Government of Tonga

Ministry of Training, Employment, Youth and Sport (MoTEYS)

TVET Support Program (TSP)

SIX MONTHLY PROGRESS REPORT
JULY – DECEMBER 2011

NUKU'ALOFA - JANUARY 2012

Government of Tonga
Ministry of Training, Employment, Youth and Sport (MoTEYS)

Table of Contents

"The views expressed in this paper are those of the authors and not necessarily those of the Australian Government"

GLOSSARY & ABBREVIATIONS

APW	Alternate Pathways (Sub-component 1.4)
AusAID	Australian Agency for International Development
CBT	Competency Based Training
CRG	Critical Reflection Group
DD	Demand-driven
DEEWR	Department of Education, Employment and Workplace Relations
DPM	Deputy Program Manager
EG	Equipment Grant (facility)
ETF	Employment Training Fund
GoT	Government of Tonga
ITAC	Industry Training and Advisory Council
KPI	Key Performance Indicator
LA	Local Adviser
M&E	Monitoring and Evaluation
MEWAC	Ministry of Education, Women's Affairs and Culture
MIS	Management Information System
MOF	Ministry of Finance
MoTEYS	Ministry of Training, Employment, Youth and Sports
MCLI	Ministry of Commerce, Labour and Industry
NSC	National Steering Committee (includes also NTSF)
NTSF	National TVET Stakeholder's Forum
NZAP	New Zealand Aid Program
NZQA	New Zealand Qualifications Authority
OHS&W	Occupational Health, Safety and Welfare
PD	Program Director
PDD	Program Design Document
PODD	Program Officer for Demand Driven (training)
POME	Program Officer for Monitoring & Evaluation
PONT	Program Officer for National Training (System)
PTM	Program Technical Manager
QA - QC	Quality Assurance and Quality Control
RPL	Recognition of Prior Learning
RQF	Regional Qualifications Framework
SMR	Six-monthly Report
STA	Short Term Adviser
TAA	Code assigned to Certificate IV in Workplace Assessment and Training
TATVET	Tonga Association for TVET (providers)
TF-APW	Taskforce for management/oversight of Alternate Pathways pilot program
TMIS	TVET Management Information System
TNA	Training Needs Assessment
TNQAB	Tonga National Qualifications and Accreditation Board
TSP 1	Tonga TVET Support Program Phase 1
TVET	Technical and Technical and Vocational Education and Training

LIST OF ANNEXES:

Annex A: TNQAB list of Registered Training Providers – Dec. 2011.

Annex B: Copy of Staff Appraisal Questionnaire

Annex C: Summary Financial Management Report

- TSP Response to Independent Financial Audit

Annex D: A summary of M&E capacity development - POME

Annex E: Revision of KRA statements and KPIs (30)

LIST OF KEY TRAINING PROVIDERS AND ABBREVIATIONS:

(Alpha sorted):

1. ATC   'Ahopanilolo Technical College

2. MTI   Montfort Technical College

3. NCVS   National Centre for Vocational Studies

4. St Joseph's St. Joseph's Business College

5. TIHE   Tonga Institute of Higher Education

6. TIST   Tonga Institute of Science and Technology

7. TTI   Tupou Tertiary Institute

LIST OF TSP REPORTS – Jul.-Dec. 2011

The reports listed below were generated by STA inputs and/or the MoTEYS TSP Team and submitted to the Program Director during the period, Jul.– Dec. 2011.

Alternate Pathways

STA-APW: Milestone Report MS3: "Briefing Paper on Alternate Pathways" Aug. 2011

Annual Plan – Year 2

TSP Annual Plan Year 2: 2011-12 [First Draft]   July 2011

Monitoring and Evaluation

STA-M&E: Milestone Report MS1: "First input to M&E Progress report" July 2011
STA-M&E: Milestone Report MS2: "Second input to M&E Progress report" Aug. 2011
STA-M&E: Milestone Report MS3: "M&E Input Completion report" Dec. 2011

TVET Management Information Systems

STA-TMIS: Input 1 Report: "Progress on TMIS Scoping Study" Dec. 2011

EXECUTIVE SUMMARY

This report covers a six-month period consisting of the first and second quarters of TSP Year 2, ie., Jul.–Dec. 2011. It was prepared by the PTM in consultation with the MoTEYS TSP Team and the Acting Program Director, Dr. Taniela Fusimalohi for presentation to the donors (AusAID-NZAP) through the forum of the Program Steering Committee (PSC).

The Tonga TVET Support Program (TSP 1) is a four-year program funded equally by AusAID and NZAP. The strategic goal of the program is to improve the economic development of Tonga by means of upgrading the delivery of Technical and Vocational Education and Training (TVET) to prepare a more highly skilled, mobile and regionally/internationally competitive workforce. The program is managed by the Ministry of Training, Employment, Youth and Sport (MoTEYS) and commenced activities in June 2010.

Throughout the report period, the TSP Annual Plan Yr.2 remained in draft form although there was agreement-in-principle based on the July 2011 version, that activities could proceed in Comp. 1 (all) and Comp. 2.1, under the direction of the Program Director and the Deputy Program Director[1].

The TSP suffered from significant staff turn-over in technical and administrative/support roles. These matters are discussed under Comp. 3, including the appointment of a new PTM in Sep.-Oct. The PTM commenced duties on 14 Nov.2011.

The TSP continued to host inputs from various Short Term Advisers (STAs) in the areas of:

- Annual Planning and Budget Preparation (AP-Yr2)   Ms. Ceri Bryant (Canberra, Aust.)
- Monitoring and Evaluation (M&E)   Mr. Geoff Penhall (Adelaide, Aust.)
- TVET Management Information Systems (TMIS)   Mr. Lyndon Voigt (Melbourne, Aust.)

The reports on implementation and outputs indicate delays which were a direct result of extensive turn-over in key technical staff and subsequent cycles of induction for new staff. The STAs and PTM assisted these new technical personnel with orientation and preparation to undertake their respective portfolios. Given these essential capacity building measures, the progress achieved on the Yr.2 Workplan can be best described as satisfactory.

An extended process of negotiation and amendment to the TSP Yr.2 Annual Plan, 2011-12 continued through the report period. Delays due to uncertainty associated with leadership (PTM and DPM) and with the capacity of MoTEYS and the TSP to implement Component 2.2 were central issues. It was agreed to suspend activities for Comp. 2.2 until capacity/stability were substantially improved and data was available to quantify actual levels of demand.

