

**FINAL**

**Kiribati Technical and Vocational Education and Training Sector Strengthening Program (TVETSSP)  
Phases I and II**

**INDEPENDENT PROGRESS REVIEW REPORT 2015**

**28 October 2015**

## Summary

Kiribati TVET Sector Strengthening Program (TVETSSP)			
Commencement date	Phase I: Jan. 2011	Completion date	Phase I: Jun. 2012
	Phase II: Jul. 2012		Phase II: Jul. 2016
Total Australian \$	\$23.6 m (Total Contract Value)		
Managing Contractor	Scope Global (formerly Austraining International)		
Implementing partner(s)	Ministry of Labour and Human Resource Development (MLHRD), Kiribati Institute of Technology (KIT), TAFE South Australia (TAFE SA) (Auspicing Agreement)		
Country/region	Kiribati		
Primary sector	Technical and Vocational Education and Training (TVET)		

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## Disclaimer

All self-reported data (by TVETSSP) is assumed to be correct noting that triangulation of data through routine data reporting or against alternative data sources was mostly not possible.

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**List of acronyms**

APA	Annual Performance Assessment
APTC	Australia-Pacific Technical College
AQF	Australian Qualifications Framework
CAC	Course Advisory Committee
CBT	Competency-based training
CEP	Certificate of English Proficiency
CSWE	Certificate of Spoken and Written English
DFAT	Australian Department of Foreign Affairs and Trade
EMIS	Education Management Information System
ERF	Education Resource Facility
FTC	Fisheries Training Centre
FNU	Fiji National University
GoA	Government of Australia
GoK	Government of Kiribati
HRD	Human Resource Development
IELTS	International English Language Testing System
ILO	International Labor Organization
ISLPR	International Second Language Proficiency Ratings
ITAC	Industry Training Advisory Committee
KCCI	Kiribati Chamber of Commerce and Industry
KDP	Kiribati Development Plan
KIT	Kiribati Institute of Technology
LTA	Long-Term Adviser
KEIP	Kiribati Education Improvement Program
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MFED	Ministry of Finance and Economic Development
MCCI	Ministry of Commerce Industry and Co-operatives
MIS	Management Information System
MLHRD	Ministry of Labour and Human Resource Development

MOE	Ministry of Education
MPWU	Ministry for Public Works and Utilities
MTC	Marine Training Centre
NTVETS	National TVET Strategy for Kiribati
OECD	Organisation for Economic Co-operation and Development
PAC	Pacific Access Category
PAF	Performance Assessment Framework
POC	Program Oversight Committee
PSO	Public Service Office
RPL	Recognition of Prior Learning
RTO	Registered Training Organisation
SMT	Senior Management Team (MLHRD)
STA	Short-Term Adviser
TAA/TAE	Training and Assessment/Training and Education
TAFE	Technical and Further Education (Australia)
TAFE SA	TAFE South Australia
TESOL	Teaching English to Speakers of Other Languages
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
TVETSSP	TVET Sector Strengthening Program
USP	University of the South Pacific
VET	Vocational Education and Training

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# **1 Executive summary**

## **1.1 Overview**

The Kiribati TVETSSP was designed in two Phases and commenced in January 2011 with Phase I of eighteen months duration. Phase II was a four year direct continuation of Phase I and is scheduled to finish at the end of June 2016. Phase III is planned to commence at the immediate conclusion of Phase II, i.e. July 2016 and to continue to December 2019. The Program was designed with two components:

- Component 1: Focused on strengthening the Ministry of Labour and Human Resource Development (MLHRD) – TVET sector policy, planning and oversight;
- Component 2: Focused on increasing the quality, quantity, scope and equity of training delivered by the Kiribati Institute of Technology (KIT).

DFAT has commissioned an independent review of Phase I and II of TVETSSP to inform the design for Phase III. The review will be the third since the Program commenced, the first occurring in February 2012; and the second in July 2013. Annual reviews have also been made against the Program's six monthly progress reports and delivery plans.

The review was conducted by a two person team in Kiribati between 31 August and 11 September 2015 to provide credible and robust evidence and performance analysis to guide the design of Phase III. The assessment methodology adopted a 'whole of program' review consisting of a document review, field visits and stakeholder consultations to assess TVETSSP Phases I and II against the DFAT aid quality criteria—relevance, effectiveness, efficiency and value for money, monitoring and evaluation, sustainability and gender equality.

It should be noted that this review aims to objectively assess TVETSSP performance in its entirety in consultation with all stakeholders involved in its implementation. Any negative findings are not intended to cast aspersions on any particular stakeholder including DFAT, Government of Kiribati (GoK) or the Managing Contractor (Scope Global).

## **1.2 Performance assessment findings**

TVETSSP has met most of its output targets, although for Component 1, which was discontinued in June 2014, some of these may have become less relevant as performance indicators over time. Component 1 has partially achieved its outcome to increase MLHRD's organisational capacity to provide policy, planning, coordination and oversight services to the TVET sector; albeit that progress and timeframes were not as expected in the TVETSSP design. The main area of deficiency relates to the establishment of data systems at MLHRD to support strategic and management decision making. Component 2 has progressed in achieving its outcome of increasing the quality, quantity, scope and equity of training delivered by KIT as most outputs set against this component have been achieved to a large extent. Significant capacity increases have been noted for KIT Training staff and their ability to deliver Australian standard qualifications. Selected achievements of the program include:

- The construction of improved KIT facilities will help to increase the number of places.
- The standard of teaching quality has been raised to recognised international levels.
- TVET advisory mechanisms are working well and have transitioned TVET delivery from a supply to a demand led training model with industry support.
- Transition-to-work activities have had some success in achieving employment outcomes domestically.
- The KIT to Australia Pacific Technical College (APTC) pathway has provided access to Australian certificate III level qualifications.
- Generally employers find that KIT and APTC graduates have good soft skills, making them worthwhile employees (whilst recognising further skills development is essential).

Although TVETSSP component outcomes have been mostly achieved, there is not much data or evidence to suggest that there have been significant contributions to the three sector result areas defined within the program design, which relate to youth participation, workplace productivity, and international employment. Although TVETSSP is intended to be only one of several contributors to these results, the lack of clear evidence of contribution implies that the impact of

other factors outside the scope of the program appear to have been underestimated within the original design, and the ability for an international qualification delivered in Kiribati to lead to employment (without additional support) was overestimated.

TVETSSP has been assessed against DFAT's aid quality criteria as follows:

Evaluation Criteria	Rating <sup>2</sup>	Explanation
<b>Relevance</b> To what extent is TVETSSP still the "right thing" to do?	5	Australia's investment in TVETSSP remains highly relevant to the development priorities of the governments of both Australia and Kiribati, with strong support shown by both governments. That said, the extent to which TVETSSP still addresses these development priorities needs to be considered as part of the TVETSSP Phase III design - the assumption that training to an international standard automatically (and without any other support) leads to local or overseas employment is shown to be invalid for TVETSSP.
<b>Effectiveness</b> To what extent are we achieving the results that we expected at this point in time?	4	TVETSSP has been effective in the delivery of its outputs, and associated outcomes across both components. Component 1 has gone some way to achieving its intended outcome, but exhibited slow progress and was discontinued during budget reductions due to this inertia (driven mainly by reduced availability and high turnover of key staff at MLHRD). Component 2 is definitely achieving its outcome to increase the quality, quantity, scope and equity of training delivered by KIT (noting that outer island inclusion at KIT has been partially addressed). The ability to assess program effectiveness is constrained by a lack of robust data around the contribution of program outcomes to sector result areas with employment being very difficult to evidence.
<b>Efficiency and VfM</b> To what extent is the investment making the best use of Australia's and our partner's time and resources to achieve outcomes? Are there options that would reduce unit costs?	4	The cost of delivery, excluding infrastructure, is AUD21,937 per graduate at KIT. This compares favorably to Kiribati Marine Training Centre (MTC) and APTC unit costs (after considering the level of qualification from those institutions) and is deemed to offer VfM. TVETSSP Phase III may however improve VfM by reducing per unit costs by as much as 20-29%. The biggest driver of efficiency gains will be to optimize the utilization of KIT staff and facilities and increase the number of graduates produced by KIT.
<b>M&amp;E</b> To what extent is the M&E system generating credible information and using it for program improvement, learning and accountability?	2	Monitoring and Evaluation of the program has been mostly weak and is particularly challenged by a complex M&E approach that is constrained by poor data management systems and capacity. Recent activity aims to correct this, although this activity is likely to result in reporting for compliance, rather than as a routine function to inform management decision making at implementation.

<sup>2</sup> **Rating Scale**

Satisfactory: 6 - Very high quality; 5 - Good quality; 4 - Adequate quality;

Less than Satisfactory: 3 - Less than adequate quality; 2 - Poor quality; 1 - Very poor quality

Evaluation Criteria	Rating <sup>2</sup>	Explanation
<b>Sustainability</b> To what extent will the benefits last?	3	Sustainability is complex, as Australia under TVETSSP finances 80% of total KIT and TVET Reform costs to deliver Australian accredited qualifications, and remains committed to supporting the sector for at least 10-15 more years. Additionally, performance management of staff and the ability for KIT to supplement its budget with self-generated revenue all require compliance to GoK systems and processes – which continue to challenge the efficiency and effectiveness of these activities, but are not expected to change in the medium term, resulting in some threat to sustainability.
<b>Gender equality</b> To what extent is the investment making a difference to gender equality and empowering women and girls?	3	A lack of quality M&E data has impacted on reporting against gender and social inclusion initiatives. There is evidence that specific (recent) policies and interventions have been instituted to provide greater gender representation at enrolment (that has been evidenced in 2015 enrolments), and some support following graduation, although this has occurred in the last year, and should have occurred sooner. Further, there is no clear evidence of targeting to achieve gender equality across program outcomes across the life of the program.

### 1.3 Summary of recommendations

Recommendations focus on areas where strong evidence suggests that consideration should be given as part of the design of TVETSSP Phase III:

QUALITY TRAINING DELIVERY	
Rec 1	<b>Increasing the number of Graduates from KIT:</b> There are options to utilise spare capacity within the KIT structure in better ways, as well as increasing the capacity of KIT, without affecting the underlying cost basis; namely delivering classes at capacity and utilising the full working week for training (at present Wednesday is not a student training day). Options to further optimise capacity (evening scheduling, weekend training) should be investigated.
Rec 2	<b>Value for Money:</b> There is potential for additional efficiency gains by restructuring the course delivery profile, targeted succession planning (to blend Long Term Advisor support with MLHRD national staff), reconsidering the level of Australian work attachments, and alternative English language testing mechanisms. Ways of reducing unit costs—whilst increasing levels of quality output—should be investigated.
Rec 3	<b>Revenue Retention:</b> At present revenue retention is complicated, and at best cost neutral. The ability for KIT to retain and use revenue it generates towards further investment and/or contribution to operating costs is a major contributor to VfM and sustainability and must be addressed.
Rec 4	<b>Auspicing:</b> The auspice arrangement has enabled the delivery of Australian qualifications at KIT and raises the general organizational standard, although this comes at a significant cost. Auspicing has also presented some challenges in its implementation, with the current auspice partner preferring a training services agreement, which poses a significant risk to ongoing TVETSSP activities. Alternatives should be investigated.
Rec 5	<b>Demand Led Training:</b> TVET advisory mechanisms are working well and have transitioned TVET delivery from a supply to a domestic demand led training model in Kiribati. This should be continued in the future, with an additional focus on international demand.



## EMPLOYMENT FOCUS

Rec 6	<b>Employability:</b> Transition to work activities have resulted in some success in achieving employment outcomes domestically, but should be refocused toward international employment opportunities. International operators in Kiribati have noted that KIT and APTC graduates are technically competent, and have good soft skills, making them good employees. Strategies to leverage this perception should be investigated.
Rec 7	<b>Pathways:</b> KIT-APTC pathways have been effective in delivering Certificate III to KIT graduates, and in thereby improving employment outcomes for these graduates. International employers in Kiribati prefer APTC pathway students due to a higher level of skill, and these students (in carpentry and construction) show strong employment results. Similar pathways that build on KIT qualifications should be investigated.
Rec 8	<b>International Marketing:</b> KIT Marketing and communication functions, promoting the quality of KIT graduates for employment, are mostly local in focus and not targeted to an international audience. KIT marketing will need to be recalibrated to an international audience.
Rec 9	<b>Coordination:</b> Coordination within MLHRD, particularly insofar as supporting access to international employment opportunities, will need to be strengthened.

## CAPACITY STRENGTHENING

Rec 10	<b>Flexible Support:</b> The delivery of capacity strengthening support needs to be flexible to the changing environment within Ministries, including staff changes and redirection of priority by the Ministry. Targets set against this need to focus on capacity building outcomes rather than the delivery of outputs.
Rec 11	<b>Short Term Advisors:</b> The delivery of short-term technical assistance to support proposed capacity strengthening activities within KIT and MLHRD needs to be carefully planned and described in ToR's so there is a demonstrated sustainable capacity building process that is supported by KIT management beyond the STA input. During Phase I and II activities driven by STA inputs at MLHRD in particular seem to have slowed/lost focus once the STA returned home.
Rec 12	<b>MLHRD Data System:</b> MLHRD recognizes the need for additional capacity support to create information systems/databases to track labour supply, and potentially in the future, employment data. Options to support these two systems should be investigated.

## M&amp;E

Rec 13	<b>M&amp;E System:</b> The M&E system for Phase III should be simple and fit for purpose in both the Kiribati context, and for the scale of the program. It should focus on core data required to monitor performance.
Rec 14	<b>Data retention and use:</b> Data management has been consistently poor across both components. Data demand and use in M&E will need to take cognizance in the difficulty in maintaining quality and useful databases. Administrative capacity as well as enabling data systems and IT must be able to provide consistent and reliable data to inform management decision making.

## GENDER AND SOCIAL INCLUSION

Rec 15	<b>Gender Inclusion:</b> Gender inclusion needs to be more fully addressed through TVETSSP Phase III. This will require an evolution in approach from one that meets targets (female representation) to an approach that emphasises gender and social inclusion as a core strategic development issue. This will require a stronger emphasis on targeted activity for more equitable gender outcomes as well as a defined approach to gender inclusion and assessment at each level of implementation.
Rec 16	<b>People with Disability:</b> TVETSSP Phase III should consider lessons learned from the existing focus on supporting people with disability during Phase II, so that inclusion targets and targeting strategies (that focus on providing wider access to people with disability at application) can be set.

## 2 Introduction

### 2.1 Background to the TVETSSP

The Governments of Kiribati and Australia have invested in the Technical and Vocational Education Training Sector Strengthening Program (TVETSSP) to improve the Technical and Vocational Education and Training (TVET) sector and respond to the significant need to develop workforce skills in Kiribati. The Program also represents a significant step in the partnership between Australia and Kiribati, with workforce skills development one of four high-level outcomes to be achieved under the Australia-Kiribati Partnership for Development.

The long-term vision of the TVETSSP is: to support the Government of Kiribati's vision for an internationally respected TVET system which plays a valued role in improving national economic growth and increasing the employability of I-Kiribati at home and abroad, especially its young women and men. The program was designed to contribute to three sector result areas: youth participation, workplace productivity and overseas employment opportunities – importantly the contribution that TVETSSP makes to these sector result areas will complement a suite of other efforts in this regard.

