

Kiribati TVET Sector Strengthening Program – Phase I

AidWorks Initiative Number INJ197

FINAL  
ANNUAL PERFORMANCE ASSESSMENT, 2011

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## Aid Activity Summary

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## Author's Details

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## Disclaimer

The views expressed in this report are those of the APA team and do not necessarily reflect the views of AusAID or the Government of Kiribati.

## Contents

<b>1</b>	<b>INTRODUCTION</b>	<b>2</b>
<b>2</b>	<b>ASSESSMENT FINDINGS</b>	<b>3</b>
<b>3</b>	<b>PROGRAM QUALITY</b>	<b>10</b>
<b>4</b>	<b>QUALITY CRITERIA RATINGS</b>	<b>20</b>
<b>5</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b>	<b>22</b>
	<b>ANNEX A: TOR FOR THE KIRIBATI TVETSSP - ANNUAL PERFORMANCE ASSESSMENT, 2011</b>	<b>25</b>
	<b>ANNEX B: PEOPLE AND ORGANISATIONS CONSULTED</b>	<b>36</b>
	<b>ANNEX C: ADDITIONAL DOCUMENTS CONSULTED DURING ASSESSMENT</b>	<b>37</b>
	<b>ANNEX D: PROGRESS IN DELIVERY OF COMPONENT 1 OUTPUTS</b>	<b>38</b>
	<b>ANNEX E: PROGRESS IN DELIVERY OF COMPONENT 2 OUTPUTS</b>	<b>39</b>

## Acronyms and Abbreviations

ADB	Asian Development Bank
APA	Annual Performance Assessment
APTC	Australia-Pacific Technical College
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
CSWE	Certificate in Spoken and Written English
FTC	Fisheries Training Centre
GoA	Government of Australia
GoK	Government of Kiribati
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunity Deficiency Syndrome
ILO	International Labour Organisation
IELTS	International English Language Test System
IPR	Independent Progress Review
ISLPR	International Second Language Proficiency Rating
KANGO	Kiribati Association for Non Government Organisations
KDP	Kiribati Development Plan
KIT	Kiribati Institute of Technology
LTA	Long Term Adviser
M&E	Monitoring and Evaluation
MC	Managing Contractor
MLHRD	Ministry of Labour and Human Resource Development
MFED	Ministry of Finance and Economic Development
MOE	Ministry of Education
MOP	Ministry Operational Plan
MPWD	Ministry of Public Works and Utilities'
MTC	Marine Training Centre
NEPO	National Economic Planning Office
NZAP	New Zealand Aid Programme
PAF	Performance and Assessment Framework
Partnership	Australia-Kiribati Partnership for Development
PESDA	Pacific Education and Skills Development Agenda
POC	Program Oversight Committee
PSO	Public Service Office
PUB	Public Utility Bureau
PVU	Public Vehicles Unit
RTO	Registered Training Organisation
QAE	Quality at Entry
SMT	Senior Management Team
STA	Short Term Adviser
TAA	Training and Assessment
TAFE	Technical and Further Education
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
TVETSSP	TVET Sector Strengthening Program

# Kiribati TVET Sector Strengthening Program

## Draft Annual Performance Assessment, 2011

### Executive Summary

The long-term vision of the Kiribati Technical and Vocational Education and Training Sector Strengthening Program (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 TVETSSP envisages a program of assistance for up to fifteen years. Phase I commenced in January 2011 and will end on 30 June 2012, followed by a four-year Phase II. The TVETSSP is delivered through the Government of Kiribati (GoK) Ministry of Labour and Human Resource Development (MLHRD), with program implementation supported by a Managing Contractor (MC), selected through open tender.

The TVETSSP design specified that, for mutual accountability, an Annual Performance Assessment (APA) will assess program performance and effectiveness. The assessment for 2011 was undertaken by a four-person team in February/March 2012. This report presents the key findings from the assessment and recommends changes to strengthen its performance over the final months of Phase I. This APA will also be used by AusAID to inform their assessment of the TVETSSP MC's performance and their appraisal of the proposed Phase II Delivery Plan, prepared by the MLHRD/TVETSSP.

The TVETSSP is intended to contribute to three sector result areas: youth participation, workplace productivity and overseas employment opportunities. The sector result for youth participation has been partially achieved. Whilst the total number of full-time students at the Kiribati Institute of Technology (KIT) has not yet significantly increased, the proportion of youth (students aged 16-24) at KIT increased to 81% of the full-time course intake in 2012 (compared to 70% in 2011). The sector results for workplace productivity and overseas employment were not expected to be achieved at this stage of the program, as there is at least twelve or more months lag between the introduction of teaching and learning improvements and student graduation.

With the TVETSSP's capacity development activities for Ministry staff, and the drafting of key policies and strategies to reform the TVET sector in Kiribati, the program is progressing slowly, but overall satisfactorily, toward achievement of the Component 1 outcome *"MLHRD has increased organisational capacity to provide policy, planning, coordination, and oversight services to the TVET sector, consistent with its mandated functions and budget"*. Satisfactory progress has been made in 2011 towards achieving some of the Phase I Component 1 outputs, however there have been delays in GoK considering and endorsing the policy framework and strategy for the TVET sector that have been drafted under the program in 2011. Slow progress has also been made with respect to improving TVET sector management information systems and advisory mechanisms. With appropriate focus by the GoK/TVETSSP, it is anticipated that all of the Component 1 outputs will be delivered by the end of Phase I.

The program has had mixed results to date with respect to the Component 2 program outcome of *"the quality, quantity, scope and equity of training delivery by Kiribati Institute of Technology are increased measurably"*. Significant progress has been made in 2011 towards achievement of the Phase I Component 2 (KIT Training Delivery) outputs with respect to improvements to the training and English language competence of KIT trainers and support staff, the facilities and equipment, the transition to competency-based training and the efficiency and effectiveness of KIT management and administration. With appropriate focus by the GoK/TVETSSP, it is anticipated that these Component 1 outputs will be delivered by the end of Phase I. However, it is not expected that Outputs 2.4 and 2.5, for increased quantity, scope and equity of enrolments in full-time and short courses, will be delivered by the end of Phase I. This will need to be redressed as early as possible in Phase II.

