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INDEPENDENT PROGRESS REPORT

Review of the Australian Development Scholarship and Australian Regional Development Scholarship Programs in Kiribati

Final Report

Ceri Bryant

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Abbreviations and Acronyms

ADB	Asian Development Bank
ADS	Australian Development Scholarships
AETS	Academic for English Tertiary Study
ALA	Australian Leadership Awards
APP	Academic Preparation Program
APPR	Annual program performance report
APTC	Australia-Pacific Technical College
ARDS	Australian Regional Development Scholarships
AusAID	Australian Agency for International Development
CELT	Centre for the Enhancement of Learning and Training (USP)
CSO	Civil society organisations
EFTS	Equivalent Full-Time Students
ELSA	English Language Skills Assessment
ESL	English as a Second Language
FIT	Fiji Institute of Technology
FTC	Fisheries Training Centre
GDP	Gross Domestic Product
GoK	Government of Kiribati
HRD	Human Resource Development
HRPC	Human Resource Planning Committee
IELTS	International English Language Testing System
ISLPR	International Second Language Proficiency Rating
KAAA	Kiribati AusAID Alumni Association
KANGO	Kiribati Association of Non Government Organisations
KANI	Kiribati Australia Nursing Initiative
KEMIS	Kiribati Education Management Information System
KIT	Kiribati Institute of Technology
KSO	Kiribati Scholarships Office
KSSO	Kiribati Student Support Officer
M&E	Monitoring and Evaluation
MCIC	Ministry of Commerce, Industry and Cooperatives
MELAD	Ministry of Environment, Lands and Agriculture Development
MEF	Monitoring and Evaluation Framework
MLHRD	Ministry of Labour and Human Resource Development
MoE	Ministry of Education
MTC	Marine Training Centre
NZAID	New Zealand Agency for International Development
PSC	Public Service Commission
PSO	Public Service Office
RERF	Revenue Equalisation Reserve Fund
SPBEA	South Pacific Board for Educational Assessment
TAG	Technical Advisory Group
TORs	Terms of reference
TVET	Technical and Vocational Education and Training
USP	University of the South Pacific

1 Executive Summary

Twenty new Australian Regional Development Scholarships (ARDS) and nine new Australian Development Scholarships (ADS) are awarded each year for I-Kiribati to undertake tertiary education in the Pacific region and Australia respectively. ARDS awards are primarily for undergraduate study and ADS for postgraduate studies. The aim of this independent review is to identify strategies to improve ADS/ARDS program performance and inform future directions for the programs in Kiribati in the context of the new policy environment. The review objectives are to assess the performance and impact of ADS and ARDS programs in Kiribati for completed students since 2005, to analyse the relevancy of the current ADS and ARDS objectives in the context of AusAID's new bilateral policy settings with Kiribati, and to provide recommendations for future assistance and implementation strategies.

Key findings with respect to the relevancy of ADS and ARDS objectives are:

- As Kiribati has few natural resources and limited opportunities for internally driven economic growth and employment creation, the Government of Kiribati (GoK) considers its human resources as one of its primary assets. The Kiribati Development Plan 2008-11 (KDP) identifies investment in targeted Human Resource Development (HRD) for domestic and international employment as a critical strategy for securing economic growth and raising the standard of living in Kiribati.
- Workforce skills development is one of three priority outcomes of the 2009 Kiribati-Australia Partnership for Development (the Partnership).
- Scholarships are awarded to pre- and in-service applicants intending to study in a priority training area identified through the Kiribati National HRD Plan process. The Plan identifies significant levels of unmet demand for overseas academic training to improve public service capacity. The Plan also recognises the need for training for the private and civil society sectors.

Key findings with respect to ADS/ARDS progress and performance are:

- An estimated 500 I-Kiribati have received ADS/ARDS awards over the past twenty years.
- Since 2000, 85% of ADS awardees have completed their course of study compared to only 67% of ARDS awardees who have finished their awards since 2005.
- English language ability, academic preparation and cultural/social adjustments are key factors in the failure rate of ARDS awardees.
- The work of the I-Kiribati Student Support Officer in Fiji has concentrated on the large case-load of GoK sponsored awardees at risk of failing their course.
- The majority of alumni return to and remain in Kiribati to fulfil their GoK bond.
- A high proportion of alumni work in relevant areas within the public sector, although there is some evidence of alumni unemployment, particularly those with management/non-technical degrees.
- Data on alumni skill utilisation is limited, although many alumni are in senior public service positions.
- The World Bank estimated a 24.9% emigration rate of tertiary educated I-Kiribati as at 2000.

Key findings with respect to ADS/ARDS implementation are:

- Applicants are selected according to merit-based and transparent processes through a Public category (administered by the Public Service Office for in-service awardees and the Ministry of Education (MoE) for pre-service awardees) and an Open category (administered by AusAID Tarawa). Pre-award application and selection processes are cooperatively and reasonably effectively managed by the GoK and AusAID. There is however duplication of activity within the GoK (by the PSO and the MoE) and also between the GoK managed Public category and the AusAID managed Open category.
- On-award processes are effectively managed through contracts with Australian and Pacific institutions. Due to resource constraints, limited post-award and alumni activities are currently undertaken.
- Communication between scholarship stakeholders is reasonably effective, with regular communication and some harmonised/aligned activities between AusAID, GoK and NZAID.
- The ADS/ARDS awards are, for the most part, effective in targeting Kiribati's workforce skill gaps, although this could be improved by ensuring sufficient awards are made for applicants from the private and civil society organisation (CSO) sectors, based on continued improvements to identifying their specific training needs through the national HRD planning process.
- Only a small proportion of awardees have been selected for technical, vocational, education and training (TVET). This focus is changing however, with the 2010 National HRD Plan listing TVET courses as the top overseas training priority for both pre- and in-service awards. With the exception of nursing, teaching and police training, all in-service scholarships are for postgraduate study only.
- Gender equality in award offers was achieved in the ARDS scheme. However, only 31% of ADS awards since 2000 have been awarded to female candidates.

- M&E to determine whether ADS/ARDS are achieving their objectives is not currently systematically addressed. Separate databases are maintained by the respective stakeholders.
- To assist awardee reintegration, strengthen developmental impact and improve M&E, the GoK have recently commenced a reintegration or Action Plan process for in-service awardees.

In response to these findings, key recommendations are that:

- ADS/ARDS objectives remains development focused [Rec. 1].
- The GoK establish a separate pool of scholarships for the private sector [Rec. 4].
- The GoK establish a separate pool of scholarships for the civil society sector [Rec. 5].
- AusAID sponsor the establishment of an ADS/ARDS Academic Preparation Program for I-Kiribati awardees, including a significant English language component [Rec. 8].
- AusAID transfer the awards under the current ADS/ARDS Open/Equity category to the Public category awards managed by the GoK, from the selection round in 2010 [Rec. 10].
- GoK consider managing all [pre- and in-service] scholarships through a common process in a single Kiribati Scholarships Office [Rec. 11].
- AusAID support the customisation of KEMIS Scholar for use by the GoK to record data on all pre-service and in-service awardees, including the development of a post-award module [Rec. 18].
- AusAID undertake contact mapping of all ADS/ARDS alumni, a Tracer Study and request course outcome data from the University of the South Pacific as soon as practicable [Rec. 23].

Other recommendations are that:

- ADS/ARDS have Kiribati-specific objectives for alumni to apply their skills and learning within Government of Kiribati agencies (to increase the development and application of appropriate policy and practices for improved service delivery); Private sector organisations (to increase the scale of their operations, and/or the number of I-Kiribati employees); and Non-profit civil society and development organisations (to increase the development and application of appropriate advocacy, policy and practices for improved service delivery) [Rec. 2].
- AusAID request the GoK that priority for sponsorship by AusAID be given to HRPC nominees who wish to study in areas that will support achievement of the Partnership outcomes [Rec. 3].
- The GoK undertake an evaluation of the impact and cost-effectiveness of the GoK policy to only award in-service scholarships for postgraduate study [Rec. 6].
- AusAID include developing a coordinated strategy for English language teaching and assessment for young adults who need improved English for their job or for access to post-secondary education and training in the Kiribati TVET Strengthening Project [Rec. 7].
- AusAID contract local staff for selected administrative tasks [Rec. 9].
- AusAID consider allowing postgraduate scholarship training to be undertaken in Australia, even if available at Pacific institutions in the region, provided that the course content satisfies the required training needs [Rec. 12].
- AusAID and the GoK develop target profiles of the types of public, private and CSO sector candidates that they wish to attract to apply for ADS/ARDS awards [Rec. 13].
- AusAID be permitted to attend as an observer at the relevant Human Resource Planning Committee scholarship selection meetings [Rec. 14].
- The GoK consider using the South Pacific Bureau of Educational Assessment to screen and rank school, private and CSO sector scholarship applications [Rec. 15].
- The GoK conduct interviews for shortlisted in-service applicants to verify their employment intentions and their plans to ensure that their skills are effectively utilised on award completion [Rec. 16].
- AusAID, NZAID and the GoK meet formally at least three times a year to discuss scholarship cycle planning, scholarships selection, post-award activities and M&E [Rec. 17].
- The GoK develop an Action Plan process for pre-service awardees to be extended to private and civil society sector awardees as soon as possible [Rec. 19].
- The GoK develop a simple database to track the submission, completion and monitoring of the awardee Action Plans [Rec. 20].
- AusAID discuss with the GoK the steps that need to be taken for the next promotion and selection round to ensure gender equitable allocation of ADS awards [Rec. 21].
- AusAID consult the GoK and other stakeholders regarding finalising a M&E Framework and agreeing a plan for its implementation [Rec. 22].
- AusAID provide support to the GoK to increasingly monitor, evaluate and strengthen the Kiribati scholarship schemes, using GoK systems and processes where possible [Rec. 24].

An indicative timetable for implementation of these recommendations is provided in Annex M.

Evaluation Criteria Ratings

Evaluation Criteria	Rating (1-6)	Explanation
Relevance	5	As a country with few natural resources and limited opportunities for internally driven economic growth and employment creation, the Government of Kiribati considers its human resources as one of its primary assets. Tertiary training of I-Kiribati through ADS/ARDS is consistent with the shared development vision of the *Kiribati Development Plan 2008-11* and the *Kiribati-Australia Partnership for Development* to raise the standard of living in Kiribati through investing in targeted HRD. Awardees are selected to undertake training prioritised in the Kiribati *National Human Resource Development Plan*. ADS/ARDS have in the past focused on academic training for public sector employment. There is increasing recognition of the need for scholarships for TVET and private sector training.
Effectiveness	3	Around 20 ARDS and 9 ADS new awards are made each year. Although there are reasonable ADS completion rates (85% of all concluded awards since 2000), the effectiveness of ARDS awards in achieving its objectives are significantly limited by the high rate of awardees not successfully completing their course of study (33% of awardees since 2005). Weak English language ability/confidence and awardee difficulties in adapting to a different educational and social environment overseas have been identified as main factors for the high ARDS failure rates.
Efficiency	4	Pre-award application and selection processes are cooperatively managed by the GoK and AusAID. There is however duplication of activity within the GoK (by the PSO and the MoE) and also between the GoK managed Public category and the AusAID managed Open category. On-award processes are effectively managed through contracts with Australian and Pacific institutions. Due to resource constraints, limited post-award or M&E activities are currently undertaken.
Sustainability	3	The majority of alumni return to Kiribati and work in relevant areas within the public sector. There is some evidence of alumni unemployment, particularly those with management/non-technical degrees. Data on alumni skill utilisation is limited, but a lack of reintegration support, as well as institutional and cultural constraints to change, may constrain skill utilisation. Sustainability of training outcomes is enhanced through relatively low emigration rates. Sustainability of alumni contacts with Australia is reduced through the current absence of an alumni association.
Gender Equality	4	Whilst there is gender equality for the offer of ARDS awards, only 31% of the ADS awards since 2000 have been to female awardees. Whilst there were comparable non-completion rates for both male and female ARDS awardees, 22% of ADS females were unsuccessful compared to 12% of the male awardees. No data is available on the relative employment outcomes by gender.
Monitoring & Evaluation	3	M&E is limited by lack of an M&E Framework, as well as data gaps throughout the scholarships cycle. Whilst pre- and on-award data is available on SIMON/SOFEA, degree completion data is not consistently recorded. On-award monitoring is undertaken by contracted institutions and AusAID Tarawa. Post-award data on the location and employment of alumni is not routinely captured. Data on alumni skill utilisation and their contribution to their organisation has not been consistently collected, although the GoK has commenced an Action Plan initiative in this area.
Analysis & Learning	4	Sound technical analysis of scholarships outcomes and impact has been limited by significant data gaps. The Post have applied learnings from other Pacific countries in the development of scholarship harmonisation/alignment initiatives with NZAID/GoK. Lessons learnt from the KANI and APTC projects, as well as AusAID reviews will also be applied to improving ADS/ARDS processes in Kiribati.

Rating scale: 6 = very high quality; 1 = very low quality. Below 4 is less than satisfactory.

2 Introduction

2.1 Activity Background

2.1.1 *Development Context*

Kiribati is a politically stable nation, categorised by the United Nations as a least developed country. In 2006, Kiribati had a national income of A$154 million or A$1620 per person. This was made up of a Gross Domestic Product (GDP) of $82 million and $72 million in national income from abroad (fishing licence fees), income from the Revenue Equalisation Reserve Fund, aid and remittances (estimated at $12 million a year). In 2007, official development assistance to Kiribati from all donors was an estimated $50 million (excluding loans), equivalent to 68% of GDP. In 2007–08, Australia's estimated budgeted assistance to Kiribati was A$15 million, 18% of the Kiribati Government's 2008 budget (AusAID 2008a). Poverty in Kiribati is described as hardship and the lack of access to opportunities rather than as abject poverty. Kiribati has achieved or is on track to achieve most of the Millennium Development Goals (MDGs) relating to education, but is unlikely to meet its poverty, health, water and sanitation targets. Major challenges that limit development opportunities include Kiribati's geographical isolation, small population, narrow economic base with the government providing all services, a very small private sector and extremely low economic growth, low quality of education outcomes, particularly English language and literacy, and low capacity of lower level government staff affecting service delivery, financial management and capacity to manage development assistance (AusAID 2008a).

2.1.2 *Human Resource Development Policies and Strategies*

The Kiribati Development Plan (KDP) 2008–2011 is based on the premise that the lives of Kiribati's people can be best improved through further development of their capabilities, which will ultimately create employment opportunities and a skilled workforce to access both the national and international labour market. The KDP identifies six key policy areas: human resource development (HRD), economic growth and poverty reduction, health, the environment, governance and infrastructure. Limited human and financial resources, and institutional capacity present significant constraints to implementation of the KDP (ADB, 2009b). Kiribati's National Human Resource Development Plan guides all HRD training requests, according to priorities agreed by the GoK Human Resource Planning Committee (HRPC). These priorities are determined from Ministry submissions regarding their training needs to achieve Ministry Operational Plan and related KDP goals, as well as from civil society organisation (CSO) and the private sector. The 2009 *Kiribati-Australia Partnership for Development* established a shared vision between the Australian and Kiribati governments to raise the standard of living in Kiribati. The Partnership priority outcomes are for improved basic education, workforce skills and improved growth and economic management. The Partnership will also support public sector reform, predominantly through AusAID's new Pacific Public Sector Capacity Initiative, and assist in areas of economic infrastructure, health, trade and climate change.

2.1.3 *AusAID Scholarships Overview*

The Australian Regional Development Scholarship scheme (ARDS) has expanded from about 10 new scholarships per year in 2000 to 20 per year in 2009, replacing in-Australia study through Australian Development Scholarships (ADS) as the primary AusAID scholarship scheme for Kiribati. There are currently 71 ARDS students studying at tertiary institutions in Fiji, Samoa and Vanuatu. Of these awardees, 13% are undertaking diploma, 74% bachelor, and 13% postgraduate degrees. Fields of study include education, medicine, law, engineering, computing studies, land management and town planning, economics, management and accounting. In-Australia training through ADS still has an important role in Kiribati. Nine new ADS awards each year provide training opportunities in key areas not offered at Pacific institutions. ADS awardees have studied at mainly postgraduate level in areas such as environmental economics, environmental management and development, political science and international relations, public administration, engineering, justice, disability and community rehabilitation, health science and business and information technology. AusAID also provides scholarships to I-Kiribati through a number of other schemes. The Australian Leadership Awards scheme provides 1-2 awards to I-Kiribati a year to undertake degree level and leadership training in Australia. Ninety students have commenced the Kiribati Nurses Initiative (KANI) which aims to enable I-Kiribati youth gain overseas employment in the nursing sector by providing training in Australia to achieve internationally recognised nursing qualifications. I-Kiribati are also able to apply for regional scholarships for TVET study at the Australia-Pacific Technical College (APTC).

2.2 Evaluation Objectives and Questions

The aim of this review is to identify strategies to improve program performance and inform future directions for the ADS and ARDS programs in Kiribati in the context of the new policy environment. The objectives of the review (as detailed in the TOR in Annex A) are to assess the performance and impact of ADS/ARDS programs in Kiribati for completed students since 2005; analyse the relevancy of the current objectives of both programs in the context of AusAID's new bilateral policy settings with Kiribati; and provide recommendations for structuring future assistance and implementation strategies in the context of the new bilateral policy environment. The key review questions used to collect qualitative and quantitative data to assess ADS/ARDS performance and to make recommendations with respect to increasing performance, relevance, impact and sustainability are listed at Annex B.