The TVETSSP is being implemented in three phases aligned with Government of Kiribati (GoK) planning cycles for national development (Phase I – January 2011 to June 2012, Phase II – July 2012 to June 2016, and Phase III – July 2016 to December 2019), although a 15-20 year program of support is envisioned. Managing contractor Scope Global (formerly Austraining International) has implemented Phases I and II.

TVETSSP has been delivered in two components over Phase I and Phase II. This has allowed the logical structuring of the program design into outputs under each component that would contribute to the achievement of outcomes that would in turn support all three sector result areas. The description of TVETSSP outputs and outcomes is contained in Annex 3, and has been taken from the original TVETSSP Program Design Document (PDD), the GoK Kiribati Development Plan (KDP) and the MLHRD's draft Strategic Plan. These are described in greater detail below.

### 2.2 TVETSSP Phases I and II

The goal, objectives, intended outcomes and outputs of the Kiribati TVETSSP are summarised and illustrated in Annex 3. Importantly, the Program was designed with two components:

**Component 1:** The intended outcome of the TVET Sector Policy Planning and Oversight component is that the "Ministry of Labour and Human Resource Development's (MLHRD) has increased organisational capacity to provide policy, planning, coordination and oversight services to the TVET sector." This was anticipated to occur through the provision of TVETSSP support to key functions within MLHRD and to strengthen its role as the lead Ministry responsible for developing the Kiribati TVET sector. The development of the TVET sector encompasses the KIT, Marine Training Centre (MTC), Fisheries Training Centre (FTC), as well as building oversight across other TVET providers, in partnership with the private sector, civil society and other GoK agencies.

The intended outputs for component 1 included:

- Establishing and implementing a policy framework and strategy for the TVET sector;
- Modernising the apprenticeship and trade testing system to align with the TVET strategy;
- MLHRD receiving and analysing performance information from its TVET institutions;
- Strengthening TVET advisory mechanisms;
- Identification and approval of labour mobility strategies for TVET; and
- MLHRD Strategic Plan 2012-2015 completed and includes measurable targets, performance indicators and budget projections.

Activities under component 1 were suspended in mid-2014, reportedly due to a modest reduction in the TVETSSP budget and slow progress towards intended outcomes, although two activities under this component were retained.

**Component 2:** This component outcome is that "the quality, quantity, scope and equity of training delivery by KIT are increased." This is achieved by embedded TVETSSP resources within KIT to support KIT personnel with managing the delivery of relevant TVET courses to Australian standards, increasing access to the courses and improving pathways for

accessing Certificate III courses at the Australia-Pacific Training College (APTC), and other regional institutions such as Fiji National University (FNU) and University of the South Pacific (USP).

The intended outputs for component 2 are:

- The competence of KIT trainers and support staff members is enhanced to the extent that they meet Australian VET Quality Framework.
- KIT facilities and equipment upgraded and maintained.
- Transition to competency-based training that meets Australian standards, including in English language, is underway and new competency-based courses that meet international (including Australian) standards are delivered.
- Additional enrolments of young men and women in existing and new courses in demand.
- Additional enrolments in short courses, including English for Specific Purposes, to meet demand from private sector employers, existing workers, Ministries and Government Agencies, and the community (including non-Government organisations and job seekers).
- Efficiency and effectiveness of KIT management, administration and support staff increased.
- Targeted transition to work strategies for domestic and international labour markets developed and implemented
- Strategies to market KIT domestically and internationally developed and implemented.

### **2.3 Review objective, scope and methods**

The objective of this Independent Progress Review ('the review') is to provide credible and robust evidence and performance analysis to guide the design of Phase III.

The review will be the third since the Program commenced, the first occurring in February 2012; and the second in July 2013. Annual reviews have also been made against the program's six monthly progress reports and delivery plans. This review was conducted by a two person team in Kiribati between 31 August and 11 September 2015, nearing the end of Phase II.

The scope of the review is described in the Terms of Reference (TOR) for the Phase III design activity (Annex 1) for TVETSSP as follows:

1. Review the situation analysis that guided the design of TVETSSP Phases I and II and identify subsequent changes to the development context – need (who, how much, how many), causes, consequences, barriers and opportunities.
2. Identify Phase I-II progress and further outcomes that need to be maintained. Where issues have arisen, differentiate between implementation failure and program logic failure.
3. Include an assessment of the quality of TVETSSP Phases I and II against the following DFAT aid quality criteria: relevance, effectiveness, efficiency and value for money, monitoring and evaluation, sustainability, and gender equality.
4. Consider/suggest options that would reduce unit costs (thereby increasing value for money).
5. Include analysis of available data on the outputs of TVETSSP, KIT, SWP and RSE against a range of available TVET employment pathways in the regions.

The approach to assessment is predicated on the need to establish a credible and robust evidence base to underpin the Phase III design. In keeping with earlier performance assessments, the assessment methodology consisted of a document review, field visits and stakeholder consultations.

The review commenced with a detailed review of literature (See Annex 7) around the program including regular program reporting and in particular lessons, findings and recommendations from previous DFAT-commissioned reviews.

This formative review of documents informed lines of enquiry with stakeholders, who were asked to respond on: 'what worked well – what could be improved'; 'strong evidence base to decision making'; 'importance of Kiribati contexts'; and

‘strengthening the relationship between the Governments of Australia and Kiribati’. Discussion around this was structured around key themes/questions to assist the TVETSSP design team to unpack key influences to the design:

1. Characteristics of the Kiribati Political Economy;
2. Kiribati TVET Market System;
3. Kiribati Private Sector;
4. Government Sector;
5. Non-Government Sector;
6. The TVETSSP Project (*to date and in the future*);
7. Opportunities and challenges for Social Inclusion; and
8. Regional Labour Mobility.

The consultative process involved some 62 people as detailed in Annex 2. An Aide Memoire was presented to interested stakeholders at the DFAT office in Bairiki on 11 September 2015. These consultations provided direction to specific lines of enquiry in assessing data to drive review conclusions and recommendations about program performance, assessed against stated program outputs and outcomes.



### 3 Assessment Findings

This 2015 assessment of performance has focused first on the delivery of all outputs, since program inception, and then assessed these against the ability to evidence contribution to outcomes. Although outside the scope of this performance assessment, any evidence of contributions to sector result areas has also been included to review the accuracy of the TVETSSP program logic and underlying assumptions. A summary table of findings, set against output targets, is presented in Annex 4.

#### 3.1 Component One

The activities associated with Component 1 TVET Sector Policy, Planning and Oversight were mostly suspended from the beginning of June 2014. The exceptions were the continuation of apprenticeship reform (Output 1.2) and the further strengthening of TVET advisory mechanisms (Output 1.4) which are understood to be aligned to core KIT activities. The cessation of component one was driven by Australian aid budget reductions as well as an apparent urgent requirement for KIT senior management to be strengthened under Component 2. The strengthening of KIT senior management required the transfer of the TVETSSP Team Leader into the role of KIT Principal following an extended recruitment process with no suitably qualified and experienced I-Kiribati being available for the KIT Principal position. In addition progress with other Component 1 activities was impacted by a high turnover of senior MLHRD administrative staff (Secretaries, Deputy Secretaries and Senior Assistant Secretaries) and at times reduced availability of the same administrative and senior technical staff. The result was a slower pace of progress for TVET reform activities within and beyond the Ministry. It should be noted however, that some continued and positive progress has been made against the delivery of former component 1 outputs.

##### 3.1.1 *Policy framework and strategy for the TVET sector established, implemented and regularly reviewed and updated when necessary*

This output **has not** been retained from Component 1. The TVET Strategy document is no longer viewed as discreet from the MLHRD Strategic Plan, with the Ministry preferring to utilise the latter document as a guide for TVET activity.

### **3.1.2 Apprenticeship and trade testing systems modernised to align with the TVET strategy**

This output **has** been retained from Component 1. Although apprenticeship and trade testing matters are complicated by local standards often not conforming to Australian standards, they have been updated by the MLHRD with support from TVETSSP, initially through the TVET Development Work Group which was superseded by the Administration and Policy Development Work Group in April 2014. KIT has been tasked, by MLHRD, to perform testing functions as part of the apprentice program, although the terms ‘apprentice’ and ‘apprenticeship’ in Kiribati are better described as ‘sponsored trade students’ and ‘trade sponsorships’; ‘apprentices’ in Kiribati benefit from a fee waiver and subsistence allowance, but have no contract of employment or structured work plan with an industry employer. Course Advisory Committees (CAC) continue to provide detailed advice on course requirements, including the need for ongoing testing and skills gap training to meet Australian Standards.

The Apprenticeship Board (managed by MLHRD) is functioning well, meeting quarterly to implement a number of mechanisms to better monitor the progress of sponsored students and make recommendations in relation to performance warnings, sponsorship cancellations and reallocations. Positive change in MLHRD policy is also evidenced by the adjustment of MLHRD’s approach to apprenticeships to be more equitable across the KIT course profile as well as entrenching greater flexibility (for performance). This has been achieved by including non-trade courses for consideration of MLHRD scholarship support (under the “apprentice” program).

### **3.1.3 MLHRD receives and analyses performance information from its TVET institutions and uses other information to inform relevant Strategic Plans, Operational Plans and the Kiribati Development Plan**

This output **has not** been retained from Component 1. The TVET Information System (TVETIS) at the Ministry was developed with TVETSSP STA input and MLHRD technical officers, but has not progressed due to an unstable server environment within the Ministry. At the time of the review MLHRD staff expressed a desire to have access to TVETIS as the Ministry is deploying templates created by the STA and is collecting data from KIT, MTC, Kiribati Teachers’ College (KTC) and USP; it is not however using this data to inform strategic and management decision making. MLHRD recognises the need for such a database and is therefore looking to create a combined database to track labour supply and, in the future, employment data.

### **3.1.4 TVET advisory mechanisms strengthened and streamlined**

This output **has** been retained from Component 1. There was considerable progression towards the establishment of a TVET Board but it has not been progressed by GoK. Industry consultations appear to be functioning well, especially through the five Industry Training Advisory Committees (ITACs) set up by TVETSSP (in the priority areas of: Business, Health & Community Services, Construction & Utilities, Automotive & Land/Water Transport, and Tourism & Hospitality) that have been transforming delivery at KIT from a supply to demand driven delivery model. For example, the 2015 Cert II Automotive was cancelled on advice from the respective ITAC on oversupply to the labour market. The TVETSSP Program Oversight Committee (POC) continues to meet twice a year.

### **3.1.5 Labour mobility strategies for TVET sector identified, approved and implemented**

This output **has not** been retained from Component 1. Initial Labour Mobility Strategies were drafted and then reviewed, collaboratively, in light of similar activity being addressed at the Ministry of Education. Slow progress combined with the cessation of the Labour Mobility Work Group within MLHRD, temporarily led to a halting of activity in this regard. In 2014, the new Labour Mobility and Monitoring & Evaluation Work Group renewed focus on labour mobility through the International Labour Organisation (ILO) working with MLHRD to develop a National Labour Migration Policy. The final draft of this policy was presented to stakeholders in Tarawa during the first week of September 2015 (coinciding with this review) and appears to have been well received.

### **3.1.6 MLHRD Strategic Plan (that includes measurable targets, performance indicators and budget projections) for 2012-2015 completed and implemented and Plan for 2016-2019 developed**

This output **has not** been retained from Component 1. The MLHRD 2013-2015 Strategic Plan received Cabinet approval in 2014, and the MLHRD Access and Equity Policy, drafted with significant TVETSSP support was also

approved in the same year. The MLHRD has commenced planning for the 2016-2019 Strategic Plan, in large part an updated version of the current strategy, and will proceed to operationalize the revised strategy.

## 3.2 Component Two

Activities under component two appear to have contributed to a mostly successful delivery of the increased quality, quantity, scope and equity of training delivered at KIT.

### 3.2.1 *The competence of KIT trainers and support staff members is enhanced to the extent that they meet Australian VET Quality Framework standards*

There has been a consistent focus on upgrading and maintaining the competence of trainers and support staff to an Australian Standard, particularly through the initial achievement of Cert IV in Training and Education (TAE) and then the updating of staff qualifications through skill gap training, and training and assessment resources. The level of competence is expected to vary over time, given staffing changes and or adjustments to the course profile, although at the time of the review some indicators against this output are slightly below target.

Twenty-six of the 28 KIT Trainers (93%) have now completed the required teaching qualification (Cert IV in Training and Assessment) or the required upgrade to their previously earned teaching qualification (against a target of 100%). All 28 KIT Trainers have now either upgraded or are in the process of upgrading their vocational qualification to the required standard, and 26 (93%) have at least one vocational qualification required in the discipline area they are teaching. Nineteen of the 28 (68%) are undergoing up-skilling or Recognition of Prior Learning (RPL) in one of the courses in a discipline area they are teaching. In 2011 (at baseline) less than half of the KIT trainers had required vocational qualifications while 60% also had the teaching qualification. Progress in terms of attaining required qualifications to an Australian level is therefore significant.

English proficiency of all trainers has not yet met target English language competence levels - targeted at 100% of trainers having an ISLPR score of 2+ (within a year of commencement). Twenty of the 28 trainers (71%) meet the target of at least 2+ in all macro skills. Individual improvement plans should assist in improving the confidence of some trainers who may sometimes, according to STA quality assessors, 'rote' teach. The plan to provide regular work placements in local public and private sector enterprises should provide the exposure these trainers will need to develop a deeper base of practical subject knowledge.

### 3.2.2 *KIT facilities and equipment upgraded and maintained*

After some delays to finalising the scope for infrastructure improvements, the building master plan was completed in 2013 and specifies timelines for construction. The new KIT buildings appear to be near complete and on track for a late November 2015 commissioning. This will allow approximately 6 months of use over the remainder of Phase II, and will increase the physical capacity (space) at KIT.

Updated Training Package qualifications at the start of 2014 required the updating of training and assessment resources and procurement of new equipment and resources, which was successfully achieved. Some STAs did note that at times the procurement of required training support items from Australia could be delayed, largely due to freight delays at port in Tarawa.

### 3.2.3 *Transition to competency-based training that meets Australian standards, including in English language, is underway and new competency-based courses that meet international (including Australian) standards are delivered*

The auspicing agreement with TAFE South Australia (TAFE SA) was finally signed in September 2012, with delays to implementation that necessitated earlier graduates receiving an Australian qualification through a recognition of prior learning (RPL) process. The 2013 Annual Performance Review made a strong recommendation to put TAFE SA on notice as a result. In 2014, TAFE SA sourced an independent auditor to conduct an audit against the Australian VET Quality Framework standards and this commenced operationalising the auspice agreement. Now in 2015, KIT is offering 15 auspiced courses – all courses except Cert I Business enrolments which are not auspiced from 2015 to reduce the TAFE SA moderation costs (noting that performance targets have been set at 100% for auspiced course delivery, but this needs to be balanced against cost imperatives). The auspicing arrangement will run to the end of

Phase II, with TAFE SA looking to move away from an auspice agreement to a training services agreement after Phase II.