Key activities detailed in the program design that are not expected to be fully implemented by the end of Phase I include the: incentive scheme for achieving sector results; the passing of legislation supporting the TVET sector; the vocational preparatory and scholarships programs for outer island students; and the establishment of two additional qualifications to increase enrolment numbers in full-time demand driven training courses.

The APA found that with further work over January-June 2012, the following TVETSSP performance targets are likely to be met by the end of Phase 1: implementation of a fully costed TVET Strategy by MLHRD commenced; apprenticeship and trade testing system changes approved; external advisory structures and processes strengthened; MLHRD providing leadership to, and overseeing the performance of, TVETSSP implementation; adjustment of KIT course profile to reflect employer and student demand underway; 20% of KIT lecturers having international Certificate III qualifications

# **Kiribati TVET Sector Strengthening Program**

## **Draft Annual Performance Assessment, 2011**

in their teaching field; KIT trainers proficient in English at IELTS score 5; increased productivity in KIT; KIT implementing an Asset Management Plan; and KIT meeting minimum Occupation, Safety and Health standards.

Significantly however, the program is not likely to achieve the following Phase I targets:

- Two new full-time Australian standard courses commenced at KIT;
- Full-time enrolments at KIT increased by at least 120 students, at least 40% of which are female enrolments; and
- Increased KIT fee-for-service revenue.

The Phase I target for an additional 120 enrolments at KIT was predicated on maximum class size enrolments and the introduction of two additional courses. However the achievement of this target was significantly disrupted by the loss of some KIT classrooms during a fire in 2010 and as only one additional full-time qualification will be introduced in Phase I. Whilst there was an increased enrolment in 2011, with 315 full-time students enrolled (compared to the estimated 2010 baseline of 205 students), only 239 full-time students enrolled in 2012 because the business fast track course option was not offered. There was also no change to the traditional gender balance of enrolment at KIT. In 2011, 65% of the students in the full time courses were male, with an even higher proportion (89%) in the trade courses. There has also been little improvement in social equity of access to KIT, as the program's vocational preparation and scholarship schemes for outer island youth have not yet been implemented.

The APA found that the program is highly relevant to Kiribati's development needs. It is a key activity of the Workforce Skills Development component of the Australia Kiribati Partnership for Development. The program is also expected to remain highly relevant to the Kiribati Development Plan (KDP) 2012-2015 and the MLHRD Strategic Plan 2012-2015. The APA found that the program is performing satisfactorily in the quality areas of effectiveness, efficiency, sustainability and analysis and learning. Program performance was however considered as being less than satisfactory in the areas of gender and monitoring and evaluation. There has also been variable application of the TVETSSP's enabling themes. The program is using GoK systems to the extent practicable at this stage. The MLHRD is highly engaged in and committed to the achievement of TVETSSP outcomes. The GoK has approved significant TVET sector reforms, including the adoption of Australian competency standards at KIT and its establishment as an English language institution. However, GoK leadership of the program has in this first year been less than optimal due to the low base of TVET sector knowledge and experience of Ministry staff; at times the lack of availability of senior MLHRD/GoK leaders for policy setting and decision-making; and ineffective program governance and TVET advisory mechanisms. Improvements to the quality of GoK engagement in the program will be necessary to ensure sustained sectoral reform in the long-term.

Based on the APA's findings of progress to date, to ensure that TVETSSP outcomes are maximised, it is recommended that over the remaining period of Phase I, the MLHRD/program team:

- a. Finalise the MLHRD Strategic Plan 2012-2015 and TVET policy and strategy; and endorsement of other key policies on revenue retention, apprenticeships and trade testing, and labour mobility (Outputs 1.1, 1.2, 1.5 and 1.6);
- b. Complete the KIT MIS, ensuring KIT staff, student and other performance data is being regularly provided to MLHRD/TVET stakeholders to inform TVET sector management; and undertaking regular M&E activities (utilising a STA M&E if required) (Output 1.3);
- c. Improve the effectiveness of the TVET sector advisory mechanisms and of the Program Oversight Committee in providing governance, strategic direction and oversight to the program (Output 1.4);
- d. Implement strategies to improve female, youth and outer island access to KIT in Phase II;
- e. Finalise a focused, relevant, achievable and sustainable Phase II Delivery Plan including an evidence-based employment focused course profile (and associated staffing resources and student numbers) for 2013-2016;
- f. Finalise the design for KIT infrastructure developments, following an agreed scoping and sustainability review;
- g. Improve whole-of-government ownership, leadership and engagement with the program (consideration could be given to employment of an I-Kiribati Relationships Manager, if appropriate, at some time in the future);
- h. Implement an effective communication plan to foster political and community support for the program and for KIT;
- i. Finalise a value for money auspicing agreement with an Australian RTO;
- j. Strengthen engagement with leading employers, particularly in the private sector; and
- k. Improve TVET sector development coordination through the formation of a HRD subcommittee under the GoK Development Partnership Forum.

# Kiribati TVET Sector Strengthening Program

## Draft Annual Performance Assessment, 2011

### Assessment Criteria Ratings

Assessment Criteria	Rating (1-6)	Explanation
Relevance	5	The TVETSSP is highly relevant to Kiribati's development needs. It aligns with the Kiribati Development Plan and the MHLRD's Strategic Plan 2008-2011 and is a key implementing strategy to the Partnership's Workforce Skills Development component. It is expected to continue to align strongly with the 2012-2015 KDP and MLHRD Strategic Plan.
Effectiveness	4	The GoK and GoA stakeholders consulted were satisfied overall with the effectiveness and pace of reform under the program. With notable exceptions (the increasing of student numbers, particularly of females, and the introduction of two additional courses), the program is on track to achieve the majority of its Phase I outputs and targets.
Efficiency	5	Solid progress in program delivery within the available 2011 budget indicates the largely efficient use of the resources.
Sustainability	4	There are sustainable changes at KIT in the areas of facility improvement, curriculum and teaching and learning materials, but it is too early to assess whether improvements to staff performance are institutionalised. Sustainability of capacity development is at risk due to the small staff numbers. Policy and strategy development is in an early stage of consultation and not able to be assessed for sustainability.
Gender Equality	3	Despite historic enrolment imbalances, (only 11% of students in the KIT full-time trade courses are female), there has been insufficient priority to gender equality of access in 2011.
Monitoring & Evaluation	3	Systematic data collection and utilisation and the monitoring of progress against the PAF were limited in 2011. The program has placed insufficient emphasis on the collection and utilisation of baseline and program performance information.
Analysis & Learning	4	The program is contextually relevant, based on a sound analysis during its design. It was developed after extensive engagement with key sectoral stakeholders within Kiribati. A continuous learning and improvement approach has been introduced at KIT.