2.3 Evaluation Scope and Methods

The review was undertaken between June-July 2009. Key components of the methodology included desk based review of relevant AusAID and GoK policy, guideline, review and other documents (as listed in Annex C); analysis of AusAID ADS/ARDS data; consultations during a one week field visit to Kiribati, including with AusAID staff responsible for ADS/ARDS, and with GoK officials, CSO and private sector representatives, NZAID and alumni (as listed in Annex D); telephone consultations with stakeholders in Fiji and Australia; a debrief meeting with AusAID staff at the end of the field visit; and provision of a draft report to AusAID for their comments and suggestions for incorporation in the final report as appropriate. Analysis of Kiribati ADS/ARDS data was limited by inaccuracies in the data entered by institutions as to degree completion and the limited range of post-award data fields that have been updated. The opportunity to meet with a wider range of alumni and alumni employers would have provided extra data in assessing the skill utilisation on return to Kiribati. USP completion data and analysis from the Public Service Office (PSO) Action Plan and Mini-Tracer Study was not available for this report.

2.4 Evaluation Team

The review team consists of an independent consultant with significant experience in designing, managing and evaluating scholarship programs. In 2007-2009, she participated in evaluations on the NZAID Tonga Scholarships Programme, the APTC Mid-Term Review and the Joint Government of Samoa/AusAID/NZAID Scholarships Programme Review, as well as undertaking Tracer Surveys for AusAID Tonga, Fiji and Tuvalu. The consultant has experience in working in Kiribati having been a member of the Programming Mission for Australian and New Zealand Support for Human Resource Development in Kiribati in May 2006 and subsequently a team member of the Kiribati HRD Technical Advisory Group Review of the Current Direction of Australia and New Zealand HRD Program in April 2008. Although a single-member team, the consultant was able to benefit from discussing the preliminary findings and review recommendations with experienced AusAID staff in Kiribati, Fiji and Australia.

3 Evaluation Findings

3.1 Relevance

3.1.1 *ADS/ARDS Relevance to Kiribati and Australia Policies*

The current Kiribati ADS/ARDS objective is "to strengthen human resource capacity in priority sectors, through training opportunities in Australia and the Pacific region, to contribute to the long term development needs of Kiribati" (AusAID, 2009a). This objective is directly relevant to key GoK and GoA policies and strategies. ADS/ARDS directly support HRD in Kiribati, one of the key policy areas of the Kiribati Development Plan, through tertiary training in the priority areas identified in the Kiribati National HRD Plan. ADS/ARDS alumni trained in health related disciplines support the KDP policy area of health. A small number of alumni work in public service departments related to the KDP policy areas of the environment and infrastructure. Alumni working in the private sector also have a role in the KDP's other key policy area of economic development. ADS/ARDS are directly relevant to achievement of the Kiribati-Australia Partnership priority outcome of workforce skills development. Ministry of Education teachers and staff benefit from ADS/ARDS in support of the Partnership outcome for improvements to basic education, whilst ADS/ARDS alumni working in the government and the private sectors contribute to achievement of the third Partnership priority outcome of improved growth and economic management.

The ADS/ARDS schemes have over-arching development oriented objectives across all countries. ADS/ARDS in Kiribati are also currently aligned to domestically focused HRD priorities. Training for domestic employment in support of Kiribati's development is still critical for Kiribati. The National HRD Plan identifies significant levels of unmet demand for overseas academic training to improve public service capacity. The PSO advised that only an estimated 70% of the over 4,000 public servants fulfil their positional requirements (although not all require tertiary training!). The National HRD Plan also recognises the need for private and civil society sector training, as 37% of those in paid employment in 2000 work outside the public sector.

There is however increasing awareness of the need to also train I-Kiribati for overseas employment[1]. Although other AusAID scholarship schemes, such as KANI and APTC, have specific objectives to train I-Kiribati for employment both within Kiribati and overseas, **it is recommended that the ADS/ARDS objectives remains development focused** [Rec. 1]**.** In addition to the priority domestic HRD needs**, i**ncluding an ADS/ARDS objective to increase the number of degree qualified I-Kiribati explicitly for overseas employment would mean significant and perhaps conflicting revisions to the current ADS/ARDS policies and guidelines (e.g. the requirement for awardees to return to and remain in Kiribati for at least two years to contribute to their country's development). It is therefore proposed that the Kiribati ADS/ARDS purpose be confirmed as being, through the provision of long-term tertiary education and training scholarships, to assist I-Kiribati to acquire relevant knowledge, skills and qualifications which will enable them to make a positive contribution to the development of Kiribati consistent with the Kiribati Development Plan and the Kiribati-Australia Partnership for Development. Reflecting Kiribati's development based HRD needs, **it is recommended that the ADS/ARDS have Kiribati-specific objectives for alumni to apply their skills and learning within:**

- **GoK agencies to increase the development and application of appropriate policy and practices for improved service delivery.**
- **Private sector organisations to increase the scale of operations and/or the number of I-Kiribati employees.**
- **Non-profit civil society and development organisations to increase the development and application of appropriate advocacy, policy and practices for improved service delivery** [Rec. 2].

Should the GoK prefer additional support for training for overseas employment, there is opportunity under the Annual Partnership Talks for the GoK to request re-balancing of the scholarship funding from ADS/ARDS to schemes such as APTC and KANI. To more effectively integrate the scholarship programs with the Partnership HRD objectives **it is recommended that AusAID request the GoK that priority for sponsorship by AusAID be given to HRPC nominees who wish to study in areas that will support achievement of the Partnership outcomes** [Rec. 3]. AusAID should define these areas annually, which could include for example basic education teacher training and management (Partnership Priority Outcome 1); TVET teacher training and management (Partnership Priority Outcome 2); financial management/audit, fisheries management (Partnership Priority Outcome 3) or health, economics, international trade, environment (other potential areas of assistance).

3.1.2 *Targeting Workforce Skill Gaps*

ADS/ARDS are for the most part effective in providing training for Kiribati's workforce skill gaps, although this could be improved through ensuring an appropriate number of awards for the private and CSO sectors, as based on continued improvements to identifying their specific training needs. GoK data shows that 33% of the 21 current in-service AusAID awardees are from the Ministry of Health and Medical Services, 28% from the MoE and the remainder evenly spread across seven other Ministries (including two from the Ministry of Line and Phoenix Island Development). With the possible exception of an awardee at the Development Bank of Kiribati undertaking a BA Education and a MCIC employee undertaking a BA/LLB, all the AusAID in-service awardees are training in areas of relevance to the work of their Ministry.

Through the National HRD planning process, the HRPC each year details the training priorities for overseas scholarship allocation through the Academic Award Priorities (in-service, for those already in employment) and the Pre-Service (for school leavers)/Open category Scholarship Priorities lists (Annex E).

[1] *Our "strategy involves upskilling of our people to make them competitive and marketable at international labour markets" (Tong, UN, 2008). "With an already high and rapidly increasing population and limited formal employment opportunities, the country has no alternative but to train I-Kiribati for the global labour market. Good English skills must be developed, and vocational training expanded and improved" (ADB, 2009b)*

GoK guidelines state that in-service and pre-service awards are now made strictly according to these lists, with those who wish to pursue areas of studies outside the approved priorities not being selected even if they rank higher in the other selection criteria. The 2010 HRD priorities lists were only released in May 2009, too late for use in information dissemination for the 2010 intake and should be finalised by February each year for future intakes. So that school students can effectively plan their study programs, it would be preferable for the pre-service priority lists to not substantially change on an annual basis. Pre-service applicants would also benefit from career and application counselling to assist students to nominate courses of study that meets HRD priorities whilst recognising their interests and academic backgrounds. Where possible, in addition to current training needs, the Priorities List should also reflect workforce planning, particularly where small numbers of awardees need to be trained in specific postgraduate courses of study.

To date, award priorities have focused on training those currently or likely to be employed in the public sector. This has been appropriate, as the public sector is the main Kiribati employer and has acknowledged capacity development needs. However, given the limited capacity for the public sector to absorb new pre-service graduates[2], to ensure that sufficient awards are in the future allocated for training for private sector growth, **it is recommended that the GoK establish a separate pool of scholarships for the private sector** [Rec. 4]. The award of these scholarships should be advised by the Ministry of Labour and Human Resource Development (MLHRD) and the Chamber of Commerce and should reflect the private sector training priorities in the National HRD Plan, as well as those identified in the (draft) Kiribati Private Sector Development Strategy. Private sector scholarships should focus on undergraduate studies, particularly for TVET (provided that this does not duplicate APTC scholarship support). As opportunities for private sector employment on graduation are still limited, a small number of awards should be made initially (4-5 per year), until their impact has been evaluated. The number of private sector awards would need to be increased if plans eventuate to privatise some of the state owned enterprises.

Similarly, to ensure that overseas tertiary education is also available for employees in non-government/civil society organisations (CSOs), **it is recommended that the GoK establish a separate pool of scholarships for the civil society sector** [Rec. 5]. This pool should also be small (1-2 scholarships per year) and should reflect the training priorities identified in the National HRD Plan, with a focus on undergraduate studies. To reflect the formation of these separate scholarship pools, in future years, the annual award priorities list should separately identify the training priorities for the private and CSO sectors.

The traditional focus of post-school HRD has been on overseas academic training. Although ARDS are available for both academic and TVET study, only a small proportion of ARDS awardees have been selected for TVET studies (e.g. there were only 8 awardees studying TVET courses at the FIT in 2009, 11% of all ARDS awardees). In the past two years, the GoK has driven a growing recognition of the importance of technical and trade skills (AusAID 2009, KIT). The 2010 Scholarship Priorities Lists (Annex K) place TVET courses as the top priority for both pre- and in-service awards. It is also likely that the number of awards for TVET will increase with an expansion to the number of awards for the private sector, at least until this training is available in Kiribati. Given this, and as AusAID offers other scholarship opportunities for TVET (e.g. KANI and APTC), it is not thought necessary to establish a separate pool of ARDS awards for TVET study. Consideration should be given to including the APTC as an ARDS institution, so that ARDS scholarship funding can be used for TVET training at the APTC (supplementing the scholarships already available directly through the APTC).

Since 2007, with the exception of nursing, teaching and police training, the GoK has decided that all in-service scholarships should be for postgraduate study only. This policy may have a negative effect in that experienced staff may undertake study overseas at a time when their skills are required for capacity development in key government areas. Whilst other in-service candidates can apply for undergraduate scholarships through the MoE pre-service process, they need to resign from the public service before taking up a scholarship and may not be re-employed on award completion. In addition, ADS funding for postgraduate study in Australia roughly equates to the opportunity for undergraduate study for two ARDS awardees. **It is recommended that** the GoK undertake **an evaluation of the impact and cost-effectiveness of the GoK policy to only award in-service scholarships for postgraduate study** [Rec. 6]. This evaluation should include assessing options for short-term training and attachments that may provide more appropriate training for middle and senior public servants, as may for example be available through the AusAID Public Sector Capacity Building Initiative.

[2] *The IMF advise the need for the GoK to control the public sector wage bill (IMF, 2009).*

3.1.3 *Scholarships Funding*

The GoK has raised the possibility of AusAID providing a fixed yearly allocation of funds for HRD training. The GoK would be able to flexibly use this fund to transfer scholarships between ARDS and ADS, or even to transfer scholarships between overseas and in-country long and short-term training as prioritised each year. Given the demand for overseas tertiary training and alternative sources of funding for in-country training (such as through the proposed Pacific Public Sector Capacity Initiative), as well as AusAID's support for strengthening the Kiribati Institute of Technology (KIT) to provide in-country training, AusAID bulk-funding for HRD training should be reconsidered in 3-5 years after successful implementation of these other HRD initiatives. Bulk funding should be dependent on implementation of other recommendations in this report (particularly establishment of a single KSO, an integrated scholarships MIS, and improved GoK post-award re-integration and M&E), as well as assurance of the robustness of the GoK financial systems to provide the required reporting and financial management accountability. However, if the GoK are able to determine their overseas scholarship needs at the start of the calendar year, prior to the advertisement process, AusAID should be able to flexibly respond to the relative number of ADS and ARDS that can be provided within the agreed annual funding envelope. Should the GoK wish to decrease the level of funding for overseas scholarships and transfer that to in-country training, in line with the National HRD Plan, this would need to be agreed through the high-level Annual Partnership discussions.

3.2 Effectiveness

3.2.1 *Degree Completions*

Awardee failure to successfully complete their course of study (due to award termination for academic or personal reasons or for not successfully passing their final exams) limits scholarships effectiveness. It also represents an opportunity cost for education that could have been undertaken by another student. Of the 54 ARDS recipients on SOFEA who have finished their awards since 2005, 33% did not successfully complete their study[3]. This compares with a 15% non-completion rate of the 26 ADS recipients recorded on SIMON from 2000 (and 20% with the smaller sample of ADS students completing since 2005). Owing to weaknesses in recording study program completion by institutions, these completion rates may be over-stated. The small number of AusAID sponsored I-Kiribati awardees makes detailed statistical analysis unreliable, and thus more detailed analysis should be undertaken using a larger dataset, for example all I-Kiribati sponsored students at University of the South Pacific (USP). The GoK should request a completion report by level and course of study from USP. Whilst there were comparable non-completion rates for both male and female ARDS awardees, 22% of ADS females were unsuccessful compared to 12% of the male awardees. ARDS non-completion rates were higher for those undertaking TVET studies at the Fiji Institute of Technology (50%) and the Fiji School of Medicine (38%) compared to USP Laucala (31%). Open category ARDS applicants had higher non-completion rates (43%), compared to Public category pre-service (33%) and Public Category in-service awardees (25%). Undergraduate ARDS awardees had significantly higher non-completion rates (34%) compared to ARDS postgraduate awardees (23%). ARDS Diploma level students had the highest non-completion rates (60%). Of the four unsuccessful ADS awardees, all were undertaking Bachelor level degrees, perhaps pointing to the difficulty that might be experienced if more I-Kiribati awardees were to take undergraduate degrees in Australia rather than at Pacific region institutions[4].

3.2.2 *Factors Affecting Degree Completions*

The factors contributing to low I-Kiribati ARDS awardee performance have been identified as low English language literacy, low-achiever complex, lack of essential study skills (note taking, research, library and problem solving), cultural and social adjustment problems, weak time management, financial independence and management skills and family and social responsibility issues. Only 12-14% of I-Kiribati students passed the USP English Language Skills Assessment (ELSA) Test between 2005 and 2007 (GoK 2008f)[5]. Reasons put forward by I-Kiribati students at USP who had their awards terminated included a

[3] *This is based on SOFEA data, updated with advice from the Kiribati Post.*

[4] *Although this represents only a 22% non-completion rate, it is possible that the four A/Diploma completions recorded were for awardees that did not successfully pass their intended Bachelor level course.*

[5] *Only 12-14% of students who sat USP English Language Skills Assessment (ELSA) Test from Kiribati between 2005 and 2007 passed the test with Band 3. The pass rate for all USP Campuses in the same period is 52-54%. The 2003-2007 results of Kiribati students in the Form 7 Pacific Senior Secondary Certificate Exams showed that Kiribati students have generally achieved 10 marks below the regional mean in English (GoK Summit, 2009.)*

culture of time wasted socialising and drinking, inadequate teaching and specific course (e.g. accounting) difficulties (AusAID, 2009a). The Kiribati Student Support Officer (KSSO) reported that both pre- and in-service awardees were restricted by a reluctance to speak English and ask questions. As a result many I-Kiribati students did not attend the USP preparatory Academic for English Tertiary Study (AETS) program arranged by the Centre for the Enhancement of Learning and Training (CELT). There should be compulsory attendance by I-Kiribati at such preparatory programs. The KSSO also reported four cases of pregnancy, where instead of advising the sponsor and deferring their award, the students dropped out of, and thus failed their courses, and their awards were therefore terminated. As the KANI program has also experienced a number of drop-outs due to pregnancy, approaches to reduce awardee pregnancies needs further consideration by all stakeholders. I-Kiribati also reportedly experience difficulties in completing more academically challenging courses (such as Accounting) but the data was not available to confirm this. USP and other institutions should be asked to regularly provide data on the relative completion rates of I-Kiribati awardees by course of study.

3.2.3 *Improving Completion Rates*

3.2.3.1 English language training and assessment

A major factor in the decline of English competence lies in the manner in which the English curriculum is taught and assessed in Kiribati schools. An AusAID funded Language Education Pilot Project commenced in July 2009 to improve English among primary school teachers, although it can be expected that it will take a number of years to realise significant improvements in the English language ability of school-leavers. Post school English as a Second Language (ESL) training for adults in Kiribati is limited. It is available through the USP Foundation and Preliminary courses (91.6 EFTS in 2008), the KANI Academic Preparation Program (30 student intake per year in 2007 and 2008), and at KIT, MTC and FTC and a number of small private language schools.

To improve pass-rates, pre-service applicants need to pass minimum English language test results and the eligibility criteria for in-service academic applicants now include proof of English language ability to undertake tertiary studies. Subject to further analysis, the level of pre-requisite English language ability may need to be increased. There are however limited options for English language assessment in Kiribati. Only current USP students can sit the USP ELSA test, and there are no accredited International English Language Testing Scale (IELTS) testers in Kiribati (so testing is only available in Fiji or through flying a tester into Kiribati). Whilst USP Tarawa has developed a Kiribati English Language Test specifically for public service scholarship selection, there is concern about its ongoing sustainability. KANI used the International Second Language Proficiency Rating (ISLPR) scale rather than the IELTS due to its more functional and communicative approach for English language teaching, however the equivalence of this test is not recognised by all Australian institutions.

Increasing the proportion of 16-24 year olds completing TVET courses which articulate to internationally recognised qualifications is one of target results under Partnership Outcome 2. Achievement of this target relies on raising KIT's capacity to deliver internationally recognised qualifications, which will require improvements to ESL training in Kiribati as well as methods to assess EL competency. Improving the KIT ESL capacity will have flow-on benefits for the ADS/ARDS programs. **It is recommended that AusAID include developing a coordinated strategy for English language teaching and assessment for young adults who need improved English for their job or for access to post-secondary education and training in the Kiribati TVET Strengthening Project** [Rec. 7].