The appointment in June 2011 of an experienced Program Officer (Finance and Procurement) with additional capability to support in-house IT needs strengthened the capacity of the TSP to

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[1] The DPM commenced maternity leave in late Oct. 2011 and is expected to return to MoTEYS on 13 Feb. 2012.

operate an effective financial management system and to procure and maintain services of all kinds, including effective systems of audit to Donor and GoT standards.

The appointment of the PO(MIS) has greatly improved the financial systems management capability of the Program in compliance with GoT operational regulations. There is now an excellent line of communication and systems in place with the Ministry of Finance and Treasury.

The Six-monthly Progress Report provides a Summary on Financial Management and Procurement (see Annex C). This succinct summary reflects very clearly the rising standards in program management and financial accountability (audit) that are now in place. These established systems will compliment the TMIS when that facility becomes available in the fourth quarter of the Year 2 Workplan.

Program Technical Manager
G. Penhall
31 January 2012

1. INTRODUCTION

This is the second six-monthly progress report prepared by the program, the last being dated Sep. 2010. The report is intended to inform the donors and the Program Steering Committee (PSC) on outcomes achieved through implementation and the associated lessons learned. It seeks also to highlight the responsibilities and issues shared in data collection, analysis and storage and the risks encountered and/or managed in the course of implementation. The latter half of 2011 was a period of consolidation across the program with an emphasis on appointing and stabilizing the staff team. The TSP had progressed from a point of being severely under-staffed, weak in technical capacity and inadequately engaged with boundary partners (stakeholders), to a position approaching full capacity, with strengthened technical capability and improved engagement with the TVET community.

The report outlines activities conducted in the first half of the second year of operation, ie., the first and second quarters of Year. 2: Jul. – Dec. 2012. In this time the Annual Plan, tabled as a draft in July 2011, was the primary reference. It was also a time when there was ongoing dialogue between the donors and the Program Director concerning the capacity of the TSP team to deliver the program as proposed.

Through negotiations it was agreed that activities listed under Component 2.2 be placed on stand-by, perhaps to be reconsidered in the AP process for Year 3. The donors had expressed a clear preference for a more manageable "no-frills" approach, concentrating on the delivery of mainstream strategies, including those that were recognised as foundation-building activities and which carried a low level of exposure to external risk.

In Aug. 2011 the Program Director chaired a panel process to appoint a new PTM. The panel considered a wide range of applications and proceeded to make an appointment in October. The appointee was contracted for two years with a performance review due after 12 months of service. The new PTM took up the leadership role in mid-November with a primary concern to build and consolidate the technical team's operational capacity and to coordinate administrative services for responsive and efficient implementation.

About this time it was also recognised that as the GoT proceeded with the restructuring of government and Ministries, moving from the current 25 Ministries to 13, that such activities had a potential to impact on the TSP operation in the immediate period of Year 2 - Quarters 3-4 (Jan.-Jun. 2012. It will be essential that the PTM keep up to date, stay informed on developments and maintain appropriate communications with key stakeholders.

The Tonga TVET Support Program Phase 1 (TSP 1) represents a four-year commitment by Australia and New Zealand to assist the GoT to develop a national TVET system that provides internationally recognized qualifications in a sustainable manner and at reasonable cost.

The Program commenced in June 2010 and is currently managed by MoTEYS. The program remains committed to the Strategic Objective which reads:

> *To make Tongans more competitive in domestic, regional and international labour markets through improved demand-based technical and vocational training and internationally recognised qualifications.*

Achievement of this broad objective is intended to be assessed against three Key Performance Indicators (KPIs):

- 80 percent of courses offered are competency based, by competency based qualified trainers
- There is a functioning accreditation process for TVET courses that includes overseas recognition of qualifications, and
- 80 percent of all institutions have been through the process

The TSP1 design and workplan incorporates three main components as follows:-

- Component 1:   Developing the National Training System

- Component 2:   Promoting Demand-driven Training

- Component 3: Program Management and Institutional Strengthening

The report describes the activities scheduled and conducted in each of these components and indicates a range of outputs appropriate to the time frame towards the achievement of KPIs and required outcomes (impact).

Those preparing or contributing to this report have also sought to recognise the forthcoming Mid-term Review and the value that will bring to the TSP as it approaches the next annual planning process for the third program year, 2012-13.

2. RECOMMENDATIONS

The items listed indicate a range of recommendations that arise from the activities conducted in the first two quarters of TSP Year 2:-

It is recommended that:-

1. The Annual Plan for TSP Year 2, July 2011 – June 2012, amended and updated as at January 2012, including revised expenditure and an agreed budget, be adopted.

2. The TSP Summary Financial Management Report, Yr. 2 Qtrs. 1-2 (Annex C) be received.

3. The nine KRA statements reviewed and updated as attached be adopted.

4. The set of 30 KPI statements revised and updated as attached be adopted.

3. PROGRESS AGAINST YEAR 2: 2011-12 WORKPLAN

COMPONENT 1: Developing the National Training System

Output 1.1 Introducing Internationally Benchmarked Skills Standards
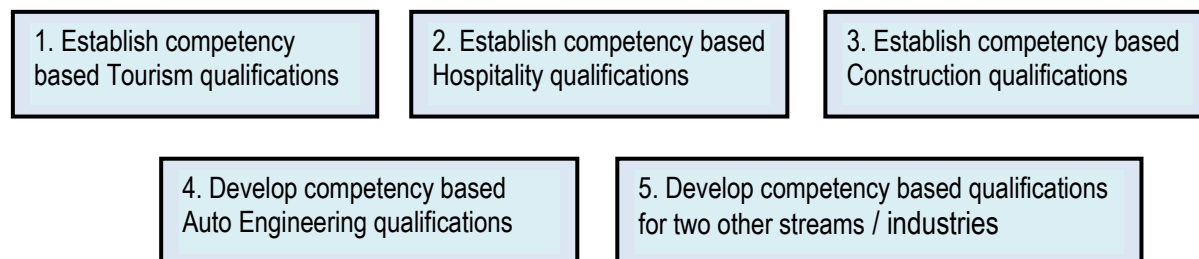
1. Establish competency based Tourism qualifications	2. Establish competency based Hospitality qualifications	3. Establish competency based Construction qualifications

4. Develop competency based Auto Engineering qualifications	5. Develop competency based qualifications for two other streams / industries

Key Result Area: (statement revised Sept. 2011)
KRA – 1: *A system-wide shift from provider/supply-driven training to a "demand-driven" national training strategy, focussed on workforce skill development and industry standards.*

Key Performance Indicators: (statements revised Sept. 2011)
SC1.1.1: Established ITACs adapting and validating industry qualification standards: 2 within 12 months; 2 more within 24 months; and a further two within 36 months.
SC1.1.2: All appropriate industry qualification standards to be completed within 36 months.