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

# Kiribati TVET Sector Strengthening Program

## Draft Annual Performance Assessment, 2011

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## 1 Introduction

### 1.1 Assessment Background

Australia's engagement in workforce development in Kiribati is informed by the Australia-Kiribati Partnership for Development (the Partnership). Workforce Skills Development is one of three Priority Outcomes of the Partnership. It outlines commitments to provide opportunities for people to develop workforce skills in areas of skill demand, and sets targets to increase participation in, and completion of, post-secondary courses (including English language programs). Consistent with the Australian aid program's focus on enhanced effectiveness, the Partnership has a strong results orientation, including for more young people to gain valued professional, technical or vocational qualifications in areas of labour market demand. Reflecting this, the long-term vision of the Kiribati Technical and Vocational Education and Training Sector Strengthening Program (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 TVETSSP components focus on TVET sector policy, planning and oversight and Kiribati Institute of Technology (KIT) Training Delivery.

The TVETSSP's Program Design Document<sup>1</sup> provides a conceptual framework for a long-term program of assistance, and a plan for the first 5.5 years, structured in two phases. The program commenced in January 2011, with Phase I to end in June 2012. The Program is delivered through the Kiribati Ministry of Labour and Human Resource Development (MLHRD) with program implementation supported by a MC selected through an open tender procurement method.

### 1.2 Assessment Objectives and Questions

The TVETSSP design specified that an Annual Performance Assessment (APA) will assess TVETSSP performance and the effectiveness of the aid investment. The Terms of Reference (TOR) for the assessment of the first year of program implementation is provided in Annex A. The Annual Performance Assessment for 2011 has the objectives to:

- assess the performance and effectiveness of the Kiribati TVETSSP to date, and to recommend changes to strengthen its performance over the final months of Phase I; and
- contribute to aspects of an assessment of the effectiveness and efficiency of the Managing Contractor's processes and to assess its performance in delivering against its contract with AusAID.

An evaluation plan for the 2011 assessment was developed in consultation with AusAID Kiribati. The key evaluation questions were based around AusAID's standard questions for assessing eight quality criteria: relevance, effectiveness, efficiency, impact and sustainability as well as monitoring and evaluation, gender equality and analysis and learning. Additional evaluation questions were included to assess the program's enabling themes of mutual accountability, working within Government of Kiribati (GoK) systems, organisational capacity development, gender equality and social equity and HIV/AIDs mainstreaming. A range of TVETSSP specific questions were also included as suggested by AusAID Tarawa in the TOR and by the team leader in response to the background reading.

### 1.3 APA Scope and Methods

The methodology included a document review and analysis, in-country stakeholder consultations and presentation of an Aide Memoire to stakeholders. In-Kiribati consultations took place between 22-29 February 2012, including site visits to MLHRD and KIT. Key stakeholders consulted (as listed in Annex B) included the MLHRD Secretary and Senior Management Team (SMT); Secretaries of other key GoK agencies (Finance and Economic Planning, Public Service Office (PSO) and Education); KIT staff and students; representatives of the other TVET institutions under the MLHRD –

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<sup>1</sup> Kiribati TVET Sector Strengthening Program Design Document, January 2010.



the Marine Training Centre (MTC) and Fisheries Training Centre (FTC); TVETSSP program staff and representatives from the Managing Contractor and from the New Zealand Aid Programme (NZAP).

Unfortunately private and civil society sectors representatives were unable to attend meetings with the assessment team. Time constraints due to an unavoidable delayed arrival in Kiribati meant that these meetings were not able to be re-scheduled. Although there is limited consideration of input from a key stakeholder group, it is not considered that this has significantly affected the 2011 findings. It will, however, be essential to include this stakeholder group in the next APA in order to be able to assess the effectiveness of the revised workplace attachments, the relevance of the revised KIT profile and the productivity of KIT graduates.

The assessment team did not have the time and resources to duplicate the collection of program performance data, which is the responsibility of the Managing Contractor. The APA team's assessment was therefore largely based on critical analysis of the data student, staff and other provided by the MC. Data provided by the MC included their detailed written self-assessment of achievement of program outputs to May 2011 (in the TVETSSP Six-Monthly Report), and a summary self-assessment to November 2011 (in the Draft Kiribati TVETSSP Phase II Delivery Plan). The validity of these statements has not been tested by AusAID Kiribati or the Program Oversight Committee (POC). The assessment was also able to verify implementation of the majority of activities and delivery of outputs through consultation with stakeholders. Whilst the assessment reviewed many of key program outputs, it did not have sufficient time to verify or assess the relevance/quality of them all.

An Aide Memoire describing preliminary assessment findings and recommendations was presented to stakeholders on 29 February 2012. This gave an opportunity for the team to verify key facts and assumptions and the feasibility of initial recommendations in the Kiribati context. Owing to a scheduling clash with an Asian Development Bank (ADB) workshop, only representatives from the MHLRD, Ministry of Education and the Public Service Office attended the meeting. There were no significant concerns raised by the stakeholders with regard to the key assumptions and recommendations. This draft APA report will be finalised after an AusAID coordinated review, including by AusAID Kiribati and the Program Oversight Committee, of its compliance with the Terms of Reference and technical quality of the report and content.

#### **1.4 APA Team**

The assessment was undertaken by a four-person team of female and male Australian and i-Kiribati assessors<sup>2</sup>. The team had a balanced range of skills, knowledge and experience of the TVET sector in Kiribati and the Pacific; the development agenda in Kiribati/Pacific; the Australian aid program; development program design, management and review; and of cross-cutting issues. The team members were selected on the basis that they have excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with key national stakeholders and an ability to provide timely delivery of high-quality written reports.

