or IHRDPEP), also established in cooperation with the ILO, does not appear to have thrived.

This parlous state of labour market information (LMI) in Fiji is acknowledged at the highest levels:

> *Our knowledge of how the formal labour market operates in Fiji is still severely limited. Little analytical work has been undertaken on issues such as the nature and determinants of personal earnings differentials, including the returns to various human resource characteristics such as formal education, informal and formal training, and labour market experience; the extent to which the formal sector labour market is segmented according to institutional (public versus private) and personal (gender) characteristics; the impact of the past educational expansion; and the manner in which younger, more educated recruits are absorbed into the labour market. (*MoSPNDS *National Strategic Human Resources Plan 2011,* p18)

The absence of concrete data almost guarantees that planning, for the fullest and most productive use of Fiji's human and public resources, remains at the level of broad strategies rather than concrete actions. What information does exist points to problems of underemployment, skills shortages, exclusion, low productivity, and a labour force participation rate (LFPR) that is low by international standards (MoSPNDS 2011).

According to the 1996 Census the labour-force participation rate (LFPR) was at 38.4 percent of the total population (775,077) with unemployment at 3.7 percent. In 2007 the LFPR was 40 percent of the population (837,271) and unemployment was reported at 8.6 percent (MoSPNDS 2011). It is estimated that there are about 20,000 new labour force entrants each year, including approximately 10,000 school leavers, contending for 10,000 jobs in the formal economy (MoSPNDS 2011).

In 2007 women accounted for just over 30 percent (110,033 persons) of those regarded as economically active (ie in the labour force and either employed or looking for employment). This was 26.8 percent of the total female population. Economically active men (216,955 persons) made up over 50 percent of the total male population (FBoS 2013). Workers in poverty, those on less than FJ$60 per week, were mostly women at 44 percent of the economically active female population, with 32 percent of men classified as workers in poverty (FBoS 2013).

The 2010-11 EUS was an in-depth, conventional household sample survey, designed to gather detailed labour force information. The survey follows the 2004-05 EUS. Preliminary findings indicate that the labour force, those aged 15 and over, increased by 41,928 persons between the two surveys. They also show, as can be seen in Table 6.5, that while wage employment decreased in the period, salaried and self-employed respondents increased.

Table 6.5 Labour force (aged 15 and over), 2004-05 and 2010-11

Classification	2004-05	2010-11	Change	Percent
A Wages	137,782	129,477	-8306	*-6*
B Salary	43,221	48,339	5118	*12*
C Employer	3,319	4,106	787	*24*
D Self-employed	74,652	83,292	8,640	*12*
E Family/pay	2,982	3,155	172	*6*
F Family/no pay	34,212	72,654	38,442	*112*
G Community worker	3,479	2,473	-1,006	*-29*
H Job but not at work	8,448	6,415	-2,033	*-24*
H Should be working soon	4,189	1,235	-2,954	*-71*
K Unemployed	15,608	17,577	1970	*13*
L Looking for paid employment	7,418	8,514	1,097	*15*
Total Labour Force	335,309	377,237	41,928	*13*
Unemployed (K+L)	23,025	26,092	3,066	*13*
Percent Unemployed	*6.9*	*6.9*	-	*1*

Source: FBoS 2012

The total number of unemployed estimated in 2010-11 as at 26,092 is close to the 28,220 recorded in the 2007 Census, as shown in Table 6.6.

Table 6.6 Unemployment – total, rural/urban and male/female, 2007

Total labour force	Total unemployed	percent	Urban percent	Rural percent	Male percent	Female percent
326,988	28,014	8.6	10.5	6.6	6.4	12.0

Source: MoSPNDS 2011.

Table 6.7 shows that those working for subsistence only increased significantly and those working for money only decreased in the period between the two surveys.

Table 6.7 Numbers working for money and subsistence, 2004-5 and 2010-11

	2004-05	2010-11	Change	Percent
1. Working for money (A1+A2)	262,331	270,515	8,185	*3*
A1 Money and no subsistence	202,422	180,254	-22,167	*-11*
A2 Money and subsistence	59,909	90,261	30,352	*51*
2. Subsistence only	40,640	78,492	37,852	*93*
3. Total employed (1+2)	**302,970**	**349,007**	**46,037**	***15***

Source: FBoS 2012

Skilled agriculture and fisheries workers increased by 57,449 between the two EUSs and persons in elementary occupations decreased by 11,665 as indicated in Table 6.8. It should be noted that technicians, craft workers and plant and machine operators also decreased.

Table 6.8 Employment by occupational group, 2004-05 and 2010-11

Occupational group	2004-05	2010-11	Absolute Change	Percent Change
1 Legislators, senior officials and managers	15,873	19,009	3,136	*20*
2 Professionals	19,549	24,321	4,772	*24*
3 Technicians and associated professionals	18,705	15,536	-3,169	*-17*
4 Clerks	20,184	18,204	-1,980	*-10*
5 Service workers and shop and market sales	33,242	37,598	4,351	*13*
6 Skilled agriculture and fishery workers	79,716	137,165	57,449	*72*
7 Craft and related workers	38,809	33,292	-5,516	*-14*
8 Plant and machine operators and assemblers	24,807	24,148	-660	*-3*
9 Elementary occupations	55,455	43,790	-11,665	*-21*
Total	**306,339**	**353,056**	**46,717**	***15***

Source: FBoS 2012

Those who were classified as economically not active, including those doing full-time but unpaid household work, are shown in Table 6.9.

Table 6.9 Numbers not economically active (aged 15 & over), 2004-05 and 2010-11

Classification	2004-05	2010-11	Absolute Change	Percent Change
J Household work	128,410	103,676	-24,733	*-19*
K Retired/pensioner	14,106	10,383	-3,723	*-26*
L Disabled	3,644	5,115	1,471	*40*
Others (M, N, O, P)	17,071	17,356	285	*2*
X Full-time student	77,978	72,477	-5,501	*-7*
Y NAS school age	449	40	-409	*-91*
	241,657	**209,047**	**-32,611**	***-13***

Source: FBoS 2012

Others (M, N, O, P) are not active due to old age, sickness, not looking for work and other reasons. The significant increase in those reporting as disabled is attributed to better social acceptance of the association. Decreases in full-time household workers are attributed to economic pressures during the period.

6.4 MAJOR IMPEDIMENTS TO ECONOMIC GROWTH

In common with most other small island developing states (SIDS), Fiji's small population, geographical isolation, narrow industrial base, high infrastructure and transport costs, strong reliance on imports, and susceptibility to natural disasters and vulnerability to external shocks limits private sector employment opportunities (Farchy 2011). The challenges facing the country in recent times have been compounded by political instability, loss of preferential trade arrangements, non-renewal of land leases, natural disasters (including recent cyclones and flooding) and emigration (MoSPNDS 2011).

Emigration and the resultant 'brain drain' (Farchy 2011) has led to a loss of skilled labour, as just over 67,000 citizens emigrated from Fiji between 2000 and 2012 (FBoS 2013). International demand for workers in the security, care, nursing and teaching professions has coupled with the push factor of domestic political instability over the past 20 years to

significantly reduced the country's supply of competent workers in most professions and trades (Farchy 2011 and MoSPNDS 2011). One study estimates the cost at FJ$44.5 million per year through loss of skills, re-training and position vacancies (MoSPNDS 2011).

Fiji has a large number of state owned enterprises (SOEs) accounting for 20 percent of the country's total economic assets (ADB 2012). In the period of 2002-2009 SOE profits of US$18.6 million were US$ 5 million less than the government's investment (ADB 2012). SOEs as monopolies can raise costs, use capital inefficiently and impede service delivery. In 2008, for example, the returns on private investment were almost seven times higher than returns on SOE investments in Fiji. In 2011 the Fiji Sugar Corporation, a major SOE, was delisted from the South Pacific Stock Exchange (SPSE) due to insolvency, based in part on a loss of FJ$175.1 million in 2010 and FJ$36.8 in 2009 (US Department of State and SPSE). The ADB is helping redress the management of SOEs and corporatisation, commercialisation and privatisation, are slowly being explored (ADB 2012).

Poverty was last measured in the *2008-2009 Household Income and Expenditure Survey* at 31 percent of the population, and 26 percent of households (FBoS 2013). Recent estimates, including those from the Poverty Eradication Unit of the Office of Prime Minister, put it at 50 percent and even further from the MDG benchmark of 14.5 percent by 2015. The poor and the near poor in Fiji suffer psychological stress; have bad diets and poorer health outcomes; low schooling participation, persistence and completion rates; are more likely to be caught up in criminal activity; and their children are more likely to be poor. The vicious cycle of poverty strains government resources and represents a loss of human capital in the economy.

The issues of culture and tradition, particularly the clan-based sharing of wealth in *iTaukei* communities and the cultural norm of mutual support (Farchy 2011), and the customary ownership of land (and its inalienability) are seen to dampen individual enterprise and investment in Fiji. Indeed, the lack of secure access to land is considered a binding constraint across most of the economy and has had a particularly negative effect on the sugar industry. With only 10 percent of land available as freehold and the rest either subject to customary tenure or belonging to the state, Indo-Fijians are essentially landless, broad acre farming is difficult, and land hungry industry is severely constrained. Making more land available for productive and social purposes is a major policy initiative by the GoF under the *Roadmap for Democracy and Sustainable Socio-Economic Development 2012-2014*.

The final constraint on economic growth considered here is the shortage of competent workers in almost all professional and trade areas in Fiji (MoSPNDS 2011). Competent workers have the knowledge, skills and attitudes to make them safe and productive at work, in a job, and able to engage in lifelong learning. Achieving this involves training that is directly coupled to industry-based standards, properly resourced, and subject to rigorous quality assurance (ADB 2008). At its best, competency-based training, driven by job analysis, rather than curriculum prescription, has these characteristics. In addition, training should be linked to employer demand and not state supply, just in time (JIT) and not just in case, flexible and mostly practise-based, and, where possible and safe, it should be conducted on the job.

CHAPTER 7. THE PUBLIC SECTOR AND PUBLIC FINANCES

7.1 THE BUDGET

MoF publishes annual budget estimates of revenue and expenditure, the latest being for financial year 2013.[10] The key documents are the *Budget Estimates,* and their companion, *Economic and Fiscal Update – Supplement to the Budget Address*.

Table 7.1 summarises the main budget parameters for 2012 and 2013.

Table 7.1 Government of Fiji budgets for 2012 and 2013

	2012		2013	
	FJ$ thousand	percent of total	FJ$ thousand	percent of total
ESTIMATED REVENUE:				
Direct Taxes	477,427.40	*24.6%*	433,750.80	*20.6%*
Indirect Taxes	1,251,770.00	*64.4%*	1,418,872.30	*67.3%*
Cash Grants in Aid	17,960.00	*0.9%*	16,600.00	*0.8%*
Others	159,830.40	*8.2%*	163,411.60	*7.8%*
Total Operating Receipts	1,906,987.80	*98.2%*	2,032,634.70	*96.4%*
Total Investing Receipts	35,819.20	*1.8%*	75,774.20	*3.6%*
TOTAL ESTIMATED REVENUE	**1,942,807.00**	***100.0%***	**2,108,408.90**	***100.0%***
ESTIMATED EXPENDITURE:				
Operating	1,462,440.10	*70.4%*	1,550,989.80	*66.6%*
Capital	554,431.20	*26.7%*	722,674.50	*31.1%*
Value Added Tax	61,058.10	*2.9%*	53,721.10	*2.3%*
TOTAL EST. EXPENDITURE	**2,077,929.30**	***100.0%***	**2,327,385.30**	***100.0%***
Estimated Net Deficit	135,122.30		218,976.40	
Debt Repayments	203,314.50		179,997.00	
Gross Deficit	338,436.80		398,973.40	
Net Deficit As A Percent of GDP	*1.90%*		*2.80%*	
Nominal GDP	7,223,737		7,744,976	

Source: MoF Budget Estimates, 2012 and 2013

The salient features to emerge from Table 7.1 are:

- The government has a net operating deficit, and this grew substantially from 2012 to 2013. Debt repayments eased, however, but not sufficiently to prevent the gross debt from increasing. Indeed, it rose from an estimated 1.9 percent of GDP in 2012 to 2.8 percent in 2013.
- Indirect taxes, including value added tax (VAT) contribute around two-thirds of government revenue.
- The contribution made by official development assistance (ODA) is not fully reflected in the budget estimates, since MoF operates a cash-based accounting system. Grants in Aid come in two forms – cash grants and grant aid-in-kind – and only the former is recorded in the budget estimates. The lion's share of ODA to Fiji, classified as grant aid-in-kind, falls outside the consolidated annual budget (but see Section 7.2 below).

[10]The Fiji financial year runs from January 1 to December 31.

- Total investing receipts - comprising proceeds from the sale of government assets, bank interest and returns on capital investments – make only a small contribution towards meeting investing (capital) expenditure.
- Operating (recurrent) expenditure accounts for two-thirds or more of the government budget.
- Being a cash-based budgeting system, VAT (on government purchases of goods and services) is listed as an expenditure as well as a revenue item.

As Table 7.2 indicates, both government revenue raising and government spending increased substantially over the period 2010 to 2013, both nominally and as a percentage of GDP, reaching levels of 27 and 30 percent respectively. Over the same period, however, the budgetary deficit declined from 3.5 percent to 2.8 percent of GDP, and government debt fell back from 58 percent to 51.5 percent.

Table 7.2 Budget parameters as a percentage of GDP, 2010 to 2015

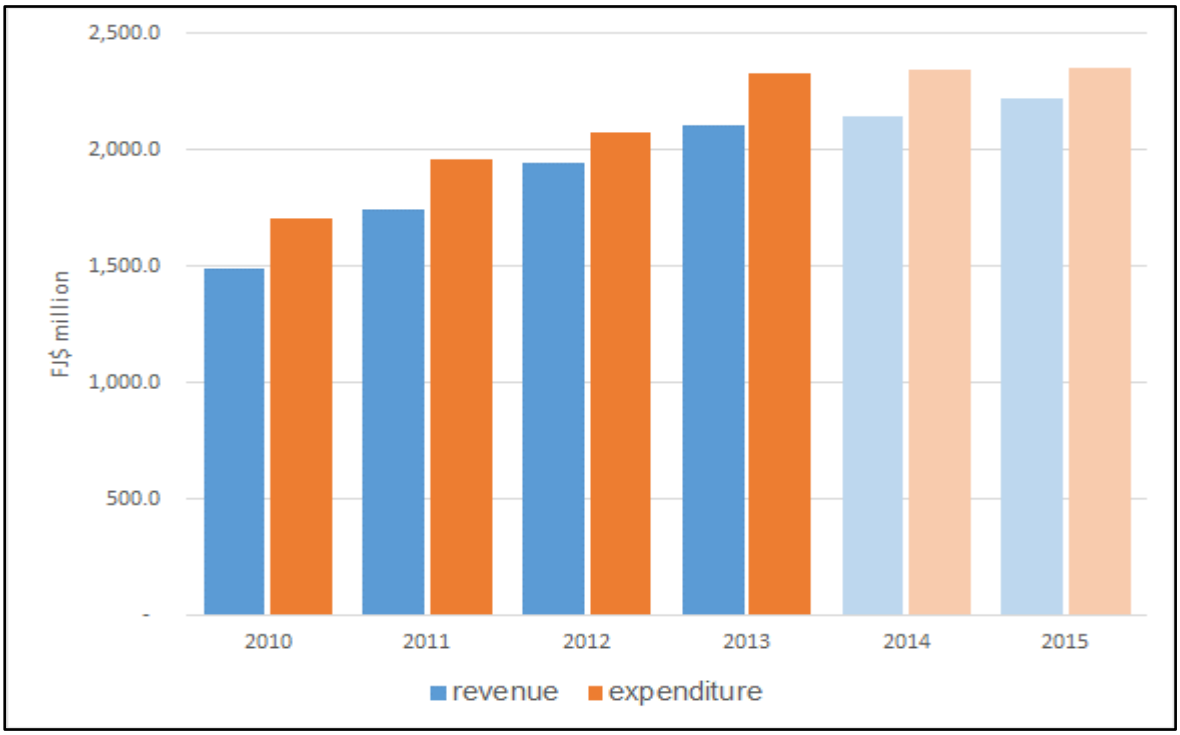
	Budget				Target	
	2010	**2011**	**2012**	**2013**	**2014**	**2015**
Revenue	1,486.5	1,745.7	1,942.8	2,108.4	2,142.2	2,222.6
as a % of GDP	*23.6%*	*28.3%*	*26.9%*	*27.2%*	*26.3%*	*26.0%*
Expenditure	1,706.7	1,961.7	2,077.9	2,327.4	2,345.8	2,350.8
as a % of GDP	*27.1%*	*31.8%*	*28.8%*	*30.1%*	*28.8%*	*27.5%*
Net Deficit	-220.1	-206.0	-135.1	-219.0	-203.6	-128.2
as a % of GDP	*3.5%*	*3.5%*	*1.9%*	2.8%	2.5%	1.5%
Debt		3,593.9	3,698.2	3,987.8	4,191.4	4,319.6
as a % of GDP		*58.1%*	*51.2%*	*51.5%*	*51.5%*	*50.5%*

Source: Economic and Fiscal Update – Supplement to the Budget Address, 2010 to 2013

The government has signalled its intention to stabilise the budget over the forward estimates, as is evident in Figures 7.1 and 7.2. Its target over 2014 and 2015 is to halt the rise in both revenue-raising and spending, and thereby reduce the government share of GDP.

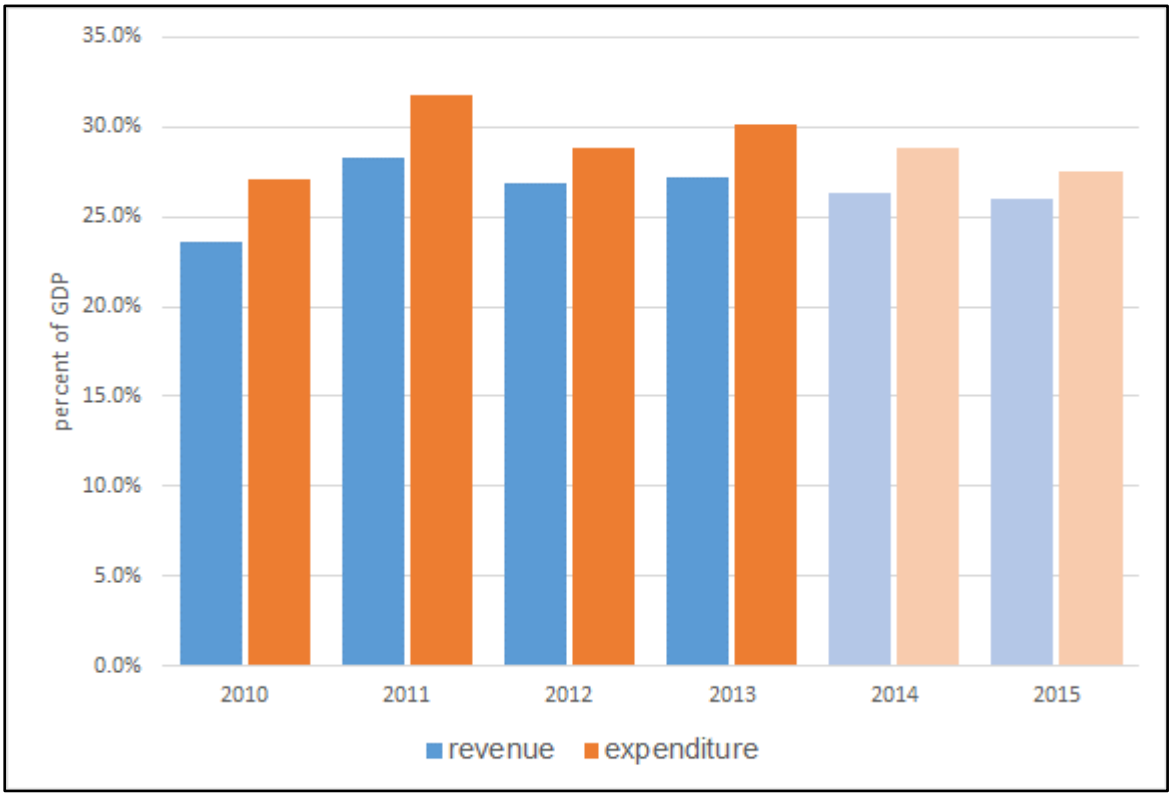
In recent years, targets have been set annually, but as Table 7.3 shows, meeting targets is another matter. Typically, targets have underestimated actual budgets, on both the revenue and expenditure sides, and the resultant deficit estimates have varied considerably.

Figure 7.1 Budget revenue and expenditure, 2010 to projected 2015



Source: Table 7.2.

Figure 7.2 Budget revenue and expenditure 2010 to projected 2015 as a % of GDP



Source: Table 7.2.

Table 7.3 Budget estimates and targets, 2010 to 2015

	2010	2011	2012	2013	2014	2015
Revenue estimates						
2010 budget	1,486.50	1,673.60	1,854.30			
2011 budget		1,745.70	1,733.10	1,804.50		
2012 budget			1,942.80	2,048.80	2,168.40	
2013 budget				2,108.40	2,142.20	2,222.60
Expenditure estimates						
2010 budget	1,706.60	1,841.00	1,996.90			
2011 budget		1,961.70	1,925.70	1,971.60		
2012 budget			2,077.90	2,162.60	2,288.40	
2013 budget				2,327.40	2,345.80	2,350.80
Deficit estimates						
2010 budget	-220.10	-167.40	-142.60			
2011 budget		-216.00	-192.60	-167.10		
2012 budget			-135.10	-113.80	-120.00	
2013 budget				-219.00	-203.60	-128.20

Budget Target

Source: Economic and Fiscal Update – Supplement to the Budget Address, 2010 to 2013

7.2 THE CLASSIFICATION OF PUBLIC EXPENDITURE

Annual budget estimates classify government expenditure on a four-tier basis:

- Heads
- Programs
- Activities
- Standard expenditure groups (SEGs)

(i) budget heads

The Fiji Budget Estimates, 2013 identifies 40 budget heads. Mostly these correspond to government ministries and agencies, although there are a small number of miscellaneous areas of government expenditure that are also listed as budget heads. A Program Statement accompanies each budget head, to reflect its primary roles and responsibilities. The statement lists the head's outputs and indicates their links to the overall targeted outcomes of the government.

(ii) programs

The budget estimates for each head are program based – each ministry and government agency's expenditure estimates are categorised by *program*. Programs are groups of closely related services provided by the ministry or agency which contribute to a common objective or set of allied objectives.

For example, within MoE there are nine programs:

1. policy and administration
2. primary education
3. secondary education
4. curriculum development
5. tertiary technical education
6. research development and training
7. asset monitoring unit
8. examinations
9. policy and administration (culture and heritage)

(iii) activities

Within programs, expenditure estimates are directed towards the activities that need to be undertaken to meet the programs objectives. Larger programs tend to have more activities associated with them than smaller ones. For example, under the MoE budget head, the secondary education program budget annual expenditure is estimated for four activities, whereas the tertiary technical education program, the program that covers MoE vocational schools, has only one umbrella activity – general administration.

(iv) standard expenditure groups (SEGs)

Within each budget activity, expenditures are divided into Standard Expenditure Groups (SEGs) as shown in Table 7.4. These are the building blocks of MoF's annual expenditure estimates.[11]

Table 7.4 Standard expenditure groups

SEG number	Expenditure group
1	established staff
2	government wage earners
3	travel and communications
4	maintenance and operations
5	purchase of goods and services
6	operating grants and transfers
7	special expenditure
8	capital construction
9	capital purchases
10	capital grants and transfers
11	pensions, gratuities, etc
12	financial charges on public debt
13	value added tax

[11] Details of the expenditure items included in each SEG are given in *Budget Estimates, 2013* Appendix 1.

SEGs 1 and 2 can be further grouped as 'personnel expenditure', and SEGs 3, 4, 5 and 7 together make up what is often termed as 'maintenance and other operating expenditure (MOOE)'. SEGs 8 and 9 are capital expenditures, and SEGs 6 and 10 are, respectively, recurrent and capital grants and transfers, earmarked for other organisations. SEGs 11 and 12 are cross-cutting expenditures, not allocated to any one budget head. SEG 13 is the imputed cost of VAT on a ministry or agency's purchases of goods and services, and is refunded to FRCA.[12] Table 7.5 illustrates the range of aggregate levels of expenditure that are used throughout the MoF budget estimates, and what they comprise.

Table 7.5 Aggregations of expenditure applied in MoF budget estimates

Aggregation	SEG
A. Net expenditure	
Personnel expenditure	1+2
Maintenance and other operating expenditure (MOOE)	3+4+5+7
Net operating (recurrent) expenditure	1 to 5, +7
Net capital expenditure	8+9
Total net expenditure	1 to 5 + 7 to 9
B. Net expenditure plus transfers	
Net operating (recurrent) expenditure	1 to 5, +7
Operating grants and transfers	6
Total allocated net operating expenditure	1 to 7
Net capital expenditure	8+9
Capital grants and transfers	10
Total allocated net capital expenditure	8 to 10
Total allocated net expenditure	1 to 10
C. Consolidated net expenditure	
Total allocated net recurrent expenditure	1 to 7
Unallocated net recurrent expenditure	11 + 12
Total net recurrent expenditure	1 to 7 + 11 + 12
Total net capital expenditure	8 to 10
Consolidated net expenditure	1 to 12
D. Consolidated gross expenditure (inclusive of VAT)	
Consolidated net expenditure	1 to 12
VAT	13
Consolidated gross expenditure	**1 to 13**

[12] The only budget head that does not contain a separate VAT estimate is No.26 Higher Education Institutions. They pay the tax out of their grants and transfers.

7.3 PUBLIC EXPENDITURE PATTERNS

MoF budget estimates are made in the context of a five-year medium-term expenditure framework (MTEF), where actual expenditures of two-years before are compared with the revised estimates for one-year before, the estimates for the current year and target expenditures for the following two years. Table 7.6 presents the different aggregate levels of government expenditure within the five-year framework based upon 2013, and Table 7.7 expresses them as percentages of consolidated gross expenditure.

What is noticeable from Table 7.6 and 7.7 is the comparatively large part of the consolidated annual budget that is either returned to the treasury as VAT (2.3 percent in 2013), not allocated to any specific ministerial program or activity (13.6 percent in 2013, but proportionately more in other years) or transferred out of the government's ministries and agencies (41.4 percent in 2013) to other public and private organisations. Less than half the consolidated annual budget (42.6 percent in 2013) is allocated to the recurrent (operating) expenditures of government ministries and agencies, and their capital programs.

Table 7.6 Government budgetary expenditure, actual 2011 to target 2015 ***(FJ$ '000s)***

SEG	Item	Actual 2011	Revised estimate 2012	Estimate 2013	Projection 2014	Projection 2015
(1+2)	Personnel	569,262.9	593,009.3	618,001.5	617,726.5	617,726.0
(3+4+5+7)	MOOE	198,951.2	245,224.9	262,597.1	233,939.5	220,993.1
Net operating expenditure		**768,214.1**	**838,234.2**	**880,598.6**	**851,666.0**	**838,719.1**
(6)	Operating grants and transfers	292,428.3	314,074.4	354,991.7	353,918.8	353,918.8
Total operating expenditure		**1,060,642.4**	**1,152,308.6**	**1,235,590.3**	**1,205,584.8**	**1,192,637.9**
(11+12)	unallocated recurrent expenditure	299,102.5	311,597.8	315,399.5	314,144.7	305,741.7
Total recurrent expenditure		**1,359,744.9**	**1,463,906.4**	**1,550,989.8**	**1,519,729.5**	**1,498,379.6**
(8+9)	Net capital	202,400.5	276,623.4	111,864.1	76,800.4	65,806.7
(10)	Capital grants and transfers	292,203.3	277,720.4	610,810.3	491,047.4	302,391.2
Total capital		**494,603.8**	**554,343.8**	**722,674.4**	**567,847.8**	**368,197.9**
Net total expenditure		**970,614.6**	**1,114,857.6**	**992,462.7**	**928,466.4**	**904,525.8**
Total expenditure including transfers but without VAT		**1,555,246.2**	**1,706,652.4**	**1,958,264.7**	**1,773,432.6**	**1,560,835.8**
(13)	Value added tax	43,979.0	59,679.3	53,721.1	46,759.9	43,168.9
Total expenditure including transfers and VAT		**1,599,225.2**	**1,766,331.7**	**2,011,985.8**	**1,820,192.5**	**1,604,004.7**
Consolidated gross expenditure		**1,898,327.7**	**2,077,929.5**	**2,327,385.3**	**2,134,337.2**	**1,909,746.4**
Total grants and transfers		**584,631.6**	**591,794.8**	**965,802.0**	**844,966.2**	**656,310.0**

Source: MoF Budget Estimates, 2013

Table 7.7 Government budgetary expenditure, actual 2011 to target 2015 ***(% of total)***

SEG	Item	Actual 2011	Revised estimate 2012	Estimate 2013	Projection 2014	Projection 2015
(1+2)	Personnel	30.0%	28.5%	26.6%	28.9%	32.3%
(3+4+5+7)	MOOE	10.5%	11.8%	11.3%	11.0%	11.6%
Net operating expenditure		**40.5%**	**40.3%**	**37.8%**	**39.9%**	**43.9%**
(6)	Operating grants and transfers	15.4%	15.1%	15.3%	16.6%	18.5%
Total operating expenditure		**55.9%**	**55.5%**	**53.1%**	**56.5%**	**62.5%**
(11+12)	unallocated recurrent expenditure	15.8%	15.0%	13.6%	14.7%	16.0%
Total recurrent expenditure		**71.6%**	**70.5%**	**66.6%**	**71.2%**	**78.5%**
(8+9)	Net capital	10.7%	13.3%	4.8%	3.6%	3.4%
(10)	Capital grants and transfers	15.4%	13.4%	26.2%	23.0%	15.8%
Total capital		**26.1%**	**26.7%**	**31.1%**	**26.6%**	**19.3%**
Net total expenditure		**51.1%**	**53.7%**	**42.6%**	**43.5%**	**47.4%**
Total expenditure including transfers but without VAT		**81.9%**	**82.1%**	**84.1%**	**83.1%**	**81.7%**
(13)	Value added tax	2.3%	2.9%	2.3%	2.2%	2.3%
Total expenditure including transfers and VAT		**84.2%**	**85.0%**	**86.4%**	**85.3%**	**84.0%**
Consolidated gross expenditure		**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Total grants and transfers		30.8%	28.5%	41.5%	39.6%	34.4%

Source: Table 7.6

Less than a third (26.6 percent in 2013, but higher in other years) of the consolidated budget is allocated to ministry and government agency personnel expenditure. Ministry and agency maintenance and other operating expenditure (MOOE) claim only between eleven and twelve percent of the annual budget, whilst in 2013 their capital programs were only allocated 4.8 percent of the total (although this was down considerably from the previous year).

These comparatively low figures for personnel, MOOE and capital program expenditure are obviously boosted when operational and capital grants and transfers are taken into account, since they are themselves to be expended primarily in these three areas. Recipients of these grants and transfers range from government-owned authorities and commissions to a variety of semi-autonomous and non-government organisations.[13] Operating and capital grants to the three higher education institutions are included.

Table 7.8 and Figure 7.3 give an indication of the distribution of consolidated recurrent expenditure across broad sectors of government in 2013. The salient features of this distribution are:

- The distribution is of the consolidated budget, and so includes all grants and transfers, unallocated expenditure and VAT.
- Unallocated expenditure is mainly recurrent (86 percent). As a proportion of total recurrent expenditure, unallocated recurrent expenditure amounts to almost as much

[13]For lists of the major recipients in 2013, see MOF *Economic and Fiscal Update – Supplement to the 2013 Budget Address,* November 2012, Tables 4.4 and 4.6.

as the combined allocation to health and other social services (but not education), economic services and infrastructure.

- Education (MoE and higher education institutions) was allocated 21 percent of the recurrent expenditure budget in 2013, making it the largest recipient outside general administration. However, its share of capital expenditure, at 1.3 percent of the total, is the lowest. Correspondingly, the share of the total budget allocation to education earmarked for recurrent purposes, at 97.1 percent, is the highest for all sectors.
- Two-thirds of the capital budget is allocated to the infrastructure sector – to public works, public utilities, roads, transport and shipping services.

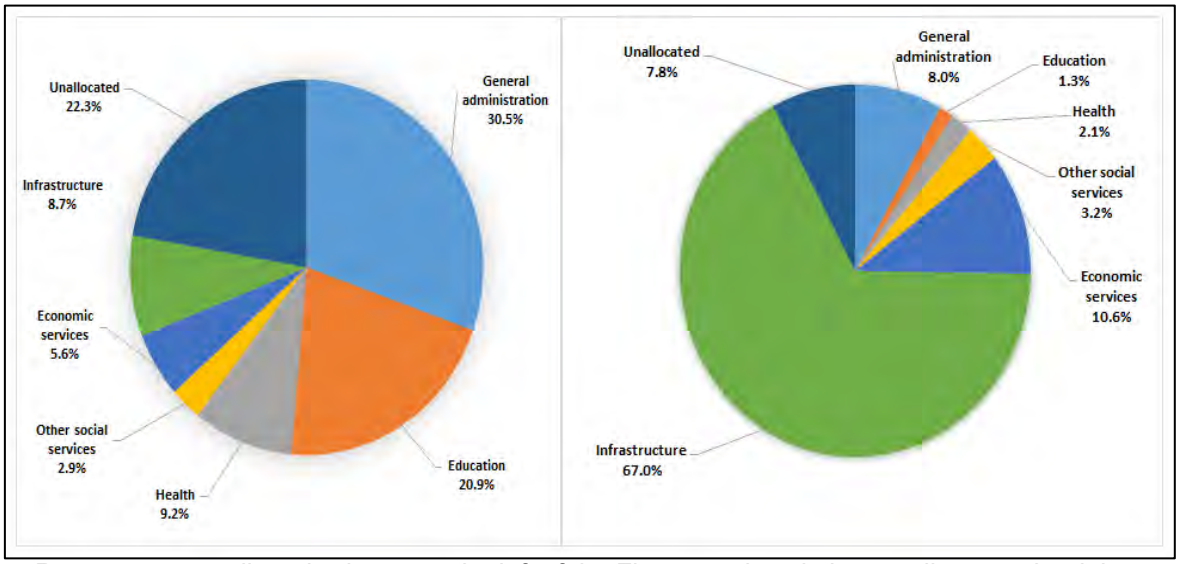
Table 7.8 Consolidated expenditure estimates for 2013, by sector

budget item	recurrent	capital	total	*percent recurrent*	*percent of total budget*		
					recurrent	*capital*	*total*
General administration[14]	472,454.8	58,083.0	530,537.8	*89.1%*	*30.5%*	*8.0%*	*23.3%*
Education[15]	324,545.0	9,550.7	334,095.7	*97.1%*	*20.9%*	*1.3%*	*14.7%*
Health	142,578.2	14,829.6	157,407.8	*90.6%*	*9.2%*	*2.1%*	*6.9%*
Other social services[16]	44,686.2	23,320.1	68,006.3	*65.7%*	*2.9%*	*3.2%*	*3.0%*
Economic services[17]	86,833.4	76,765.0	163,598.4	*53.1%*	*5.6%*	*10.6%*	*7.2%*
Infrastructure[18]	134,294.1	483,856.0	618,150.1	*21.7%*	*8.7%*	*67.0%*	*27.2%*
Unallocated	345,609.3	56,270.1	401,879.4	*86.0%*	*22.3%*	*7.8%*	*17.7%*
Total budget	**1,550,989.8**	**722,674.5**	**2,273,664.3**	***68.2%***	***100.0%***	***100.0%***	***100.0%***

Source: MoF Budget Estimates, 2013

[14] Defence forces and police, the judiciary and corrections, PSC and general government
[15] Education, national heritage, culture and the arts, and higher education institutions
[16] Housing, social welfare, youth and sports
[17] Industry and trade, mining, primary industry, tourism, aviation and communications, local government
[18] Public works, public utilities, roads and transport, shipping

Figure 7.3 Consolidated expenditure estimates as a percent of total, 2013



Note: Recurrent expenditure is shown on the left of the Figure, and capital expenditure on the right.
Source: Table 7.8

7.4 DEVELOPMENT ASSISTANCE

Fiji receives assistance from development partners in the following forms

- Official development assistance (ODA)
- Direct payments

Official development assistance (ODA)

As noted, ODA comes in two forms, *cash grants*, which are included as revenue in MoF's cash-based annual budget estimates, and grant *aid-in-kind*, which is not.[19]

Table 7.9 shows that of the estimated FJ$174.4 million was estimated received as ODA in 2013, only FJ$16.8 million was in the form of cash grants, and hence was included as budget revenue, whilst the remaining FJ$157.8 million was grant aid-in-kind, 90 percent of all ODA, whilst available for spending on programs and projects in the country, remained ex-budget.

[19]The explanation given by MoFfor the way aid-in-kind is treated in the budget estimates is as follows:

> The entries shown under the aid-in-kind heading within each activity and in the summary for each Budget head give an approximate indication of aid resources applied by Ministries to various activities outside the financial allocations through the Budget. The figures shown are not precise for several reasons. The financial year of the donor country often differs from that of Fiji and, in many cases, aid proposals will be finalised during the year. The estimates of aid-in-kind include contributions of materials, equipment and staff funded directly by overseas donors and cash contributions from overseas which go directly to organisations or individuals without passing through the Budget. It is emphasised that the figures shown do not represent additional budgetary resources available to the Ministries.

MoF Budget Estimates, 2013, 'Notes on the Budget Estimates' page 7

Table 7.9 ODA to Fiji, 2011 to 2013

Type of ODA	2011		2012		2013	
	FJ$	percent of total	FJ$	percent of total	FJ$	percent of total
Cash grants	8,717,070	8.50	17,965,580	13.0	16,603,340	10.0
Grant aid-in-kind	92,564,559	92.00	122,009,591	87.0	157,782,623	90.0
Total	**101,281,629**	**100.00**	**139,975,172**	**100.0**	**174,385,963**	**100.0**

Source: Economic and Fiscal Update – Supplement to the 2013 Budget Address, Table 9.1

Direct payments

These are loan-based payments for foreign financed projects that do not come into the consolidated budget estimates. They are mainly for capital works, where payments are paid directly by the lender to the contractor(s) undertaking the work.

The lending agencies and the programs in receipt of direct payments in 2013 are listed in Table 7.10. Table 7.11 brings grant aid-in-kind assistance and direct payments under development agency loan programs together under the beneficiary ministry and agencies. Whilst both sets of payments are listed under the relevant budget heads, they are funds quarantined for specific project/programs purposes and are not available to those ministries as additional revenue.

What is apparent from Table 7.11 is that whilst grant aid-in-kind is spread across a range of government functions, direct payments from lending agencies have been concentrated largely in the infrastructure sectors, particularly in road construction.

Table 7.10 Direct payment programs, 2013

Sector	Lending agency	FJ$
Housing	EXIM Bank China	19,000,000
Public utilities	ADB	13,000,000
Road construction	ADB	10,000,000
Road construction	EXIM Bank China	126,000,000
Road construction	EXIM Bank Malaysia	70,000,000
Flood Rehabilitation	ADB	15,000,000
Total		**253,000,000**

Source: MoF Budget Estimates, 2013

Table 7.11 Grant aid-in-kind and direct payments by agency, 2013

	Budget head/ministry	Aid-in-kind	Direct payments	Total
2	Public Service Commission	13,846,398		13,846,398
7	Labour, Industrial Relations and Employment	60,000		60,000
8	Foreign Affairs	1,007,856		1,007,856
17	Bureau of Statistics	25,032		25,032
18	Provincial Development	3,279,621		3,279,621
21	Education	42,097,877		42,097,877
22	Health	32,349,502		32,349,502
23	Housing	1,425,817	19,000,000	20,425,817
24	Social Welfare, Women and Poverty	1,204,335		1,204,335
25	Youth and sport	25,032		25,032
31	Agriculture	18,070,010		18,070,010
32	Forests and Fisheries	234,848		234,848
33	Lands and Mineral Resources	50,000		50,000
34	Industry and Trade	11,991,776		11,991,776
35	Sugar	12,050,000		12,050,000
36	Local Government, Urban and Environment	2,718,462		2,718,462
41	Public Utilities and Energy	17,346,057	13,000,000	30,346,057
42	Fiji Roads Authority		221,000,000	221,000,000
Total		**157,782,623**	**253,000,000**	**410,782,623**

Source: MoF Budget Estimates, 2013

Table 7.12 lists the sources of grant aid-in-kind and direct payments from lending agencies. It shows that whilst Australia was the largest contributor of grant aid-in-kind in 2013, China is a much larger source of assistance when direct payments from lending agencies as well as grant aid-in-kind are taken into consideration.

Table 7.12 Grant aid-in-kind by donor and direct payments by lender, 2013

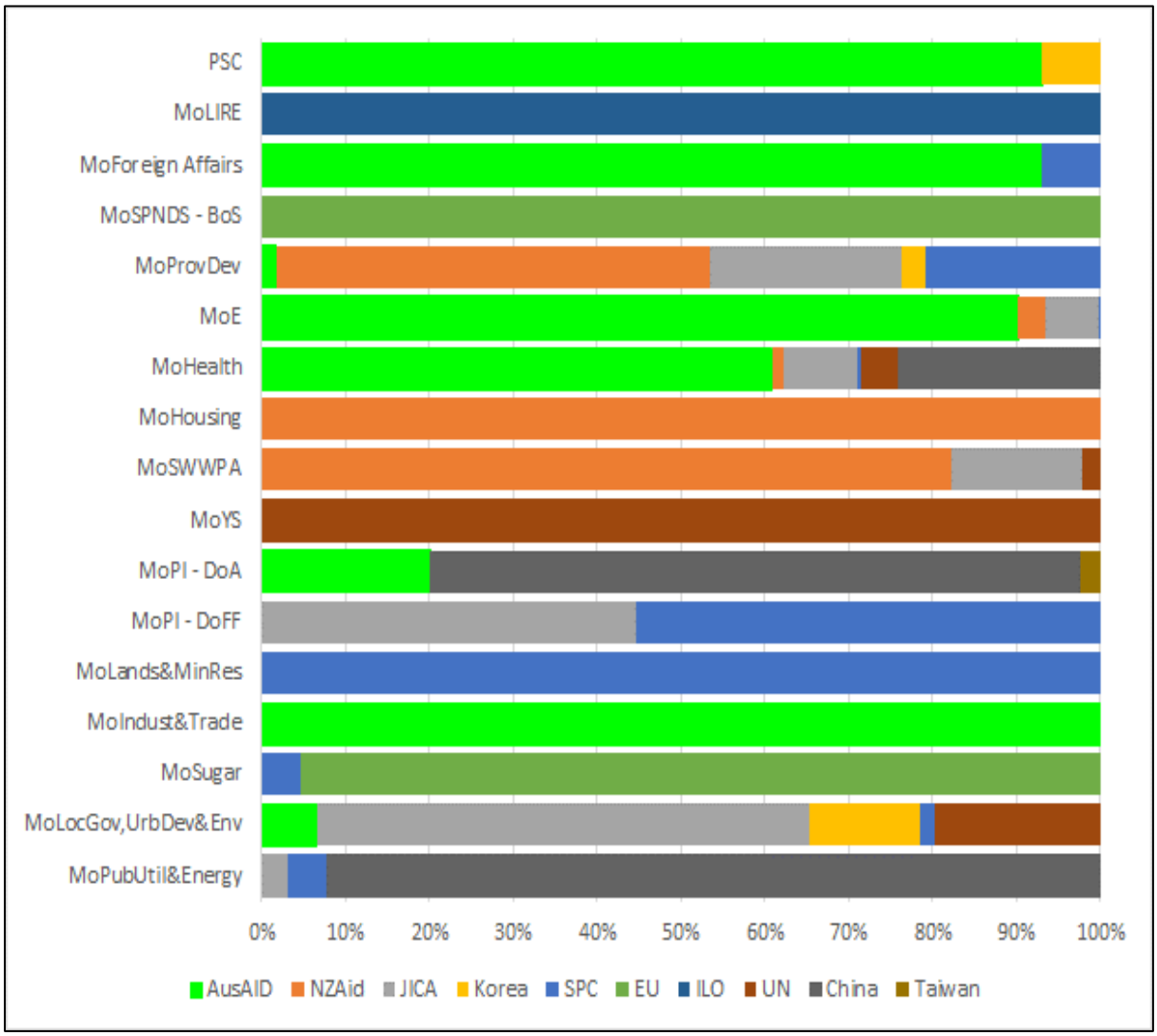
Donor/lender	Grant aid-in-kind		Direct payments		Total	
	FJ$	*percent of total*	FJ$	*percent of total*	FJ$	*percent of total*
China	37,800,000	*24.2%*	145,000,000	*57.3%*	182,800,000	*44.7%*
Australia	87,311,835	*56.0%*		*0.0%*	87,311,835	*21.4%*
Malaysia		*0.0%*	70,000,000	*27.7%*	70,000,000	*17.1%*
ADB		*0.0%*	38,000,000	*15.0%*	38,000,000	*9.3%*
EU	11,535,032	*7.4%*		*0.0%*	11,535,032	*2.8%*
Japan	8,744,579	*5.6%*		*0.0%*	8,744,579	*2.1%*
New Zealand	5,875,898	*3.8%*		*0.0%*	5,875,898	*1.4%*
SPC	2,575,518	*1.7%*		*0.0%*	2,575,518	*0.6%*
UN	2,078,543	*1.3%*		*0.0%*	2,078,543	*0.5%*
Korea	1,411,218	*0.9%*		*0.0%*	1,411,218	*0.3%*
Taiwan	450,000	*0.3%*		*0.0%*	450,000	*0.1%*
Total	**155,921,405**	***100.0%***	**253,000,000**	***100.0%***	**408,921,405**	***100.0%***

Source: MoF Budget Estimates, 2013

Figure 7.4 provides a picture of the relative distribution of grant aid-in-kind by donors, across government ministries and agencies. What this reveals is how diversified is the development assistance to Fiji.

Australia's program of grant aid-in-kind is shown in Table 7.13. It combines assistance given under bi-lateral, regional and scholarship programs.

Figure 7.4 Grant aid-in-kind, by donor and recipient agency, 2013



Source: MoF Budget Estimates, 2013

Table 7.13 Australia's grant aid-in-kind, 2013

	Budget head/program	FJ$	percent of total
2	**Public Service Commission**		
	Australian Development Scholarship	11,232,902	
	Australian Regional Development Scholarship	1,648,866	
	Total	**12,881,768**	***14.8%***
8	**Foreign Affairs**		
	International Climate Change Adaptation Initiative	936,856	
	Total	**936,856**	***1.1%***
18	**Provincial Development**		
	Assistance to Cyclone Season Disaster Preparedness	56,211	
	Total	**56,211**	***0.1%***
21	**Education**		
	Future Support to Education – New Access to Quality Education	16,627,319	
	APTC	21,335,937	
	Total	**37,963,256**	***43.5%***
22	**Health**		
	Health Sector Improvement	16,872,775	
	FNU College of Medicine, Nursing and Health Sciences	2,810,568	
	Total	**19,683,343**	***22.5%***
31	**Agriculture**		
	Strengthening the Fiji Papaya Industry	166,760	
	Pacific Agribusiness Research for Development Initiative	1,066,142	
	Pacific Horticultural and Agriculture Market Access	2,181,000	
	Strategies for Floriculture in Indigenous Australian and Pacific Island Communities	206,108	
	Total	**3,620,010**	***4.1%***
34	**Industry and Trade**		
	Rural Enterprise Development (RED)	608,956	
	Fiji Community Development Program	8,572,232	
	Market Development Facility	2,810,568	
	Total	**11,991,756**	***13.7%***
36	**Local Government, Urban development and Environment**		
	Small Island Developing States – Community Based Action	178,635	
	Total	**178,635**	***0.2%***
	Total	**87,311,835**	***100.0%***

Source: MoF Budget Estimates, 2013

PART III: TVET IN CONTEXT

CHAPTER 8. THE TVET SECTOR IN FIJI

8.1 COMPOSITION OF THE SECTOR

The TVET sector in Fiji, pre-2010

Fiji's Sixth Development Plan 1971-1975 placed strong emphasis on 'craft-teaching' and on training in agriculture in the interests of the long-term development and prosperity of the newly independent country. By 1973 the legislature enacted the *Fiji National Training Act* [Cap 93] 1973, which established the Fiji National Training Council (FNTC). The council, to become the leading provider of in-service training in the country, had the responsibility for apprenticeship training, trade testing, and administering the national training levy-grant scheme. The Fiji Institute of Technology (FIT), established earlier in 1963 as the Derrick Technical Institute, was already providing pre-service technical and vocational training. FNTC picked up the functions of a national productivity organisation in 1984, and by 2003 was renamed the Training and Productivity Authority of Fiji (TPAF). In 2010 this in turn was rebadged as the National Training and Productivity Centre (NTPC), and merged with the newly established Fiji National University (FNU).

What this has in effect meant is that since its inception in 2010, in addition to being the country's major provider of post-school education and training (PSET), FNU has taken on the administration of the country's training levy-grant scheme, with the responsibility for:

- collecting the levy from employers;
- determining employer status (whether they classify as Method A or Method B employers);
- dispensing the funds collected as grants; and
- meeting the training needs of employers, though in-service training of employees of the levy-paying employers.

In addition it has the responsibility for managing apprenticeship schemes, trade testing, productivity promotions and so on.

Details of how the training levy-grant works are contained in Chapter 13. Suffice to say, the scheme has been the centrepiece of TVET in Fiji since its inception forty years ago. When the then TPAF closed its doors in late 2010, the authority had issued 350,000 certificates, graduated 4,700 tradesmen and women from the National Apprenticeship Training Scheme, and had, from 1986, released FJ$67 million to employers in training grants.

Before it was absorbed into FNU, FIT was a major provider of TVET in Fiji. In 2009 the institute had 20,000 students and 120 courses, across four campuses. The institute offered mostly trade certificate and diploma courses, and comprised the following schools:

- Marine Studies;
- Building and Civil Engineering;
- General Studies;
- Hospitality and Tourism;
- Printing and Graphic Design;
- Mechanical Engineering;
- Automobile Engineering and Road Transport;
- Electrical and Electronic Engineering; and
- Commerce.

Along with the FIT and the TPAF, FNU also absorbed the institutions of the Fiji School of Medicine and School of Nursing, the Fiji College of Agriculture, Lautoka Teacher's College, and the Fiji College of Advanced Education. These last two each offered teacher training, mainly through two-year diploma programs.