Progress against KPIs:

Activity 1: Establish **competency based Tourism qualifications**: (*tasks completed*)
Outputs: *Training Packages*: i) Qualifications Framework for 6 Tourism Qualifications;
ii) Competency Standards; and
iii) Assessment Guidelines, (all) submitted to TNQAB
The activity included training by industry specialist STA for industry representatives and the establishment of the relevant ITAC in Tourism (April 2011).

Activity 2: Establish **competency based Hospitality qualifications**: (*tasks completed*)
Outputs: *Training Packages*: i) Qualifications Framework for 8 Hospitality Qualifications;
ii) Competency Standards; and
iii) Assessment Guidelines, (all) submitted to TNQAB
The activity included training by industry specialist STA for industry representatives and the establishment of the relevant ITAC in Tourism (May 2011).

Activity 3: Establish **competency based Construction qualifications**: (*on track and continuing*)
Outputs: TORs for a specialist STA prepared and advertised. (Devex – Dec. 2011).
First round not successful (due to overlap with Aust.-NZ holiday season) to be re-advertised Jan. 2012. Sought DEEWR's formal approval to grant TSP 1 editable version of Aust. TAFE's Training Package for Construction and to benchmark and edit for use as Tongan National Standard.

Activity 4: Develop **competency based Auto Engineering qualifications:** (*on track and continuing*)

Outputs: TORs for a specialist STA prepared and advertised. (Devex – Dec. 2011).

First round not successful (again, due to overlap with Aust.-NZ holiday season) position will be re-advertised Jan. 2012.

Commenced process to secure DEEWR's formal approval to grant TSP 1 editable version of Aust. TAFE's Training Package for Automotive Engineering ready to be benchmarked and edited for use as the Tongan National Standard.

Activity 5: Develop **competency based qualifications for two other streams** / industries   (n/a)

Outputs: These activities are not due to be activated until Year 3.

Decisions will become necessary following the MTR–2012 concerning the designation of the remaining two priority areas of skill demand to be developed through an ITAC.

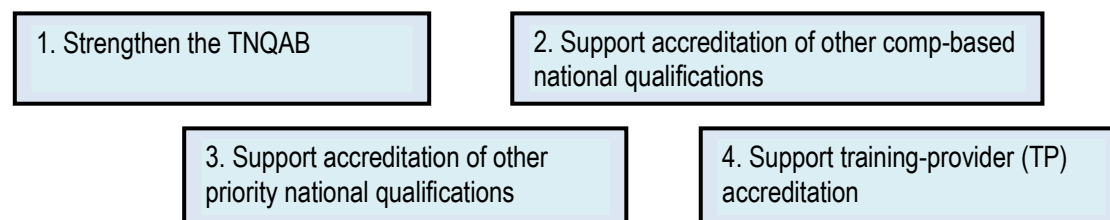## Issues and Constraints - Lessons Learned:

The lead time required for transactions with DEEWR can be extensive and the PONT needs to commence the process ahead of the input of the STA specialist.

The cost of advertising on Devex is substantial, averaging USD200 per STA position. Results in the form of EOIs from casting the net world-wide have not been encouraging. Where a second "round" is required, again a further USD200 is committed. Not efficient use of limited funds by any means but it ensures full compliance with the GoT Procurement regulations.

Referring to Activities 1&2 above, for establishment of ITACs and Tongan industry competency standards, the TSP must ensure that existing TNQAB Guidelines for (any) Qualifications Framework development process are appropriately noted and applied.

Referring to Activities 3&4 above, concerning the procurement of specialist services (STAs), newly formed informal linkages to facilitate collaboration with the International Business Services Centre within TAFESA at Regency Park in Sth. Australia may offer an alternate solution for the sourcing of consultants (matter in progress regarding Auto Engineering).

Output 1.2   TNQAB Registration and Accreditation of TVET Providers

1. Strengthen the TNQAB	2. Support accreditation of other comp-based national qualifications
3. Support accreditation of other priority national qualifications	4. Support training-provider (TP) accreditation

Key Result Area: (statement revised Sept. 2011)

KRA – 4: *An independent and effective quality assurance mechanism is established with an operating capacity to ensure that training provision in Tonga is able to deliver at international standards and is recognised at a regional level.*

Output 1.2: Continued

Key Performance Indicators: (statements revised Sept. 2011)
SC1.2.1: The TVET Section of the TQF is fully aligned to international standards within 24 months.
SC1.2.2: Quality Assurance (QA) processes developed by TNQAB w TSP1 are being applied within 36 mth.
SC1.2.3: After 36 months, leading TVET providers are registered with TNQAB (or in the process) to accredit CBT courses in high-demand areas.
SC1.2.4 After 36 months, 75% of Tongan TVET providers are registered and accredited to deliver CBT courses supported by the Employment and Training Fund (ETF).

Progress against KPIs:

<u>**Activity 1:**</u> Strengthen the **Tonga National Qualifications and Accreditation Board**   (*continuing*)
Outputs: 2 laptops procured and placed in the TNQAB Secretariat;
        2 Quality Assurance Officers recruited / appointed – funded by TSP1 (Dec. 2011); and
        TORs for appointment of an STA-QA were developed ready for Devex posting in January 2012, selection and appointment (procurement).

<u>**Activity 2:**</u> Support **accreditation** of other **competency-based national qualifications**   (*on-going*)

Outputs: PONT provided technical advice on approaches to documentation (preparation for accreditation submission) in view of TNQAB's Accreditation Guidelines;
        Consulted with TNQB's CEO on registration & accreditation issues.

<u>**Activity 3:**</u> Support **accreditation** of other **priority national qualifications**   (*on-going*)
Outputs: Encouraged TPs to register with TNQAB - TSP 1 can assist with registration payment.
        A current list of **registered Tertiary Training Institutions** (*all Tongatapu based*) as maintained by **TNQAB** is attached at **Annex A**.

<u>**Activity 4:**</u>   Support training-provider (TP) accreditation
Outputs: Maintained visits / dialogue with TPs (ATC, TIST, NCVS, TTI, & MTI) regarding the preparation/submission of document for their (priority demand-driven) courses in preparation for submission to TNQAB for accreditation, (TSP 1 can assist with costs)

Issues and Constraints - Lessons Learned:

1. The previous PTM, Ms. L. Casha (SMR: Sep. 2010) included the following statement:-

   The mapping of all accredited Tongan courses (rather than just eight) as well as mapping against Fijian competency standards will be included in the Annual Plan 2011 – 2012. Suitable organizations to undertake the mapping will be identified.

   It appears that nothing was resolved in relation to this matter. It still remains a priority in terms of underpinning and informing the development any GoT TVET policy as is required of the PTM on the subject. This item for priority attention in the Year 3 Annual Plan.