Auspecting has provided a drive towards improving organizational standards generally at KIT. It has been observed that trainers, for example, in their moderations focus on performance, motivated by the awareness that quality assurance processes will test these. Annual average completion rates (assuming base data is correct) equates to 86%, 90%, 87% and 97% each year from 2011 to 2014, exceeding the Phase II target of 80%.

During 2014 KIT moved to a 100% English only environment, with STA support to develop a contextualized English language curriculum. This commitment includes English instruction and testing provided as part of the Vocational Preparation Course (VPC) during Term One, ongoing English instruction to all students undertaking full time courses, English instruction for KIT staff, ISLPR testing of staff and students, remedial classes for staff and students, and short courses in English.

End of course surveys have been measuring student satisfaction in 2015 - these rate student satisfaction at 92% satisfied (against a 70% target); indications are that these results will inform performance management for trainers. It should be noted that employer engagement is limited and does not appear to be part of formal M&E activity, thus measurement of this target is not possible; although during review consultations employers have expressed satisfaction with the quality of KIT graduates but noted the need for some workplace experience.

### **3.2.4 Additional enrolments of young men and women in existing and new courses in demand**

KIT offers auspiced qualifications at present, namely: Cert II in Business; Cert III in Accounts Administration; Cert II in Community Services; Cert II in Electro technology; Cert II in Construction Pathways; Cert II in Drainage; Hardware Technicians Skill Set; Cert II in Automotive Servicing Technology; Cert II in Roofing and Cladding; and Cert IV in Accounting. Enrolments have increased from 205 in 2010 (baseline) to 277 in 2015 (net increase of 72 = 35%). Applications over the last 3 years have fluctuated from 803, 593 and 936 for 2013, 2014 and 2015 respectively - indicating demand for KIT training. There are 899 applications for 2016.

Average enrolments of women, across all courses at KIT has been 37%, 37%, 39%, 39% and 48% each year from 2011 to 2015. Gender participation targets have not been specified, however an increased focus on gender inclusion has had some effect by raising female participation by 10% in 2015. At 48% in 2015, female participation is in line with Kiribati census figures, although average female participation for the period under review is 40%.

A number of new skills sets have been introduced by TVETSSP since 2011, including: Cert III skill sets in carpentry; ICT Hardware Technician Skill Set; Cert II Community Services; and a full time Plumbing course (Cert II in Drainage, Cert II in Metal Roofing and Cladding and Water Skill Set from Cert III in Plumbing). The TVETSSP target for the introduction of new courses was slightly higher at 5 new courses over the period.

### **3.2.5 Additional enrolments in short courses, including English for Specific Purposes, to meet demand from private sector employers, existing workers, Ministries and Government Agencies, and the community (including non-Government organisations and job seekers)**

Demand for accredited short term training is high, especially for English Language training, although the ability to service this increasing demand is constrained by staff workload and facility capacity. Customised and public short courses have been accessed by both the public sector (GoK) and private sector employers. The Public Service Office (PSO), through New Zealand funding, is a major purchaser of short courses. Increasingly, the Kiribati Chamber of Commerce and Industry (KCCI) is looking to KIT to deliver short courses addressing needs identified by their members. The Ministry of Commerce, Industry and Cooperatives has also indicated that it would prefer to have KIT perform all training that is currently delivered by the Ministry. These observations add credence to the perception that KIT training, especially for short courses, offers good quality.

Against a targeted increase of 20% each year, the number of participants in public short courses has fluctuated—90, 717, 637, and 430 in each year starting in 2012, with the expectation of 156 participants projected for 2015. The number of participants in customized short courses, also targeted to increase by 20% each year, started well at 325 in 2012, but has been declining in subsequent years to 279, 119 and 59 for the years 2013 - 2015 respectively. There



have been a number of factors that have contributed to declining numbers of short courses. Early delivery was constrained by space limitations and staff availability at KIT. Further, fee-for-service arrangements are complex. Existing budget processes prevent KIT from directly accessing revenue generated from short courses, although associated expenditure is provided for in budget planning processes. Compliance to GoK remuneration parameters also led to a downward revision in the remuneration rates for trainers, creating a disincentive for trainers to actually deliver these courses. Income from fees for short courses was over \$80,000 in 2013, just under \$30,000 in 2014 and approximately \$43,300 to date in 2015, and as such does not meet the annual target to increase by 20% each year.

Short courses delivered in outer island locations were targeted to increase by 20% each year—one short course, Leadership and Management was delivered on Kiritimati Island in 2013.

### **3.2.6 Efficiency and effectiveness of KIT management, administration and support staff increased**

Although initial indications appeared positive, the early nationalisation of (acting) leadership positions at KIT was apparently unsuccessful. No suitable candidates were identified for the permanent Principal position and according to reports, those in acting positions did not meet the required Australian standard. This led to the TVETSSP Team Leader being deployed as the KIT Principal, which has stabilized the efficiency of management, but will impact on the sustainability of the KIT in the long run. Processes appear to be functioning well, with some activities being organized and entirely managed by KIT I-Kiribati managers and deputy principal, which demonstrates an improved capacity and better efficiency. Human resource management within GoK systems has been a major challenge. Recruitment, performance management, disciplinary action and when required, termination are difficult processes due to the complexity of human resource management processes within the GoK Public Service.

Data management has been problematic, particularly due to the poor capacity of administration staff to work with digital (and hardcopy) data systems. Performance against this output highlights a serious risk to KIT being able to meet Australian quality standards. Late progress has been made with student administration, including the operation of a well-functioning hard and soft copy filing system for student records, although more might have been done earlier. The new KIT server was fully commissioned in November 2014. The commissioning of the new Education Management Information System (EMIS), Edu Point, has been put on hold until the new server can provide a stable, problem and risk free operating environment and clean student administration data can be confirmed (the initial KITIS (EMIS) database was unsuccessful due to a volatile server environment). It is reported that Edu Point will be fully functional by June 2015 - although at the time of the review these systems have not been implemented and still require testing to ensure they are functioning and, where relevant, are integrating data that is currently being collected and stored in *Microsoft Excel* files.

### **3.2.7 Targeted transition to work strategies for domestic and international labour markets developed and implemented**

An active focus on transition to work has been evident since 2014, coinciding with the redeployment of the KIT Principal. At present most transition strategies focus on domestic employment options in Kiribati. Some domestic employment options, with international employers, have the potential to lead to international employment with the same employers overseas, but this has not occurred to date. It is not possible to provide a holistic assessment of the percentage of graduates working or studying one year after graduation (performance against this is targeted at 50%) as this indicator has not been consistently measured by TVETSSP. Limited survey activity has been conducted, particularly for APTC pathway graduates and a cohort of business students, although the level of data is insufficient to make a holistic assessment.

Graduate pathways to local employment are being developed through strong linkages with private and public sector employers. Approximately 40 KIT/APTC Carpentry graduates (including 10 females) are employed as part of the Bairiki Housing Project, and about 10 others are employed by CCL in the construction of the new KIT buildings. The facilitation of local employment options has required significant effort, primarily through the KIT Principal, but appears to be less onerous once employers have experienced employment of KIT graduates.

International employers in Kiribati (from New Zealand) have been very impressed by the quality of graduates from APTC and KIT, stating that they would almost instantly employ a graduate from each institute. On reflection APTC graduates are found to have a higher level of ability, which is expected given the higher qualification they would have. KIT

graduates are found to be good performers but tend to initially lack confidence - often preferring to work in groups rather than independently. That said, employability skills (soft skills) amongst both sets of graduates are rated highly. Employers have found that graduates do need workplace experience, and that the level of skill (because of lack of experience) is lower than what would be expected on a job site in New Zealand, for example.

The KIT Business Incubator has been successful in developing business (employment) opportunities for nine graduates (with another one having resigned for migration). The joint KIT/KCCI Internship Program has not yet commenced as additional funding is being sought to supplement ILO sponsorship (50%) for internships. ANZ Bank in Kiribati is still interested in providing scholarship and internship support, but this has not progressed further to date.

### **3.2.8 Strategies to market KIT domestically and internationally developed and implemented**

Initial efforts to steer marketing were brought back into MLHRD in an effort to improve co-ordination of international skills marketing. KIT has produced some newsletters and brand awareness through event attendance and promotional activities although it has not been very active in this space over the last eighteen months. A KIT Marketing Plan has been prepared and implemented to provide an overall strategy for marketing KIT - particularly around branding, as well as media and promotion. The Marketing Plan (and activity) appears to be mostly focused on local marketing and internal processes for brand compliance, as expected. There is no evidence of marketing being effective at enhancing KIT's brand outside of Kiribati, particularly for international employers or further training destinations (not associated with the current program).

## **3.3 Contribution to Program Outcomes**

TVETSSP appears to have mostly delivered on its designed program outputs and thereby has made progress towards achieving both program outcomes:

- Component 1 has supported the MLHRD Policy, Planning and Oversight functions, albeit that progress and timeframes were not as expected in the design. Significantly, however, the extent to which this has been outcome achieved is limited by the lack of an established central data system (output 1.3), limiting the extent to which MLHRD can receive and analyse performance information from its TVET institutions and then use this information to inform relevant planning. That said, activity within MLHRD suggests that the capacity of the Ministry to drive planning processes and identify data needs points to an improved management capacity, although systems still require strengthening.
- Component 2 has progressed in improving KIT training delivery. It has increased the quality, quantity, scope and equity of training delivered by KIT as most outputs set against this component have been achieved to some extent. Certainly KIT now delivers recognized Australian Standard qualifications to an increased number of students, with potential to increase the number of students at the facility.

The outputs and outcomes defined for TVETSSP are intended to contribute to the three sector results—youth participation, workplace productivity and overseas employment opportunities—although it is important to note that the program was not intended to achieve these in isolation, rather to complement other efforts in this regard. The successful delivery of outcomes has however not led to any significant evidence of contributions to the sector result areas as intended in the original program logic. This finding is largely influenced by limited information to assess performance within the three Sector Result Areas. Although the number of KIT graduates can be calculated, graduate activity (employment or further study status) across the KIT graduate population is less evident, and lacks good quality data to support its assessment. Some limited tracer survey activity has commenced since 2014 at KIT, but mainly for APTC Pathway students only.

Employment results for APTC pathway students is mixed. Almost 50% of the Cert III Automotive graduates are unemployed, with only 27% working in an area related to their qualification. All 22 students from the first carpentry and construction cohort are employed, with only one working outside their field of study. For the second cohort (2014) two out of 15 are unemployed, with the remainder working in a related occupation. All are employed locally, although the longevity of their work placements might be less secure as this employment is primarily on donor funded projects with a limited lifespan. Employment is also provided by the Ministry of Public Works and Utilities.

There was little, if any, formal evidence that KIT graduates have accessed employment opportunities overseas, although anecdotally some are assumed to be living in Pacific Island Countries and in New Zealand, largely due to Pacific Access Category (PAC) visas awarded through a visa lottery. At the time of the review no KIT graduates could be identified as working in Australia, or any other international destination, in a field related to their study.

International employers in Kiribati have been very impressed by the quality of graduates from APTC and KIT, preferring to employ these graduates over others. These employers have noted that KIT graduates (particularly carpenters) are technically competent but lack specific workplace experience and generally exhibit low confidence (initially). APTC graduates are viewed more favorably as they exhibit a greater ability in their skills level (due to their higher qualification). On the whole, employers find that KIT and APTC graduates have good soft skills, making them good employees.

## 4 Program Quality

The first annual performance assessment assessed progress toward the end of Phase I, February/March 2012. That assessment found that the Program was having mixed results, and eleven recommendations were made to improve its performance. The second Annual Performance Assessment (July 2013) again reported mixed results and noted some progress in the management response. Another thirteen recommendations were made to redirect performance, most of which were addressed in subsequent implementation plans. It should be noted however that some weaknesses identified in these reviews have only recently been addressed, particularly Gender Inclusion and M&E strategies.

Program quality over Phase I and Phase II of TVETSSP is discussed against each evaluation criteria in the remainder of this section. Each sub-section will start with a rating of overall performance against the aid quality criterion, and provide a brief justification for the rating, followed by an expanded narrative to support this. The following rating scale is applied:

Satisfactory		Less than satisfactory	
6	Very high quality	3	Less than adequate quality
5	Good quality	2	Poor quality
4	Adequate quality	1	Very poor quality

### 4.1 Relevance

To what extent is TVETSSP still the “right thing” to do? To what extent do TVETSSP priorities remain valid in the broader development context in Kiribati?

**Rating: Good quality (5).** *Australia's investment in TVETSSP remains highly relevant to the development priorities of the governments of both Australia and Kiribati, with strong support shown by both governments. That said, the extent to which TVETSSP still addresses these development priorities needs to be considered as part of the TVETSSP Phase III design - the assumption that training to an international standard automatically (and without any other support) leads to local or overseas employment is shown to be invalid for TVETSSP.*

Workforce Skills Development is one of the four high level Priority Outcomes under the Australia-Kiribati Partnership for Development. Under this arrangement, the Governments of Australia and Kiribati have agreed to provide opportunities for people to develop workforce skills in areas of industry demand both domestically and abroad with an ambition to increase youth employment. The Partnership assigns priorities to basic education; workforce skills development; economic growth and management; and infrastructure.

The Government of Kiribati through its Development Plan (KDP 2011-2015) continues to prioritise TVET training as a means of skills development and the creation of employment options for the broader Kiribati population both nationally and internationally.

The key focus of TVETSSP is to support the Government of Kiribati's vision for an integrated and accountable technical and vocational education (TVET) sector which plays a valued role in improving national economic growth by increasing

the employability of the people of Kiribati at home and abroad, especially its young women and men. TVETSSP seeks to increase the number of I-Kiribati aged 16-24 years completing TVET courses and gaining recognised qualifications; increase the number of TVET-qualified I-Kiribati with access to employment opportunities both domestically and abroad; and increase public and private sector productivity attributable to TVET skills.

Australia's current strategic framework for the aid program, *Australian aid: promoting prosperity, reducing poverty, enhancing stability* identifies investment in human development as a key pillar to improve sustainable economic growth and reduce poverty. It highlights that Australia's investments in TVET will focus on prioritising skills for growth to enable people to be job-ready and adaptable, by improving access to quality assured technical education and training which matches the needs of the local private sector. It also commits Australian aid to innovate for learning and improve education outcomes by working with the private sector and civil society to develop creative solutions to persistent education challenges.

DFAT's *Strategy for Australia's Aid Investments in Education 2015-2020* expands on this. One of four strategic priorities is the development of skills for prosperity by improving access to high quality post-secondary education and training, and aligning education and skills with labour market needs. Under the strategy, "Australia's investments in this priority area will emphasise flexible learning pathways to enable people, particularly the poorest, to benefit from market-oriented training that can improve their livelihoods. Our partnerships will emphasise quality assurance and qualification recognition, which have benefits for both employees and employers. We will actively engage the private sector to identify and resolve skills gaps and shortages. We will look beyond the education system to link with labour market policy and employment trends." Prior to this strategy, Australia's support to TVETSSP has been guided by DFAT's Pacific Education and Skills Development Agenda (PESDA) (2011).