Despite having the national training levy scheme as a guaranteed source of funding, and one that served to focus upon the training needs of employers, the TVET sector in Fiji pre 2010 could be characterised as:

- offering training that was largely supply-driven and unregulated;
- being dominated by FIT and TPAF; with the remainder
    - offered in a few small (even boutique) line ministry institutions;
    - supported by a limited number of CSO, faith-based and private providers;
    - delivered in vocational centres located at some secondary schools as a type of 'second-chance' education; and
- being perceived as a relatively low status and non-academic undertaking (ADB 2007).

The latter point is underscored in a study that reported over 60 percent of secondary students in Fiji as aspiring to a set of narrow and outdated white-collar career paths – teaching, civil service, nursing, medicine, engineering and law – a focus which has contributed significantly to the problem of overeducated unemployment observed in the country today (Nilan *et al* 2006).

Another legacy of the lack of regulation, and possibly of an attempt to improve the status of TVET, was the proliferation of certificates. Certificates of attendance, completion, attainment, trade and higher education, and certificate levels from 1 to 4 and I to IV were common. This is being addressed by the recently established Fiji Higher Education Commission (FHEC). At the time of the fieldwork, the Fiji Qualifications Framework (FQF) was being developed and so was not available for use by the study team when classifying the levels at which programs are offered by training providers.

Over time there have been some efforts by TVET providers to collectively represent themselves, and to collaborate in the planning and provision of TVET. The Fiji Institutes of TVET Association (FITVETA) was formed at a regional conference in 2007 but, apparently, was never realised as an enduring association. The regional Pacific Association of TVET (PATVET) established to promote and lead TVET in the Pacific, and as a forum for national TVET associations, held its last annual general meeting in 2011. Its secretariat, initially hosted by SPC, is now housed in FNU, and the association is being revived.

The TVET sector in Fiji, post-2010

The formal TVET sector in Fiji, as defined within the scope of this study, comprised the following institutional components at the time of writing:

- FHEC, discussed below in Chapter 11, and introduced in Chapter 5;
- FNU (including NTPC) as the major public provider;
- Eighty seven vocational schools almost all of which are adjuncts to secondary schools; four are schools that cater for the disadvantaged – Hilton Special School, Suva Special School, Marist Champagnat Institute, and Veilomani Rehabilitation Centre; and three are vocational centres – Ratu Mara College, Suva Vocational School and Vivekananda Vocational Centre);
- MoE, administers the basic employment skills training program (BEST) in Forms 5, 6 and 7 throughout the country;
- MoiTA, which operates the Centre for Appropriate Technology and Development (CATD) and administers the *iTaukei* scholarship scheme;
- MoFF, which operates the Forestry Training Centre, and the Timber Industry Training Centre;

- MoYS, which manages the National Youth Training Centre and four smaller youth training centres, including the youth band centre at Valelevu;
- MoA, which operates the Taveuni Coconut Training Centre and the Koronivia Training Centre;
- MoIT, which runs the National Centre for Small and Micro-Enterprise Development;
- APTC, a major regional provider of AQF certificate III and IV and diploma TVET programs, funded under the Australian aid program;
- USP (including RCCCE) is a regional provider funded by its 12 Pacific Island Country members and development partners;
- some of the larger SOEs, particularly Airports Fiji Limited and Fiji Electrical Authority;
- the Marist Tutu Rural Training Centre; and
- Twenty six identified private providers, classified as either recognised by or registered with FHEC.

There are a number of other providers mainly offering short-course and non-formal TVET in Fiji. These include:

- MoWSWPA, which offers short-courses particularly in micro-enterprise development and funds Suva Special School;
- SPC is a regional provider, supported by partnership funding, providing short courses mainly through the Community Education Training Centre;
- PSC provides in-service continuing professional development/continuing professional education (CPD/CPE) type courses at their Centre for Training and Development (CTD), and also administers the Multi-Ethnic Affairs Scholarship Scheme, international and local scholarship schemes, the special children scholarship scheme, and the student loan scheme;
- MoLIRE opened its NECs (National Employment Centres) in 2010 and provides employment and small business training for the unemployed through partner providers;[20] and
- Some of the 500 FCOSS member organisations across Fiji, such as the Social Leadership Training Institute (FCOSS 2012), conduct short, care giving, environment, enterprise and personal and community development courses.

Fiji National University

FNU is the major provider of TVET programs in Fiji. The new university is a self-accrediting, statutory organisation (*Fiji National University Decree 2009*). FNU has five colleges and one centre:

- College of Agriculture, Fisheries and Forestry;
- College of Business, Hospitality and Tourism;
- College of Engineering, Science and Technology;
- College of Humanities and Education;
- College of Medicine, Nursing and Health Sciences; and
- National Training and Productivity Centre.

Each of the FNU Colleges has a number of departments or schools, offering an array of TVET courses, as shown in Table 8.1. The apprenticeship scheme which is administered and monitored by NPTC as part of FNU, and the franchise scheme are also discussed below.

[20] There are a total of seven NECs located in Central, Western and Northern divisions, but none in the small isolated islands that make up the Eastern division.

Table 8.1 FNU TVET courses

FNU College/School/Department	TVET courses
College of Agriculture, Fisheries and Forestry	
Department of Agriculture	Trade Dip and Cert IV Ag, short courses
Department of Fisheries	Trade Dip Fisheries
Department of Forestry	Trade Dip Forestry or Wood Processing
Department of Animal Science	N/A
College of Business, Hospitality and Tourism	
School of Hospitality and Tourism	
Dept of Food and Beverage	Trade Dip, Cert IV and III Restaurant, Bake or Cook
Dept of Front Office and Accommodation Management	Trade Dip, Cert IV and III Office, and Cert IV and III Housekeeping
School of Accounting	
School of Economics, Banking and Finance	
Dept of Economics	
Dept of Banking and Finance	
Department of Management, IR and OHS	Trade Dip Frontline Mgt or Event Mgt, Cert IV OH&S, Merchandising or Event Mgt
Department of Computer Science and Information Systems	Trade Dip and Cert IV Applied Computing
Department of Office Administration	Trade Dip Cert IV and III Office Admin
College of Engineering, Science and Technology	
School of Building and Civil Engineering	
Architectural Dept	
Civil Engineering Dept	
Quantity Surveying Dept	The school offers the following across its departments: Trade Dip Architecture, Building, Civil Eng, Quantity Survey, Land Survey; Cert IV Frontline Spvr, Plumbing, or Carpentry
Building Dept	
Land Surveying Dept	
Carpentry and Joinery Dept	
Building Services Dept	
School of Electrical and Electronics Engineering	
	Trade Dip Elec Eng and Cert IV Electrical, Electronics, or Hospitality Eng
School of Mechanical Engineering	
	Trade Dip Ag Eng, or Mech Eng

FNU College/School/Department	TVET courses
	Cert IV Plant, Weld, Refrig, F&T, or Ag Eng
School of Automotive Engineering and Road Transport	
	Trade Dip Auto Eng, or Tpt Tech
	Cert IV Auto Eng (various)
School of Maritime Studies	
	Trade Dip Marine Eng, Ships Ops, or Nautical Science
	Cert IV Marine Eng (various), or Ship Building
	Cert III Engine Room (various) Deck Watch, Small Craft, or Ships Ops
School of Applied Sciences	
Department of Aviation Studies	Cert IV Mech, or Avionics
Department of Printing Technology	Cert IV Print Tech
College of Humanities and Education	
School of Social Sciences	
Dept of Geography and History	
Dept of Ethics and Governance	Mandatory units for most programs
School of Education	
Dept of Community Education	Cert III TVET, Aged Care, or Child Care
Dept of Sports Education	N/A
Dept of Primary Education	N/A
Dept of Secondary Education	BEd TVET
School of Communications and Creative Arts	
Dept of Media and Journalism	
Dept of Communication, Language and Literacy	Dip and Cert III Journalism
Dept Film and TV	Mandatory units for all programs
Dept of Music, Visual and Performing Arts	Cert IV Film and TV
	Cert IV Graphic Design or Screen Print, Cert II Hair and Beauty
College of Medicine, Nursing and Health Sciences	
Department of Health Sciences	
School of Medical Science	N/A
School of Nursing	

FNU College/School/Department	TVET courses
School of Oral Health	
School of Public Health and Primary Care	
National Training and Productivity Centre	
Division of Technical Training	
Dept of Mechanical Engineering	
Dept of Automotive Engineering	Departments offer modules of training with credit transfer to College of Engineering, Science and Technology courses. Alternatively participants can sit the national trade test. Modules are also taken by BEST and NEC participants.
Dept of Electrical and Electronics	
Dept of Construction Industry Training	
Dept of Marine and Ports	
Division of Business and Information Technology	
Dept of Information Technology	
Dept of Productivity and Quality	Non-award, local and international award and professional IT courses
Dept of Quality Awards	QA, OH&S and Accounting courses
Division of Executive Management and Hospitality Services	
Dept of Occupational Assessment	
Dept of Hospitality and Tourism	Assessments, IR and OB programs
Dept of Aviation and Travel	Cargo and non-award ticketing and sales courses
Dept of Languages & Business Communications	Sales, supervision and services short-courses
Dept of Fashion and Design	
	ESL, IELTS and business communications courses
Dept of Executive Management	Courses in TCF frontline competencies
	HRM, marketing and ToT courses
Department of National Trade Testing	
	Testing in 26 trades at Levels I to III – junior, qualified and advanced tradesperson
National Apprenticeship Training Scheme	
	Administer training in 22 trade certificate and five technician certificate categories

Apprenticeship programs

In 1973 FNTC was required by the Fiji National Training Act 1973:

> 'to provide, arrange for or regulate the appropriate training, of persons or classes of persons, whether by way of apprenticeship or otherwise, to assist such persons or classes of persons in connection with employment'.

The task was later passed to the TPAF, and then the NTPC. The National Apprenticeship Training Scheme is now administered and monitored by NTPC as part of FNU.

An applicant has to make a direct approach to the employer offering the apprenticeship. Contracts are tripartite, between the apprentice (or guardian if under 18 years of age), the employer and FNU. There is no maximum age and wages are regulated at rather low levels: for example, trade apprentices are paid FJ$1.74 per hour in the first year while technician apprentices are paid FJ$1.94.[21]

Apprenticeships combine on-the-job and off-the-job training across a four or five year period, and are offered in the areas shown in Tables 8.2 and 8.3.

Table 8.2 Trade Certificate areas and course duration

Trade Certificate area	Duration in years
Aircraft maintenance	5
Automotive electrical	4
Automotive mechanical	4
Boiler making	4
Carpentry	4
Cook	4
Electrical fitter mechanic	4
Electronics	4
Fitting and machining	5
Heavy commercial vehicle mechanic	4
Heavy mobile plant mechanic	4
Industrial sewing machine mechanic	4
Joinery and cabinet making	4
Marine engineering	4
Navigation and seamanship	4
Panel beating	4
Printing	4
Refrigeration and air-conditioning	4
Saw doctor	4
Shipwright	5
Welding and fabrication	4

[21] Further details of the apprenticeship scheme are included in Chapter 13.

Table 8.3 Technician Certificate areas and course duration

Technician Certificate area	Duration in years
Automotive engineering	5
Electrical engineering	5
Mechanical engineering	5
Plant engineering	5
Telecommunication engineering	5

Franchise system

FNU also franchises the provision of TVET courses and programs at the lower certificate levels locally, regionally and internationally. This allows providers who meet certain criteria, including some vocational centres attached to secondary schools, to offer training and possible pathways to FNU. The franchise system also allows some rural and remote students to remain at home while completing initial TVET (ADB 2007). Franchise courses are developed by FNU and delivered by the franchise partner. Support and monitoring is provided by the university.

Other public provision

MoE vocational schools: of the 87 MoE registered vocational schools throughout the country, most are adjuncts to secondary schools, and only three are vocational colleges (Ratu Mara College, Suva Vocational School and Vivekananda Vocational Centre). With the exception of Sila Central, Ratu Kadavulevu, Vunisea and Bucalevue, which are MoE run, schools are managed by civil society and NGO committees with support from MoE (MoSPNDS 2011).

Each school offers two-year vocational training programs in some or all of the following trades:

- automotive engineering
- welding and fabrication
- carpentry and joinery
- catering and tailoring
- office technology
- woodcraft
- computing
- marine
- agriculture

The Certificate II Auto Engineering, Certificate II Carpentry and Joinery and Certificate in Catering and Tailoring, primarily for girls and young women, are the most common courses. Some are franchise programs from FNU and others are based on MoE TVET curricula. Prior to the abolition of the Fiji Junior Examination (Form 4), students who had completed, but mostly not passed, Form 4 were admitted, and on completion could articulate to more advanced training with FNU. This has changed since school attendance to Form 6 was made compulsory. However, in reality, vocational schools have some students from as low as Grade 8 and Form 3 attending full-time.

MoE's *BEST program* was introduced in 2012, and is run in Forms 5, 6 and 7 in 124 secondary schools throughout the country.[22] Students from 12 schools attend training at FNU, and their fees, FJ$70 per module, are paid by MoE. It is intended that all secondary

[22] The BEST program, then called the BETS or Basic Employment Technical Skills program, was pioneered at Laucala Bay Secondary School in 2011, and launched in Form 5 at 62 schools in 2012.

schools will offer BEST courses, and they will be compulsory. Students complete nine one-week modules, one per term, over three years, to complete a Level 2 qualification in one of 14 trades.[23] The objectives of the program are to introduce secondary school students to basic industry skills, and to raise awareness of the trades as a viable career pathway for school leavers. BEST is seen by MoE as a Fiji-made solution to mainstreaming TVET, and making it a cornerstone of education and training reform.[24] Just over 15,000 students participated in 2013. BEST is not intended to replace TVET subjects, such as industrial arts, home economics, office technology and agriculture that are offered in the mainstream secondary curriculum.

The MoiTA *Centre for Appropriate Technology and Development* (CATD), established in 1985, is located about 40 km from Suva. The centre has 26 staff including six instructors, and 40 trade students. Certificates in agriculture, appropriate technology, entrepreneurship, leadership, and community; and 12 month trade certificates in auto mechanics, carpentry and joinery, plumbing and welding are offered. Applicants for trade training must be *iTaukei* or Rotuman males, have Form 4 education (exceptions are made), require the documented support of their community, and must undertake to serve their community after training (CATD). The instructor to student ratio, at 1:10, is low and the workrooms and campus are exceptional.

The MoFF *Forestry Training Centre* and the *Timber Industry Training Centre* are both near Suva. The Forestry Training Centre's core program is the two-year forester program. It had 19 students enrolled in 2012. It is fee free, and graduates are bonded to the Ministry for two years. The centre also runs short technical skills training events for logging companies, chainsaw operation courses for emergency services personnel, and community education programs. In the near future it is expected that FNU will take over the forester program. The *Timber Industry Centre* runs a one-year certificate course in applied woodcraft technology and a waste wood utilisation program. Of the hundreds of applicants for the certificate, drawn from landowner groups/communities, only 14 were selected for training in 2013. The course is also tuition fee free.

The National Youth Training Centre and three smaller youth training centres, (four including the musical band centre at Valelevu), are operated by MoYS. The four specific skills centres run certificate courses in agriculture and carpentry, and short courses in sports administration, small engine maintenance, fibreglass boat repair, seafaring, cabinet making and multi-skills courses. All courses are for school leavers, and the latter course is specifically aimed at young women. Naleba Centre has a 'youth with special needs' program, and is planning to host a 'barefoot college' campus for rural women. The Ministry also delivers personal development training, mentoring services and facilitates the Duke of Edinburgh Award scheme.

The MoA operates the *Taveuni Coconut Training Centre* and the *Koronivia Training Centre*. The Taveuni centre, opened in 2013, is a coconut processing centre and a training facility offering short courses and a FNU Certificate Level 1 course. Courses cover bio-fuel applications, coconut production, copra and soap manufacturing, and by-product use. The Centre has three staff and 10 students per year. Courses are do not charge tuition fees. The Koronivia centre, opened in 2012, has five staff and 10 students per quarter and conducts post-harvest and farm management systems training.

[23] The 14 BEST trades are: automotive, electrical, electronics, industrial automation, refrigeration and air conditioning, welding and fabrication, block laying and tiling, plumbing, furniture construction, carpentry, CAD, seafaring, clothes design, and baking and patisserie.

[24] Given the scarcity of materials and equipment for teaching TVET subjects in the secondary curriculum, and the small numbers of students in the adjunct vocational schools, delivering BEST to all Form 5, 6 and 7 students, even for only one week per term, will present difficulties, especially in remote areas.

The MoIT *National Centre for Small and Micro Enterprise Development* is a government statutory body, designed to promote small and micro enterprise development in priority areas. Funded by the GoF, the Centre enters into partnerships with other government agencies, CSO/NGO, and development assistance partners to focus on livelihood creation. Assistance includes short courses, opportunity identification, business coaching, networking, and grant assistance. A particular focus is on the Northern Development Program and clustering of start-ups such as bee farming. Courses are run on an as-required basis and they are usually cooperatively developed and delivered. None of the courses leads to formal TVET qualifications.

Airports Fiji Ltd (AFL) is a SOE that runs the AFL Aviation Academy, opened in 2010 at Nausori. As one of the best performing SOEs, AFL is expanding all its operations. Included in its plans are moves to become a major regional provider in air traffic control (ATC), and aviation security and rescue training. The organisation has International Civil Aviation Organisation accreditation, and some of the 80 graduates in ATC are already working overseas. The academy offers courses from Certificate I to Diploma, and short programs in specific skills.

The *Fiji Electrical Authority* (FEA) has 700 staff, and it won the Fiji Business Excellence Award in 2012. It has training operations across the country and runs certificate courses in fitting, generation, switching, line work, system control and mechanics for apprentice level trainees and trainee engineers. The training department also provides training to other government agencies.

The *Tutu Rural Training Centre* is effectively a partnership between the people of Cakaudrove, the Marists and the government. 76 percent of its income is from external grants, with the MoF funding all course fees (FJ$350,000 in 2010). Donors include Caritas Australia, the Australian Government, and Tutu alumni. Tutu is located 300 km from Suva, on Tavenuni, and was opened in 1969 by the Society of Mary. The Centre's programs are widely regarded as models of non-formal, flexible, experimental adult education (McGregor *et al* 2011). The main course is the young farmers program, where up to 50 students alternate between their own farm, and the Centre's, for five weeks at a time, over a four – year period. Training is aimed at self-employment, programs and nearly 2,000 students have graduated since 1969 (McGregor *et al* 2011).

APTC as a regional TVET provider

APTC is an Australian-funded regional provider of AQF Certificate III and IV, and Diploma level courses. It commenced operations in 2007, and has campuses in five Pacific countries (Fiji, PNG, Samoa, Solomon Islands and Vanuatu). APTC draws its students from across ten Pacific island countries.

APTC Fiji offers AQF Certificate III and some Certificate IV courses in ten hospitality, community services and trades and technology areas. It also offers Certificate IV in Training and Assessment courses and Diploma courses in children and community services, and management.

APTC Fiji has two schools, the School of Trades and Technology (STT) and the School of Hospitality and Community Services (SHCS) operating out of nine campuses located in Suva, Nadi and Rakiraki. In 2013 it offered the following courses.

School of Trades and Technology

- Certificate III Automotive Mechanical
- Certificate III Engineering – Fabrication
- Certificate III Engineering – Mechanical
- Certificate III Painting
- Certificate III Wall and Floor Tiling

School of Hospitality and Community Services

- Certificate III Home and Community Care
- Certificate III Aged Care
- Certificate III Children's Services
- Certificate III Disability
- Certificate III Youth Work
- Diploma Children's Services
- Certificate III Nutrition and Dietetic Assistance
- Certificate III Hairdressing
- Certificate III Hospitality
- Certificate III Hospitality (Lodge)
- Certificate III Hospitality (Cookery)
- Certificate III Hospitality (Patisserie)
- Certificate IV Hospitality
- Certificate IV in Training and Assessment

APTC has a number of partnership arrangements with Fijian institutions, including USP, the Public Works Department, NTPC, FNU and the Tanoa Hotels Group. The arrangements include provision of access to APTC's training facilities and expertise, and assistance with program development.

The long-term sustainability of APTC is enhanced by a nationalisation policy for staff in administrative, training support and training positions. APTC will wherever possible recruit local qualified and experienced staff and is committed to their development. The National Tutor Program (NTP) provides the opportunity for national trainers to work with others in order to improve their practice, and acquire the qualifications and experience necessary to deliver AQTF courses.

In Stage 2, APTC is also contributing to the capability development of TVET institutions in the Pacific, particularly its partner institutions, through the provision of a Pacific-wide leadership program focussed on skills development of TVET managers, Certificate IV in Training and Assessment courses, the National Tutor Program, and other courses provided by the Centre for Professional Development. The Capability Development Framework to support these initiatives was largely developed in2012. In total, 254 Fijians have completed the Certificate IV in Training and Assessment program.

USP RCCCE as a regional TVET provider

The Regional Centre for Continuing and Community Education (RCCCE), recently renamed the Centre for Vocational and Continuing Education (CVCE), provides TVET, professional development, and short course programs. Programs are open to post-secondary students and/or applicants with relevant work experience.

Under the 2013-2018 strategic plan of USP, the Centre is looking to make a social and economic impact, to establish TVET as a pathway to higher education, and to introduce pathways from higher education to TVET.

CVCE has recently added the following programs to its scope:

- Certificate in Library & Information Studies (Level 4)
- Certificate IV in Office Management
- Certificate IV in Human Resource Management
- Certificate IV in Project Management
- Certificate in Community Development
- Certificate IV in Information Technology (Support)
- Professional Diploma in Business Management

CVCE also offers over 160 CPE/CPD short courses, and has a MoU with Sydney Institute of TAFE for QA on its AQF programs.

A number of programs are offered in flexible modes and there are plans to work with Commonwealth of Learning (CoL), Open Polytechnic New Zealand (OPNZ), and USP's Centre for Flexible Learning (CFL) to translate more face-to-face courses into flexible delivery modes. All CVCE programmes have pathways into higher studies offered by USP.

CVCE is introducing cookery programs, and is well-connected with industry and enterprise stakeholders across the spectrum of its course offerings. This has led to the "reverse integration" of programs such that USP graduates who need workplace skills are directed into courses such as the Certificate IV Office Management. USP also provides TVET teacher training (discussed further in Chapter 11).

Private provision

Table 8.4 lists the 26 private training providers that fall within the scope of the study's definition of TVET. Their status with FHEC at the time of writing is shown. Private TVET providers are a mixture of for-profit organisations and the training arms of religious bodies, CSOs and NGOs.

Table 8.4 Private TVET providers, by type and status with FHEC, October 2013

#	Provider	FHEC status	Type
1	Asia Pacific College Ltd	Recognised	Private
2	Caregivers Training Institute	Recognised	Private
3	Caregivers Services International	Registered	Private
4	Chevalier Training Centre	Recognised	Faith-based
5	Cooperative College of Fiji	Recognised	CSO
6	Dateline Business College	Recognised	Private
7	DellTech Institute of Computer Education	Recognised	Private
8	Fiji Voc. Technical Training Centre for Persons with Disabilities	In process	CSO
9	Institute of Computer Technology	Recognised	Private
10	Integrated Information Services Ltd (previously Aptech)	Recognised	Private
11	Keshal's Business Education Institute	Registered	Private
12	Lighthouse Vocational Institute	Recognised	Private
13	Marist Champagnat Institute	Recognised	Faith-based
14	Montfort Boy's Town	Registered	Faith-based
15	Pacifika Institute of Tourism Studies	Recognised	Private
16	Resource Business Training Centre of the Pacific	Recognised	Private
17	Service Pro International Tourism and Hospitality Institute	Recognised	Private

#	Provider	FHEC status	Type
18	Small Hospitality Training Institute	Recognised	Private
19	St Louise Development Centre	Recognised	Faith-based
20	South Pacific Academy of Beauty Therapy	Registered	Private
21	The Pacific Institute of Technology (previously NZPTC)	Recognised	Private
22	Style Gallery Institute of Hairdressing, Health & Beauty Therapy	Registered	Private
23	U-Tech Institute (previously Suva Secretarial)	Recognised	Private
24	Universal Network of Info Tech	Recognised	Private
25	Vishaninfotech	Recognised	Private
26	Workbridge Fiji	Recognised	Private

8.2 STATISTICAL PROFILE OF TVET

Overall enrolments

The figures shown in Tables 8.5 and 8.6 for overall enrolments in and graduations from TVET programs in 2012 are based on the best available sources. They are, however, only very approximate estimates in some cases, and should be treated with caution. The reason for this is that comprehensive statistics on student enrolments and graduations for the TVET sector (and, indeed, for PSET as a whole) are not available, and the team was unable to fill all the gaps.

Table 8.5 Estimates of total numbers enrolled in TVET programs in Fiji in 2012

Provider	Program level		Total
	Basic (approximately Cert. 1 and 2)	Advanced (approximately Cert. 3/4 and Diploma)	
FNU: total[1]		22,212	22,212
FNU: full-time equivalent[1]		9,736	9,736
MoE vocational schools	2,634		2,634
MoYS training centres	250		250
Other government departments	160		160
Private providers[2]	3,415		3,415
APTC[3]		777	777
Other regional providers	250		250
Total with FNU total enrolments	**6,709**	**22,989**	**29,698**
Total with FNU FTE enrolments	**6,709**	**10,513**	**17,222**

1. This estimate assumes that total FNU enrolments are divided between TVET and higher education in the same ratio as are courses.
2. Extrapolated from enrolments in six surveyed providers.
3. Enrolments to 2012 in Stage 2 of APTC operations.

Table 8.6 Estimates of total numbers graduating from TVET programs in Fiji in 2012

Provider	Program level		Total
	Basic (approximately Cert. 1 and 2)	Advanced (approximately Cert. 3/4 and diploma)	
FNU: full-time equivalent[1]		1,563	1,563
MoE vocational schools	948		948
MoYS training centres	238		238
Other government departments	160		160
Private providers[2]	2,964		2,964
APTC[3]		431	431
Other regional providers	250		250
Total with FNU graduations	**4,560**	**1,994**	**6,554**

1. This estimate assumes that total FNU graduations are divided between TVET and higher education in the same ratio as are courses.
2. Extrapolated from graduation data for six surveyed providers.
3. Graduations to 2012 in Stage 2 of APTC operations.

Bearing the data limitations in mind, the following summarises the enrolment and graduation situation of the TVET sector in Fiji.

- Depending on how FNU enrolments are counted, the estimate for the total enrolments in TVET in 2012 was between about 17,000 and 30,000, with most of the students enrolled in FNU College and NTPC courses.

- Assuming that most, if not all, FNU TVET courses are at Certificate level 3 and above, there is a clear divide between FNU and APTC offering advanced level courses and all other public and private providers offering more basic level training programs.

- It was not possible to verify the graduation figures for FNU, but it would seem from the data available[25] that there is an apparent mismatch between the numbers enrolled and the numbers graduating. The estimates suggest that the dominance of FNU in terms of enrolments does not follow through to the numbers graduating.

- The estimates indicate that there are more students graduating from lower level TVET programs than from the more advanced ones; this is the inverse of the pattern of enrolments.

Vocational schools

Table 8.7 shows MoE vocational school enrolments and graduations by CEDEFOP field of training for 2012. The fact that the 87 schools provide a total of 138 courses, across nine fields of training, gives some idea of the difficulties that are experienced in resourcing and quality assurance in this type of TVET provision (ADB 2008).

Figure 8.1 shows the number of courses offered, by fields of training, as a percentage of the total number of courses offered in 2012. Carpentry and joinery, and catering and tailoring are by far the most frequently offered. Carpentry and joinery is considered a field to be relatively easily resourced, and most schools visited had some resources for this area. Welding and computer studies on the other hand are fields that require significant resourcing.

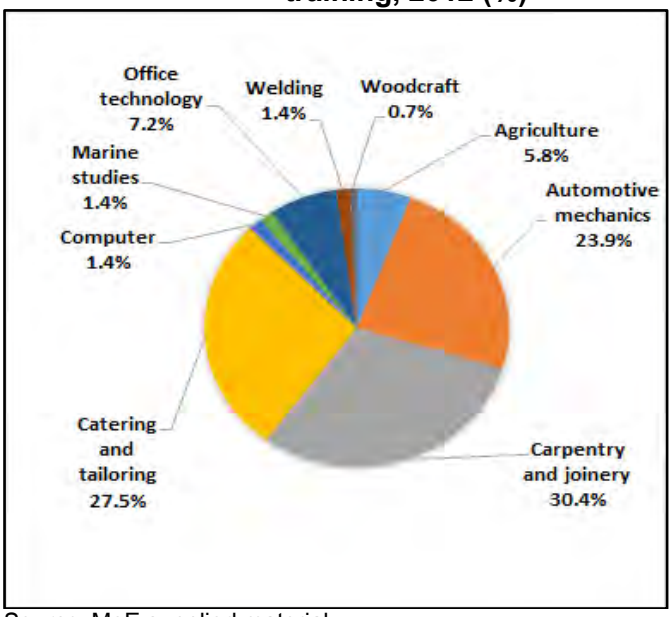
[25] *Source: FNU Strategic Plan 2020*, Figure 5, page 7.

Table 8.7 Ministry of Education vocational school course enrolments and graduations, by field of training, 2012

CEDEFOP field			Number of courses offered	Enrolments, February 2012			Graduations for year ended December 2012		
				Male	Female	Total	Male	Female	Total
215	Woodcraft	total	1	7	-	7	7	-	7
		average per course		*7.0*	-	*7.0*	*7.0*	-	*7.0*
346	Office technology	total	10	10	95	105	42	41	83
		average per course		*2.0*	*11.9*	*10.5*	*4.2*	*4.1*	*8.3*
482	Computer	total	2	2	2	4	7	-	7
		average per course		*2.0*	*2.0*	*2.0*	*7.0*	-	*3.5*
521	Welding	total	2	25	-	25	24	-	24
		average per course		*12.5*	-	*12.5*	*12.0*	-	*12.0*
525	Automotive mechanics	total	33	767	7	774	215	15	230
		average per course		*26.4*	*1.8*	*23.5*	*8.0*	*0.6*	*7.0*
525	Marine studies	total	2	-	12	12	5	-	5
		average per course		-	*12.0*	*6.0*	*5.0*	-	*2.5*
582	Carpentry and joinery	total	42	630	2	632	168	29	197
		average per course		*18.0*	*2.0*	*15.0*	*5.1*	*1.0*	*4.7*
620	Agriculture	total	8	78	29	107	28	-	28
		average per course		*9.8*	*4.8*	*13.4*	*4.7*	-	*3.5*
814	Catering and tailoring	total	38	308	607	915	161	191	352
		average per course		*14.0*	*18.4*	*24.1*	*5.6*	*5.8*	*9.3*
	All courses	total	**138**	**1,827**	**754**	**2,581**	**657**	**276**	**933**
		average per course		***13.2***	***5.5***	***20.7***	***4.8***	***2.0***	***6.8***

Source: MoE supplied material.

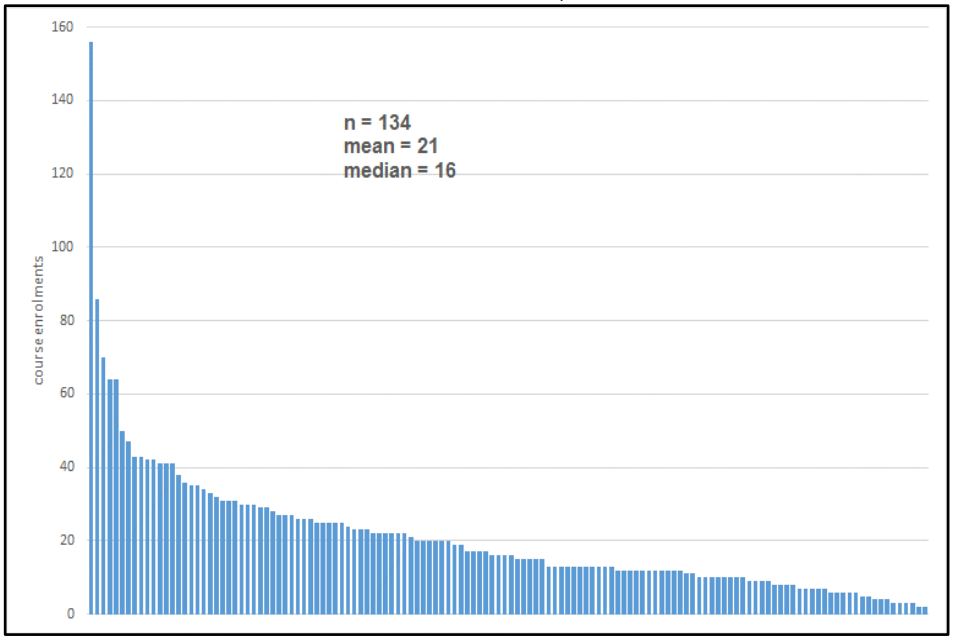
Figure 8.1 Number of courses offered by MoE vocational schools, by field of training, 2012 (%)



Source: MoE supplied material.

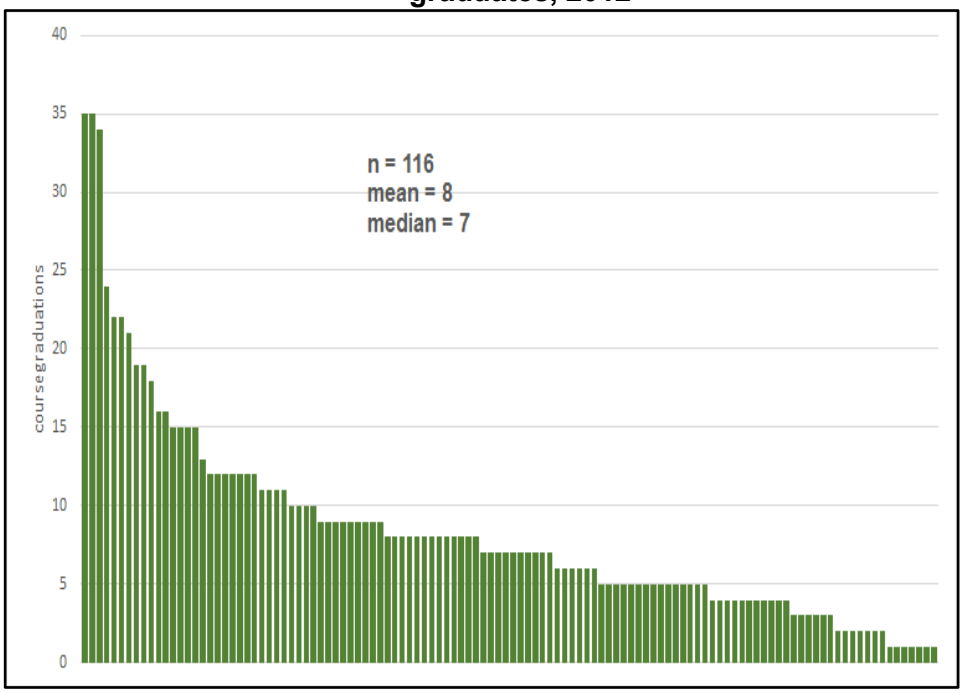
Figures 8.2 and 8.3 provide the distributions of enrolment and graduation numbers for MoE vocational schools. There were 138 courses distributed across the 87 schools and nine fields of study. MoE was able to provide 2012 enrolment figures for 134 courses and graduation numbers for 116 courses. The average number of enrolments per course was just 21 students, and the average number of graduations per course was 8 students.

Figure 8.2 Distribution of MoE vocational school courses by size of enrolments, 2012



Source: MoE supplied material.

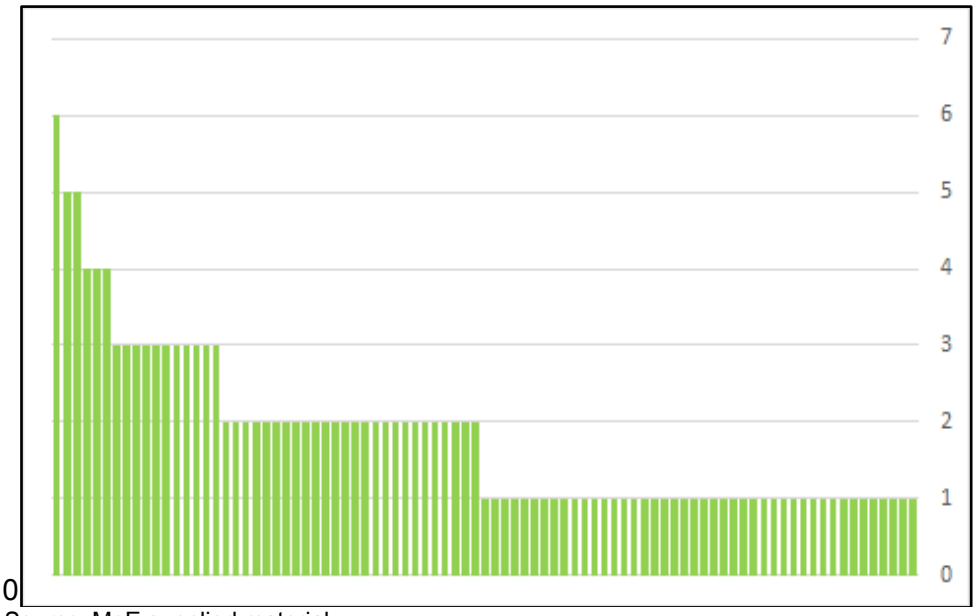
Figure 8.3 Distribution of MoE vocational school courses by the number of graduates, 2012



Source: MoE supplied material.

The majority of vocational schools offered only one course in 2012, and this is shown in Figure 8.4. As the most offered course is carpentry and joinery, offering a second course at these schools, such as catering and tailoring or automotive mechanics, would generally require an additional teacher.

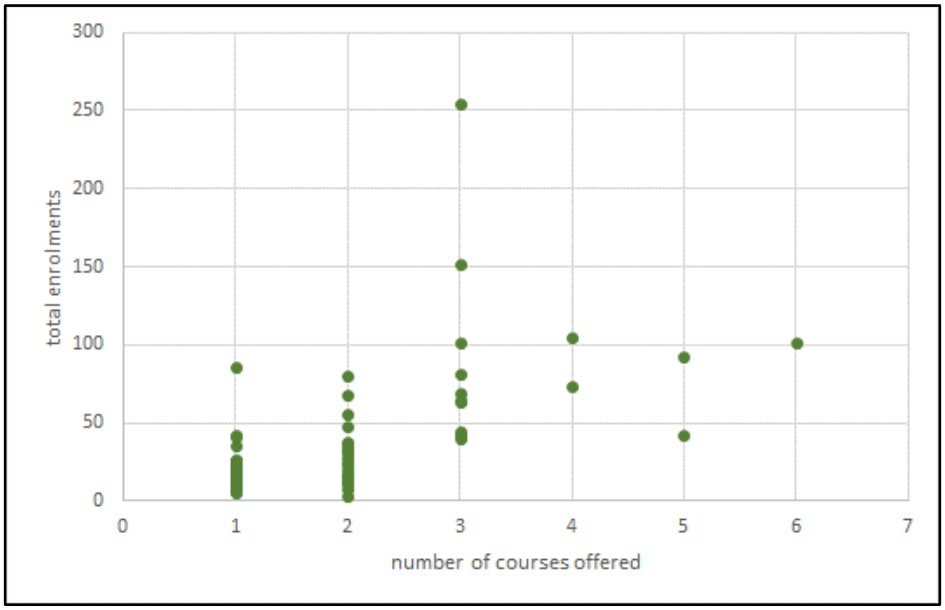
Figure 8.4 Distribution of MoE vocational schools by number of courses offered, 2012



Source: MoE supplied material.

Figure 8.5 shows the distribution of enrolments by the number of courses offered. It would appear that a wide range of courses does not guarantee high enrolment figures.

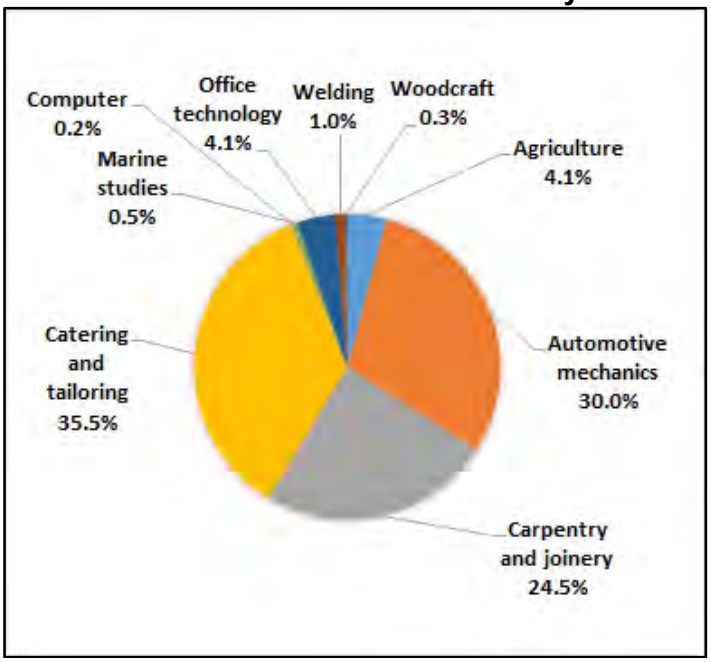
Figure 8.5 Distribution of MoE vocational school enrolments by the number of courses offered, 2012



Source: MoE supplied material.

Figure 8.6 indicates vocational school enrolments by fields of training. Agriculture courses have low enrolments and are not offered that widely at vocational schools, despite the potential relevance of such training in many areas. It is not clear whether the low numbers enrolled reflect a lack of student demand or inadequate supply of programs and resources.

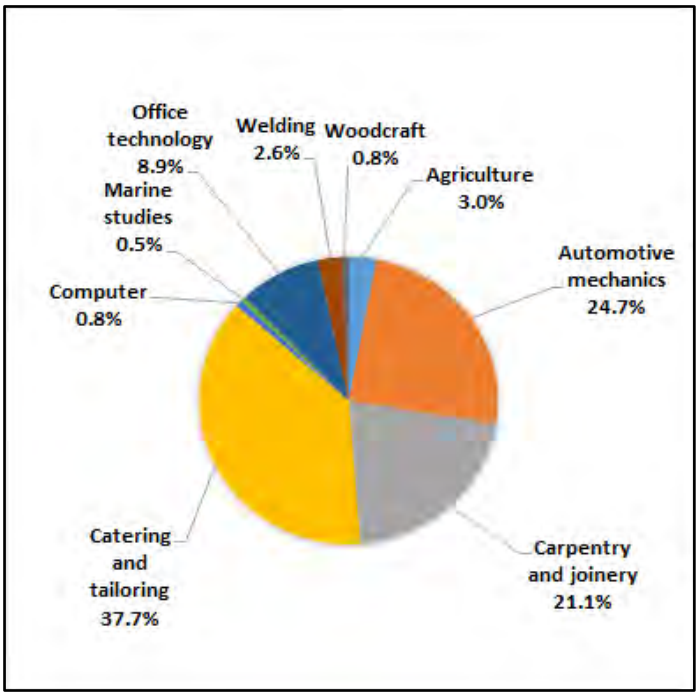
Figure 8.6 MoE vocational school enrolments by fields of training, 2012 (%)



Source: MoE supplied material.

Figure 8.7 shows graduations by fields of training for 2012. The large majority of graduations (84%) were in the fields of automotive mechanics, carpentry and joinery, and catering and tailoring.

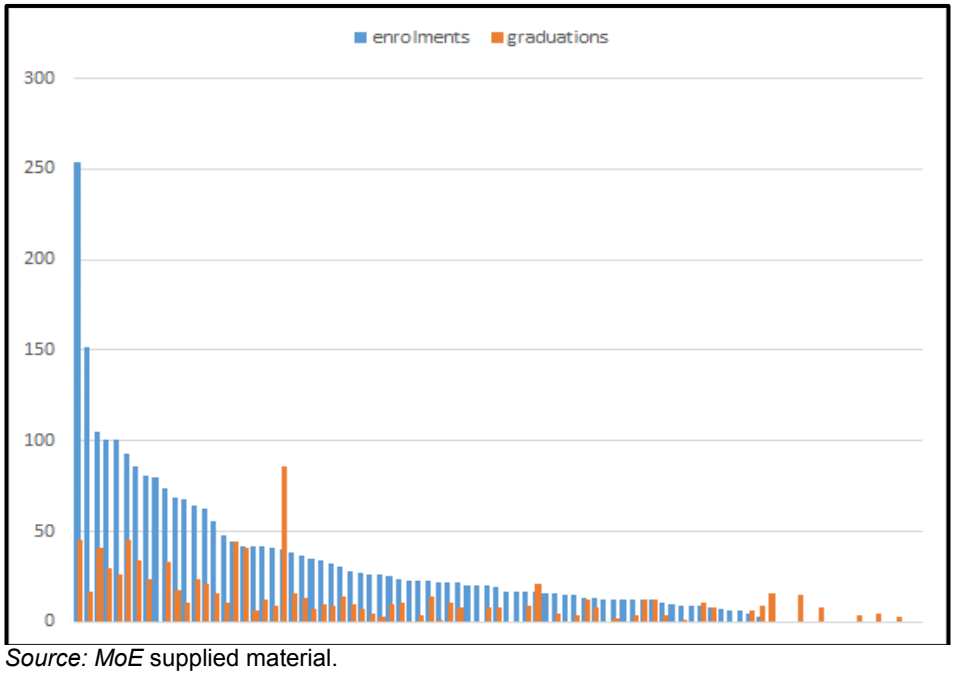
Figure 8.7 MoE vocational school graduations by fields of training, 2012 (%)



Source: MoE supplied material.

The distribution of vocational schools by enrolments and graduations for 2012 is shown in Figure 8.8. As vocational school numbers increased by nearly 20 percent in the period 2011 to 2012, and course offerings differ from year to year, enrolment and graduation numbers were not in the relatively stable relationship generally expected across two-year courses.

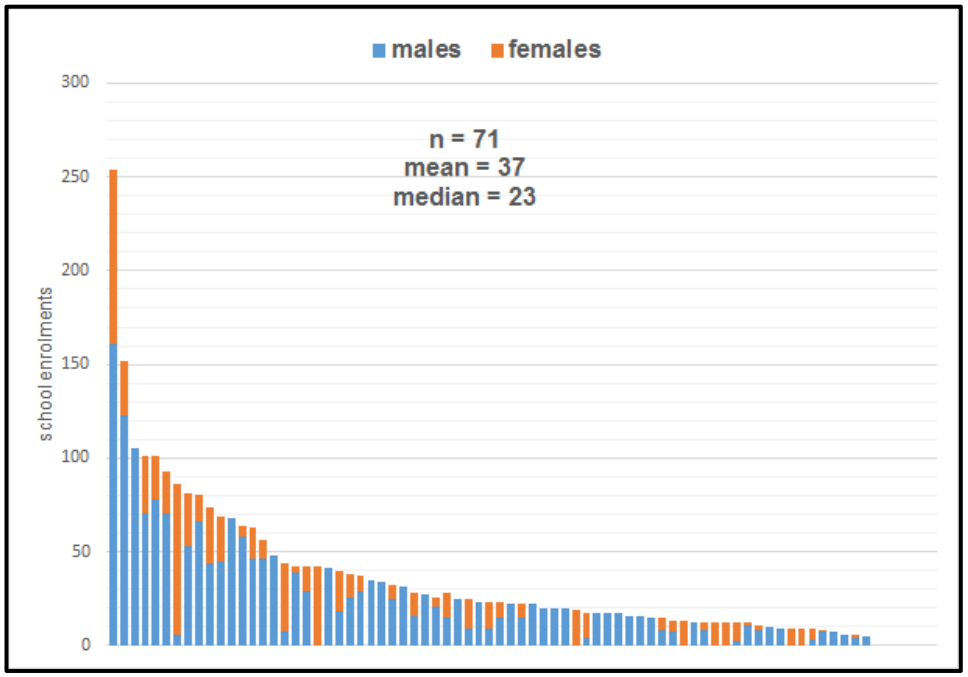
Figure 8.8 Distribution of MoE vocational schools by enrolments and graduations, 2012



Source: MoE supplied material.

The distribution of MoE vocational school enrolments by gender for 2012 is shown in Figure 8.9. Most females were enrolled in catering and tailoring, and males outnumbered females by about 2.5 to 1 overall.

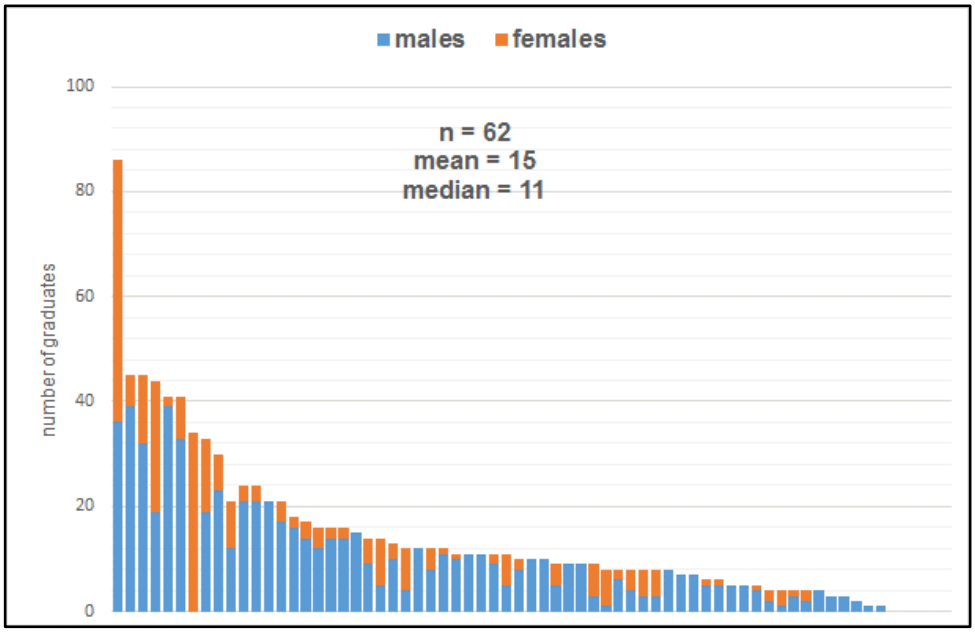
Figure 8.9 Distribution of MoE vocational school enrolments by gender, 2012



Source: MoE supplied material.

Figure 8.10 shows the distribution of vocational school graduations by gender for 2012. The school with an entirely female graduating class is a school offering catering and tailoring only.

Figure 8.10 Distribution of MoE vocational school graduations by gender, 2012



Source: MoE supplied material.

Other Ministry training programs

Enrolments and graduations for the MoYS Youth Training Centres are shown in Table 8.8. The courses classified as multi-skills typically encompass personal development, sports, agriculture, arts and cookery topics.

Table 8.9 provides information on enrolments and graduations for training centres operated by the MoFF. The numbers concerned are only small, with 70 students enrolled in 2012. Applications for such training usually number in the hundreds each year, and far exceed the availability of places.