   The Program Steering Committee will be asked to consider this matter with a view to the MTR being implemented in March 2012.

Output 1.3   Capacity Building of Training Providers
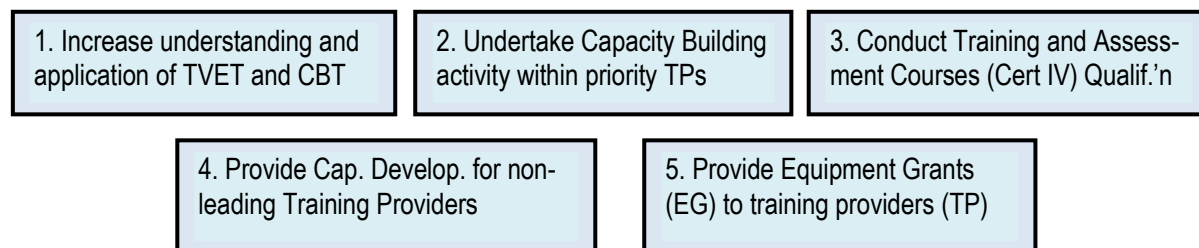
1. Increase understanding and application of TVET and CBT	2. Undertake Capacity Building activity within priority TPs	3. Conduct Training and Assessment Courses (Cert IV) Qualif.'n

4. Provide Cap. Develop. for non-leading Training Providers	5. Provide Equipment Grants (EG) to training providers (TP)

Key Result Areas: (statements revised Sept. 2011)
KRA – 2: *Demonstrated capacity among training providers to respond with efficient use of resources to meet industry training needs across key demand sectors with sustainable quality and standards.*
KRA – 5: *An increase in capacity and access to short-term competency-based training through a variety of pathways and service providers for flexible delivery of skills training and certification.*

Key Performance Indicators: (statements revised Sept. 2011)
SC1.3.1: At least 70% of trainers completing Cert IV Trainer and Assessor (TAA) qualifications are registered and deployed in the delivery of demand-driven CBT courses within 24 months.
SC1.3.2: 70% of certified trainer and assessor training is delivered in-country by local trainers within 36 months.
SC1.3.3: At least 70% of registered training providers offering demand-driven CBT courses receive appropriate equipment grants within 24 months.

Progress against KPIs:

Activity 1: Increase understanding and **application of TVET and CBT**
Output: On-going discussions with Principals and/or TVET Coordinators concerning the importance of CBT to TVET development in Tonga.
                 Hosted numerous TALAVE programs on local TV and Radio on TVET/CBT.

Activity 2: Undertake **Capacity Building activity** within priority TPs
Output: Not in this report period – PTM to provide leadership on approaches to be taken.

Activity 3: Conduct **Training and Assessment Courses** (TAA- Cert IV) Qualification
Output: Coordinated the APTC training in Cert IV (TAA) for 3rd and final Intake for 23 participants. 20 students successfully completed the course and were certified.

Activity 4: Provide **Capacity Development for non-leading Training Providers**
Output: The PONT has received informal requests from the non-formal sector TPs for a fourth TAA Program to be conducted for trainers from the non-formal sector. This will be considered in the preparation of the Year 3 AP. The target group size is 20 min.

Activity 5: Provide **Equipment Grants (EG)** to training providers (TP)
Output: Equipment Grant guidelines were approved by donor partners 03/10/2011. At the same time, a new appointment was made to the PODD position following a resignation from the former PODD officer. Workshops were conducted in November to publicize the EG Guidelines and the purposes of the grant. Follow-up field visits by PODD to seven leading institutions (05-08 Dec.) were effective in encouraging tertiary TPs to lodge applications for Round 1 – closing date for applications: 29 February 2012.
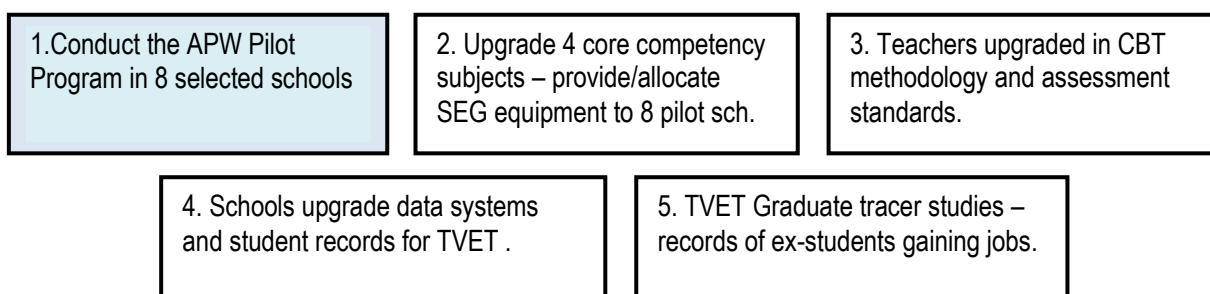
Issues and Constraints - Lessons Learned:

The value of the follow-up visits was significant and illustrated the benefit of the personal visit. The purpose was to deliver clarification of a more liberal interpretation/approach to the EG Guidelines which had been written and approved in quite a restrictive and limiting format.

It was found that this constraining characteristic of the new Guidelines had in fact set the bar too high and had overwhelmed and depleted the interest of TPs (all too hard). Following the visits there was renewed optimism among TPs and the team's experience in this regard can now be applied to workshops for subsequent rounds of the Equipment Grant in TSP Year 3.

Output 1.4   Alternate Pathways Pilot Program - (8) Independent Secondary Schools

NB: This Output, a pilot program named Alternate Pathways (APW), was not included in the PDD program concept, but was established through agreement with the donors (Sep. 2010) and was activated in early 2011 through the inputs of an STA–APW with an initial input which was designed and conducted in Quarters 3-4 of TSP Year 1.

1.Conduct the APW Pilot Program in 8 selected schools	2. Upgrade 4 core competency subjects – provide/allocate SEG equipment to 8 pilot sch.	3. Teachers upgraded in CBT methodology and assessment standards.
4. Schools upgrade data systems and student records for TVET .	5. TVET Graduate tracer studies – records of ex-students gaining jobs.	

Key Result Areas: (statements revised Sept. 2011)

KRA – 2: *Demonstrated capacity among training providers to respond with efficient use of resources to meet industry training needs across key demand sectors with sustainable quality and standards.*

KRA – 5: *An increase in capacity and access to short-term competency-based training through a variety of pathways and service providers for flexible delivery of skills training and certification.*

KRA – 9: *The national TVET system facilitates improved access via pathways through basic to advanced accredited training options with a view to meeting entry pre-requisites for more advanced TVET options overseas.*

Key Performance Indicators: (four statements prepared Sept 2011 where none existed previously)

SC1.4.1: Eight (8) secondary schools in the independent sector assessed and engaged as ready to participate in a pilot program for TVET using CBT courses over three (3) years.