3.2.3.2 Academic preparatory program

The above data on completion rates and reasons cited for non-completion of academic programs indicate the need for improved preparation of awardees prior to overseas training. Stakeholder consultation supported the establishment of an in-country ADS/ARDS Academic Preparatory Program (APP) with design considerations as listed in Annex L. **It is therefore recommended that AusAID sponsor the establishment of an ADS/ARDS Academic Preparatory Program, including a significant English language component, for I-Kiribati awardees** [Rec. 8]. The goal of the program would be to prepare students for overseas undergraduate study, through a structured learning program that would enhance their English language skills and introduce them to life and study overseas. The objectives of the APP would be:

- Increased English language ability of scholarship candidates prior to their overseas training.

- Reduced number of award terminations for academic reasons, particularly in the first year of study.
- Reduced number of award extensions required through failure of individual course subjects.
- Increased average grades achieved by awardees.

Stakeholders also considered that, as for the KANI APP, the ADS/ARDS APP should be conducted at the KIT[6]. Provided that the set-up and operation of the APP does not distract from other KIT strengthening initiatives, delivery of the APP at KIT has the potential to benefit other KIT programs and initiatives. KIT could benefit from any facilities required by the APP (e.g. classroom improvements and computer purchase) and KIT teachers could benefit from working alongside and learning from expatriate APP English language teachers and testers. Holding the APP at KIT would be consistent with the Partnership objective to "strengthen the management and teaching capabilities of TVET institutions in Kiribati to allow graduates to obtain relevant workforce skills leading to productive employment or further education in Kiribati or abroad". It is noted that even with the implementation of an APP, I-Kiribati awardees will still be likely to need English language (perhaps through the ARDS Supplementary Tutorial Assistance) and other support whilst on award to cope with adjusting to their new study and living environment.

Whilst the length of the APP would depend on the agreed course design, based on KANI experience, it is likely that more than two months of APP (as could be conducted over December-January) would be required[7]. A longer ADS/ARDS APP program over the majority of the year following the final year of secondary school would allow adequate time for the APP to achieve its objectives. It would also remove the pressure (on sponsors, institutions, students and their families) of late exam results negatively affecting placement, student mobilisation, and study-country orientation. An indicative process and timetable for awardee selection and attendance at an APP is provided in Annex F. As the scholarship cycle for the 2010 intake has already commenced, it is suggested that the 2010 intake be provided with an interim preparatory program, over Dec 09-Jan 10. Options for interim delivery include through the KANI APP provider (based on their experience and materials developed to date), through USP Tarawa or the USP CELT program. Establishment of an APP in time for the 2011 intake would allow a more realistic timetable for stakeholder and community consultation, approval by HRPC, sponsor funding approval, tender process, data collection, program design, materials and course development, teacher recruitment, developing ADS/ARDS APP scholarship guidelines and facilities preparation.

3.2.3.3 Kiribati student support officer

Most ADS/ARDS awardees are provided on award academic and pastoral support through AusAID contracts with Australian institutions, USP Suva and FSM. In 2009, ARDS contract arrangements will be extended to USP in Vanuatu and Samoa. Kiribati ARDS students at FIT and other Fiji institutions are supported by AusAID Suva. Whilst contracted and other institution support services are available, it was reported that the services at USP are not sufficiently utilised by I-Kiribati awardees. The importance of utilising these services needs to be reinforced during pre-departure briefings and on-arrival inductions. Ongoing concerns around student performance led to the appointment in July 2008 of a Suva based Kiribati Student Support Officer (KSSO). The KSSO position has been funded for two years by AusAID but reports to the GoK PSO[8]. The objective of the role is to improve the pass rates of all I-Kiribati sponsored students by monitoring their performance and by providing culturally appropriate support. The impact on course completion of the KSSO is still to be evaluated, however it is noted that the KSSO has initially focused on GoK sponsored students at risk of failing their courses, rather that AusAID awardees, on the basis that they have other support services available.

There are over 200 sponsored I-Kiribati students at the four Fiji institutions, many of whom experience study difficulties. The GoK project proposal indicates that the KSSO will support sponsored students studying in Fiji and with USP throughout the Pacific, particularly those under GoK funding. In order for the KSSO to achieve intended results, she needs to have well-defined responsibilities to actively support a reasonable caseload of students. The SSO reported that she has recently been asked to also support APTC sponsored students. Although not actively targeted, the KSSO also provides support to privately

[6] *A suitable alternative would also be the USP centre in Tarawa.*

[7] *The KANI program for students preparing for study at the Diploma level in Australia was 14 weeks in Kiribati prior to leaving for Australia. The program successfully prepared mainly school-leaver students for the year-long Diploma program. Running the APP over December-January would have difficulties in attracting expatriate teachers, clash with mobilisation activities and also be at a time when students are fatigued after completing secondary school examinations.*

[8] *At the end of the first year, a review as to the benefits of the position and recornmendations as to whether the position will be absorbed into the permanent establishment of the GoK PSO.*

funded students who request assistance. Given the number of I-Kiribati who are "at risk", the KSSO appears to have a large counselling caseload to manage on top of other core duties[9]. The KSSO partially manages this load by referring students to, in the first instance, use the support services already available at their institution. To assist the KSSO identify students at risk, USP Suva provides mid-semester reports of GoK sponsored students at risk of failing their course due to not attending classes, not submitting assignments or with low assignment grades (49 students in 2009 semester one). Such reports are not available for GoK students at FIT, FSN or FSM. It is noted that the KSSO has not yet met with the AusAID Suva office, and that this should be done as soon as possible. The KSSO may also be able to learn lessons from the Government of Samoa student counsellor who has been in the role for a number of years. One of the major risks identified at the outset that "the provision of support will not be welcomed or acted upon by these students" (GoK, 2007c), has eventuated. The KSSO reported that despite repeated email and telephone contact, almost half of the students at risk did not attend a counselling session with her.

It may be unrealistic to expect the KSSO to significantly impact overall termination rates and pass grades in the short-term given English language ability is the major problem identified with student performance. There is reported reluctance to actively participate in class activities, in academic and welfare support services provided by the institutions, and reluctance of students to utilise her services. The KSSO should however be expected to have had a positive impact on the students that she has actively counselled, particularly those who have been identified as being at risk by their institution. A mid-term review on the impact of the KSSO is to be undertaken in mid 2009. The review should include consideration of: the target recipients of support, including whether this should extend to countries other than Fiji; whether the Fiji institutions are providing adequate academic and pastoral care and how to increase I-Kiribati utilisation of these services; a workplan for the second year of the position; the location of the office within the High Commission rather than at USP or another Fiji institution; achievable KPIs; baseline data for assessing performance; a standard template for quarterly and annual reporting; a survey of student (current, completed and terminated) satisfaction and the support services; and mandatory requirements for attending sessions with the KSSO.

3.2.4 *Alumni return to Kiribati*

A risk to achievement of ADS/ARDS objectives is that awardees do not return home on award completion. To mitigate these risks, the award offer letter and the PDB ensure that students are aware of their contractual requirement to return home at the completion of their studies for at least two years or face a financial penalty. Australian immigration prevents ADS awardees remaining in Australia or returning there within two years of award completion. ARDS awardees in Fiji and Vanuatu are also subject to student permits to only remain in the study country for a fixed period. Whilst no data was available on non-return to Kiribati on award completion, the stakeholders consulted did not consider it to be a significant issue.

3.3 Efficiency

3.3.1 *AusAID Scholarships Management*

There is a significant workload associated with managing the AusAID bilateral scholarships for Kiribati. The scholarships are currently managed by a part-time Manager, and as increasing staffing levels at the Post is constrained by lack of office space, more efficient ways to manage the scholarships programs are required. These should aim to decrease administrative tasks and increase the strategic level of work so that important tasks such as alumni activities and M&E can also be undertaken by the Manager. It is noted that ADS management functions for the majority of Asian countries and for ADS/ARDS in PNG are outsourced to a Managing Contractor. Outsourcing all of the ADS/ARDS management functions in Kiribati would not be consistent, however, with the recommendations contained in this report for greater alignment of scholarship management with GoK processes. Instead, **it is recommended that AusAID contract local staff for selected administrative tasks** (e.g. coordinating the alumni association and undertaking mobilisation activities) [Rec. 9].

[9] *Assist students to select the correct courses which enable the earliest completion of their approved program of study; maintain the database of all I-Kiribati students in Fiji, including their dependent details and addresses, institution, program of study, courses, progress and contact visits made; Provide pastoral care to students on living in their new environment and the demands of meeting the deadlines of a study program.*

AusAID Tarawa's workload could be significantly reduced through removal of the ADS/ARDS Open category (two ADS and six ARDS each year) and transferring the awards to the Public category. Under the Open category, applications (131 applications in 2008) are made directly to AusAID, with shortlisting and ranking outsourced to the SPBEA. Having both Public and Open categories creates duplication of effort for both applicants and AusAID/GoK. The PSO reported overlap of Public and Open category applicants, indeed that some applicants had last year been offered both AusAID Public and Open scholarships. Having both categories could also undermine GoK processes, by potentially selecting an Open category applicant who had been unsuccessful in the larger Public category pool, or by selecting an applicant for training in a field of study that had already been satisfied in the Public category process. In addition, Open category public service awardees are not guaranteed work in the public service on completion of their studies and are not included in reintegration planning thereby likely reducing the potential impact of the scholarship. Given the merit-based and defensible scholarship selection processes instituted by the GoK, having a separate Open category managed by AusAID is no longer required for equity reasons. To mitigate any risk of the GoK not maintaining a transparent and merit-based selection process, AusAID should continue to maintain close consultation with GoK on their selection processes, and should also request that they may attend relevant HPRC meetings as an observer. To improve efficiencies, whilst increasing local ownership and scholarships impact, **it is recommended that AusAID transfer the awards under the current ADS/ARDS Open/Equity category to the Public category awards managed by the GoK from the selection round in 2010** [Rec. 10]. Greater GoK ownership of the scholarships process would be consistent with the Partnership policy to increasingly align Australia's aid with Kiribati's decision-making systems. Should all ADS/ARDS applications be channelled through the Public category process, there is a need to ensure that all applicant types have equitable access to the scholarships. The Open category mature applicants from the CSO/private sectors would be able to apply for scholarships under the proposed separate CSO/private sector pool (see Section 3.1.2).

3.3.2 *Single Kiribati Scholarship Office*

GoK responsibility for scholarships selection and management is currently split between the PSO and the MoE. Stakeholders consulted considered that a single scholarship office would be more efficient (e.g. by reducing duplicate workload in maintaining databases, overlap of selection committee members and meetings, stipend payments, maintenance of scholarship guidelines, awardee monitoring and liaison with institutions and sponsors). It would also be more effective in assisting awardees reintegrate back into Kiribati, assisting them find employment and monitoring bond adherence and skills utilisation. A single scholarships office would also minimise gaps and duplications in the offer of awards against the HRD priorities and ensure that all GoK sponsored awardees were on the same award terms and conditions. Management of the awards would be simplified, particularly for institutions, donors and the KSSO. To improve the efficiency of scholarships selection and management and effectiveness of the linkages between training and employment opportunities after graduation, **it is recommended that the GoK consider managing all (pre and in-service) scholarships through a common process in a single Kiribati Scholarships Office** [Rec. 11].

Kiribati stakeholders agreed that it would not be appropriate for a single Kiribati Scholarships Office (KSO) to be placed in the MoE, as scholarships management is not a core function of that Ministry, and that a KSO would best be located in a Ministry with responsibilities for tertiary training, employment and skills utilisation. Given the PSO's scholarships management experience, public service training responsibilities, and its Secretariat role for the HRPC, all scholarship management could be taken over by the PSO with minimal additional resourcing. However, stakeholders indicated that it would be appropriate in the medium-long term for a KSO to be located within the Ministry of Labour and Human Resource Development (MLHRD). This would facilitate a holistic national approach to training though the MLHRD's management of in-country training provision, as well as their linkages to employment opportunities in the public and private sectors.

Given the skills and experience of PSO staff, it is suggested that they manage the process of developing functional policies and processes for managing the scholarships within a single office. An indicative implementation timetable is provided in Annex I. This includes: communication with key stakeholders, consultation and approval by PSO, MOE, MLHRD and HRPC, development of a detailed implementation plan, development of a risk and change management plan, consolidation of guidelines into a single set of guidelines, development of new TOR for a single Scholarships Committee; approval of KSO establishment (including any legislative changes), staff resourcing and training, transfer of PSO and MoE staff experienced in scholarships management to the KSO and finally transition of ongoing pre-service

awardees to KSO management. As the PSO has responsibility for providing secretariat services to the HRPC, the implementation plan will need to detail how the KSO would work with the PSO with respect to the HRPC's role in scholarships selection. It is suggested that the PSO would continue to be responsible for developing the academic in-service priority tertiary training needs list and for developing advice to the KSO on the priority list for school-leavers. The MLHRD would be responsible for development of the scholarships priority list for the private/CSO sectors.

It is recognised that the three GoK agencies have limited resources and capacity and are already involved with an increasing number of activities under the Australia Kiribati Partnership (including the proposed Kiribati - Australia Technical and Vocational Education and Training Strengthening Program). Should it not be possible to undertake the restructuring into a single office in the short-term, preparatory work could still commence on common pre and in-service guidelines, M&E framework and management information system. AusAID may also wish to consider providing financial support for technical assistance or additional I-Kiribati staffing to facilitate the change process.

3.3.3 *Location of Study*

One of the core factors that determine scholarship value for money relates to decisions as to where awardees should undertake their studies[10]. The National HRD Plan requires that all training programs should be taken in Kiribati if available, or in the Pacific region if this is an option. This GoK policy aligns with AusAID policy and is reflected in the offer of ADS awards to study in Australia only if the course of study is not available through ARDS in the region. The rationale for this policy is based on institutional strengthening[11] that arises from sponsorship of awardees at local and regional institutions and the cheaper costs (and thus more awards that can be offered) of study in the region[12]. It is also based on the assumption that Pacific institutions offer courses with a high degree of relevance to the Pacific (as typically based on resources, technologies and work practices) that are able to be utilised when the graduates return home. An alumni tracer/employer survey would help assess whether this is the case in Kiribati. Although the quality of education at Pacific institutions is sometimes questioned, ARDS alumni are able to find work in Kiribati, and their qualifications are recognised for further education overseas.

An increasing number of postgraduate courses are now available at USP. As a result, ARDS awards are now being used for postgraduate as well as undergraduate study. However, there is merit in awardees experiencing a range of education approaches and having the experience of living in a developed country such as Australia, as well as of developing linkages with Australian institutions and individuals (one of the core higher-level ADS objectives). **It is recommended that AusAID consider allowing postgraduate scholarship training to be undertaken in Australia, even if available at Pacific institutions in the region, provided that the course content satisfies the required training needs** [Rec. 12]. This would be consistent with HRPC policy which allows exceptions for special cases of demonstrated training need.

Alternative study modalities such as split-site study and DFL can offer significant advantages, particularly for those who live in remote areas, have family, financial or work responsibilities which prevent them from studying on-campus, do not want to move away from family and friends or prefer to study independently. DFL does not however enable the opportunity for awardees to be exposed to a structured context and institutions and build linkages and networks with other awardees, Australia and the region. DFL modes require levels of in-country infrastructure and tutorial support that are not yet available in Kiribati. For example, USP Kiribati does not have the resources to be able to offer a full range of courses to USP first-year students. The difficulty of studying through DFL has been illustrated through the high non-completion rates for the DFL awards offered by AusAID in Tonga. When post-secondary in-training capacity has increased at KIT, the offering of scholarships for study in-country should also be considered (perhaps replacing the scholarships currently being provided for study at FIT).

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[10] Full analysis of the relative value for money of different study locations requires reliable quantitative data on scholarship costs, completion, return and retention rates as well as qualitative data on the quality and relevance of the education received in different institutions/countries and the ability of returning students to impact on their country's development.

[11] Through increasing institution income, increasing student numbers so specialist Pacific based courses are viable, and through capacity building in conjunction with other donor initiatives and requirements for academic standards and scholarships management.

[12] ARDS awards have significantly lower direct annual costs (such as tuition fees, airfares, and living costs) than ADS awards. Indicatively scholarships for undergraduate study in Australia cost more than double that for the same level of study at USP. Whilst a high non-completion rate for ARDS awards affects a value for money comparison, it is unlikely that I-Kiribati undergraduate completion rates would be higher in Australian, and given concerns regarding English language competency may even be lower.

3.3.4 *Scholarship Processes*

Responsibility for ADS/ARDS management throughout the life cycle varies depending on the scholarships category (Public or Open), stage of the scholarships cycle and study institution (see figure in Annex G). Management of the ADS/ARDS promotion, application and selection stages are carried out for the Open/Equity category by AusAID Tarawa; for the in-service Public category by the Public Service Office (PSO); and for secondary school students and mature applicants by the Ministry of Education (MoE). The AusAID Scholarships Group (ASG) recommends using a profiling approach to describe the preferred sectors, background, attributes and experience of applicants. This assists in both the targeting and promotion of the scholarship schemes and in the selection of suitable candidates. A defacto profiling approach is undertaken in Kiribati through the GoK selection processes, whereby the GoK targets in-service applications from postgraduate public service candidates with the highest academic merit wishing to study in a prioritised training area. As it is proposed that private and CSO applicants be targeted for a separate pool of scholarships (see Section 3.1.2), **it is recommended that AusAID and the GoK develop target profiles of the types of public, private and CSO sector candidates that they wish to attract to apply for ADS/ARDS awards** [Rec. 13].