Table 8.10 shows enrolments in the Ministry of Agriculture's Level 1 training programs in 2012 (graduation data were not available). The main Ministry training centre, the College of Agriculture, has been absorbed into FNU as part of the College of Agriculture, Fisheries and Forestry, and data for that centre were not available.

Table 8.8 MoYS Youth Training Centres enrolments and graduations, Level 1 training programs, by gender, 2012

Training centre		enrolments			graduations		
		males	females	total	males	Females	total
Yavitu Youth Training Centre							
582	Carpentry	19	0	19	19	0	19
521	Small Engine Repairs	22	0	22	22	0	22
Total Yavitu Youth Training Centre		**41**	**0**	**41**	**41**	**0**	**41**
Naleba Youth Training Centre							
582	Carpentry						
622	Agriculture	51	0	51	51	0	51
Total Naleba Youth Training Centre		**51**	**0**	**51**	**51**	**0**	**51**
National Youth Training Centre (Nasau, Sigatoka)							
582	Carpentry	22	0	22	22	0	22
622	Agriculture	30	7	37	30	7	37
622	Advanced Agriculture	5	2	7	5	2	7
010	Multi-Skills	12	38	50	12	38	50
Total National Youth Training Centre		**69**	**47**	**116**	**69**	**47**	**116**
Naqere Youth Training Centre							
582	Cabinet making	15	0	15	15	0	15
543	Basic Furniture Making	15	0	15	15	0	15
010	Multi-Skills	0	12	12			
Total Naqere Youth Training Centre		**30**	**12**	**42**	**30**	**0**	**30**
Total		**191**	**59**	**250**	**191**	**47**	**238**

Source: MoYS supplied material.

Table 8.9 MoFF training centres, enrolments and graduations, by gender, 2012

Training centre		enrolments			graduations		
		males	females	total	males	females	Total
Mahogany Waste Wood Training							
543	Waste Wood Training (Level 1)	40		40	40		40
Timber Industry Training Centre (Nasinu)							
543	Waste Wood Utilisation (Level 1)	14	0	14	14		14
Forestry Training Centre (Colo-I-Suva)							
623	Forestry training (Level 2)	9	7	16	9	7	16
Total		**63**	**7**	**70**	**63**	**7**	**70**

Source: MoFF supplied material.

Table 8.10 MoA Level 1 training programs, enrolments by gender, 2012

Training centre		enrolments			graduations		
		males	females	total	males	females	Total
Taveuni Coconut Training Centre							
622	Coconut cultivation	10		10	n.a.	n.a	n.a
Training Centre on Post-Harvest Losses (Koronivia)							
622	Post-harvest waste utilisation	40		40	n.a.	n.a.	n.a.
Total		**50**	**0**	**50**	**n.a.**	**n.a.**	**n.a.**

Source: MoA supplied material.

Enrolments and graduations for trade courses at the Centre for Appropriate Technology and Development (CATD) of the Ministry of iTaukei Affairs are shown in Table 8.11.

Table 8.11 CATD Level 1 training programs, enrolments and graduations, by gender, 2012

		enrolments			graduations		
		males	females	total	males	females	Total
Centre for Appropriate Technology and Development							
582	Carpentry and Joinery	10		10	10		10
525	Automotive engineering	10		10	10		10
521	Plumbing and sheet metal	10		10	10		10
521	Welding and Fabrication	10		10	10		10
Total		**40**		**40**	**40**		**40**

Source: MoiTA supplied material.

Fiji National University

Fiji National University program offerings for 2012 are shown in Table 8.12. Around 65 percent of total program offerings are TVET at the Certificate level. Enrolments in all programs for 2010 to 2012 at FNU are shown in Table 8.13. With an estimated 22,212 enrolments in TVET for 2012, FNU is clearly the major TVET provider in Fiji.

Table 8.12 Number of programs provided by FNU in TVET and higher education, 2012

Program level	TVET		Higher education		Total
	number	% of total	number	% of total	
Certificate	354	*93.9%*	23	*6.1%*	377
Diploma	43	*46.7%*	49	*53.3%*	92
Bachelor and above		*0.0%*	79	*100.0%*	79
Total	**397**	***72.4%***	**151**	***27.6%***	**548**

Source: FNU Strategic Plan 2020, Table 1, page 6.

Table 8.13 FNU enrolments, all programs, 2010 to 2012

	2010	2011	2012	average annual % change	estimated TVET 2012*
Total enrolments	24,993	27,886	30,660	*10.8%*	22,212
FTE enrolments	12,255	12,836	13,439	*4.7%*	9,736
Ratio of FTE to total enrolments	0.49	0.46	0.44		

*Based on the assumption that enrolments in TVET courses are proportional to TVET's share of course offerings, that is, 72.4% of the total (see Table 8.12).
Source: FNU Strategic Plan 2020, Figures 1 and 2, page 6.

Table 8.14 shows FNU graduations by program for the period 2010 to 2012. The estimated number of TVET graduations appears to be low given the estimates of TVET enrolments.

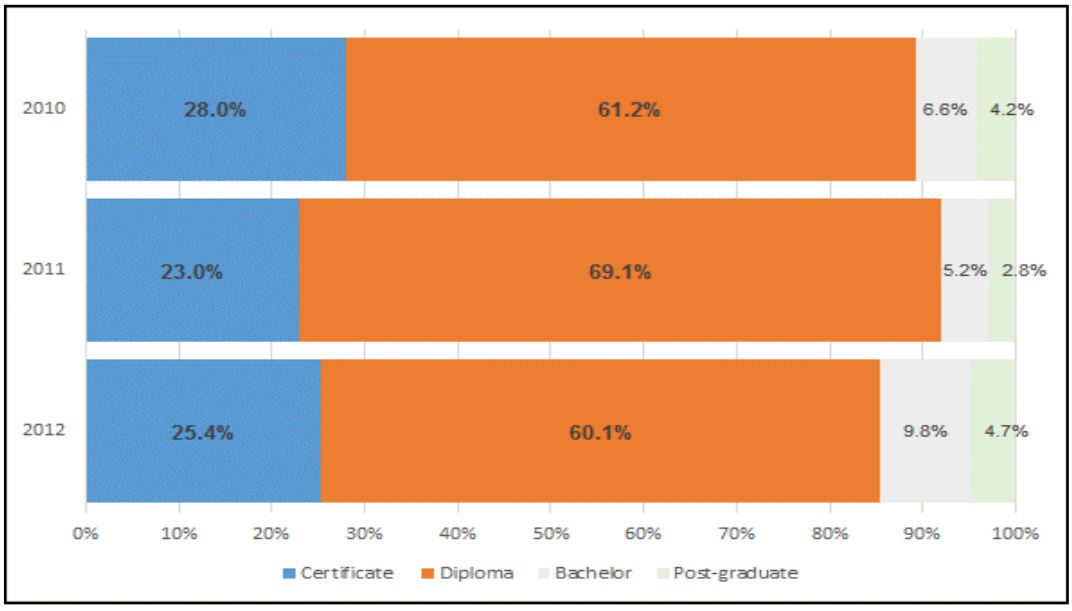
Table 8.14 FNU graduations, by program, 2010 to 2012

	2010	2011	2012	average annual % change	estimated TVET 2012*
Certificate	876	900	764	*-6.6%*	717
Diploma	1,918	2,706	1,811	*-2.8%*	846
Bachelor	208	204	295	*19.1%*	
Post-graduate	130	108	143	*4.9%*	
Total	**3,132**	**3,918**	**3,013**	***-1.9%***	**1,564**

*Based on the assumption that enrolments in TVET courses are proportional to TVET's share of course offerings, that is, 72.4% of the total (see Table 8.12).
Source: FNU Strategic Plan 2020, Figure 5, page 7.

Figure 8.11 shows the composition of enrolments at FNU from 2010 to 2012. Enrolments in Diploma programs comprise an estimated 60 percent of all enrolments at the university.

Figure 8.11 Composition of FNU enrolments, 2010 to 2012



Source: Table 8.12.

Private providers of TVET

Enrolments and graduations for selected private providers are shown in Table 8.15. Although male students outnumber female students, overall female participation in these particular private providers seems more even than in most of the public providers discussed previously.

Table 8.15 Selected private provider enrolments and graduations by institution, by gender, 2012

Provider	enrolments as at February 2012			graduations for year ended December 2012		
	male	female	total	male	female	total
Caregivers Services International	10	45	55	10	40	50
Dateline Business College	50	75	125	14	64	78
Marist Champagnat Institute	10	10	20	3	15	18
Montfort Boy's Town	123	0	123	49	0	49
The Style Gallery (Fiji) Institute of Hairdressing, Health & Beauty Therapy	9	51	60	10	78	88
Tutu Rural Training Centre	313	92	405	313	92	401
Total	**515**	**273**	**788**	**399**	**289**	**684**

Source: Material provided by institutions.

Table 8.16 shows enrolments and graduations by CEDEFOP field of study for selected private providers in 2012.

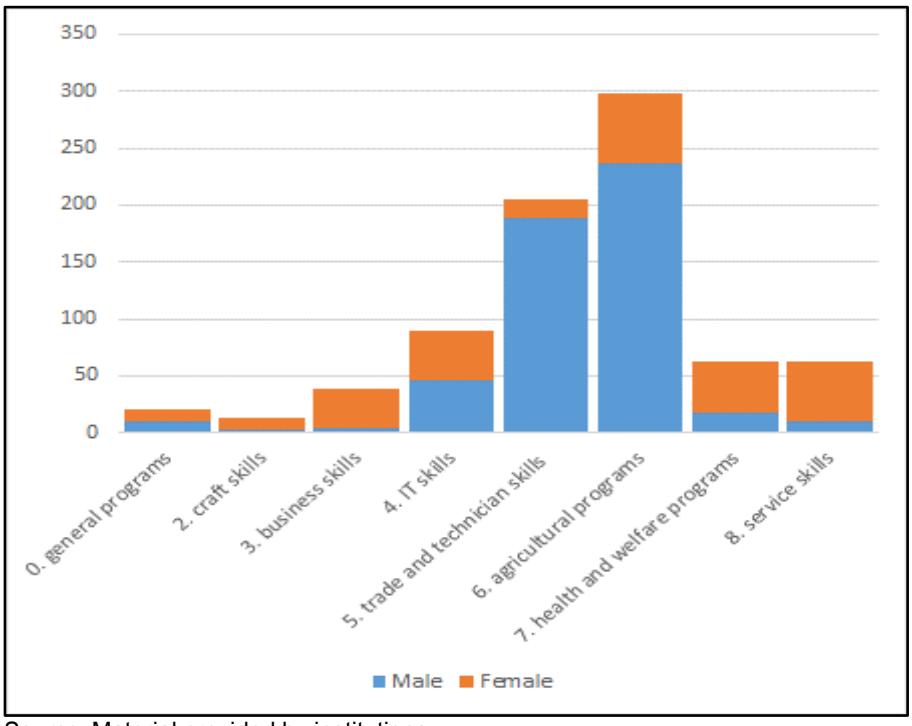
Table 8.16 Selected private provider enrolments and graduations by field of study, by gender, 2012

CEDEFOP category of training	enrolments as at February 2012		graduations for year ended December 2012			
	male	female	male	female	male	female
0. general programs	10	10	20	10	10	20
2. craft skills	3	10	13	3	10	13
3. business skills	4	34	38	2	28	30
4. IT skills	46	43	89	12	38	50
5. trade and technician skills	189	16	205	115	16	131
6. agricultural programs	236	62	298	236	62	294
7. health and welfare programs	17	45	62	10	45	55
8. service skills	10	53	63	11	80	91
Total	**515**	**273**	**788**	**399**	**289**	**684**

Source: Material provided by institutions.

Figure 8.12 shows selected private provider enrolments by field of study for 2012. Female participation in agriculture and trade and technical skills programs is seen as particularly low.

Figure 8.12 Selected private provider enrolments by field of study, by gender, 2012



Source: Material provided by institutions.

Australia-Pacific Technical College

APTC records its data according to contract stages. Hence, data for Stage 1 (2007 to 2010) and Stage 2 (to 2012) are shown in this section.

Table 8.17 shows APTC enrolments on the Fiji campuses of the School of Trades and Technology and the School of Community and Hospitality Services, by course for Stage 1 (2007 to 2010 complete) and Stage 2 (2011 and 2012) of the contract. Stage 2 ends in 2015.

Table 8.17 APTC enrolments on the Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012

AQF Level	CEDEFOP Field	course	Stage 1			Stage 2		
			female	male	total	female	male	total
School of Trades and Technology								
4	141	Training and assessment	85	207	292	6	9	15
3	521	Mechanical fitting	-	12	12	-	35	35
3	525	Automotive mechanical	-	73	73	1	48	49
3	525	Diesel fitting	1	88	89	-	52	52
3	582	Carpentry	2	189	191	3	58	61
3	582	Painting and decorating	58	83	141	38	25	63
3	582	Wall and floor tiling	24	8	32	15	26	41
Sub-total STT			**185**	**664**	**849**	**72**	**261**	**333**
School of Community and Hospitality Services								
5	761	Children's services	28	1	29			
5	762	Community services work	25	18	43	21	22	43
4	141	Training and assessment	56	73	129			
4	761	Youth work				9	8	17
3	761	Children's Services	106	9	115	90	4	94
3	762	Community services				14	3	17
3	762	Disability services				26	6	32
3	811	Commercial cookery	62	140	202	17	48	65
3	811	Patisserie	32	39	71	14	15	29
3	811	Hospitality operations	159	35	194	36	30	66
3	811	Hospitality supervision	47	35	82	24	16	40
3	812	Tourism operations	15	4	19			
3	815	Hairdressing	37	17	54	32	9	41
Sub-total SCHS			**567**	**371**	**938**	**283**	**161**	**444**
Total APTC			**752**	**1,035**	**1,787**	**355**	**422**	**777**

Source: APTC Annual Report and Plan 2012-13, Annex 1.

Table 8.18 shows the composition of enrolments (proportions of females, Fijian nationals, and those on scholarships) on APTC's Fiji campuses for Stage 1 and Stage 2 to 2012. The percentage of female participation is comparatively high in terms of most of the TVET providers analysed in this study.

Table 8.18 Composition of enrolments on APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 (%)

AQF Level	CEDEFOP Field	course	percent female		percent Fijian		percent on scholarship	
			Stage 1	Stage 2	Stage 1	Stage 2	Stage 1	Stage 2
School of Trades and Technology								
4	141	Training and assessment	29.1%	40.0%	81.8%	93.3%	4.1%	6.7%
3	521	Mechanical fitting	0.0%	0.0%	100.0%	85.7%	8.3%	74.3%
3	525	Automotive mechanical	0.0%	2.0%	49.3%	55.1%	93.2%	98.0%
3	525	Diesel fitting	1.1%	0.0%	83.1%	73.1%	65.2%	100.0%
3	582	Carpentry	1.0%	4.9%	48.7%	59.0%	73.8%	98.4%
3	582	Painting and decorating	41.1%	60.3%	82.3%	49.2%	39.7%	96.8%
3	582	Wall and floor tiling	75.0%	36.6%	78.1%	63.4%	84.4%	100.0%
Sub-total STT			**21.8%**	**21.6%**	**71.6%**	**60.7%**	**44.9%**	**91.9%**
School of Community and Hospitality Services								
5	761	Children's services	96.6%		100.0%		96.6%	
5	762	Community services work	58.1%	48.8%	37.2%	14.0%	100.0%	100.0%
4	141	Training and assessment	43.4%		82.9%		0.0%	
4	761	Youth work		52.9%		0.0%		100.0%
3	761	Children's Services	92.2%	95.7%	62.6%	58.5%	98.3%	98.9%
3	762	Community services		82.4%		23.5%		100.0%
3	762	Disability services		81.3%		46.9%		96.9%
3	811	Commercial cookery	30.7%	26.2%	79.7%	53.8%	60.4%	70.8%
3	811	Hospitality operations	82.0%	54.5%	68.6%	59.1%	84.0%	50.0%
3	811	Hospitality supervision	57.3%	60.0%	59.8%	47.5%	61.0%	100.0%
3	811	Patisserie	45.1%	48.3%	73.2%	51.7%	87.3%	86.2%
3	812	Tourism operations	78.9%		68.4%		94.7%	
3	815	Hairdressing	68.5%	78.0%	46.3%	56.1%	100.0%	97.6%
Sub-total SCHS			**60.4%**	**63.7%**	**70.0%**	**47.5%**	**69.6%**	**86.7%**
Total APTC			**42.1%**	**45.7%**	**70.8%**	**53.2%**	**57.9%**	**88.9%**

Source: APTC Annual Report and Plan 2012-13, Annex 1.

Table 8.19 shows graduations from APTC's Fiji campuses by school and course for Stage 1 and Stage 2 to 2012. Of the 292 enrolments in training and assessment (Certificate IV) in Stage 1, 211 graduated and 86 percent of them were Fijian (see Table 8.20).

Table 8.19 Graduations from APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012

AQF Level	CEDEFOP Field	course	Stage 1			Stage 2		
			female	male	total	female	male	total
School of Trades and Technology								
4	141	Training and assessment	56	155	211	20	33	53
3	521	Mechanical fitting	-	5	5	-	-	-
3	525	Automotive mechanical	-	50	50	-	11	11
3	525	Diesel fitting	1	55	56	1	40	41
3	582	Carpentry	-	135	135	3	51	54
3	582	Painting and decorating	27	63	90	30	17	47
3	582	Wall and floor tiling	11	31	42	10	5	15
Sub-total STT			**109**	**497**	**606**	**64**	**157**	**221**
School of Community and Hospitality Services								
5	761	Children's services	39	3	42			
5	762	Community services work	21	13	34	-	-	-
4	141	Training and assessment	35	37	72			
4	761	Youth work				-	-	-
3	761	Children's Services	100	9	109	39	2	41
3	762	Community services				-	-	-
3	762	Disability services				12	2	14
3	811	Commercial cookery	47	105	152	8	23	31
3	811	Hospitality operations	142	28	170	23	20	43
3	811	Hospitality supervision	45	25	70	21	13	34
3	811	Patisserie	30	30	60	7	14	21
3	812	Tourism operations	14	3	17			
3	815	Hairdressing	37	17	54	22	4	26
Sub-total SCHS			**510**	**270**	**780**	**132**	**78**	**210**
Total APTC			**619**	**767**	**1,386**	**196**	**235**	**431**

Source: APTC Annual Report and Plan 2012-13, Annex 1.

The composition of the graduates from APTC's Fiji campuses is shown in Table 8.20 for Stage 1 and Stage 2 to 2012. Noteworthy measures are the relatively high proportions of females among the graduates (44.5% overall in Stage 2 to 2012), the high proportions of scholarship holders (71.2% overall in Stage 2 to 2012), and the sizeable proportion of Fijian nationals among the graduates (59.6% overall in Stage 2 to 2012).

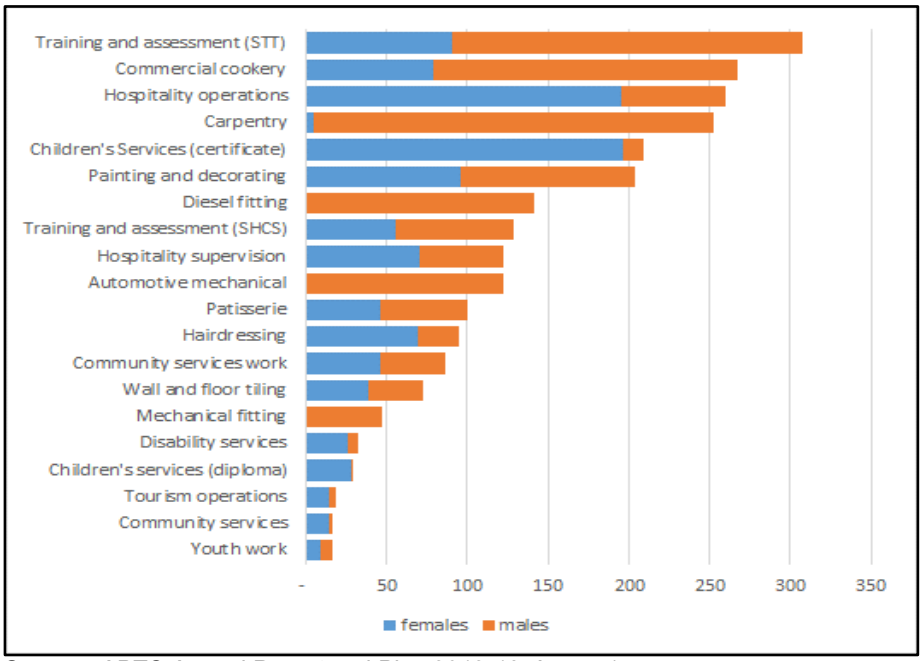
Table 8.20 Composition of the graduates from APTC's Fiji campuses, by school and course, Stage 1 and Stage 2 to 2012 (%)

AQF level	CEDEFOP field	course	percent female		percent Fijian		percent on scholarship	
			Stage 1	Stage 2	Stage 1	Stage 2	Stage 1	Stage 2
School of Trades and Technology								
4	141	Training and assessment	26.5%	37.7%	85.8%	67.9%	3.8%	9.4%
3	521	Mechanical fitting	0.0%		100.0%		20.0%	
3	525	Automotive mechanical	0.0%	0.0%	50.0%	45.5%	96.0%	100.0%
3	525	Diesel fitting	1.8%	2.4%	78.6%	95.1%	64.3%	80.5%
3	582	Carpentry	0.0%	5.6%	52.6%	31.5%	68.1%	98.1%
3	582	Painting and decorating	30.0%	63.8%	80.0%	68.1%	53.3%	51.1%
3	582	Wall and floor tiling	26.2%	66.7%	90.5%	80.0%	88.1%	93.3%
Sub-total STT			**18.0%**	**29.0%**	**73.9%**	**63.8%**	**47.2%**	**63.3%**
School of Community and Hospitality Services								
5	761	Children's services	92.9%		66.7%		97.6%	
5	762	Community services work	61.8%		44.1%		100.0%	
4	141	Training and assessment	48.6%		100.0%		0.0%	
4	761	Youth work						
3	761	Children's Services	91.7%	95.1%	61.5%	36.6%	98.2%	100.0%
3	762	Community services						
3	762	Disability services		85.7%		42.9%		100.0%
3	811	Commercial cookery	30.9%	25.8%	77.0%	54.8%	67.1%	93.5%
3	811	Hospitality operations	83.5%	53.5%	66.5%	79.1%	84.7%	23.3%
3	811	Hospitality supervision	64.3%	61.8%	55.7%	52.9%	70.0%	97.1%
3	811	Patisserie	50.0%	33.3%	68.3%	61.9%	95.0%	71.4%
3	812	Tourism operations	82.4%		70.6%		94.1%	
3	815	Hairdressing	68.5%	84.6%	46.3%	50.0%	100.0%	96.2%
Sub-total SCHS			**65.4%**	**62.9%**	**67.8%**	**55.2%**	**77.4%**	**79.5%**
Total APTC			**44.7%**	**45.5%**	**70.5%**	**59.6%**	**64.2%**	**71.2%**

Source: APTC Annual Report and Plan 2012-13, Annex 1.

Figure 8.13 shows enrolments on APTC's Fiji campuses by course and gender over the period 2007 to 2012. Combined enrolments in training and assessment clearly dominate.

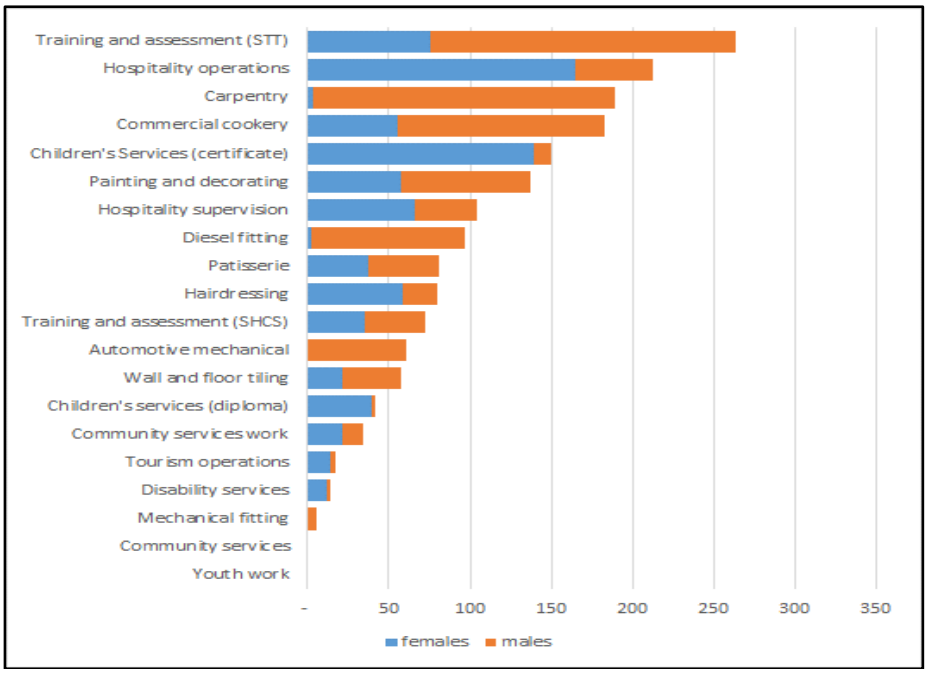
Figure 8.13 Enrolments on APTC's Fiji campuses, by course and gender, 2007 to 2012



Source: APTC Annual Report and Plan 2012-13, Annex 1.

Figure 8.14 shows graduations from APTC's Fiji campuses by course and gender for the period 2007 to 2012.

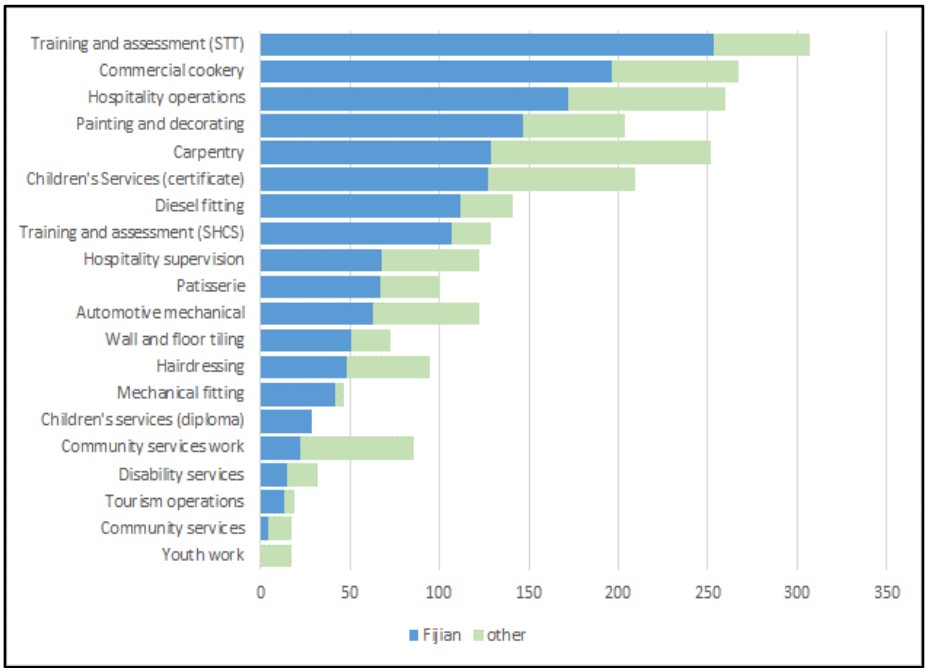
Figure 8.14 Graduations from APTC's Fiji campuses, by course and gender, 2007 to 2012



Source: APTC Annual Report and Plan 2012-13, Annex 1.

Figure 8.15 indicates that Fijian nationals constituted the majority of enrolments in most courses on APTC's Fiji campuses over the period 2007 to 2012.

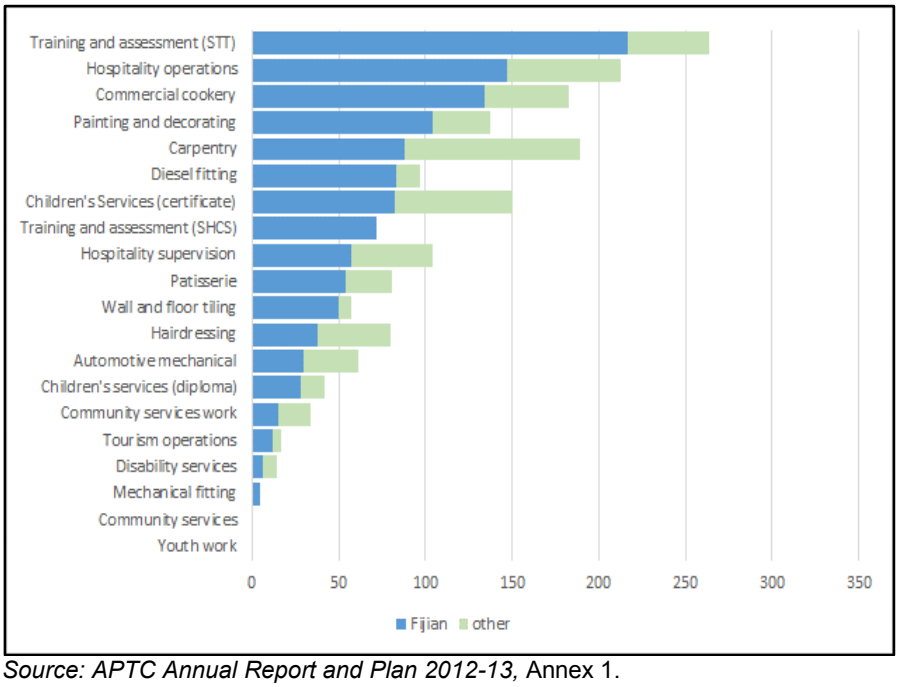
Figure 8.15 Enrolments on APTCs Fiji campuses, by course and nationality, 2007 to 2012



Source: APTC Annual Report and Plan 2012-13, Annex 1.

Figure 8.16 shows the number of graduates from APTC's Fiji campuses by course and nationality (Fijian and other) for the period 2007 to 2012.

Figure 8.16 Graduates from APTC's Fiji campuses, by course and nationality, 2007 to 2012



Source: APTC Annual Report and Plan 2012-13, Annex 1.

CHAPTER 9. TVET AND EDUCATIONAL OPPORTUNITIES

9.1 EDUCATIONAL AND OTHER PATHWAYS INTO AND BEYOND TVET

The BEST program, aimed at mainstreaming TVET into secondary schools throughout the country, in order to change attitudes and raise awareness of the trades as a viable alternative for school leavers, is the government's relatively new attempt to open alternative pathways for learning and employment (MoE ESSDP). Historically, students, and parents on their behalf, aspired to a university education and a white collar job, with the public sector the most coveted and competitive (Farchy 2011). In this scenario, TVET was seen as a poor second choice, mainly for the 'non-academic'. The first graduates of the BEST scheme will receive their Level II certificates in late 2014 when they complete Form 7, and the scheme will operate in all secondary schools and be compulsory for all students in 2014.

BEST aside, entry levels for TVET in Fiji are remarkably diverse in theory, but scarce places and large numbers make the reality more restrictive. The diversity of admission criteria for TVET is shown in Table 9.1.

It is worth mentioning the MATUA program here. This is a genuine second chance opportunity for early school leavers to complete secondary school. The evening program is offered at a limited number of schools, and delivers the conventional school program (same curriculum, same teachers, and same exams). Some schools have allowed students to return to school after dropping out for various reasons. Sila Central Secondary, for example, has had a female student return, after giving birth to her baby, to complete Form 7 and go on to graduate as a medical doctor. Some institutions, for example USP and FNU, also offer bridging programs that will bring a student up to the required entry level. Expansion of the MATUA program, as a real second-chance education program, could help change the image of TVET as a place of last resort for academic failures

The regional provider APTC might be modelling the way in which most TVET institutions will eventually set admission criteria, as a good number of its certificate courses are open to applicants who complete a course specific, literacy, numeracy, and skills assessment. Competency-based assessment for admission would appear to be the most equitable and economic gateway to higher level competency-based training. This is because it factors in non-formal and informal educational achievement, eases the task of curriculum design, curtails course duration and scope, and gives early school leavers a second chance at formal education.

For those who successfully complete TVET programs options include graduating to work, or progression to further TVET or higher education. Dropout rates vary. For example, Suva Vocational, catering as it does mainly to female students, has a high dropout rate due to pregnancy. In order to address this, it has started young/single mothers' courses and programs. The Forestry Training Centre on the other hand has a high completion rate given that graduates are guaranteed, in fact bound over into, employment with the Ministry of Fisheries and Forests.

Longitudinal, graduate outcome surveys and tracer studies are rare in Fiji, although APTC conducted one in 2012, but did not distinguish between campuses, so that there are no separate figures for Fiji. (APTC 2012).[26] CETC has completed some studies, and a ten-year retrospective study on graduates from the Marist Champagnat Institute is being discussed with USP. As part of its QA program, FHEC is proposing tracer studies in the near future.

[26] In the *APTC 2012-13 Annual Report and Plan*, the college reported 4,449 graduates to date, of whom 40 percent were female, and 72 percent were scholarship students. Only 76 graduates, mostly from hospitality courses, had reportedly migrated. The *Graduate Tracer Survey Report 2012* indicated that 89 percent of graduates are in employment, but does not record graduate salaries.

Table 9.1 Examples of admission criteria for TVET in Fiji

Institution or Method	Admission criteria
Apprenticeship	Apply direct to employer, no minimum or maximum age
Informal and on-the-job training	Formal or informal employment
In-service training	Formal employment
BEST	Mandatory for current students in Form 5, 6 and 7
Vocational schools	MoE policy is compulsory schooling to Form 6. However, students in vocational schools include early school leavers
Tutu Rural Training Centre	No formal education requirements but applicants for the young farmers' course to have their own land
Timber Industry Training Centre	Students are required to be resource owners
CATD	Community recommendation, *iTaukei* or Rotuman race, and Form 4
NECs	Unemployment or underemployment
YTCs	Early school leavers most of whom have attempted Form 4
RCCCE/CVCE	Various, from two to five years work experience, or Form 4 to Form 6
NTPC FNU	No formal academic requirements for short courses (modules) with cross credits to mainstream courses. Applicants can attempt trade testing (equivalent to RPL/RCC) with the Department of National Trade Testing
APTC	Largely competency-based assessment
Private providers	CSO run not-for-profit providers have very open admission criteria and most accept early school leavers. For-profit providers vary but most require Form 4 attendance. Some such as Dateline Business College do provide bridging qualifications through short courses.

9.2 ACCESS TO TVET FOR THE DISADVANTAGED

Access to TVET for the disadvantaged, marginalised and vulnerable, including the poor, particularly those from rural areas; young school dropouts and push-outs; women and girls; and those with mental and physical disabilities; is slowly improving in Fiji. The reach of disadvantage specific scholarships is also expanding.

Under the PSC Scholarship Scheme for Special Children, introduced in 2013, twenty special needs and state home children are to be assisted into tertiary studies, including TVET, annually. However, just persons living with a disability (defined under the 2006 UN Convention on the Rights of Persons with Disabilities, Article 1) were estimated in 2008 (APCD Foundation 2013) to be greater that 10 percent of the population of Fiji. Disability rates are also higher among groups with low educational achievement, and disability and poverty are known to be locked in a vicious cycle whereby the poor are more likely to be disabled, and the disabled are more likely to be poor. The countrywide numbers of disadvantaged are therefore significant, and the scheme can only make a small contribution to a widespread problem.

The approach to all education for the disabled in Fiji is based historically on a charity model. It is traditionally segregated rather than inclusive, with the emphasis being placed on primary education. As far as TVET goes, the approach has been more akin to occupational therapy than genuine preparation for the world of work. This is of concern, given that estimates of unemployment among disabled persons are as high as 87 percent (Rice 2013).

Schools and centres with TVET programs that specifically cater to disadvantaged students are:

- Marist Champagnat Institute (CSO run, vocational and secondary school);
- Hilton Special School (CSO run, vocational and special school);
- Suva Special School (CSO run, vocational and special school);
- Fiji Vocational Technical Training Centre for Persons with Disabilities ((FVTTCPD) CSO run, special school);
- Veilomani Rehabilitation Centre (CSO run, vocational and special school); and
- Montfort Boys' Town (CSO run, FHEC registered).

FVTTCPD, for example, had a total of 89 students in 2012 (MoE 2013) and has an operating budget of just FJ$140,000 per year. It is grouped under the MoE special education portfolio and resourced as a primary school, along with the 16 other special schools in Fiji. The centre has three MoE teaching staff, and 10 support staff paid at the rate of just FJ$3 per hour by the management committee the Fiji National Council for Disabled Persons. The centre offers tuition free, competency-based, modularised courses, mostly franchised from FNU or based on the BEST program, in catering, sewing, carpentry, book binding, printing, agriculture and computing. Graduates have progressed to mainstream FNU courses, and some courses, such as the successful garment workers program, are integrated (rather than segregated) and have led to employment.

As another example, Suva Special School has an enrolment of 134 students in 2012. It employs14 MoE teachers and three committee-paid staff (MoE 2013). The school program consists of a primary-only stream, a blended primary and TVET subject stream, and a TVET stream. Schooling is tuition free and levies are just FJ$35 per term. Of the 50 or so students in the TVET stream (which comprises cookery, sewing, gardening, ceramics and carpentry subjects) most are completing the MoE TVET curriculum as occupational therapy, rather than preparation for work. Recently, some school alumni attended FVTTCPD as PSC scholarship students, and completed modules in carpentry and joinery. Very rarely do students go on to mainstream courses such as those offered by FNU.

Montfort Boy's Town is an institution for poor boys, managed by the Society of Montfort Brothers of St Gabriel with campuses at Navesi and Savusavu. It offers two and three year courses in building, cabinet making, motor mechanics, fitting and machining, and electrics to 15 to 20 students per year. Boys aged 16 to 18 with a Form 4 pass are admitted and while no fees are charged, all boys are required to complete some work for their keep. On completion of their studies, trainees sit the TPAF Class III trade test.

The Marist Champagnat Institute (MCI) is also Suva based, has about 130 students and 22 teachers, and offers training to students disadvantaged on the basis of health, social or economic grounds. The institute is a special secondary school for male and female students with a learning disability. Courses offered include small engine repairs, carpentry, tailoring and catering, agriculture and care giving.

9.3 SCHOLARSHIPS

There are a variety of scholarship and student loan schemes available to applicants in Fiji. These include:

- more than 50 places offered by Australia each year for students to undertake undergraduate or postgraduate studies in Australia (Australian Awards Scholarships),

and TVET to advanced diploma level in the Pacific (Australian Awards Pacific Scholarships);
- 25 or so general cultural scholarships from the Indian High Commission to Fiji;
- United World College scholarships for young students to complete an International Baccalaureate;
- provincial scholarships administered by individual provinces that have raised the appropriate funds;
- limited Embassy of Japan scholarships for public servants;
- NZ Pacific Scholarships for Fiji provide up to 10 postgraduate positions per year; and
- a collection of international scholarships at individual institutions in Australia and overseas.

The government also funds a number of scholarships through PSC and MoiTA:

- PSC Scholarship Scheme for Special Children (mostly TVET);
- PSC Multi-Ethnic Affairs Scholarship Scheme for non *iTaukei* and Rotuman Form 7 or Foundation students, who are from economically disadvantaged families (about 120 or 10 percent of places are in TVET);
- PSC Overseas/International Scholarships for Form 7 or Foundation students to study in internationally;
- PSC Local Scholarships for Form 7 or Foundation students to study at a local institution (approximately 50 places or 5 percent are generally TVET);
- PSC Student Loan Scheme for students from economically disadvantaged families to study at an approved institution (about 10 percent or 20 places are TVET);
- PSC Tertiary Education Loan Scheme a new scheme for economically disadvantaged students enrolling in prescribed degree courses (about 5 percent or 20 places are TVET);
- the new TVET and Commercial Agriculture Scholarships (1,000 TVET places and 47 agriculture at FNU);
- FSM (medical and nursing) Scholarships; and
- MoiTA local and international scholarships for undergraduate and postgraduate studies.

CHAPTER 10. TVET AND ECONOMIC GROWTH AND DEVELOPMENT

10.1 THE ROLE OF TVET IN ECONOMIC GROWTH AND DEVELOPMENT

TVET in Fiji has been criticised for being supply-driven regarding curriculum, and supply-side constrained in its provision, mostly at the expense of the taxpayer (MoSPNDS 2011). The problems of TVET are, however, more than problems of scale and curricula, they are problems of concept, strategy, image, governance, organisation and funding.

TVET is:

- perceived by parents/guardians and students as a low status pathway to low status employment;
- a low paid and low status job for teachers;
- often classroom-based, time consuming and inflexible;
- inputs (course and costs) and not outcomes (competency and jobs) focused;
- problematic for employers who provide on-the-job training to trainees who graduate only to emigrate to higher paying economies; and
- expensive, the small group and often one on one training involved in an apprenticeship of a fitter and turner, over three or four years, is more costly in terms of equipment, materials, power, floor space, instruction and supervision than, for example, putting a student, in a class of 40, through a law degree.

When any training program is being undertaken, four questions are implicitly or explicitly being answered: who teaches, who learns, what methods of training are employed, and what dispositions (knowledge, skills and attitudes) are being inculcated. The best TVET programs aim to have participants acquire the knowledge, skills and attitudes to be safe and productive, in a job, at work; and to be able to participate in lifelong learning. The resulting mix of life skills and livelihood competencies acquired are instrumental, have a short half-life, and have often taken some years to acquire.

For the value of TVET to be realised, collectively and individually, it must coincide/align with labour market demand. TVET can be relatively costly and time consuming, and individuals and businesses will not necessarily pay such high opportunity and direct costs, on the off chance of a return on investment. TVET supply needs to be directly linked to the demand for skilled workers by employers, through a comprehensive labour market information network (ADB 2008).

A system in equilibrium will have graduates achieving formal/informal employment after a minimum outlay on training (ADB 2008). While government can stimulate demand for labour, it is more usefully occupied in finding and forecasting it. Unfortunately, little is known about the demand for skilled labour in Fiji, although shortages in the finishing trades in the construction industry, in hospitality and tourism, and in formal sector jobs affected by emigration, for example, are acknowledged (MoSPNDS 2011, Farchy 2011 and ADB 2008). It is also agreed that most jobs are in the informal economy, in small-scale primary production, basic service provision, transport and vending (ADB 2008).

With 31 percent of the population living below the poverty line, unemployment estimated at up to 9 percent, underemployment widespread particularly in rural areas, and approximately 20,000 new labour force entrants each year looking at just 10,000 vacancies, Fiji needs jobs (MoSPNDS 2011). The four-year old policy of compulsory retirement for civil servants aged 55 is one response, as is the Melanesian Spearhead Group's Skills Movement Scheme. The scheme came into force in late 2012 when the members of the Melanesian Spearhead Group -Fiji, Papua New Guinea, Vanuatu and Solomon Islands - agreed to facilitate the temporary movement of skilled workers between their countries, for the purposes of taking up offered employment. A quota of 400 people per country was agreed and a list of offers

was drawn up. Fiji offered up nursing, medical practitioner, surveyors, urban and regional planners, professional engineers, ship repairers and sea-farers positions.

An economically relevant and responsive TVET system, producing the right quality and quantity of graduates, can overcome gaps in the workforce that hamper private sector development and loosen constraints on the economy. Such a system would be characterised by close employer involvement, timely intelligence on job trends, and a training supply train that is flexible (ADB 2008). Above all, effective TVET teaching and learning would be based on standards derived from extensive job analysis and stakeholder consultation, and not on notions of time served, prescribed curricula or antecedent choices.

It is an old adage in TVET that 'the only thing worse than training people and losing them, is not training them and keeping them'. Fiji has been and will continue to lose competent workers, including nurses, teachers, care givers and security personnel, to offshore employers (Farchy 2011). However, there is some evidence in the number of new care giving courses, for example, that this is recognised as an opportunity for individuals, institutions and society. International demand for care workers is growing, institutions that can provide the required quality of training are attracting students, and remittances to Fijian families are set to grow. This is a model in miniature of the balance that can be reached between the demand for labour and the supply of competent workers.

Fiji is well on the way to addressing the most pressing issues raised here and in the ADB report *Skilling the Pacific: Technical and Vocational Education and Training in the Pacific* (2008). Most importantly, it has established an apex organisation, the FHEC, to lead the modernisation of TVET and has implemented the FQF. It has also commenced the work of systems wide QA and is engaged in building an evidence-based funding, registration and accreditation framework. FHEC has established ISACs and developed courses based on job analysis and stakeholder consultation.

There are 16 ISACs in partnership with FHEC and FQC, and numbers range from seven to 26 representatives. All have strong representation from FNU and the bureaucracy, and some enterprise members. The ISACs have developed just over 20 national qualifications to date from the following sectors:

- agriculture;
- aircraft maintenance;
- automotive, electrical and electronics;
- baking and patisserie;
- electronic engineering;
- electrical fitter mechanic;
- heavy commercial vehicle mechanic and heavy mobile plant mechanic;
- navigation and seamanship;
- marine engineering;
- refrigeration and heating, ventilation and air-conditioning;
- printing;
- saw doctor;
- welding and fabrication;
- tour guide;
- beauty therapy; and
- bus driver.

FQC is the custodian of national qualifications.

10.2 TVET AND MIDDLE LEVEL OCCUPATIONAL SKILLS

As has already been mentioned, there is only limited labour market information available for Fiji and much of that is incomplete, outdated or of poor quality. The last census was conducted in 2007 and historically they are only done every 10 years. However, surveys such as the 2010-11 EUS provide some data and a comparison of occupations in the middle bands, levels 3 to 7, of the International Standard Classification of Occupations (ISCO-08) are shown in Table 10.1.

According to the EUS, 2010-11 middle level occupations accounted for nearly 70% of employment by occupation in Fiji in the survey period. This, and the fact that middle level worker numbers increased overall by 44 percent between 2004-5 and 2010-11, provides no support for the hollowing out of the workforce whereby high and low level skilled occupations grow, and middle levels decline due to mechanisation and the movement of jobs offshore. If anything, the reverse seems to be the case and this is possibly a sign of a maturing economy.

Table 10.1 Middle level occupational employment, 2004-05 and 2010-11

Occupational level	2004-05	2010-11	percent change
3 Technicians and Associated Professionals	18,705	15,536	*-17*
4 Clerks	20,184	18,204	*-10*
5 Service Workers and Shop and Market Sales	33,242	37,593	*13*
6 Skilled Agricultural Workers	79,716	137,165	*72*
7 Craft and Related Workers	38,809	33,292	*-14*
Total	**190,656**	**241,790**	***44***

Source: FBoS 2012

The MoSPNDS annual plan for 2013 details a broad range of monitoring and reporting tasks for the year including: six monthly reviews of the National Human Resources Strategic Development Plan 2011-2015, an annual training needs survey, annual publication of labour market statistics on the CHRIS website, a 2013 EUS, and quarterly employment surveys (QES). At this time none of these appear to be available publicly, and therefore labour and TVET demand for workers for middle level occupations is difficult to forecast.

What can be usefully reiterated though is the finding that formal sector jobs are limited in Fiji but 'skills gaps', or more properly the shortage of competent applicants for middle level occupations, unduly restrain private sector expansion (MoSPNDS 2011 and ADB 2008). Earlier research points specifically to gaps in the construction industry, tourism and hospitality sectors, supervision and management ranks, and engineering and surveying trades (ADB 2007).

Unfortunately, the picture from the other side of the labour supply-demand equation is no clearer. An earlier MoE plan for Skills Training for Employment (STFE 2006) called for a Manpower Skills Survey and Training Needs Analysis, and a Vocational Skills Training Programs database. If these had been produced they would have provided information on TVET sector output, and some idea of current workforce competencies. More recent calls for this type of information (MoSPNDS 2011) and the initiatives of the FHEC, particularly in reporting numbers in training, training completions, mobility of students between providers, and records of learning will eventually allow learners, providers, employers and national planners to plan and forecast more effectively (FHEC).

It is a relatively widespread practice for employers to complain about TVET graduate competencies given the chance. In Fiji it is acknowledged that the status quo is unsatisfactory and that improvements can and should be made (MoSPNDS 2011). With that

in mind, FHEC stresses the requirement for continuous improvement across the system of registration, accreditation and QA. Changes here will influence providers and should quickly flow on to initial/entry level TVET training programs. However, middle level occupations and middle level qualifications require a significant element of on-the-job learning as well. Employers faced with three choices, to train existing employees, to poach new ones, or to pick winners are well advised to select the former. An efficient and effective process of workplace learning, matched with appropriate institution-based tuition, will best satisfy the pedagogical demands of middle-level TVET. Apprenticeships, traineeships and cadetships model this educational equilibrium, and because positions are created by employers they offer the potential to help balance the supply and demand sides of the labour market as well.

CHAPTER 11. QUALITY IN TVET

11.1 THE FIJI QUALIFICATIONS COUNCIL

The Higher Education Advisory Board (HEAB) was established in early 2008 with the intention of developing the higher education sector and safeguarding the interests of students, parents, providers and the nation. During the launch, it was made clear that the board's responsibilities would encompass the whole post-secondary education and training (PSET) sector; and that the mismatch between PSET and the labour market, and the then laissez-faire approach to higher education governance would be addressed. With the commencement of the *Higher Education Promulgation 2008* in early 2010, a six member Fiji Higher Education Commission (FHEC) was appointed to replace HEAB.

The Fiji Qualification Council (FQC) reports to the FHEC and, under the *Higher Education (Qualifications) Regulations 2010*, is responsible for developing, implementing and maintaining the Fiji National Qualifications Framework (FQF). FQC also keeps the national register of qualifications and ensures that standards are pegged against international norms. The FQF is linked to the Pacific Register of Qualifications and Standards. FHEC also houses the CAUQ (Committee for the Accreditation 0f University Qualifications) which was inaugurated in June 2013 (FHEC 2013).

The mandate for work on a national qualifications framework appears to have been provided when the *Fiji National Training Act* [Cap 93] 1973 was amended by the *Fiji National Training (Amendment) Act 2002*.The new act changed the FNTC to the TPAF and tasked the authority with developing a national qualifications framework. Work appears to have commenced in 2004 and a New Zealand consultancy (www.pinz.co.nz) was engaged in 2006 to assist in developing the qualifications framework, designing the qualifications councils and establishing a record of learning database and a qualifications database.

Registration of providers

Under the recognition and registration provisions for the regulation of award-conferring PSET institutions (detailed earlier in Chapter 5), there were 22 registered providers operating in Fiji as at October 2013 (see Table 11.1).