SC1.4.2: Assessments of infrastructure and equipment needs relevant to TVET completed and Small Equipment Grants determined/allocated.

SC1.4.3: Capacity in Core Competencies (4) assessed and working parties formed to review/prepare materials for APW Pilot Schools within 24 months.

SC1.4.4: Tracer Studies across 8 APW Pilot Schools indicate a reduction in F4-5 "drop-out" rates of greater than 33% after 24 months.

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Progress against KPIs:

<u>Activity 1</u>: **Conduct the APW Pilot Program** in **8 selected** (Independent Sector) **schools**
Output: The 8 pilot schools were visited (some several times over) to assess and confirm their preparation ("readiness") to be issued their requested range of TVET equipment for agreed CBT priority courses: (construction/electrical/cookery/plumbing/automotive).

In each school, 2-hour seminars for all TVET-associated teachers were held to promote the TVET theme and purpose, to address matters of OHS&W and emphasize the "Duty of Care" associated with equipment assistance to schools. Teachers participated in discussion of tool maintenance, the collection of reliable data and timely reporting, and issues in custody/maintenance of the equipment allocated to the 8 APW schools.

<u>Activity 2</u>: Determine and allocate **SEG equipment** to 8 pilot schools.
Output: In August-September schools were issued with their ordered equipment packages.   All eight schools received a significant range of TVET-related tools and equipment.

Upgrade **4 core competency areas**:   Numeracy / Eng. Comm./ Intro. Computing / Science.
Output: The PONT and STA-APW met with 4 Team Leaders (secondary specialist teachers) to discuss student performance issues in vital (core skills for employment). Agreed on intervention to prepare course materials for 4 core competency subjects (Maths, English, Science & Computing) for APW.

A one-day workshop was convened (July 2011) for Core Competency Writers and Team Leaders with a wide range of sample resource materials provided to underpin the writing of learning packages, student work-books and assessment guides.

<u>Activity 3</u>: **Teachers upgraded in CBT methodology** and **assessment standards**.
Output: 2-hour workshops conducted in each of the 8 pilot schools focussed on the CBT concept and methodology, with an explanation of industry-based models of assessment (standards). Teachers received inputs in both English and Tongan language.

<u>Activity 4</u>: Schools **upgrade data systems** and student records for TVET.
Output: Electronic inventory systems (SEG) were delivered to the schools.
Pilot schools were issued a TSP-generated CD containing an electronic reference "check-list" system for managing the new equipment inventory as well as TVET student's record and to be later used for reporting.

<u>Activity 5</u>: **TVET Graduate tracer studies** – records of ex-students gaining jobs.
Output: The graduate tracer studies were completed early in 2011. The TSP holds copies of the report and data summaries as baseline data. It is awaiting analysis and inclusion in the TMIS – hard data files (at least).

Issues and Constraints - Lessons Learned:
Very few of the 8 pilot study schools maintain efficient electronic data record systems, with several notable exceptions. This makes the gathering and transposing of reliable data on TVET courses, student enrolments x form level and TVET teachers difficult to perform, coordinate and sustain/repeat. Each request for data raises yet another range of issues, highlighting fundamental weaknesses in school administrative capacity. The solution is to maintain regular follow-up (time-consuming), entailing patience and a steep learning curve for all.

COMPONENT 2: Promoting Demand-driven Training

Output 2.1   Training in Critical Skills and New Growth Areas

1. Provide EFT Grants to employers and training providers.	2. Franchise demand based training as appropriate.	3. Undertake RPL of trainers and employers.

Key Result Areas: (statements revised Sept. 2011)

KRA – 2: *Demonstrated capacity among training providers to respond with efficient use of resources to meet industry training needs across key demand sectors with sustainable quality and standards.*

KRA – 3: *System-wide involvement of industry and sectoral stakeholders in TVET course design, assessment processes and evaluation to ensure that resources are directed towards high priority demand-driven training needs.*

KRA – 4: *An independent and effective quality assurance mechanism is established with an operating capacity to ensure that training provision in Tonga is able to deliver at international standards and is recognised at a regional level.*

KRA – 5: *An increase in capacity and access to short-term competency-based training through a variety of pathways and service providers for flexible delivery of skills training and certification.*

KRA – 6: *An established Employment and Training Fund (ETF) that:- (i) Allocates resources competitively to meet high priority training needs, and (ii) On a reward for performance basis, ensures that course design/delivery is "demand- driven" resulting in desired labour market outcomes.*

Key Performance Indicators: (statements revised Sept. 2011)

SC2.1.1: Targeted annual increases approaching 20% (over 2009 baseline data) in combined provider-industry arrangements to deliver certified training courses in high-demand areas over 36 months.

SC2.1.2: 75% of TVET courses indicate a sustained increase in participation by women and other disadvantaged groups.

Progress against KPIs:

Activity 1: Provide **ETF Grants** to employers and training providers.

Output: The change-over in September 2011 of Program Officers (PODD) associated with the management of Component 2 has already been discussed, but it should be noted that this loss of continuity became a significant cause of delay in implementation.

The former PODD had prepared and submitted draft guidelines for the conduct of the **Employment Training Fund (ETF)** initiative and formal approval of those guidelines was notified in Oct. 2011 after a long period of delay.

In association with amendments to the Annual Plan Year 2, a decision was taken in October 2011 to not proceed with the appointment of an STA – ETF to assist in the development of the ETF facility. This reflected the lack of TSP capacity-team experience and a need for new staff induction and orientation ("settling-in") in late 2011.

Activity 2: **Franchise** demand-based **training as appropriate**.

Output: This activity has not yet been implemented due to staff availability issues in 2011.

However, the apparent lack of initiative or response (demand) by key TPs also points to a weakness in the PDD concept where no substantive strategy or activity is included that would help raise awareness and aid in the identification of key "demand" areas for "demand-driven" training responses.

The PTM tenders the view that the concept of franchising a license and materials to import and operate specialist TVET training courses is a very sound model, efficient use of money and worthy of retention in Year 3. However, the weakness relates to a lack of any mechanism or intervention on which to base a claim for "demand-driven" training.   Even the leading TPs (7) have indicated little enthusiasm, such that considerable awareness raising (work-shopping of the concept) will be necessary if this intervention is to be sustained into Year 3.

Activity 3: **Undertake RPL of trainers** and employers.