Selection of awardees undertaken by the PSO and the MoE is according to a well documented merit-based process and scoring methodology. An AusAID funded National Human Resource Advisor has assisted the PSO to put in place effective internal systems for managing this process. The outcomes of the selection process are also made available to the public. For AusAID to have better understanding of the selection process and to be satisfied as to continued accountability and transparency, in the spirit of the Partnership**, it is recommended that, AusAID be permitted to attend as an observer at the relevant HRPC scholarship selection meetings** [Rec. 14]. Alternatively, the formation of a tripartite (GoK, AusAID and NZAID) Joint Scholarship Selection Committee, as established in a number of other Pacific countries could be considered. To ensure transparency and accountability, the SPBEA ranks the AusAID Open/Equity awards for Kiribati according to a pre-determined weighting criteria (see Annex H). These services are of high quality and delivered in a timely manner. The SPBEA also rank scholarship applications for the governments of a number of other Pacific countries, including for Samoa who have not only found it cost-effective but also useful in responding to any potential criticisms of merit-based selection. To reduce the GoK workload, particularly if a single Scholarships Office is established (see Section 3.3.2), **it is recommended that the GoK consider using the SPBEA to screen and rank school, private and CSO sector scholarship applications** [Rec. 15]. Interviews of shortlisted candidates are not currently included in the selection process. Although resource intensive, **it is recommended that the GoK conduct interviews for shortlisted in-service applicants to verify their post-award employment intentions and their plans to ensure that their skills are effectively utilised on award completion** [Rec. 16]. An interview process should be extended to pre-service awardees when feasible.

AusAID Tarawa manage ADS/ARDS awardee placement and mobilisation. The placement process is largely effective, utilising SOFEA and SIMON to communicate with Australian and regional institutions. The mobilisation process is less effective and involves a number of administrative processes and time-consuming communication with students. Final placement and mobilisation of pre-service awardees is constrained by delays in the processing of Form 7 results and the MoE's final decision on scholarship selection. This affects both final acceptance by institutions and mobilisation activities (passport, visa, health checks, travel arrangements). It also limits opportunities for PDB and awardee preparation and in some cases has meant that awardees have not been able to attend essential orientation and English language preparation programs in the study country. It is suggested that AusAID consult with the MoE to establish whether the final results can be produced at an earlier date. AusAID's arrangements for awardee travel have been outsourced to a local travel agent, and although difficulties are experienced, have resulted in some time-savings. Under the KANI project, a local contractor was engaged to undertake tasks which significantly improved the efficiency of mobilising students. A local contractor is also used to undertake mobilisation activities for APTC awardees. To reduce Post workload, consideration should be given to outsourcing ADS/ARDS mobilisation arrangements to a local contractor. As per the arrangement for the KSSO, this contract could potentially be managed by the PSO, who would also benefit from the contractor's services.

ADS/ARDS awardees receive orientation programs consisting of a balance of pastoral and academic components during their first weeks at their new institution. Most of the ADS and ARDS students are provided on award academic and pastoral support through AusAID contracts with Australian institutions, USP Suva and FSM. Student survey data from Kiribati awardees is limited, but overall, ADS awardees

report high levels of satisfaction with the services provided by the institutions (AusAID ASG, 2009c). Whilst there are some limitations in the services provided by ARDS institutions, and some concerns regarding the extent of utilisation of student support services by I-Kiribati awardees, the institution contracts managed by AusAID Suva are overall proving increasingly effective over time. As a result, the ARDS contract arrangements will be extended to USP in Vanuatu and Samoa in 2009. Kiribati ARDS students at FIT and other Fiji institutions are still supported by AusAID Suva. Feedback on awardee satisfaction with the services provided by their institutions should be obtained in a tracer survey of recently returned alumni.

ADS/ARDS alumni are provided limited support on their return to Kiribati. Improvements to the post-award support, for example to assist alumni find relevant work or help them utilise their skills, are essential to maximising the development impact of the scholarship. As discussed in Section 3.4.2, the PSO has recently commenced using Action Plans to improve public servant skill utilisation. Increased AusAID support for alumni, through the formation of an alumni association is described in Section 3.5.2.

3.3.5 *Stakeholder Communication*

Communication between AusAID Tarawa and Suva (as the ARDS Regional Coordinator) occurs as needed by email and phone. AusAID Tarawa staff meet with other Pacific Posts at least annually at ASG coordinated regional training exercises for ADS. AusAID ASG has also provided support to the Post on M&E and alumni initiatives. The Pacific Posts last met to discuss the ARDS scheme in 2007 and there would be merit in holding another regional conference (with NZAID) to discuss future directions for ARDS (update of policies/guidelines, lessons learnt, harmonisation and alignment, M&E, risk management and alumni activities). AusAID Tarawa communicates effectively with Australian and Pacific institutions through SIMON/SOFEA. Timely communications between stakeholders are however limited somewhat as the AusAID Tarawa Scholarships Manager works part-time and has a high workload. Back up and delegation arrangements should be communicated to key AusAID and other stakeholders. The PSO reported satisfaction with the regular formal and informal communication with AusAID. Formal tripartite meetings occur between AusAID, NZAID and the GoK twice a year on scholarship matters. **It is recommended that AusAID, NZAID and the GoK meet formally at least three times a year, to discuss scholarship cycle planning, scholarships selection, post-award activities and M&E** [Rec. 17].

3.3.6 *Scholarships Harmonisation*

Reflecting the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action, the Partnership agrees to facilitate collaborative approaches among donors that support the GoK processes and planning under Kiribati's coordination and leadership. The pre-award process for the Regional Development Scholarship (RDS) awards have been harmonisation with NZAID including having a common workplan, attending tripartite meetings with the GoK, using the same application form and scholarship eligibility criteria. AusAID and NZAID RDS have the same on-award terms and conditions, with consistent on-award management contracts with regional institutions. Further harmonisation of RDS activities is however limited by the use of different scholarship MIS. Harmonisation of the Development Scholarships is not as practicable as the AusAID and NZAID schemes have very different terms and conditions that apply not just in the Pacific region but world wide, and also are subject to distinct management contracts with educational institutions. Given the parallels between the RDS schemes and the small number of Development Scholarships, consideration could be given to a delegated cooperation model whereby the scholarships management is undertaken by a lead agency, either AusAID or NZAID, based on an analysis of best fit with policy objectives, existing projects and linkages in Kiribati and local Post capacity. Aside from the GoK itself, the other two major scholarship donors to Kiribati are Cuba and Taiwan. An annual meeting of all Kiribati scholarship donors would help to avoid duplication and gaps and maximise outcomes and impact. In particular, as Cuba has offered twenty awards in 2009 for studying medicine in Cuba, there is a need to ensure that any AusAID funded medicine training does not result in an over-supply of Kiribati doctors.

3.3.7 *Management Information Systems*

ADS/ARDS data are contained on separate purpose built databases (SIMON - Scholarship Information Management Online and SOFEA - Scholarships Online, Financial, Estimation and Administration respectively) used by AusAID Canberra, the Kiribati Post, and educational institution staff in Australia and the Pacific to manage the scholarship programs. Whilst these systems are reasonably effective for managing the pre-award and on-award components of the scheme, they both have limitations. Although data from these MIS are able to be extracted in Excel format for input into other database systems, both currently have limited statistical summary or key performance indicator reports essential for M&E.

The PSO maintains records on all sponsored current in-service awardees in an Excel spreadsheet in order to monitor student progress. There are only a limited number of fields maintained on the spreadsheet, not including awardee gender. Data on former awardees is recorded on other spreadsheets, although it is acknowledged that this data may be incomplete or inaccurate. The MoE maintains records on pre-service awardees in the Scholar database, a stand-alone component of Kiribati Education Management Information System (KEMIS). This was developed by UniQuest under the AusAID funded Kiribati Education Sector Program and was customised for the MoE from parallel systems used in the Solomon Islands and Vanuatu. Scholar is designed to provide efficient, transparent and accountable management of the processes of awarding and administering tertiary scholarships, tracking scholarship applications from receipt to final decision. Once a scholarship is awarded, the student's enrolment, progress and financial details can be monitored through to completion of the award. Scholar also manages the provision of services to scholarship holders, budgeting and monitoring of student performance to verify the continuation of the scholarship (Lewis, 2008). Whilst MoE staff have been trained in Scholar, it currently only contains data on awards offered and has not been updated to include data on student progress/completion.

A centralised and more robust database is required by the PSO (or a single scholarships office) to record core data on applicants and all sponsored awardees, monitor the progress of GoK sponsored awardees and provide post-award support to all sponsored alumni. Having all scholarship data captured on a single information system will greatly facilitate monitoring and evaluation for all stakeholders. There are a number of options for such a system but customisation of KEMIS Scholar appears the most cost-effective. Whilst the PSO are intending to develop a broader HRMIS, work on this has not yet commenced and an off-the-shelf package would be unlikely to incorporate the required scholarships management functions. There is limited capacity within Kiribati for the development and maintenance of a custom-designed and built database. The NZAID SIMS is a web-enabled database to assist with scholarships management processes and was built so that PGs could ultimately take over the management of the NZAID schemes in due course. Whilst SIMS could be used by the GoK to fully manage the NZAID awards, significant customisation would be required for management of awards from other donors. AusAID's SIMON/SOFEA are at this stage not readily customised for use by partner governments.

The advantages of using KEMIS Scholar as the centralised database is that it already contains data on pre-service awardees, is readily able to be customised to include in-service award data, has established development and maintenance support, will benefit from improvements undertaken to the parallel Vanuatu and Solomon Island systems and that MoE staff are already familiar with its use. A significant disadvantage is that Scholar does not contain a module to capture post-award data essential for managing alumni reintegration, association activities and M&E. However the development of a Scholar post-award module would be expected to also be of benefit to the other Pacific countries, and cost-sharing in its development may be possible. **It is recommended that AusAID support the customisation of KEMIS Scholar for use by the GoK to record data on all pre-service and in-service awardees, including the development of a post-award module** [Rec. 18].

The functions of Scholar II would be to: allow the GoK to record key data fields throughout the whole scholarships cycle on all I-Kiribati students sponsored for overseas tertiary training; provide summary lists filtered by a range of key data fields (sponsor, award end date, institution etc); provide summary cross-tab statistics for reporting on the selection and progress of awardees and other M&E purposes (e.g. number of awardees whose award terminated during a defined period by sponsor); and export data to Excel for external analysis. It is not envisaged that Scholar II would replicate all the functions of more sophisticated web-enabled systems such as SIMON/SOFEA. Before commencing customisation of the database, the PSO would need to review Scholar and confirm that, with reasonable levels of modification, it would be suitable for their scholarships management purposes, and that they will provide adequate resources to maintain Scholar II data. UniQuest would then need to be contracted to undertake:

- an analysis of the modifications that would be required for the inclusion on in-service awardee data
- an analysis of the core requirements for the development of a post-award module
- the approved database and manual modifications
- staff training, ensuring that this is given to the staff that will be using it in new KSO (from 2011)[13]
- assistance to implement a data migration plan (including initially for current awardees - data cleansing of MoE pre-service data from current Scholar, data entry of PSO current awardees in-service data etc). Data on previous awardees can be entered according to an agreed schedule.

[13] *AusAID and NZAID staff would also benefit from this training so that they can use a copy of the database for their own reporting and analysis if required. Lessons learnt from the MoE use of KEMIS should be incorporated into the training.*

It is suggested that the requirements analysis for Scholar II be undertaken in 2010Q1, development occur during 2010Q2, data migration occur during 2010Q3, and staff training be undertaken with the designated KSO staff occur during 2010Q4. Alternatively this timetable could be significantly condensed, so that the database could be used by the PSO in the shorter term, although this might mean repeating training at a later date for the designated KSO staff.

3.4 Impact

3.4.1 *Employment*

In order to have a positive developmental impact, alumni need to find employment in a relevant organisation on completion of their studies. While there is general stakeholder agreement that a significant proportion of ADS/ARDS alumni find employment in Kiribati, there are no formal processes for recording or monitoring the employment of alumni or for determining the impact graduates have in Kiribati after completing their scholarship-funded studies. The PSO do not have data on the number of degree qualified public servants. However, overall, an estimated 500 AusAID funded alumni have received capacity development through tertiary training and have been employed in the GoK public service over the past 25 years. AusAID has been a leading sponsor of tertiary training in Kiribati, currently sponsoring 48% of public servants on non-GoK overseas scholarship. There are many examples of ADS/ARDS alumni contributing to development in Kiribati in senior and influential positions in the public services in areas related to their training[14] (AusAID, 2009a). Only in-service awardees are guaranteed work in the public sector on their return. The PSO report that alumni with specialist and technical skills will more readily find employment in the public sector than those with more general and management qualifications. Not all alumni find permanent employment on award completion (even reportedly with high demand qualifications such as in IT and accounting), and many are employed on a temporary basis in the public service, although the scale of this needs to be established. Evidence of unmet graduate demand for employment was illustrated by the MLHRD who reported large numbers of applicants for a recently advertised graduate entry position. There is a need to closely monitor the employment of alumni, to minimise any potential negative impact on individuals training in areas where they may find difficulty in finding employment on their return.

3.4.2 *Skill utilisation/Action Plans*

Once employed, to be able to contribute to Kiribati's development, alumni need to be able to utilise their skills. Data on alumni skill utilisation is limited, although the PSO, with support from AusAID and the HRD Adviser conducted a mini-tracer study of all sponsored Kiribati students, including ADS/ARDS awardees in March 2009. The purpose of this was to provide quantitative data and information on the number of working graduates and their impact on achieving objectives. Data from this study was not available at the time of this report, but should provide some useful benchmark data for M&E purposes. To improve alumni reintegration and to strengthen development impact, the GoK (with AusAID funded HRD Adviser support) have recently commenced a reintegration or Action Plan process, whereby all public servants undertaking HRD activities indicate their expectations of the program before they depart for overseas study, then report on the achievement of these expectations, at three stages after their return. This process was first implemented in January 2009, with a focus group of newly returning graduates in May 2009[15]. This initiative aims to place the scholar's career and academic aspirations in the context of the HRD priorities of their employing Ministry, and to seek a joint commitment from the applicants and the employer to assist in ensuring that alumni skills are utilised when returning to the public sector. It can also be used for M&E purposes. To successfully embed the program within the Ministries, the PSO will require significant resources and persistence in following up compliance with the Action Plans (particularly as many Ministries do not have a designated HR officer), evaluating their outcomes and providing intervention support where necessary. To maximise utilisation of pre-service alumni entrants to the public service, **it is recommended that the GoK develop an Action Plan process for pre-service awardees, to be extended to private and civil society sector awardees as soon as possible** [Rec. 19].

[14] *Examples include a graduate who completed a Criminal Justice program who is now the Kiribati Police Commissioner; a Master of International Taxation graduate who is now the Commissioner of Taxes; two graduates of the Bachelor of Surveying program in senior roles in the Land Management Division; and a graduate in Natural Resource Economics who is the Director of Agriculture in the Kiribati Government. Other returned students holding influential positions relevant to their qualifications include a Legal Advisor for a major women's organisation, a Financial Controller for a government company, an Assistant Statistician and a graphic designer for a government curriculum development unit.*

[15] *The report on this first focus group session was not available for inclusion in this report.*

Awardees will need to be contacted prior to their return, advised of relevant jobs and with their new employer, assisted to develop action plans detailing their induction, mentoring, HRD support and how their skills will be utilised over the first year of employment. To manage the Action Plan process, **it is recommended that GoK develop a simple database to track the submission, completion and monitoring of awardee Action Plans** [Rec. 20]**.** This database would record that a Plan was submitted at selection time, with reminders for follow up after award completion and at the agreed Plan review dates. The database should also record whether the intended employment and skill objectives have been achieved or whether remedial action needs to be undertaken. This database could initially be a separate spreadsheet but in due course should be included in the proposed Scholar II database (see Section 3.3.7). Evaluation of the Action Plan initiative, with summary findings by Ministry, scholarship scheme, study institution, level and field of education, pre/in-service and gender should be undertaken by the PSO and reported to AusAID as per the M&E Framework.

Notwithstanding the motivation of alumni to carry out their new tasks effectively, the ADB point to human and financial resources, institutional capacity constraints and significant cultural obstacles to achieving good performance in Kiribati (ADB, 2009b). New alumni should be given specific skills to initiate new ways of performing tasks in their organisation (this could perhaps be undertaken by the PSO, or included in an alumni association professional development exercise).

An indirect consequence of the scholarships is the utilisation of acquired skills in community service. This would include for example, voluntary youth activities and assisting with a CSO's book-keeping. Whilst this review did not assess this impact, evidence from other Pacific countries indicates that skills learnt during overseas study are often applied to civic life, and whilst this should be assessed through a tracer study, is likely to also be a factor in Kiribati.

3.4.3 *Retention*

The length of time alumni remain in the workforce also affects developmental impact. In addition to the AusAID embargo on awardees entering into Australia within two years of completion of their award, the GoK has a bond that is the same duration as their award length. The GoK has little concern that alumni are not fulfilling their GoK bond, although there may be some minor movement of alumni from the public to private sector within the bond period. Notwithstanding their intended developmental purpose, ADS/ARDS provide training in a number of areas (e.g. engineering, medicine) that are in demand both within Kiribati and overseas. As an unintended outcome of ADS/ARDS, a proportion of alumni do leave Kiribati to work overseas. Although the ongoing contribution of these alumni to Kiribati has not yet been assessed, evidence from Pacific migration studies, coupled with the strong family links within the Kiribati culture, would suggest that these alumni can and do still benefit Kiribati through working in a regional organisation, working in a developed country and sending remittances home to support the welfare and education of their extended families in Kiribati, or gaining skills and experience that they will utilise on their return. Although Kiribati has less out-migration than other Pacific countries such as Tonga and Samoa, which have well-established linkages to NZ and other developed countries (Bedford, 2009), there was an estimated 24.9% emigration rate of tertiary educated I-Kiribati as at 2000 (World Bank, 2008). As data is not available on the retention of AusAID alumni within the Kiribati workforce, contact mapping of ADS/ARDS alumni should be undertaken to determine whether they are still living and working in Kiribati.