## **2 Assessment Findings**

### **2.1 Component 1 (TVET sector policy, planning and oversight) Outputs**

Satisfactory progress has been made in 2011 towards achievement of all the Component 1 outputs as indicated in the table below. There have however been delays in GoK approval of draft policies and strategies, and slow progress has been made with respect to improving TVET sector management information systems and advisory mechanisms. The table below indicates the key activities that need to be undertaken so that the outputs will be delivered by the end of Phase I.

<b>Output</b>	<b>Primary evidence of progress against output during 2011</b>	<b>Key activities required so output delivered by June 2012</b>
1.1 Policy framework and strategy for the TVET sector established and implementation started	TVET Policy Concept paper, TVET Sector Framework, fee-for-service policy and revenue retention policy drafted.	GoK to consider and approve draft policies and strategies.
1.2 Apprenticeship and trade	Paper on modernisation of	GoK to consider and approve draft

<sup>2</sup> The 2011 APA team are: Ceri Bryant - independent team leader; Akka Rimon - Government of Kiribati (Senior Assistant Secretary, MLHRD); Mark Sayers – TVET Specialist/AusAID Canberra (Senior Policy Officer); Sainiana Rokovucago - AusAID Tarawa (Senior Program Manager).

testing systems modernised to align with the TVET strategy	apprenticeship & trade testing systems drafted	policies and strategies.
1.3 MLHRD receiving and analysing performance information from its TVET institutions	Changes proposed to the TVET sector institutional and Ministry Divisional reporting requirements.  <i>However KIT MIS and routine institution/division reporting not yet established.</i>	MLHRD to consider and approve changes to sector reporting; Program to develop KIT MIS; Program to establish systems and processes for TVET sector data (KIT, FTC and MTC) to be routinely reported to MLHRD; MLHRD to utilise data in national reporting, sector M&E etc.
1.4 TVET advisory mechanisms strengthened	POC established.  <i>However the POC is not providing effective guidance to TVETSSP and there is still fragmentation/duplication of various TVET advisory mechanisms.</i>	MLHRD to further consider functions and membership of TVET advisory committees to improve their effectiveness.  This is likely to require revision to the terms of reference of the POC and other committees.
1.5 Labour mobility strategies for TVET sector identified and approved	Labour mobility strategy drafted	GoK to consider and approve draft strategy.
1.6 MLHRD Strategic Plan 2012-2015 completed and includes measurable targets, performance indicators and budget projections	MLHRD Strategic Plan 2012-2015 drafted.	Program/MLHRD to update draft after further consultation with the Ministry SMT; based on feedback on the Plan during the AusAID appraisal of the draft Phase II Delivery Plan; and in line with the KDP 2012-2015.

Annex D (based on information provided by the MC, and verified to the extent possible) lists in more detail the progress status for each of the outputs.

## 2.2 Component 2 (KIT Training Delivery) Outputs

Satisfactory progress has been made in 2011 towards achievement of the Component 2 outputs as indicated in the table below. The table also indicates the key activities that need to be undertaken so that the outputs are delivered by the end of Phase I. Even with implementation of these activities, it is not expected that Outputs 2.4 and 2.5, for increased enrolments in full-time and short courses, will be delivered by the end of Phase I.

Outputs	Primary evidence of progress against output during 2011	Key activities required so output delivered by June 2012
2.1 The competence of KIT trainers and support staff members is improved	Gap training commenced by LTA/STA. Professional development plans for administration staff implemented. All lecturers and non-teaching staff baseline tested for English language competence and provided with English language training and ICT skills. All English lecturers provided with Certificate IV in Teaching of English as a Second Language training. Professional development conducted for all lecturers one day a week.	The program to continue to provide: <ul style="list-style-type: none"> <li>- technical gap training so all KIT lecturers have the required qualifications to train and assess to AQTF standards;</li> <li>- training so all staff meet the target English language competence levels;</li> <li>- Certificate IV in Training and Assessment to all KIT lecturers.</li> </ul>
2.2 KIT facilities and equipment upgraded	Some refurbishments completed after KIT fire. New toilet block completed. KIT master plan drafted. New furniture and equipment procured	Program to complete refurbishment of fire damaged classrooms. Program to design and implement KIT MIS and upgrade internet connectivity. GoK/MKHLD to endorse KIT Master Plan with design and specification

Outputs	Primary evidence of progress against output during 2011	Key activities required so output delivered by June 2012
	including new computer lab. Specialised equipment to enable competency based training and assessment procured. KIT internet connectivity upgraded.	completed for most of the new KIT buildings.
2.3 Transition to competency-based training that meets international standards, including in English language, is underway	The six full-time KIT courses updated to be Australian TVET competency based.  KIT established as an English language institution. English language training provided through the Australian Certificate in Spoken and Written English	The program to: - review the six TVET competency based courses with key stakeholders; - prepare for introduction of additional TVET competency based courses (Certificate IV Business in July 2012 and for a second additional course later in 2012).
2.4 Additional enrolments of young men and women in existing and new TVET courses in demand	286 full time enrolments in 2011 compared to 205 full time enrolments in 2010.  Thirty students in three trade certificates sponsored.	<b>This output is not expected to be substantively achieved.</b> Only 239 students were enrolled in 2012 and additional full-time courses are not expected to commence at KIT before mid 2012. The proportion of female enrolments declined in Semester 1, 2012.  To increase full-time enrolments in Phase II, the program should prepare for GoK endorsement a proposal for a Vocational Preparation and scholarship scheme for Outer Island students (as scheduled to commence in Phase I).
2.5 Additional enrolments in short courses, including English for Specific Purposes, to meet employer and young job seeker demand	The majority of short-courses offered by KIT were suspended in 2011, due to shortage of classroom space and prioritisation of other activities.  Planning for the establishment of a KIT Centre for Workforce and Training commenced	<b>This output is not expected to be achieved.</b> Some customised short courses will however be delivered to Ministry of Finance and Economic Development staff (on a fee for service basis) and some to support seasonal workers, youth offenders and community volunteers.  To increase short-course enrolments in Phase II, GoK to endorse the establishment of KIT Centre for Workforce and Training and a program to prepare for delivery of demand-driven short-courses for second half of 2012.
2.6 The efficiency and effectiveness of KIT management and administration increased	KIT governance and management framework established. A range of KIT policies drafted and implemented to begin compliance with the AQTF. Organisational restructure completed. Systems introduced to improve administrative and training staff productivity <sup>3</sup> .	Program to: - continue staff training; - establish the KIT MIS; - complete course profile and associated staff and student planning for Phase II; - implement policies to meet AQTF compliance; - establish a KIT student association; and - enhance activities focused on AusAID cross cutting policy areas, particularly gender equity.