Australia's investment in skills development in Kiribati remains highly relevant. Human resource development, a priority under the Australian Aid policy, is especially critical in Pacific microstates such as Kiribati to help prepare for increased labour mobility. TVETSSP complements Australian human resource investments in basic education, scholarships, Australia-Pacific Technical College, and the expanded Seasonal Worker Program and complementary Labour Mobility Assistance Program, which will provide support to Pacific governments to increase participation in this program. In June 2015, the Australian Government announced a new pilot program for workers from the Pacific microstates of Kiribati, Nauru and Tuvalu to help meet labour demands in northern Australia. This new five year pilot program will provide up to 250 citizens from the Pacific microstates access to a multi-year visa to work in lower skilled occupations in selected industries in the north. As Australian government policies on supporting increased labour mobility for Pacific microstates evolve, there is an emerging need to explore options to assist Kiribati to take full advantage of both these and broader regional pathways to employment and/or further study, focusing on support for more consolidated in-country recruitment and mobilisation arrangements.

The review of (limited) sector result area data has led to some useful discussion around the underlying program logic for TVETSSP, especially in terms of its relevance as a development intervention that addresses both GoA and GoK priorities. A key assumption within the original program logic was that the provision of an internationally recognised qualification would increase the employability of graduates, and thereby lead to improved employment rates and productivity. This assumption has perhaps underestimated the impact of other employment determinants that are outside of the current scope of TVETSSP – not the least of which includes the limited size of the Kiribati job market, and the difficulty in accessing international employment.

The review has noted that whilst the training qualifications provide graduates with required skills, a lack of experience in the workplace after training may be the difference between being trained and being qualified for employment. Additionally, and especially in Kiribati, access to reliable information around employment opportunities is limited – and may result in significant blockages to employment, particularly international employment. Simply put, the original TVETSSP program design overestimates the ability for an international qualification delivered in Kiribati to lead to employment without additional support.

Further, the automatic recognition of training qualifications in Australia also presents some issues, as some qualifications require registration, and registration criteria may differ from state to state – requiring additional support for graduates to access and be considered for employment in Australia. Complex visa application processes for

international employment destinations, as well as stringent migration policies in host countries, appear to also impact on the anticipated transition from training to international employment. It would appear that the original design did not consider the effect of external factors well outside of the realistic control of a development program to inhibit graduate mobility.

Additional considerations for relevance are included as part of the assessment of effectiveness in the next section.

## 4.2 Effectiveness

To what extent are we achieving the results that we expected at this point in time?

**Rating: Adequate quality (4).** *TVETSSP has been effective in the delivery of its outputs and associated outcomes across both components. Component 1 has gone some way to achieving its intended outcome, but exhibited slow progress and was discontinued during budget reductions due to this inertia (driven mainly by reduced availability and high turnover of key staff at MLHRD). Component 2 is definitely achieving its outcome to increase the quality, quantity scope and equity of training delivery by KIT (noting that outer island inclusion at KIT has been partially addressed). The ability to assess program effectiveness is constrained by a lack of robust data around the contribution of program outcomes to sector result areas, with employment being very difficult to evidence.*

The ability to fully assess program effectiveness is partly constrained by a lack of robust data for program outputs (see discussion on M&E). That said, the program is viewed as effective in the delivery of outputs, and associated outcomes.

Except for the continuation of apprenticeship reform (Output 1.2) and the further strengthening of TVET advisory mechanisms (Output 1.4), all other activities associated with Component 1: TVET Sector Policy, Planning and Oversight were suspended from the beginning of June 2014. This was motivated by a reduction in the DFAT bilateral aid budget allocation, as well as an apparent need to consolidate focus and strengthen KIT Senior Management under Component 2. Progress against Component 1 activities had also slowed due to a high turnover of senior MLHRD administrative staff (Secretaries, Deputy Secretaries and Senior Assistant Secretaries) as well as frequent and significant international and outer island travel of the same administrative and senior technical staff - creating some inertia around the delivery of key Component 1 outputs, and thus a key area for budget saving in a tighter cost environment. That said, Component 1 did support the MLHRD Policy, Planning and Oversight functions, even if progress and timeframes may not have been exactly as envisaged at the design stage. This progress may have been more effectively deployed if support for the TVET Information System (TVETIS) had been successful.

The intended outcome of Component 2, Increasing the quality, quantity, scope and equity of training delivered by KIT, has also been mostly achieved, as most outputs set against this component have been delivered. Certainly KIT now delivers quality Australian standard qualifications, with a teaching staff that exceeds initial targets in terms of qualifications. TVETSSP is on track to achieving its desired impact - stakeholders note considerable improvement in the TVET sector, both in terms of planning and delivery, as a result of the program.

The cessation of Component 1, and refinements to TVETSSP implementation plans provide evidence that program risks have been consistently assessed, managed and reported over the life of the program. Beyond formal written reports, it is evident that issues that pose significant risk to the program have been identified and raised through strong communication between DFAT, GoK and the Managing Contractor. Written reporting of risk, and changes to the TVETSSP risk profile suggest that the whilst operationally the realization of risks may be specific to functional areas, on the whole they relate to either Student Administration at KIT not being compliant with the Australian Qualifications Framework (AQF), or the delivery of training not being compliant with AQF. These key risks have been managed by addressing KIT Management (resulting in the transfer of the TVETSSP Team Leader to the KIT Principal role), strengthening capacity for Student Administration (through the appointment of an internationally-recruited Student Administration Adviser), streamlining TVETSSP activities (to accommodate program budget revisions in light of the reduction to the Australian bilateral aid budget), and—importantly—constant management of the Auspicing agreement between TVETSSP and TAFESA. It is important to note that at the time of this review, the ability to maintain (contractually) an Auspicing contract presents the most significant threat to the current delivery model, as the Auspice partner is looking to move toward a training services agreement instead.

In early 2013, TVETSSP reported that MLHRD and KIT had initiated the development of disability policies to ensure access and greater inclusion of people with special needs in TVET programs. Such policy was later to be consolidated in the MLHRD Access and Equity plan, and in 2014 informed KIT's own Disability Implementation Plan. Reporting disability disaggregated data commenced in 2012, with 5, 13 and 1 students declaring a disability in 2012, 2013 and 2014 respectively. Two students identified themselves with a disability (one hearing, one arm amputee) in 2015 with KIT aiming to reduce disadvantages for these students through raising staff awareness of the disability, the student's location within the classroom, adjustments to how assessments can be undertaken and use of voice recognition software for the student with the hearing disability. Targets for the inclusion of people with disability have not been explicitly stated, although it would appear that supporting students with disability is addressed by KIT management. Targeted (and inclusive) promotion and recruitment strategies could increase the number of people with disability accommodated at KIT (although it is noted that recently KIT has not embarked in targeted recruitment strategies due to an already high application rate.) The Diploma in Aged Care, Youth and Disability being offered with APTC support will also address awareness-raising around disability.

Inconsistencies in how KIT students describe their outer island status has resulted in revisions to the reporting of outer island students' participation. KIT systems only report applications that have been received from outer island councils as an 'outer island' student. This likely understates the true level of outer island participation, as an outer islander that makes an application in Tarawa would be counted as being from Tarawa. Understandably, data specified in this way limits the extent to which outer islander participation can be assessed in terms of TVETSSP effectiveness, although KIT does reserve 2 places in every course for eligible outer island applicants. To facilitate this, KIT sends senior staff to any outer islands that have 5 or more eligible applicants to invigilate entry tests. It should be noted that in 2013, skill testing for all plumbers on Tarawa and Kiritimati Island showed an overall competency rate of 23% for Tarawa trainees and 12% for Kiritimati Island trainees, however gap training was initiated for Tarawa trainees only.

TVETSSP has demonstrated some innovation over the implementation period, particularly in terms of supporting increased employability of KIT graduates through employment pathways. Such activity has included the facilitation of employment of KIT and APTC graduates to international contractors in Kiribati as well as the development and assessment of core employability skills within each course and the Vocational Preparation Cert (VPC), which all students undertake in Term One of each year. The virtual enterprise "Micronesian Magic" has become an effective vehicle for piloting the enhanced teaching and assessment of the employability skills for the Cert II Business students. Additionally the KIT Business Incubator is also developing opportunities for KIT and APTC graduates to establish their own small business enterprises. Graduates spend up to 12 months within the Business Incubator, initially using their initial time in to improve their technical/project management skills in a commercial environment undertaking paid commercial jobs. The latter part of their time in the incubator is focused on small business competencies necessary to operate a successful small business enterprise.

### 4.3 Efficiency and Value for Money

To what extent is the investment making the best use of Australia's and our partner's time and resources to achieve outcomes? Are there options that would reduce unit costs?

**Rating: Adequate quality (4).** *The cost of delivery, excluding infrastructure, is AUD 21,937 per graduate at KIT. This compares favorably to MTC and APTC unit costs (after considering the level of qualification from those institutions) and is deemed to offer Value for Money (VfM). TVETSSP Phase III may however improve VfM by reducing per unit costs by as much as 20-29%. The biggest driver of efficiency gains will be to optimize the utilization of KIT staff and facilities and increase the number of graduates produced by KIT.*

TVETSSP has transformed the standard of delivery at KIT, largely through the introduction of Australian standards (AQF) at the institution. The quality assurance and capacity building around this standard has been achieved through specific program activity as well as under auspice arrangements with TAFE SA. Although implementation was initially slow, quality assurance processes that are included as part of auspice requirements have been a strong performance motivator, particularly for training staff – although the model has presented some challenges to operationalize. On the whole, nearly all KIT qualifications are auspiced, even those for which employment destinations are likely to be

domestic. Now in 2015, KIT is offering 15 auspiced courses—all courses excluding Cert I Business enrolments which are not auspiced from 2015 to reduce the TAFE SA moderation costs.

Short courses provide significant potential to generate revenue to cross-subsidize KIT costs – however at present these are cost neutral. For the purposes of this analysis, short course are assumed to break even and are therefore excluded from the VfM assessment (noting that they may be major driver of VfM in future if revenue can be retained by KIT, as discussed against “Sustainability” later). It should be noted that the delivery of short courses at outer island locations appears inefficient, both due to the logistics to mobilise and support trainers to distant locations, and due to the inadequacy of some training locations against the required training standard. Plans for 2014 did make provision for outer island delivery although budget considerations prevented these from eventuating.

Since 2011, TVETSSP has enabled 590 young i-Kiribati women and men to graduate from KIT with internationally recognized qualifications, with the number of graduates expected to reach an estimated 764<sup>3</sup> by the end of 2015 (see Annex 5). For the purpose of this review cost per graduate<sup>4</sup> will be calculated using the number of people that have graduated (counting those that have received multiple qualifications as one graduate). This translates into a total Australian aid investment in TVETSSP of AUD 28,103 per graduate (see Annex 6, item G). This total cost includes a 14% allocation to Component 1 activities, so that the actual cost of DFAT support to KIT equates to AUD24,053 per graduate (including infrastructure investments – Annex 6, Item A). Additionally, GoK funds the equivalent of approximately AUD5,086 (17.5%) per graduate through its budget allocation to KIT. The result is a **total KIT delivery cost of AUD 29,135 per graduate (including infrastructure)** – see Annex 6, item D.

The unit cost of MTC delivery is AUD25,723<sup>5</sup> per graduate in Kiribati; and AUD 29,300 for Stage 2 of APTC<sup>6</sup>. Both of these comparative figures contain capital costs that are not expected to be at the same level of KIT given the significant investment in infrastructure that is occurring over the period of calculation for KIT. The variation in level of qualification and course profile between MTC, APTC and KIT, also requires some qualification to any comparison made between these institutions. Nonetheless, the unit cost of delivery at KIT compares favorably (and as expected) at an estimated **AUD 21,937 per graduate (excluding infrastructure)** –see Annex 6, item E. This unit cost per graduate at KIT is thus is deemed to offer VfM and has been mostly efficient.

An analysis of unit costs does present some opportunities to further improve upon efficiency in Phase III. If it is accepted that Phase III will build upon the significant investment made in KIT capacity over Phase I and Phase II, potential for efficiency gains in the next phase include<sup>7</sup>:

- The cost of Long Term Adviser (LTA) support to component 2 equates to AUD 4,542 (21%) per graduate. Notwithstanding the difficulty in finding adequately qualified senior level staff, this adds much greater impetus towards a longer term strategy for succession planning that ultimately transfers LTA functions to local counterparts.
- At conservative estimates, the average cost of auspicing<sup>8</sup> is AUD 3,079 (14% of total delivery cost excluding infrastructure) per KIT graduate. Although auspicing has been seen to improve the general standard at KIT, it is a major driver of cost and alternatives should be investigated to either reduce this cost at the same level of output, or to increase number of graduates relative to cost.

<sup>3</sup> The KIT Principal has reported that each year 146, 120, 152 and 172 people have graduated from KIT over each year of the period 2011 – 2014 respectively. It is expected that another 174 people will graduate in 2015.

<sup>4</sup> It should be noted that the extent to which Value for Money (VfM) can be assessed is limited by the level of data granularity that has been made available.

<sup>5</sup> Calculated at 2012 rates, note that the level of refurbishment or capital improvement significantly impacts on the value of this figure, and as such it has been calculated using average capital costs over a period of 17 years.

<sup>6</sup> Including capital and infrastructure costs.

<sup>7</sup> Please note the inclusion of efficiency drivers for Phase III does not imply that Phase I and II have been inefficient, rather it presents some analysis to inform recommendations for Phase III in light of an evolving level of support.

<sup>8</sup> This factors the cost of the auspicing agreement and associated STA support for moderation only.

- TVETSSP has funded additional KIT trainers, equipment and resources to support course delivery at KIT. Such support equates to almost 8% of the cost of delivery and could potentially be reconsidered under the MLHRD operating budget for KIT.
- Work attachments for trainers in Australia cost AUD 497 (1.7%) per graduate – this actual cost has been significantly reduced against budget estimates, and may present further to reduce this cost element.
- English language testing licensing fees cost AUD 440 (1.5%) per graduate – English testing could be performed using similar approaches/methods for little or no cost. This should be investigated.
- The cost of Business Incubator support equates to AUD 165 per graduate, although in terms of people benefiting from the incubator, this would equate to approximately AUD12, 639 per participant in the incubator.

The most significant driver to efficiency gains would be to optimise utilization of KIT resources (human resources and facilities) to increase the number of graduates. Over the period 2011 to 2015, graduate numbers have been 146, 120, 152, 172, 174<sup>9</sup> respectively. The review has found that not all students take up their offer to study at KIT, and this only becomes known to KIT once training commences – leaving little time to locate and notify additional/next in line students. A process of over allocation of training awards could mitigate the risk of courses not being delivered to designed capacity. cursory analysis shows that if the 2014 level of graduates was maintained each year, the cost per graduate would decrease by 11% to AUD19,488 (excluding infrastructure) over the duration of TVETSSP.

Further, at present KIT does not provide training on a Wednesday each week, utilizing it instead as a professional development day. Understanding that KIT capacity is maturing, the utilization of Wednesday as a training delivery day could reduce per unit costs by 20% to 29%, if it resulted in a corresponding increase in graduates annually.

#### 4.4 Monitoring and Evaluation

To what extent is the M&E system generating credible information and using it for program improvement, learning and accountability?