3.5 Sustainability

3.5.1 *Increasing Sustainability*

Sustainability can be defined as the extent to which the skills learnt during the scholarship continue to be used for Kiribati's development after the award end. The following measures will support this sustainability:

- Aligning AusAID scholarships with targeted training priorities identified by the GoK (including those for private sector employment).
- Working with the GoK to select candidates who are most likely to benefit from ADS/ARDS and who will return to Kiribati on completion of their study and make a contribution to the development of Kiribati.
- Working with the GoK to assist alumni to find relevant employment on graduation (even for those who did not successfully complete their course of study).
- Supporting the PSO's implementation of Action Plans for in-service awardees and the extension of these to pre-service awardees to maximise alumni's skills and knowledge utilisation to the benefit of their organisation's performance.

It is noted that a core high-level objective of AusAID scholarships is the fostering of links between Australia and Kiribati. Aside from the high value that the GoK and individual alumni place on the scholarships, the level of contact and links between the two countries was not assessed during this review. This should be undertaken through a tracer survey of alumni, also examining differences between alumni who studied in Australia and those who studied in the region. Sustainability of contacts between Australia and Kiribati can be achieved through alumni association activities (as described below).

3.5.2 *Kiribati-AusAID Alumni Association*

AusAID's ASG guiding strategic objectives for AusAID alumni networks are to increase contributions made by alumni to scholarship program objectives; to increase M&E coverage; to increase networking and communication; to increase engagement of alumni with AusAID and other Australian organisations; and to productively use alumni as a resource for AusAID scholarship and broader country/regional program areas. Each of these objectives is relevant to the formation of a Kiribati-AusAID Alumni Association (KAAA). AusAID Tarawa estimate some 60 ADS and 500 ARDS alumni have been sponsored by AusAID over the past 20-25 years. The number of potential Association members will be significantly less because many alumni have had multiple scholarships, or will no longer be in the workforce or will be living overseas. In addition, there are only electronic records for around 100 alumni, although Association promotions would be expected to be able to attract earlier alumni not recorded electronically. ASG have advised that long-term funding and management of local alumni networks is the responsibility of individual Posts. Sustainability strategies for the KAAA would include proactive support by AusAID Tarawa; careful development of KAAA constitution and membership structure; utilising the AusAID SIMON/SOFEA/OASIS as the master database for KAAA membership data; identifying clear and worthwhile tasks to achieve (beyond merely organising social gatherings) such as professional development training alumni-driven community assistance projects; gaining support from the GoK; and working with other scholarships sponsors and noting lessons learnt from earlier AusAID alumni activities.

Whilst ASG cautions on striking a balance "between facilitating a start-up stage and creating expectations which foster ongoing dependency", given the likely limited number of pro-active I-Kiribati members, active AusAID support will likely be required to ensure the sustainability of the association. The Association will need to adopt a localised approach to developing its constitution, operating principles (especially regarding conducting of meetings), codes of conduct and membership structure which reflects local cultural norms and constraints, and the size of the alumni pool, whilst encouraging broad-based participation and incorporating lessons learnt from other AusAID alumni initiatives (AusAID ASG, 2009b). As the major employer of AusAID alumni, GoK commitment to supporting the KAAA as a component of the broad scholarship program will be essential. However, given core objectives for linkages with AusAID and Australian institutions, and other higher GoK priorities, it is not considered appropriate for the PSO to be directly managing the alumni association. There will still need to be close consultation with the GoK on the establishment and ongoing activities of the KAAA, for example through inclusion on mailing lists, invitations to alumni activities and face-to-face briefings. Once an integrated scholarships database has been developed (see Section 3.3.7), and a KSO takes over responsibility for maintaining data on all sponsored alumni, the latest alumni data will be able to be extracted from Scholar II and fewer resources will be needed by AusAID/KAAA in maintaining post-award alumni data.

AusAID will most likely need to support the newly founded association with initial and likely ongoing administrative support; assistance with function venues and catering; and enthusiastic involvement in Association events (including arrangement of higher dignitary involvement, when appropriate). Activities could include fostering linkages with Australia through organising functions/workshops (including for example 'semi-official' graduation ceremonies for returning cohorts, organising meetings with visiting Australian officials, project staff and business people). The small number of alumni consulted during the review were strongly supportive of an AusAID alumni association for networking with other awardees. This could for example include provision of professional development opportunities, a 'jobs bulletin board' and development of a local consultants register so that the local expertise and knowledge of I-Kiribati alumni can be actively utilised in Kiribati and regional reviews. Given the relatively small size of the AusAID alumni pool in Kiribati, networking with other graduates from the same discipline (e.g. engineers) may best be achieved through shared activities with alumni sponsored by other donors. Whilst AusAID should establish its own separate alumni association, it should initiate shared activities (e.g. specialist thematic groups, or an annual conference) with NZAID, the GoK and other scholarship sponsors. The alumni consulted were also willing to be used in development related activities (e.g. through awardee mentoring, pre-departure

briefing/coaching of new awardees, provision of mentors for new scholars, a general development 'advisory committee' to AusAID).

Establishing a separate alumni database is essential where there are a large number of alumni involved and a high degree of independence of the alumni association. In Kiribati's case, AusAID need to track contact/employer data on all of its alumni, not just on KAAA members and it is unlikely that the association would have the capacity to reliably manage the data itself. To avoid duplication, core alumni data is most effectively maintained on the master AusAID databases. However as SIMON/SOFEA do not readily currently facilitate maintenance of post-award data (for example alumni data is archived in SOFEA), in the interim, alumni data should be maintained on a simple and linked spreadsheet (using the standard ASG format and adapted as necessary). This spreadsheet would contain data on all AusAID scholarships alumni (including APTC, KANI and ALA alumni) as well as additional KAAA membership specific data as appropriate. The spreadsheet data should be updated with extracts from SIMON/SOFEA/OASIS on an agreed basis, at least twice a year (with download of data on recently graduated awardees) and as needed (e.g. before an official KAAA function). It is recommended that during 2000/10, AusAID Tarawa establish the Alumni Association by[16]:

- Utilising the advice of the ASG funded alumni consultant to establish the Association.
- Consulting with the GoK to gain its support for the Association.
- Consulting with other Pacific Posts regarding regional alumni activities or operating models/templates that could be adapted for use in Kiribati.
- Employing a local consultant (with a legal background and solid GoK networks) to draft a constitution for the Association; to check that the KAAA and any planned activities do not conflict with any legal requirements; and to clear the constitution with the Attorney General and to assist in its registration.
- Setting up an alumni spreadsheet containing core data on all AusAID scholarships alumni (not just those in the Association) and employing a local contractor on a fixed term basis as a research assistant to contact alumni and update the alumni spreadsheet with data on newly graduated students.
- Hosting an inaugural function for potential alumni members, inviting high-profile attendees to encourage wider participation.
- Assisting the Association to elect its officials and to establish a communication strategy.
- Consulting with NZAID and other scholarship donors to discuss the feasibility of conducting a shared program of thematic alumni activities.
- Employing a local contractor on a casual basis throughout the year to assist with regular updating of alumni data and to assist in coordinating Association initiated activities.
- Assisting the Association to refine marketing and communication strategies if the number of members and activity participants are lower than expected.

3.6 Gender Equality and Equitable Access

Gender equality in the award of ARDS was achieved by selecting equal number of male and female candidates. Course counselling to promote training in non-traditional study/employment areas may be indicated as 67% of ARDS awardees studying education were female, compared to only 20% studying engineering. Gender equality was not achieved in the ADS scheme, the SIMON data shows that only 31% of ADS awards since 2000 have been awarded to female candidates. **It is recommended that AusAID discuss with the GoK the steps that need to be taken for the next promotion and selection round to ensure gender equitable allocation of ADS awards** [Rec. 21]. Whilst it is not possible to determine from the data available whether these have been at the pre-service or in-service candidates, the major imbalance has been for candidates undertaking Bachelor level study, where only 26% of awardees are female, and only males undertook IT and engineering courses in Australia. School students would benefit from counseling in the availability of tertiary courses and employment opportunities in non-traditional areas. Whilst the impact on gender access of changing the ADS policy to no longer including an accompanied stipend needs to be evaluated across the program, the GoK observed that the new ADS policy now mirrors their own. Whilst there were comparable non-completion rates for both male and female ARDS awardees, 22% of ADS females were unsuccessful compared to 12% of the male awardees. The reasons for this difference and provision of appropriate gender-specific support to female awardees in Australia needs to be further investigated by AusAID ASG.

[16] *ASG have subsequently advised that AusAID Tarawa has successfully secured funding for development of an alumni network in Kiribati.*

Data was not available on the relative employment rates or skill utilisation of female ADS/ARDS graduates compared to the male graduates. However, data from Kiribati more broadly shows that women held a 65% share of wage employment in 2005 and 40% of heads of ministries are held by women, including the key ministries of Finance and Economic Development, Education, and Foreign Affairs, and the Public Service Office (AusAID, 2008a). Kiribati ADS/ARDS selection criteria do not include any prioritisation to those from rural/remote locations, from economically disadvantaged grounds or those with a disability. This reflects in part, the difficulty of assessing economic disadvantage in the Pacific and also a view that improving access by the disadvantaged is more effectively addressed by improving participation at the primary and secondary school levels. Nevertheless the AusAID guidelines to ensure that disabled applicants are not disadvantaged through scholarship processes should be discussed with the GoK and the GoK be asked to confirm that they promote the availability of ADS/ARDS in the outer islands and that applications from qualified disabled students or CSO applicants who work with the disabled are actively encouraged**.**

3.7 Monitoring and Evaluation

Throughout the scholarships cycle, responsibility for monitoring and evaluation lies with AusAID Tarawa, the GoK (PSO and MoE) and contracted institutions. To date, emphasis has been placed primarily in terms of the satisfactory completion of process oriented tasks relating to the scholarships, followed by anecdotal evidence of subsequent impact. On-award monitoring is the responsibility of the contracted institutions and AusAID Posts in the study country, with student progress entered into SIMON/SOFEA at the end of every semester. Aside from completion data, there is little quantitative data on the impact of the overseas scholarship training on public service performance in Kiribati, however the GoK has recently commenced some post-award monitoring through a Mini Tracer Study and Action Plans. It is acknowledged however, that M&E to determine whether ADS/ARDS are achieving their objectives is not currently addressed in a systematic or comprehensive manner in Kiribati. There is therefore a need to agree a M&E Framework (MEF) to clarify definitions, key indicators, measurement methods, data sources, data collection frequencies and responsibilities and data limitations as well as steps being taken to overcome these issues. A draft M&E Framework is provided in Annex J. **It is recommended that AusAID consult the GoK and other stakeholders regarding finalising a M&E Framework and agree a plan for its implementation** [Rec. 22]. The MEF should measure achievement of the agreed Kiribati-specific ADS/ARDS objectives (see Section 3.1.1) as well as the core evaluative questions developed by the ASG.

To commence implementation of the MEF, **it is recommended that AusAID undertake contact mapping of all ADS/ARDS alumni to determine whether they are still living and working in Kiribati, a Tracer Study and request course outcome data from USP as soon as practicable** [Rec. 23]. AusAID should work with the GoK to undertake contact mapping of all AusAID alumni, for use in establishing the KAAA and for M&E activities. AusAID/GoK should undertake a Tracer Study of ADS/ARDS alumni to establish baseline data for M&E indicators. It is suggested the tracer survey used by the Tonga and Fiji Posts be customised for use in Kiribati in order to be able to compare findings between countries. USP should also be requested to provide pass-rate analysis reports for Kiribati students at the Laucala and other USP campus[17] and also to provide data on the ELSA and EL001 (English Language skills course) results of I-Kiribati students, for use in designing the APP. Case studies, examples of good practice and the experience of returned scholars can be used to highlight the organisational and individual responsibilities when scholars return. These can also identify strategies that can ensure that the scholarship is viewed as an important aspect of HRD within the agency or organisation.

Proposed responsibilities for M&E are listed in Annex K. As per the Partnership, **it is recommended that AusAID provide support to the GoK to increasingly monitor, evaluate and strengthen the** Kiribati **scholarship schemes, using** GoK **systems and processes where possible** [Rec. 24]. This would be initially undertaken through support to the GoK in developing a single GoK scholarships database, in embedding the Action Plan process, in assuming prime responsibility for pre- and post-award monitoring, including maintaining contact/employer data on alumni and conducting alumni tracer surveys.

[17] *A Detailed breakdown by level of study and course 2005-2008 report has been requested, but permission by the PSO for USP to run the report was not available for inclusion in this report.*

3.8 Analysis and Learning

Sound technical analysis of scholarships outcomes and impact is limited by significant gaps in the data collected or made available to AusAID. Over time, the implementation of an M&E Plan based on the proposed MEF will assist in this analysis, provided that AusAID Tarawa has sufficient resources to undertake ADS/ARDS evaluation. The Post has applied learnings from other Pacific countries in harmonising their ARDS activities with NZAID and increasingly aligning their activities with their partner government. Local lessons learnt from harmonisation have each year been applied to the next year's scholarship cycle. A more formal process for sharing ARDS analysis and learnings between Pacific Posts would prove beneficial. Scholarships M&E should be coordinated and findings shared across the Pacific region. M&E projects that could be done regionally include comparative analysis of USP student outcome data, tracer survey findings and Australian immigration data. Post analysis of scholarships data through the Quality at Implementation process and consultation with stakeholders resulted in the inclusion of outcomes relating to increased completion rates and the need for improved English Language preparation in the Partnership. AusAID Tarawa has sought to learn from this Kiribati specific review and other ASG reviews and analysis (such as from the Scholarship Effectiveness review, the Selection and Reintegration review, the Introductory Academic Program review and the Alumni Information Scoping Activity). Lessons learnt from the KANI and APTC projects will also be applied, as appropriate, to improving ADS/ARDS processes.

4 Conclusion and Recommendations

As Kiribati has few natural resources and limited opportunities for internally driven economic growth and employment creation, the Government of Kiribati (GoK) considers its human resources as one of its primary assets. Australian Regional Development Scholarships and Australian Development Scholarships for the tertiary training of I-Kiribati are consistent with the shared development vision of the *Kiribati Development Plan 2008-11* and the *Kiribati-Australia Partnership for Development* to raise the standard of living in Kiribati through investing in targeted HRD. Given the current capacity of tertiary institutions in Kiribati and overall reliance on donor funding, Kiribati is likely to remain dependent on donor funding for overseas tertiary education for the foreseeable future.

Progress and performance of ADS and ARDS. Twenty new Australian Regional Development Scholarships and nine Australian Development Scholarships are awarded each year for I-Kiribati to undertake tertiary education in the Pacific region and Australia respectively. ARDS awards are primarily for undergraduate study and ADS for postgraduate studies. Applicants are selected according to merit-based and transparent processes through a Public category (administered by the PSO for in-service awardees and the MoE for pre-service awardees) and an Open category (administered by AusAID). The failure of awardees to successfully complete their course of study (due to award termination or not successfully passing their final exams) limits scholarships effectiveness by limiting the impact that the awardee can make to their country's development. Although there are reasonable degree **completion rates** for ADS awards (85% of all concluded awards since 2000), of the 55 ARDS recipients on SOFEA who have finished their awards since 2005, 33% have not successfully completed their study program. This compares with the 15% non-completion rate of the 26 ADS recipients recorded on SIMON from 2000. Although English language ability is factored into the selection processes, the factors contributing to low ARDS completion rates have been identified as low levels of English language literacy, a reluctance to speak and ask questions in English, low-achiever complex, cultural/social adjustment problems, lack of essential study, time and financial management skills, and family and social responsibility issues. Approaches to reduce awardee pregnancies also needs further consideration by all stakeholders.

A target for Outcome 2 of the Partnership includes increasing completion rates for I-Kiribati studying at tertiary institutions. As English language ability and academic preparation is a key factor in the failure rate of ARDS awardees, it is recommended that prospective undergraduate awardees (AusAID as well as GoK and NZAID) be required to undertake an AusAID sponsored **Academic Preparation Program** (APP) in Kiribati, including a significant English language component, prior to studying overseas. The impact of the **I-Kiribati Student Support Officer in Fiji** on course completion is still to be evaluated by the GoK. However it is noted that the support officer has initially focused on GoK sponsored students at risk of non completion, rather than on AusAID awardees, on the basis that they have other support services available.

A risk to achievement of ADS/ARDS objectives is that completed students do not **return home**. To mitigate these risks, AusAID ensure in the award offer letter and the PDB that students are aware of the contractual requirement to return home at the completion of their studies for at least two years or face a financial penalty. Whilst no data was available on the extent of alumni failure to return to Kiribati on award completion, the stakeholders consulted did not consider non-return to be a significant issue.

In order to have a positive developmental impact, alumni need to find **employment** in a relevant organisation on completion of their studies. There was general stakeholder agreement that a significant portion of ADS/ARDS recipients find employment in Kiribati. There are many examples of ADS/ARDS alumni contributing to development in Kiribati in senior and influential positions in the public services in areas related to their training. Only in-service awardees are guaranteed work in the public sector on award completion. Not all alumni find permanent employment on their return, although many are employed on a temporary basis in the public service. The PSO report that alumni with specialist and technical skills more readily find employment in the public sector than those with more general and management qualifications.

Data on alumni skill utilisation is limited, although the PSO conducted a mini-tracer study of all sponsored Kiribati students, including ADS/ARDS awardees in March 2009. Analysis of this data will be included in the final report. The GoK has little concern that alumni are not remaining in Kiribati to fulfil their GoK bond. Although Kiribati has less out-migration than many other Pacific countries, the World Bank still estimated a 24.9% emigration rate of tertiary educated I-Kiribati as at 2000. It is recommended that AusAID undertake contact mapping of all ADS/ARDS alumni to determine whether they are still living and working in Kiribati.