Accreditation of programs

The FQF is a 10-level framework for the development and classification of qualifications. The levels applicable to TVET range from Level 1 – work alone or with others on simple tasks under close supervision – to Level 6 – exercise autonomy and initiative in some activities at a professional level. The framework shown in Figure 11.1 is also used as a tool for standardising qualifications and regulating their titles.

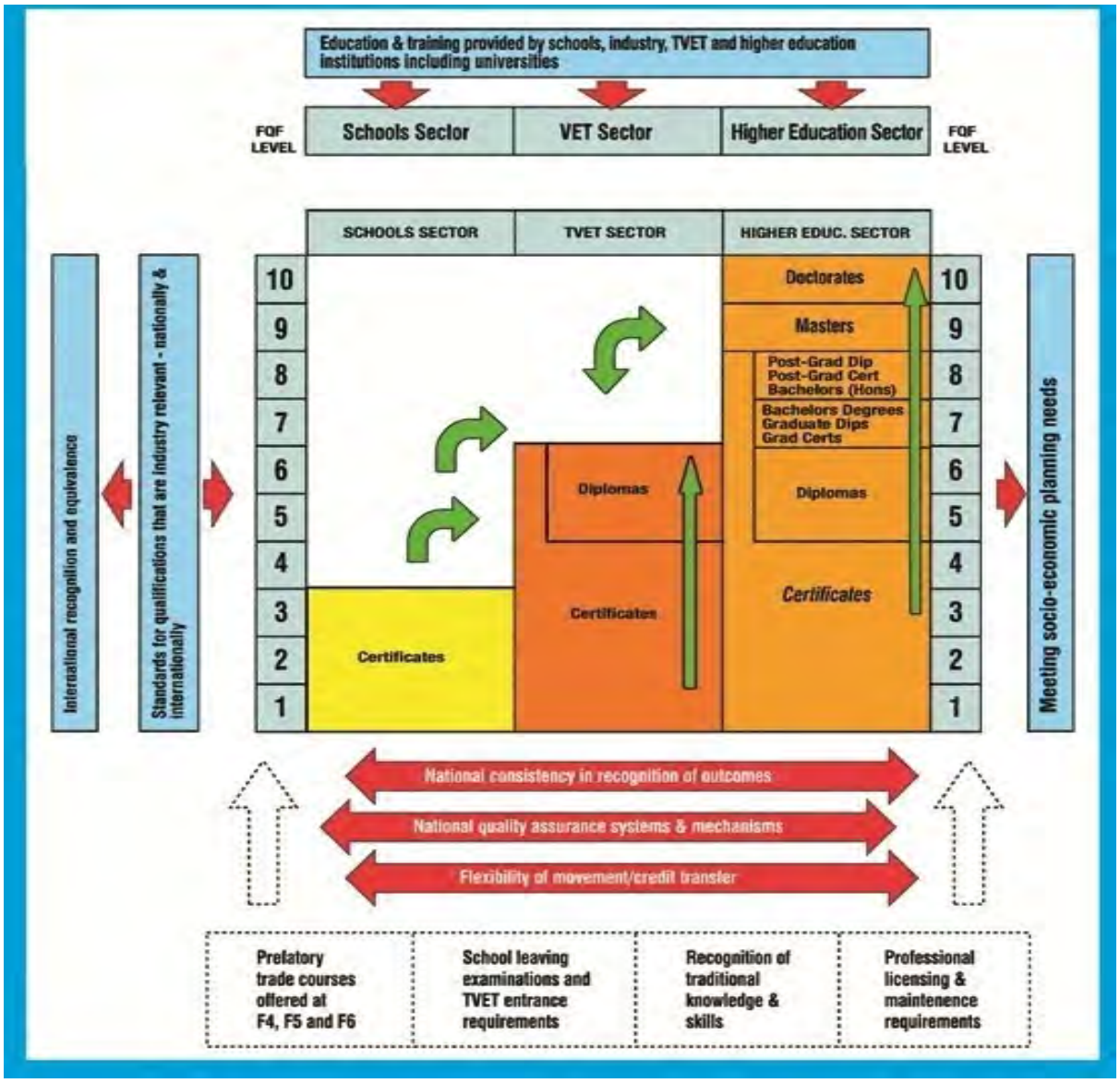
The FQF is based on a credit system whereby one credit point is equivalent to 10 notional hours of learning: one year of full-time study, or 1,200 hours of notional learning including lectures, tutorials, practice, revision and assessment, is therefore equivalent to 120 credit points. Qualifications in the FQF have prescribed credit points at each level. For example, a basic bachelor degree is 360 credit points and would take an average student three years to complete. A certificate is 40 credit points, a diploma is 120, and a graduate certificate is 60.

Table 11.1 Institutions registered with the FHEC, October 2013

#	Institution	Offering
1	Airports Fiji Ltd	Multiple Cert I to Cert IV and Dip courses in Comms, Surveillance, ATM, ATS, Security, Data, Avn Technology and RFFS
2	Apostolic College of Theological Studies	Faith-based higher education
3	Australia-Pacific Technical College	TVET programs listed below
4	Caregivers Services International (Fiji) Ltd	Cert and Dip Care
5	Centre for Appropriate Technology and Development	Cert Ag, Tech, Business, Community Trade Cert Auto, C&J, Plumbing, Welding
6	College of Theology and Evangelism Fiji	Faith-based higher education
7	Community Education Training Centre	Community and enterprise short-courses
8	Dateline Business College	Cert IT and Office Admin
9	Fulton College	Faith-based higher education
10	Keshals Business Education Institute	Dip and Cert IT
11	Montfort Boys' Town – Veisari and Savusavu	Cert Auto, Bldg, Cabinet, Elec, Fitting, Motor Mech
12	Pacific Eye Institute	Post-graduate eye health training
13	Pacific Flying School	Pilot licence training
14	Pacific Regional Seminary	Faith-based higher education
15	Pacific Theological College	Faith-based higher education
16	Sangram Institute of Technology	Nursing
17	Service Pro International Tourism and Hospitality Institute	Cert III Cook, Bake, Hospitality Cert IV: Cook, Hospitality Dip Hosp
18	South Pacific Academy of Beauty Therapy	Cert Hair, Massage, Presentation, Therapy Dip Beauty V, Beauty V
19	South Pacific Bible College	Faith-based higher education
20	The Style Gallery (Fiji) Institute of Hairdressing, Health and Beauty Therapy	51 programs: Cert, Cert I-III and Dip Hair, Makeup, Sports, Beauty, Massage
21	The University of the South Pacific	TVET through RCCCE and TVET teacher training through the School of Education
22	Vivekananda Technical Centre	Piloting FQF Cert IV Auto Mech, Auto Elec, Cook, Ag, and C&J. Office Tech, PC Maint and Microsoft office. Mapping qualifications to AQF with APTC.

Note: As at October 2013, the Pacifika Institute of Tourism Studies was provisionally registered and around 30 other providers, including the Department of Youth and Sports, FNU, UoF, Caregivers Training Institute, Marist Champagnat Institute, Fiji Electrical Authority, and the Light House Vocational Institute were awaiting processing.

Figure 11.1 Fiji Qualifications Framework



Source: FHEC

Certificates can be taken at all levels up to level 7, and diplomas can be taken at level 5, 6 and 7. The level of a certificate is determined by beginning with the highest FQF level credits in the course of study and counting back until a total of 40 is reached. The level at which 40 is reached determines the level of the certificate (FHEC).

FHEC has recognised the distinction between *national* qualifications and *provider* qualifications. The former are packages of recognised standards that reflect a significant milestone or end point on a learning pathway. A qualification therefore represents a 'full program of study' (FHEC). National qualifications are developed by FQC in cooperation with Industry Standards Advisory Committees (ISACs). Registered, non-self-accrediting institutions can apply to take up a national qualification, or they must apply to have their qualifications accredited by FHEC. Self-accrediting institutions (those established under their own act) must apply to have their qualifications recorded. Where an overseas qualification is to be offered, the Fiji provider is required to provide evidence of accreditation by the appropriate overseas agency (FHEC).

Since it was launched in early 2012, there are 24 national qualifications accredited with FHEC and, at the time of writing, two more were in the stages of final approval. All of these

are TVET qualifications, and all but one are at the level of Certificate 4. It is proposed that a number of these will be piloted in 2013 and 2014 by various institutions, including the rather dynamic Vivekananda Technical College. With the exception of these national qualifications, the current crop of 'certificates' in the country are made up of a mixture of certificates of attendance, certificates of completion, trade certificates and higher education certificates that make for a complex array of qualifications and programs for trainees, parents/guardian and employers to interpret.

Curriculum development and validation of assessment

In developing a national qualification, FHEC standards development specialists work with the various ISACs, including industry representatives, SMEs (subject matter experts), employers, training providers and regulators, to identify the units of the qualification, and the standards of competent performance, that match the KSA (knowledge, skills and attitudes) needs of the local industry. For example, the National Certificate IV in Fitting and Machining, developed by the Fitting and Machining ISAC to FHEC/FQC, is a 49 unit, 330 credit qualification that has 111 credit points at level 4 and 10 at level 5. The remainder are at levels 1 to 3.Completion of the qualification will lead to an outcome whereby the trainee can take responsibility for carrying out a range of fitting and machining activities, where the overall goal is clear, under non-directive supervision (FHEC).

In development, which takes 12 to 18 months, unit standards are benchmarked against similar international qualifications to determine the level to which the qualification is to be assigned. Unit standards are subsequently used to frame the learning outcomes to be achieved during training, and these in turn are used by training providers to draw the curriculum. There is an element of sophistry in such a glib characterisation of the relationship here because a competency standard, essentially a statement of required performance at work, does not dictate what is to be learnt by a trainee in preparation for that, nor how it is to be taught. Contrary to popular belief, competency-based training does not detract much if at all from the trainer's prerogative.

For each national qualification four key documents are available:

- *Unit Standards;*
- *Workplace Manual;*
- *Assessor's Guide; and*
- *Qualification Booklet*.

Assessors are also registered with FHEC and can be trained by them. At the time of writing, there were 34 assessors registered and their role is to conduct workplace assessments of trainees pursuing national qualifications. Assessors require an AQF Certificate IV in Training and Assessment or some equivalent qualification.

Industry engagement

Government in Fiji has clearly recognised the requirement to move from supply-side to demand-side driven TVET, and has acknowledged that employers are dissatisfied with the competencies of recently trained new employees (MoSPNDS 2011). FHEC is charged with fostering cooperation among PSET institutions and establishing and maintaining linkages between those and industry. In its *Business Plan 2013* the commission is seeking to achieve that through advocacy meetings with relevant industry cluster groups; consolidating partnerships with professional licensing bodies; formalising relationships across government, training providers and businesses; and establishing Industry Standards Advisory Committees (ISACs) (FHEC 2013).

ISACs have worked with FQC to develop the 26 new national qualifications (essentially a statement of units and elements of competency encompassed in a job) existing in employments as diverse as mining, security, cooking, electronics and agriculture. These are not yet developed into training packages or curricula, and are therefore some way off being

delivered as training courses. As they are, it will almost inevitably become apparent that it is not just a matter of getting employers and industry representatives to participate in job analysis, they often require assistance in articulating just what it is they require of a competent worker (ADB 2008).

At the institutional level, cooperation has not been a strong point, but it is now being more widely appreciated. Most FNU programs, for example, have extensive on-the-job training components including 12 months for certificate and diploma programs in maritime studies and six months for office administration. FNU also has strong commerce, business, employer and professional representation on the council. Interestingly FNU is also very well represented in the ISACs that have been established by FHEC.

The additional function that FHEC is scheduled to take on from 2014, that of being the conduit through which PSET institutions will receive their MoF funding, may well serve to bridge the gap between industry and the PSET sector. Part of the task given to FHEC will be to develop funding models that allocate funds on the basis of outcomes (including graduate employment outcomes) rather than historical costs (for further discussion of this proposed new role for FHEC, see Chapter 13).

11.2 TVET TEACHERS AND TEACHER TRAINING

Both FNU and USP offer TVET teacher training programs. APTC through its Fiji campus also offers the 10-unit AQF Certificate IV in Training and Assessment.

(a) FNU's TCTVET or Teacher's Certificate III in TVET is a 60 credit point, 12 unit program taken over four blocks. Most units are pegged at 160 hours contact, and there are three practicums in the syllabus. Other units cover teaching and learning, classroom management, communications, assessment, ethics and research skills. The program has no technical/trade content. Fees information on the FNU website is incomplete but the program would cost about FJ$2,700 for a local student and three times that for a regional one.

The BEd TVET page on FNU's website was under construction during the fieldwork. However, the three year degree, with each year segmented into trimesters, appears to have 200 credit points of work across 28 units. Nearly two thirds of the units are compulsory and there are three practicums. Elective units for a major or double major in the degree would have to be separately costed, but using FJ$360 as an average price, the total program costs about FJ$10,000. Again, regional students would pay three times that.

(b) USP offers a BA (TVET) non-teaching qualification as a 24 course program majoring in technology, and food and nutrition. There is also a BEd Secondary (TVET) in-service program, and a BA/BSc GCEd (TVET) for pre-service students. All programs can be accessed from Form 7 or Foundation, however an articulated pathway or staircase program – diploma, degree – is available under the in-service course. USP no longer offers the certificate and diploma programs however, and has subsequently lost enrolment as most students seek to obtain their BEd at the institution where they completed their teaching certificate and diploma. Tuition fees for a basic 22 course degree, for member country students, costs about FJ$10,000 at USP.

(c) AQF Certificate IV in Training and Assessment, offered by APTC is the formal qualification required to deliver nationally accredited training and conduct assessment in the Australian TAFE sector. In Australia, the course costs as little as AU$750 and as much as AU$2,500 (depending on the institution) and it is delivered full-time or part-time, in online, correspondence, or face to face modes. Programs range in length, but one day per week over 10 weeks seems average. There are no formal entry requirements although a high level of English literacy is required. APTC

charges FJ$2,750 for the program and delivers it part-time, in four modules, for a total of 14 days, over four months, in Suva and Nadi. Applicants are required to complete a literacy assessment before enrolling.

(d) TVET teacher supply in relation to quantity is deemed to be sufficient according to MoE (perhaps the lower status of TVET prevents an oversupply?). However, teacher quality is considered poor and this is due mainly to a chronic lack of industry experience. Most teachers graduate with only their in-course workplace attachments as their experience. For example, carpentry and joinery teachers can therefore complete basic, collective tasks like standing a house frame but lack the ability to carry out, intense, complex and mostly individual tasks like setting out and profiling a house. This is a logical consequence of a short 'apprenticeship'. Tasks that can be easily learnt on-the-job, by lending a hand are learnt. Tasks that need to observed over time and are only entrusted to the trustworthy aren't. MoE is embarking on a program of improving TVET teacher competencies through placements at FNU during their eight week Christmas breaks. FHEC is also addressing the issue at a policy level.

Professional development for teachers and trainers

The Fiji Teachers' Registration Board's task is to set, maintain and promote excellence in teaching standards (MoE FTRB). It works to achieve this through promoting professional leadership in teaching, enhancing the professional status of teachers, and contributing to a high quality teaching and learning environment. The board registers all teachers, educators, volunteers, supervisors, and administrators who work with students in any school learning, coaching, training or assessment setting. Three categories of registration are available:

- limited authority to teach – available to those without teaching qualifications, who have the skills or experience to assist students learn;
- provisional registration – available to those who have successfully completed teacher training at a recognised institution; and
- full registration – available to those who are provisionally registered, and have taught for at least one year.

TVET teachers in vocational schools, with diploma level qualifications in their respective trades and no teaching qualifications, work under the limited authority to teach and are remunerated at about FJ$11,000 per annum. A teaching diploma can add FJ$2,000 yearly to that salary, while a teaching degree will add FJ$7,000. The BEd is required to be competitive for management positions including headship. Further development is available through postgraduate education at local and international institutions, scholarships assistance can be sought through the PSC, and the MoE runs occasional workshops and short courses.

11.3 TVET WORKING ENVIRONMENT

With 2,800 employees, FNU is by far the largest provider of TVET in the country. The FNU College of Engineering, Science and Technology and the College of Business, Hospitality and Tourism absorbed the old Fiji Institute of Technology. These two colleges and the National Training and Productivity Centre now employ most TVET teachers and trainers in Fiji.

Teachers in Fiji are highly unionised - union density is estimated at 95% - and there are two unions: the Fiji Teachers' Association; and the Fiji Teachers' Union. These appear divided on racial grounds. Unions represent members in wage negotiations and also provide some welfare and financial assistance. Banking, loan and apartment rental services are also offered. TVET teachers are neither specifically catered to nor excluded.

Just as TVET itself labours under a poor public image, there is some concern among TVET teachers that their status is less prestigious than their 'academic' colleagues. This seems to

be the case for TVET program teachers in vocational schools, and for TVET subject teachers in the standard curriculum. One food and nutrition teacher even mentioned that she is often called upon to make tea when visitors arrive at the school. A carpentry teacher had a similar story about odd jobs around the school.

11.4 QUALITY ASSURANCE

The FHEC Strategic Plan 2013 shows that the commission has the overall responsibility for developing and implementing policies and procedures that ensure quality education and training, and engender stakeholder confidence in the FQF. In order to achieve those objectives, the commission carries out the following mandated functions:

- to register and regulate higher education institutions according to the provisions of the legislation;
- to foster and safeguard the national interest, the interest of students, parents and also of higher education providers;
- to establish national standards for different qualifications; and
- to provide assurances that programs developed by institutions meet national standards.

The commission also has the responsibility to develop, maintain and review QA (quality assurance) processes and systems, and to facilitate a culture of continuing improvement and consultation.

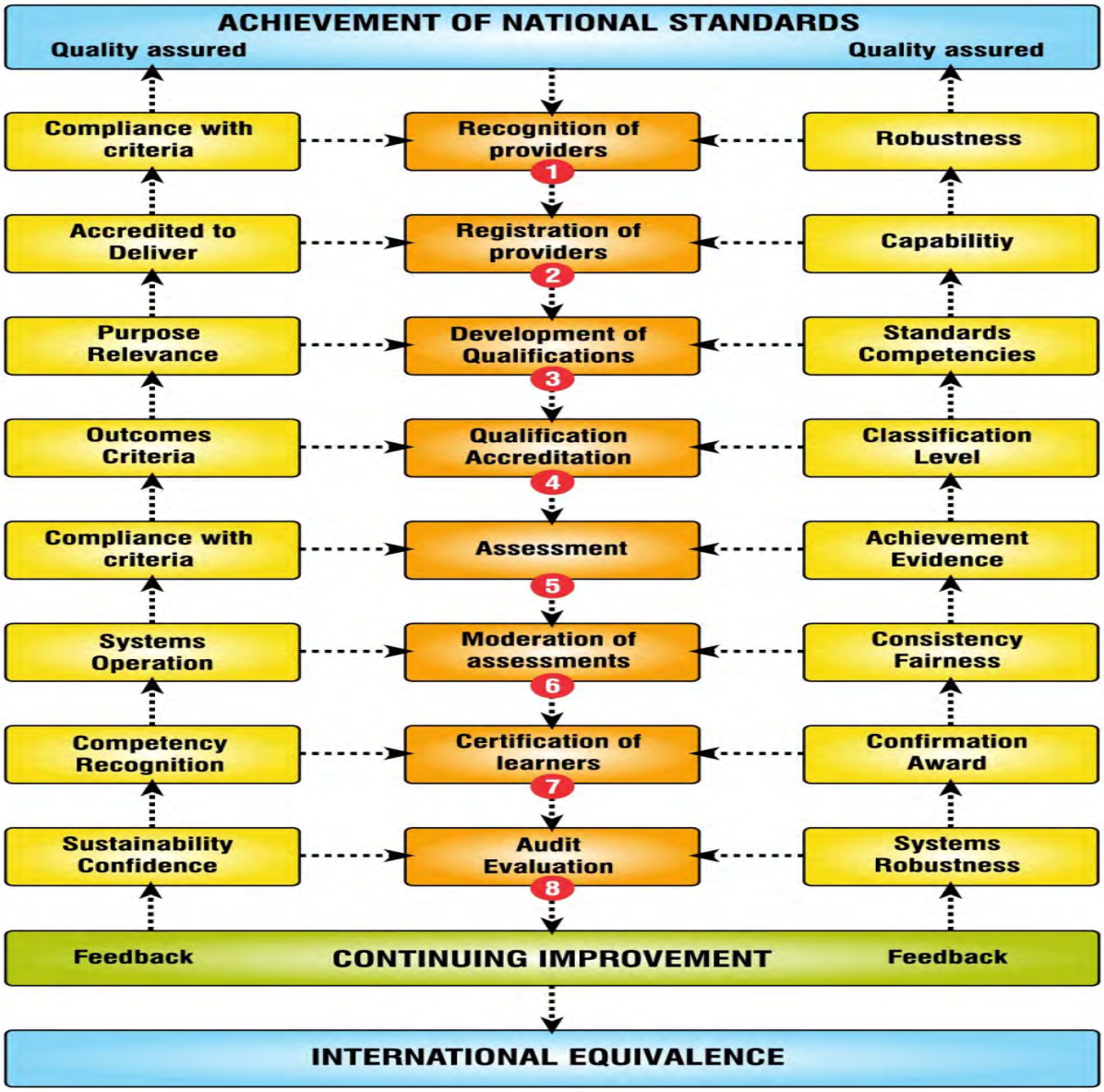
In operationalising the strategic plan, and in order to meet the recognition requirements of the Secretariat for the Pacific Board for Educational Assessment, FHEC has adopted a developmental QA process that has a baseline of 'fit for purpose', but also looks for continual improvement in its own performance. It holds registered PSET institutions to similar standards by ensuring that they conduct their own internal quality assessment (IQA), looking mainly at the quality and value of outputs, and by using the IQA as the framework for the FHEC conducted external quality assurance (EQA) process. Key performance questions during the EQA exercise relate to:

- the value learners gain from their learning experience;
- the utility of resulting qualifications for learners and other stakeholders; and
- the extent to which positive longterm outcomes occur.

A methodology and instruments for EQA are being developed and the first IQA exercises are expected to take place in 2014.

The framework in Figure 11.2 shows the overall QA process expected to be fully operational by 2014. The centrepiece of the process is the integrity of the FQF itself. Steps 1 to 4 of the process, recognition and registration of providers and development and accreditation of qualifications have been commenced. Additionally, assessors have been selected and trained in preparation for Step 5.

Figure 11.2 FHEC quality assurance and continuous improvement process



Source: FHEC.

PART IV: THE FINANCING OF TVET

CHAPTER 12. OVERVIEW OF TVET FINANCING

This chapter provides an overview of funding and expenditure estimates for the TVET sector, as it has been defined for this study, using the most up-to-date data the study team was able to assemble. It begins with a summary of the funding of major providers of structured TVET programs, ones that lead to the award of certificates and diplomas, and is followed by a similar summary of expenditure patterns amongst these providers. A third section attempts to estimate expenditure on TVET as a share of GDP.

It must be stressed that the purpose of this chapter is to provide a very broad picture of the resourcing of the TVET sector in Fiji, one that has hitherto not been available. It is indicative only, given the significant gaps there are in the information available to the study team, and comparisons within the sector, as depicted in this chapter, should be treated with considerable caution.

For a start, the figures are not uniformly for the same period. The financial year (FY) in Fiji is the same as the calendar year, but for some providers the data obtained were for FY 2012, whilst for others they were estimates for 2013. The estimates for APTC are for FY 2013, but were modified by information relating to the Australian FY 2011-12. Another cause for caution is that the data for some provider groups are not comprehensive. The study team was only able to obtain information from a small number of private providers, and the resourcing estimates for some of the smaller training programs conducted by government ministries are only approximate. Moreover, as has been made clear in Chapter 2, very little information regarding the TVET operations of FNU were made available to the study team. The figures contained in this report as to the resourcing of these operations are inferred from the statistical information contained in the draft *FNU Strategic Plan 2020.*[27]

12.1 FUNDING OF TVET PROVISION

Table 12.1 brings together the estimates of funding in 2012-13 drawn from MoF budget estimates and from information provided by ministries and providers.[28] Together they indicate that in total just over FJ$110 million of funding, from all sources, went into the TVET sector in Fiji in 2012-13. Figures 12.1 and 12.2 highlight the composition of that estimated total, by institution and by source.

The salient features to emerge from Table 12.1 are:

- Overall the TVET sector draws the majority of its funding from three sources – annual budget allocations from MoF, grant aid-in-kind from development partners, and tuition fees.

[27] Further details are contained in Chapter 14.
[28] The templates for recording information for this study for the different types of organisations involved are given in Annexes 2 to 5.

Table 12.1 Indicative funding of TVET provision in Fiji, 2012-13 (FJ$ '000s)

	MoF	Develop assistance	tuition fees	sale of goods and services	other (including training levy)	Total
FNU*	17,376	6,550	35,364	110	11,031	70,431
Min of Education	4,608	-	684	-	-	5,292
MoYS	436	-	-	-	39	475
other government agencies	3,877	-	-	-	-	3,877
private providers	1,400	862	1,430	-	645	4,336
APTC	-	21,336	-	-	-	21,336
other regional providers	-	-	1,444	-	-	1,444
PSC scholarships	1,750	1,649	-	-	-	3,399
Total	**29,446**	**30,396**	**38,922**	**110**	**11,715**	**110,590**

* Assuming that FNU's TVET courses are allocated pro-rata funding, that is, 72.4% of the FNU total.
Source: Material provided by institutions; see also Chapter 14.

- FNU is by far largest TVET institution in terms of funding in Fiji, with total funding over three times that of the next largest, APTC. This is after allowing for the fact that FNU is a dual-sector institution with a small, but growing higher education component.

- FNU is able to draw its funding from a broader range of sources than can other, smaller, national and regional providers. One such source the university can draw on, the national training levy grant scheme, cannot be identified as a separate source by the study team, but its net value is assumed to be included here under the rubric 'other'. An informal source has put the *gross* amount annually raised by the university from this source at around FJ$12 million.[29] Its *net* value is what remains after employers are able to claim back their levy payments under either Method A or Method B of the grant component of the scheme (see Section 13.4 for details).

- Whilst MoE vocational schools can and do charge tuition fees, other line ministry training programs are tuition free, and for them the only sources of finance are the annual MoF allocations.

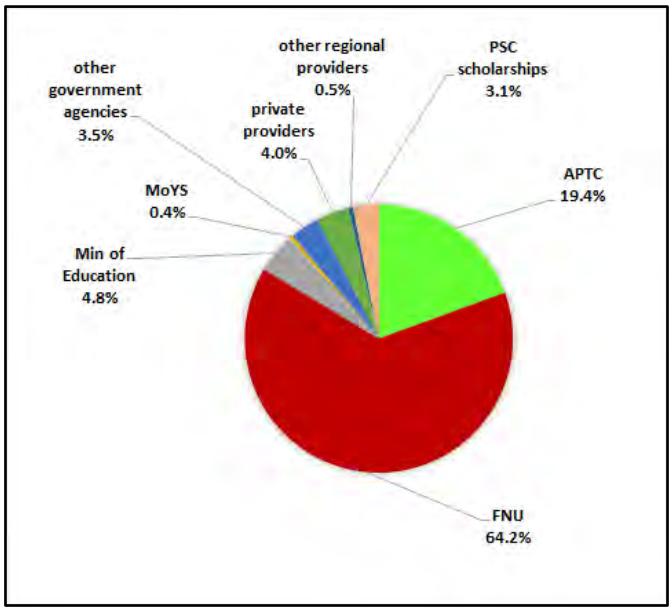
- The only major source of revenue outside of MoF budget allocations and grant aid-in-kind is tuition fees. It would appear that faith-based TVET providers do not rely to any significant extent on their governing bodies and their communities for financial support. Nor, as is evident in Chapter 14, is the sale of services and products a major contributor to TVET funding.[30]

- Grant aid-in-kind from Fiji's development partners comes principally from Australia, mostly in the form of the support given to the Fijian operations of APTC, but also in some scholarship assistance administered through PSC.

[29] Batiratu.S, 'Quest to be better', *Fiji Times Online*, 6 July, 2013.
[30] See Tables 14.2 and 14.4, and Figure 14.19.

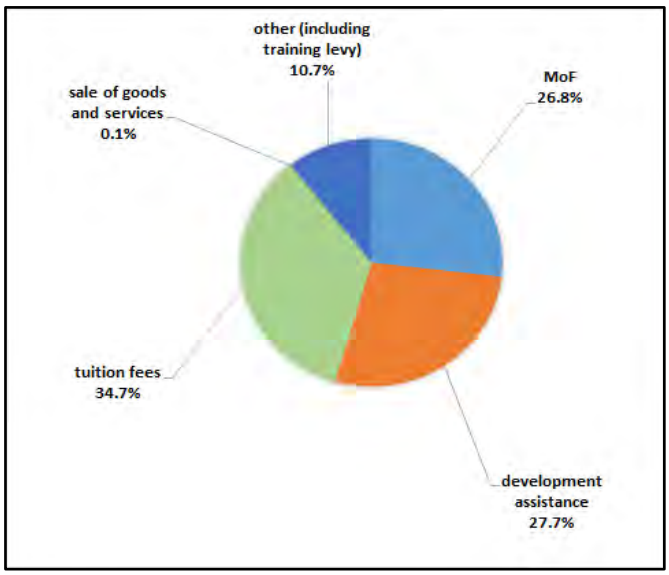
- Australia's contribution through APTC is via its regional aid program (as is its scholarship assistance) and the College constitutes the only non-scholarship form of financial assistance to the TVET sector from ODA partners. There are no bilateral grant programs of assistance, nor are there any multilateral soft-loan funded capital works programs directed at the sector.

Figure 12.1 Funding of TVET, by institution, 2012-13



Source: Table 12.1

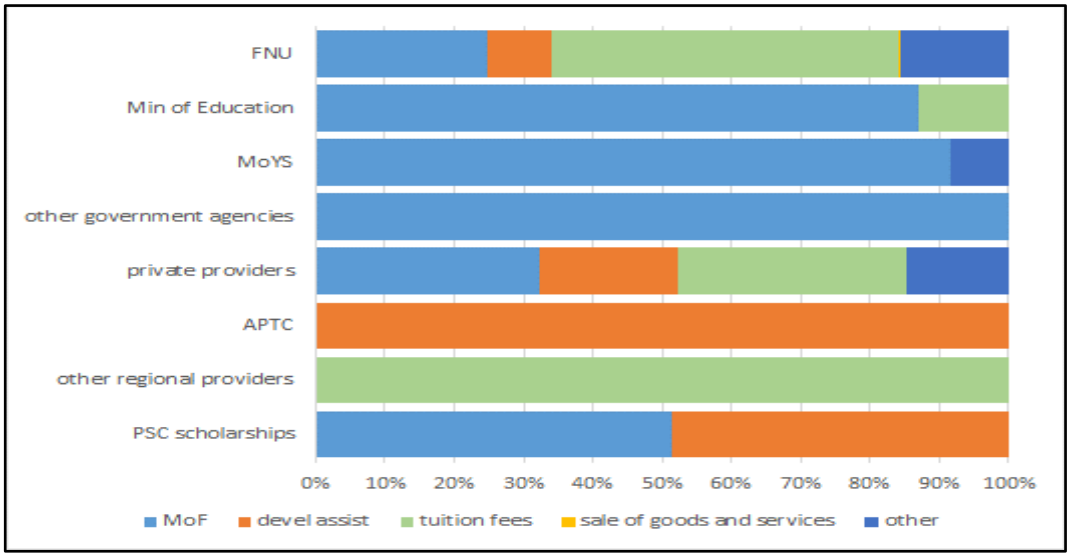
Figure 12.2 Funding of TVET, by source, 2012-13



Source: Table 12.1

Figure 12.3 shows many TVET providers in Fiji tended to rely on only one or two sources for their annual funding. It indicates that this is especially the case for regional providers and training establishments within government ministries. FNU and private providers were able to draw on a wider range of sources.

Figure 12.3 Funding of TVET, by institution and source, 2012-13



Source: Table 12.1

12.2 EXPENDITURE ON TVET PROVISION

The broad patterns of expenditure on TVET in Fiji in 2012-13 are given in Table 12.2, and Figures 12.4 and 12.5 serve to highlight their main features. Together they show the following:

- as expected, total expenditure on the sector in 2012-13, of almost FJ$112 million, was broadly in line with the revenue available, and shown in Table 12.1;
- also in line with Table 12.1, approximately two thirds of spending on TVET in Fiji in 210-13 was through FNU and its six colleges and centres, and if APTC is added in then 85 percent of all expenditure on TVET was via just two institutions;
- very little was invested in the sector in 2012-13, in the form of capital expenditure programs. Expenditure overwhelmingly was of a recurrent nature;
- overhead expenditure – ranging from administrative overheads to depreciation allowances and provisions – consumed over a quarter of expenditure in 2012-13; and
- whilst expenditure on MOOE was only around half that on personnel, for TVET provision that ratio is comparatively high.

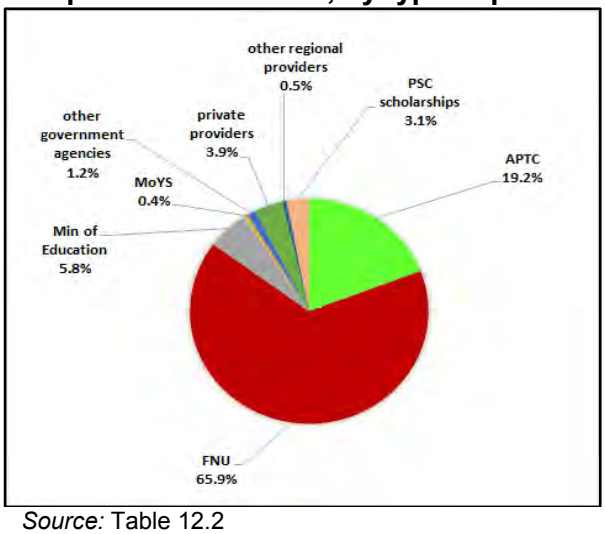
Table 12.2 Summary of expenditure on TVET provision, 2012-13

FJ$ thousand	Personnel	MOOE	Over heads	Total recurrent	Capital	Scholar ships	Total
FNU*	36,454	15,485	21,331	73,270	-	-	73,270
percent of total	*49.8%*	*21.1%*	*29.1%*	*100.0%*			*100.0%*
Min of Education	3,753	2,513	-	6,265	148	-	6,413
percent of total	*58.5%*	*39.2%*		*97.7%*	*2.3%*		*100.0%*
MoYS	200	207	-	407	46	-	453
percent of total	*44.2%*	*45.7%*		*89.8%*	*10.2%*		*100.0%*
other government agencies	418	911	-	1,329	-	-	1,329
percent of total	*31.5%*	*68.5%*		*100.0%*			*100.0%*
private providers	1,907	2,429	-	4,336	-	-	4,336
percent of total	*44.0%*	*56.0%*		*100.0%*			*100.0%*
APTC	4,676	3,660	8,143	16,480	730	4,126	21,336
percent of total	*21.9%*	*17.2%*	*38.2%*	*77.2%*	*3.4%*	*19.3%*	*100.0%*
other regional providers	1,013	430	-	1,444	-	-	1,444
percent of total	*70.2%*	*29.8%*		*100.0%*			*100.0%*
PSC scholarships	-	-	-	-	-	3,399	3,399
percent of total						*100.0%*	*100.0%*
Total	**48,421**	**25,636**	**29,474**	**103,531**	**924**	**7,525**	**111,980**
percent of total	***43.2%***	***22.9%***	***26.3%***	***92.5%***	***0.8%***	***6.7%***	***100.0%***

* Assuming that FNU's TVET courses undertake pro-rata expenditure, that is, 72.4 % of the FNU total.

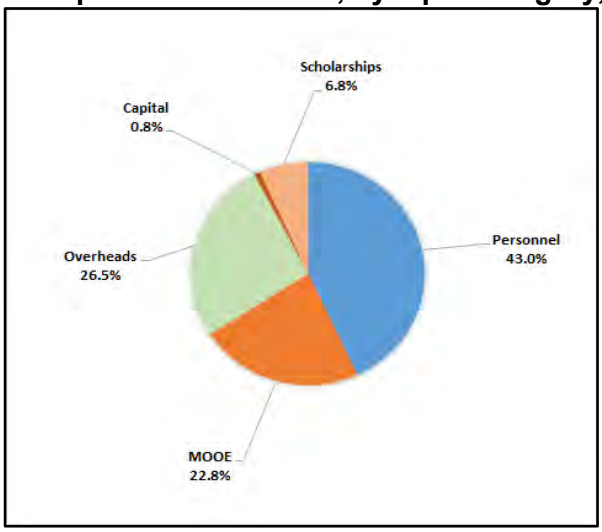
Sources: material provided by institutions; also see Chapter 14.

Figure 12.4 Expenditure on TVET, by type of provider, 2012-13 (%)



Source: Table 12.2

Figure 12.5 Expenditure on TVET, by input category, 2012-13 (%)



Source: Table 12.2.

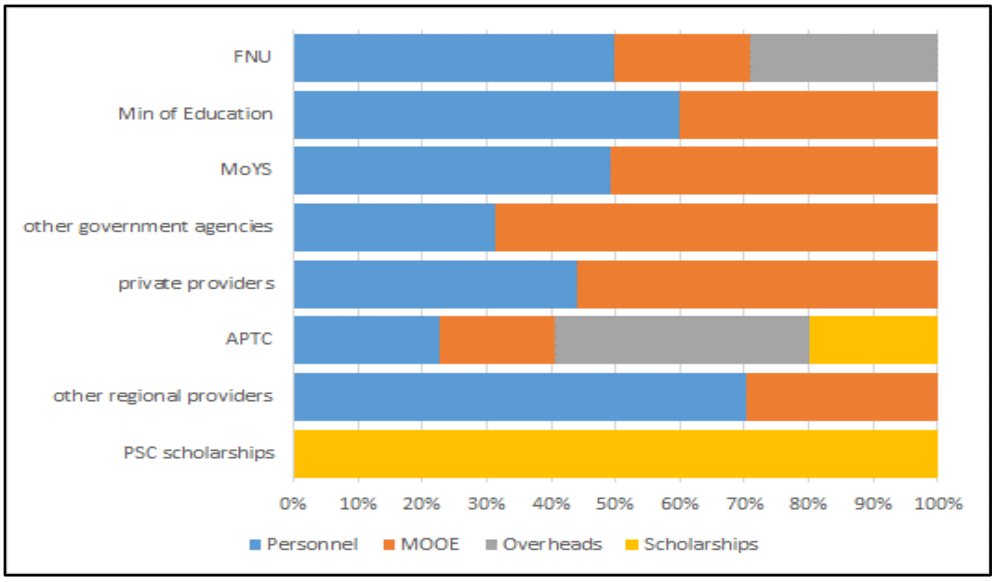
Recurrent expenditure patterns across institutions are displayed in Figure 12.6. Unlike on the revenue dimension, however, there is less variation in the pattern of recurrent expenditure between institutions. The salient features to emerge are as follows.

- It is the two largest providers, FNU and APTC, that are burdened with overheads – the latter with both campus-level and institutional overheads. Overheads are not factored into TVET provision by government ministries and none of the private providers carry these costs.

- APTC has a formal scholarship program explicitly provided for in its budget. Other scholarship programs, funded either from MoF budgets or through grant aid-in-kind, are managed and dispensed through PSC (see Section 13.9).

- The balance between expenditure on personnel (salaries, wages and other staff emoluments, and MOOE (expenditure on teaching and training materials, utilities, routine maintenance and repairs, etc) varied considerably between providers. Each category of provider operates under a different set of conditions so there is no clear norm to which they need conform.

Figure 12.6 Recurrent expenditure on TVET, by institution and input category, 2012-13 (%)



Source: Table 12.2

12.3 ESTIMATING THE SHARE OF GDP SPENT ON TVET

To use the above figures as an approximation of the total amount of resources devoted to TVET in Fiji over 2012-13, and hence to estimate what that means as a proportion of GDP, it is necessary to keep in mind a number of factors.

- It was not possible to identify all the training activities in line Ministries and agencies that could be considered as TVET. The remaining unidentified expenditure, however, is likely to be only small.

- The share of total FNU annual expenditure was calculated on the assumption that expenditure on courses was proportional to the split identified in the university's strategic plan between higher education and TVET courses. This may have resulted in either an under or over estimate of the actual distribution.

- APTC is a regional institution, and whilst the expenditure identified here is for the Fiji campus, student enrolled are not solely Fijian, but are drawn from across the region. If the annual operating cost of the college was adjusted to that of an estimate of what it spent on training Fijians only, then the figure perforce would be lower.

- The low response to the private provider survey, meant that a factor of 29/6 had to be applied to survey results to come up with the total estimate made in this chapter for expenditure by this group of providers. There is no way of knowing whether figures shown here are reasonable estimates or not.

- Revenue raised through the national training levy-grant scheme should give a fair indication of how much employers are spending on training. As noted in Section 12.1, the unofficial estimate is that FNU collects around FJ$12 million per annum from employers through this scheme. This can probably be regarded as a minimum figure for what employers actually spend on training. To qualify as a Method A employer, an organization has to be spending *at least* one percent of its gross wages bill on training and, moreover, apparently a large proportion of those classified as Method B

employers do not claim under the grant component of the scheme, even when they undertake training programs.

Given these considerations, the estimate for total expenditure of FJ$112 million for 2012-13 shown in Table 12.2 needs to be treated with considerable caution. However, as a 'ball-park' figure it is defensible.

On that basis, and given that the official estimate[31] of GDP for 2012 is FJ$7,223.7 million, TVET expenditure involved around 1.55 percent of GDP. This is within the range observed in other countries in the region.

[31] MoF *Economic and Fiscal Update: Supplement to the 2012 Budget Address,* Table 3.1.

CHAPTER 13. TVET FINANCIAL MECHANISMS

13.1 OVERVIEW OF HOW FUNDS ARE CHANNELLED INTO TVET

Figure 13.1 aims to encapsulate the complexity of financial flows into and between elements in the Fijian TVET system. It identifies the major funding sources, the major conduits through funds pass and the major recipients of the funds, those responsible for expenditure on TVET.

The major revenue sources are as follows.

- Government revenue raised via the Fiji Revenue and Customs Authority (FRCA).[32]
- Development partners, via official development assistance (ODA), scholarship programs, and direct funding through the parent organisations of regional training providers.
- Students and their families, via tuition and other fees and charges.
- Employers, via National Training Levy and through the national apprenticeship scheme.
- Owners and parent organisations of private training providers.
- Purchasers of training institution produced goods and services.

The principal funding disbursement mechanisms are as follows.

- MoF annual operating and capital budget allocations are provided to line Ministries with training programs and activities and to the higher education institutions. These ministries and institutions have their own internal mechanisms for channeling funds into their schools, centres and programs.

- ODA, as grants-in-aid (cash grants and aid-in-kind),[33] technical cooperation/assistance, and concessional soft loans are coordinated through the GoF Budget and Aid Coordinating Committee (BACC). ODA funds are channeled to line Ministries and other national bodies via the MoF budget process.

- Development partner funding for regional TVET programs is channeled via the central administration of APTC in Australia and Nadi, and through the central USP administration and SPC, both in Suva.

- Both development partner managed scholarship schemes, such as the Australian Awards Scholarship Scheme and the Australian Regional Development Scholarship Scheme, and nationally-funded scholarship schemes, such as and the Public Service Commission (PSC) Local Scholarship and Multi-Ethnic Affairs Scholarship schemes, have their own fund disbursement mechanisms.

- The national training levy-grant scheme is administered by FNU.

- The national apprenticeship program is administered by NTPC within FNU.

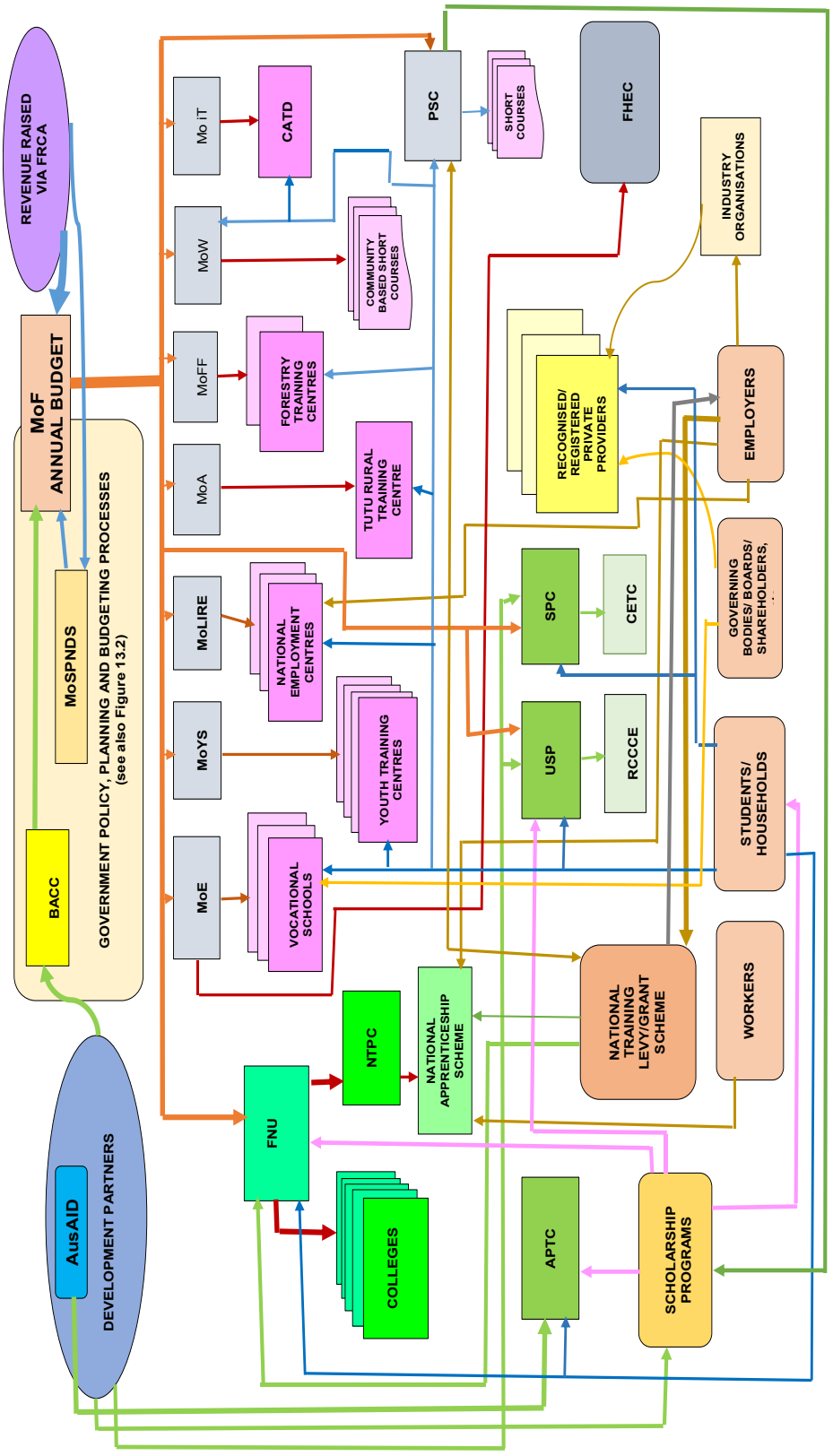
- Student fees and other charges are collected and administered by the training providers themselves.

[32] FRCA lies within the responsibility of the Ministry of Finance, and is the government's primary revenue raising agency.
[33] Grants in aid are received in two forms, cash grant or aid-in-kind. In the MoF's cash-flow statement, only the cash grant is recorded, as it operates a cash-based accounting system (see Table 7.1).

- The shareholders, church bodies and other owner/parent organisations of private training providers channel their funds through their respective governing boards and management structures.

- Funds raised by training organisations through staff consultancies, the sale of other services, and from the sale of student produced items, are generally managed through and retained by, the training providers themselves.

Figure 13.1 Flow of funds into and within the TVET sector in Fiji



13.2 MINISTRY OF FINANCE BUDGET PROCESSES

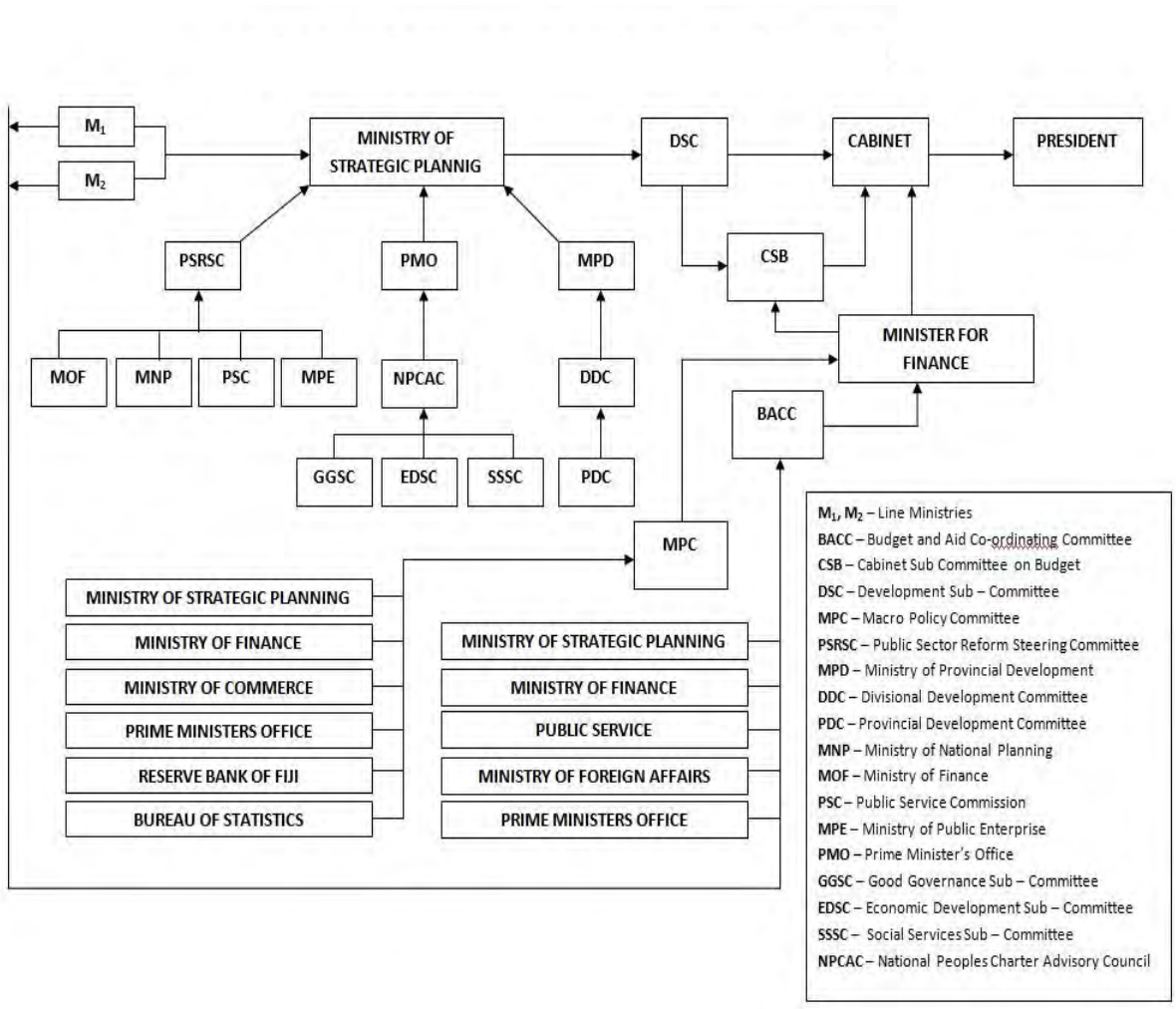
(a) Strategic planning and decision making machinery of government

The overall responsibility for directing and coordinating national and sectoral planning, budgeting and resourcing in Fiji is with the MoF, in conjunction with MoSPNDS.