**Rating: Poor quality (2).** *Monitoring and Evaluation of the program has been mostly weak and is particularly challenged by a complex M&E approach that is constrained by poor data management systems and capacity. Recent activity aims to correct this, although this activity is likely to result in reporting for compliance, rather than as a routine function to inform management decision making at implementation.*

It appears that initially programmatic monitoring (and evaluation) was conflated with Output 1.3, which would have provided a richer data set for analysis and reporting, but should not have entirely replaced program performance monitoring – in essence, M&E has had an over-reliance on sectoral systems that have now been shown to not provide the type of data needed. This review finds that structured TVETSSP M&E was initially too complex for a program of this size, evidenced in part by the need for two revisions to the Performance assessment framework (PAF). More could have been done to operationalise M&E (given that much effort went toward planning for it), including the definition of data and reporting needs against a calendar of activities for data collection and a description of M&E methods. M&E activity at KIT has been increasing, although assessments appear only within segments of activity (across some, but not all courses and years) which renders a holistic assessment of program activity difficult. Analysis and findings appear to be anecdotal at best, especially in terms of output and outcome reporting. Most notable is that on the whole, while some survey activity is being conducted, the information gained has not been analysed and then utilised to consistently improve practices over the life of the program (although there is recent evidence that at the time of review M&E surveys are being embedded into performance management processes for staff).

Within KIT, data management has been challenging both due to inadequate data systems and lack of data management capacity within administration staff - this has required significant strengthening of skills, and this requirement will be ongoing. The approach to M&E has been further complicated by a lack of a supportive ICT environment - with the purpose built KITIS being difficult to use and ultimately decommissioned due inadequate data

<sup>9</sup> Estimate based on current year enrolments.



quality and a volatile server environment. A new EMIS (Edu Point) is being prepared for roll out as at the time of this review, although TVETSSP is awaiting a stable server environment for this to occur. At the time of the review, access to student data was limited and required significant levels of effort to produce - with very limited ability to disaggregate. At the time of the review, data is being collected and stored in excel files.

The TVETSSP PAF was comprehensively reviewed in February-March 2015 by Scope Global's Senior M&E Adviser, with input from the TVETSSP Team and the newly appointed TVETSSP M&E Adviser. This was accepted by DFAT in September 2015. The revised PAF aims to simplify M&E and clearly communicate the intent and long term outcomes of Phase II activities – being predicated on the basis of a revised theory of change for the program. This has been accepted by DFAT and the TVETSSP M&E Adviser is updating the program's M&E Framework, through an M&E plan that outlines the new or modified requirements for data collection, data sources, analysis methods, survey instruments, reporting templates, and M&E capacity requirements. Although this impetus in M&E activity is impressive, and will form a useful transition to the next phase of TVETSSP, its usefulness is very limited. Ultimately the schedule of activity will now focus on updating the PAF that will be verifying performance over the whole life of the program for compliance, rather than providing real-time information to support an evidence led decision making process during program implementation (which will only be possible for a short period towards the end of Phase II).

## 4.5 Sustainability

To what extent will the benefits last?

**Rating: Less than adequate quality (3).** *Sustainability is complex, as Australia under TVETSSP finances 80% of total KIT and TVET Reform costs to deliver Australian accredited qualifications, and remains committed to supporting the sector for at least 10-15 more years. Additionally, performance management of staff and the ability for KIT to supplement its budget with self-generated revenue all require compliance to Government of Kiribati systems and processes – which continue to challenge the efficiency and effectiveness of these activities, but are not expected to change in the medium term, resulting in some threat to sustainability.*

An assessment of sustainability needs to consider first the ability for program activities (and the results flowing from these to continue with reduced or no support (including human resource capacity, effective systems and processes), as well as the enabling environment around these activities that drives this activity in the future (funding and political will). It should also consider the ability for program benefits to endure into the future, which is not assessable in the absence of robust outcomes data. These considerations need to be balanced against the stated intent of TVETSSP being part of Australia's commitment to supporting the sector in Kiribati for another 10-15 years<sup>10</sup>, requiring that a longer term view is taken in assessing sustainability - such a view necessarily implies that there is an expectation and stated commitment that Australia will support the sector beyond TVETSSP Phase II, and even beyond Phase III.

There has been a consistent focus on upgrading and maintaining the competence of trainers and support staff to an Australian Standard, particularly through the initial achievement of Cert IV TAE and then the updating of staff qualifications through skill gap training and training and assessment resources. Most recently, training staff have begun to self-moderate and hold each other to account against specified quality standards. This is attributed in part to the standards being established in the first place, and then commitment by the leadership team to enforce these. Having received five years of TVETSSP support, it appears that KIT has achieved its earlier objectives and should continue to evolve into a more mature and sustainable regional institution – particularly in terms of the way that training is delivered and recognized internationally.

KIT appears to be well managed under the direction of the TVETSSP Team Leader as the Principal of the institute. Early attempts to nationalize leadership roles appeared to have started well, but ultimately were unsuccessful in being able to maintain the standard required to deliver Australian qualifications. Other leadership positions (for example deputy principals) appear to be steadily improving with national staff increasingly taking over routine and established functions. That said, succession planning requires some consideration as it is unlikely that an appropriately qualified,

<sup>10</sup> The TVETSSP design envisaged that the program would represent a 10-15 year investment by the Australian Government.

national Principal will be located in the short to medium term. The probability that incumbents in key management positions will retire after 2016 has further bearing on sustainability imperatives.

Whilst there is notable ownership and political drive within Kiribati to maintain the quality of delivery at KIT, its ongoing sustainability is unlikely in the foreseeable future without donor funding - Australia currently finances 80% of the total cost of TVET reform and KIT's operations<sup>11</sup>. This is partly driven by the cost associated with delivering Australian qualifications across the entire course profile, although there might be other more cost effective ways of providing a blend of recognized qualifications that might also help integrate KIT into regional quality frameworks and thus promote long term sustainability.

In addition to limited GoK financial resources, difficult and protracted financial systems, public sector recruitment and human resource management processes will significantly constrain the ability of the MLHRD and KIT to sustain and performance manage a flexible training team. The notion of a demand led TVET system is further challenged by the rigidity imposed by these prescribed systems which can limit the extent to which staff can be scaled up and down to meet a changing training profile as well as demand for increased customised short courses.

The ability for KIT to become self-reliant or make a contribution to its costs through revenue generating activity is currently constrained by an inability to retain earnings. At present the ability to access revenue generated by KIT (for example through short courses) is constrained, being a function of budget process whereby the anticipated expenses to run short courses are included in budget estimates with associated revenue noted. Profits however remain inaccessible, rendering all income generating activity, at best, break-even. It has further been observed, that TVETSSP funds both additional trainers and training equipment to KIT, there is evidence to suggest that such costs could reasonably be expected to be covered through KIT self-generated revenue streams, if KIT can access this revenue. The ability to reinvest revenues directly back into KIT will have a direct bearing on future sustainability assessments, and will need to be addressed.

It should be noted that although Component 1 was discontinued due to slower than anticipated progress, and budget cuts, it has still resulted in strengthened capacity within the MLHRD – especially in terms of strategic planning for the sector. MLHRD demonstrates a political will to improve monitoring and evaluation systems to provide measurable results and accurate information to inform decision making. It aims to establish a central (employment) database to support TVET planning and coordination.

## 4.6 Gender equality

To what extent is the investment making a difference to gender equality and empowering women and girls?

**Rating: Less than adequate quality (3).** *A lack of quality M&E data has impacted on reporting against gender and social inclusion initiatives. There is evidence that specific (recent) policies and interventions have been instituted to provide greater gender representation at enrolment (that has been evidenced in 2015 enrolments), and some support following graduation, although this has occurred in the last year, and should have occurred sooner. Further, there is no clear evidence of targeting to achieve gender equality across program outcomes across the life of the program.*

Previous reviews have found that Gender Inclusion was weak, due to lack of specific focus from TVETSSP – especially given that inclusion targets have not been defined for the program. A KIT Gender Action Plan has since been developed in early 2015, drawn from the draft MLHRD Gender Policy, and support for the KIT Women's Association (KITWA) was enhanced so that KITWA can provide increased leadership for gender related activities across the Institute. Program staff provide day-to-day mentoring and support for the KITWA Executive and a Gender Adviser has been appointed to the TVETSSP Team. Female participation in public short courses and customized short courses has been measured at 53% and 56% respectively.

<sup>11</sup> The total cost associated with all TVETSSP phases and GoK budgeted expenditure for KIT operational costs collectively equate AUD 19, 853,723 since the start of TVETSSP (excluding infrastructure). Australia has funded AUD15, 967,973 (80%) of this amount, primarily to support TVET reform, with some support to KIT operational costs. Please see Annex 6 for detailed costs.

As noted previously, the gender balance is skewed to non-trades for women, and trades for men. Since late 2014, an affirmative action policy that provides for a minimum of two places being reserved in each course for eligible women was implemented to promote access, particularly for trade courses, for female students. The MLHRD Apprenticeship Board has also revised sponsorship criteria to promote gender equity selection processes (through the inclusion of non-trade courses to be eligible for scholarships). Average participation by women, across all courses at KIT has ranged from 37% in 2011 to 39% in 2014. Although gender participation targets remain unspecified, an increased focus on gender inclusion seems to have had bearing on 2015 enrolment figures that show a 10% increase in this figure to 48% across the course profile. The 2015 participation rate is close to the proportion of women in the total population (reported as 51% in the 2010 Census); although it should be noted that over the TVETSSP duration, average participation equates to 40% of enrolments and 39% of graduations. This demonstrates recent progress in terms of inclusion, although this would likely have been more effective if established early on in program implementation. There do not appear to be significant differences to the graduation rates between males and females.

Although enrolment and graduation figures are disaggregated by gender, there is limited evidence of targeting to achieve gender equality across program outcomes. The KIT Business Incubator targets female graduates from trade courses to provide opportunities to enter into self-employment, but this benefits only a small proportion of female graduates (in 2014, 5 female Business Incubator participants represented 8% of all female graduates, or, 3% of all graduates). Beyond the reporting of gender disaggregated figures, there is little evidence to support a specific gender focus in assessing the situation for females prior to application, nor assessing the impacts of gender on progressing from enrolment to graduation and ultimately to employment or further study. This must be addressed in Phase III.

In terms of gender inclusion in KIT staffing and participation of women in management, 14 female staff (34%) currently occupy the staffing positions within the KIT Establishment Register. Females represent 25% (one out of four) of Senior Management positions, 27% (6 out of 22) Trainers and 46% (7 out of 15) Administrative and Support Staff. There are also two female trainers funded by TVETSSP teaching in Plumbing and Carpentry (representing 2 out of 6, or 33%) – both of whom are committed, confident, and provide very strong role models for women undertaking trade courses, as well as for all KIT staff in relation to gender and equality.

## 5 Key Recommendations for Phase III Design

These recommendations seek to build on existing successes and strengthen the Program, focusing on areas where strong evidence suggests that consideration should be given during the design of TVETSSP Phase III:

QUALITY TRAINING DELIVERY	
Rec 1	<b>Increasing the number of Graduates from KIT:</b> There are options to utilise spare capacity within the KIT structure in better ways, as well as increasing the capacity of KIT, without affecting the underlying cost basis; namely delivering classes at capacity and utilising the full working week for training (at present Wednesday is not a student training day). Options to further optimise capacity (evening scheduling, weekend training) should be investigated.
Rec 2	<b>Value for Money:</b> There is potential for additional efficiency gains by restructuring the course delivery profile, targeted succession planning (to blend Long Term Advisor support with MLHRD national staff), reconsidering the level of Australian work attachments, and alternative English language testing mechanisms. Ways of reducing unit costs—whilst increasing levels of quality output—should be investigated.
Rec 3	<b>Revenue Retention:</b> At present revenue retention is complicated, and at best cost neutral. The ability for KIT to retain and use revenue it generates towards further investment and/or contribution to operating costs is a major contributor to ViM and sustainability and must be addressed.

Rec 4	<b>Auspicing:</b> The auspice arrangement has enabled the delivery of Australian qualifications at KIT and raises the general organizational standard, although this comes at a significant cost. Auspicing has also presented some challenges in its implementation, with the current auspice partner preferring a training services agreement, which poses a significant risk to ongoing TVETSSP activities. Alternatives should be investigated.
Rec 5	<b>Demand Led Training:</b> TVET advisory mechanisms are working well and have transitioned TVET delivery from a supply to a domestic demand led training model in Kiribati. This should be continued in the future, with an additional focus on international demand.
<b>EMPLOYMENT FOCUS</b>	
Rec 6	<b>Employability:</b> Transition to work activities have resulted in some success in achieving employment outcomes domestically, but should be refocussed toward international employment opportunities. International operators in Kiribati have noted that KIT and APTC graduates are technically competent, and have good soft skills, making them good employees. Strategies to leverage this perception should be investigated.
Rec 7	<b>Pathways:</b> KIT-APTC pathways have been effective in delivering Certificate III to KIT graduates, and in thereby improving employment outcomes for these graduates. International employers in Kiribati prefer APTC pathway students due to a higher level of skill, and these students (in carpentry and construction) show strong employment results. Similar pathways that build on KIT qualifications should be investigated.
Rec 8	<b>International Marketing:</b> KIT Marketing and communication functions, promoting the quality of KIT graduates for employment, are mostly local in focus and not targeted to an international audience. KIT marketing will need to be recalibrated to an international audience.
Rec 9	<b>Coordination:</b> Coordination within MLHRD, particularly insofar as supporting access to international employment opportunities, will need to be strengthened.
<b>CAPACITY STRENGTHENING</b>	
Rec 10	<b>Flexible Support:</b> The delivery of capacity strengthening support needs to be flexible to the changing environment within Ministries, including staff changes and redirection of priority by the Ministry. Targets set against this need to focus on capacity building outcomes rather than the delivery of outputs.
Rec 11	<b>Short Term Advisors:</b> The delivery of short-term technical assistance to support proposed capacity strengthening activities within KIT and MLHRD needs to be carefully planned and described in ToR's so there is a demonstrated sustainable capacity building process that is supported by KIT management beyond the STA input. During Phase I and II activities driven by STA inputs at MLHRD in particular seem to have slowed/lost focus once the STA returned home.
Rec 12	<b>MLHRD Data System:</b> MLHRD recognizes the need for additional capacity support to create information systems/databases to track labour supply, and potentially in the future, employment data. Options to support these two systems should be investigated.
<b>M&amp;E</b>	
Rec 13	<b>M&amp;E System:</b> The M&E system for Phase III should be simple and fit for purpose in both the Kiribati context, and for the scale of the program. It should focus on core data required to monitor performance.

Rec 14	<b>Data retention and use:</b> Data management has been consistently poor across both components. Data demand and use in M&E will need to take cognizance in the difficulty in maintaining quality and useful databases. Administrative capacity as well as enabling data systems and IT must be able to provide consistent and reliable data to inform management decision making.
<b>GENDER AND SOCIAL INCLUSION</b>	
Rec 15	<b>Gender Inclusion:</b> Gender inclusion needs to be more fully addressed through TVETSSP Phase III. This will require an evolution in approach from one that meets targets (female representation) to an approach that emphasises gender and social inclusion as a core strategic development issue. This will require a stronger emphasis on targeted activity for more equitable gender outcomes as well as a defined approach to gender inclusion and assessment at each level of implementation.
Rec 16	<b>People with Disability:</b> TVETSSP Phase III should consider lessons learned from the existing focus on supporting people with disability during Phase II, so that inclusion targets and targeting strategies (that focus on providing wider access to people with disability at application) can be set.