Scholarships Implementation. Pre-award application and selection processes are cooperatively and reasonably effectively managed by the GoK and AusAID. There is however duplication of activity within the GoK (by the PSO and the MoE) and also between the GoK managed Public category and the AusAID managed Open category. To ensure transparency and accountability, the SPBEA ranks the AusAID Open/Equity awards for Kiribati in a timely manner. To reduce the GoK workload, it is recommended that the GoK consider using the SPBEA to screen and rank school, private and CSO sector applications. On-award processes are effectively managed through contracts with Australian and Pacific institutions. Limited post-award or M&E activities are currently undertaken due to resource constraints.

Communication between scholarship stakeholders is reasonably effective. **Communication** between AusAID Tarawa and Suva occurs as needed by email and phone. As Pacific Posts last met to discuss the ARDS scheme in 2007, there would be merit in holding a regional conference to discuss future directions for ARDS. AusAID Tarawa use SIMON/SOFEA to communicate effectively with Australian and Pacific institutions. Timely communications between stakeholders are however limited somewhat as the AusAID Tarawa Scholarships Manager works part-time and has a high workload. Recommendations to reduce the scholarships workload include transferring the **Open category** scholarships to the GoK managed Public category and employing a local contractor to assist with awardee mobilisation tasks and alumni activities. Whilst NZAID and the PSO reported satisfaction with communications with AusAID, it is however recommended that there be formal tripartite meetings at least three times a year to discuss scholarship cycle planning, selection, post-award activities and M&E.

The ADS/ARDS awards are, for the most part, effective in targeting Kiribati's workforce skill gaps, although this could be improved by ensuring sufficient scholarships are allocated for the private and CSO sectors, based on continued improvements to identifying their specific training needs through the national HRD planning process. There is limited capacity for the public sector to absorb the up to 400 Form 7 school leavers every year. As the KDP recognises that private sector development is a basis for sustainable economic growth, it is recommended that a separate pool of scholarships be established for the **private sector**. The award of scholarships for the private sector should be advised by the MLHRD and the Chamber of Commerce (rather than though the MoE), and should reflect the private sector training priorities in the National HRD Plan, as well as those identified in the draft Kiribati's Private Sector Development Strategy. Similarly, to ensure that overseas tertiary education is also available for employees in civil society organisations, it is recommended that a separate small pool of undergraduate scholarships be established for the **civil society sector**. It is recommended that AusAID/GoK develop target profiles of the types of private and CSO sector candidates that they wish to attract to apply for ADS/ARDS awards.

Post-school HRD in Kiribati has traditionally focused on academic training. Although ARDS awards are provided for both academic and TVET study, only a small proportion of ARDS awardees have been selected for TVET studies. In the past two years, GoK has driven a shift of focus towards in-country

training and growing recognition of the importance of technical and trade skills. This is reflected in that TVET courses are the top 2010 overseas training priority listed for both pre- and in-service awards. Given this prioritisation and in acknowledgement that AusAID offers other scholarship opportunities for TVET, it is not thought necessary to establish a separate pool of ARDS awards for TVET study.

Since 2007, with the exception of nursing, teaching and police training, the GoK has decided that all in-service scholarships should be for **postgraduate study** only. Given the relatively higher cost of ADS compared to ARDS awards, and the potentially negative effect of having experienced officers undertaking study overseas at a time when their skills are required for capacity development in key areas, it is recommended that an evaluation be undertaken of the impact of this policy, including options for alternative short-term training and attachments that may be more appropriate for senior public servants.

Gender equality was achieved in the ARDS scheme through the offer of awards to equal numbers of male and female candidates. However, only 31% of ADS awards since 2000 have been awarded to female candidates. It is recommended that AusAID discuss with the GoK the steps that need to be taken for the next promotion and selection round to ensure **gender equality** in the allocation of ADS awards. The ADS/ARDS selection criteria do not include any prioritisation to candidates from rural/remote locations, from economically disadvantaged grounds or for those with a disability. Nevertheless, AusAID should confirm with the GoK, who are responsible for scholarships promotion, that ADS/ARDS are appropriately advertised in the outer islands and encourage applications from qualified disabled students or applicants employed in CSOs who work with the disabled.

GoK scholarships management is currently separately managed by the PSO (in-service awards) and the MoE (pre-service – school leaver and other mature awards). To improve the efficiency of scholarships selection and management, and effectiveness of the linkages between training and employment opportunities after graduation, it is recommended that the GoK consider selecting and administering pre- and in-service scholarships through a common process managed by a **single Kiribati Scholarships Office,** perhaps in the Ministry of Labour and Human Resource Development.

Relevancy of ADS/ARDS objectives. The Kiribati Development Plan identifies investment in targeted HRD for domestic and international employment as a critical strategy for securing economic growth and reducing poverty in Kiribati. The Kiribati-Australia Partnership for Development targets workforce skills development as the second priority outcome area. As the lead scholarships donor to Kiribati, ADS/ARDS play a key part in its capacity development. Scholarships are awarded to pre- and in-service applicants intending to study in a priority training area identified through the Kiribati National HRD Plan process. As other AusAID scholarship schemes, such as KANI and APTC, have specific objectives to train I-Kiribati for employment both within Kiribati, and overseas, it is recommended that the ADS/ARDS purpose remain development focused, and that the Kiribati-specific **ADS/ARDS objectives** be for alumni to apply their skills and learning within GoK agencies - to develop and apply appropriate policy and practices for improved service delivery; Private sector organisations - to increase the scale of their operations and/or the number of I-Kiribati employees; Non-profit civil society and development organisations - to develop and apply appropriate advocacy, policy and practices for improved service delivery.

Monitoring and Evaluation Strategies. It is acknowledged that M&E to determine whether ADS/ARDS are achieving their objectives is not currently addressed in a systematic manner in Kiribati. It is recommended that AusAID consults the GoK and other stakeholders regarding implementation of an agreed **M&E Framework** (MEF). The MEF should measure achievement of the agreed Kiribati-specific ADS/ARDS objectives, as well as the core ASG evaluative questions. To commence implementation of the MEF, it is recommended that AusAID undertake alumni contact mapping, a tracer survey and request course outcome data from USP as soon as practicable. As per the Partnership, it is recommended that AusAID provide support to Kiribati to increasingly monitor, evaluate and strengthen the scholarship schemes, using their own systems and processes where possible. This would be provided through support to the GoK to develop a single GoK scholarships database, to implement the Action Plan process, and to assume lead responsibility for pre- and post-award monitoring (including maintaining contact/employer data on alumni and conducting alumni tracer surveys).

For the GoK to effectively coordinate and manage all AusAID, NZAID and GoK sponsored scholarships and to successfully monitor scholarship outcomes and impact, the GoK would benefit from using a **centralised MIS** (rather than the current separate MoE and PSO systems). It is recommended that AusAID support the customisation of KEMIS Scholar (Scholar II) for use by the GoK to record data on all

pre-service and in-service awardees, irrespective of sponsor, including the development of a post-award module. KEMIS enables export of awardee data that could potentially be exchanged with AusAID MIS.

To assist awardee reintegration, strengthen developmental impact and improve M&E, the GoK have recently commenced a reintegration or **Action Plan** process, whereby all public servants and their employers record expectations of their program before they depart for overseas study, then report on the achievement of these expectations, at three stages after their return. The PSO will require significant resources to embed the program within the Ministries. To maximise utilisation of pre-service entrants to the public service, it is recommended that the PSO develop a comparable Action Plan for pre-service awardees. Awardees will need to be contacted prior to their return, advised of relevant jobs and with their new employer, assisted to develop action plans detailing their induction, mentoring, HRD support and how their skills will be utilised over the first year of employment. To manage the Action Plan process, it is recommended a database be developed for tracking the completion and monitoring of the Action Plans.

To improve post-award support, it is recommended that AusAID establish an active **Alumni Association** by consulting with the GoK to gain its support for the Association; employing a local consultant to register its constitution; employing a local contractor to contact alumni and update an alumni spreadsheet; hosting an inaugural function; assisting the association to elect its officials and to establish a communication strategy; consulting with NZAID and other donors regarding shared thematic alumni activities; employing a local contractor to assist with updating of alumni data and to coordinate association initiated activities.

Future Directions. To more effectively integrate the scholarship programs with the Partnership HRD objectives, it is recommended that AusAID request the GoK that, once selected for a scholarship by the Human Resource Planning Committee, priority for sponsorship by AusAID be given to nominees who wish to study in areas that will support achievement of Partnership outcomes. There are opportunities to integrate ADS/ARDS English language training and selection assessment and the proposed APP with other Partnership initiatives including the proposed Kiribati TVET Strengthening Project. One of the Partnership targets is to increase the proportion of 16-24 year olds who complete a post-school ESL. Improving the capacity of KIT to provide ESL training and assessment will have flow-on benefits for the ADS/ARDS programs. It is recommended that the Kiribati TVET Strengthening Project include an assignment to develop a coordinated strategy for English language teaching and assessment for young adults who need improved English for their job or for access to post-secondary education and training

Stakeholders considered that the ADS/ARDS APP should be conducted at the KIT. Provided that the set-up and operation of the APP does not distract from other KIT strengthening initiatives, delivery of the APP at KIT has the potential to benefit other KIT programs and initiatives. KIT could benefit from any facilities required by the APP and KIT teachers could benefit from working alongside expatriate APP English language teachers and testers. Holding the APP at KIT would be consistent with the Partnership objective to strengthen the management and teaching capabilities of TVET institutions in Kiribati to allow graduates to obtain relevant workforce skills leading to productive employment or further education in Kiribati or abroad.

The GoK has raised the possibility of AusAID providing a fixed annual **funding allocation** to the GoK for training that can be flexibly used to transfer scholarships between ARDS and ADS, or to transfer scholarships between overseas and in-country long and short-term training. Given the demand for overseas tertiary training as expressed in the National HRD Plan, alternative sources of funding for in-country training such as through the proposed Pacific Public Sector Capacity Initiative, and AusAID's involvement in strengthening the KIT for in-country training, it is not recommended that AusAID bulk-fund Kiribati HRD at this stage. This should be reconsidered in 3-5 years after successful implementation of the above recommendations in this report, as well as assurance that GoK systems can provide the required reporting and financial management accountability. If the GoK are able to determine their overseas scholarship needs at the start of each year, AusAID should however flexibly respond to the relative number of ADS/ARDS that can be provided within the funding envelope. Along with the other recommendations in this review, this would contribute to maximising the impact of the scholarships on targeted HRD in Kiribati.

An indicative timetable for implementation of the report recommendations is provided in Annex M.

Review of the Australian Development Scholarship and Australian Regional Development Scholarship Programs in Kiribati

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Annex A: TOR for the Assessment of the ADS and ARDS Programs in Kiribati

1. **THE SERVICES**

1.1 The Contractor shall provide an independent assessment of the Australian Development Scholarships and the Australian Regional Development Scholarship programs in Kiribati.

1.2 The aim of the review is to identify strategies to improve program performance and inform future directions for the Australian Development Scholarship and Australian Regional Development Scholarship programs in Kiribati in the context of the new policy environment.

1.3 The objectives of the review are:

(a) To assess the performance and impact of ADS & ARDS programs in Kiribati.

(b) To analyse the relevancy of the current objectives of both programs in the context of AusAID's new bilateral policy settings with Kiribati.

(c) To provide recommendations for structuring future assistance and implementation strategies in the context of the new bilateral policy environment.

In meeting these objectives, the review will consider and advise on the following issues.

a) Progress and performance of ADS and ARDS

(i) To analyse and report on the performance of ADS & ARDS completed students since 2005. The analysis will identify reasons for the students who failed to successfully complete their scholarships and provide advice on implementation of processes and policies to increase pass rates. It will include, but not be limited to:

(A) analysing information and reports provided by the Kiribati Student Support Officer in Fiji;

(B) providing options for addressing the English language skills as part of the selection process for ADS and ARDS awards;

(C) apply, where necessary, the outcomes of the ASG scholarship reviews which include the Scholarship Effectiveness review, the Selection and Reintegration Review, the Alumni Information Scoping Activity (AISA) Concept Paper and the Introductory Academic Program review;

(D) analysing the Action Plan and Mini-tracer study findings from PSO;

(E) taking into account the outcomes of the HRD TAG review in Kiribati

(ii) Identify weaknesses and strengths of the current model of implementation at pre-award, on award and post award stages. If necessary, provide recommendations on a more applicable implementation model for Kiribati. In the assessment, advice should include, but not be limited to:

(A) an assessment of the relevancy, effectiveness and efficiency of the current scholarship categories, the application and selection processes.

(B) an assessment of the relevancy of the current scholarship policies specifically involving eligibility requirements for obtaining ADS awards;

(C) an assessment of the effectiveness and efficiency of the current communication lines and reporting requirements between stakeholders, and if necessary, provide options on how they can be improved;

(D) an assessment of the merit of allocating separate scholarship pools for vocational and private sector training and if so, specify possible options on how to apply this within the scholarship programs.

(E) an assessment of alternative management models e.g. the centralised scholarship unit in PSO as recommended by HRD TAG review, and a clear implementation strategy for the preferred model. This Strategy will include supporting operational requirements, a detailed outline of resources and a recommended agency to be responsible for the development and implementation of the preferred model.

(F) an assessment of the current scholarship funding system (fixed allocation of funds per year) and identification of appropriate alternative arrangements to enable scholarships to implement an effective and strategic funding approach to address HRD Plan priorities;

(G) an assessment of options for post-award support, including the establishment of an alumni network and other targeted support measures to assist scholars' reintegration.

b) Relevancy of ADS and ARDS objectives

(i) The review will identify and report on whether the current objectives of ADS & ARDS remain relevant to the GOK and GOA in light of the following policies and strategies:

(A) Kiribati-Australia Partnerships for Development (January 2009)

(B) Kiribati Development Plan 2008-2011

(C) Kiribati National Human Resource Development Plan 2008-2010

(ii) Recommend objectives which are linked to the objectives of Priority Outcome 2 of the Australia-Kiribati Partnerships for Development, and are measurable and achievable in terms of the target results, specifically relating to improvements in success rates for tertiary students and access to ESL bridging courses.

(iii) Assess whether scholarships offered are effectively targeting workforce skill gaps as identified in the HRD Plan and provide, if necessary, recommendations for any changes required to ensure required skills are addressed.

(iv) Assess whether existing application and selection processes appropriately satisfy gender equality and equitable access requirements.

c) Monitoring and Evaluation Strategies

(i) Recommend an appropriate Monitoring and Evaluation system for the Kiribati context including, as a minimum requirement, compliance with the Introductory Guidance on Monitoring and Evaluation for AusAID Study & Professional Development Award (SPDA) Programs. In developing the M&E system, consider and advise on:

(A) the relevancy of the Action Plan system, including resourcing requirements and management systems for managing the data;

(B) assistance to PSO to establish an active Alumni network and clear responsibilities required in developing and maintaining the network, and to apply, where relevant, outcomes of the AISA report;

(C) systems for managing reintegration action plans with current and future awardees;

(D) alternative arrangements for a more efficient management of the scholarship programs, including establishment of a separate Scholarships Office to select and administer all (pre and in-service) scholarships;

(E) development of a centralised database for all AusAID, NZAID and GoK sponsored students, current and post award. The review should provide a clear step by step approach on the development of the database and include a clear and specific outline of purpose, scope, expertise and timing required for the development of the database.

d) Future Directions

i) Review current directions and provide recommendations for structuring future assistance under ADS & ARDS in Kiribati.

ii) Recommend strategies for implementing Outcome 2 of the Partnerships to achieve the following commitments:

- Increasing the proportion of 16-24 year olds each year who complete a post-school ESL course
- Increasing completion rates for I-Kiribati studying at tertiary institutions

iii) Recommend strategies to effectively integrate the scholarship programs in the broader HRD objectives under Priority Outcome 2 of the Partnerships.

1.5 In providing the Services**,** the Contractor shall refer to existing documentation associated with the HRD and Scholarship Programs, including, but not limited to, the following:

(a) Section K of the Kiribati National Conditions of Service

(b) Kiribati HRD TAG review report 2008

(c) TVET Concept Paper

(d) National Human Resources Planning Advisor's Final Report (soon to be finalised)

(e) Kiribati-Australia Partnerships for Development

(f) Kiribati Development Plan 2008-2011

(g) Kiribati National Human Resource Development Plan 2008-2010

(h) Kiribati-Australia Nursing Initiative

(i) Australia Pacific Technical College

(j) TVET and KIT Strengthening Programs

(k) New Zealand Development and Regional Development Scholarships

(l) New Zealand In-Country/Short Term Training Programs

(m) Government of Kiribati Scholarship programs

(n) ASG documents outlined in 3.4 a)i) and c)i) .