Annex E (based on information provided by the MC, and verified to the extent possible) lists in more detail the progress status of delivery of the planned Phase I outputs.

<sup>3</sup> All trainers now training 18 hours per week compared to 2010 when some trainers taught for 9 hours.

### 2.3 Phase I Sector Results and Targets

The TVETSSP is expected to contribute to three sector result areas over Phase I and II:

- youth participation - increased proportion of women and men aged 16-24 years completing TVET courses that lead to work or further study;
- productivity improvements - increased public and private sector productivity that can be attributed to TVET skills; and
- overseas employment opportunities - increased number of I-Kiribati men and women with recognised TVET qualifications accessing employment opportunities abroad.

Youth participation (students aged 16-24 years) at KIT has improved since 2011, with youth comprising 70% of the intake for full-time courses in 2011, rising to 81% in 2012<sup>4</sup>.

The Phase I target was for an additional 120 full-time enrolments over the 2010 baseline, based on maximum class sizes and the introduction of two additional courses. Whilst there was an increased enrolment of 286 full-time students in 2011 (compared to 205 in 2010<sup>5</sup>), the number of full-time students decreased to 239 in 2012. KIT advises that this was because the business fast track course was not offered in 2012, pending its replacement. Total full time enrolments for 2012 are, however, expected to remain similar to 2011 with the introduction of an additional course in 2012. It is noted that the class intake for the three trade courses (Automotive Mechanical, Electro-technology and Carpentry/Construction) increased from 68 new students in 2011 to 76 new students in 2012, although still below a maximum intake of 90 students. There is still a sizeable dropout rate. Of the 196 students enrolled in the trade courses at the start of 2011, only 78% remained at the end of the year (baseline comparison data was not available). Strategies to improve student retention and completion should be implemented by KIT.

Although the Phase I target is for the introduction of two additional courses, only one additional full-time qualification (Certificate IV in Accounting) is planned to be introduced in semester 1 2012, although a new Certificate II Business intake will be introduced from July 2012. To some extent, the delay in introducing additional courses was due to the reduction in classroom space that resulted from the 2010 fire at KIT. The target of additional enrolments, at least 40% of which are female was not met in Year 1. In 2011, 65% of the students in the full time courses were male, with an even higher proportion (89%) in trade courses. The 2012 gender balance in full time courses has moved to a higher percentage (68%) of male students because of the lower intake in non-trade courses. KIT advises that the gender ratio is expected to return to at least the 2011 figures with the introduction of more accounting and business courses. Data on the number of students with a disability enrolled in full-time courses, and the percentage of Form 4 and 5 school leavers enrolled in full-time courses should be included in the updated Performance Assessment Framework (PAF).

In 2011, there were 184 part-time students enrolled in short-courses, which decreased to 24 students when the short-courses were suspended in the second half of 2011. KIT ceased offering these courses due to lack of accommodation and to enable the review of the range and content of the offerings. This decrease in enrolments reduced the amount of KIT fee for service revenue in 2011 and 2012. A comprehensive short course program is expected to begin in the second half of 2012. KIT will also deliver some customised fee-for-service short courses for client organizations in 2012.

Given the lead-time between introducing improvements to KIT teaching and learning and the graduation of students after twelve or more months of the updated training, the sector results of improvements to employer productivity or to overseas employment are not expected in this first year of the program. The first tracer survey of graduate training outcomes will be undertaken in June 2012, six months after the graduation of the first year of students under the program. Employers will also be surveyed with respect to graduate contribution to employer productivity.

Table 1 summarises the activities undertaken in 2011 towards achievement of the Phase I result targets. At this stage, given current progress and planned January-June 2012 activities, the majority of the Phase I targets are likely to be met, with the notable exception of the targets relating to increasing the number of enrolments, the proportion of female enrolments and fee for service revenue. Achievement of these targets will in many cases require the focus of the MLHRD to finalise its recommendations to Cabinet, and to highlight the need for their timely consideration. Through its

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<sup>4</sup> The analysis in this section is based on summary student data provided by KIT during the field visit. Some of this data is inconsistent with that provided for the Partnership talks where a figure of 185 students enrolled in 2010 was provided. Other figures provided by KIT indicate 315 full-time enrolments in 2011.

<sup>5</sup> This data is not able to be verified due to the loss of the KIT database in the 2010 fire of the administration block.

high-level consultations, AusAID Kiribati may also be able to support advocacy for Cabinet endorsement of the TVET sector reforms.

**Table 1: Likely Achievement of Phase I Targets**

Phase I Targets	MC Statement of Progress as at December 2011	Annual Performance Assessment as to whether the program is on track to achieve the target by the end of Phase I
1. Fully costed TVET Strategy approved, reflected in the Kiribati Development Plan (KDP) and implementation by MLHRD commenced.	The MLHRD strategic plan has been prepared by the SMT in consultation with the NEPO and TVETSSP Advisors. The MOP is consistent with the strategic plan. The MLHRD Strategic Plan 2012-2015 identifies the four pillar positions in the MLHRD, which will drive, manage and support the TVET sector in Kiribati.	<i>A target of alignment between the KDP and the TVET strategy is likely to be achieved.</i>  Subject to further work by the GoK and the program team, the TVET Strategy (as will be included in the MLHRD Strategic Plan) is expected to be aligned with the KDP. This will require the Strategic Plan to be finalised, owned by the MLHRD, and adjusted if necessary to reflect the 2012-2015 KDP. The plan will need to be fully costed, realistic and sustainable within GoK resources and to adequately address access and gender issues.
2. Apprenticeship and trade testing system, reviewed, and changes to improve its quality, efficiency and equity approved by Cabinet.	Australian competency-based curricula have been introduced in sub-trade courses and assessment follows Australian standards and the AQTF requirements.	<i>This target is likely to be achieved.</i>  A sound proposal has been developed for integrating the "apprenticeship system" within the regular KIT trade certificate training and structured work attachments.  This proposal needs to be endorsed by the MLHRD and submitted to Cabinet (or other relevant authority as appropriate).
3. External advisory structures and processes reviewed and strengthened.	A preliminary and one other POC meeting have been held, but there was insufficient stakeholder support for resulting advice to be meaningful. There is little support for additional external advisory arrangements within the public service.	Subject to further work by the GoK and the program team, <i>this target is likely to be achieved.</i>  The efforts to strengthen the advisory structures have not yet been fully successful. A review should be undertaken of the membership and terms of reference of the various TVET sector advisory committees to remove duplication and to reflect the changes that have already occurred, or are underway in the sector.  There is also a need to ensure that a functioning Program Oversight Committee provides the necessary high-level governance, strategic direction and review mechanisms. This is likely to require review of its membership and TOR.
4. MLHRD SMT providing leadership to and overseeing the performance of TVETSSP implementation.	The MLHRD SMT is participating routinely in capacity building and planning activities. In 2011 the SMT participated in workshops covering TVET systems, structures, quality standards and budgets. In February 2012, 65% of MLHRD personnel (SMT and support staff) commenced the	Subject to further work by the GoK and the program team, <i>this target is likely to be achieved.</i>  The program has provided formal and informal capacity development to the Ministry. This has significantly increased staff understanding of the requirements of managing a modern TVET