## ANNEX 1: TERMS OF REFERENCE

### Terms of Reference (TOR)

#### Kiribati Technical and Vocational Education and Training Sector Strengthening Program (TVETSSP): Phase III Design

##### 1. Overview

The purpose of these Terms of Reference (TOR) is to articulate DFAT's requirements for the development of an Independent Review of TVETSSP Phases I-II progress, an Investment Concept paper<sup>12</sup> and, following peer review and endorsement of approach by DFAT FAS PAD, an Investment Design Document for TVETSSP Phase III (July 2016 to December 2019). The design team will be selected from the DFAT Aid Advisory Services Standing Offer design and/or education panels<sup>13</sup>. The designated Team Leader will be responsible for managing and leading the review, investment concept, planning and design processes under the direction and oversight of DFAT Tarawa post.

##### 2. Background

###### 2.1 Policy Context

Workforce Skills Development is one of the four high level Priority Outcomes under the Australia-Kiribati Partnership for Development. Under this arrangement, the Governments of Australia and Kiribati have agreed to provide opportunities for people to develop workforce skills in areas of industry demand both domestically and abroad with an ambition to increase youth employment.

The Government of Kiribati through its Development Plan (KDP 2011-2015) continues to prioritise TVET training as a means of skills development and the creation of employment options for the broader Kiribati population both nationally and internationally.

The key focus of TVETSSP is to support the Government of Kiribati's vision for an integrated and accountable technical and vocational education (TVET) sector which plays a valued role in improving national economic growth by increasing the employability of the people of Kiribati at home and abroad, especially its young women and men. TVETSSP seeks to increase the number of I-Kiribati aged 16-24 years completing TVET courses and gaining recognised qualifications; increase the number of TVET-qualified I-Kiribati with access to employment opportunities both domestically and abroad; and increase public and private sector productivity attributable to TVET skills.

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<sup>12</sup> DFAT requirements for Investments with values exceeding \$10 million include a need to develop an Investment Concept Paper and an Investment Design document.

<sup>13</sup> Any procurement from panel arrangements is regarded as an open tender. In accordance with DFAT's Procurement Policy, where the scope of the agreement is covered by an existing panel, the panel must be used unless the relevant delegate approves an alternative approach.

Australia's current strategic framework for the aid program<sup>14</sup> identifies investment in human development as a key pillar to improve sustainable economic growth and reduce poverty. It highlights that Australia's investments in TVET will focus on prioritising skills for growth to enable people to be job-ready and adaptable, by improving access to quality assured technical education and training which matches the needs of the local private sector. It also commits Australian aid to innovate for learning and improving education outcomes by working with the private sector and civil society to develop creative solutions to persistent education challenges.

DFAT's Strategy for Australia's Aid Investments in Education 2015-2020 expands on this. One of four strategic priorities is the development of skills for prosperity by improving access to high quality post-secondary education and training, and aligning education and skills with labour market needs. Under the strategy, "Australia's investments in this priority area will emphasise flexible learning pathways to enable people, particularly the poorest, to benefit from market-oriented training that can improve their livelihoods. Our partnerships will emphasise quality assurance and qualification recognition, which have benefits for both employees and employers. We will actively engage the private sector to identify and resolve skills gaps and shortages. We will look beyond the education system to link with labour market policy and employment trends."<sup>15</sup>

Prior to this strategy, Australia's support to TVETSSP has been guided by DFAT's Pacific Education and Skills Development Agenda (PESDA) (2011).

Australia's investment in skills development in Kiribati remains highly relevant. Human resource development, a priority under the Australian Aid policy, is especially critical in Pacific microstates such as Kiribati to help prepare for increased labour mobility. TVETSSP complements Australian human resource investments in basic education, scholarships, Australia-Pacific Technical College, and the expanded Seasonal Worker Program and complementary Labour Mobility Assistance Program, which will provide support to PIC governments to increase participation in this program. In June 2015, the Australian Government announced a new pilot programme for workers from the Pacific microstates of Kiribati, Nauru and Tuvalu to help meet labour demands in northern Australia. This new five year pilot programme will provide up to 250 citizens from the Pacific microstates access to a multi-year visa to work in lower skilled occupations in selected industries in the north.<sup>16</sup> As Australian government policies on supporting increased labour mobility for Pacific microstates evolve, there is an emerging need to explore options to assist Kiribati to take full advantage of both these and broader regional pathways to employment and/or further study, focusing on support for more consolidated in-country recruitment and preparation arrangements.

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<sup>14</sup> Australian aid: promoting prosperity, reducing poverty, enhancing stability, p.20.

<sup>15</sup> Strategy for Australia's Aid Investments in Education: 2015-2020, p.8.

<sup>16</sup> White Paper on Developing Northern Australia: Our North, Our Future (18 June 2015), p.114.

## 2.2 TVETSSP Phases I and II

The TVETSSP is being implemented in three phases aligned with Government of Kiribati (GoK) planning cycles for national development (Phase I – January 2011 to June 2012, Phase II – July 2012 to June 2016, and Phase III – July 2016 to December 2019), although a 15-20 year program of support is envisioned.

The design for TVETSSP Phases I and II comprised two key components.

Component 1 focused on strengthening the Ministry of Labour and Human Resource Development's (MLHRD) organisational capacity to provide policy, planning, coordination and oversight services to the TVET sector, consistent with mandated functions and budget. The intended outcomes included:

1. Establishing and implementing policy framework and strategy for the TVET sector
2. Modernising the apprenticeship and trade testing system to align with the TVET strategy
3. MLHRD receiving and analysing performance information from its TVET institutions
4. Strengthening TVET advisory mechanisms
5. Identification and approval of labour mobility strategies for TVET
6. MLHRD Strategic Plan 2012-2015 completed and includes measurable targets, performance indicators and budget projections.

Activities under component 1 were suspended in mid-2014, due to a modest reduction in the TVETSSP budget and slow progress towards intended outcomes.

Component 2 has focused on increasing the quality, quantity, scope and equity of training delivered by the Kiribati Institute of Technology (KIT). This component focuses on the TVET course delivery at KIT with an emphasis on:

1. Accrediting KIT courses to an Australian based standard and increasing access to these courses
2. Investing in new facilities including a new KIT campus; and
3. Establishing an auspicing arrangement with an Australian Registered Training Organisation (RTO) for Certificate II courses and improving pathways for accessing Certificate III courses at APTC and other regional organisations.

Recent progress towards Component 2 outcomes has been very solid. An auspicing agreement has been established with TAFESA, and the transition to competency based training that meets international standards has been delivered. Compliance is being monitored and achieved through quality audits. KIT actions any required improvements. Most KIT courses now comply with Australian VET quality framework standards, however there are some high risk areas where further work is required to embed and sustain reforms. DFAT will provide the team with an in-country briefing of these risk areas to further inform the review, concept and design. Stage 1 of the KIT campus redevelopment is expected to be completed by December 2015.

Managing contractor Scope Global (formerly Austraining International) has implemented Phases I and II.

## 2.3 TVETSSP Performance Reviews

Independent reviews of TVETSSP Phases I and II commissioned by AusAID/DFAT (through its Education Resource Facility) include:



- 2011 Annual Performance Assessment (finalised February 2012)
- 2013 Annual Performance Assessment (finalised July 2013)
- 2014 desk review of the TVETSSP May-October 2014 Six Monthly report (finalised November 2014)

The first component of the TVETSSP Phase III design process will include a review of progress towards objectives under the first two phases, as detailed in Sections 4 and 5 of this paper.

### 3. Objectives of the Assignment

The objectives of the assignment are to:

1. Review progress towards objectives under TVETSSP Phases I-II with a view to learning lessons to inform the subsequent Phase
2. Prepare an Investment Concept paper
3. Prepare an Investment Design Document

### 4. Scope of the Assignment

**Broadly, the Review of progress towards objectives under TVETSSP Phases I-II should:**

1. Review the situation analysis that guided the design of TVETSSP Phases I and II and identify subsequent changes to the development context – need (who, how much, how many), causes, consequences, barriers and opportunities.
2. Identify Phase I-II progress and further outcomes that need to be maintained. Where issues have arisen, differentiate between implementation failure and program logic failure.
3. Include an assessment of the quality of TVETSSP Phases I and II against the following DFAT aid quality criteria: relevance, effectiveness, efficiency and value for money, monitoring and evaluation, sustainability, and gender equality.
4. Consider/suggest options that would reduce unit costs (thereby increasing value for money).
5. Include analysis of available data on the outputs of TVETSSP, KIT, SWP and RSE against a range of available TVET employment pathways in the regions.

**In the development of the Investment Concept paper, the design team should:**

1. Outline the development problem or issue the aid investment seeks to address, and present options for addressing the problem or issue identified and recommendations for a preferred approach, using the template provided.
2. Explore options for consolidating management arrangements for Australian Government investments in Kiribati in developing human resources, promoting employment outcomes, and increasing labour mobility through an additional facility component to the TVETSSP.
  - There exists the potential for this labour mobility facility to be a one-stop shop responsible for research, data collection/analysis/reporting, marketing, processing, liaison with stakeholders, pre-departure training and deployment of workers abroad. Such an arrangement could promote efficient and effective management of investments in this area, and should be flexible enough to accommodate possible future expansion. The design team should identify options for mechanisms for this facility.

2. Include feasibility analysis based on current learnings from labour mobility initiatives across the Pacific.
3. Develop program logic linking education and employment outcomes for TVET training graduates.
4. Establish clear boundaries for the mandate of the institutional upgrades, strengthening and facility components.

**In the development of the Investment Design document, the TVETSSP Phase III design must**

1. Incorporate the recommendations put forward by DFAT following the Investment Concept peer review process. (This will include DFAT advice on the preferred option to be developed for the facility mechanism.)
2. Be aligned with the strategic priorities and policies of the Governments of Kiribati and Australia.
  - Including Australian Government aid priorities regarding education/TVET, empowering women and girls, achieving value for money, engaging the private sector and promoting innovation; and
  - Demonstrate cohesiveness with the recent labour mobility initiatives focusing on microstates.
3. Be based on rigorous analysis of robust evidence and an understanding of the political economy in Kiribati.
4. Draw upon the review of progress towards intended intermediate and end-of-program outcomes under TVETSSP Phases I and II.
5. Be informed by the lessons learned from other previous/current TVET programs in the region.
6. Be underpinned by sound program logic with clear intermediate and end of program outcomes that are realistic and within the sphere of influence of the program.
7. Incorporate a robust monitoring and evaluation framework to build stronger systems and processes for data collection, analysis and reporting on outcomes for KIT and TVETSSP, regional TVET linkages and international labour mobility pathways.
  - This enhanced capacity will support informed decision making on the balance of priorities between institutional development and employment pathways over the life of the program.
  - The proposed M&E system will also capture the broader aspects of an accountable TVET sector (including gender and employment outcomes) that contribute to TVETSSP outcomes as well as broader objectives and targets under the Australian aid program's performance framework: *Making Performance Count: enhancing the accountability and effectiveness of Australian aid*.
8. Clearly demonstrate how and to what extent progress will be made towards:

- Increasing the number of I-Kiribati aged 16-24 years completing TVET courses and gaining recognised qualifications;
  - Increasing the number of TVET-qualified I-Kiribati with access to employment opportunities both domestically and abroad; and
  - Increasing public and private sector productivity attributable to TVET skills.
9. Recommend and sequence priority activities to be pursued under TVETSSP Phase III with approximate timeframes for their introduction and completion.
  10. Reflect a clear understanding of the roles and responsibilities of the stakeholders and development partners, and be developed based on close collaboration with key stakeholders.
  11. Recommend governance/management arrangements for TVETSSP Phase III.
  12. Be fully costed, including:
    - A full resource analysis inclusive of both human and financial requirements should be prepared. This should include any costs associated with the implementation of TVETSSP Phase III to be met by the MLHRD through its recurrent budget. This will help provide an accurate picture of the GoK's contribution to supporting the reforms planned under TVETSSP Phase III.
    - A nominal budget allocation of approximately \$3.5m per year for four years for the “soft” components (all except infrastructure and the facility component), consistent with current funding levels.
    - A cost estimate for the second phase of KIT campus redevelopment. Subject to budget outcomes, additional funding may be available for an infrastructure component if can be demonstrated to make a significant contribution towards end-of-program outcomes.
    - Costing or basis of payment for a labour mobility facility component including personnel, administration and set up costs.
  13. Meet DFAT's Investment Design Quality Criteria
  14. Identify key risks and present a risk management strategy
  15. Include an assessment of the market size to deliver such a program (in collaboration with DFAT Contracting Services Branch)
  16. Include a draft Scope of Services, a draft Basis of Payment, and detailed cost assumptions as the basis for future procurement and contracting.

## 5. Output and Reporting Requirements

The design team will produce the following outputs between July and November 2015, in accordance with the dates agreed in the Services Order with the contractor:

1. Design Management Plan

2. Design Mission Aid Memoire
3. Report on outcomes of the Review of Progress towards objectives under TVETSSP Phases I-II
4. Investment Concept paper
5. Investment Design Document

### 5.1 Design Management Plan

The Design Management Plan will be developed by the design team in close collaboration with MLHRD and DFAT, for DFAT Tarawa's approval prior to the commencement of the review, investment concept and design activities. The plan must include the following:

- i. The roles and responsibilities of team members, including their areas of expertise in addressing key policy issues (i.e. gender equality, value for money, private sector engagement)
- ii. Approach and methodology to be adopted for the design (including the review component) - both in-country and out of country including literature review and supplementary background research, stakeholder consultations and analytical work required
- iii. Proposed timeframes (including DFAT and MLHRD quality assurance processes)
- iv. Risk management for the design process
- v. A plan for regular communications with DFAT and MLHRD and other key stakeholders during the design process.

### 5.2 Design Mission Aide Memoire

At the conclusion of the main in-country design mission, the design team will present an Aide-Memoire to DFAT and MLHRD (and other stakeholders as agreed with DFAT and MLHRD). This Aide Memoir will detail the principal preliminary findings of the mission, and will form the basis of the report on the outcomes of the review and the draft Investment Concept paper.

The DFAT Aide Memoire outline provided ([Annex B](#)) will be used. The Aide Memoire would usually be no more than **5 pages** (minimum 11 point font) and should articulate:

- i. The Design Background
- ii. Description of proposed investment
- iii. Summary of review outcomes
- iv. Observations from the design mission and key recommendations
- v. Next steps in the design process
- vi. Acknowledgements.