Output: This matter has not yet been considered and was not a part of the Year 2 Workplan.

Issues and Constraints - Lessons Learned:

Given that the MTR will be conducted in March 2012, the highly innovative and competitive nature of the ETF concept will be examined to determine whether this type of methodology is serving a purpose for TVET development in the Tongan context, or not.

The SMR of Sept. 2010 noted:-

Both the PDD and the Annual Plan 2010 – 2011 highlight the risk that delays in implementing the ETF proposals may occur as a result of a 'bottleneck' occurring within the Ministry of Finance (MOF). To date, no formal discussions have occurred with the MOF to identify strategies to ensure that this does not happen.

This is basically an implementation/ management issue of minor concern.

Of a more fundamental concern is the question of how (under the current design) to identify and quantify the community's <u>demand for training in industry specializations</u> and the levels of demand that indicate any kind of need or "demand" for training. The ITACs are not yet active in doing this and not funded or assisted to do so, despite that function being one of their primary roles and benefits to TVET.

In the view of the PTM, the innovative concept of TPs preparing submissions and engaging in competitive bidding for a cut of the limited ETF resources and assistance available is premature in this development context. It is unlikely to function effectively as envisaged in the Tongan context – a high-risk methodology that is not well understood so far in T.P. circles.

This should be <u>a matter of priority for consideration by the MTR</u> and is highly recommended for review.

Output 2.2   **Short Courses, Employment and Training Services for Youth**

[NB: Sub-component 2.2 is not active in Year 2, 2011-12]

1. Increase participation by students or persons with a disability	2. Provide Tonga unemployed youth with employment skills	3. Improve job placement services

Key Result Areas: (statements revised Sept. 2011)

KRA – 5: *An increase in capacity and access to short-term competency-based training through a variety of pathways and service providers for flexible delivery of skills training and certification.*

KRA – 7: *A mechanism is established with access and information available throughout Tonga for disseminating updated labour market information and TVET options to providers and users.*

Key Performance Indicators: (statements revised Sept. 2011)

SC2.2.1: 12 short courses tailored to skill development needs for youth, prepared and delivered as a pathway to further training or employment within 36 months.

SC2.2.2: 50% of all unemployed youth accessing and completing a TSP1-funded skill-development course receive quality job-counselling and job placement services within 36 mths.

SC2.2.3: An increase of 25% over 3 years in the number of short courses available to trainees resident in remote community centres and seeking skills development training.

SC2.2.4: 75% of all 2010 and 2011 course "completers" entering into relevant skilled employment within 12 months of course completion.
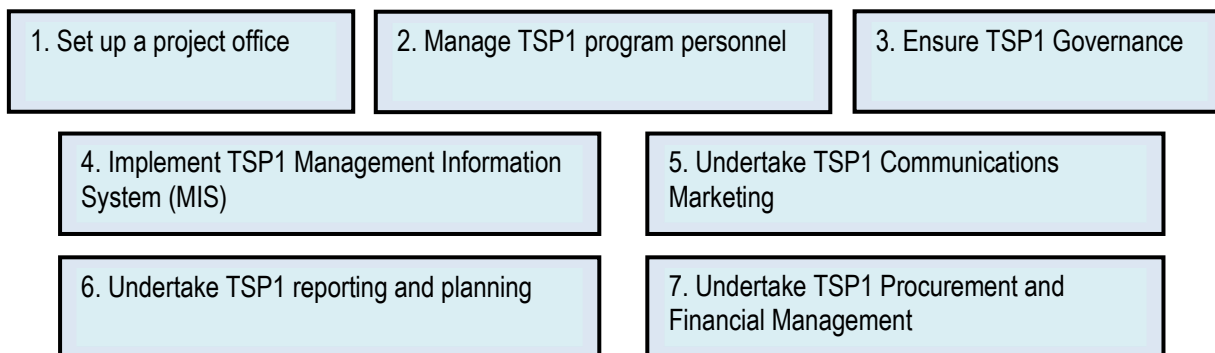
Progress against KPIs:

Decisions taken in July 2011 in consultation with the donors regarding the scope and feasibility of the Year 2 Workplan resulted in this Sub-component and range of activities being withdrawn from the year plan and budget. Accordingly, there has been no implementation of activities in the report period.

Prevailing demand for activities under Component 2.2 will be reconsidered in the light of the MTR outcomes and as Annual Plans for Yr.3 activities are considered in March 2012.

COMPONENT 3: Program Management and Institutional Strengthening

Output 3.1   Program Management

1. Set up a project office	2. Manage TSP1 program personnel	3. Ensure TSP1 Governance

4. Implement TSP1 Management Information System (MIS)	5. Undertake TSP1 Communications Marketing
6. Undertake TSP1 reporting and planning	7. Undertake TSP1 Procurement and Financial Management

Key Result Areas: (statements revised Sept. 2011)

KRA – 6: *An established Employment and Training Fund (ETF) that:- (i) Allocates resources competitively to meet high priority training needs, and (ii) On a reward for performance basis, ensures that course design/delivery is "demand- driven" resulting in desired labour market outcomes.*

KRA – 7: *A mechanism is established with access and information available throughout Tonga for disseminating updated labour market information and TVET options to providers and users.*

KRA – 8: *An institutionalized, fully functional monitoring and evaluation program that aids TVET design and service delivery while monitoring progress towards training outcomes and skill-development targets.*

Key Performance Indicators: (statements revised Sept. 2011)

SC3.1.1:Long-term Program TA in place within 3 months and a schedule for 36 months of short-term TA confirmed by MoTEYS within 12 months.

SC3.1.2:A National Steering Committee (NSC) for TVET in place within 8 months.

SC3.1.3:A program of reforms for Phase 1 of TSP approved by the NSC within 18 months.

SC3.1.4:85% of each year's Employment and Training Fund is allocated within the prescribed year.

SC3.1.5: TVET Management Info System (TMIS) & website developed and operational within 24 months.

Progress against KPIs:

Activity 1: **Set up a project office**

Output: The original set-up arrangements were carried out in Year 1, quarters 1-2 in 2010 and were previously reported. The Year 2 Annual Plan provided for procurement of new and additional equipment for administration, following the appointment of the TSP Administration Officer in Sep. 2011.

Budget was allocated to assist MoTEYS to renovate shared facilities including MoTEYS office facilities and relocation/upgrade of a kitchen facility. Planning for this work was finished in the report period, pending formal approval of expenditure. Building and equipping of the facility is nearing completion as at the end of January 2012.