3.6 The Contractor shall consult with the following individuals and/or organisations, either in person or remotely:

- Key AusAID advisers and staff in Canberra and Fiji concerned with APTC, ADS, ARDS and TVET activities
- AusAID Post in Tarawa, including an initial briefing on arrival in Kiribati and a verbal debriefing to AusAID prior to departing Kiribati
- NZAID and other relevant donors assisting with Scholarships and HRD program activities in Kiribati

- Key stakeholders based in Kiribati, including, but not limited to, Secretary for the Public Service Office, Human Resource Director (PSO), Secretary for Education, Deputy Secretary for Education, Scholarship Officer (MoE), Secretary for Labour and HRD and Director for Labour and HRD

Annex B: Key Review Questions

Objective	Key Questions	Possible Data Sources
Performance and impact of ADS/ARDS programs in Kiribati for completed students since 2005		
Pre-award (Equitable scholarship access)	• Are there any barriers in the information dissemination, application and selection process that disadvantage scholarship access by female or male applicants (or from other disadvantaged groups (*e.g. students with a disability, students from economically disadvantaged background, older students*)? How can these barriers be reduced or overcome? • Is the (pre- and in-service) selection merit based and transparent? • Has the ADS policy on only having an accompanied stipend affected applications for ADS scholarships?	• Gender balance awards [SIMON/SOFEA] • ADS/ARDS Eligibility and selection criteria • ASG Selection/ Reintegration Paper • PSO and MoE stats • USP stats • Awardees/alumni
	• What is the role of the PDB in preparing awardees? How can it be improved?	• PDB content
On Award Support (academic performance and pastoral care)	• Are awardees satisfied with their award-related and personal experiences, both in-country and overseas? • What is the level of satisfaction with support services provided by Australian and regional institutions? Are they meeting their Key Performance Measures? • Is pre-return counselling provided to awardees? If not, what services should be provided and how?	• GoK counsellor TOR, reports, KPIS • ADS institution surveys for Kiribati • Aust. institution KPIs
Increasing completion rates for I-Kiribati studying at tertiary institutions	• How do i-Kiribati awardees compare in relation to completion rates of other Pacific scholarship students? • What are the key factors that impact on whether or not i-Kiribati scholarship students are requiring an extension or completing their study (*e.g. nature of courses undertaken, location of study, age, gender, family, relevance of study to areas of interest, cultural change, on-award pastoral care*)? • What has been the impact of having the Kiribati Student Support Officer in Fiji? Are	• Completion rates of i-Kiribati (ADS/ARDS) cf other Pacific countries [SIMON/SOFEA] and in-country [USP Statistics] • Extension rates (incl. gender differences) • Pass rates [USP Statistics]

	any changes needed to increase this impact? • Are there any measures (e.g. changes to policies and on-award academic and pastoral support) that can be taken to raise the rates of study completion for I-Kiribati students?	•
Post-award (including incentives for graduate return, alumni networks, reintegration, employment, skills utilisation and retention) (Sustainability and impact)	• What are the return rates of graduates to Kiribati? • What are the contributing factors that support graduates returning to the workforce? • Should there be a bond? Is it enforced? If not, why not?	• Evidence of return rates • Bond agreement .. Conditions of Service
	• What is the post-award support available for returning awardees? • Whose role is it to provide post-award support and what resources are required to enable this support? • Are their enough jobs for graduates across the sectors? Are/should alumni be guaranteed employment? • Do awardees who do not complete their course have difficulty in finding work?	• Alumni experience [Focus Group, PSO Mini Tracer Study] • • ASG Selection/ Reintegration Paper
	• How could employers be encouraged to better utilise graduates gained skills or knowledge on return to the organisation? • What has been the experience with the public service action (reintegration) plans (introduced in January 2009)? • Are alumni strengthening capacity of their organisations to contribute to the development of Kiribati?	• Action plan template and samples of completed action plans • GoS manual ref use of action plans
	• Do i-Kiribati remain in country at end of bond? If not, what incentives could be used to retain graduates beyond their bond period?	• Retention rates by pre- and post-award employer, gender, age
	• Are alumni maintaining linkages with Australia/Pacific region and networking with other awardees? • What alumni network/association activities already exist? • What should be the objectives of the alumni network? • Are separate networks required for each of the sponsors? • Who should be responsible for maintaining an active alumni network? • What resources would be needed?	• ASG Alumni Network Concept Paper
	• What impact do alumni have on civic life as a result of the scholarships program?	
Policy	• Are any changes required to the scholarship policies to make them more appropriate	Scholarship Guidelines

	for Kiribati? • Should any changes be made to the eligibility requirements for obtaining ADS awards?	
Relevancy of the current ADS/ARDS objectives in the context of AusAID's new bilateral policy settings with Kiribati		
Relevancy of the current ADS/ARDS objectives to GOK and GOA policies and strategies	• What should be the objectives of the scholarship program? • Should these relate directly to organisational development of Kiribati? Should they also encompass individual need and possibility of training for overseas employment and remittances, immediately after award completion? • What specific scholarship objectives should be defined that are effectively integrated with the Australia-Kiribati Partnerships for Development (particularly Priority Outcome 2)? • Would the scholarships be more effective and provide more sustainable benefits if they were 'tagged' to particular organisations, development sectors (e.g. health, agriculture) or employment sectors? • Should the scholarships be linked to any other Kiribati or Australian policies? • How can information dissemination and the application/selection processes be improved to encourage better quality applications from identified target groups? • How do ADS/ARDS complement other (AusAID) scholarships available for Kiribati?	• Australia-Kiribati Partnership for Development • Kiribati National Development Plan National HRD Plan
Meeting HRD Priorities - effective scholarships targeting	• Do the national HRD priorities used for scholarship selection accurately and holistically address the primary training needs across the public, private and civil society sectors, as well as school leaver groups? • Does the HRD priority list include technical and vocational training as well as academic training. Should it? • Did the awarded study areas align to the HRD priority areas (pre- and in-service) ? If not, how can the process be improved to ensure effective alignment?	• Annual HRD Priority List (in-service, pre-service) • Number of awards by level and field of study and applicant source (school-leaver, private/ngo, public sector) and gender • Alignment of fields of study with HRD priorities
	• Is the number of ADS/ARDS awards appropriate? • Should any changes be made to the categories of awards in Kiribati? • Is the balance of awards between pre-service and in-service applicants, between undergraduate and postgraduate, academic/technical-vocational appropriate?	• # awards per category • # private/ngo offered awards • # Year 7 school leavers • # studying at USP Tarawa

	• Would there be any merit in allocating separate scholarship pools for technical/vocational and private sector training? If so, how would this be applied and what number of awards would be appropriate?	• # other scholarships available • # meeting GoK positional requirements
Cross-cutting initiatives	• Have the scholarship schemes promoted other relevant cross cutting issues (sustainable resource management, environment, youth, HIV AIDS and corruption)? In what ways could these be improved? • To what extent have the scholarships program complied with the Paris Declaration on Aid Effectiveness (Ownership, Alignment Harmonisation, Managing for Results, Mutual Accountability)? • In relation to the current range of schemes, what scholarships opportunities exist for non-academic school leavers/unemployed youth in Kiribati (academic or technical/vocational study)?	
Structuring future assistance and implementation strategies in the context of the new bilateral policy environment		
Management models (Harmonisation and Alignment)	• What are current areas of scholarships cooperation of key players (AusAID, NZAID, GoS; and Australian, New Zealand and regional education providers)? • How can any substantive areas of overlap in the roles and responsibilities be reduced? What are the barriers to this? • Are there any other donors with which harmonisation should be considered?	• Policies on harmonisation and alignment • [GoK Budget papers]
	• What is the role of the HRPC? • What are the scholarships management options for increasing GoK ownership? • What are the opportunities, benefits, challenges and risks of transition to local scholarships (pre-service and in-service) management within a separate centralised scholarships office? • Where should this best be located (within HRPC, MoE Scholarship Unit, a National Training Authority or other)? How should it be implemented? What resources would be, staff professional development and training needs would be required? What timeframe? • What roles and responsibilities will AusAID and NZAID (within and external to Kiribati) have during and following the transition process? • What mechanisms are needed to monitor the effectiveness of local management of the scholarships programme?	• HRPC TOR and membership • Roles of PSO and MoE • Evidence of capacity to manage GoK funded scholarships • # scholarships available from other donors [PSO]

Systems and Processes Communication and reporting	• How can the systems and processes be streamlined to ensure that they are relevant, cost-effective and appropriate to the Kiribati context? • Are there any options for outsourcing e.g. travel? • Are there any barriers to effective communication and reporting between stakeholders? How should these be improved?	
Centralised database for all AusAID, NZAID and GoK sponsored Kiribati students.	• What scholarships information is collected, analysed, used and disseminated for scholarships administration processes, management and other monitoring and evaluation requirements? • Is the information gender-disaggregated to measure scholarships outcomes in relation to men and women? • What database systems are currently maintained on AusAID, NZAID and GoK sponsored Kiribati students? What are the strengths and weaknesses of these systems? • What should be the scope of a GoK scholarships database? • Should a scholarship specific database be developed or should the KEMIS or PSO HRIS databases be modified for scholarships management? • Who should be responsible and what resources would be required for developing the database and maintaining the data? Are there in-country resources to develop/maintain an Access database?	• KEMIS scholarship module • PSO HRIS • Kiribati local capacity in Access • SIMON/SOFEA manual
M&E Framework	• What M&E frameworks currently being used? How effective have they been? • What would be the key elements to be included in a joint MEF? • What program risks should be included? • What lessons learnt from the scholarships program? • How are analysis and learning incorporated into the program?	• MEF • QAI report • ASG M&E Guidance
Increasing the proportion of 16-24 year olds each year who complete a post-school ESL bridging course	• What is the number of 16-24 year olds who currently complete post school ESL bridging course? • What evidence is there of ESL difficulties experienced by Kiribati awardees? • Are there different needs for ESL training for ADS/ARDS, pre- and in- service? • What post ESL training exist in country? • How can access to post-school ESL courses be increased? • For prospective awardees, should ESL training be in Kiribati or overseas?	• EL test results [USP CELT, SPBEA] • Research conducted on IELTS training and testing for consideration by HRPC • KANI Academic Preparation program

	• How is English Language assessment undertaken in Kiribati? • How should ESL training be incorporated into the scholarship structure?	• ASG IAP review
Funding System	• What are the strengths and weaknesses of the current scholarship funding system (fixed allocation of funds per year)? • Would alternative funding arrangements enable a more effective and strategic approach to address HRD Plan priorities? • How can the scholarships funding be more effectively allocated to ensure complementarity, and reduce gaps or duplication, of scholarships provision by the three partners?	• Current funding system • Dollars invested by FY by scheme
Value for money	• When comparing the broad outcomes and changes brought about by the current scholarships schemes, how can these be improved to provide best value for money? • For example, are there study locations or study modalities that would provide greater value for money and relevance to the I-Kiribati workforce? (e.g. in-country, regional education providers, alternative study modalities (split-site study, DFL)? • What are the benefits, challenges and risks providing scholarships through these modalities in relation to access of opportunity, value for money and addressing skills gaps?	• Average cost per scholarship by study country/mode (breakdown by tuition fee %, travel, stipend etc)

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Annex D: People and Organisations Consulted During Review

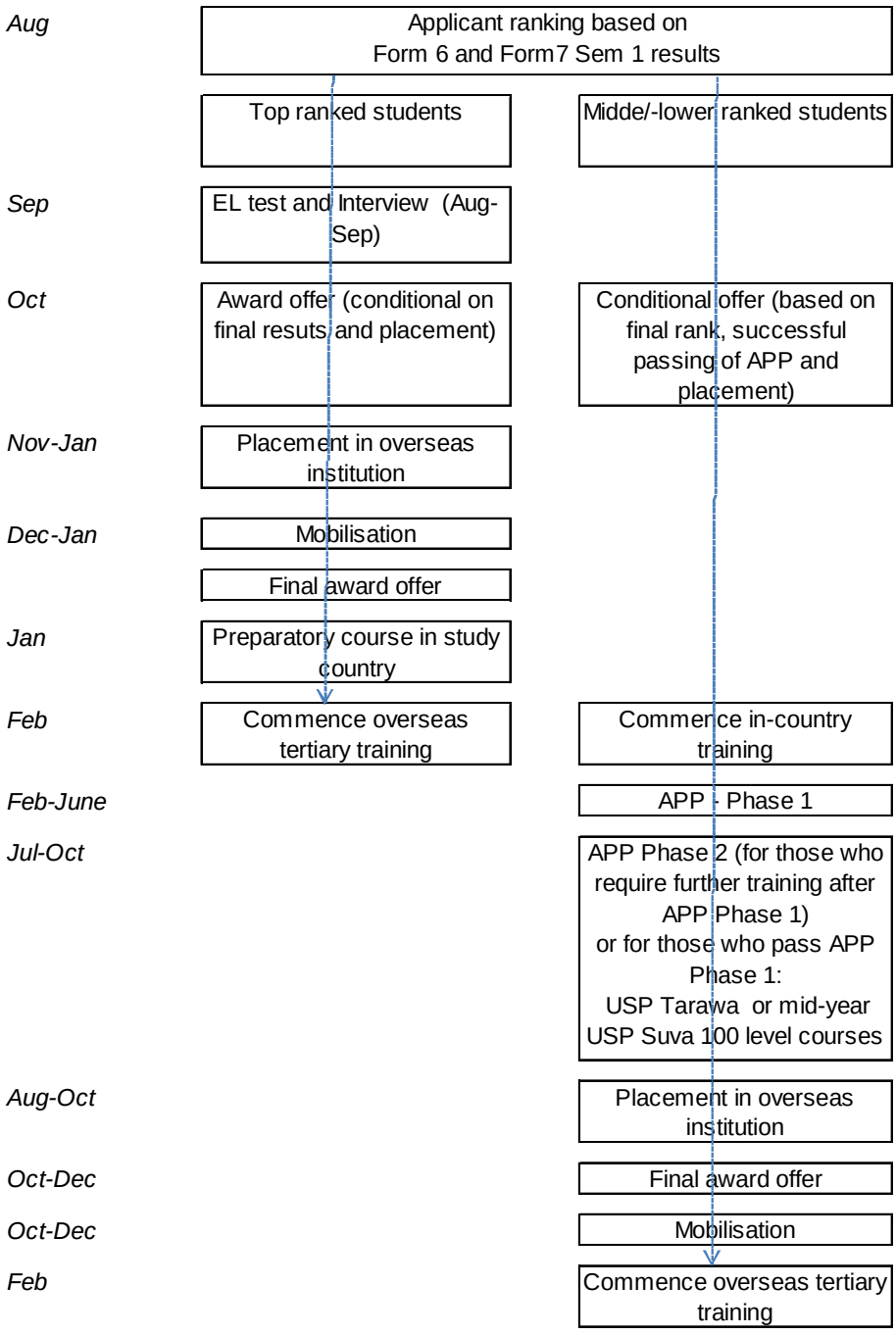
Abana Ieremia	NGO Development Officer & Deputy Director, KANGO
Alice Tikau	Scholarships Officer, AusAID Kiribati
Aree Redfern	Kiribati Chamber of Commerce and Industry
Baarai Takuia	Acting Senior Scholarship Officer, Ministry of Education
Beneteta Raobati	GoK I-Kiribati Student Support Officer (in Fiji)
Bereti Awira	Development Officer, NZAID Kiribati
Brett Aldam	High Commissioner, Australian High Commission to Kiribati
Brian Lewis	UniQuest Education Management Information System Projects
Duncan McCullough	Development Program Specialist, AusAID Kiribati
Etekieru Raiwan	Chief Officer, Maritime Training College, Kiribati
Gary Birch	Adjunct Senior Lecturer, Faculty of Education, Griffith University (KANI Project)
Geoff Lacey	AusAID ASG Alumni Consultant
Joanne Craigie	First Secretary, Development Cooperation, AusAID Kiribati
Kinta Eram	Senior Project and Statistic Officer, Ministry of Education, Kiribati
Lisa Spender	AusAID ASG, Canberra
Mariateretia Kaibaoia	Director for Education, Ministry of Education, Kiribati
Michelle Rojas	Senior Program Manager, AusAID Kiribati
Mweia Tebubu	OIC, Ministry of Labour and Human Resource Development
Patricia Thompson	NZAID consultant at Kiribati Teachers College
Robert Kaiwai	NZ High Commissioner, NZ High Commission to Kiribati
Rokobati Tearo	Acting Principal, Kiribati Institute of Technology
Rosalyn Morgan	Regional Education Manager, AusAID Suva
Sonya Cameron	Development Program Manager, NZAID Wellington
Tabwere Tionatan	Ministry of Labor and Human Resource Development, Kiribati
Teekoa Ietaake	Secretary, Ministry of Education, Kiribati
Tomwa Tehumu	Director of Human Resource Development, PSO, Kiribati
Ueantabo Mackenzie	USP Centre Director, Kiribati
Wiiriki Tooma	Secretary, Public Service Office, Kiribati
	Alumni, Focus Group meeting 23 June 2009

Annex E: Academic Award Priorities (in-service)

INSERVICE PRIORITY ACADEMIC PRIORITIES

PRIORITY	PROGRAM NAME	LOCATION AND DURATION	NUMBER SOUGHT	SPECIAL REQUIREMENT
1	Diploma in Plumbing, Carpentry, Mechanical, Electrical	Out of Region (1-1.5 yrs)	5	
2	Post Graduate Certificate in Tertiary Teaching	Out of Region	5	Applicants must hold a teaching qualification and be prepared to work for KIT, KTC, Nursing school on return/TVET
3	Post Graduate Certificate in Leadership & Management	Out of Region 1 year	5	Education Management & School Heads and Principals
4	Master of Medicine-Paediatric	USP Out of Region 2 years	1	Must be a Registered Doctor (Practitioner)
5	Master of Arts in Development	USP 2 years	2	
6	Post Graduate Diploma in TESOL	Griffith University (1-1.5 years)	2	
7	Post Graduate Diploma in Accounting	Out of Region	2	
8	Police Management	USP (3 years) Out of Region 2 years	1 UG 1 Masters	Applicants must be current serving KPS members
9	Post Graduate Diploma in International Relations and Politics	Out of Region 1-1.5 years	1	
10	Post Graduate Diploma in Economics	USP 1-1.5 years	2	
11	Master in Human Resource Management	Out of Region	1	
12	Post Graduate Diploma in Construction	Out of Region	2	
13	Post Graduate Diploma in Computer and Information System	USP Out of Region	1 USP 2 Out of Region	
14	Master in Business Administration	USP 1 year	5	
15	Post Graduate Veterinary Science	Taiwan Australia NZ 3 years	1	
16	Post Graduate Diploma in Banking and Finance	Waikato University NZ (2 years)	1	
17	Post Graduate Diploma in Engineering Renewable	Germany Thailand Australia (1-1.5years)	1	
18	Post Graduate Diploma in Immigration	Out of Region (1-1.5years)	1	
19	Post Graduate Diploma in Tourism Management/Marketing	Not Stated	1	
20	Post Graduate Diploma Population Studies		1	