### 5.3 Report on Outcomes of the Review of progress towards objectives under TVETSSP Phases I-II

The review will provide credible and robust evidence and performance analysis to guide the design of Phase III. This evidence will assist with DFAT internal policy decision making around priority of employment

and labour mobility objectives, scope and influence of support, value for money considerations and alignment/integration with other bilateral and regional initiatives. To further support the review process, DFAT will provide the review team with a summary of key issues from Phases I-II to consider as well as relevant supporting documentation. The review team will develop a report on the outcomes of their review which will include the following:

- i. A **four page** executive summary detailing key review findings.
- ii. An overview of the methodology used.
- iii. A thorough review of progress towards intended intermediate and end-of-program outcomes under TVETSSP Phases I and II. Where issues have arisen, implementation failure and program logic failure should be differentiated.
- iv. This review will include an evidence-based assessment of the quality of TVETSSP Phases I and II against the following criteria:
  1. Relevance – To what extent is TVETSSP still the “right thing” to do?
  2. Effectiveness – To what extent are we achieving the results that we expected at this point in time?
  3. Efficiency and value for money – To what extent is the investment making the best use of Australia’s and our partner’s time and resources to achieve outcomes? Are there options that would reduce unit costs?
  4. Monitoring and evaluation – To what extent is the M&E system generating credible information and using it for program improvement, learning and accountability?
  5. Sustainability – To what extent will the benefits last?
  6. Gender Equality – To what extent is the investment making a difference to gender equality and empowering women and girls?
- v. The review will also consider equity and disability issues, risks and program risk management, innovation, and private sector engagement.
- vi. The review will identify changes to the development context – need (who, how much, how many), causes, consequences, barriers and opportunities – since the situation analysis that guided the Phase I and II program design.
- vii. The review will include analysis of available data on the outputs of TVETSSP, KIT, SWP and RSE against a range of available TVET employment pathways in the regions.

The document should be no longer than **15-20 pages** in length (minimum 11 point font), plus any annexes required. Minimal introductory and background information should be required, as the report will be read in conjunction with the Investment Concept paper.

#### **5.4 Investment Concept paper**

The design team will develop an Investment Concept paper, which outlines the development problem or issue an aid investment seeks to address along with options for addressing the problem or issue identified

and recommendations for a preferred approach. The Investment Concept paper should be no more than **5 pages** in length<sup>17</sup> (minimum 11 point font), plus any annexes required. DFAT's Investment Concept paper template is provided in Annex C. All relevant questions in the template must be addressed.

The design team should have regular communications with DFAT and MLHRD throughout the Investment Concept development phase to promote continuing alignment with GoA and GoK priorities.

The design team will submit the initial draft to DFAT and MLHRD for review and feedback. The design team will then make any necessary revisions. The MLHRD will guide the Investment Concept paper through the relevant GoK approval/endorsement processes. (These will be confirmed during the development of the Design Management Plan.) DFAT Tarawa Post will then submit the final version to DFAT Canberra for peer review and subsequent final approval by First Assistant Secretary, Pacific Division.

### 5.5 Investment Design Document

Following endorsement of the options proposed under the Investment Concept paper, the design team will produce an Investment Design Document to support implementation of TVETSSP Phase III. The Investment Design Document explains how implementation of an aid investment will achieve proposed outcomes. It will provide a strategic analysis of the investment operating environment, sets out the expected development and end-of-investment outcomes, explains and justifies the delivery approach proposed, details the individual components of the investment, provides budget estimates and information on the suggested timing of the investment, and sets out the main issues and factors affecting how the proposed investment would be delivered on the ground. It also includes (as annexes) a situation analysis, program logic, detailed description of activities, program management and implementation arrangements, detailed cost estimates, M&E framework and risk register. The document should be no longer than **40 pages**<sup>18</sup> (minimum 11 point font), plus attachments.

The detailed Investment Design Document must:

- i. Use the DFAT Investment Design Document template provided at Annex D, address all relevant questions in the guideline, and include all required and relevant annexes;
- ii. Meet the DFAT's Investment Design Quality Criteria; and
- iii. Address the issues outlined above under Section 4 Scope.

The design team will submit the initial draft Investment Design Document to DFAT and MLHRD for review and feedback. The design team will make any necessary revisions.

DFAT will guide the revised Investment Design Document through mandatory DFAT quality assurance processes. This will include a peer review and an independent technical appraisal. The design team will make necessary revisions, in agreement with DFAT and MLHRD.

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<sup>17</sup> Body of document only (excluding cover and contents pages, bibliography and annexes).

<sup>18</sup> Body of document only (excluding cover and contents pages, bibliography and annexes).

The MLHRD will then guide the Investment Design Document through the relevant GoK approval/endorsement processes. DFAT Tarawa post will then submit the final version to DFAT Canberra (First Assistant Secretary, Pacific Division) for final approval.

## 6. Specification of the team

The design team is expected to be comprised of three core members (with short-term inputs from other individuals to be negotiated as necessary).

It is expected that the design team leader, who will have responsibility for delivering the draft design, should be a design specialist with extensive experience in the TVET sector. The team leader will be engaged at level C4 under the DFAT Adviser Remuneration Framework.

The second team member (C4 ARF level) will also be a design specialist complementing the design inputs of the other core team members.

The third core team member will be a recognised expert responsible for providing informed technical advice, and will be engaged at C3 level. The third team member will contribute (but will not be limited) to the following inputs: review of phases I and II, investment concept, general design support, M and E and VfM frameworks and take a support role in developing the Flexible Support Facility.

Skills and experience required within the team include:

- i. Recent experience in program design and proven experience in strategic planning
- ii. Experience in conducting independent reviews and evaluations
- iii. Demonstrated expertise and experience in the TVET sector in an international development context and more broadly in workforce skills development and promoting international labour mobility
- iv. Expertise and experience in organisational strengthening and capacity development
- v. Some experience in designing, implementing and/or evaluating facilities
- vi. Thorough understanding of the Australian aid program and experience in aid program development, planning, and monitoring and evaluation (including a high degree of competence in developing program logic models and M&E frameworks)
- vii. Knowledge of development priorities and issues in the Pacific and in Kiribati, if possible.
- viii. Excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with and key national stakeholders including industry stakeholders.
- ix. Ability to work collaboratively in a team
- x. Ability to provide timely delivery of high quality reports and design documents

The opportunity is open for representatives from DFAT, MLHRD and KIT to participate in key design team meetings.

DFAT Tarawa post will be the design team's DFAT point of contact. Post will manage communication and consultation with internal DFAT stakeholders as appropriate. These will include the education, Pacific Regional, Kiribati desk, procurement and design teams.

## 7. Duration and Timing

The design of TVETSSP Phase III is expected to commence in July 2015 and be completed by December 2015. This will allow sufficient time for procurement and contracting before commencement of Phase III on 1 July 2016.

Indicative Timeframe (2015)	Activities
Late-July	Mobilisation of design team  Design team commences desk review of relevant documents (including literature review), drafting of Design Management Plan
Late August - September	Design team undertakes first in-country mission  Design team presents Aide Memoire for endorsement  Design team submits draft Design Management Plan
2 October	Design team submits final report on the outcomes of the review and first draft Investment Concept Note
Early-Mid October	DFAT approval and finalisation of Investment Concept Note
Late October	Design team undertakes second in-country mission  Design team presents Aide memoire around Design modelling for endorsement
20 November	Design team submits draft Investment Design Document (IDD)
Early December	DFAT peer review meeting for IDD
Mid-late December	Quality assurance, incorporate amendments & submit second draft IDD  Post submits IDD to Canberra for approval

Timeframes are subject to review during the development of the Design Management Plan, with subsequent changes to be agreed between the parties.



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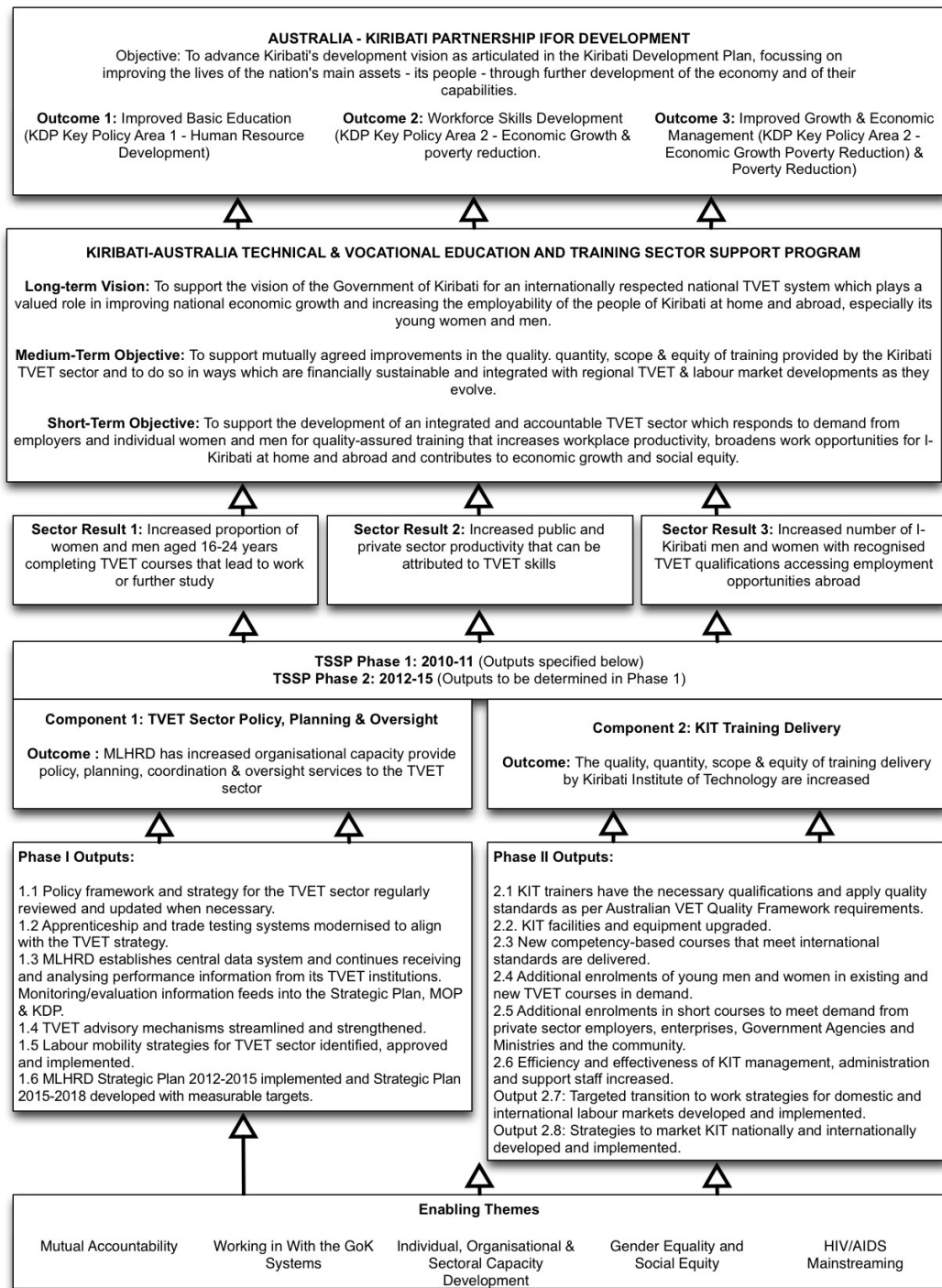
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ANNEX 3: TVETTSSP THEORY OF CHANGE<sup>19</sup><sup>19</sup> Original Version TVETSSP Design, January 2010

## ANNEX 4: SUMMARY OF ASSESSED PROGRESS TOWARDS OUTPUT TARGETS

This table provides a summary of the Review's assessment of progress towards the agreed outputs targets.

Phase I targets were specified within the TVETSSP Program Design Document with the intention that these would be revised at the start of Phase II. The TVETSSP PAF was revised in the TVETSSP Delivery Plan for Phase II, submitted in May 2012 by Austraining/Scope Global and approved by AusAID/DFAT.

Component 1		
Output	Targets	2015 Review Findings
1.1 Policy framework and strategy for the TVET sector established, implemented and regularly reviewed and updated when necessary.	<ul style="list-style-type: none"> <li>Review TVET Policy and strategies every two years against the current MLHRD Strategic Plan to reflect changes in the operating environment;</li> <li>Review TVET Policy and strategies 2014 during the development of the 2015-18 MLHRD Strategic Plan, and update to reflect the new plan direction.</li> </ul>	<b>Partially Achieved (after delays).</b> <i>This output has not been retained from Component 1.</i> TVETSSP did prepare the TVET Policy and Strategy for MLHRD, which no longer viewed it as discreet from the MLHRD Strategic Plan, and has incorporated elements of the Policy and Strategy document into the MLHRD Strategic Plan (currently under revision). This would imply, together with other evidence of component 1 outputs, that the Ministry is reviewing TVET Policy and Strategy regularly.
1.2 Apprenticeship and trade testing systems modernised to align with the TVET strategy	<ul style="list-style-type: none"> <li>Implement endorsed recommendations from Phase 1 STA Apprenticeships.</li> <li>Review and revise where necessary in 2014 and 2016.</li> <li>A revised trade testing program is developed and the management of the program transferred to KIT by 2012</li> </ul>	<b>Mostly Achieved.</b> <i>This output has been retained from Component 1.</i> Although the formal apprenticeship input from TVETSSP was not taken up, KIT has been tasked by MLHRD to perform testing functions as part of the apprentice program (although the terms 'apprentice' and 'apprenticeship' in Kiribati are described differently to the Australian definition). The Apprenticeship Board (managed by MLHRD) continues to manage and steer the apprentice program, and has recently updated its approach to apprenticeships.
1.3 MLHRD receives and analyses performance information from its TVET institutions and uses other information to inform relevant Strategic Plans, Operational Plans and the Kiribati Development Plan.	<ul style="list-style-type: none"> <li>Design and establish by the end of 2012, a MLHRD a central Labour Market Information and data system.</li> <li>Link the MLHRD system with KIT, MTC, FTC and MFED.</li> <li>Develop local capacity through targeted TA inputs.</li> </ul>	<b>Not Achieved.</b> <i>This output has not been retained from Component 1.</i> The TVET Information System (TVETIS) at the Ministry was developed but not implemented at MLHRD due to a volatile server environment. MLHRD is deploying templates created by TVETSSP and collecting data from KIT, MTC, KTC and USP, but not using it to inform strategic and management decision making. MLHRD recognises the need for such a database and is therefore looking to create a combined database to track labour supply, and potentially employment data.
1.4 TVET advisory mechanisms strengthened and streamlined.	<ul style="list-style-type: none"> <li>An umbrella TVET Advisory Board is re-established between 2012 and 2013.</li> <li>Link college/institution course advisory committees to TVET Advisory Board</li> <li>Improve the systems, harmonising them &amp; avoiding duplication by lessen the layers of work laid out in the different advisory mechanisms.</li> </ul>	<b>Mostly Achieved (after delays).</b> <i>This output has been retained from Component 1.</i> Although there was much progression towards the establishment of a TVET Board, it has not gone forward. Industry consultations are functioning well, especially through the five ITACs set up by TVETSSP, that have been transforming TVET delivery from a supply to demand driven delivery model, at least for domestic employment. Course Advisory Committees (CAC) continue to provide detailed advice on course requirements, including the need for ongoing testing and skills gap training to meet Australian Standards.
1.5 Labour mobility strategies for TVET sector identified, approved and implemented.	<ul style="list-style-type: none"> <li>By 2013, a labour mobility strategy linking all TVET institutions to relevant, overseas labour markets is formulated and approved for implementation;</li> <li>By 2014, a labour mobility strategy linking all TVET institutions to relevant, domestic labour market components is formulated and approved for implementation.</li> </ul>	<b>Partially Achieved (outside of TVETSSP support).</b> <i>This output has not been retained from Component 1.</i> This output has not been met under TVETSSP, but has progressed with MLHRD and ILO (supported by TVETSSP), the final draft of a Kiribati National Labour Migration Policy was presented to stakeholders in Tarawa during the first week of September 2015 and appears to have been well received. Actual linkages between TVET institutions and overseas labour markets can be observed for MTC, whilst linkages with domestic labour markets are evident for MTC and KIT - these linkages seem to be driven primarily by institutional level drivers/strategies.
1.6 MLHRD Strategic Plans (that includes measurable targets, performance indicators and budget projections) for 2012-2015 completed and implemented and for 2015-2018 developed.	<ul style="list-style-type: none"> <li>Complete and implement the 2012-15 Strategic Plan</li> <li>Complete and implement MLHRD MOPs</li> <li>By 2014, the Strategic Plan for the next four years (2015-2018) is developed, and incorporates lessons-learned during the previous plan implementation.</li> </ul>	<b>Partially Achieved (after delays).</b> <i>This output has not been retained from Component 1.</i> The MLHRD 2013-2015 Strategic Plan, prepared with TVETSSP support, received Cabinet approval in 2014. The MLHRD Access and Equity Policy, drafted with significant TVETSSP support was also approved in the same year. The MLHRD is currently updating this strategy for the 2016-2019 period.