Activity 2: **Manage TSP1 program personnel**

Output: The newly appointed Program Technical Manager commenced duties on 14 Nov. 2011. There was no induction provided since the candidate had occupied STA roles in APW and M&E during the year and was broadly familiar with the TSP's operation. Guidance on key and current issues requiring immediate attention was provided by the then CEO and Program Director, Dr. Taniela Fusimalohi.

The PTM immediately initiated a practice of conducting fortnightly team meetings, a practice that had not been undertaken previously. These sessions were inclusive of all staff and were intended as a forum for sharing current activities, identifying common priorities and issues and discussing solutions. Minutes have been established and the practice will be maintained.

In Nov. 2011, Program Officers (3) and Administrative Officers (2) were participated in a Staff Performance Appraisal (SPA) process conducted by the PTM. A two-phased process entailing (a) a structured interview/discussion, and (b) a take-home questionnaire[2] was used and detailed records have been established. Arrangements to establish and maintain a restricted access confidential file on each staff member is a current priority for the PTM.

The SPA highlighted a wide range of staff development needs and expectations that should be further analysed, articulated and scheduled into the Year 3 Annual Plan. For the new staff appointed to the PODD and POME roles and for the two administrative staff, (a) Administration Officer and (b) Procurement (MIS and Finance) Officer, these interviews also marked a point of recognition that all four individuals had fulfilled the performance requirements of their probationary period in the TSP.

The SPA process will become (at least) an annual event in the management cycle of the TSP.

Activity 3: Ensure **TSP1 Governance**

Output: No work was scheduled to occur in this area during the report period, due mainly to the extended period of vacancy in the PTM role.

Activity 4: Implement TSP1 **Management Information System** (MIS)

Output: A specialist STA in MIS systems for TVET (TMIS) was recruited from Melbourne and commenced work on 03Oct. 2011. During the October-November period a total of 30 days input (of a total allocation of 90 days) resulted in a progress report being presented in early Dec. 2011. This first input forms the major base of what is essentially a Scoping Study.

Satisfactory progress was made with agreement reached on the type(s) of MIS system to be developed, the equipment/hardware and software to be procured and the options in terms of installation, training and on-going operation. A progress report (analysis and scope) was accepted by the PTM and the STA is due to return to the TSP on or about the 30 Jan. 2012 to continue the input.

Activity 5: Undertake TSP1 **Communications Marketing**

Output: This activity falls within the scope of duties proposed in the appointment of a specialist Program Officer for Reporting and Communications (PORC). During the report period the donors agreed to proceed early in 2012 with an appointment to this position.

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[2] Refer to **Annex B** for a copy of the **TSP Staff Appraisal Questionnaire**; Nov. 2011

Meanwhile, the DPM, PONT and PODD each contributed to TV broadcast appearances in which topics of TVET development "news" in Tonga were discussed by "themes". These activities were conducted weekly through a Community Forum program broadcast by Tonga National TV. Approx 20 sessions of 30 min. duration were aired.

Activity 6: Undertake TSP1 **reporting and planning**

Output: Capacity to undertake this activity was consolidated with the appointment of the PTM in mid-November 2011 and this SMR is the first of the formal reports to follow. A list of reports generated by the TSP over the period Jul.-Dec. 2011 is attached at Annex

Activity 7: Undertake TSP1 **Procurement and Financial Management**

Output: Delays in the recruitment of a new Procurement & TMIS Officer (responsible for financial reporting) had resulted in flow-on effects in financial reporting. Errors were found in initial financial reports for TSP1 that have subsequently been rectified and reported. The financial system and procedures for the TSP have now been fully established and reports to the donors are accurate and on time.

A new budget structure has been successfully setup for the project for Year 2 which is mapped directly to the budget coding system of the Ministry of Finance. This enables more efficient and accurate production of financial reports for TSP. This differs from Year 1 where all expenditures were recorded in one vote making it almost impossible to produce informative reports.

Monthly reconciliation of the project account:

This function has been carried out with Ministry of Finance (MOF) with success, ensuring that the system in MOTEYS is synchronized with the MOF system. An external audit covering Project Year 1 was completed by Karl Taufaeteau and Associates in Oct. 2011. This produced a favourable report with a clear focus on effective financial management. The project is currently implementing the recommendations arising from that audit to further strengthen the financial management of the project.

Procurement of new staff: (*very high priority*)

The project was successful in recruiting new staff for the project to replace terminated staff and also for newly created posts. A detail of contracts for the project is listed in the Annex C. Equipment inventories for the eight pilot schools in the APW pilot were procured and delivered to most of the eight schools with the two schools in Vava'u still remaining to receive their allocations. The project is in constant collaboration with the MOFNP Procurement Division to improve the procurement procedures to help align this operation with the new procurement regulations for the GoT.

Financial Management Summary Report:

A summary report covering the items above for the half-year Jul.-Dec. 2011, including staff movements, quarterly budget acquittals (2) and the Annual External Audit (GoT compliance) is provided at **Annex C**.

Issues and Constraints - Lessons Learned:

The introduction of an experienced specialist in financial management into the role of TSP Procurement Officer has brought significant improvement in procedures and compliance in all aspects of the TSP's financial performance. The person appointed has significant first-hand experience from within the operation at the Ministry of Finance and Treasury and is fully conversant with the GoT's updated procedures for procurement of goods and services.

The appointee holds a Masters in IT Management and that skill-set has added quite substantial capacity to the Program's capacity to be self-sufficient in terms of selecting and maintaining effective IT systems. As a result of this appointment, the TSP is now in a strong position to demonstrate "Best Practice" in the management and acquittal of the TSP Budget and in IT systems management.

During the process of Staff Performance Appraisals, the PO(MIS) sought to become more deeply engaged in the TMIS development phase and subsequently in its routine maintenance (servicing).

This initiative was agreed in principle with the PTM in Dec. 2011 and will commence when the STA-TMIS returns for a remaining input of 60 days in early 2012.

Output 3.2   Institutional Strengthening of MOTEYS

1. Develop National TVET Policy	2. Develop TVET Sector legislation for Cabinet	3. Undertake capacity development of MoTEYS staff

Key Result Areas: (statements revised Sept. 2011)

KRA – 4: *An independent and effective quality assurance mechanism is established with an operating capacity to ensure that training provision in Tonga is able to deliver at international standards and is recognised at a regional level.*

KRA – 8: *An institutionalized, fully functional monitoring and evaluation program that aids TVET design and service delivery while monitoring progress towards training outcomes and skill-development targets.*

KRA – 9: *The national TVET system facilitates improved access via pathways through basic to advanced accredited training options with a view to meeting entry pre-requisites for more advanced TVET options overseas.*

Key Performance Indicators: (statements revised Sept. 2011)

SC3.2.1: Operating legislation for MoTEYS developed and progressed to NSC within 36 months.