Phase I Targets	MC Statement of Progress as at December 2011	Annual Performance Assessment as to whether the program is on track to achieve the target by the end of Phase I
	<p>Australian PSP40104 Certificate IV in Government.</p> <p>Institutional support and capacity of MLHRD SMT and personnel to lead, manage and monitor is increasing but further support from MFED and GoK is required.</p> <p>A revised organisational structure has been proposed and functional job descriptions prepared. The revised structure acknowledges the four pillars needed to sustain and grow a TVET system in Kiribati.</p>	<p>sector and how the TVETSSP will support this. A structured study tour to Australia in March 2012 will further increase this understanding and should be used to facilitate a common vision for a staged approach to developing a relevant TVET sector.</p> <p>GoK stakeholders have expressed the view that, in part due to initial lack of expertise and knowledge of the sector, Ministry staff are not yet leading and managing the sectoral reform process. They have also expressed concern that some of the draft policies and strategies are not sustainable within the Kiribati context.</p> <p>Further work needs to be undertaken in the first half of 2012 to ensure that the MLHRD SMT have the capacity and are empowered to provide leadership to and oversight of the TVET sector and performance of TVETSSP implementation.</p>
5. Funding provided through GoK Development Budget, GoK Recurrent Budget and TVETSSP for an additional 120 enrolments at KIT in Phase 1, at least 40% of which are female enrolments.	The MC's approach for Phase I target has been to focus on building the quality of new courses, based on Australian Training Packages, at KIT and not increasing enrolments. New course introductions are planned for Phase II.	<p><i>This target will not be achieved.</i></p> <p>An additional two full-time courses that were proposed in the program design to increase enrolment numbers have not yet been introduced. This is in part due to the reduced classroom space resulting from the 2010 fire at KIT. No additional GoK funding was available for increasing student numbers. There has however been a small increase in enrolment in the existing full-time courses. The target increase in the proportion of female enrolments has not occurred</p>
6. Adjustment of KIT course profile to reflect employer and student demand underway.	Course advisory committees, made up of internal and external stakeholders, are being established to provide advice of future course directions.	<p>Subject to further work by the GoK and the program team, <i>this target is likely to be achieved.</i></p> <p>The draft Phase II Delivery Plan needs to be updated with details of the proposed full-time course profile for 2013-2016. The justification for existing and new courses needs to be evidence-based. In the absence of existing rigorous labour market analysis, alternative mechanisms such as course advisory committees which facilitate structured consultation with key public and private sector employers to obtain advice on the current labour market and demand driven training for employment outcomes are a practicable alternative.</p>
7. Two new full-time Australian standard courses commenced at KIT.	Six updated full time courses drawn from Australian training packages were introduced in 2011. There were two courses updated in business, a 12 month long course and a six month	<p><i>This target will not be achieved.</i></p> <p>See response to target 5 above.</p>

Phase I Targets	MC Statement of Progress as at December 2011	Annual Performance Assessment as to whether the program is on track to achieve the target by the end of Phase I
	intensive course.	
8. Full-time enrolments at KIT increased by at least 120 students, at least 40% of which are female enrolments.	No new full time intake.  Short course enrolments since last report total 139, more than 60% female.	<i>The target for full-time enrolments will not be achieved.</i>  See response to target 5 above.
9. 20% of KIT lecturers have international Certificate III qualifications in their teaching field.	Achieved.	<i>Achieved.</i>  The Phase II target should be amended to reflect the 2012 baseline.
10. All KIT trainers proficient in English at IELTS score 5 or equivalent.	In March 2011, 20 of the 21 KIT trainers tested at ISLPR 2 or above (approximated to IELTS 5).	<i>This target will be substantively achieved<sup>6</sup>.</i>  A 100% target was unrealistic given the unknown level of English language proficiency of the trainers at the time of the design and the intake of new trainers during Phase I.
11. Increased productivity in KIT.	KIT governance and management framework to be further refined and matured; I-Kiribati counterparts will take increased leadership roles at all levels within the Institute; Comprehensive set of KIT policies to be implemented with support from a specialist STA to ensure compliance with the AQTF; Timetabling, teaching hour allocations and teaching approaches to be reviewed to maximise efficiency of lecturing staff allocations.	<i>This target will be achieved.</i>  All KIT trainers now have a minimum of 18 contact training hours, in addition to a full-day of professional development per week.
12. Increased KIT fee-for-service revenue.	KIT "Fee for Service" policy developed. Enhanced commercial approach being used for the marketing and expansion of customised short course delivery.	<i>This target is not likely to be achieved</i> , given delay in GoK approval for a revenue retention policy and the suspension of the fee for service short courses in 2011.
13. KIT implementing an Asset Management Plan.	Work has started on the asset register and STAs have also provided assistance in this.	<i>This target is highly likely to be achieved.</i>
14. KIT meets minimum Occupational Safety and Health standards	Personal protective equipment has been purchased for all trades, all lecturers trained in relevant OHS units of competency, workshops reorganised for safety, fire extinguishers purchased, small machines repaired or replaced, large machines identified for repair or replacement.	<i>This target is highly likely to be achieved.</i> In the absence of GOK OHS legislation, and because compliance with OHS standards is an important part of the AQTF (and hence any auspicings agreement) Australian standards will provide a benchmark until GoK OHS legislation is passed).