Key committees within the decision-making machinery include the Development Sub-Committee (DSC), the Macro Policy Committee (MPC), the Budget & Aid Coordinating Committee (BACC), Divisional and Provincial Development Boards (DDC and PDC), the Public Sector Reform Steering Committee (PSRSC) and the Cabinet Sub-Committee on the Budget CSB).

How these bodies coordinate, and through what processes line Ministries such as MoE and MoYS must go through to get their plans approved and their budgets determined, are illustrated in Figure 13.2.

Figure 13.2 Planning and budget formulation machinery of the Government of Fiji



Source: http://www.foreignaffairs.gov.fj/trade-policy/international-cooperation/strategic-planning-and-decision-making-machinery-of-government

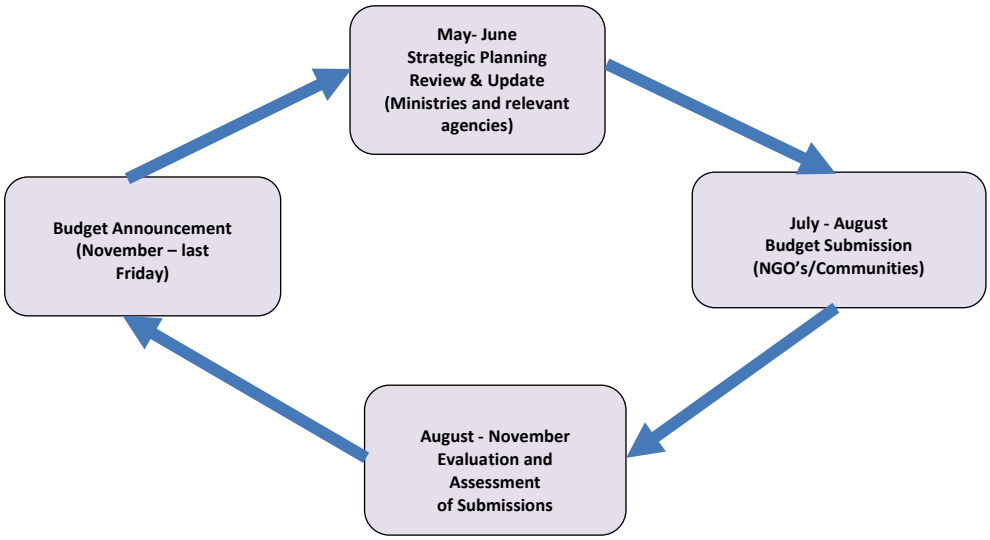
(b) The annual budget cycle

The four stages of the budget process are:

1. *Budget formulation*: the budget plan is put together by the executive branch of government;
2. *Enactment*: the budget plan is debated, altered, and approved by the legislative branch;
3. *Execution*: the budget is disbursed and its programs and activities are implemented; and
4. *Auditing and assessment*: when the actual expenditures of the budget are accounted for and assessed for effectiveness.

The annual budget cycle is illustrated in Figure 13.3. It begins around May/June every year, and is completed with the budget announcement on the last Friday of November.

Figure 13.3 Government of Fiji annual budget cycle



Source: Transparency International *National Budget Cycle & Process Information Brochure, Fiji*.

Prior to the beginning of the budget cycle in May/June, two processes are undertaken and coordinated. MoSPNDS undertakes the capital budget planning process, followed by the operating consultation and formulation process that is coordinated by the Budget division of MoF. The overall budget policies and strategies are managed by MoF, and involves the following elements.

Strategic planning, review and update: May-June

- Update of expenditure and revenue trends
- Baseline expenditure and revenue discussed with relevant ministries and agencies
- Review of selected and key revenue and expenditure policies
- Strategies refined and developed for the next annual budget and within a medium term expenditure framework (MTEF)
- Upper limit expenditure allocations set for each economic sector
- Roll-over and re-prioritisation of capital projects
- Budget strategy and targets approved by Cabinet

Budget submission: July-August

- Budget strategy presented to agencies and stakeholders
- Invitation for budget submission both government agencies, public and private sector. Written submissions by line Ministries and agencies are addressed to the Permanent Secretary MoF, outlining a specific request to be considered in the national budget. Operating expenditure submissions are made to the Permanent Secretary MoF, while the capital expenditure submissions are addressed to the Permanent Secretary MoSPNDS. Submissions relating to projects from communities are submitted to/through the DDC and PDC.

Evaluation and assessment: August-November

- The key central agencies – MoF, FRCA, MoSPNDS and PSC evaluate and assess submissions
- Final Budget presented to Cabinet for discussion and approval via the CSB

Budget announcement by MoF: November

(c) Expenditure on TVET as reported in MoF *Budget Estimates*

As discussed in Chapter 7, MOF categorises and reports annual government expenditure on a four-tier basis:

- Budget head
- Program
- Activity
- Standard Education Group (SEG)

Table 13.1 summarises where budget allocations to TVET (as defined in Chapter 2) are located in MoF annual expenditure estimates. All but one of the budget heads of expenditure listed as including expenditure on TVET are disaggregated by program and activity. The exception is No.26 Higher Education Institutions. Expenditure under this budget head does not distinguish between programs and activities. A single combined one-line estimate is provided for operating grants and transfers to the three institutions (SEG 6) and another one line for their capital grants and transfers (SEG 10). Annual figures for operating and capital grants to FNU are published in the notes accompanying the estimates, as a single figure for the former, whilst for the latter, two estimates are given – one general capital grant for FNU, and one for its maritime school.

What is noteworthy from Table 13.1 is how little of the government's expenditure on TVET is overtly recognized in its budget programs and activities.

MoF present its annual budget estimates in a medium-term expenditure framework (MTEF). This is a rolling five-year framework, revised annually and incorporating a two-year forward projection.

Table 13.1 Location of TVET programs and activities in MOF budget papers

Ministry/agency	Training program/activity	Budget category
PSC	Scholarships	Head 2 – PSC Program 3 – PSC Activity 4 – Training division
MoiTA	CATD	Head 5 – MoiTA Program 1 – iTaukei affairs Activity 1 – General administration
MoLIRE	NEC training activities	Head 7 – MoLIRE Program 1 – Policy and administration Activity 1 – General administration
MoE	Vocational schools	Head 21 – MoENHCA Program 5 – Tertiary technical education Activity 1 – General administration
MoWSWPA	Fiji Vocational Technical Training Centre for Persons with Disabilities	Head 24 – MoWSWPA Program 1 – Policy and administration Activity 1 – General administration
MoYS	Youth training centres	Head 25 – MoYS Program 1 – Youth Activity 1 – General administration Activity 2 – Youth and development training
FNU	TVET programs in colleges and schools, and in NTPC	Head 26 – Higher Education Institutions
MoPI - DoAg	Tutu Rural Training Centre	Head 30 – MoPI –DoA Program 1 – Policy and administration Activity 1 – General administration
MoPI - DoFF	Forestry training centres	Head 32 – MoPI-DoFF Program 2 - Forestry Activity 3 – Training and education

Source: Budget Estimates, 2013

13.3 LINE MINISTRY TRAINING PROVIDERS

Each of the Ministries and agencies with responsibility for funding and/or providing TVET begin their annual budget preparations in May/June, ready for submission in August/September. Their submissions need to conform to the structures and frameworks set out above, and to comply with MoF's budget strategies and parameters.

Funding for schools is primarily driven by formulae and rationing, and not submissions from schools. MoE allocates operating (MOOE) grants based on student numbers; teacher numbers are allocated based on teacher-student ratios and subject loads; and teacher salaries, as per all government employees, are set centrally with PSC. School submissions for, say capital works, are made to the relevant district office, of which there are nine in Fiji, through them to their appropriate divisional office, and eventually to the ministry.

Over 8,000 established and temporary civil servant teacher salaries are paid fortnightly by direct deposit from the ministry in Suva. Temporary and relieving staff are engaged for periods of one year, and reengaged as required. Most TVET temporary staff are trade qualified, but are awaiting completion of their teaching qualification. All MoE teachers are subject to the rule of mandatory retirement at age 55.

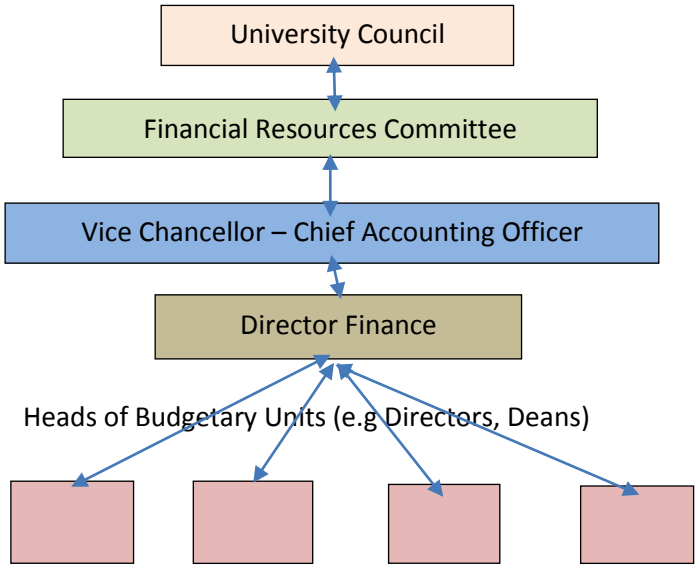
Direct school fund raising is discouraged, as it risks taking students away from their studies. Most vocational centres and schools do, however, engage in 'grow, sew, make and sell' activities, and MoE allows them to retain the proceeds to supplement their funding.

13.4 FNU FINANCIAL MECHANISMS

(a) Financial delegation and reporting

The FNU Council has the overall responsibility for the management of the University's financial resources. Accountability for financial management within the University is delegated by the Council to the Financial Resources Committee (FRC) and to the Vice Chancellor who is the university's chief accounting officer. Figure 13.4 illustrates the financial delegation and reporting lines within FNU.

Figure 13.4 Financial delegation and reporting within FNU



(b) Budget process

The annual budget process commences in January, and is based on actual annual accounts of the previous year, in time for submission to funding agencies' deadlines. Budget planning in FNU begins in January, and is based on actual annual accounts of the previous year. It is conducted over a series of resource allocation and 'planning and budget' meetings, by heads of budget units and senior staff of the Finance Division, to determine spending priorities across the university, and to allocate funds in accordance with the medium term goals and strategies of FNU.

Alternative draft budgets are considered by the vice chancellor before a final draft is submitted to the FRC for its scrutiny, and for approval by Council. The agreed budget proposal is then submitted to MoF and hence to CSB of Cabinet for their deliberations.

Once the annual MoF operational and capital grants are approved, a process of review according to institutional priorities, the extent to which alternative sources of funds have to be tapped and/or expenditure priorities need to be reordered, is revisited by the vice chancellor, before a final FNU budget for the coming year is submitted to the FRC and Council for approval Budgetary Units are then required to keep their income and expenditure within the budgetary limits as approved by Council.

(c) Internal financial mechanisms

FNU is a dual-sector institution – it offers teaching and research programs within the higher education sector and training programs within TVET. Since the amalgamation of what were five stand-alone training institutions, and the then Training and Productivity Authority of Fiji

(PTAF), into the new institution in 2009-10, (see Chapter 8) the funding of and expenditure on the two sectors have become increasingly integrated.[34]

At least four of the five constituent colleges of FNU and the NTPC, as PTAF became within the university, offer certificate and diploma courses that fall within the scope of TVET for the purposes of this study. Mostly, these courses are offered by specific schools, divisions and departments within the colleges and NTPC and the heads of these have the responsibility for preparing budget submissions that reflect the requirements of TVET provision.

FNU receives its annual recurrent funding from MoF as a single one-line SEG 6 grant (and its capital funding through SEG 10 grants). Even though the recurrent grant was based upon a detailed operating budget submission to the CSB, once the university receives its annual grant it has the autonomy to (a) distribute the funds internally between colleges, schools and other budget heads, as it sees fit, but also (b) switch funds between SEGs. Unlike with other government ministries and agencies this means inter alia it can shift funds into personnel expenditure categories as well away from them. It has the authority to do that because FNU staff and workers are employed directly by the university, and not under the PSC, and hence has the ability to engage and terminate employees at its own discretion. Salaries, and other terms and conditions of employment of FNU staff are determined by Council.

(d) National training levy/grant scheme

The national training levy/grant scheme is administered by FNU under the provisions of the Training Act 10 of 1973, amended in 2003 and November 2010. It assumed this responsibility when TPAF was amalgamated into the university, as NTPC.

The funds raised from the training levy are intended to be used primarily for in-service training of employees of levy payers, managing apprenticeship schemes, trade testing, productivity promotions and education and training in the national interest.

The training levy is a statutory requirement that obligates all employers in Fiji, except those that are specifically exempted by law, but including PSC on behalf of the government, to pay a levy of one percent of gross payroll. Since the establishment of FNU, these are part of the revenue of the university.

The legislation also provides for a training grant scheme to operate alongside the levy scheme, as an incentive for industrial training, wherein levy-payers can reclaim up to a maximum of 90 percent of their basic levy payment. The grants scheme, along with the levy scheme, is administered by FNU's Finance Department, in conjunction with NTPC.

Organisations can claim back funding paid under the national training levy scheme through applications to the training grant scheme. Employers have two options – they can claim back funding under the training grant scheme either through Method A or Method B, but not both:

> *Method A* (also referred to as the 'return on levy' scheme). This approach is applicable to organisations that operate their own systematic training programs that cover all their employees.
> *Method B* (also referred to as the 'daily grant' scheme). This scheme is open to those organisations that do not have established systematic training programs for their employees.

[34] Recognition that the new institution is of a dual sector nature is evident in Section 31 of FNU Decree 2009 (as per the 2010 Amendment): 'The Council must ensure that policies are put in place to appoint such other officers as necessary for efficient functioning of the University, including, but not restricted to, the appointment of an officer with responsibility for ensuring at all times an *appropriate balance between academic education and technical/vocational education and training'*.

Method A applications

Each Method A application is assessed by NTPC. The assessment is based on the 10 criteria listed in Table 13.2, and the organisation is awarded points against each criterion.[35] Grants are assessed as a percentage of the levy paid (up to a maximum of 90 percent). The higher the assessed score against the criteria the greater the proportion of the levy returned as a grant.

Table 13.2 Method A assessment criteria

Criteria		Points
Training design and plan		**33.0**
1.	Training policy and training needs analysis	20.0
2.	Training plan	13.0
Training implementation		**38.0**
3.	Training staff	6.0
4.	Training facilities	5.0
5.	Execution of training plan	27.0
Specific areas of training		**17.0**
6.	Induction training	3.0
7.	Occupational health and safety training	4.0
8.	Employment relations training	4.0
9.	Management and supervisory development training	6.0
Evaluation		**12.0**
10.	Evaluation of training	12.0
Total		**100.0**

Method B applications

Grant applications can be made by organisations for training undertaken externally by approved providers, or in-house off-the-job. The aim of this grant application method is to encourage employers to train employees in approved programs for specific occupations, without the necessity of establishing a fully dedicated in-house training facility. It is viewed, by the scheme's administrators as being particularly attractive to small and medium-sized organisations.[36]

Under Method B, grants are payable to organisations on a daily basis for specific training activities. Payments are linked to the employee's earnings. For approved training programs the grant can comprise a *daily grant*, for each day the trainee is away from his or her normal

[35] Details of the criteria are given in TPAF *Grant Scheme 5, Effective from 1 January 2010.*
[36] See previous footnote.

place of work, a *residential grant* for each night spent away from home, and provision for travel costs.

Applications can cover full-time and part-time training courses at approved local training institutions or approved institutions overseas. Approved programs can include distance and flexible learning (DFL) courses, and e-Learning programs. They can also include in-house training programs that have been given 'grant claimable' status by NTPC.

Trainees are paid their normal wages during training, are not obliged use up leave entitlements to undertake training, and do not have to compensate employers for time away from their normal duties.

FNU regulations with respect to the training levy/grant scheme

The main regulations for the scheme are as follows.

- The Levy Order meets the definition of a government grant and shall be accounted under IAS20 Accounting for Government Grant and Disclosure of Government Assistance. In addition, IAS 20.12 requires that government grants are recognized in the profit or loss accounts on a systematic basis over the periods in which the entity recognizes as expenses and related costs for which the grants are intended to compensate.
- The levy shall be treated as deferred income to the extent of 90 percent of the levy paid. The remaining 10 percent shall be treated as income to the Levy and Grants Section for the administration of levy.
- The deadline for payment of grants shall be six months. Treatment of Levy from Deferred Income to Levy Income upon grant claim shall be as follows:
    - For Method A Employers, upon full payment of grant claim, any residual shall be transferred to NTPC as Levy income.
    - For Method B Employers, upon full payment of grants claims, only 50 percent of the residual sum shall be transferred to NTPC Levy income. The remaining 50 percent residual shall be held till the end of year for claim before transferring to income.
- An interest penalty is charged monthly to all employers (except doubtful cases) who have outstanding levies and is calculated at the rate of 1 percent per month based on the individual six monthly periods outstanding until fully paid. Employers requesting for waiver of interest will have to write to the FNU requesting for a waiver based on reasons. The Vice Chancellor shall have full and final discretion for the Waiver of the Interest Penalty. He may, however, delegate full authority to the Director of Finance.
- The payment of all grants is subject to the General Conditions which are laid down in the Grant Scheme Booklet. The Grants Scheme is continually revised and the latest version of the Scheme will supersede the earlier version.
- The Director of Finance will approve the percentage grant to be paid. The report prepared by the Grants Assessment officer will be endorsed and the officer will prepare a payment voucher.[37]

[37] *FNU Finance Policies: Adopted 2010 – Revised December 2012*, Sections 12 and 22.

(e) Apprenticeship scheme

The Council of FNU is empowered to make orders, known as *Training Orders*, regulating the employment, training and minimum remuneration of apprentices in any particular trade or occupation, and prescribing fees, etc. An apprenticeship agreement is a three-way agreement between the apprentice (or his or her parents), the employer and the university, for a specified period of time.

The apprenticeship scheme is funded through the national levy/grant scheme and administered through NTPC.

The Council of FNU is also empowered to issue training orders, in relation to or regulating the employment and training of, persons other than apprentices.

13.5 PRIVATE TVET PROVIDERS

Government funding for PSET providers in Fiji is limited to selected not-for-profit (charitable) institutions that are registered with MoE. Historically, this has involved the transfer of funds from MoF to MoE, which in turn transfers funds as operating and capital grants to the institutions.

Funding to most CSO and faith-based providers is largely based on a mix of some or all of student fees, fund raising, philanthropy, and aid from development partners, with some government assistance.

The training centre for disabled youth, FVTTCPD, operates with three fully-funded MoE teachers and ten non-MoE staff members. The centre charges fees of just FJ$10 per term, and receives an operating grant from the ministry. It collects a grant from MSWWPA, draws funds from the Fiji National Council for Disabled Persons, engages in appeal-based fundraising and generates income from its 'make/grow/sew and sell' marketing. In recent times it has received capital works assistance from the Australian aid program. Despite all this, it is barely able to make its FJ$140,000 operating budget, and can pay just FJ$3 per hour to its non-MoE staff.

13.6 DEVELOPMENT PARTNER FUNDING MECHANISMS

Development partner assistance to TVET comes in two forms - as grants in aid and as direct payments under concessional loans from international development agencies. The former in turn come is two forms – cash grants, which as has been noted, are included in MoF's cash-based budget estimates, and grant aid-in-kind which does not.

Cash grants become part of general revenue and it is not possible to determine whether TVET receives any of this funding. The TVET sector does, however, receive assistance from grant aid-in-kind, through the imputed contribution that Australia makes through the Fijian operations of APTC, and through scholarships.

As was shown in Chapter 7 direct payments through concessional loans are primarily directed towards large infrastructure programs. At the time of writing, the TVET sector was not receiving any such loans.

The ODA Program

(i) Budget & Aid Coordinating Committee (BACC)

ODA to Fiji is coordinated by the BACC, whose membership consists of:

- Permanent Secretary for Finance;
- Permanent Secretary for Strategic Planning, National Development and Statistics;
- Deputy Secretary, Office of Prime Minister;
- Secretary for the Public Service;
- Permanent Secretary for Foreign Affairs and International Co-operation; and
- Deputy Secretary, Ministry of Finance.

The role of the BACC is to:

- provide advice to the government on ODA;
- oversee planning and implementation;
- appraise and approve aid funded programs and projects;
- promote dialogue with development partners; and
- assess and recommend improvements to ODA mechanisms.

(ii) MoF's ODA Unit

The secretariat of BACC is the ODA Unit within the MoF. The unit coordinates and monitors all bilateral and multilateral aid (including ADB concessional loans) received by GoF. It also conducts research into matters of policy, systems and procedures for the better management, efficient monitoring and effective coordination of aid, and the analysis of trends in the use of aid. It provides advice to BACC and Cabinet on aid matters, evaluates aid project proposals, and develops policies and procedures for management & coordination of aid.

Other relevant agencies

Two other government agencies have a role in the ODA process: the Development Cooperation and Facilitation Division within the Office of the Prime Minister facilitates and coordinates the implementation of projects funded through Chinese cash grants and loans, and the International Cooperation Division within the Ministry of Foreign Affairs and International Cooperation supports BACC and operates as the diplomatic contact point for ODA to Fiji.

The ODA process

There are three main phases: *planning*, *disbursement* and *monitoring*. These processes are built into MoF's annual budget process, as outlined Section 13.2. The planning phase of the annual ODA process is illustrated in Figure 13.5, and the disbursement and monitoring phases in Figure 13.6.

Figure 13.5 ODA budget planning process

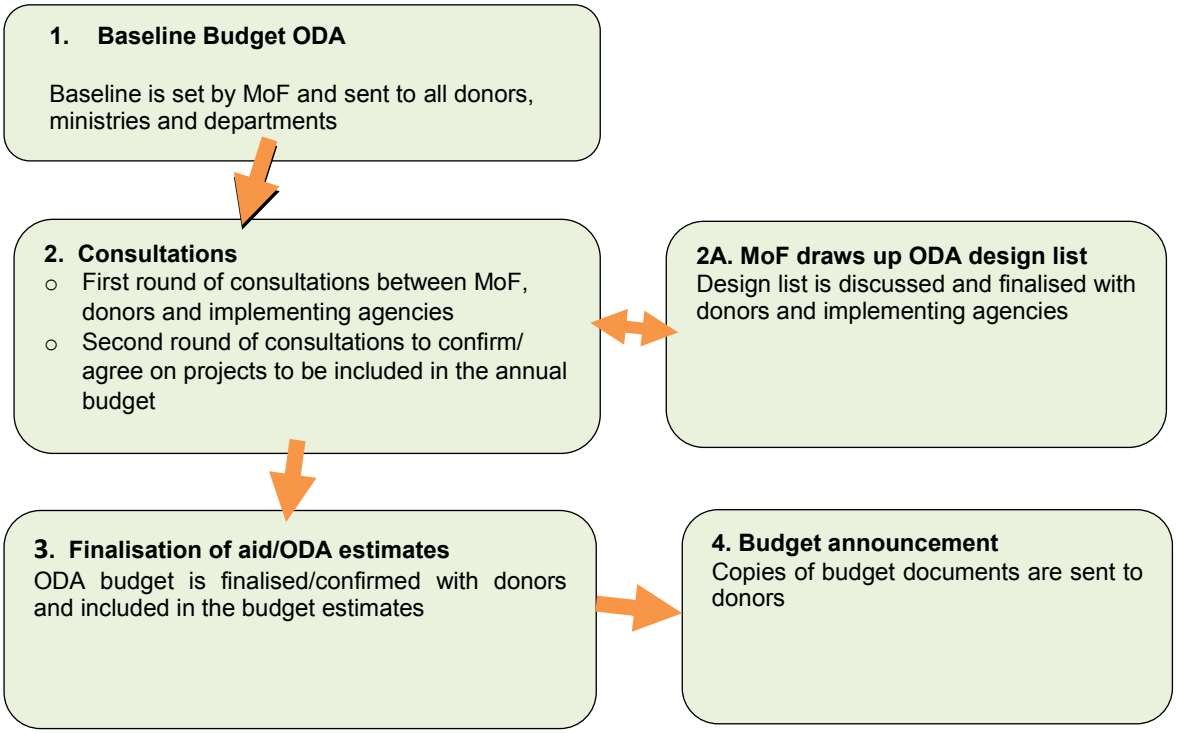
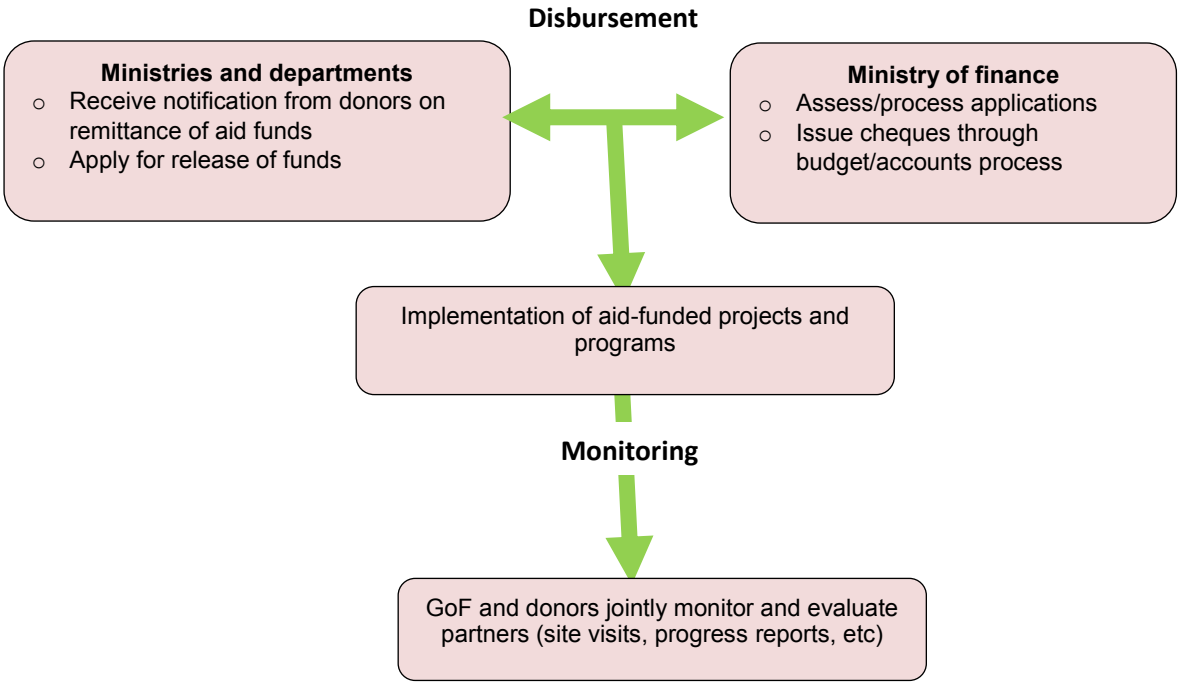


Figure 13.6 ODA disbursement and monitoring processes



13.7 FUNDING MECHANISMS FOR THE RCCCE AND CETC

RCCCE

USP's RCCCE, now called the Centre for Vocational and Continuing Education (CVCE) is a self-funding vocational arm of the University. One of its programs -Certificate in Early Childhood Education (ECE) - had an enrolment of 106 EFTS in 2012.

The Centre for Vocational and Continuing Education (CVCE) is a self-funding vocational arm of USP. One of its programs, the Certificate in Early Childhood Education (ECE), had an enrolment of 106 EFTS in 2012.

CVCE offers vocational qualifications from levels 3 to 6 of the FQF, NZQF and AQF. The Centre has recently added the following programs to its scope:

- Certificate in Library & Information Studies (Level 4);
- Certificate IV in Office Management;
- Certificate IV in Human Resource Management; and
- Certificate IV in Project Management.

Three more programs have been endorsed by the USP Academic Standards and Quality Committee, and await formal approval. They are:

- Certificate in Community Development;
- Certificate IV in Information Technology (Support); and
- Professional Diploma in Business Management.

CVCE also offers over 160 CPE/CPD short courses, and has a Memorandum of Understanding with Sydney Institute of TAFE for QA on its AQF programs. Program fees vary, however, as an example, the Certificate IV in Project Management is a six module program priced at FJ$500 per module. The Certificate III in Information Systems is a three module program at FJ$400 per module.

A number of programs are offered in flexible modes, and there are plans in 2014 to work with Commonwealth of Learning (CoL), Open Polytechnic New Zealand (OPNZ), and USP's Centre for Flexible Learning (CFL), to translate more face-to-face courses into flexible delivery modes. All CVCE programs will have pathways into higher studies offered by the University.

CETC

The Community Education Training Centre (CETC) of SPC provides a range of training to meet development needs, including courses in the area of community care for adults. The Centre's previous mainstay course, the residential, fee-free, Certificate III in Applied Community Development, was transferred to USP in 2012. It will, however, continue to offer short courses to support women, youth and communities in the Pacific.

13.8 AUSTRALIA-PACIFIC TECHNICAL COLLEGE

APTC's operations in Fiji include its regional headquarters in Nadi and its training campuses in Nadi and Suva. APTC is part of Australia's regional assistance program. APTC operates campuses in PNG, Samoa and Vanuatu, as well as Fiji, and more recently in Solomon Islands.

At the time of the fieldwork, APTC was mid-way through its second four-year funding stage. It is managed for DFAT by a consortium which includes two Australian TAFE Colleges. One College is responsible for the operations of the college's School of Trades and Technology (STT) and the other the School of Hospitality and Community Services (SHCS). The APTC's management is responsible to a Board of Directors, who approve APTC's annual expenditure program.

13.9 NATIONAL AND DONOR-FUNDED SCHOLARSHIPS

There are a variety of scholarship and student loan schemes available to applicants undertaking TVET programs in Fiji. These include:

- Australian Awards Scholarships, and Australian Awards Pacific Scholarships;
- Indian High Commission to Fiji scholarships;
- United World College scholarships;
- provincial scholarships administered by individual provinces that have raised the appropriate funds;
- Embassy of Japan scholarships;
- NZ Pacific Scholarships for Fiji; and
- a collection of international scholarships at individual institutions in Australia and overseas.

MoF also funds a number of scholarships administered through the PSC and the MoiTA:

- PSC Scholarship Scheme for Special Children – FJ$200,000;
- PSC Multi-Ethnic Affairs Scholarship – FJ$5.5 million;
- PSC Overseas/International Scholarships – FJ$2.5 million;
- PSC Local Scholarships FJ$3.6 million;
- PSC Student Loan Scheme – FJ$1.0 million;
- PSC Tertiary Education Loan Scheme – FJ$2.0 million;
- TVET and Commercial Agriculture Scholarships – FJ$5.5 million;
- FSM (medical) scholarships – FJ$2.5 million; and
- MoiTA local and international scholarships – FJ$10.0 million.

Funds for the student loan scheme, tertiary education loan scheme, and the recently introduced TVET and Commercial Agriculture Scholarships, are held by MoF and only paid on acquittal.

13.10 FUTURE ROLE OF FHEC

Since its formation in 2010 FHEC has quickly established itself as the regulatory and standard-setting authority for post-secondary education and training (PSET) in Fiji, through its work on the FQF, through the recognition and registration of PSET providers and the accreditation of their program and course offerings. Two other important roles it has been assigned are in the process of being developed, and the next few years will see them come to fruition.

FHEC has been mandated 11 functions. Amongst these functions are:

> *7. To allocate government funds marked for higher education annually for higher education institutions according to transparent and well-publicised criteria for allocation;* and
>
> *9. To maintain a database of higher education information.*[38]

The former is particularly significant, because it will transform FHEC from being a regulatory and standard-setting authority into a higher education (PSET) grants commission as well. It will become the conduit through which government funding to FNU and the other PSET providers in Fiji will be channelled. Moreover, the mandate requires FHEC to establish the allocative mechanisms and the criteria upon which they are based. FHEC has determined

[38] FHEC *Strategic Plan, 2012-2015*, page 5. See also FHEC *Annual Business Plan, 2013*, page 3.

that these criteria will be those that are 'fair and equitable, and sensitive to national priorities.'[39]

In the strategic plan the clear indication is that these criteria are being interpreted to mean that the proposed PSET funding model will recognize performance (outputs and outcomes) as much as costs (inputs), which have hitherto been the major drivers of government funding of PSET institutions. They call for *quantitative* data on performance (in terms of quality outcomes) that are able to be related to *quantitative* data on inputs.

The requirement that the funding model is to be based upon quantitative data relating to outputs and outcomes (eg course enrolments and completions) as well as quantitative data on inputs (eg teaching and non-teaching staff, personnel expenditure and MOOE) underscores the need for FHEC to speed up the introduction of the mandated PSET information database. Performance based funding models and well-developed information management systems go hand-in-hand. As has been noted elsewhere in this report, there is a marked lack of regularly up-dated and comprehensive statistics regarding PSET in Fiji, upon which policymakers and planners can rely.

Cabinet has approved new policy that stipulates that funding will be informed by the values of 'fairness, equity, transparency, and quality'. Under the new scheme funding will be targeted, and it will be open to providers registered with FHEC that have minimum requirement processes and policies in operation including QA.

[39] FHEC *Strategic Plan, 2012-2015*, page 18

CHAPTER 14. TVET FINANCIAL PATTERNS AND TRENDS

In Chapter 2, the study team identified the scope of the TVET sector in Fiji within the brief provided for the research. In Chapter 12, the major components of funding and expenditure across the sector were estimated, and Chapter 13 identified and traced the principal financial mechanisms for distributing funds across the sector and allocating expenditures. In this chapter a more detailed examination of funding and expenditure patterns is conducted, beginning with the contribution to expenditure on TVET made by the Ministry of Finance through its annual budget allocations.

14.1 MINISTRY OF FINANCE BUDGETARY ALLOCATIONS TO TVET

MoF is one of the major conduits through which funds are allocated to TVET providers and regulators. The funds come from the government's general revenue collected by FRCA and through targeted grant aid-in-kind that is part of the country's ODA program.

Table 14.1 is a compilation of published data drawn from the MoF annual budget estimates for 2013, augmented in places with more detailed previously unpublished information. The figures are as detailed and as TVET specific as it was possible for the team to get, working together with officers of MoF. None of the figures are estimates, in the sense that they are not based, as are some of the estimates given in Chapter 12, on any assumptions made by the team. This does mean that perforce in some instances the figures overestimate the amounts allocated to TVET. This is the case, for example, with the allocations to FNU, where MoF did not require the university to provide a budget submission that allowed a distinction to be made between its higher education and TVET activities (see also Section 14.2). Another example is in the annual operating grant to FHEC. In this case the very nature of the Commission's work makes such a distinction impractical.

MoF makes annual allocations not just for the provision of TVET but also for its oversight, management and regulation. Table 14.1 includes the expenditure estimates for FHEC and for PSC, neither of which are training providers per se, but their funding is an integral part of the overall resourcing of the sector. PSC plays a key role in facilitating training within the public sector, for managing the scholarship component of TVET funding and, significantly, with contributing the public service's component of the national training levy. This annual expenditure, in turn, becomes part of the annual funding of FNU. The university also performs a vital role as a regulator of the TVET sector, primarily through NTPC and its responsibilities with respect to the national training levy and grant scheme, the national apprenticeship scheme, and the national trade testing and certification scheme. However, expenditure allocations for these purposes are not identified by MoF, but are part of the annual operating grant the university receives (see also Section 14.2).

One of the most striking features of the picture presented by Table 14.1 is the diversity and complexity of the funding of TVET that passes through the MoF. Allocations are made across the full expenditure spectrum, from direct appropriations to cover personnel expenditure and MOOE, and for capital and development programs, and appropriations that are made as block grants and transfers. The table includes allocations made out of consolidated revenue as well as from grant aid-in-kind. The latter, assistance to the TVET sector coming from development partners, is in the form of scholarships and a figure provided by Australia for the annual operating expenditure of APTC. Even though both scholarships and APTC are funded directly under the Australian government's regional development program, they are included in the MoF's annual accounts as an expenditure item (see also Section 14.6).

Table 14.1 Expenditure allocations to TVET from government and ODA sources, 2013 (FJ$ '00s)

TVET program/ activity	Personnel	MOOE	Operating grants	Total recurrent	Capital and devel.	Total budget (including VAT	Grant aid-in-kind	Total
PSC training section	968.0	78.0		1,046.0	-	1,057.7		1,057.7
NTPC levy			1,249.7	1,249.7		1,249.7		1,249.7
scholarships			750.0	750.0		750.0	1,648.9	2,398.9
Public Service Commission	**968.0**	**78.0**	**1,999.7**	**3,045.7**	**-**	**3,057.4**	**1,648.9**	**4,706.3**
CATD	-	-	627.0	627.0	-	627.0	-	627.0
scholarships			1,000.0	1,000.0		1,000.0		1,000.0
Min. of iTaukei Affairs	**-**	**-**	**1,627.0**	**1,627.0**	**-**	**1,627.0**	**-**	**1,627.0**
NEC	-	873.3		873.3	-	873.3		873.3
Min. of Labour	**-**	**873.3**	**-**	**873.3**	**-**	**873.3**	**-**	**873.3**
annual operating grant	-	-	800.0	800.0	-	800.0		800.0
FHEC	**-**	**-**	**800.0**	**800.0**	**-**	**800.0**	**-**	**800.0**
operating expenditure	-	-		-	-		21,336.0	21,336.0
APTC	**-**	**-**	**-**	**-**	**-**	**-**	**21,336.0**	**21,336.0**
vocational schools	421.1	551.0		972.1	-	1,230.4		1,230.4
mainstreaming TVET courses	-	1,171.0		1,171.0	-	1,171.0		1,171.0
training grant - TVET	-	-	180.0	180.0	-	180.0		180.0
Montfort Boys' Town	-	-	780.0	780.0	-	780.0		780.0
Min. of Education	**421.1**	**1,722.0**	**960.0**	**3,103.1**	**-**	**3,361.4**	**-**	**3,361.4**
women's skills training	-	-	400.0	400.0	-	400.0		400.0
Yellow Ribbon training	-	-	100.0	100.0	-	100.0		100.0
Min. of W,SW and PA	**-**	**-**	**500.0**	**500.0**	**-**	**500.0**	**-**	**500.0**
YTC upgrades	-	-		-	220.0	220.0		220.0
Youth	777.4	1,300.8		2,078.2	-	2,210.7	25.0	2,235.7
Min. of Youth and Sport	**777.4**	**1,300.8**	**-**	**2,078.2**	**220.0**	**2,430.7**	**25.0**	**2,455.7**
FNU operating grant	14,400.0	9,600.0		24,000.0	3,000.0	27,000.0		27,000.0
FNU maritime school	-	-		-	1,000.0	1,000.0		1,000.0
Fiji National University	**14,400.0**	**9,600.0**	**-**	**24,000.0**	**4,000.0**	**28,000.0**	**-**	**28,000.0**
Tutu rural training centre	-	-	350.0	350.0	-	350.0		350.0
Taveuni training centre	20.0	75.0		95.0	5.0	100.0		100.0
Koronivia training centre	60.0	40.0		100.0	-	100.0		100.0
Farm management training	70.0	30.0		100.0	-	100.0		100.0
Dep't of Agriculture	**150.0**	**145.0**	**350.0**	**645.0**	**5.0**	**650.0**	**-**	**650.0**
Forestry training	263.4	319.7		583.1	-	631.1		631.1
Dep't of Forest and Fish	**263.4**	**319.7**	**-**	**583.1**	**-**	**631.1**	**-**	**631.1**
Centre for SME development	-	-	500.0	500.0	-	500.0		500.0
Cooperative business training	88.3	45.1		133.4	-	140.2		140.2
Min. of Industry and Trade	**88.3**	**45.1**	**500.0**	**633.4**	**-**	**640.2**	**-**	**640.2**
Estimated public expenditure on TVET	**17,068.2**	**14,083.9**	**6,736.7**	**37,888.8**	**4,225.0**	**42,571.1**	**23,009.8**	**65,580.9**
percent of MoF total government budget	*2.9%*	*5.4%*	*1.9%*	*3.1%*	*0.6%*	*2.1%*	*14.8%*	*3.0%*

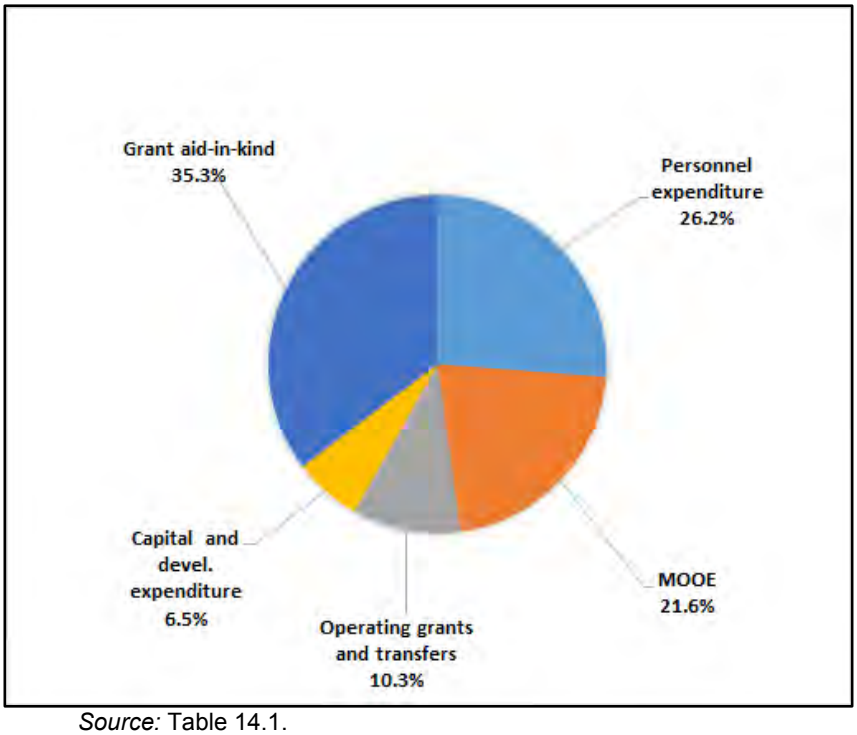
Source: MoF Budget Estimates, 2013.

Table 14.1 identifies 11 ministries and agencies (12, if APTC is included) as recipients of annual budget allocations for TVET purposes. As already noted, two of these (FHEC and PSC) are regulatory/supervisory agencies, one (FNU) is a both a provider and regulatory/supervisory organisation, and the other eight (or nine) conduct TVET training programs.

Figure 14.1 highlights the composition of MoF budget and grant aid-in-kind allocations by function. It shows that:

- Over 90 percent of allocations are for recurrent purposes. TVET's allocation for capital and development purposes in 2013 was around 6.5 percent of the total estimated allocation to TVET and, as Table 14.1 shows, this represented less than 1 percent of the total GoF capital and development program for that year.
- Allocations for recurrent purposes were almost evenly split between direct allocations for operational purposes – personnel and MOOE – and allocations in block grant form – MoF grants and transfers and grant aid-in-kind. MoF allocations to TVET in the form of grants and transfers are actually greater than indicated here, since the annual recurrent allocation to FNU (FJ$24 million in 2013) is also a block operating grant. The breakdown into personnel and MOOE components shown here is derived from unpublished MoF material.
- The proportion of direct MoF allocations for recurrent purposes for personnel payment purposes, on these figures, is 55 percent. This is lower than expected (typically in the TVET sector it is much higher), suggesting that not all personnel expenditure is being recorded in the estimates we are using.[40]

Figure 14.1 Combined budget and grant aid-in-kind allocations to TVET by function, 2013

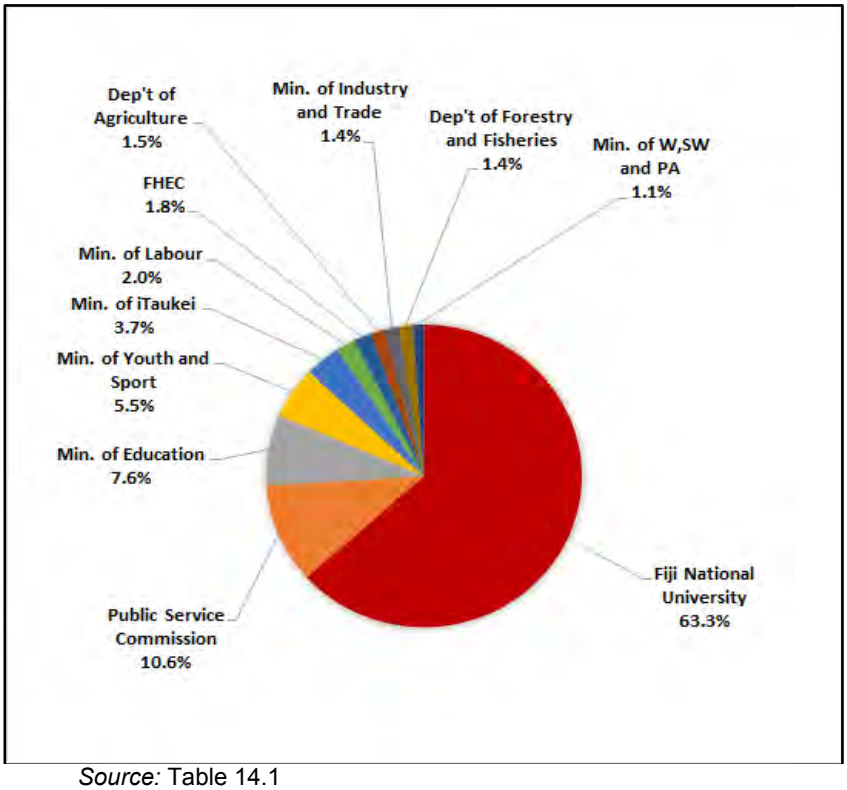


Source: Table 14.1.

[40] MoF budget papers, upon which Table 14.1 is based, identify the allocations to line ministries to cover the MOOE of training, but often the expenditure on personnel engaged in training programs in these ministries is not separated out from the general allocations for personnel purposes.

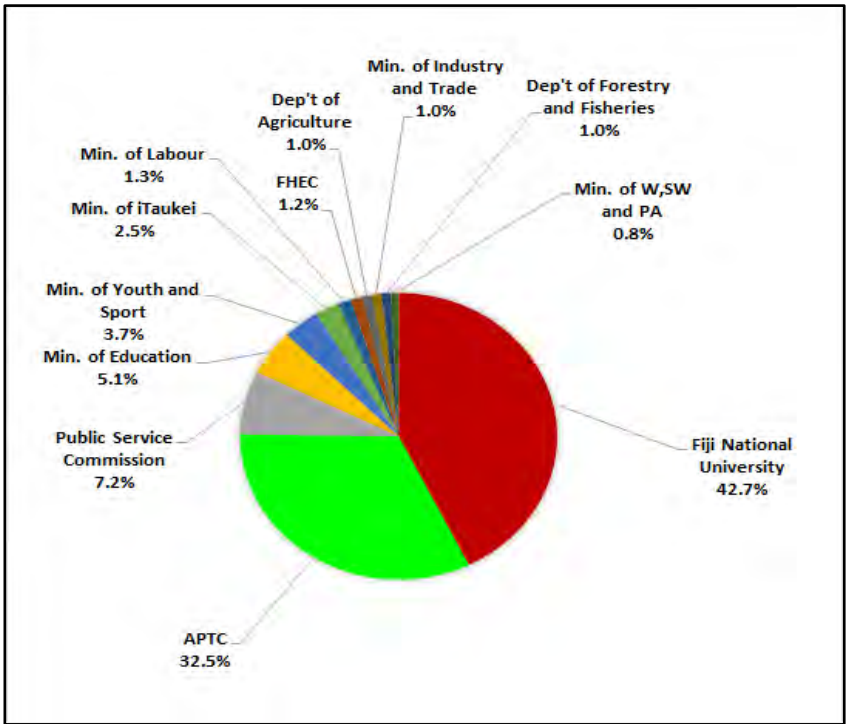
The composition of MoF budget and grant aid-in-kind allocations by ministry and agency is shown in Figures 14.2 and 14.3. The former focuses upon the composition of the budget estimates to TVET and the latter shows how that changes when grant aid-in-kind is included.