SC3.2.2: MoTEYS TVET staff upgraded to manage training functions using various short-term experiential placements within 36 months.

SC3.2.3: Responsive policy and planning processes to support MoTEYS activities in place within 24 months.

Progress against Indicators:

Activity 1: Develop **National TVET Policy**
Output: There has been no input or activity in this sub-component in the report period due to the long period of vacancy in the PTM appointment. See also the note below extracted from the first SMR and highlighted for attention in the Year 3 AP process.

Activity 2: Develop **TVET Sector legislation** for Cabinet
Output: This was not scheduled to be active in the report period.

Activity 3: Undertake **capacity development of MoTEYS staff**
Output: The STA–M&E in August 2011 tabled a proposal to provide an individualized Staff Development Program for up to 15 senior MoTEYS staff over a period approximating six months.

The program would be conducted in-house and facilitated by the STA – M&E (at that time) and the PTM or a skilled person to deputize. The Program Director was provided with a copy of the proposal.   Due mainly to the substantial staff turn-over occurring at that time, no further action was taken.

Issues and Constraints - Lessons Learned:

The Study Tours of 2010-2011 highlighted the need in Tonga for a development of a long-term TVET Policy Framework. That Framework would be supported by legislation (*as provided under Activity 2 above*) and would include the development of a five year "Skills and Workforce Development Plan".

This observation is carried forward from the first SMR as a matter of priority, but it is a strategy that will now be subject to review as the restructuring of the GoT occurs in 2012. At the time of reporting, precisely how the TSP Program will be situated by Jun. 2012 is not yet clear.

The Department of Further Education, Employment, Science and Technology (DFEEST) in South Australia provides an example which is relevant to Tonga in terms of size and scope. There is potential for a MOTEYS staff officer to be 'attached' to DFEEST at a future time as part of a Staff Development attachment experience.

Output 3.3   Research, Monitoring and Evaluation

1. Undertake TSP1 M&E (establish Baseline Data requirements)	2. Commence routine Training Provider data collection	3. Undertake other research and analysis as required

Key Result Areas: (statements revised Sept. 2011)

KRA – 1: *A system-wide shift from provider/supply-driven training to a "demand-driven" national training strategy, focussed on workforce skill development and industry standards.*

KRA – 2: *Demonstrated capacity among training providers to respond with efficient use of resources to meet industry training needs across key demand sectors with sustainable quality and standards.*

KRA – 8: *An institutionalized, fully functional monitoring and evaluation program that aids TVET design and service delivery while monitoring progress towards training outcomes and skill-development targets.*

KRA – 9: *The national TVET system facilitates improved access via pathways through basic to advanced accredited training options with a view to meeting entry pre-requisites for more advanced TVET options overseas.*

Key Performance Indicators: (statements revised Sept. 2011)

SC3.3.1: Baseline data completed within 18 months.

SC3.3.2: Training providers develop more relevant training drawing on course evaluation outcomes and "continuous improvement" suggestions from recent completers, the ITACs and alumni sources.

SC3.3.3: Reports issued by MoTEYS demonstrate evidence-based policy design and training incentives as an outcome of continuous improvement techniques applied through monitoring and evaluation (M&E) over 36 months.

SC3.3.4: An independent Impact Assessment of TSP1 is completed in Year 4, 6 months prior to the completion of the implementation schedule.

Progress against Indicators:

Activity 1: **Undertake TSP1 M&E** (establish Baseline Data requirements)

Output: There is no doubt that due to staff turn-over in the M&E (POME) position, progress in gathering and consolidating baseline data and related data on Training Providers has been less than optimal. However, a new appointment to the POME position occurred in Sep. 2011 and an extended period of orientation and induction followed. Considering also the appointment of the new Program Officer in the PODD role, the TSP has gained in its capacity to organise and implement the collection of program data in a range of sets.

In Dec. 2011 an intensive review of <u>data on hand</u> and <u>data still required</u> was commenced and in Jan. 2012 the investigation was ongoing. This activity has contributed to a more satisfactory scope of preparation ahead of the return of the STA-M&E in early Feb. 2012, plus the TMIS in late Jan. 2012. Whilst recognising the negative impact of past delays, there is now sufficient data on hand to suggest that satisfactory progress is being made in this critical M&E area.

The POME prepared a detailed overview of her orientation activities, with these investigations being directed initially by the STA-M&E. The POME's summary is attached at **Annex D**.

Activity 2: Commence routine **Training Provider data collection**

Output: The POME is now engaged in an intensive investigation of the core data requirements to upgrade the program's records on the seven key training providers currently in contact with the TSP on a regular basis. In January 2012, this process is continuing and indicates satisfactory progress and there will be appropriate data on hand for the forth-coming MTR.

Activity 3: **Undertake other research and analysis** as required

Output: **Review of KRAs and KPIs**:   In the presentation of this report, for each sub-component a range of activities is displayed (mapped) in numbered blocks. These present the "platform of activities" and association of ideas which form the basis of the Annual Plan and Workplan and subsequently the budget.

Below the activities are listed the **Key Result Areas** (KRAs) that pertain to the sub-component.

The PDD refers to these as **Outcomes** that result in an **Impact**. During the latter part of the STA-M&E's input, a detailed review of the KRAs was found as necessary since the original statements had become outdated or difficult to evaluate. Inputs in the TMIS development confirmed this view. Accordingly, the KRAs were reviewed to ascertain whether the statements remained relevant in the light of recent experience and 15 months implementation, or whether in light of collaboration with the new ITACs and relationships with Training Providers, revisions may be beneficial.

Of the nine original KRA statements, seven were considered in need of revision to improve clarity about core goals and to be relevant to effective evaluation of program outcomes and impact.

In the context is important to note that revision of the KRAs does not compromise nor redirect the intended prescription for review of Outcome / Impact. In fact a justification takes an opposite view; ie., that the reworded statements provide updated objectivity as a specification for evaluation in an emerging TVET environment that continues to be under-resourced.

Below the revised KRAs, clusters of related **Key Performance Indicators (KPIs)** are listed. These are important to recognise and associate with the relevant sub-component. That relationship is difficult to extract from reading the PDD.

Accordingly, the range of KPIs has also been revised (STA-M&E; Sept. 2011) with the purpose of directing the focus toward the practicalities of data gathering and analysis, using either a census approach (ie., counts all items), or a sample approach, (which extrapolates a value from a valid cross-section). The latter methodology is under consideration (TMIS) as a preferred approach since it uses a less demanding on HR and available strategies applicable to outputs monitoring in M&E across boundary partners (first-sphere stakeholders).