The highest risk to the program from any non-achievement of these targets are to: program relevance and sustainability if the MLHRD SMT does not provide leadership to TVETSSP implementation; and to employment outcomes if the KIT course profile is not adjusted to reflect employer demand.

<sup>6</sup> ISLPR scores have increased for both staff and students. In March 2011, 49% of the selected staff were within the 3/3+/4 range, whereas in November 2011, 64% of the staff were in that range. 26% of the staff were in the range 1 to 1.5, decreasing to 13% by November 2011. Data provided in the Partnership talks indicated a 2010 baseline of 0 of the eleven staff at IELTS level 7.

## 3 Program Quality

### 3.1 Relevance

At a policy and strategic level, the Kiribati TVETSSP is highly relevant to Kiribati's development needs. The program will contribute to three of the strategic goals set out in AusAID's *Effective Aid*<sup>7</sup> (specifically, *opportunities for all: sustainable economic development: and effective governance*). It is consistent with two of the three pillars of AusAID's investments in education<sup>8</sup> (*skills for productive lives, driving development through improved governance and service delivery*).

The program's objectives are aligned with those set out in the Kiribati Development Plan (KDP), the Kiribati-Australia Partnership for Development and AusAID's Pacific Education and Skills Development Agenda. The program strongly aligns with three key performance areas within the Kiribati Development Plan 2008-11 (*human resource development, economic growth and poverty reduction, and governance*). The KDP (2012-15) is soon to be endorsed by the GoK. The GoK National Economic and Planning Office have advised that the key priority areas of this new plan are expected to remain the same as in the previous plan. There are also strong conceptual links between the TVETSSP and the objectives of the (draft) MLHRD's Strategic Plan (2012-15), however the extent of this alignment may vary if the draft Plan undergoes significant revision prior to its endorsement.

Priority Outcome 2 of the Kiribati-Australia Partnership for Development (Workforce Skills Development) seeks to provide opportunities to develop workforce skills in areas of industry demand and to increase youth employment. The program aligns in this regard and the emphasis of the Partnership on quality, labour market relevance, employment is also reflected in the program's plans. Key strategies set out in each are similar (for example in improving management and teaching in key institutions). The program also aligns with the Pacific Education and Skills Development Agenda to the extent that both want to increase the number of young people who gain valued professional and technical and vocational skills through post-secondary training. Both also set out to connect training to work.

### 3.2 Effectiveness

The GoK and GoA stakeholders consulted during the assessment are satisfied overall with the effectiveness and pace of reform under the program. Aside from increasing student numbers, particularly of females, and the introduction of two additional courses, the program is on track to achieve the majority of its targets and deliver the majority of its outputs by the end of Phase I.

The TVETSSP's most tangible progress in 2011 has been at KIT. Progress at the KIT over the last 12 months has been impressive and highly valued by all stakeholders. Changes at KIT have included the adoption of AQTF standards and student-centred learning and improvements in staff technical and training capacity. The phased establishment of KIT as an English-only campus, along with Australian certificate based English language training has been effective in significantly improving both staff and student English language competence. Physically there are demonstrable facility improvements, the campus is neat and tidy and new training resources and personal protective equipment are in place and being used.

Importantly, morale has improved at KIT - students are happy and on-task and staff motivated, enthusiastic and engaged. Both staff and students (through the KIT Students Union established in 2011) are actively contributing to effective change<sup>9</sup>. Course satisfaction surveys were undertaken for each semester, with a high level of student satisfaction reported. Several stakeholders mentioned that KIT is now recognised as a demonstration site for good work practices (such as punctuality, attendance and OHS practices). KIT has commenced putting in place policies and procedures for good staff management, and for working systematically toward quality outcomes and continuous improvement. The APA team formed the view that many of the gains made are on their way to being institutionalised<sup>10</sup> and, consistent with strength-based approaches to institutional reform, that KIT is well-placed to extend into some more innovative ways of working in the future.

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<sup>7</sup> *An Effective Aid Program for Australia: Making a real difference – Delivering real results* (2011).

<sup>8</sup> *Promoting Opportunities for All: Education* (2011)

<sup>9</sup> A KIT student motto is "your future, your choice"

<sup>10</sup> A telling quote – When asked that if the program was to stop today whether lecturers at KIT would revert to old practices, a long-standing lecturer responded, "No, the new ways are in us. We cannot go back".



Component 1 activities at the Ministry have to date seen less tangible progress and results. Considerable effort has however been put into capacity development and the drafting of policy/strategy papers. Capacity development has been not just of senior officers but middle management and junior staff as well. It has been suggested however that informal capacity development at the Ministry would be more effective and would better support unity of purpose and function, if there was closer integration between program staff and the rest of the Ministry. Formal capacity development has been implemented through provision of the Certificate of Government to Ministry staff. As a risk minimisation strategy, this is attended by staff from all the MLHRD divisions, with likely flow on and sustainability outcomes.

Policy drafting has required longer development time to allow for context sensitive consultation with the Ministry and other stakeholders. Delays have occurred due to, at times, limited availability of key stakeholders for policy setting and decision-making. As a result, there are a number of policy documents developed through the program (particularly on TVET policy, apprenticeships and revenue retention) that are awaiting consideration and endorsement by the GoK. This lack of access to key stakeholders has also affected the quality of some of the draft policies produced. For example, some stakeholders commented that, to a significant extent owing to circumstances outside of the control on the program team, the draft MLHRD Strategic Plan 2012-2015 was not MLHRD led. As a result, although consultation did take place, some areas are still under discussion with the Ministry. The draft MLHRD Strategic Plan lacks a holistic focus across all Ministry functions and is heavily weighted towards describing the TVETSSP inputs into the Ministry's activities. With respect to the TVET sector, the plan lacks a clear direction for the development of TVET in Kiribati over the next four years. It does not sufficiently show how the specific activities are linked to a medium term view, and the role of each of the key partners, including the private sector, Ministry of Education and other development partners is not clearly identified. The draft plan is not yet fully costed, particularly as it relates to ongoing recurrent costs for proposed initiatives (such as from the proposed KIT infrastructure developments and the auspicing arrangements). The measurable targets and indicators need to be achievable and consistent with those of the KDP.