Figure 14.2 Budget allocations to TVET, by ministry and agency, 2013



Source: Table 14.1

Figure 14.3 Combined budget and grant aid-in-kind allocations to TVET by ministry and agency, 2013



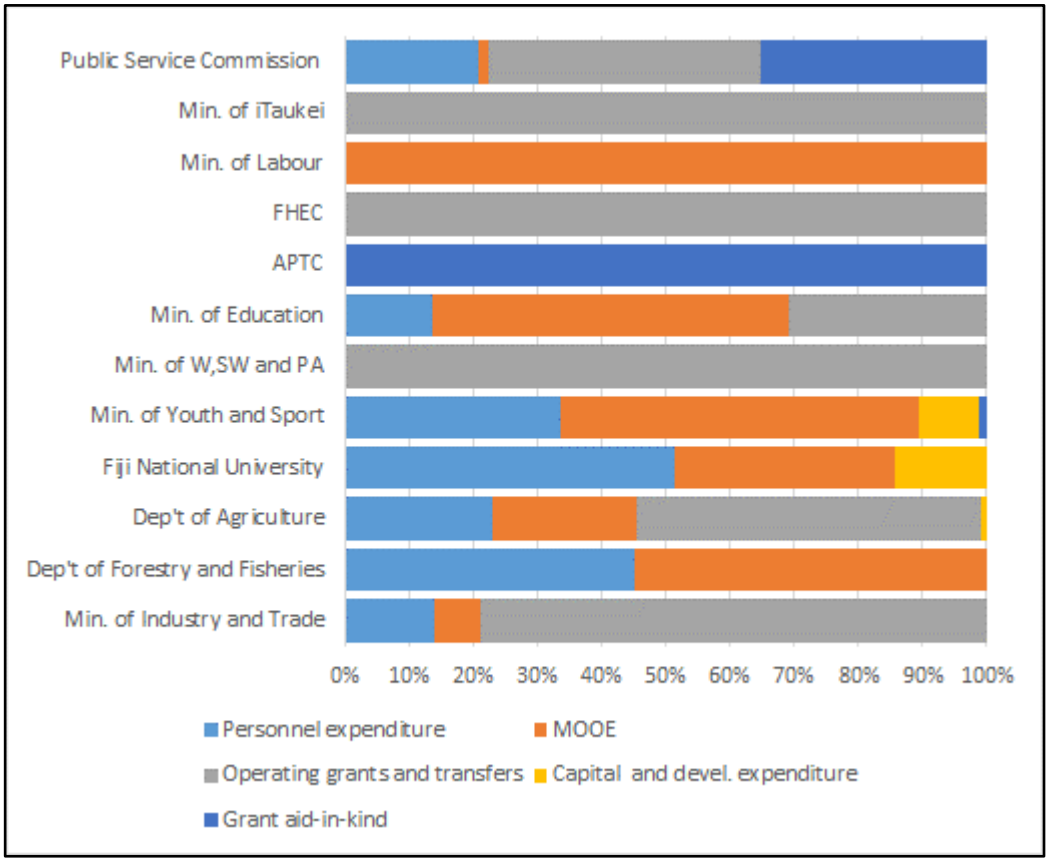
Source: Table 14.1

Figure 14.2 illustrates the dominant role of FNU in the TVET sector in Fiji. Even though there are 11 government ministries and agencies receiving budget allocations for TVET purposes, FNU is in receipt of almost two-thirds of that amount. Together the two regulatory/supervisory bodies (PSC and FHEC) account for another 13 percent, leaving the remainder, including MoE and its 87 vocational schools, sharing slightly less than one-quarter of the annual TVET allocation.

The only organisation that is close to FNU in terms of the size of public funding (budget plus grant aid-in-kind) that it attracts for TVET is APTC, and when its funding and expenditure is added in, as in Figure 14.3, the two providers together account for three-quarters of the total. The relatively limited funding for other providers is one of the most striking features of the TVET sector in Fiji.

Because of their different roles in the TVET sector, differences in the relative importance of the training function in their respective ministries and agencies, and the relative importance of the budget and grant aid-in-kind in their funding, the functional composition of the expenditure allocations for TVET purposes in the twelve ministries and agencies differ substantially. This is illustrated in Figure 14.4.

Figure 14.4 Composition of public expenditure allocations to TVET, by function, 2013

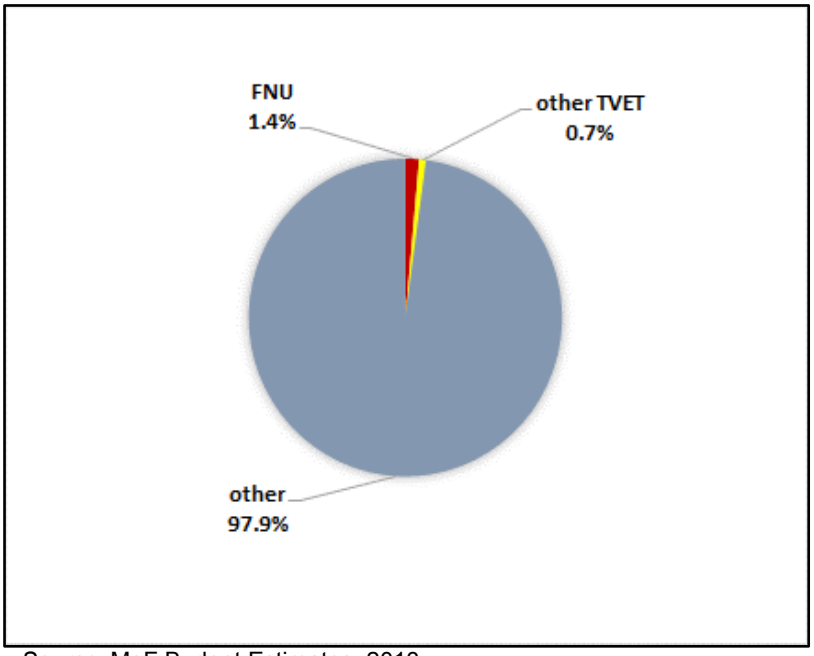


Source Table 14.1

The annual expenditure on TVET that is budgeted for by MoF out of consolidated revenue and from grant aid-in-kind, needs to be set in context. Figure 14.5 shows that the estimated FJ$42.5 million total budget allocation to TVET in 2013 represented about 2 percent of the total budget for that year. Figure 14.6 shows the estimated contribution to the sector by APTC and scholarships directed at TVET make up about 15 percent of grant aid-in-kind in

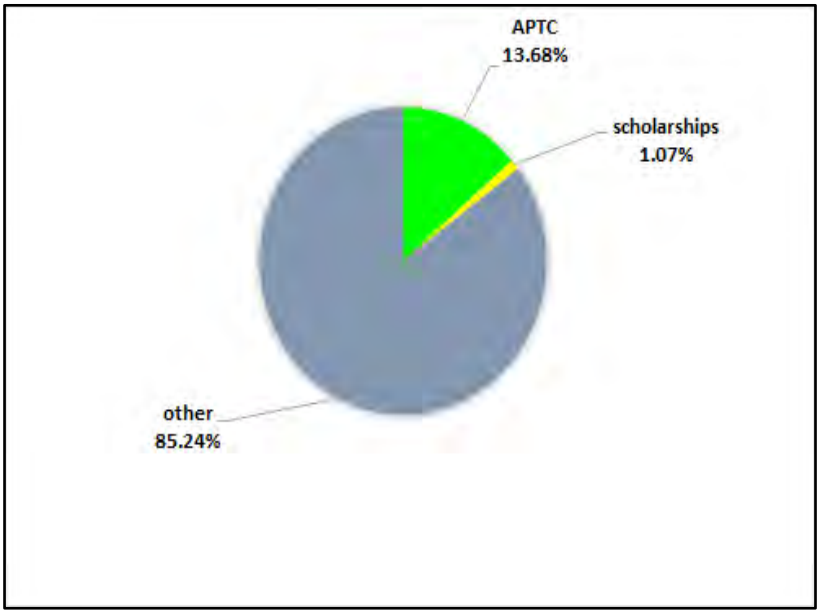
2013, but even when that is added in, it is clear from Figure 14.7 that the sector only accounted for about 3 percent of the combined total MoF allocation.

Figure 14.5 Estimated MoF expenditure on TVET as a percentage of total budget expenditure, 2013



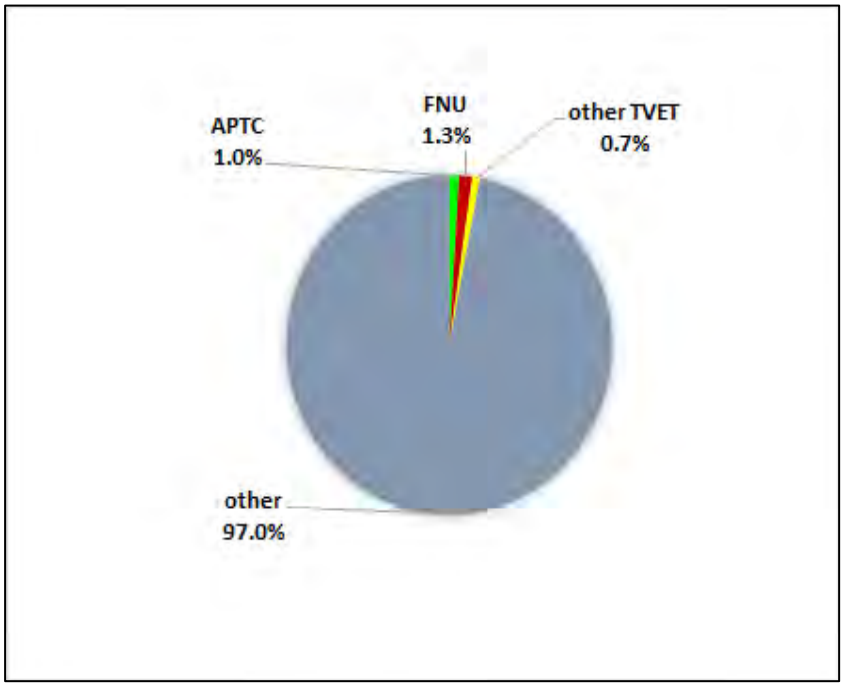
Source: MoF Budget Estimates, 2013

Figure 14.6 Estimated expenditure on TVET programs, as a percentage of total grant aid-in-kind, 2013



Source: MoF Budget Estimates, 2013

Figure 14.7 Estimated expenditure on TVET as a percentage of combined budget and grant aid-in-kind, 2013



Source: MoF Budget Estimates, 2013

14.2 FIJI NATIONAL UNIVERSITY

The only source of information the study team was able to access for this section of the report is the *FNU Strategic Plan 2020* (2013). Sole reliance on this document is due to there not being any other material publicly available at the time of writing on the resourcing of the university, and the team was not granted access to any internal sources. As a consequence, information is only available for the university's overall operating revenue and recurrent expenditure budgets, but not for its capital and development program. Moreover, no information was available regarding budgetary allocations within the university, between the five FNU colleges and NTPC, nor between their higher education and TVET operations. No information was available regarding the conduct of the national training levy grant scheme managed by the university. Nor was any information available about the funding and expenditure patterns associated with the country's apprenticeship scheme and its trade testing and certification scheme, both of which also fall within the university's remit.

FNU operating revenue

Table 14.2 sets out the broad parameters of FNU annual funding and how it has changed over the period 2010 to 2012. Figures 14.8 and 14.9 highlight the patterns and trends. The salient features to note are:

- FNU's total operating budget grew at a rapid 23 percent per annum rate over its first three years, despite the annual MoF operating grant remaining virtually unchanged. Indeed, it was FJ$24 million again in 2013.
- All other sources of revenue grew at a faster than the average rate, with the university relying increasingly upon student tuition fee income, (revenue from student fees grew from 41 percent to 50 percent of total income over the three years) and funding from other non-specified sources.
- Income from consultancy services grew the fastest, albeit from a very low base.

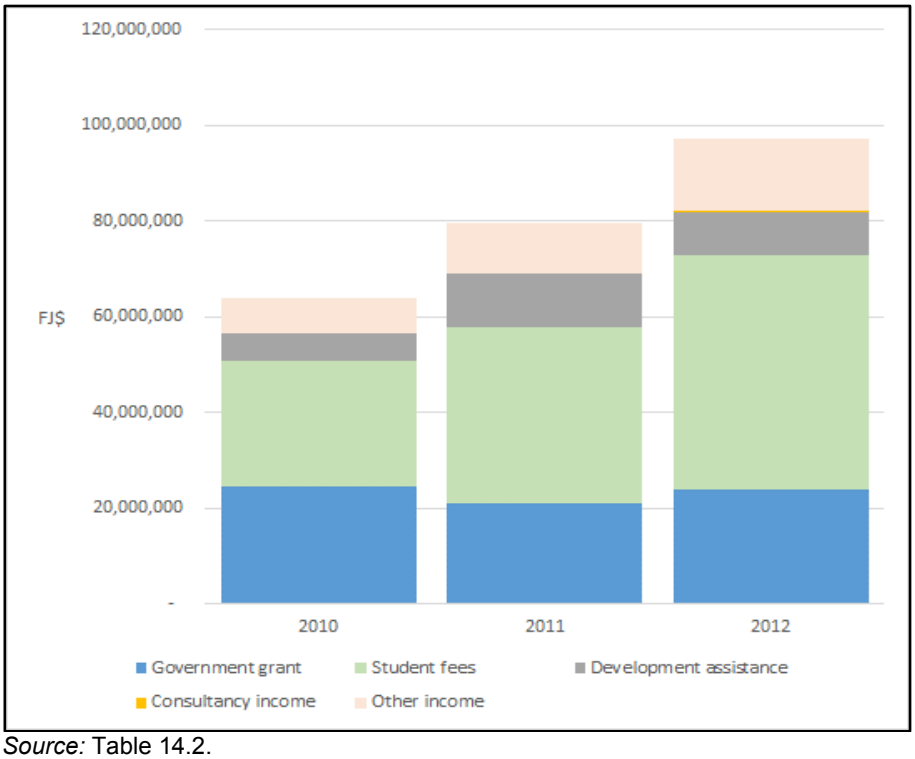
- Around 10 percent of FNU's revenue in 2012 came from development assistance, but there were no details available as to the source and for what purpose it was provided.

Table 14.2 FNU sources of operating revenue, 2010 to 2012 (FJ$)

Source of revenue	2010	2011	2012	average annual percentage change
Government grant	24,581,487	21,000,000	24,000,000	*-1.2%*
Student fees	26,274,168	36,844,992	48,845,298	*36.3%*
Development assistance	5,714,462	11,175,329	9,046,387	*25.8%*
Consultancy income	22,361	92,280	151,911	*160.6%*
Other income	7,405,637	10,568,047	15,236,868	*43.4%*
Total	**63,998,115**	**79,680,648**	**97,280,464**	***23.3%***

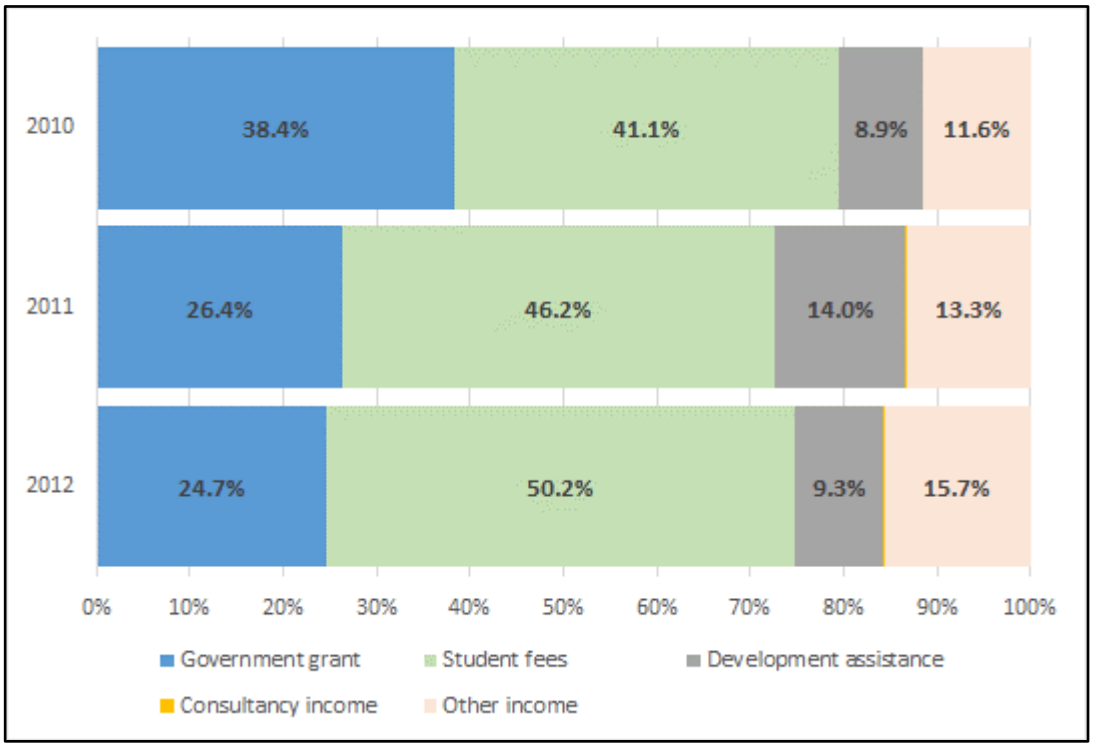
Source: FNU Strategic Plan 2020, Table 3, page 7.

Figure 14.8 FNU sources of operating revenue, 2010 to 2012



Source: Table 14.2.

Figure 14.9 Composition of FNU operating revenue, 2010 to 2012



Source: Table 14.2

FNU recurrent expenditure

Table 14.3 provides a broad picture of the functional composition of FNU recurrent expenditure from 2010 to 2012, and Figures 14 10 and 14.11 highlight the patterns and trends.

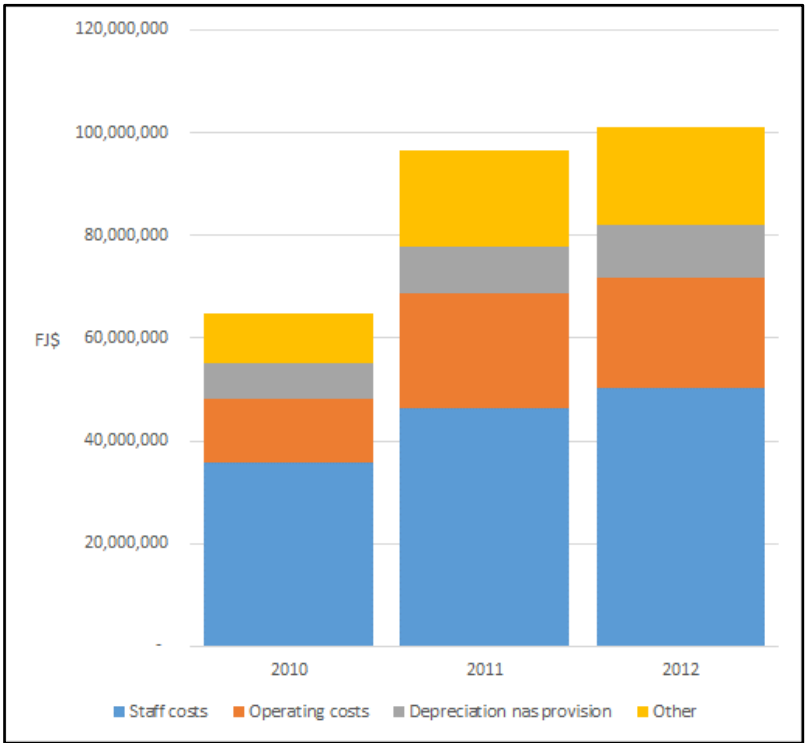
Table 14.3 FNU recurrent expenditure by function, 2010 to 2012 (FJ$)

	2010	2011	2012	average annual percentage change
Staff costs	35,791,557	46,378,693	50,351,182	*18.6%*
Operating costs	12,468,807	22,446,212	21,387,715	*31.0%*
Depreciation and provision	7,008,570	9,082,953	10,205,224	*20.7%*
Other	9,400,903	18,500,066	19,257,869	*43.1%*
Total	**64,669,837**	**96,407,924**	**101,201,990**	**25.1%**

Source: FNU Strategic Plan 2020, Table 3, page 7.

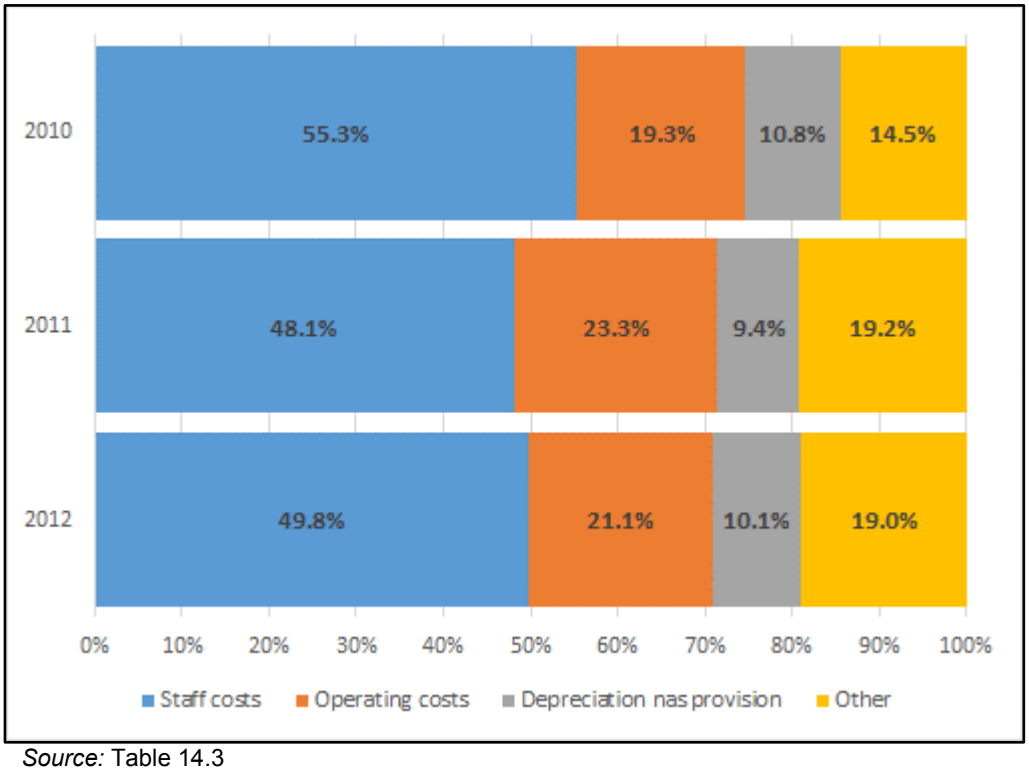
The information shows that FNU's expenditure outgrew revenue over the period, thus increasing in absolute and relative terms the operating deficit. Over the period personnel expenditure remained the dominant expenditure category, although it grew at the slowest rate of all four categories identified. MOOE grew substantially in absolute and relative terms, but the unspecified expenditure category 'other' grew the most rapidly – doubling over the period, and increasing its share of recurrent expenditure from less than 15 percent to almost 20 percent.

Figure 14.10 FNU expenditure by function, 2010 to 2012



Source: Table 14.3

Figure 14.11 Composition of FNU expenditure, 2010 to 2012



Source: Table 14.3

14.3 MINISTRY OF EDUCATION VOCATIONAL SCHOOLS

The study team was able to obtain from MoE revenue and expenditure data that covered all 87 vocational schools under its administration. Even though all but four are owned by non-government bodies – church organisations mainly (see Chapter 8) – little, if any, of their funding come from these parent bodies.

Sources of revenue

Table 14.4 provides details of the aggregate revenue that was available to fund the operations and capital works programs in vocational schools in 2012, and what that translated to in terms of average funding per school. Figure 14.12 shows the relative contribution made by each funding source.

The key features of vocational school funding are:

- Only an estimated FJ$4.37 million, or about FJ$49,000 per school, was available to finance vocational training in these schools in 2012.
- The bulk of that funding was from MoF budget allocations directed through MoE. Only 16 percent came from tuition fees.[41] Individual schools could also raise revenue from the sale of products, principally from vegetable gardens developed and maintained by students on school sites, but the team was not able to obtain an estimate of how much was raised in this way.
- Most of the MoF funding came under the budget standard expenditure groups (SEG) 1 and 2 for personnel purposes. This constituted 78 percent of the total funding available. SEG 3 to 7, for MOOE purposes, and SEG 8 and 9 for capital programs, made up the rest.

Table 14.4 Revenue sources of MoE vocational schools, 2012 (FJ$)

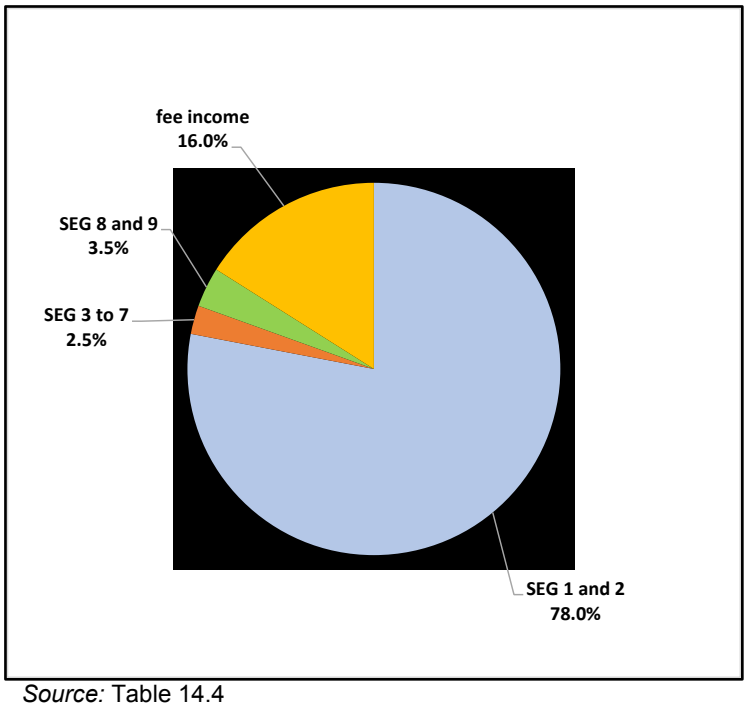
	SEG 1 and 2*	SEG 3 to 7*	SEG 8 and 9*	fee income	Total
Total income	3,331,452	106,188	147,666	684,493	4,269,799
Average per school	38,293	1,539	9,844	8,347	49,078

*Standard Expenditure Groups of MoF annual budget allocations.
Source: MoE supplied material.

Vocational schools under the aegis of MoE vary substantially in size, in terms of enrolments and the number of vocational programs they offer (see Chapter 8). Figure 14.13 illustrates how these differences are reflected in the spread of funding across the 87 schools. What is most apparent from this figure is just how skewed is the distribution of funding, and how small some of these schools are in terms of revenue as much as anything else. Approximately two-thirds have income below the average, and almost half have incomes of 50 percent or less of the average. It is also apparent that there were considerable variations in the actual and relative contributions of tuition fees to school budgets.

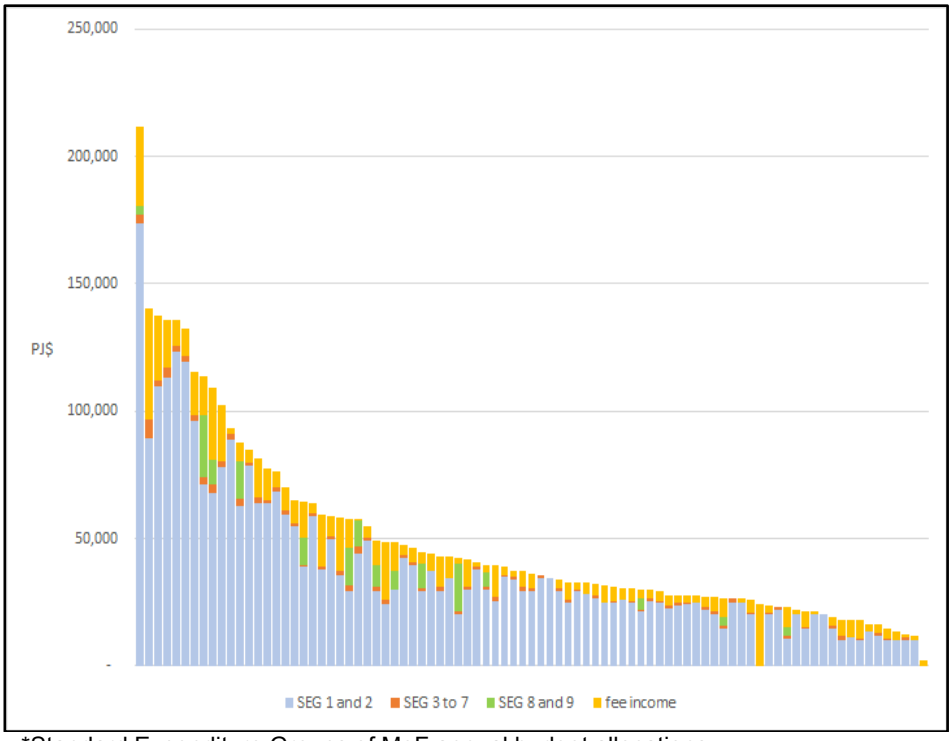
[41] Whilst government schooling is officially tuition-free, the 84 privately-owned vocational schools can and do charge fees.

Figure 14.12 Revenue sources of MoE vocational schools, 2012



Source: Table 14.4

Figure 14.13 Revenue sources of MoE vocational schools, by school, 2012



*Standard Expenditure Groups of MoF annual budget allocations
Source: Material provided by MoE.

Expenditure patterns

It is the clear policy and practice of MoE that vocational schools could neither exceed their annual budget allocations nor build up surpluses. That has meant that annual school expenditures equate with annual school revenues. This is illustrated in Table 14.5 for the year 2012, where the totals are the same as shown in Table 14.4. What is revealing however, in Table 14.5, and illustrated in Figure 14.14 is (a) the majority of teaching and other staff in vocational schools are 'government wage earners' or contract staff (SEG 2) not establishment staff (SEG1), and (b) that revenue collected by schools through tuition fees (and presumably through the proceeds of produce sales) go to bolster the MOOE component of their operations.

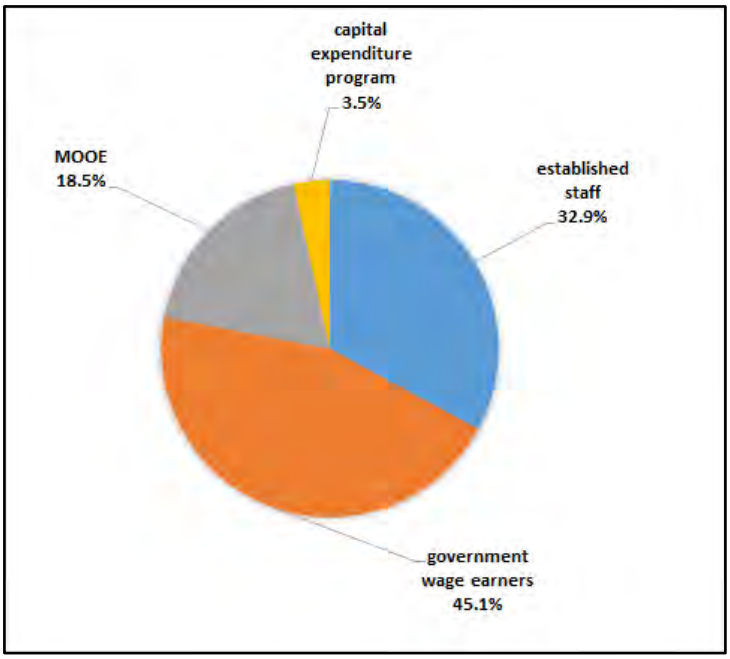
MoE's capital development program is only comparatively small. Figure 14.13 shows that only a limited number of schools were recipients of capital programs in 2012, and this is typical.

Table 14.5 Expenditure on MoE vocational schools, 2012 (FJ$)

	Salaries, wages and other emoluments			MOOE	Total recurrent	Capital exp	Total Exp
	Establish staff	Gov't wage earners	Total staff				
Total expenditure	1,405,276	1,926,176	3,331,452	790,681	4,122,133	147,666	4,269,799
Percent of recurrent expenditure	34.09%	46.73%	80.82%	19.18%	100.00%		
Average per school	22,666	23,490	38,293	9,088	47,381	1,697	49,078

Source: Material provided by MoE.

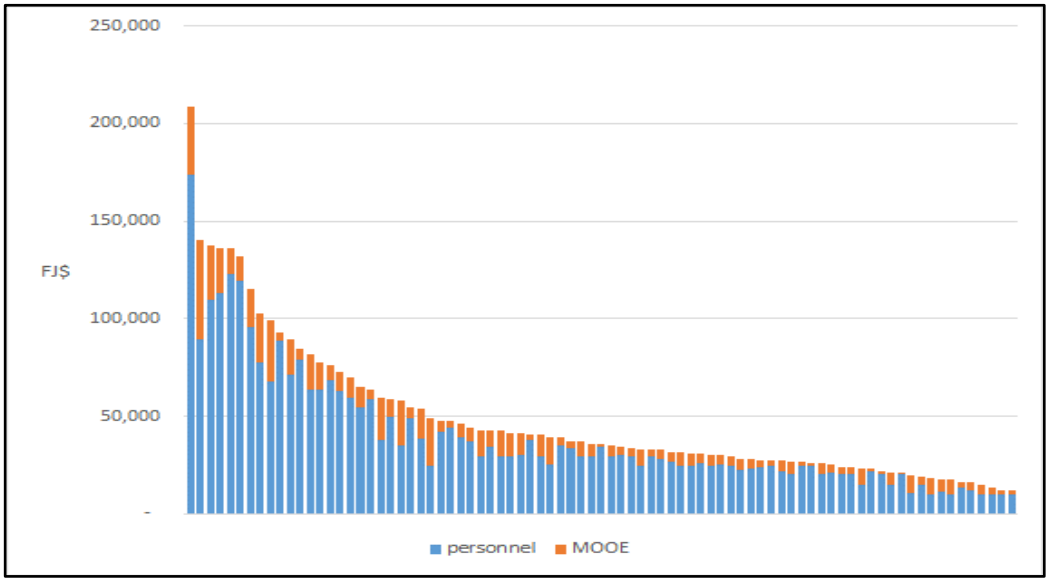
Figure 14.14 Expenditure on MoE vocational schools, 2012



Source: Table 14.5.

The distribution of recurrent expenditure between vocational schools shown in Figure 14.15 mirrors that of the revenue distribution shown in Figure 14.13.

Figure 14.15 MoE recurrent expenditure on vocational schools, by school, 2012

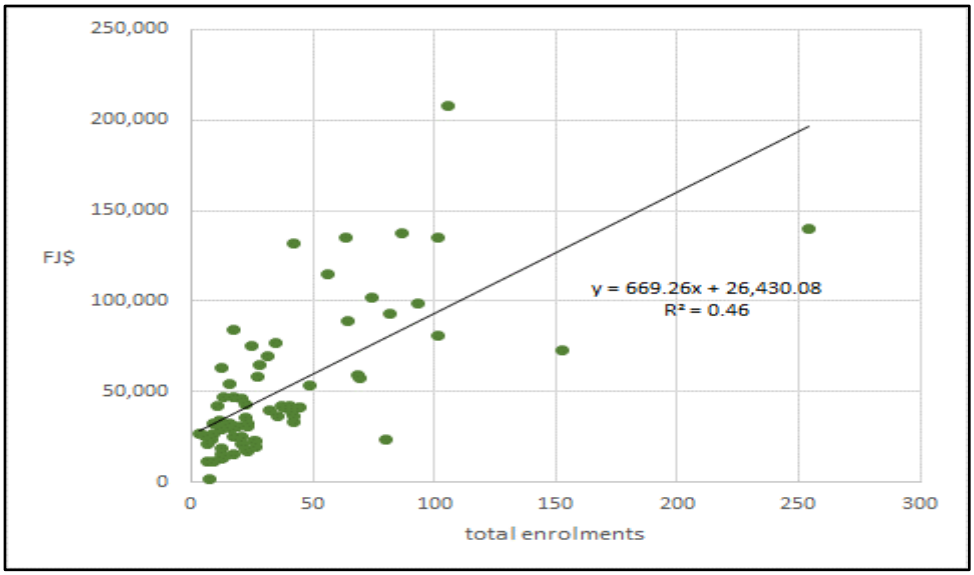


Source: Material provided by MoE.

Recurrent expenditure differs across vocational schools primarily on the basis of the number of staff employed in each school, and this in turn is determined by the number of enrolments in each school and the number of vocational programs offered. MoE apply the additional criteria of program type (field of training) and school location (proximity to a 'parent' secondary school, for example) when allocating the SEG 3 to 7 expenditure grant.

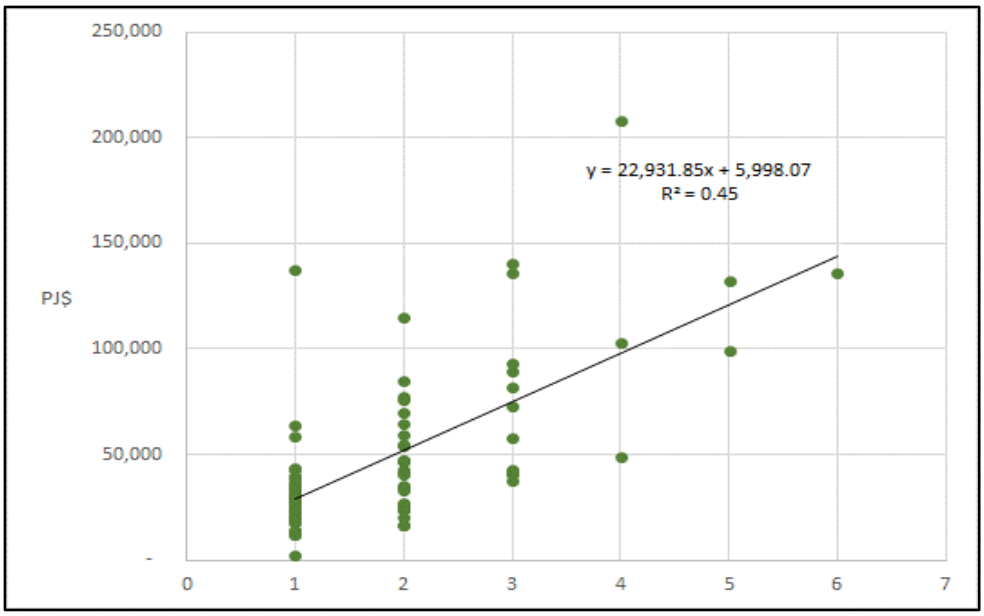
The study team was able to plot variations in vocational school recurrent expenditure variations against student enrolments and the number of programs provided. The results are shown in Figures 14.16 and 14.17. What they show is the marked skewness in the distribution of funding allocations and spending across schools, observed in the distribution of student enrolments. The issue of the diseconomies of small-scale delivery of courses is taken up further in Chapter 16.

Figure 14.16 The relationship between recurrent expenditures per vocational school and the number of students enrolled, 2012



Source: Material provided by MoE.

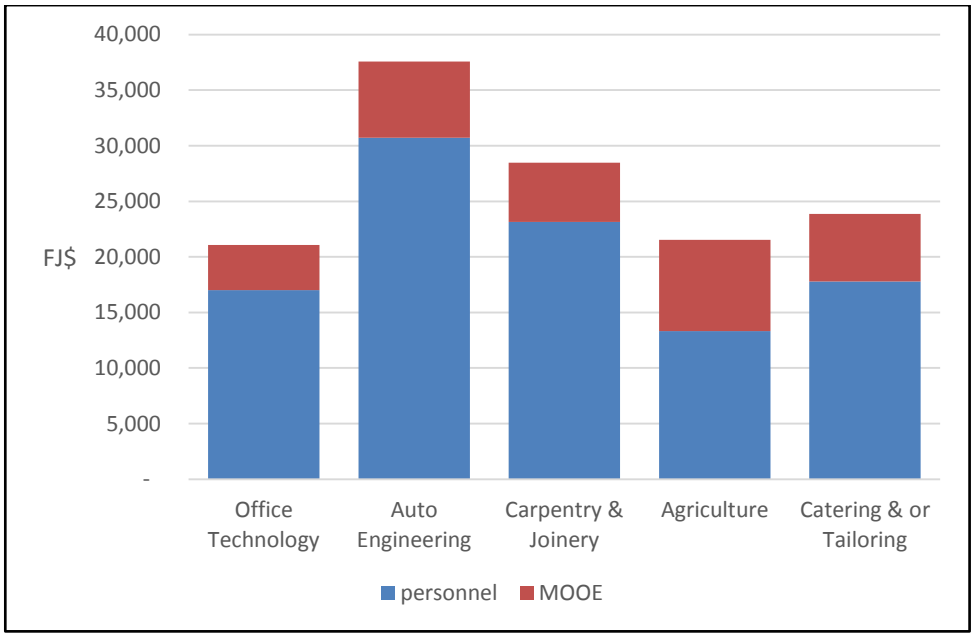
Figure 14.17 The relationship between recurrent expenditures per vocational school and the number of vocational programs offered, 2012



Source: Material provided by MoE.

MoE was unable to provide any data that allowed a separation to be made for expenditure allocations by type of program. The only indication of differences in expenditures on this basis is gained from comparing the expenditure of schools that only offered a single program.

Figure 14.18 The relationship between recurrent expenditures per vocational school and type of program, in single program schools, 2012



Source: Material provided by MoE.

The average expenditure of single program schools, by type of course provided, are given in Figure 14.18. It shows that the two most technical courses, Automotive and Carpentry, had the highest levels of expenditure. The differences, however, are mostly due to variations in the personnel component of expenditure, and not MOOE. This is as much indicative of the differences in teacher inputs and hence student numbers as any further weighting given on the basis of field of training.

14.4 OTHER GOVERNMENT TRAINING PROGRAMS

As with MoE and its vocational schools, the approach taken by the study team to obtain financial data relating to the training activities of other line Ministries was firstly to work though MoF and its published and unpublished data sources, and then to liaise with staff in the respective ministries themselves. The advice was that approaching the ministry training centres and program organisers directly would not be that fruitful, not because they would not cooperate, but mainly because most were not cost centres, and hence would not hold the sort of information the team was seeking. Obtaining data even at the ministry and department level in some instances also presented difficulties for much the same reason. Training is not always a separate expenditure program or activity.

Tables 14.6 to 14.10 summarise the information the team was able to assemble on revenue and expenditure on TVET-type training undertaken in other line Ministries.

(a) Ministry of Youth and Sports

Table 14.6 MoYS Youth Training Centre revenue sources, 2012 (FJ$)

MoYS Youth Training Centre	MoF grants		Other income	Total income
	Operating grants	Capital grants		
Yavitu Youth Training Centre	57,407	46,000		103,407
Naleba Youth Training Centre	33,982			33,982
National Youth Training Centre (Nasau, Sigatoka)	340,449		39,170	379,619
Naqere Youth Training Centre	3,982			3,982
Total MoYS	**435,820**	**46,000**	**39,170**	**520,990**

Source: Material provided by MoYS.

Table 14.7 MoYS Youth Training Centre expenditure, 2012 (FJ$)

MoYS Youth Training Centre	Salaries, wages and other emoluments			MOOE	Total recurrent	Capital exp	Total Exp
	Establish staff	Gov't wage earners	Total staff				
Yavitu Youth Training Centre	18,208	13,681	31,889	14,822	46,711	46,000	92,711
Naleba Youth Training Centre		4,761	4,761	16,420	21,181	-	21,181
National Youth Training Centre (Nasau, Sigatoka)	51,610	102,479	154,089	166,763	320,852	-	320,852
Naqere Youth Training Centre	9,418		9,418	8,770	18,188	-	18,188
Total MoYS	**79,236**	**120,921**	**200,157**	**206,775**	**406,932**	**46,000**	**452,932**

Source: Material provided by MoYS.

(b) Ministry of iTaukei Affairs

Table 14.8 MoiTA training program expenditure, 2012 (FJ$)

	Salaries, wages and other emoluments			MOOE	Total recurrent	Capital exp	Total Exp
	Establish staff	Gov't wage earners	Total staff				
Centre for Appropriate Technology and Development	69,000	48,000	117,000	410,500	527,500	-	527,500
Total	**69,000**	**48,000**	**117,000**	**410,500**	**527,500**	**-**	**527,500**

Source: Material provided by MoiTA.

(c) Ministry of Primary Industry

Table 14.9 DoFF training program expenditure, 2012 (FJ$)

	Salaries, wages and other emoluments			MOOE	Total recurrent	Capital exp	Total Exp
	Establish staff	Gov't wage earners	Total staff				
Timber Industry Training Centre	90,626		90,626	210,874	301,500	-	301,500
Forestry Training Centre-Colo-I-Suva	60,000		60,000	140,000	200,000	-	200,000
Total DoFF	**150,626**	**-**	**150,626**	**350,874**	**501,500**	**-**	**501,500**

Source: Material provided by DoFF.

Table 14.10 DoA training program expenditure, 2012, 2012 (FJ$)

	Salaries, wages and other emoluments			MOOE	Total recurrent	Capital exp	Total Exp
	Establish staff	Gov't wage earners	Total staff				
Taveuni Coconut Training Centre	20,000			80,000	100,000	-	100,000
Farm Management System Training	70,000			30,000	100,000	-	100,000
Training Centre on Post harvest losses	60,000		60,000	40,000	100,000	-	100,000
Total DoA	**150,000**		**150,000**	**150,000**	**300,000**	**-**	**300,000**

Source: Material provided by DoA.

14.5 PRIVATE TVET PROVIDERS

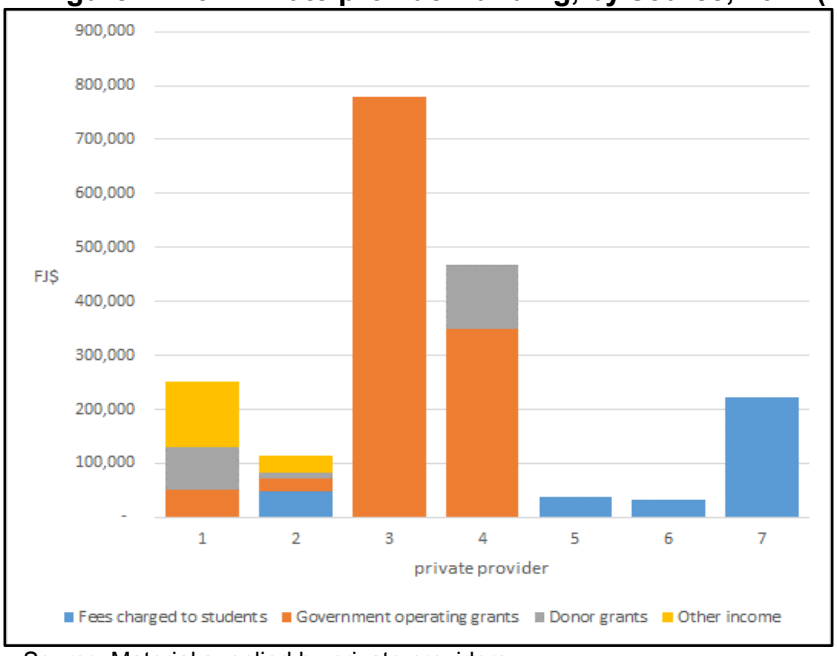
Chapter 8 lists the 26 private providers that offer programs that fall within the definition of TVET used for this study. The list was obtained from FHEC, as all 26 are either registered with FHEC, or are in the process of doing so. Private TVET providers are generally of three types: they are either run by CSOs and NGOs, or by faith-based organisations, or operate on a for-profit basis.

The study team surveyed all the private providers in Table 8.4, plus two additional training institutions, the Tutu Rural Training Centre and the independent FVTTCPD.[42] Seven responses were received. In the interests of confidentiality, they have been numbered 1 to 7 in the material presented below. Provider 1 is a CSO, providers 2 to 4 are faith-based, and providers 5 to 7 are for-profit organisations.

Revenue and expenditure patterns amongst these seven private providers are shown in Figures 14.19 to 14.22. Whilst the numbers are too small to draw any general inferences from them, the patterns displayed tend to support what the team was able to observe during fieldwork visits:

- most private providers, especially those operating on a for-profit basis, are very small and have low budgets;
- for-profit TVET providers have to rely on tuition fees to fund their operations; and
- the largest private providers are those run by faith-based organisations that rely almost exclusively upon annual government grants and what they can attract from overseas donors.

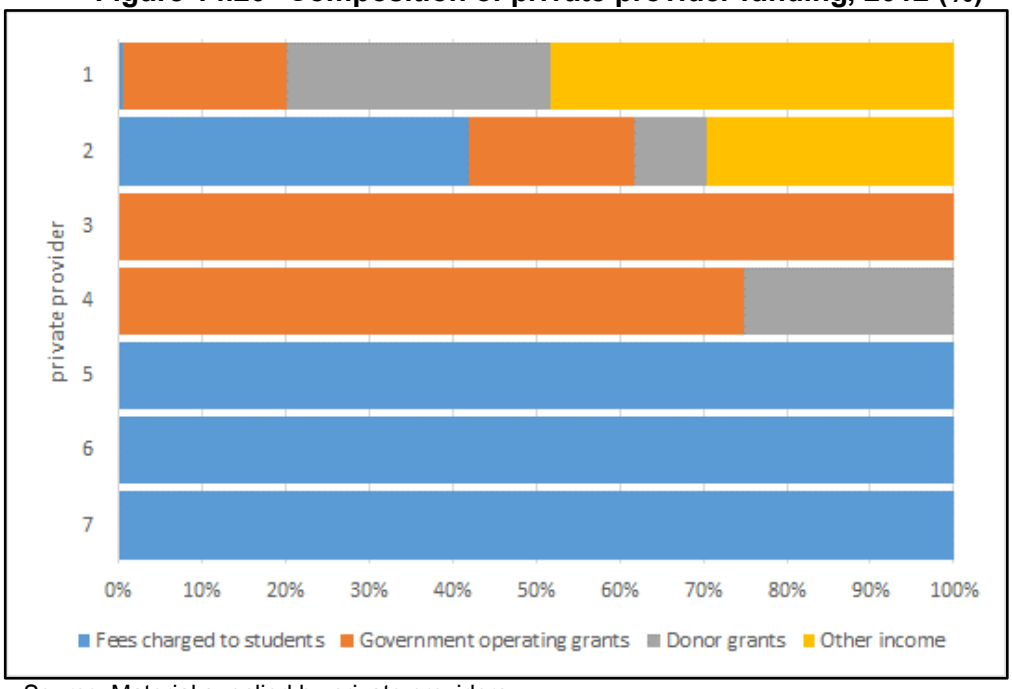
Figure 14.19 Private provider funding, by source, 2012 (FJ$)



Source: Material supplied by private providers.

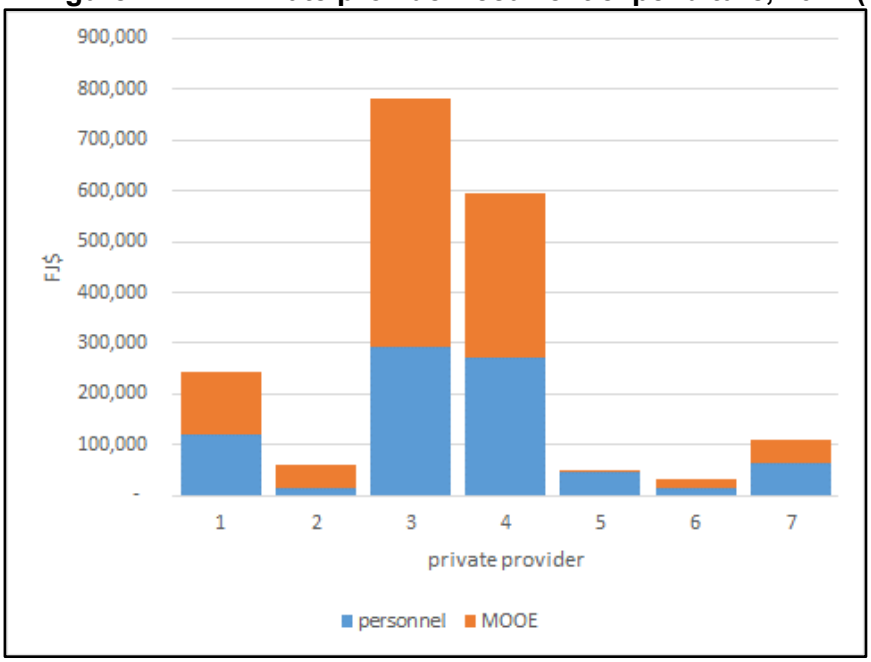
[42] The survey form is included in Annex 4.