Component 2		
Output	Targets	2015 Review Findings
2.1 The competence of KIT trainers and support staff members is enhanced to the extent that they meet Australian VET Quality Framework.	<ul style="list-style-type: none"> <li>• 100% KIT trainers meet Australian VET Quality Framework standards to train and assess new KIT competency based courses by January 2013;</li> <li>• 30% of KIT staff have a second TVET teaching qualification higher than the Cert IV TAA by 2015;</li> <li>• Internal annual Australian VET Quality Framework audits undertaken showing compliance with Australian VET Quality Framework and implementation of annual improvement plans;</li> <li>• All existing KIT trainers have an ISLPR score of 2+ or IELTS score of 5.5 or equivalent by 2013;</li> <li>• All new KIT trainers have an ISLPR score of 2+ or IELTS score of 5.5 or equivalent within one year of commencement.</li> </ul>	<b>Mostly Achieved.</b> Figures against these output targets are expected to fluctuate due to changes in staff and Training Packages. 26 of the 28 KIT Trainers have now completed the required teaching qualification (Cert IV in Training and Assessment [TAE]) or the required upgrade to their previously earned teaching qualification. All 28 KIT Trainers (100%) have now either upgraded or are in the process of upgrading their vocational qualification to the required standard, and 26 (93%) have at least 1 vocational qualification required in the discipline area they are teaching. 19 of the 28 (68%) are undergoing up-skilling or RPL in one of the courses in a discipline area they are teaching. English proficiency of all trainers has not yet met target English language competence levels, 20 of the 28 (71%) trainers meet the target of at least 2+ in all macro skills.
2.2 KIT facilities and equipment upgraded and maintained.	<ul style="list-style-type: none"> <li>• Campus redevelopment, consistent with the KIT Master Plan, completed by December 2014;</li> <li>• KIT asset register reviewed annually and equipment procured to ensure ongoing compliance with Australian VET Quality Framework.</li> </ul>	<b>Achieved (by end of Phase II).</b> The new KIT buildings appear to be near complete and on track for a late November 2015 commissioning. The Asset Policy, including Asset Tracking processes has been implemented for all assets at KIT to support asset audits. The Asset Management System appears to be working well.
2.3 Transition to competency-based training that meets Australian standards, including in English language, is underway and new competency-based courses that meet international (including Australian) standards are delivered.	<ul style="list-style-type: none"> <li>• 100% of KIT full time courses are delivered to Australian quality standards by 2013;</li> <li>• Annual average completion rate of 80% for KIT students;</li> <li>• 70% student satisfaction with quality of KIT courses;</li> <li>• 70% employer satisfaction with the quality of KIT graduates.</li> </ul>	<b>Mostly Achieved (after delays).</b> KIT is offering 15 auspiced courses - excluding Cert I Business enrolments which are not auspiced from 2015 to reduce the TAFE SA moderation costs. Annual average completion rates (assuming base data is correct) equate to 86%, 90%, 87% and 97% each year from 2011 to 2014. End of course surveys have been measuring student satisfaction in 2015 - these rate student satisfaction at 92% satisfied. Indications are that these results will inform performance management for trainers. Employers have expressed satisfaction with the quality of KIT graduates, although have noted the need for some workplace experience - it should be noted that employer engagement is limited and does not appear to be part of formal M&E activity, thus measurement of this target is not possible.
2.4 Additional enrolments of young men and women in existing and new courses in demand.	<ul style="list-style-type: none"> <li>• One additional new full time Australian standard TVET courses commenced in 2012;</li> <li>• Three additional fulltime Australian standard TVET courses are introduced in 2013;</li> <li>• At least one additional fulltime Australian standard TVET course is introduced after 2014.</li> <li>• Specific targets for the participation of women and men in all KIT courses will be established and participation rates monitored</li> </ul>	<b>Achieved.</b> KIT has introduced 5 new skills sets since 2011, including: Cert III skill carpentry; ICT Hardware Technician Skill Set; Cert II Community Services; and a full time Plumbing course (Cert II in Drainage, Cert II in Metal Roofing and Cladding and Water Skill Set from Cert III in Plumbing). Under Phase I, the target under this output was to increase full-time enrolments at KIT by at least 120 students with at least 40% of enrolments being female. Although a timeframe was not set against this and the target was dropped during phase II, progress against this is interesting. Enrolments have increased from 205 in 2010 (baseline) to 277 in 2015 (net increase of 72 = 35%). Applications over the last 3 years have fluctuated from 803, 593 and 936 for 2013, 2014 and 2015 respectively - indicating demand for KIT training. Specific targets for the participation of women and men in all KIT courses have not been established, although enrolment strategies to increase female participation have been implemented. It would appear that female participation has averaged 40% up to 2014, and 50% in 2015 - this is weighted heavily to non-trade areas.

<p>2.5 Additional enrolments in short courses, including English for Specific Purposes, to meet demand from private sector employers, existing workers, Ministries and Government Agencies, and the community (including non-Government organisations and job seekers).</p>	<ul style="list-style-type: none"> <li>• Number of participants in short courses delivered to Govt agencies increases by 20% per year until 2015;</li> <li>• Number of participants in customised short courses delivered in outer islands increases by 20% per year until 2015;</li> <li>• Income from fee for service short courses increases by 20% each year;</li> <li>• Number of participants in customised short courses delivered in Tarawa increases by 20% per year until 2015.</li> </ul>	<p><b>Mostly Achieved.</b> There has been steady demand for KIT short courses from both the public sector (especially PSO) and businesses and individuals for the customised short courses (with a strong linkage to KCCI). The number of participants in public short courses have fluctuated, being 90, 717, 637, and 430 each year starting in 2012 - with a female participation rate averaging 53%. The number of participants in customised short courses has started well at 325 in 2012, but has been declining in subsequent years to 279, 119 and 59 for the years 2013 - 2015 respectively. Female participation in customised short courses has been measured at 56%, although outer island participation cannot be calculated. Only one short course has been delivered on outer island locations. Income from fees for short courses was over \$80,000 in 2013, just under \$30,000 in 2014 and approximately \$43,300 to date in 2015. Revenue generated from short courses is not easily redeployed back to KIT, but is retained in the GoK "Number 4" account - expending funds against this is currently addressed during annual budget forecast processes.</p>
<p>2.6 Efficiency and effectiveness of KIT management, administration and support staff increased</p>	<ul style="list-style-type: none"> <li>• 70% of KIT staff satisfied with working at KIT by 2013;</li> <li>• All staff undergo annual performance reviews;</li> <li>• Individual professional development plans reviewed and implemented;</li> <li>• Internal annual Australian VET Quality Framework audits undertaken showing compliance with Australian VET Quality Framework and implementation of annual improvement plans.</li> </ul>	<p><b>Mostly Achieved.</b> This output appears to be progressing well. All individual professional development plans are regularly reviewed and implemented and all staff undergo annual performance reviews. It should be noted however that recruitment, performance management, disciplinary action and when required, termination, remain difficult processes due to the complexity of human resource management processes within the GoK Public Service. At present only one internal Australian VET Quality Framework audit has been undertaken, which led to the implementation of annual improvement plans, especially for Business qualifications. It has been generally observed that in implementing these plans the focus has been on strengthening of teaching capacity rather than the framework as such. No information around staff satisfaction was accessible.</p>
<p>2.7 Targeted transition to work strategies for domestic and International Labour markets development and implemented</p>	<ul style="list-style-type: none"> <li>• 50% of KIT graduates are working or studying after 1 year of graduation;</li> <li>• Number of KIT graduates obtaining a scholarship to Australia increases by 20% each year until 2014.</li> </ul>	<p><b>Partially Achieved (not measured across all KIT graduates).</b> At present most transition strategies focus on domestic employment options in Kiribati developed through strong linkages with private and public sector employers, including employment facilitation and the KIT Business Incubator. There is limited information around employment outcomes for KIT graduates, although tracer surveys for specific cohorts have commenced in 2014. Employment results for APTC pathway students is mixed - almost 50% of the Cert III Automotive are unemployed, with only 27% working in an area related to their qualification. All 22 students from the first carpentry and construction cohort are employed, with only one working outside their field of study. For the second cohort (2014) two out of 15 are unemployed, the remainder are all working in a related occupation. All are employed locally, although the longevity of their work placements might be less secure (donor funded projects with a limited lifespan). There has been no further information on employment outcomes for other KIT graduates generally.</p>
<p>2.8 Strategies to market KIT domestically and internationally developed and implemented</p>	<ul style="list-style-type: none"> <li>• Number and distribution of positive articles in local, /regional media &amp; publications, promotional materials and website usage increases annually;</li> <li>• Communications Registry indicates positive feedback identifies formal complaints and actions taken;</li> <li>• Number of positive gender achievement stories appearing in local, regional and international media and publications increases annually;</li> <li>• KIT staff present at a minimum of one international conference per year.</li> </ul>	<p><b>Partially Achieved (local focus only).</b> A KIT Marketing Plan has been prepared and implemented to provide an overall strategy for marketing KIT - particularly around branding, as well as media and promotion. The Marketing Plan (and activity) appears to be mostly focussed on local marketing but there is no evidence that marketing is enhancing KIT's brand outside of Kiribati, particularly for international employers or further training destinations (not associated with the current program). There has been very limited marketing activity in the last 18 months, with articles being put forward in local/regional media &amp; publications as well as the continued shut-down of the web-site. There has been some promotional materials produced, and KIT staff have presented at international conferences for TVETSSP in 2011, although since then conference attendance has been not been approved for funding by DFAT.</p>

## ANNEX 5: KIT ENROLMENT AND GRADUATION DATA 2011-2015

## Totals

Enrolments				
Total	Year 1	Year 2	Year 3	Total
2011	0	325	0	325
2012	74	92	101	267
2013	60	78	103	241
2014	110	100	45	255
2015	136	98	43	277

1365

Completed					
Total	Year 1	Year 2	Year 3	Total	%
2011	0	278	0	278	86%
2012	63	89	87	239	90%
2013	60	78	72	210	87%
2014	103	100	45	248	97%
2015	136	98	43	277	100%

1252 92%

Graduated
146
120
152
172
174 <sup>20</sup>

764

## Gender disaggregated

Enrolments				
Male	Year 1	Year 2	Year 3	Total
2011		204 <sup>21</sup>		204
2012	63	56	50	169
2013	47	50	51	148
2014	56	63	36	155
2015	57	55	32	144

820

Completed				
Male	Year 1	Year 2	Year 3	Total
2011		175		175
2012	55	55	45	155
2013	47	50	39	136
2014	56	63	36	155
2015	57	55	32	144

765

Enrolments					
Female	Year 1	Year 2	Year 3	Total	%
2011		121		121	37%
2012	11	36	51	98	37%
2013	13	28	52	93	39%
2014	54	37	9	100	39%
2015	79	43	11	133	48%

545 40%

Completed					
Female	Year 1	Year 2	Year 3	Total	%
2011		103		103	37%
2012	8	34	42	84	35%
2013	13	28	33	74	35%
2014	47	37	9	93	38%
2015	79	43	11	133	48%

487 39%

<sup>20</sup> The 174 Graduates for 2015 are an estimate, as the academic year has not yet ended.

<sup>21</sup> Enrolments and Graduations have not been disaggregated by year of study (Year 1, Year 2, and Year 3) for all 2011 students at KIT.

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## ANNEX 7: REFERENCES

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- vii. Pacific Agreement on Closer Economic Relations (PACER) Plus
- viii. Pacific Island Countries Trade Agreement (PICTA)
- ix. DFAT M&E Standards (June 2014)

### *Government of Kiribati Documents*

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- ii. MLHRD Strategic Plan 2010-2012
- iii. MLHRD Strategic Plan 2012-2015
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- v. Draft Kiribati TVET Strategy 2013-2016
- vi. MLHRD Gender Access & Equity Policy and Implementation Plan 2013-2015
- vii. Migration with Dignity Policy; Office of the President; 2012

### *Partnership Documents*

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### *MTC Documents*

- i. Cost Benefit Analysis and Economic Impact Analysis of the Kiribati Marine Training Centre – Draft Final, Nimmo-Bell & Market Economics, April 2013

### *TVETSSP Documents*

#### **Phase I**

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- ii. TVETSSP – Program Implementation Plan (March 2011)
- iii. Scope of Services TVETSSP Phase I
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- v. TVETSSP Six monthly report: Jan-May 2011
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- viii. TVETSSP M&E Mission Report (2012)
- ix. A Modern Apprenticeship System for the Future in Kiribati discussion paper (2012)

#### **Phase II**

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- ix. TVETSSP Phase II 6 monthly report: Jan -June 2013
- x. TVETSSP Phase II 6 monthly report: July-Dec 2013
- xi. TVETSSP Phase II 6 monthly report: Jan – June 2014
- xii. TVETSSP Phase II 6 monthly report: May-Oct 2014
- xiii. TVETSSP Phase II 6 monthly report: Oct 2014-March 2015
- xiv. ERF Review of the TVETSSP 6 monthly Progress report (Oct 2014)
- xv. 2013 Annual Performance Assessment (July 2013)

- xvi. Training Delivery Agreement; TAFE SA and Kiribati Institute of Technology; May 2012
- xvii. Gender Access and Equity Policy and Implementation Plan; 2013-2016; MLHRD; March 2013

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- i. KIT Student Statistics by course and gender (Enrolments, completions and withdrawal) for 2011 - 2015
- ii. KIT Student Statistics for APTC Pathway student (Automotive and Construction)
- iii. KIT Learner Feedback Summary Report (Term 1, 2015)
- iv. KIT Public Service Short Courses and Customised Short Course composite data (2012 – 2015)
- v. KIT Proposed 2016 Budget

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<sup>22</sup> All data provided by TVETSSP is assumed to be correct, noting that triangulation of data was through routine data reporting or against alternative data sources was not possible.