Annex F: Indicative proposed process and timetable for awardee selection and attendance at an ADS/ARDS Academic Preparation Program



Annex G: Current ADS/ARDS Management Responsibilities

<table>
<tr><th>Process</th><th>ADS/ARDS Public</th><th>ADS/ARDS Open</th></tr>
<tr><td>Determination of HRD Priorities</td><td>GoK</td><td>AusAID</td></tr>
<tr><td>Advertising</td><td rowspan="3">GoK (PSO and MoE)</td><td rowspan="2">AusAID</td></tr>
<tr><td>Application Receipt</td></tr>
<tr><td>Ranking and shortlisting</td><td>SPBEA</td></tr>
<tr><td>Selection</td><td rowspan="3">AusAID</td></tr>
<tr><td>Placement</td><td rowspan="3">AusAID</td></tr>
<tr><td>Award Offer</td></tr>
<tr><td>Mobilisation</td></tr>
<tr><td>PDB</td><td colspan="2">AusAID/GoK</td></tr>
<tr><td>On-award support</td><td colspan="2">Contracted institutions/ AusAID Receiving Post</td></tr>
<tr><td>Post-award support</td><td colspan="2">GoK PSO (public servants)</td></tr>
</table>

Annex H: Sample of SPBEA Ranking Criteria - Postgraduate

A. Degree Holders with work experience	B. Mature Applicants **No Degree and age 30+ with work experience**
Overall Weighting (100)	**Overall Weighting (100)**
Qualifications 75 Relevant Experience 5 Employer/Academic Reference 5 Relevance of Study 5 Quality of Proposal 5 Quality of CV 5 **Total 100**	Qualifications 60 Relevant Experience 10 Employer/Academic Reference 10 Relevance of Study 10 Quality of Proposal 5 Quality of CV 5 **Total 100**
Qualification (75)	**Qualifications (65)**
Degree Average Grade A 75 B+ 65 B 50 C+ 40 C 30	Degree/Diploma or equivalent Average Grade A+ 60 A 50 B+ 45 B 40 C+ 35 C 30
Relevance of Study (5)	**Relevance of Study (10)**
Very relevant 5 Moderate relevance 3 Weak relevance 1 No relevance 0	Very relevant 10 Moderate relevance 5 Weak relevance 1 No relevance 0
Quality of Proposal (5)	
Excellent 5 Sound 3 Weak 1 None 0	Excellent 5 Sound 3 Weak 1 None 0
Quality of Application/CV (5)	
Excellent with extra information 5 Complete 3 Incomplete 1 No CV 0	Excellent with extra information 5 Complete 3 Incomplete 1 No CV 0
Relevant Experience (5)	**Relevant Experience (10)**
Strong relevance 5 Good relevance 3 Relevant 2 Little or no relevance 1 - 0	Strong relevance 10 Good relevance 6 Relevant 3 Little or no relevance 2 - 0
Employer/Academic Reference (5)	**Employer/Academic Reference (10)**
Very strong support 5 Good support 3 Moderate support 2 Weak support 1 No support 0	Very strong support 10 Good support 6 Moderate support 4 Weak support 2 No support 0

Annex I: Indicative implementation timetable for formation of a single Kiribati Scholarships Office

Period	Task	Pre-service	Private/ CSO pools	Public service	Implementation Steps
2010 Q1					Communication with key stakeholders
2010 Q1					Consultation and approval by PSO, MOE, MLHRD and HRPC
2010 Q1					Development of implementation plan
2010 Q1-Q4	New and ongoing 2010 student management	MoE	MoE	PSO	Review of selection guidelines/development of target profiles for private/NGO sectors; Development of single scholarships database
2010 Q2	Advertisement for 2011 intake	MoE	PSO	PSO	Drafting of required changes to public service ministry responsibilities and staffing for KSO
2010 Q2-Q3	Shortlisting and selection for 2011 intake	MoE	PSO	PSO	Alignment of PSO/MoE guidelines into single Guidelines;
2010 Q3-Q4	Placement for 2011 intake	MoE	PSO	PSO	Development of a TOR and membership of a single Scholarships Committee; Finalisation of KSO staff resourcing and training
2010 Q1-Q4	Post-award monitoring	PSO	PSO	PSO	
2011 Q1	New and ongoing student mgt	Single Kiribati Scholarships Office (KSO)			Establishment of KSO staff and resources in MLHRD; Handover of all scholarship responsibilities from MoE and PSO to MLHRD
2011 Q1-Q4	Post-award monitoring				
2011Q2	Advertisement for 2012 intake				
2011 Q2-Q3	Shortlisting and selection for 2012 intake				
2011 Q3-Q4	Placement for 2012 intake				

Annex J: Draft Kiribati ADS/ARDS Monitoring and Evaluation Framework

Outputs (disaggregated by gender, applicant type (pre- and in-service), field and level of education)				
	Indicator for each target sector: private, CSO and public	**Frequency of Collection**	**Source of Information**	**Responsibility for collection**
Pre-Award				
Applications	Number (and %) of applications received	Annual	Application processing records	Public category (GoK); Open category (AusAID Tarawa)
	Number (and %) of ineligible applications received			
Selections	Number of awards made as % of indicative target	Annual	SIMON/SOFEA	Public category (GoK); Open category (AusAID Tarawa)
	% of female awardees selected			
	% of applicants selected according to the levels and fields of studies prioritied in the Annual Scholarships HRD Priority List			
	Number of awards made for TVET/undergraduate/postgraduate study as % of indicative target			
APP/ESL training	Number (and %) of selectees provided APP or ESL training	Annual	APP records	Contracted APP provider
	Number (and %) of selectees provided APP or ESL training who meet required standards within specified timeframes			
Action plans	% of initial Action Plans developed for awardees	Annual	Action Plan tracking database	Public servants (PSO); Other target groups (AusAID Tarawa with assistance of MLHRD, MoE, Chamber of Commerce and KANGO)
Departures	Number (and %) of departures	Annual	SOFEA/SIMON	AusAID Tarawa
	Number (and %) of awardees arriving in study country prior to commencement of IAP, orientation and preparation programs	Annual	SOFEA/SIMON	AusAID Tarawa (or local contractor)
On-Award				
Qualification completions	Number (and %) of awardees who successfully complete their qualification	Annual	SOFEA/SIMON	AusAID Tarawa
	Number (and %) of extensions			
	Number (and %) of terminations			
	Reason for award termination			
	Reasons for terminations (academic, personal)			
	Number (and %) of transfers (including downgrades)			
Awardees positive feedback of award experience	Proportion of alumni who rate their institution (across a range of attributes) good or very good (on a five point scale)	Annual	Tracer Survey	AusAID Tarawa/GoK
	Proportion of alumni who rate their skills development (across a range of attributes) good or very good (on a five point scale)			
Post-Award				
Return to Kiribati	Number (and %) of awardees who return to Kiribati at the end of their award	Annual	Contact mapping	AusAID Tarawa/GoK
	Number (and %) of alumni living in Kiribati two years after award end			
	Number (and %) of alumni living in Kiribati five years after award end			
	Proportion of alumni living overseas (not on a scholarship)			
Employment	Annual and cumulative number and % of alumni that work in their target sector	Annual	Tracer Survey; Case Studies	AusAID Tarawa/GoK
	Number of alumni working in influential positions in the target sector (a)			
	Annual/cumulative number and % of graduates who are employed by target agency two years after return			
	Annual/cumulative number and % of graduates who are employed by target agency five years after return			
Skills utilisation	Annual and cumulative number and % of graduates that return to work in their target field of expertise	Annual	Tracer Survey	AusAID Tarawa/GoK
	Proportion of alumni identifying that they are applying their learned skills to their current work	Annual	Tracer Survey	AusAID Tarawa/GoK
	Proportion of awardees identifying benefits of training (across a range of attributes) to their workplace	Annual	Tracer Survey	AusAID Tarawa/GoK
	Proportion of alumni rating their employment outcomes (across a range of attributes eg employer recognition, promotions, pay increases etc) as good or very good	Annual	Tracer Survey	AusAID Tarawa/GoK
	Proportion of alumni utilising their skills in civic society	Annual	Tracer Survey	AusAID Tarawa/GoK
Linkages with Australia	Proportion of alumni rating their association/linkages with Australia (across a range of attributes) as good or very good (on a five point scale).	Annual	Tracer Survey	AusAID Tarawa/GoK
Action Plan Review	Number (and %) of alumni Action Plans reviewed within agreed periods after return	Annual	Action Plan tracking database	Public servants (PSO); Other target groups (AusAID Tarawa with assistance of MLHRD, MoE, Chamber of Commerce and KANGO)
	Number (and %) alumni making satisfactory progress against their Action Plans six months, one year and three years after return			
Alumni Assocation Membership	Cumulative Kiribati Alumni Association membership	Annual	Alumni Association membership spreadsheet	AusAID Tarawa (or local contractor)
	Proportion of all alumni that are members of the Kiribati Alumni Association			

Notes:

(a) The term "influential" to be defined by AusAID

Outcomes: disaggregated by the gender, field and level of study, awardee type (pre-service, in-service), sector of the alumni				
Objective:	**Indicator**	**Frequency of Collection**	**Source of Information**	**Responsibility for collection**
1. Within GoK agencies: to increase the development and application of appropriate policy and practices for improved service delivery	Annual/cumulative number and annotated list of new or improvements to existing policy, practise and resource allocation approaches that contribute to improved service delivery in the organisation, made with the involvement of ADS/ARDS alumni (b)	Annual	Alumni and agency reporting on progress against Action Plans; Case studies	GoK (PSO)
	Compilations of the above contributions made in relation to KAP outcomes and initiatives			AusAID/PSO
2. Within private sector organisations: to increase the scale of their operations and/or the number of i-Kiribati employees	Company specific indicator of the scale of the organisation (c)	Annual	Alumni and employer reporting on progress against Action Plans; Employer survey	AusAID (with support of the MLHRD and Kiribati Chamber of Commerce)
	Number of paid i-Kiribati employees in organsation			
3. Within non-profit civil society and development organisations: to increase the development and application of appropriate advocacy, policy and practices for improved service delivery	Annual/cumulative number and annotated list of new or improvements to existing policy, practise and resource allocation approaches that contribute to improved service delivery in the organisation, made with the involvement of ADS/ARDS alumni (b)	Annual	Alumni and organisation reporting on progress against Action Plans; Case studies	AusAID (with support of KANGO)
	Compilations of the above contributions made in relation to KAP outcomes and initiatives			

Notes:

(a) Annotated list: each entry on an annotated list will be coded for quality (high, medium, low), level of attribution (high, medium, low) and type of effect (positive or negative). The purpose of coding is to identify key items for further qualitative analysis.

(b) This indicator to be revised dependant on the company type/sector

Annex K: Responsibilities for ADS/ADS Monitoring and Evaluation

AusAID Tarawa, ASG, AusAID Suva, Pacific/Australian educational institutions and the GoK all have responsibilities for the Kiribati ADS/ARDS M&E. Much of the post-award M&E will be a shared responsibility between the GoK and AusAID Tarawa. The balance of these responsibilities may change over time with the development of improved M&E systems and processes and experience in the GoK. Lessons learned should be incorporated to systems and processes, as part of continuous improvement.

AusAID Tarawa

- Agree scholarship training objectives and priorities for ADS/ARDS, as part of the KAP engagement with the GoK
- Develop and implement a Kiribati ADS/ARDS M&E plan, based on the agreed M&E framework
- Collect and analyse data on scholarships applications and selection through the ADS/ARDS Open category
- Monitor performance of ADS/ARDS awardees while studying overseas and report to the GoK on outcomes and results
- Use results of the annual ADS student surveys to monitor the satisfaction with institution services provided and to guide recruitment, selection and mobilisation processes
- With the GoK conduct tracer studies and the periodic evaluation / case studies as part of the MEF
- Review opportunities for a more systematic approach to support returning awardees and their organisation, including any scholar reintegration measures as they return to their agency
- Report on scholarship effectiveness at the country level through QAI reporting, including any other information required for the Annual Report for Australian Scholarships

Educational Institution staff

- Enter and maintain awardee records in SOFEA/SIMON, keeping awardee contact and course progress/completion details up to date
- Undertake other ADS/ARDS contractual requirements with respect to M&E

Government of Kiribati

- Collect and analyse data on scholarships applications and selection through the ADS/ARDS Public category and report on outcomes and results
- Collect and analyse data from Action Plans and conduct follow up surveys of alumni and their organisations to determine progress against the Plans
- With AusAID conduct tracer studies and periodic evaluation/case studies as part of the MEF

AusAID Suva (for ARDS)

- Monitor performance of the Pacific regional universities through contractual arrangements
- Coordinate regional ARDS M&E activities
- Coordinate dissemination of design, analysis, lessons learnt from M&E in individual ARDS countries

AusAID Scholarship Group (in Canberra)

- Monitor ADS awardees while studying in Australia through contractual arrangements with institutions
- Monitor performance of the Australian Universities
- Develop and administer the ADS annual student surveys and focus groups
- Provide advice to Posts on M&E including on tracer study and case study implementation
- Coordinate and develop AusAID's annual corporate reporting on scholarship effectiveness.

Annex L: Considerations for the Design of an ADS/ARDS Academic Preparatory Program

Stakeholder consultation supported the establishment of an in-country ADS/ARDS Academic Preparatory Program (APP) with design considerations that it should:

- Be undertaken in-country by shortlisted undergraduate scholarship candidates, who must pass the APP before proceeding to an overseas scholarship.
- Be undertaken by all school leavers (with the possible exception of the highest academically ranked who can also prove themselves at English language test and interview) and for mature private/CSO sector employees who have undertaken schooling some years ago.
- Be undertaken by awardees sponsored by AusAID, NZAID and the GoK if possible, so all i-Kiribati awardees benefit, to improve scale of economies and to avoid singling out awardees from particular sponsors.
- Have a prime focus on English language preparation, addressing specific weaknesses of i-Kiribati students identified in USP and SPBEA testing.
- Utilise a training approach that maximises situational learning for the majority of the course. Training targeted at passing a specific language assessment tool (such as ELSA or IELTS) should be undertaken only towards the end of the course.
- Be taught predominantly by native English speakers (one of the core objectives of the program should be to overcome awardee reluctance to speak English with foreigners).
- Reflect lessons learnt from the KANI program including factors in the high retention/pass-rate (96% in the first intake) and the high levels of student motivation for the program.
- Include both academic and pastoral matters, address reasons for non-completion or low grades by i-Kiribati awardees and expand on matters addressed in the standard PDB sessions (such as budgeting, health and welfare etc).
- Include literacy/numeracy training for general use and academic purpose; work skills training (time management, professionalism, CV preparation, interview and communication techniques); study skills (time management, reading, use of library, preparing for an examination); Basic training in the use of computers (basic functioning of the computer, elementary word-processing and spreadsheets, internet and keyboard skills)
- Be modularised so it can be undertaken by in-service candidates as required and to allow relevant modules to be used by other overseas academic/employment preparatory programs with similar objectives.
- Be undertaken at a training centre where there is adequate classroom and instructional facilities (including computers), in class sizes that allow maximum interaction between teachers and students.
- Provide students with an in-country stipend that is sufficient for daily transport, meals, books and other materials essential for study[1].
- Have a clear M&E framework with which to evaluate achievement of objectives.
- Be held at the KIT in support of the KIT Strengthening Project
- Be closely integrated with English language training courses and assessment to be developed under the KIT Strengthening Project.

[1] *The KANI APP stipend of A$50 may be a benchmark for setting this stipend (although it is noted that this stipend does not include a book/stationery allowance).*

Annex M: Indicative Recommendation Implementation Schedule

Recommendation		Responsibility	Start	Finish
1,2,3,4,5,7, 9,10,12,14, 15,21	Meeting to agree Review Report policy recommendations	GoK/AusAID	Jan-10	Jan-10
11	Establishment of common pre and in-service application processes (Annex I)	GoK	Jan-10	Dec-10
11	Establishment of single Kiribati Scholarships Office (Annex I)	GoK	Jan-10	Dec-11
17	Regular AusAID, NZAID and GoK scholarship meetings	AusAID/GoK/NZAID	Jan-10	Dec-10
23	Alumni Contact Mapping	AusAID	Jan-10	Feb-10
13	Development of target applicant profiles	GoK/AusAID	Feb-10	Mar-10
18	Customisation of KEMIS for in-service awardees	AusAID/GoK	Feb-10	Dec-11
22	Finalisation of M&E Framework and implementation plan	AusAID/GoK	Feb-10	Jun-10
23	Request and analyse USP completion data	AusAID/GoK	Feb-10	Jun-10
20	Development of Action Plan tracking database	GoK	Mar-10	Jun-10
23	Alumni Tracer Survey	AusAID/GoK	Mar-10	Apr-10
8	Development of ADS/ARDS Academic Preparation Program, for 2011 intake (Annex F)	AusAID/GoK	Jul-10	Dec-10
16	Shortlisted applicant interviews conducted	GoK	Jul-10	Aug-10
19	Development of Action Plan process for pre-service awardees	GoK	Jul-10	Dec-10
24	Provision of support to GoK in implementing M&E Action Plan	AusAID	Jul-10	Dec-11
19	Development of Action Plan process for private and civil society sector awardees	GoK	Jan-11	Jun-11
6	Evaluation of the GoK policy for postgraduate only in-service scholarships	GoK	Jan-11	Jun-11