Figure 14.20 Composition of private provider funding, 2012 (%)



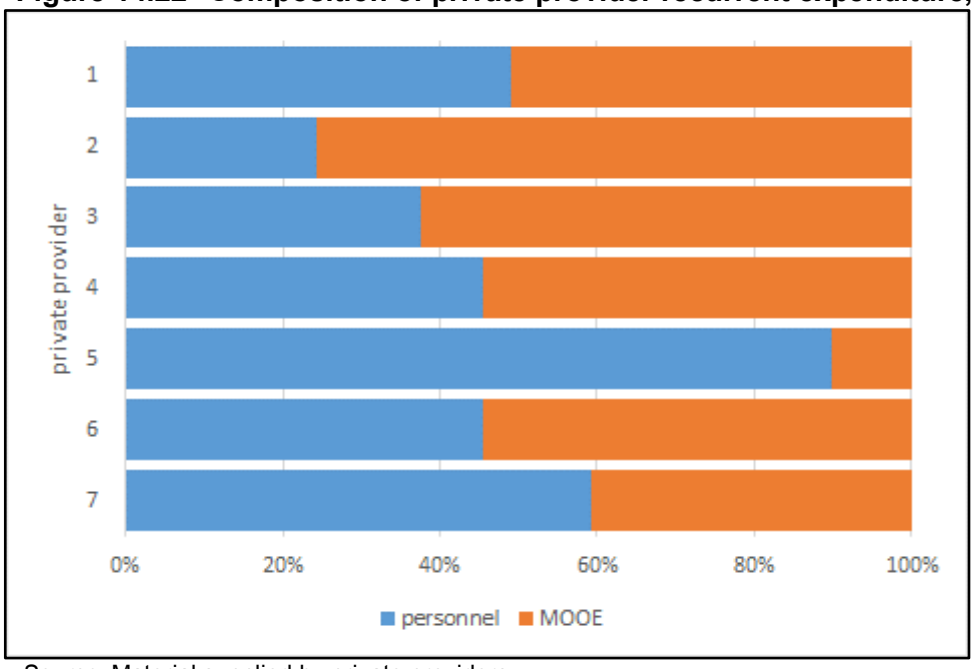
Source: Material supplied by private providers.

Figure 14.21 Private provider recurrent expenditure, 2012 (FJ$)



Source: Material supplied by private providers.

Figure 14.22 Composition of private provider recurrent expenditure, 2012 (%)



Source: Material supplied by private providers.

14.6 AUSTRALIA-PACIFIC TECHNICAL COLLEGE

APTC is a regional TVET provider with campuses in five Pacific countries, including Fiji.[43] It is funded as part of Australia's regional aid program. It is managed by an Australian-based consortium of two TAFE Colleges. These Colleges are respectively responsible for the operations of APTC's two schools – the School of Trades and Technology (STT) and the School of Hospitality and Community Services (SHCS). Seconding experienced training staff from their Australian bases to lead regional training programs that meet Australian standards, is part of their approach. APTC's regional headquarters are in Nadi.

The expenditure figures shown in Table 14.11 include the pro-rata cost of the Australian-based and regional management overheads of APTC. Each of the schools in each of the campus countries also has its own management expenditures, and those for its Fiji operations are included here as well.

Table 14.11 shows that whilst the recurrent costs of delivery TVET programs on the Fijian campuses were around FJ$7.7 million in 2011-12, the total cost of APTC operations in the country, factoring in the local scholarship and capital development programs, and the college's management overheads at the campus and regional levels, brought the cost up to approximately FJ$19.7 million for the year.[44]

Figures 14.23 to 14.25 show the proportion of this combined operational and pro-rata annual allocation by course, function and input category.

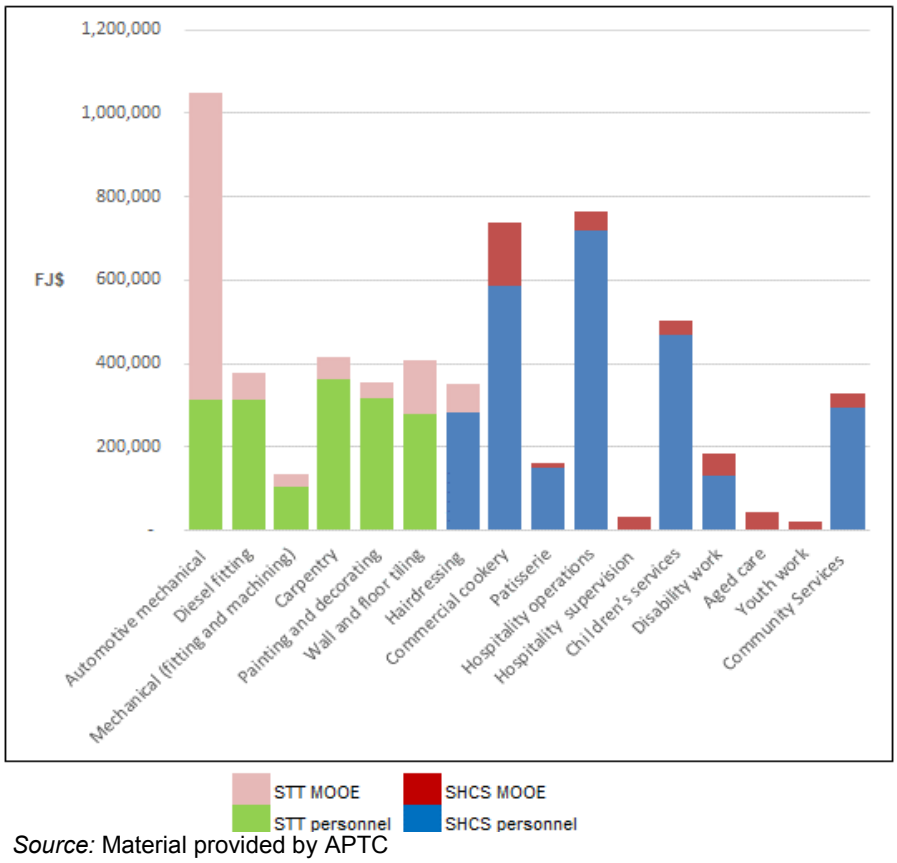
[43] At the time of the fieldwork, the APTC campus in Solomon Islands was in its planning phase.
[44] The figures given here are for Australian FY 2011-12, and were supplied directly by APTC. The figures shown in Chapter 12 and in Section 14.1 are those that come via MoF budget documents for Fijian FY 2013.

Table 14.11 APTC training program expenditure by location and function, 2011-2012 (FJ$)

Expenditure category	program delivery		management		Total
	STT	SHCS	Fiji campus operations	College overheads*	
personnel	1,689,635	2,634,047	1,142,023	2,705,174	8,170,880
operating expenditure	2,070,937	1,313,336	2,663,109	1,018,330	7,065,712
total recurrent	3,760,573	3,947,383	3,805,132	3,723,504	15,236,592
scholarship program	-	-	3,814,876	-	3,814,876
capital expenditure	-	-	-	674,984	674,984
Total operations	**3,760,573**	**3,947,383**	**7,620,007**	**4,398,488**	**19,726,451**

*Estimated share of the cost of the Nadi head-office and Australian-based operations.
Source: Material provided by APTC.

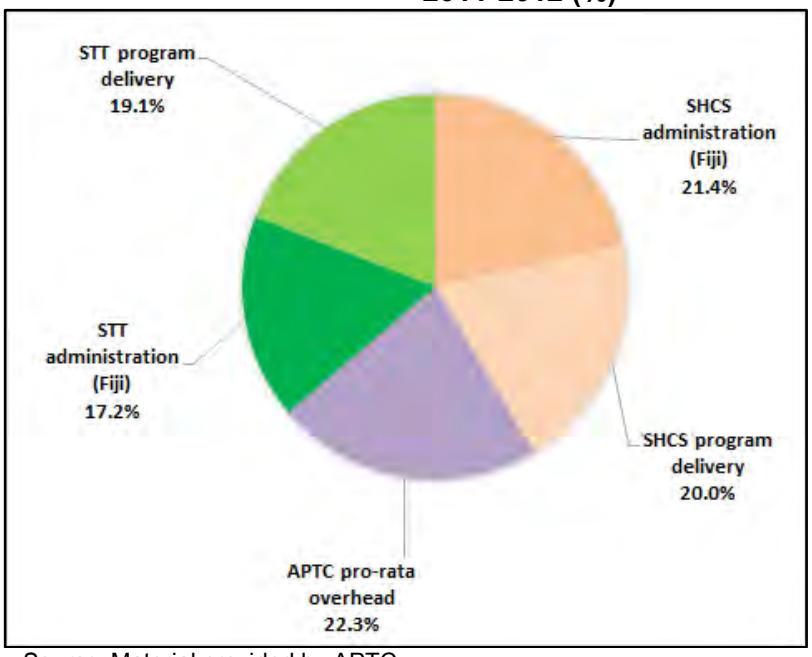
Figure 14.23 APTC Fiji program delivery expenditure, by course, 2011-2012 (FJ$)



Source: Material provided by APTC

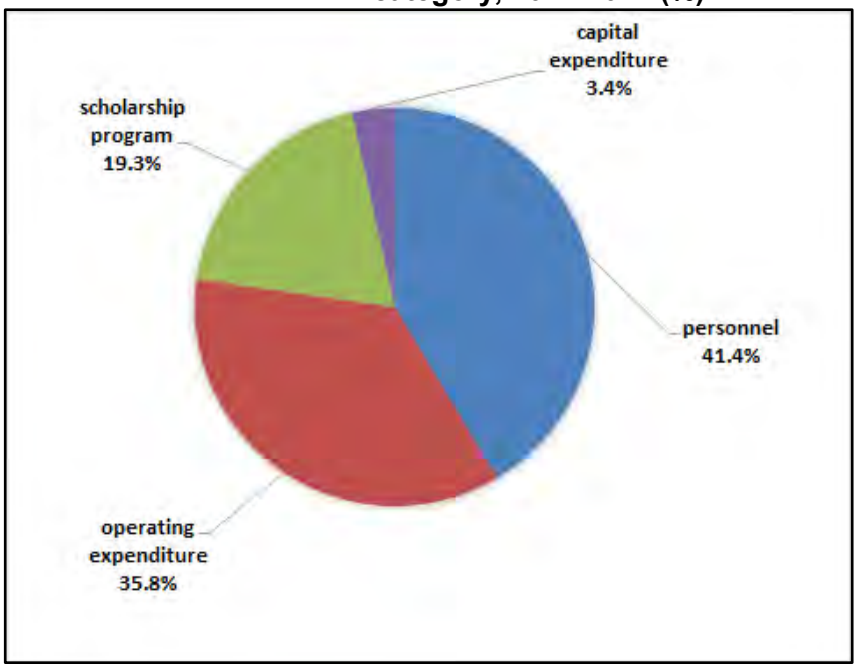
.

Figure 14.24 Estimated expenditure on APTC's Fiji operations by function, 2011-2012 (%)



Source: Material provided by APTC.

Figure 14.25 Estimated expenditure on APTC's Fiji operations by input category, 2011-2012 (%)



Source: Material provided by APTC.

14.7 OTHER REGIONAL TVET PROVIDERS

(a) RCCCE (USP)

As noted in Chapter 13, RCCCE is a self-funding centre within USP, and does nor receive any financial support from the university's central administration.

Table 14.12 RCCCE revenue and expenditure, 2012 (FJ$)

Revenue	
Tuition fees	594,022
Total revenue	**594,022**
Recurrent expenditure	
Personnel	270,437
MOOE	323,585
Total expenditure	**594,022**

Source: Material supplied by USP.

(b) CETC (SPC)

The annual report for SPC shows income from member governments, non-members, rents and canteen operations of FJ$33 million for 2012. Expenditure by CETC on programs was FJ$849,542. Wages and rents are not included.

CHAPTER 15. EMPLOYER PROVIDED AND FUNDED TRAINING

The aim of this study into the financing of TVET in the Pacific is, as far as is feasible, to map all sources of funding and all types expenditure that fall within its scope. Integral to this is the examination of training provded by employers themselves for their workers.

15.1 EXISTING SOURCES OF INFORMATION

FBoS does not conduct regular employer surveys that are designed to elicit information on the extent and resourcing of training in the workplace. Neither MoLIRE nor MoIT undertake any systematic data collection on this critical area of labour force activity. At the time of writing, the only sources of information available were, on the one hand, as a by-product of the national levy-grant scheme and, on the other, from a one-off international survey of enterprises.

Training levy-grant scheme administrative data

Routine annual data collections by FNU in the administration of the national training levy-grant scheme, as outlined in Section 13.4, yields an abundance of information on the extent and resourcing of training by and within organisations large and small across the spectrum of employers in Fiji.

To gain recompense under Method A grant applications employers have to meet stringent criteria set by NTPC (see Table 13.2), and organisations that wish to avail themselves of the provisions under Method B have to go through a similar process. However, the data so generated are not made available publicly, even in broad statistical format. Neither the university, nor the National Training and Productivity Centre Advisory Board, which oversees the management of the levy-grant scheme on behalf of employers, have as yet published annual reports on its operations. Neither body granted access by the study team to any administrative information when requested.

In lieu of this, the only gauge the study team had as to the extent of training amongst employers came from press reports such as in the recent article in *Fiji Times Online*, where it was stated that 'the NTPC, on an average, collected about FJ$12 million in a year from levies, (and that), of the 6,557 registered employers, 57 belonged to the Method A category. The remainder are Method B employers'.[45]

World Bank-International Finance Corporation Enterprise Survey, 2009

Between June 2009 and March 2010, 164 organisations in Fiji participated in a large multi-country survey of enterprises.[46] Amongst an array of questions asked of participants, to do with conducting business in the country, were two questions regarding workforce training. To the question of how many of the participants offered employees formal training, the answer was 58.1 percent (this compared favourably with 45.2 percent across East Asia and the Pacific, and 35.2 percent for all countries covered by the survey). Unfortunately, no answer was recorded for Fiji to the question of what proportion of the participants' workforces were offered formal training.

With such a paucity of current, comprehensive data, the employer survey component of the research approach that has been adopted across the country studies in this program has the potential to be particularly useful in Fiji.

[45]Batiratu,S 'Quest to be better", *Fiji Times Online*, July 6, 2013

[46]World Bank-International Finance Corporation *Enterprise Surveys: Fiji Country Profile, 2009*, see also http://www.enterprisesurveys.org/Data/ExploreEconomies/2009/fiji#workforce

15.2 PILOT SURVEY OF EMPLOYER FUNDED TRAINING

The purpose of this aspect of the study is to propose a way of filling this information gap, by devising and conducting a small pilot study of enterprises that specifically focuses on obtaining information about their own training programs for new recruits and existing employees, and about who conducts them and how they are funded.

The study team consulted FBoS before conducting the survey, and sought the advice of both the Fiji Commerce and Employers' Federation (FCEF) and the Fiji Hotel and Tourism Association (FHTA).

Methodology

(a) Survey instrument

The questionnaire that was used in this exercise is contained in Annex 5. It is based on the standard format used in other country studies, suitably modified for Fiji.

It seeks information relating to three broad areas of the enterprises' operations:

(i) general background and workforce characteristics– type of enterprise; industry;; annual turnover; annual wages bill; size of workforce and its gender and full-time/part-time composition; and
(ii) training profile – number and trades of apprentices; amount and type of training given to workers; annual expenditure on training provision and trainee support.

Wherever appropriate, standard international classification systems were used in the survey instrument design.[47]

(b) Survey participant selection

The decision was taken, in Fiji as elsewhere, for the study team to conduct the survey using its own resources, and not to burden FBoS with additional un-scheduled activities. Given the constraints of time and resources the study team faced, this perforce meant that the survey was conducted on a very small scale

The approach taken was to survey a representative selection, but not a random sample, of medium-size to large employers, from both the SOE and private corporate sectors, and from across economic sectors. This was done with the assistance of FCEF. Working with Federation personnel, a list of fifty suitable employers was drawn up from amongst their membership.

The team, of course, was well aware that in adopting this approach it could not draw any statistical inferences from the survey about the whole population of enterprises in Fiji. Only qualified statements about findings can be made.

(c) Survey administration, and data collection and storage

Limited time and resources also dictated that the study team had to opt for administering the survey by letter and by email. Survey instruments, together with covering letters, were distributed to all participants in this way. A secondary, follow-up reminder letter/email was sent out, this time with a covering letter from FCEF, a few weeks after the initial approach.

In both instances confidentiality was stressed. It was emphasized that the completed questionnaires, and the database into which their contents were to be fed, would be kept secure, and in the subsequent analyses it would not be possible to identify individual participant data.

This survey method is well-known as being the one least likely to elicit a reasonable response rate. 'Cold calling,' without a personal follow-up, is inherently risky in this respect, and this survey proved to be no exception. At the completion of the fieldwork, only six

[47] See Annexes 5 and 6.

responses had been received. The risk of widespread non-response was probably accentuated in this instance by the fact that much of the information the survey was requesting the participants already had to supply to NTPC in relation to the training levy-grant scheme. This, non-compulsory, additional request perhaps looked a little too much like unnecessary duplication.

(d) Survey findings

Despite the small number of respondents the survey did come up with some useful pointers to the sort of information a larger survey using the same instrument would yield.

Table 15.1 summarises the six respondents, in terms of their economic sector and size. In Tables 15.2 and 15.3 the respondents are ranked, from largest to smallest, by their annual revenue, but are numbered to respect confidentiality.

Table 15.1 Employer training survey, respondent characteristics

Economic sector	
1	tourism industry
1	public utilities
1	government agency
3	manufacturing sector
Annual revenue	
2	above FJ$100 million
1	between FJ$10 and 100 million
3	below FJ$10 million

Table 15.2 indicates that amongst the respondents the nature and variety of training was extensive, even the Method B employers relied on more than one form of training. The most widespread forms were unstructured on-the-job training, in-house training using external trainers, and off-site training using FNU trainers. Only the two largest organisations had formal apprenticeship schemes.

The patterns of expenditure on training shown in Table 15.3 suggest that the resources employers devote to the training of their workforces can be quite considerable:

- Whilst the national training levy is an important training expense, on average it amounted to less than thirty percent of what respondents spent on training in a year. The pattern, however, varied considerably between respondents, and there was no discernible difference between Method A and Method B employers.

- The largest component of expenditure, on average was on the enterprise's own training staff and facilities, and together with spending on external trainers and providers, they amounted to around half the total expenditure on training.

- All respondents reported that trainees received their full wage entitlements during training.

- On average, the amount of their training levy payments respondents reported being reimbursed in the form of training grants varied depending upon whether they were Method A and Method B employers, but the difference was not clear cut. Whilst one Method A respondent reported a reimbursement of over 80 percent, another reported that it was less than 50 percent.

Table 15.2 Training programs conducted by survey respondents

	respondents ranked by total annual revenue 2012						average
	1	2	3	4	5	6	
Employer characteristics							
number employed	661	1,739	546	350	118	788	700
percent female	n s	4.3%	n s	80.6%	32.2%	46.6%	18.1%
wages bill as percent of total revenue	5.9%	19.2%	22.6%	26.0%	20.1%	n s	11.8%
Training program							
apprenticeship scheme	Yes	Yes	n s	No	No	No	
training levy/grant scheme status	Method A	Method A	Method A	Method B	Method B	Method A	
Training mode							
in house with own trainers	x	x	n s		x	x	
in house with external trainers	x	x	n s	x	x	x	
off-site using external trainers							
FNU	x	x	n s	x	x	x	
APTC		x	n s				
other public or regional	x	x	n s			x	
private training provider	x		n s		x		
Industry association	x	x	n s			x	
equipment and/or product supplier	x	x	n s		x	x	
other external provider	x		n s			x	
unstructured on-the-job training	x	x	n s	x	x	x	

n s = not stated

Table 15.3 Training expenditures and cost recovery by survey respondents (FJ$)

	respondents ranked by total annual revenue 2012						average (FJ$)	percent of total
	1	2	3	4	5	6		
Expenditure on training								
National Training Levy	X	X	X	X	X	X	159,615	28.4%
apprenticeship training scheme fees	X	X					133,472	7.9%
expenditure on own training staff and facilities	X	X		X	X	X	276,047	32.8%
expenditure on external trainers and providers	X	X		X	X	X	229,940	20.5%
employee training fee reimbursements or subsidies					X	X	22,398	1.3%
reimbursement or subsidy of other employee training costs					X	X	153,411	9.1%
trainees paid full wage during training	Yes	Yes	n s	Yes	Yes	Yes		
Cost recovery								
National Training Grant	X	X	X	X	X	X		
training grant as a percentage of training levy	82.4%	46.4%	n s	4.8%	66.7%	57.3%	59.3%	
fees charged to trainees	X				X			
other						X		

n s = not stated

CHAPTER 16. TRAINING COSTS AND EFFICIENCIES

16.1 UNIT COSTS OF TVET DELIVERY

For policy and planning purposes, estimates of unit costs of delivering courses at different levels and in different fields of study are important instruments, since they provide a solid basis upon which to compare alternative expenditure programs in terms of their internal efficiency (cost effectiveness) and against their actual and expected outcomes (cost-benefit ratios).

An important element in the research brief for this study relates to the unit costs of TVET delivery. The study team therefore, wherever it was possible, collected data that enabled it to make the necessary calculations. Four unit cost measures have been employed:

- Costs per student;
- Costs per graduate;
- Costs per training hour; and
- Costs per student training hour.

Each measure highlights a different aspect of the operations of the TVET provider.

The first of these – cost per student – is the standard measure of unit costs, and can be applied across the whole PSET range. It provides an indication of the impact of varying input combinations, of differences in, say, the cost of employing teaching and other staff, and of the internal efficiency of course delivery.

Cost per hour of training or tuition and cost per student hour also can be used for these purposes, but are more particularly applicable to the delivery of TVET courses. In higher education and other PSET programs, which are conducted on an annual or semester basis, with standard numbers of classes per week, the number of contact hours per course is often of secondary importance to their duration. In TVET, the number of training hours involved is often more important than the period over which the course is to run. Moreover, the number of hours and type of training individual students are required to do can be modified by course administrators according to the applicants' assessed levels of prior learning and experience (hence the advertising of course lengths in terms of the *maximum* number of training hours involved).

Moreover, estimated costs per training hour and per student training hour are particularly useful as standard measures of comparison across the diversity of fields and levels that typically are found in TVET sectors, and in the mix of short and long courses and alternative delivery modes that are present in their delivery.

Costs per graduate provide not only a measure of the internal effectiveness of a program, but also are akin to the costing measure most are familiar with when looking at, say, the cost of producing a tonne of rice, a motor vehicle or an occupant-room night of accommodation. It is the cost per unit of output – a summary measure of the inputs needed to produce a unit of output. This makes this measure particularly useful in cost-benefit analyses of education and training, and as an essential ingredient in the analysis of the external efficiency of training.

Data requirements and availability

Access to statistical information that is sufficiently detailed and disaggregated to enable individual courses to be identified is the objective. The ideal would be if this information was available for all TVET courses offered across the board.

The requirement is for the following elements.

- Detailed recurrent and capital cost figures at the lowest budget level (budget sub-unit or cost centre) to which they are routinely devolved.
- A mechanism that can be used for further disaggregation is required if this expenditure breakdown is still at a higher than individual course level. The number of teachers or teaching hours per course (and hence estimated staffing costs) can be used for this purpose, with the assumption that other costs (MOOE) are likely to be distributed between courses in the same proportions.
- A means is also needed to apportion between courses the overhead costs involved in the management and administration of the institution and its respective schools, departments, etc. The proportion of total student enrolments in each course can be used for this purpose.
- Capital costs incurred in any one year need to be annualised over the expected life of the asset (building, piece of equipment or machinery, etc)[48]
- Student enrolments and graduations need to be recorded the same financial year basis as the expenditure data
- Graduation data should make clear whether what is being recorded is successful graduations (eg those certificated), course completions or a combination of both.
- Maximum course hours need to be recorded per year, or per course if its duration is less than a year.

For the TVET sector in Fiji, the study team was able to assemble sufficient data to estimate the following measures of unit costs for 2011-2012 (see Table 16.1).

Table 16.1 Unit cost calculations by type of TVET provider

Provider	by course	per student	per graduate	per hour	per student hour
MoE vocational schools	no	yes	yes	yes	yes
MoYS youth training centres	no	yes	yes	one only	one only
Other ministry training programs	no	no	no	no	no
FNU total all university programs	no	yes	yes	no	no
FNU college programs	no	no	no	no	no
NTPC programs	no	no	no	no	no
Private providers (six only)	no	yes	yes	no	no
APTC both schools	yes	yes	yes	yes	yes
Other regional providers	no	no	no	no	no

[48] Capital expenditure is annualised, using the formula

$$a\,(r, n) = [r(1+r)^n]/[(1+r)^n-1]$$

where (a) is the annualisation factor, (r) is the rate of interest and (n) is the estimated life-span of the asset. In this exercise, the rate of interest was taken as 5 percent, and the life of capital works assumed to be 25 years. See, for example Tilak,J.B.G., 'Measurement of Training Costs', in Tuijnman, A.C. edited *International Encyclopaedia of Adult Education and Training,* 2nd Edition, Pergamon, 1996, page 875

Government TVET schools and centres, and private providers

Table 16.2 presents the results of unit cost calculations for MoE's vocational schools, for MoYS's youth training centres and for the six private providers for which the team had sufficient data. It was not possible for any of these providers for the study team to distinguish unit costs between courses.

It is apparent from Table 16.1 that the smaller TVET providers in both the government and private provider sectors have very low levels of resourcing. Most provide training for a cost of between FJ$1,000 and FJ$3,000 per student annum, and some at even lower levels. Perhaps more tellingly, the table reveals that there were wide variations in the costs providers incurred in producing graduates.

Table 16.2 Estimated unit costs of TVET delivery, by selected providers, 2012 (FJ$)

Provider	cost per student	cost per graduate	cost per hour	cost per student hour
MoE vocational schools				
average for vocational schools	1,621	4,533	34.08	1.41
MoYS youth training centres				
Yavitu Youth Training Centre	2,261	2,261		
Naleba Youth Training Centre	415	415		
National Youth Training Centre (Nasau, Sigatoka)	2,766	2,766		
Naqere Youth Training Centre	433	606	80.84	1.92
average per YTC	1,812	1,903		
Private providers				
Caregivers Services International	919	1,011		
Dateline Business College	146	233		
Marist Champagnat Institute	3,100	3,444		
Montfort Boy's Town	3,659	9,184		
The Style Gallery (Fiji) Institute of Hairdressing, Health & Beauty Therapy	1,834	1,251		
Tutu Rural Training Centre	1,467	1,481		
average per private provider	2,050	2,362		

Source: material provided by ministries and institutions

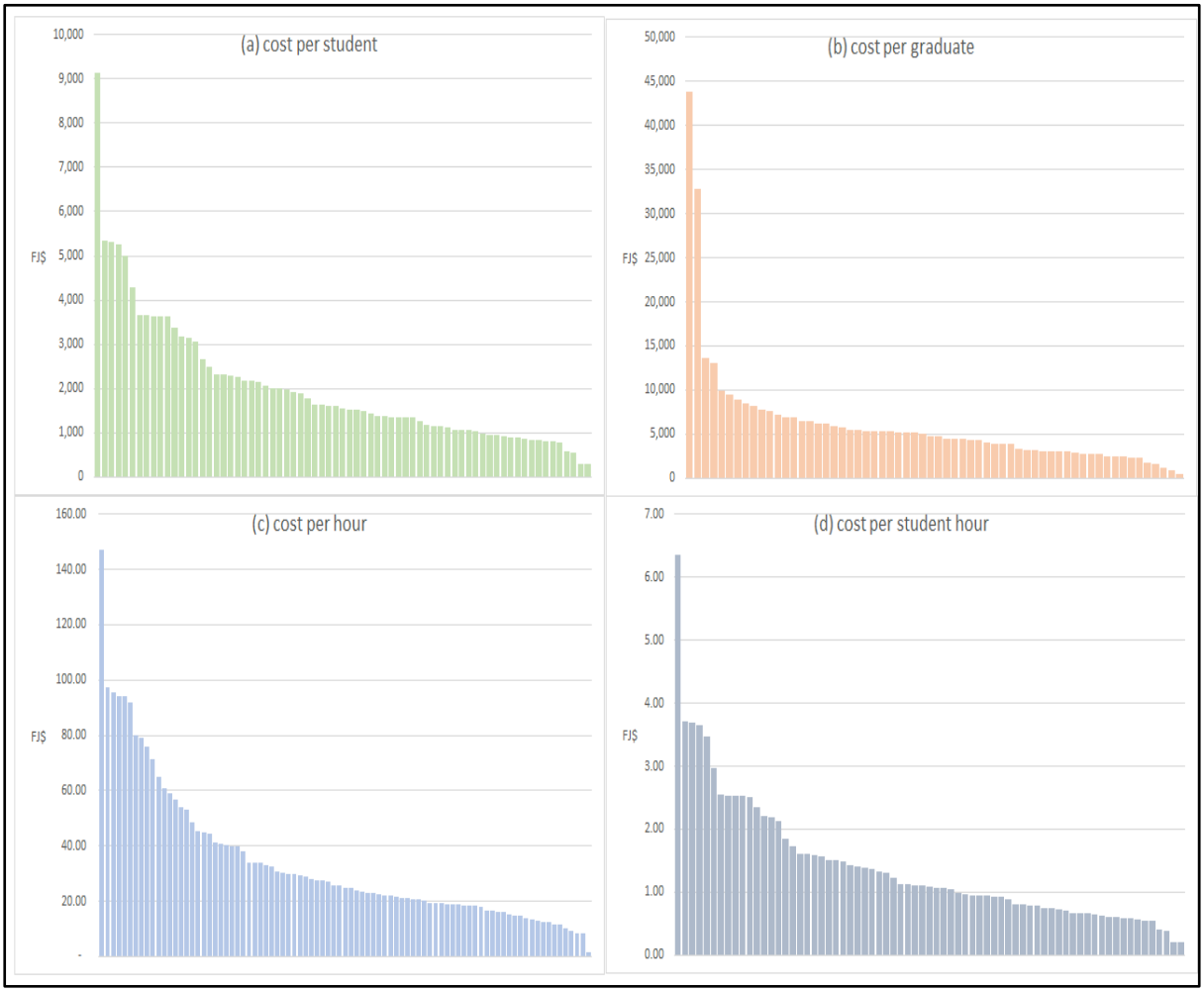
Table 16.2 and Figure 16.1 show how each of the four unit cost measures varied between MoE's vocational schools. Highly skewed patterns are evident. In a small number of schools unit expenditure levels are relatively high but, for the most part, vocational schools delivered their programs with few resources per student and per hour of delivery.

Table 16.3 Variations in the unit costs of delivery in MoE vocational schools, 2012 (FJ$)

(a) cost per student	No. of schools
5,000 and above	4
4,000 to less than 5,000	2
3,000 to less than 4,000	9
2,000 to less than 3,000	11
1,000 to less than 2,000	29
less than 1,000	16
number of observations	71
mean	2,032.30
median	1,555.50
(b) cost per graduate	
15,000 and above	2
10,000 to less than 15,000	2
5,000 to less than 10,000	26
less than 5,000	32
number of observations	62
mean	6,021.00
median	4,783.00
(c) cost per hour	
100 and above	1
80 to less than 100	6
60 to less than 80	5
40 to less than 60	11
20 to less than 40	35
less than 20	29
number of observations	87
mean	34.08
median	25.00
(d) cost per student hour	
4.00 and above	1
3.00 to less than 4.00	4
2.00 to less than 3.00	10
1.00 to less than 2.00	24
less than 1.00	32
number of observations	71
mean	1.41
median	1.08

Source: Material provided by MoE.

Figure 16.1 Unit costs of delivery in MoE vocational schools, 2012 (FJ$)



Source: Material provided by Ministries and institutions.

Fiji National University

For reasons canvassed elsewhere in this report, the study team was unable to calculate and analyse unit cost variations between the wide range of TVET programs offered by FNU, or to compare them with other national and regional providers.

The only impression the study team was able to get of these internal and external efficiency measures as they applied to FNU was by making use of the broad figures contained in the one document that was available, the *FNU Strategy Plan 2020*. These figures are, however, so broad and so non-course specific, incorporating both higher education as well as TVET programs, that caution needs to be exercised when interpreting the estimates contained in Table 16.4.

That said, however, the table appears to show that unit costs increased over the period, but whilst the costs per enrolled student at FNU in 2011 and 2012 were not dissimilar to those in other national TVET providers (see Table 16.2), costs per student on an FTE basis were considerably higher. What is even more noticeable is that costs per graduate appear, on these figures, to be not that much lower than those for APTC courses, especially when the comparison is with APTC's operations before college overheads are factored in (see Tables 16. 5 and 16.6).

Table 16.4 FNU estimated costs per student and graduate, all programs – 2010 to 2012 (FJ$)

	2010	2011	2012
total expenditure	64,669,837	96,407,924	101,201,990
enrolments	24,993	27,886	30,660
FTES	12,255	12,836	13,439
graduations	3,132	3,918	3,013
unit cost estimates			
per enrolled student	2,588	3,457	3,301
per FTES	5,277	7,511	7,530
per graduate	20,648	24,606	33,588

Source: FNU Strategic Plan 2020

Australia-Pacific Technical College

APTC was the only provider for which unit costs could be calculated on a program by program basis. The figures contained in Tables 16.5 and 16.6 are based on a common data set supplied by the APTC management in Australia and Nadi in 2012 for all its operations across the region, not just those in Fiji. The figures here are therefore directly comparable with those shown for APTC's operations in the other country study reports in this research program.

Table 16.5 APTC direct operating cost per unit, by course, 2011-12 (FJ$)

	cost per student	cost per graduate	cost per hour	cost per student hour
School of trades and technology (STT)				
Automotive mechanical technology	33,872	65,626	858	27.67
Engineering – diesel fitting	10,609	22,825	374	10.52
Engineering – mechanical trade (fitting and machining)	3,924	26,684	132	3.89
Carpentry	10,896	8,626	406	10.68
Painting and decorating	11,477	12,707	346	11.18
Wall and floor tiling	14,289	32,578	474	16.63
Total School of trades and technology	**13,824**	**21,723**	**-**	**-**
School of hospitality and community services (SHCS)				
Hairdressing	13,296	14,094	331	12.48
Hospitality operations	14,564	25,070	1,318	25.11
Hospitality – commercial cookery	13,649	17,760	861	15.94
Hospitality - patisserie	6,342	9,802	258	10.13
Hospitality supervision	1,270	1,799	47	1.85
Children's services	7,402	10,272	849	12.48
Disability work	5,520	8,041	134	3.99
Home and community care/ aged care	1,356	3,002	64	2.06
Community Services	19,352	19,352	415	24.40
Total School of hospitality and community services	**8,352**	**11,437**	**-**	**-**
Total all APTC programs in FIJI	**10,245**	**14,681**	**-**	**-**

Source: Material provided by APTC.

Table 16.6 APTC total recurrent cost per unit, by course, 2011-12 (FJ$)

	cost per student	cost per graduate	cost per hour	cost per student hour
School of trades and technology (STT)				
Automotive mechanical technology	54,263	105,135	1,374	44.33
Engineering – diesel fitting	31,000	66,698	1,092	30.75
Engineering – mechanical trade (fitting and machining)	24,316	165,348	820	24.12
Carpentry	40,344	31,939	1,503	39.55
Painting and decorating	40,924	45,309	1,235	39.85
Wall and floor tiling	43,736	99,718	1,451	50.92
Total School of trades and technology	**38,675**	**60,775**	**-**	**-**
School of hospitality and community services (SHCS)				
Tourism operations	12,603	14,085	521	27.40
Hairdressing	25,875	27,427	644	24.30
Hospitality operations	27,143	46,722	2,457	46.80
Hospitality – commercial cookery	26,227	34,127	1,655	30.64
Hospitality - patisserie	18,921	29,242	771	30.23
Hospitality supervision	13,849	19,619	516	20.22
Children's services	18,466	25,626	2,118	31.14
Disability work	16,585	24,156	401	11.97
Home and community care/ aged care	12,420	27,502	585	18.88
Community Services	30,417	30,417	652	38.36
Children's services – early childhood	11,064	11,064	203	9.22
Total School of hospitality and community services	**20,238**	**27,711**	**-**	**-**
Total all APTC programs in FIJI	**26,614**	**38,139**	**-**	**-**

Source: Material provided by APTC.

The figures in Table 16.5 show the unit costs of delivery within the classroom and workshop, and exclude school, campus and college costs. Those in Table 16.6 are inclusive of all costs. The salient features to arise out of these two tables relating to APTC are as follows.

- Costs per student in courses conducted by STT are, not unexpectedly, generally higher than those conducted by SHCS, since MOOE tend to be higher in the former. These relative differences are reflected in costs per graduate and are much the same when overhead costs are apportioned.

- The differences between the courses conducted by the two schools are not as pronounced when differences in training hours are factored into the calculations.

- The impact of adding in the college's overhead expenses, those associated with campus management, and the Nadi and Australian based administration of what is a large regional operation, upon the unit cost of delivery, is obviously substantial. APTC carries a higher overhead component than does any of the national TVET providers.

- Unit costs of delivery in APTC also are inherently greater than national providers because it has conducted most of its front-end operations (classroom and workshop instruction and campus management) using Australian staff on temporary attachment.

16.2 WHO BEARS THESE COSTS AND WHO BENEFITS?

The analysis of unit costs and the factors at play in their variability has come up with a mixed picture with respect to what can be inferred about the internal efficiency of TVET providers in Fiji. It is not possible to tell from looking at these figures how efficiently and effectively the institutions are marshalling their resources to produce quality TVET training. To determine whether training programs are employing best-practice, least-cost, waste-minimising practices (including minimizing drop-out and maximizing continuation and successful completion rates) would require more time and resources than were available to this study.

One observation can, however, be made. Table 16.2 shows that on all four unit cost measures, that majority of MoE vocational schools operate at below average resourcing.. These figures beg the question as to what is an acceptable level of resourcing of these, albeit, basic level TVET programs. What is the appropriate benchmark? If meeting that level of resourcing cannot be accomplished within the budgetary boundaries set by MoF and internally by MoE, and if non-budgetary sources of income (such as fees and from the sale of school-produced produce) cannot easily be expanded, then more cost-effective delivery might be achieved by consolidating the delivery of TVET programs in a smaller number of larger, strategically located centres.

Two further questions are raised, however: who actually bears these costs of TVET provision, and who benefits? As to the former, the immediate answer is that the institutions must find the funds to meet these costs of production. But that in turn points to the sources of those funds, and prompts the further question of whether they are getting value for money.

As is evident from Chapters 12 and 14, the principal sources of funds for the TVET sector are:

- Fijian government general revenue, via MoF budget allocations;
- development partners, through grant aid-in-kind;
- students and their families via tuition and other fees;
- employers in the public and private corporate sectors though national training levies; and
- purchasers of goods and services (other than training) provided by TVET institutions.

All these groups have their particular set of expectations regarding their involvement in the financing of TVET, but with the exception perhaps of the final group, all have an interest in the prospects of the sector's graduates. As the tables in this chapter demonstrate, the annual costs of producing those graduates vary considerably, with no discernible pattern emerging, especially with respect to the level and fields of technical and vocational skills in which they have been trained.

The major national policy and planning document that provides the framework within which TVET will develop over the short to medium term is the *National Strategic Human Resource Plan 2011–2015.*[49] This acknowledges the important role TVET is to play in middle-level skills development in Fiji, and the need for providers to be working closely with industry to ensure that graduates have the skills and aptitudes that are needed. However, little in the way of specific objectives, targets or actions are put forward for the sector.

The key intersection between the TVET sector and employers is, the national training levy-grant scheme that has been operating for the last four decades or so. It is now under the auspices of FNU and reports regularly to the National Training and Productivity Centre Advisory Board. At the time of writing, however, very little information about the operations or impact of the scheme was publicly available.

[49] MSPNDS *National Strategic Human Resource Plan 2011 – 2015* August 2011

Tracer studies and graduate surveys are the standard tools used to monitor the employability of graduates. Employer surveys provide feedback from employers and prospective employers on the relevance and suitability of the programs conducted by training providers.

APTC has conducted both graduate and employer surveys and the latest of these are published on the college's website.[50] A total of 299 Fijians were surveyed for the graduate survey (43 percent response rate) and 50 Fijian employers were interviewed for the employer satisfaction survey (30 percent response rate). Unfortunately no Fiji-specific breakdown is given in the analyses, so their published data cannot be used for inter-campus comparisons, or for comparisons with national providers.

The study team was not aware of any similar surveys having been conducted amongst other TVET provider graduates. Regular surveying of these entrant and re-entrants into the labour market should be a priority in any future planning for the TVET sector.

[50] APTC, *Graduate Tracer Survey Report – 2012*, 15th November, 2012, and *Employer Survey Report – 2012*, 23rd August, 2012.

PART V: ISSUES AND POLICY CONSIDERATIONS

CHAPTER 17. ISSUES AND POLICY CONSIDERATIONS

This is a study of the financing of TVET in Fiji, but issues of finance cannot easily be separated from those of policy and planning. They are essentially two sides to the same coin – policy and planning can be reduced to earnest intentions and empty gestures without adequate financial backing, and finances can easily be frittered away or be in danger of being wasted if not conducted within a firm policy and planning framework. This applies to TVET in Fiji as much as it does anywhere else.

17.1 A SECTOR IN A STATE OF FLUX

Much has changed in the TVET sector in Fiji in recent years.

- From 2008 APTC has been offering from its Fijian campuses a range of AQF Certificate III, IV and diploma courses, levels of skills training hitherto not available.

- In 2010 six of the country's long-standing public post-school education and training (PSET) institutions were merged to create FNU. Included amongst these was FIT, the country's leading TVET provider. Its programs were split between two new FNU colleges – the College of Engineering, Science and Technology and the College of Business, Hospitality and Tourism Studies.

- In 2011 the Training and Productivity Authority of Fiji (TPAF), the body responsible, since 1973, not only for providing a wide-range of TVET short-course programs but also for managing the national training levy-grant scheme and the country's apprenticeship scheme, was also merged into the university as NTPC.

- In 2010 FHEC was established with the mandate to regulate the PSET sector – to develop and maintain the FQF, to recognise and register all PSET providers, whether they be in the public regional or private domains, and to accredit their courses.

- From 2014 FHEC will take on the additional role of being the conduit through which MoF funding of PSET (including FNU) will be channelled.

- From 2014 MoE, responsible for school-level TVET programs, is separating TVET out from Curriculum as a department in its own right, and is accelerating its mainstreaming of TVET into the secondary curriculum.

Together these amount to a momentous rearrangement and realignment of the TVET sector. They are taking time to be worked through, and they present challenges as well as opportunities.

Through these developments Fiji has the opportunity to develop a strong coherent TVET sector that can meet the skill needs of its domestic industries and to equip Fijian workers to compete successfully for skilled employment across the region and in neighbouring countries such as Australia and New Zealand.

The challenge is for the constituent parts of the sector to work together harmoniously, developing synergies, sharing resources and creating pathways.

One difficulty that will need to be overcome in developing a comprehensive approach to TVET policy, planning and financing is the continued separation between advanced level

programs, under the purview of FHC and basic level TVET that remains outside FHEC's aegis, in the hands of the school-level focussed administration of MoE and scattered across range of other line Ministries.

Another challenge is the effective integration of the agglomeration of functions within FNU into a coherent and balanced approach to TVET development in Fiji. The changes introduced over the last few years have created an organisation that not only dominates provision of PSET (including TVET) courses at the Certificate 3 level and above (FQF 3 to 10), but in addition manages the short-course training programs of NTPC, the National Trade Testing and the National Apprenticeship Training Schemes, and the administration of the National Training Levy Grant Scheme. How sustainable this arrangement is will have a marked bearing on the way in which TVET develops over the next decade.

17.2 THE CRUCIAL ROLE OF FHEC

FHEC, as the umbrella body, is crucial to the success of this new TVET environment. It is vital that its independence and standing is enhanced, and that it is accorded the authority, and given the resources, to do its job properly. The mandate it has been given is wide, and it organisation cannot be run on a shoestring.

Its mandate is also multifaceted, and its staffing needs be tailored to match this. The Commission needs to be able to recruit a broader spectrum of staff, for example, middle to senior level personnel with expertise and experience in data collection and statistical analysis, and in economics and financial management. They also need to build up their familiarity, not just with the education and training sector, but also with the operations and functioning of labour markets, industry investment strategies and programs, government budgetary procedures, and the strategies and plans of international development partners.

The ongoing and working relationship between FHEC and FNU will be crucial to the successful development of TVET and of PSET more generally. However, FHEC will need work closely with MoE, as the major provider of basic level (Certificate 1 and 2) TVET programs, and also to build on its relationships with industry. These are already present through the ISACs, but they need a broader focus than just on competency standards. Good and close working relationships need also to be developed and maintained with the other ministries and agencies with responsibility for economic and employment growth and development – especially MoSPNDS, MoLIRE and MoIT.

TVET, and PSET more generally, has a vital role to play in meeting the aspirations of young people, and of creating greater opportunities for their social and economic advancement, but the unless the sector's management is harnessed to economic development and employment creation, primarily within the private sector, it cannot play its full role and satisfy the expectations the country has of it. FHEC needs to be fully engaged with what the country needs in this respect, and not adopt a passive role.

17.3 THE IMPORTANCE OF INFORMATION

Indispensable to the enhanced role of FHEC and to the policy and planning of TVET (and PSET more generally) is a much greater volume of and accessibility to comprehensive reliable and frequently up-dated information. For that information to be of greatest use in the policy and planning process it needs to be freely available, nowadays via official websites, to all those who have contributed to it and for all those who wish to use it.

One of the most striking impediments to the analysis of the current state of the TVET sector in Fiji is the poor state of the publicly accessible statistical information base. In Chapter 2 of this report, the study team summarised its findings in this respect. Table 2.1 quite

graphically demonstrated how little quantitative data there is publicly available from official sources, even for the most basic of variables such as annual enrolments and numbers graduating from training programs. In a lot of instances, the study team subsequently found that this was not because information was being deliberately withheld, but because either it was not being collected on any systematic basis, or because what was being generated was not being processed and published, due either to a lack of call for it, or a lack of resources.

FHEC is in a position to rectify this situation with respect to the PSET sector. Indeed it is part of its mandate to do so. Data collection, analysing, processing and publishing, however, does not come cheap, as FBoS can attest, so this is further reason why FHEC, if it is to fulfil this aspect of its mandate, must be adequately funded.

One of the first tasks the Samoan Qualifications Authority, a body with a very similar mandate to that of FHEC, undertook when it was established was to instigate an annual PSET statistical bulletin. Its value has been inestimable.

Just as important to the development of the TVET sector is access by policymakers and planners to comprehensive reliable and frequently up-dated information regarding employment patterns and trends, the occupational composition of the workforce and of those either emigrating or leaving the country to seek temporary employment elsewhere. Policymakers and planners do not have this crucial tool.

17.4 RESOURCING THE SECTOR

TVET providers rely on four major funding sources:

- Government;
- development partners;
- employers; and
- students and their families

Unlike in some countries in the region, church and other community organisations do not appear to have a large role in subsidising training programs in Fiji, and entrepreneurial activities of training providers do not account for a significant source of funding. FNU franchises its training programs to other providers, but no details are available as to how much this contributes to the university's revenue.

MoF's budget allocation framework – of heads, functions and activities - provides a perfectly adequate structure within which public funding of TVET could be identified, allowing policy makers and planners to track the flow of funds to the sector. Currently, however, it is difficult to do so. This would appear to be because (a) policy with respect to the sector rarely if ever moves beyond broad objectives, (b) planning rarely, if ever, generates any specific annual targets, and (c) very few elements of TVET expenditure show up clearly in MoF budget estimates as either programs or as activities.

The most noticeable example of this is FNU itself. In MoF's budget estimates, the annual allocations the university receives (by far the largest public allocation to the PSET sector), appear as part of a single summary line – 'higher education institutions' – along with the annual grants to USP and UoF. Internal MoF material does not seem to yield much more information than this. For public policy and planning purposes, this is not nearly sufficient information.

Development partner contributions to TVET have the potential to come in three forms: as cash grants; as grant aid-in–kind; or as 'direct payments' - funding from soft loans from international lending agencies such as ADB.

Funding from the first of these is total budget support, so it cannot be traced to any one head, function or activity. The TVET sector has not, at least in recent years, been the

recipient of direct payment assistance. Neither ADB nor the World Bank have been active in the sector. It does, however, receive assistance in the form of grant aid-in-kind.

According to MoF's latest budget expenditure estimates, the only grant aid-in-kind received by the TVET sector recently has been from Australia through its regional program – an imputed figure for APTC's annual operational expenditure in Fiji, and elements of its regional scholarship scheme. FNU, in its strategy plan, lists development assistance of another FJ$25 million or so over the period 2010 to 2012, but no further details were forthcoming.

Given the importance of the sector to Fiji's economic and social growth and development, funding from this quarter seems somewhat small and patchy. The problem appears to be that there is no coordinated and coherent strategy either directed by the sector itself with, say, FNU taking the lead, or by the policymakers and planners in MoSPNDS, MoE, MoLIRE or FHEC, to garner a medium to long-term commitment from development partners to support the sector.

Australia is Fiji's major international development partner, yet the only assistance it provides the sector is through its regional program. The contribution through APTC is, of course, very important, however, the TVET sector does not receive from Australia's bilateral assistance program for Fiji, any specific support directed at or through the country's national providers, such as FNU and MoE's 87 (mostly small uneconomically run) vocational schools, or through its regulatory bodies such as FHEC. This deficiency does not go unnoticed within the TVET sector in Fiji.

Ever since it was established in 1973, the national training levy-grant scheme has been a major funding source for TVET in Fiji. It has funded, through the levy, training that employers either could not or would not provide to their employees, and acted as an incentive, through the grant, for employers to undertake responsibility for their own training. It continues to perform these dual functions, even though the scheme has been, along with its operator NTPC, absorbed into FNU.

Details of the current operations of the training levy-grant scheme are not disclosed on an official basis to the public, nor to its contributor/recipients, so it is not possible to gauge how effective it is in either role. It is said that FNU raises around FJ$12 million per annum from the scheme, but how this is spent and how much is reimbursed to employers, through either Method A or Method B, the team was unable to ascertain.

It appears that only about one percent of the employers registered with NTPC qualify as Method A employers, and are therefore entitled to have up to 90 percent of their levies reimbursed. This appears particularly low, especially for a scheme that has been operating for 40 years. This suggests that the scheme has not been particularly successful, at least in its objective of raising the participation of employers themselves in the training of their workforces. Perhaps NTPC has set the bar too high for Method A qualification. Only Method A enterprises are eligible for general levy refunds. All other enterprises have to undertake lengthy application procedures to obtain recompense for each specific training activity. Feedback received during consultations indicated that there is a strong discouragement effect in this. It is not difficult, nevertheless, to see why employers might regard the training levy-grant scheme as just another tax.

In any event, until the operations of the scheme are more transparent, and more information is made available for policymakers and planners to analyse, it is not possible to gauge whether it is performing effectively, whether the levy needs to be raised from its present one percent of gross wages, or whether the scheme is worth emulating in other countries in the region.

Student fees are not an option as a revenue source for school-level TVET programs such as those offered by MoE's vocational schools. Tuition up to the end of secondary education in Fiji is free. Both FNU and APTC charge fees, but the latter's scholarship scheme is so widely applicable that the college does raise much, if anything, from this source. FNU, on

the other hand, relies for around half of its income on student fees. Private providers vary in their dependence upon student fees – those in receipt of government assistance generally either waive fees completely or levy them at way below cost-recovery levels. On the other hand private for-profit providers not only have to rely on fees for cost-recovery, but also be be able to make enough to warrant staying in business.

As a major source of funding, however, it is difficult to see much potential for increase coming from student fees. The policy of fee-free schooling up to the end of the secondary level is not about to be reversed; APTC is unlikely to change its business model, in the short-term at least; FNU has increased fee revenue by 36 percent per annum since its inception, so that fees contribute about half of all its revenue, so it is difficult to see that expansion being sustained. The rest of the sector is so small that any changes fee revenues there, important though they may be to particular providers, would only have a marginal effect on the total.

When all sources of revenue are factored in the study team estimated that total expenditure on TVET is presently around 1.5 to 1.6 percent percent of GDP. That is not high, by regional standards, and could be increased, if policymakers and planners both within the sector and at a central government level, can make the case for a substantial injection of resources over the medium to long term. Given the sector's, not fully realised or demonstrated, importance to the economic and social development of the country, that case should not be difficult to make, especially if it is done in a concerted and coordinated fashion, and not with one institution seeking to out-compete one another.

The two sources with the most potential are the government itself – TVET routinely only attracts around two percent of the annual operating budget – and Fiji's development partners. At the time of writing, TVET accounted for about 15 percent of grant aid-in-kind, very little of which seems to be allocated to national providers, and the sector did not receive any assistance at all from donor soft loans.

Until more information on and analyses of the national levy-grant scheme are forthcoming, it is not possible to say whether industry and employers should be asked to increase spending on the scheme.

REFERENCES

Fiji government agency publications and documents

Fiji Bureau of Statistics (2012) *Employment and Unemployment Survey (EUS) 2010-2011, Preliminary Findings*, December.

Fiji Bureau of Statistics, *Household Income and Expenditure Survey (HIES) 2008-2009.*

Fiji Bureau of Statistics, *Key Statistics, December 2012.*

Fiji Bureau of Statistics, *Annual Business Plan 2013*.

Fiji Higher Education Commission (2013) *Higher Education Newsletter*, 4:2, June.

Fiji Higher Education Commission, *Policy on the Registration of Qualifications on the Fiji Qualifications Framework*.

Fiji Higher Education Commission, *Strategic Plan, 2012-2015.*

Fiji National University, *FNU Finance Policies, Adopted 2010 - Revised December 2012.*

Fiji National University, *FNU Strategic Plan 2020,*

Government of Fiji (2013) *BEST Program to Enhance TVET in Schools*, Press Release.

Investment Fiji, *Sector Spotlight*, at www.investmentfiji.org.fj.

Ministry of Education (2001) *Directions for Education in the Fiji Islands*, Report of the Fiji Islands Education Commission/Panel, Government Printer, Fiji.

Ministry of Education, National Heritage, Culture and Arts, *Annual Business Plan 2013.*

Ministry of Education, National Heritage, Culture and Arts, *Annual Corporate Plan for Financial Year ended 31 December 2013.*

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Education Sector Strategic Development Plan (ESSDP) 2012-2014*.

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Annual Report, 2012.*

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Strategic Direction of TVET, 2008-2012.*

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Education Sector Strategic Development Plan 2012-2014.*

Ministry of Education, National Heritage, Culture and Arts, Youth and Sports, *Annual Corporate Plan for the Financial Year ended 31 December 2012.*

Ministry of Finance, *Annual Corporate Plan, 2013.*

Ministry of Finance, *Budget Estimates, 2013.*

Ministry of Finance (2012) *Economic and Fiscal Update – Supplement to 2013 Budget Address*, November.

Ministry of Finance, *Economic and Fiscal Update – Supplement to the 2012 Budget Address*.

Ministry of Finance (1970) *Fiji's 6th Development Plan 1971-1975*, Central Planning Office.

Ministry of Labour, Industrial Relations and Employment, *Annual Corporate Plan, 2012.*

Ministry of National Planning (2009) *Fiji's National Development Policy Framework: Roadmap for Democracy and Sustainable Social and Economic Development 2010-2014 – A Better Fiji for All* (RDSSED), December.

Ministry of Strategic Planning, National Development and Statistics, *Annual Corporate Plan for Financial Year ended 31 December 2012.*

Ministry of Strategic Planning, National Development and Statistics (2011) *National Strategic Human Resource Plan, 2011-2015,* (NSHRDP), August.

Ministry of Tourism, *Tourism Performance*, 2012, Republic if Fiji.

Ministry of Youth and Sports, *Situational Analysis of Youths in Fiji, 2011 Report.*

Public Service Commission: *Strategic Plan, 2011-2014.*

Fiji government legislation, regulations and orders

Constitution of the Republic of Fiji (2003).

Fiji National Training Act (1973 Cap 93).

Fiji National Training (Amendment) Act (No 24 of 2002).

Fiji National Training Levy Order (1973).

Higher Education Promulgation (No 24 of 2008).
The Fiji National University Decree (No 39 of 2009).
The Fiji National University (Amendment) Decree (No 58 of 2010).

Pacific regional documents

Pacific Islands Forum Secretariat (2009), *Pacific Education Development Framework (PEDF) 2009-2015*.
Pacific Islands Forum Secretariat (2007) *Pacific Plan for Strengthening Regional Cooperation and Integration*.
Pacific Islands Forum Secretariat (2009) Forum Education Ministers', *Pacific Education Development Framework*.

Australian Government documents

AusAID (2013) *Australian aid to Fiji: working together for better health, better education, better livelihoods*.
AusAID (2013) *Regional Program Annex to PESDA* – Discussion Paper, July.
AusAID (2013) *Review of Australian and New Zealand Support for the University of the South Pacific, 2010-2012*, Draft version 3.1, ERF, January.
AusAID (2013) *The Pacific Education and Skills Development Agenda and Delivery Strategy 2013-2021*, August.
AusAID (2012), *Fiji Country Strategy 2012-2014*.
AusAID (2012) *Pacific Tertiary Education Strategy 2020*, Draft 4, 25 June.
AusAID (2012) *The Fiji Annual Program Performance Report 2011*, September.
AusAID Education Resource Facility (2012) Current Issues in Education paper, *Skills Development and Technical and Vocational Education*, November.
AusAID (2011) *Pacific Education and Skills Development Agenda (PESDA): guidance on education and skills development across the Pacific*, June.
AusAID (2011) Research into the financing of Technical and Vocational Education and Training in the Pacific, *Research Brief*.
AusAID (2010) *Australia's regional aid program to the Pacific 2011-2015*, December.
AusAID (2008) *Pacific Partnerships for Development with Pacific Island Countries* (Port Moresby Declaration).

Other Australian agency documents

Department of Foreign Affairs and Trade, Fiji Factsheet, at www.dfat.gov.au/geo/fs/fiji.pdf

Other international agency documents

Asia Development Bank (2013) *Fiji Fact Sheet*, April, at www.adb.org/publications/fiji-fact-sheet.
Asia Development Bank (2012) *Fiji 2012: revitalizing the economy*, ADB and AusAID, Manilla.
Asia Development Bank (2012) *Fiji Fact Sheet*, December, at www.adb.org/countries/fiji/main.
Asia Development Bank (2008) *Skilling the Pacific: Technical and Vocational Education and Training in the Pacific*, prepared for the Pacific Islands Forum Secretariat by R. Johanson, P. Brady, A. Gorham and C. Voight-Graft.
Asia Development Bank (2007) *Technical-Vocational Skills Development in Fiji*, Technical Assistance for Implementation of Pacific Education Strategy: Skills *Development*, prepared for Pacific Islands Forum Secretariat by P. Brady, A. Gorham, R. Johanson, and E. Naisele.
Asia Pacific Development Centre on Disability, Country Profile: Fiji, at www.apcdfoundation.org/?q=content/Fiji.

Embassy of Japan in the Republic of Fiji (2012), *Japan's ODA: Rolling Plan for the Republic of Fiji*, April.

European Centre for the Development of Vocational Training (CEDEFOP) (1999) *Fields of Training Manual*, Eurostat.

International Finance Corporation-World Bank (2009) *Enterprise Survey – Fiji*.
International Labour Office, *Fact Sheet – Fiji*, at www.ilo.org/wcmsp5/groups/public@asia/@ro-bangkok/@ilo-suva.

International Labour Office (2008) *International Standard Classification of Occupations* (ISCO-08).

United Nations Development Program, Human Development Ranking, *Human Development Index 2012*, at www.undp.org/en/statistics.
Transparency International National Budget Cycle & Process Information, brochure, Fiji.
UNESCO Institute for Statistics, *Education (all levels) profile – Fiji*, UIS Statistics in Brief, at www.uis.unesco.org.
United Nations Educations, Scientific and Cultural Organisation (2012) *Transforming Technical and Vocational Education and Training*, Working document of the 3rd International Congress, at www.unesco.org/new/en/themes/education-building-blocks/technical-vocational-education-training-tvet/third-international-congress-on-tvet.
United Nations Educations, Scientific and Cultural Organisation (2008) *Education for All: mid-decade assessment report – Fiji*, for the Ministry of Education, National Heritage, Culture and Arts.
United Nations Educations, Scientific and Cultural Organisation, *World Data on Education*, 7th edition, 2010/11, International Bureau of Education, at www.ibe.unesco.org/en/services/online-materials/world-data-on-education.
World Bank (2013) *World development Indicators*, at www.worldbank.org/country/fiji.
World Bank – International Finance Corporation (2013) *Doing Business 2013: Smarter regulations for small and medium size enterprises*.
World Bank – International Finance Corporation (2009) *Enterprise Surveys: Fiji Country Profile*.
World Bank (2011) *Labour Markets in the Pacific Islands*, prepared by E. Farchy.
World Travel and Tourism Council, Fiji Economic Impact Report, at www.wttc.org/research/economic-impact-research/country-reports/f/fiji/

Other sources

Australia-Pacific Technical College (2012) *Employer Survey Report*, August.
Australia-Pacific Technical College (2012) *Graduate Tracer Survey Report*, November.
Australia-Pacific Technical College (2011) *Graduate Tracer Survey Report*, June.
Australia-Pacific Technical College, *APTC Annual Report and Plan: Report 1 July 2011 to 31 December 2011; Plan 1 January 2012 to 30 June 2012*.
Australia-Pacific Technical College, *APTC 2012-13 Annual Report and Plan.*
Australia-Pacific Technical College, *APTC 6-Monthly Progress Report, June 2012.*
Australia-Pacific Technical College*, APTC Quarterly Activity Report, Quarter 1 (January – March) 2013.*
Batiratu S. (2013) 'Quest to be better', *Fiji Times Online*, 6 July.
Brown A.M. (2009) Reporting Performance of Fiji Public Sector between the Coups, *Financial Reporting, Regulation and Governance*, 8:1, Curtin Business School.
Centre for Appropriate Technology and Development, Training programs, prospectus.
Chandra R. (2009) *Higher Education Developments in Fiji: global, regional and national imperatives and issues of quality and affordability*.
Farchy E. (2011) *Labour Markets in the Pacific Islands*, World Bank.
Fiji Council of Social Services, *Annual Report 2010-2011*, Suva.
Fiji Teachers' Association, *Benefits enjoyed by members*, brochure.
Fiji Teachers' Union, *Why we need the union*, brochure.
Global Integrity, *Global Integrity Index*, at www.globalintegrity.org/globalIndex.cfm.
Gopal A. (2013) 'Bright futures ahead', *Fiji Times*, 30 September.
Heritage Foundation, *2013 Index of Economic Freedom*, at www.heritage.org/index/country/fiji.

International Accounting Standard 20, Accounting for Government Grant and Disclosure of Government Assistance at www.iasplus.com/en/standards/ias/ias20.
Khan S.N. (2012) Student expectations at tertiary in situations: a case study of FNU, *Tertiary Education and Management*, 18:3.
Lerman R.I. (2013) 'Skill development in middle level occupations: the role of apprenticeship training', *IZA Policy Paper, No 61*.
Malo M. (2013) 'Jobless rate shock', *Fiji Times Online*, 3 June.
McGregor A. Tara L. Bamford G. and McGregor K. (2011) *The Tutu Rural Training Centre: lessons in non-formal adult education for self-employment in agriculture*, United Nations.
Montfort Boys' Town, *Training programs, prospectus*.
Nair R. (2011) *Australia-Pacific Technical College (APTC)*, Submission to Australian Government Independent Review of Aid Effectiveness, June.
Nair R. *Critical Analysis of the Australian-Pacific Technical College (APTC)*, unpublished.
Nasiko (2013) 'Wage survey sets standard', *The Fiji Times*, 18 October.
National Council for Building a Better Fiji (2008) *People's Charter for Change, Peace and Progress* (PCCPP), Fiji.
Nilan P. Cavu P. Tagicakiverata I. and Hazelman E. (2006) Whitecollar work: career ambitions of Fiji final year students, *International Education Journal*, 7:7.
Panapasa G. (2013) Millions flow in, *Fiji Times Online*, 11 April.
Price Waterhouse Coopers (2010) *Fiji National Budget 2011*, December.
Rawalai L. (2013) 'Worker training the focus', *Fiji Times Online*, 20 May.
Rice S. (2013) 'Hope for people with disabilities', *Fiji Times Online*, 5 June.
Scarr D. (1984) *Fiji: a Short History*, George Allen and Unwin, Sydney.
Seng L.S. (2011) *Case Study on National Policies Linking TVET with Economic Expansion: lessons from Singapore*, UNESCO.
Sharma A. and Naisele E. (2008) *Technical Vocational Education and Training: 'The Master Key' – Review of Functions of FIT, TPAF and Other TVET Providers*, for the Ministry of Education, National Heritage, Culture and Arts, June.
The University of Fiji (2010) *Strategic Plan 2012-2014: creating a culture of excellence*.
The University of the South Pacific, *Annual Report, 2012.*
The University of the South Pacific (2012) *Council Approved Annual Plan, 2013*, November.
The University of the South Pacific (2012) *University Grants Committee, Report: 2013-2015 Triennium*, September.
The University of the South Pacific, *Strategic Plan 2013-2018.*
Tilak J.B.G. (1996) 'Measurement of training costs', in A.C. Tuijnman Ed, *International Encyclopedia of Adult Education and Training, 2*nd ed, Pergamon.
Training and Productivity Authority of Fiji, *Grant Scheme 5*, Effective from 1 January 2010.
US Department of State, *Fiji: Country Specific Information*, at www.state.gov.
Whiteside B. (2013) Keynote address, *Fiji Economy Update 2013*, Holiday Inn, Suva, 20 August.

Websites

eeas.europa.eu/fiji/index_en.htm
www.adb.org/countries/fiji
www.cia.gov/library/publications/the-world-factbook/geos/fj.html
www.data.un.org
www.aid.govt.nz/where-we-work/pacific/fiji
www.enterprisesurveys.org/Data/ExploreEconomies/2009/fiji#workforce--sector
www.fiji.chris.gov.fj
www.fnu.ac.fj
www.foreignaffairs.gov.fj/trade-policy/international-cooperation/oda-to-fiji

www.foreignaffairs.gov.fj/trade-policy/international-cooperation/strategic-planning-and-decision-making-machinery-of-government
www.globalintegrity.org
www.pinz.co.nz
www.stats.fiji.gov.fj
www.sugaronline.com
www.unevoc.unesco.org/worldtvetdatabase.php

ANNEX 1. RESEARCH SCOPE AND OBJECTIVES

This Annex sets out the definition of TVET applied in this study, and the research questions the study sought answers to. They were provided by the Research Brief - *Research into Financing of Technical and Vocational Education and Training (TVET) in the Pacific - Research Brief,* AusAID, 2011 (pages 8-10).

Research scope

For the purpose of this research, TVET is defined as follows:

> Post-secondary education and training programs designed to develop vocational skills. Degree and higher-level programs, and subjects delivered as part of general education by secondary schools, are not included in this definition.

The research will encompass the following formal and non-formal learning. Informal (non-structured) learning is excluded:

- TVET at upper secondary school level (at and above Year 4) that is provided in specialist vocational secondary schools but not the provision of practical subjects within general education;[51]
- Post-secondary non-tertiary TVET provided for school leavers in specialist vocational colleges/centres;
- Post-secondary tertiary TVET up to Bachelor level programs;
- Structured training for both the formal waged economy and informal labour market;
- Structured training for pre-employment and for existing workers;
- Structured training provided on- and off-the-job, including apprenticeships;
- Enterprise-based, community-based and institution-based TVET;
- Structured training funded from public, private, community or external sources; and
- Structured training provided under the auspices of the Ministries of Education, Labour, Youth Development, Maritime, Fisheries and Tourism and Hospitality.

Research objectives

The following research objectives represent the minimum that the successful tenderer must cover; they will be refined in the design process (i.e. stage 1 of the project).

Sources of funding (revenues)

- What are the current public and private sources of capital and recurrent funding for TVET? A broad view is required and could include trainees, employers, the state, community (local, religious, ethnic and other communities), and international agencies (donors and NGOs). Funding for the Australia-Pacific Technical College (APTC) should be included in calculations.
- What is the relative contribution from each source in terms of the overall funding of TVET?
- What is the level of reliance on donor funding?
- What is the level of reliance on foreign private funding, and are there strategies in place to limit risks if there is a danger of funding being removed at short notice as investment decisions change?
- What non-financial inputs are provided for TVET, from what sources, and what is their estimated value?

Expenditure

- What is the overall level of public and private expenditure on TVET?

[51] In the Pacific these practical subjects within the general secondary curriculum include Design and Technology, Agricultural Science, Food & Textiles, Visual Arts, Fine Arts, Computer Studies.

- What is the total government expenditure on TVET as a proportion of total government expenditure and what is the relative contribution of national and provincial governments?
- What is TVET's share of the education sector budget?
- To what extent is there a gap between budget allocation to TVET and expenditure?
- Where is expenditure directed, and through what allocative mechanisms?
- What proportion of expenditure on TVET could be defined as quality related expenditures (e.g., teaching and learning materials and assessment, teacher/trainer professional development?)

Cost of TVET Services[52]

- What is the most useful unit of analysis for assessing the costs of TVET services?[53]
- What are the TVET services provided for the recurrent funds expended, and can they be quantified?[54]
- What are the comparative costs of TVET between different types of providers (e.g. government and non-government, small and large, education institutions, and employer based training), levels of training, fields of training, course duration, mode of delivery, and geographic location?
- What proportions of total costs are costs of wages and salaries, materials/consumables, and infrastructure?
- What is the cost of capital?
- What areas offer the greatest potential for improved cost efficiency?

Financing Mechanisms

- What funding mechanisms are currently being used in Pacific Island countries to finance or co-finance TVET? Such mechanisms could include the following: input-oriented or output-oriented financing, voucher systems, individual training fees and subsistence allowances (student loans, fellowships, scholarships or grants), traditional apprenticeship schemes or other co-financing arrangements such as work placements; employer training incentives (training cost reimbursement schemes, income tax rebate incentives, payroll-levy exemption), matching grants, self-financing of training institutions through fee-for-service and other revenue generating activities.
- How efficient and effective are these different mechanisms?
    - To what extent are they responsive to demand from industry, communities and individuals?
    - To what extent are they being used to promote inclusion of groups at risk of labour market and social exclusion?
- How successful are these mechanisms in providing the country with a predictable and sustainable source of financing for skills development?
- What policy measures are in place to improve diversification and sustainability in funding mechanisms?
- Is the existing funding model sustainable if access to TVET is to be expanded?
- What changes would ensure more financially sustainable and demand-based national TVET systems.

[52] Analysis of the costs of services should take into account the methodology used by Minford etc al (2010) for the Tonga education sector.

[53] Outputs will need to be defined but may be measured based on student guided hours, equivalent full-time students, graduates by level and funding rates.

[54] The issue of the comparability will be a complex one given the varying stages of implementation of competency based training (CBT) across the Pacific, the absence of comparability of national qualifications, and the differing quality of learning outcomes. These issues will need to be factored into the methodology used for costing.

ANNEX 2. TEMPLATES FOR LINE MINISTRY TVET PROVIDERS

I. MINISTRY OF EDUCATION VOCATIONAL SCHOOLS

MoE Enrolments & graduates

Enrolments in and graduates from Ministry of Education Vocational Schools 2012

A. Total enrolments

B. Graduates

A. Total enrolments in 2012

Code no.	District	Area	School	School Location	School type		Total			DISCIPLINE																												
										Auto Engineering			Welding Fabrication			Carpentry & Joinery			Catering & or Tailoring			Office Technology			Agriculture			Woodcraft			Computer			Marine				
					Public	Private/GF	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F		
1							-	-	-	-			-			-			-			-			-			-			-			-				

B. Graduates 2012

Code no.	District	Area	School	School Location	School type		Total			DISCIPLINE																												
										Auto Engineering			Welding Fabrication			Carpentry & Joinery			Catering & or Tailoring			Office Technology			Agriculture			Woodcraft			Computer			Marine				
					Public	Private/GF	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F		
							-	-	-	-			-			-			-			-			-			-			-			-				

MoE Full-time equivalent staff

Staffing of Ministry of Education Vocational Schools 2012

Full-time equivalent staff*

Code no.	District	Area	School	School Location	School type		Full-time equivalent staff*								
							Teaching staff			Non-teaching staff			Total staff		
					Public	Private/GF	Total	M	F	Total	M	F	Total	M	F

[*] A staff member employed full-time = 1 FTE; a staff member employed on a half-time basis = 0.5 FTE, etc

MoE Finances

Revenue and Expenditure for Ministry of Education Vocational Schools 2012 (FJ$)

Code no.	District	Area	School	School Locaton	School type		Revenue							Expenditure							
														Salaries, wages and other emoluments			Other operating expenditure	Total recurrent expenditure	Development expenditure[4]	Capital expenditure[5]	Total Expenditure
					Public	Private/GF	Government operating grants	Government capital grants	Fees charged to students	Fees charged to employers	Financial support from industry[1]	Other revenue[2]	Total revenue	Teaching/training staff[3]	Administration, general and all other non-teaching staff	Total staff emoluments					
													-			-		-			-

[1] Any cash support from industry (other than payment of course fees for their workers), and support in kind if a money value can be assigned to it.
[2] Include here income from selling goods and services produced by the institution.
[3] Emoluments include salaries, wages, living allowances, leave fares, pension contributions etc.
[4] Annual expenditure on staff development, developing new courses, etc
[5] Expenditure on the purchase of items costing FJ$2000 or more and having a useful life of one year or more., eg building extensions, equipment purchases, purchase of vehicles.

MINISTRY OF YOUTH AND SPORTS - YOUTH TRAINING CENTRES

Duration of training

Code no.	Division	Area	Centre	Type of training program							
				Program A		Program B		Program C		Program D	
				duration		duration		duration		duration	
				weeks	hours of training	weeks	hours of training	weeks	hours of training	weeks	hours of training
1											

Enrolments

Code no.	District	Area	Centre	Total			Type of training program												
							Program A			Program B			Program C			Program D			
				Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F
1				-	-	-	-			-			-			-			

Graduates

Code no.	District	Area	Centre	Total			Type of training program												
							Program A			Program B			Program C			Program D			
				Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F
1				-	-	-	-			-			-			-			

Full-time equivalent staff

Code no.	Division	Area	Centre	Full-time equivalent staff								
				Teaching staff			Non-teaching staff			Total staff		
				Total	M	F	Total	M	F	Total	M	F
				-			-			-	-	-

Finances

Revenue and Expenditure for Ministry of Youth and Sports - Youth Training Centres, 2012-13 (FJ$)

Code no.	Division	Area	Centre	Revenue							Expenditure							
				Government operating grants	Government capital grants	Fees charged to job-seekers	Fees charged to employers	Financial support from industry[1]	Other revenue[2]	Total revenue	Salaries, wages and other emoluments			Other operating expenditure	Total recurrent expenditure	Development expenditure[4]	Capital expenditure[5]	Total Expenditure
											Teaching /training staff[3]	Administration, general and all other non-teaching staff	Total staff emoluments					

[1] Any cash support from industry (other than payment of course fees for their workers), and support in kind if a money value can be assigned to it.
[2] Include here income from selling goods and services produced by the institution.
[3] Emoluments include salaries, wages, living allowances, leave fares, pension contributions etc.
[4] Annual expenditure on staff development, developing new courses, etc
[5] Expenditure on the purchase of items costing x local currency or more and having a useful life of one year or more., eg building extensions, equipment purchases, purchase of vehicles.

ANNEX 3. TEMPLATES FOR FIJI NATIONAL UNIVERSITY

Summary

FIJI NATIONAL UNIVERSITY

SUMMARY OF FINANCES – 2012

[FJ$]	Revenue (all sources)				Expenditure			
	Recurrent funding	**Development funding**	**Capital funding**	**Total**	**Recurrent expenditure**	**Development expenditure**	**Capital expenditure**	**Total**
College of Agriculture Fisheries and Forestry								
College of Business, Hospitality and Tourism								
College of Engineering, Science and Technology								
College of Humanities and Education								
College of Medicine, Nursing and Health Science								
National Training and Productivity Centre								
Central and un-allocated funding and expenditure								
Total FNU								

RECURRENT(OPERATING) PROGRAMS

	RECURRENT(OPERATING) PROGRAMS					
	Revenue (all sources)			Expenditure		
	2011	2012	2013 (est.)	2011	2012	2013 (est.)
College of Agriculture Fisheries and Forestry						
College of Business, Hospitality and Tourism						
College of Engineering, Science and Technology						
College of Humanities and Education						
College of Medicine, Nursing and Health Science						
National Training and Productivity Centre						
Central and un-allocated funding and expenditure						
Total FNU						

DEVELOPMENT PROGRAMS

	DEVELOPMENT PROGRAMS					
	Revenue (all sources)			Expenditure		
	2011	2012	2013 (est.)	2011	2012	2013 (est.)
College of Agriculture Fisheries and Forestry						
College of Business, Hospitality and Tourism						
College of Engineering, Science and Technology						
College of Humanities and Education						
College of Medicine, Nursing and Health Science						
National Training and Productivity Centre						
Central and un-allocated funding and expenditure						
Total FNU						

CAPITAL PROGRAMS

	CAPITAL PROGRAMS					
	Revenue (all sources)			Expenditure		
	2011	2012	2013 (est.)	2011	2012	2013 (est.)
College of Agriculture Fisheries and Forestry						
College of Business, Hospitality and Tourism						
College of Engineering, Science and Technology						
College of Humanities and Education						
College of Medicine, Nursing and Health Science						
National Training and Productivity Centre						
Central and un-allocated funding and expenditure						
Total FNU						

ALL PROGRAMS

	ALL PROGRAMS					
	Revenue (all sources)			Expenditure		
	2011	2012	2013 (est.)	2011	2012	2013 (est.)
College of Agriculture Fisheries and Forestry						
College of Business, Hospitality and Tourism						
College of Engineering, Science and Technology						
College of Humanities and Education						
College of Medicine, Nursing and Health Science						
National Training and Productivity Centre						
Central and un-allocated funding and expenditure						
Total FNU						

FNU REVENUE

A. CONSOLIDATED FNU REVENUE

Source of funds (FJ$)	2011 actual	2012 actual	2013(est.)
Annual Ministry of Finance operating grants			
recurrent (operating) grant			
capital grant			
all other MoF appropriations			
Total MoF annual appropriations			
National Training Levy allocations			
Direct funding (ODA) from international donors			
earmarked for TVET operations			
all other direct donor assistance			
Total direct ODA funding			
Income from student fees			
from TVET program students			
from other FNU students			

Total student fees			
Revenue from the sale of services or products			
from TVET operations			
from other FNU activities			
Total revenue from sales			
Other revenue sources			
related to TVET programs			
all other sources			
Total other sources			
Total annual funding- all sources			

B. COLLEGES

B. College of Agriculture Fisheries and Forestry
C. College of Business, Hospitality and Tourism
D. College of Engineering, Science and Technology
E. College of Humanities and Education
F. College of Medicine, Nursing and Health Science
G. National Training and Productivity Centre

Source of funds (FJ$)	2011 actual	2012 actual	2013 (est.)
FNU allocations			
recurrent (operating) grant			
capital grant			
all other FNU appropriations			
Total FNU annual appropriations			
National Training Levy allocations			
Direct funding (ODA) from international donors			
earmarked for CAFF operations			
share of FNU donor assistance			
Total direct ODA funding			

Income from student fees			
from TVET program students			
from other CAFF students			
Total student fees			
Revenue from the sale of services or products			
from TVET operations			
from other CAFF activities			
Total revenue from sales			
Other revenue sources			
related to TVET programs			
all other sources			
Total other sources			
Total annual funding- all sources			

FNU EXPENDITURE

A. CONSOLIDATED FNU REVENUE

Expenditure category (FJ$)	2011 actual	2012 actual	2013 (est.)
Routine recurrent/operational expenditure			
Wages, salaries and other staff emoluments			
salaries and other emoluments of teaching/training staff directly involved in TVET programs			
salaries and other emoluments of other FNU teaching staff			
wages, salaries and other emoluments of non-teaching staff (including admin, general and management staff at the central/college/school levels)			
Total wages, salaries, etc			
Other non-labour operating expenditure (consumables, utilities, maintenance, etc)			
directly associated with provision of TVET programs			
incurred in other FNU teaching programs and in non-teaching/training functions at the central/college/school admin level			
Total non-labour operating expenditure			
Total routine recurrent operating expenditure			
Development expenditure (including staff development)			

development/introduction of new TVET programs and/or upgrading of existing TVET courses			
staff/professional development programs			
other development items			
Total development expenditure			
Capital expenditure (expenditure on civil works, equipment, machinery, etc)			
directly related to TVET operations			
other capital expenditure			
Total capital expenditure			
Total annual expenditure – all categories			

B. COLLEGES

B. College of Agriculture Fisheries and Forestry
C. College of Business, Hospitality and Tourism
D. College of Engineering, Science and Technology
E. College of Humanities and Education
F. College of Medicine, Nursing and Health Science
G. National Training and Productivity Centre

Expenditure category (FJ$)	2011 actual	2012 actual	2013 (est.)
Routine recurrent/operational expenditure			
Wages, salaries and other staff emoluments			
salaries and other emoluments of teaching/training staff directly involved in TVET programs			
salaries and other emoluments of other FNU teaching staff			
wages, salaries and other emoluments of non-teaching staff (including admin, general and management staff at the central/college/school levels)			
Total wages, salaries, etc			
Other non-labour operating expenditure (consumables, utilities, maintenance, etc)			
directly associated with provision of TVET programs			
incurred in other FNU teaching programs and in non-teaching/training functions at the central/college/school admin level			
Total non-labour operating expenditure			
Total routine recurrent operating expenditure			

Development expenditure (including staff development)			
development/introduction of new TVET programs and/or upgrading of existing TVET courses			
staff/professional development programs			
other development items			
Total development expenditure			
Capital expenditure (expenditure on civil works, equipment, machinery, etc)			
directly related to TVET operations			
other capital expenditure			
Total capital expenditure			
Total annual expenditure – all categories			

FNU EXPENDITURE 2012

	Salaries, wages and other emoluments			Other operating expenditure[4]	Total recurrent expenditure	Development expenditure[5]	Capital expenditure[6]	Total Expenditure
	Teaching/training staff[3]	Administration, general and all other non-teaching staff	Total staff emoluments					
College of								
Department of			-		-			-
			-		-			-
			-		-			-
			-		-			-

FNU STAFFING

A. Total FNU

Staff category	Full-time equivalent staffing numbers (as at February 1)		
	2011	2012	2013
FNU academic/teaching training staff			
Teaching/training staff directly involved in TVET programs			
Other FNU teaching (academic) staff			
Total academic/teaching training staff			
FNU administrative/general support staff			
FNU administrative/general support staff			
Total FNU administrative/general support staff			
Total FNU staff – all categories			

B. Colleges

Staff category	Full-time equivalent staffing numbers (as at February 1)		
	2011	2012	2013
Academic/teaching training staff			
Teaching/training staff directly involved in TVET programs			
Other teaching (academic) staff			
Total academic/teaching training staff			
Administrative/general support staff			
Administrative/general support staff			
Total administrative/general support staff			
Total staff – all categories			

Courses and students

TVET program name and description	Level (eg Cert III)	Program Fee (FJ$)	Max. no of student contact hours	Duration (e.g. 2 yrs part-time)	No. of teaching staff (FTE.)	Enrolments as at February 1 2012			Graduations for year ended December 31 2012		
						Male	Female	Total	Male	Female	Total
College of											
Department of											
Qualification											

ANNEX 4. PRIVATE PROVIDER SURVEY INSTRUMENT

RESEARCH INTO THE FINANCE OF TVET IN THE PACIFIC

FIJI COUNTRY STUDY

DATA REQUEST FROM TRAINING PROVIDER

NAME OF PROVIDER:

NAME OF RESPONDENT:
POSITION IN ORGANISATION:

Please supply the following information regarding your operations in the period 2011 to 2013.

Annual income and expenditure on the provision of training: 2011 to 2013

FJ$	Financial Year (FY)		
Revenue	**2011**	**2012**	**estimate 2013**
Fees charged to students			
Fees charged to employers			
Financial support from governing body (owner, church board of education, etc)			
Financial support from industry[55]			
Government grants			
Grants from donors (eg AusAID, EU, etc)			
Other income[56]			
Total income			
Expenditure			
Item of Expense	**-**	**-**	**-**
Salaries, wages and other emoluments	**-**	**-**	**-**
Teaching/training/instructional staff[57]			
Administration, general and all other non-teaching staff			
Total staff emoluments			
Other operating expenditure			
Total recurrent expenditure			
Development expenditure[58]			
Capital expenditure[59]			
Total Expenditure			

[55]Any cash support from industry (other than payment of course fees for their workers), and support in kind if a money value can be assigned to it.
[56]Include here income from selling goods and services produced by the institution.
[57]Emoluments include salaries, wages, living allowances, leave fares, pension contributions etc.
[58] Annual expenditure on staff development, developing new courses, etc
[59]Expenditure on the purchase of items costing FJ$2,000 local currency or more and having a useful life of one year or more, eg building extensions, equipment purchases, purchase of vehicles.

Number of staff employed by training provider, as at 1February, 2011-2013

Teaching year	2011	2012	2013		
Staff category	**Full-time equivalent (FTE)[60]**	**Full-time equivalent (FTE)[61]**	**Full-time[62]**	**Part-time[63]**	**Full-time equivalent (FTE)[64]**
Teaching staff (lecturers and instructors)					
Non-teaching staff (administration and general staff)					
Total number employed					

TVET programs offered by the training provider in 2012

TVET program/course name and description	level[65]	course fee FJ$	max. no of student contact hours	no. of teaching staff (FTE)	Total enrolments as at June 30, 2012			graduations for year ended December 2012		
					M	F	T	M	F	T
Example - Carpentry	*Cert II*	*200*	*720*	*4*	*75*	*5*	*80*	*36*	*2*	*38*

[60] A staff member employed full-time = 1FTE; a staff member employed on a half-time basis = 0.5 FTE, etc
[61] A staff member employed full-time = 1FTE; a staff member employed on a half-time basis = 0.5 FTE, etc
[62] Employed for 35 hours or more per week
[63] Employed for less than 35 hours a week or on a casual basis
[64] A staff member employed full-time = 1FTE; a staff member employed on a half-time basis = 0.5 FTE, etc
[65] Stipulate whether certificate or diploma level or, if more precise, state which qualification framework (eg FQF)

Please briefly describe your institution (background, history, organizational structure, future plans):

Please list minimum entry requirements for your various programs/course:

Is your Institution recognized and/or registered with the Fiji Higher Education Commission? If it is not, o you intend to apply?

Any queries, please contact Ms Manaini Rokovunisei at Manaini.Rokovunisei@austraining.com.au

THANK YOU

ANNEX 5. ENTERPRISE TRAINING EXPENDITURE SURVEY

RESEARCH INTO THE FINANCING TVET IN THE PACIFIC FIJI COUNTRY STUDY 2013

Return number: | | |

Please note, that information you provide us will be treated with the strictest confidentiality, and the enterprise will not be identifiable in any of the results of the survey.

NAME OF ENTERPRISE :

ADDRESS

Location … ……
Telephone number……
Fax number……
Email address…… ……

NAME OF PRINCIPAL CONTACT… ……

POSITION IN ENTERPRISE: ……

1 What is the main industry sector in which the enterprise operates, (eg manufacturing, mining, tourism)?

……..

2 Please provide estimates of the following for the latest three financial years. (FJ$ thousands)

Item	2010	2011	2012
What was the enterprise's annual total revenue or total budget?			
What was the enterprise's annual 'wages bill' ? (i.e. its annual expenditure on wages, salaries and other employee emoluments)			

3 What was the number of people employed by the establishment, as at December 31, over the last three years?

	2010	2011	2012
Full-time employees *- (those working 35 hours or more a week on average)*			
Females			
Males			
Sub-total			
Part-time and casual workers *- (those working less than 35 hour a week on average or on contract)*			
Females			
Males			
Sub-total			
All Employees			
Females			
Males			
Total			

4. Does the enterprise have an apprenticeship program? *(please tick)*

Yes	
No	

5. If yes, then how many in each of the following trades did it employ in 2012?

Trade	
Aircraft Maintenance	
Automotive Electrical	
Automotive Mechanic	
Boiler making	
Carpentry	
Cook	
Electrical Fitter Mechanic	
Electronics	
Fitting and Machining 5	
Heavy Commercial Vehicle Mechanic	
Heavy Mobile Plant Mechanic	
Industrial Sewing Machinery Mechanic	
Joinery and Cabinet Making	
Marine Engineering	
Navigation and Seamanship	
Panel Beating	
Plant Maintenance Engineering	
Printing	
Refrigeration and Air conditioning	
Saw Doctor	
Shipwright	
Welding and Fabricating	
Others (Please specify)	

6. Please indicate if the enterprise undertook any training <u>other</u> than through its apprenticeship program in 2012

Please tick

<u>In house</u> structured training using <u>own</u> training staff and facilities

e.g. internal workshops, lectures, etc; computer assisted training programs; other training courses, etc	
<u>In house</u> structured training using <u>external</u> training providers	
e.g. internal workshops, lectures, etc; computer assisted training programs; other training courses, etc	

<u>Off-site</u> structured training programs conducted by external training providers

FNU	
APTC	
Other public or regional provider	
Private training provider under FHEC	
Industry or professional association	

Equipment and/or product manufacturer/supplier	
Other external provider (please specify) ……..	

Unstructured training arrangements

For example, on-the-job training as the need arises	

7. Please provide an estimate of <u>gross</u> expenditure on training in 2012

Expenditure item	FJ$
National Training Levy	
Apprenticeship training scheme fees	
Expenditure on enterprise's own training staff and facilities	
Expenditure on external trainers and training providers	
Employee wage subsidies whilst undertaking training	
Employee training fee reimbursements or subsidies	
Reimbursement or subsidy of other employee training costs, eg travel costs, tools and materials, etc	
Other	
Estimated gross expenditure on training	

8. What avenues, if any, were available in 2012 to enable the enterprise to reduce the <u>net</u> cost of training?

Item	FJ$
Reimbursement of National Training Levy	
Fees charged to trainees	
Other (please specify) ……..	
Estimated total	

9. Are employees paid their full wage and other benefits during time on training?

	Please tick
Yes	
No	

10. If not, then please specify approximate percentage, for example 50%, 75%

Percent

11. Under the National Levy Scheme, is this organization a Method A or Method B trainer?

	Please tick
Method A	
Method B	

NO FURTHER QUESTIONS THANK YOU

……

OFFICE USE ONLY

Date of First Interview…….

Date(s) of follow up visits……..

Questionnaire Completed…… Yes/No

ANNEX 6. CLASSIFICATION AND CODING SYSTEMS USED IN DATA COLLECTION AND RECORDING

International classification and coding systems were applied in this study for the following variables:

- fields of training
- occupations
- industries

1. Fields of training

0 General Programs

010 Basic programs
080 Literacy and numeracy
090 Personal development

1 Education

141 Teaching and training
142 Education science

2 Humanities and the arts

211 Fine arts
212 Music and performing arts
213 Audio-visual techniques and media production
214 Design
215 Craft skills
221 Religion and theology
222 Foreign languages and cultures
223 Mother tongue
224 History, philosophy and related subjects

3 Social sciences, business and law

310 Social and behavioural science
321 Journalism and reporting
322 Library, information, archive
341 Wholesale and retail sales
342 Marketing and advertising
343 Finance, banking, insurance
344 Accounting and taxation
345 Management and administration
346 Secretarial and office work
347 Working life
380 Law

4 Science

420 Life science
440 Physical science
460 Mathematics and statistics
481 Computer science
482 Computer use

5 Engineering, manufacturing and construction

521 Mechanics and metal work
522 Electricity and energy
523 Electronics and automation

524 Chemical and process
525 Motor vehicles, ships and aircraft
541 Food processing processing
542 Textiles, clothes, footwear, leather
543 Materials (wood, paper, plastic, glass)
544 Mining and extraction
581 Architecture and town planning
582 Building and civil engineering

6 Agriculture

621 Crop and livestock production and fishery
622 Horticulture
623 Forestry
624 Fisheries
640 Veterinary

7 Health and welfare

721 Medicine
722 Medical services
723 Nursing
724 Dental studies
761 Child care and youth services
762 Social work and counselling

8 Services

811 Hotel, restaurant and catering
812 Travel, tourism and leisure
813 Sports
814 Domestic services
815 Hair and beauty services
840 Transport services
850 Environmental protection
861 Protection of property and persons
862 Occupational health and safety
863 Military

9 Not known

Source: European Centre for the Development of Vocational Training (CEDEFOP) *Fields of Training Manual*, Eurostat, 1999,

2. Occupations

1 Managers

11 Chief executives, senior officials and legislators
12 Administrative and commercial managers
13 Production and specialized services managers
14 Hospitality, retail and other services managers

2 Professionals

21 Science and engineering professionals
22 Health professionals
23 Teaching professionals
24 Business and administration professionals

25 Information and communications technology professionals

26 Legal, social and cultural professionals

3 Technicians and associate professionals

31 Science and engineering associate professionals

32 Health associate professionals

33 Business and administration associate professionals

34 Legal, social, cultural and related associate professionals

35 Information and communications technicians

4 Clerical support workers

41 General and keyboard clerks

42 Customer services clerks

43 Numerical and material recording clerks

44 Other clerical support workers

5 Service and sales workers

51 Personal service workers

52 Sales workers

53 Personal care workers

54 Protective services workers

6 Skilled agricultural, forestry and fishery workers

61 Market-oriented skilled agricultural workers

62 Market-oriented skilled forestry, fishing and hunting workers

63 Subsistence farmers, fishers, hunters and gatherers

7 Craft and related trades workers

71 Building and related trades workers, excluding electricians

72 Metal, machinery and related trades workers

73 Handicraft and printing workers

74 Electrical and electronic trades workers

75 Food processing, wood working, garment and other craft and related trades workers

8 Plant and machine operators, and assemblers

81 Stationary plant and machine operators

82 Assemblers

83 Drivers and mobile plant operators

9 Elementary occupations

91 Cleaners and helpers

92 Agricultural, forestry and fishery labourers

93 Labourers in mining, construction, manufacturing and transport

94 Food preparation assistants

95 Street and related sales and service workers

96 Refuse workers and other elementary workers

0 Armed forces occupations

01 Commissioned armed forces officers

02 Non-commissioned armed forces officers

03 Armed forces occupations, other ranks

Source: ILO *International Standard Classification of Occupations*, 2008 (ISCO-08)

3. <u>Industries</u>

A. Agriculture, Forestry and Fishing
B. Mining
C. Manufacturing
D. Electricity, Gas and Water Supply
E. Construction
F. Wholesale Trade
G. Retail Trade
H. Accommodation, Cafes and Restaurants
I. Transport and Storage
J. Communication Services
K. Finance and Insurance
L. Property and Business Services
M. Government Administration and Defence
N. Education
O. Health and Community Services
P. Cultural and Recreational Services
Q. Personal and Other Services

Source: ABS, *Australian and New Zealand Standard Industrial Classification* (ANZSIC), 1993

ANNEX 7. PERSONS CONSULTED DURING THE FIJI FIELDWORK

Ministry/Organisation/Institution	Representative
AusAID	Ms Tina Seniloli Senior Program Manager, Education
AusAID	Ms Lori Banks Senior Program Manager-Regional Education
AusAID	Mr Alex Konrote Program Manager, Scholarships
AusAID	Mr Padric Ham Senior Program Manager, Bilateral Education
Ministry of Finance	Ms Sinate Mualaulau Acting Deputy Secretary, Budget Division
Ministry of Finance	Ms Neelam Raj Senior Economic Planning Officer
Ministry of Finance	Mr Isoa Talemaibua Principal Economic Planning Officer
Ministry of Finance	Mr Sanjay Kumar
Ministry of Education, TVET Department	Ms Alumeci Tuisawau, Director
Ministry of Education, TVET Department	Mr Tomasi Naborisi Principal Education Officer, TVET Section
Ministry of Education, TVET Department	Mr Harry Smith Education Officer, TVET Section
Ministry of Education, TVET Department	Muneshwar Prasad Acting Senior Education Officer, TVET
Fiji Higher Education Commission	Mrs Salote Rabuka Director
Fiji Higher Education Commission	Mr Eci Naisele
Fiji Higher Education Commission	Mr Rajendra Prasad
Fiji Higher Education Commission	Dr Richard Wah Executive Chairman
Ministry of Labour, Industrial Relations and Employment	Mr Viliame Cagilaba, Director NEC
Ministry of Labour, Industrial Relations and Employment	Mr Taito Waqa Permanent Secretary
Ministry of Youth and Sports	Mr William Naisara, Director
Ministry of Youth and Sports	Mrs Amele Navunicagi Principal Youth Officer, Training and Development
Ministry of Youth and Sports	Mr Akuila Sovanivalu Youth Officer, Training and Development
Ministry of Strategic Planning, National Development and Statistics	Mr Krishna Prasad Deputy Secretary
Ministry of Strategic Planning, National Development and Statistics	Mr Mesake Semainaliwa Senior Economic Officer
Ministry of Industry and Trade	Ms Sovaia Marawa Deputy Secretary
Bureau of Statistics	Mr Serevi Baledrokadroka, Acting Government Statistician
University of the South Pacific	Professor Akhilanand Sharma, Head, Department of

Ministry/Organisation/Institution	Representative
	Education
University of the South Pacific	Hasmukh Lal Director- RCCCE
PATVET	Dr Isimeli Tagicakiverata, Pacific Association of TVET
Fiji National University	Dr Ganesh Chand Vice Chancellor
National Training and Productivity Centre, FNU	Dr Kamlesh Shashi Prakash Director
Fiji National University	Dr Michael Gregory Director Planning
Fiji Commerce and Employers Federation	Mr Nesbitt Hazelman CEO
Fiji Hotel and Tourism Association	Mr Michael Wong CEO
Public Service Commission	Mr Iliesa Lutu Deputy Secretary
Public Service Commission	Ms Alumeci Korobiau Director- Scholarships
Public Service Commission	Mr Ajay Singh Director-CTD
Montfort Boys' Town	Brother Paul Shaji Director
Fiji Vocational Technical and Training Centre for Persons with Disabilities	Mr Jone Robanakadavu Centre Manager
Fiji Council of Social Services	Mr Hasan Khan Director
Fiji Council of Social Services	Mr Neil Maharaj Projects Officer
National Centre for Small Microenterprise Development	Mr Ravi Chand Director
International Labour Organisation	Mr Edward Bernard
Marist Champagne Institute	Mr Francis Varea Principal

ANNEX 8. MEMBERSHIP OF THE NATIONAL REFERENCE GROUP

Ministry/Organisation/Institution	Representative
Ministry of Finance	Madam Chair- Ms Sinate Mualaulau Acting Deputy Secretary
Ministry of Education, TVET Department	Ms Alumeci Tuisawau, Director
Fiji Higher Education Commission	Mrs Salote Rabuka Director
Ministry of Labour, Industrial Relations and Employment	Mr Viliame Cagilaba, Director NEC
Ministry of Youth and Sports	Mr William Naisara, Director
Ministry of Women, Social Welfare and Poverty Alleviation	Ms Luse Qereqeretabua, Principal Research Officer
Ministry of Strategic Planning, National Development and Statistics	Mr Krishna Prasad Deputy Secretary
Bureau of Statistics	Mr Serevi Baledrokadroka, Acting Government Statistician
University of the South Pacific	Professor Akhilanand Sharma, Head, Department of Education
PATVET	Dr Isimeli Tagicakiverata, Pacific Association of TVET
National Training and Productivity Centre, FNU	Dr Kamlesh Shashi Prakash Director
Fiji National University	Dr Michael Gregory Director Planning
Fiji Commerce and Employers Federation	Mr Nesbitt Hazelman CEO
Fiji Hotel and Tourism Association	Mr Michael Wong CEO

The project *Research into the Financing of Technical and Vocational Education and Training (TVET) in the Pacific* was managed by the Australian Council for Educational Research (ACER) and Scope Global on behalf of the Australian Government. The project was undertaken between 2012 and 2014 under contract to the Australian Government, initially through AusAID and then the Department of Foreign Affairs and Trade (DFAT).

The study was conducted in seven Pacific countries: Fiji; Kiribati; Papua New Guinea; Samoa; Solomon Islands; Tonga; and Vanuatu. The aims of the research were to produce, in conjunction with host country governments and TVET stakeholders, comprehensive analyses of the systems for financing TVET and discussions of policies through which the financing of TVET could be made more efficient and effective. This volume is one of the seven country reports produced by the study.

ISBN 978-1-74286-281-1

Australian Government

Department of Foreign Affairs and Trade