Whole-of-program advisory mechanisms have proven to be problematic and are not functioning effectively or efficiently. In Kiribati, as in other small Pacific countries, senior government and private sector leaders have many obligations and reducing the burden of their involvement in a program whilst maximising their active engagement needs to be consistently balanced. The program's efforts to strengthen effective advisory structures (including the Decent Work Committee, TVET Advisory Board, and Apprenticeships Board) with overlapping membership and purpose have not yet been fully successful. Stakeholders consulted indicated a need for the rationalisation of the composition and function of the TVET sector meetings to improve their effectiveness and reduce fragmentation and duplication.

As a consequence of lack of clarity over the roles and membership of the various TVET sector meetings, despite attempts to form an effective functioning Program Oversight Committee (POC), meetings have been infrequent and high-level attendance from other Ministries has been limited. Although the POC did provide direction to the 2012 annual and Phase 2 plans, there has overall been limited program governance and strategic input into assessing progress and direction setting for the program. The results-based incentive scheme for the MLHRD included in the PDD has not yet been implemented. This has been due to a lack of a functioning POC to drive the process, other program priorities and program team concern as to the effectiveness and impact of an incentive scheme at this time.

Difficulties in recruiting an I-Kiribati TVETSSP Communications Officer, and the time spent on the employer survey has limited the effectiveness of communication activities in 2011. Whilst a communications plan was developed in 2011, the promotion of the TVET sector activities and results through radio, as the main mode of communication, has been limited. The communication of KIT and program successes ("good news" stories) that are important to harness political and community good will and support essential for program sustainability, have been limited in 2011. The KIT website does not appear to have been updated in 2011 and whilst MLHRD has a website, its focus is on the recruitment of I-Kiribati workers, not on the TVET sector, although it does contain a link to KIT.

The effectiveness of the partnerships with other key stakeholders has been mixed. KIT and the program team have worked closely with the FTC, MTC and with the regional Australia-Pacific Technical College (APTC). The program has benefitted from the linkages formed through the APTC's delivery of the Certificate IV TAA training at KIT, through the adoption and contextualisation of policies, lessons learnt from the APTC, employment of APTC graduates on the KIT training staff and through involving KIT alumni as mentors in student and community activities. Program engagement with the MoE has been limited and should be improved. The MoE are an important partner for the program, for example for policy dialogue (such as on school-KIT pathways and any move to introduce vocational training into secondary school curriculums), for the sharing of capacity development initiatives (such as in the professional development of

teachers in the Kiribati Tertiary Educators Network) and for sharing of access to scarce native English language speaker resources.

Although KIT and program staff have met with private industry and the community sector (and they are represented on the various TVET advisory boards), outcomes from these linkages have to date been limited. Effective engagement with the private sector is a key success factor for the program. Demand-led training is essential for increasing the employability of KIT graduates. Private sector employers are also needed to support structured and relevant work for students. The private sector's ability to pay fees for customised KIT courses will generate revenue for KIT, supplement GoK budget funding and increase the sustainability of KIT operations. KIT has established some partnerships with a small number of employers (such as with the Public Utilities Board) for the purpose of developing customised short-courses to prove concept and quality. KIT's engagement with the Public Service Office, representing the major employer in Kiribati has been less effective, particularly with respect to communication regarding lack of access to KIT short courses in 2011 and 2012, or regarding identification of the public sector needs for in-country training in the future.

### **3.3 Efficiency**

The program is delivered through the MLHRD and supported by a Managing Contractor (MC) selected through competitive open tender (Austraining International). Commencing in January 2011, the MC has effectively mobilised a team of Long Term Advisers (LTA) and I-Kiribati program team staff to support the MLHRD in program implementation. The MC has developed and implemented standard international development program management procedures, and also a policy on Short Term Adviser (STA) to ensure the maximum impact and deliverables from STA inputs.

The LTA and STA inputs during 2011 appear balanced and appropriately resourced to meet the delivery of Phase I outputs and capacity development outcomes. Ministry stakeholders commented as to the high level of commitment and experience of the LTA, many of whom have previously worked in Kiribati/Pacific. The interim KIT Principal was replaced in June 2011 by a TVET specialist with relevant experience and connections from his previous employment at the APTC. During March-December 2011, there were seven STA inputs totalling 791 days at KIT. In addition to curriculum update, the STA assessed staff training needs, provided gap training and prepared individual trainer staff development plans. During 2011, there were three STA inputs totalling 145 days at the Ministry. Draft policy papers in the areas of labour mobility & employment programs, TVET Policy and apprenticeships were submitted at the conclusion of each of these assignments.

There were delays in the appointment of the I-Kiribati Communication Officer and Planning Officer (responsible also for M&E) roles. It is noted that these officers have been heavily engaged in an employer survey since their recruitment, have had little engagement in their core responsibilities, and that more effective use could be made of their extensive experience within the Ministry.

The successful delivery of the majority of program outputs, within the available budget, indicates the largely efficient use of financial resources. The Accountable Cash Grant was almost fully disbursed in 2011. Program LTA and STA staff are recruited under the AusAID Adviser Remuneration Framework. The program, to the extent feasible, works within GoK systems. Aside from direct MC costs (mainly for LTA and STA staffing and in-Australia costs), program finances are managed through the GoK Development Account and related financial systems. Local staff recruitment and management has been through the established GoK National Conditions of Service processes.

Efficiency improvements were introduced into KIT in 2011, with further work on time-tabling, teaching hour allocations and teaching approaches to be reviewed to maximise efficiency of lecturing staff allocations and space utilisation. The MLHRD continues to explore options for resource sharing between its three TVET providers (with some potential in sharing infrastructure and equipment and the teaching of hospitality, IT and English). The program has commenced work towards developing common data standards and collection processes. There is also potential for increased use of common policies across the institutions (e.g. for gender, HIV/AIDS, user pays and revenue retention).

The program design included provision for an additional multi-purpose building to house additional students. As more buildings were required as a result of the 2010 fire, the MC has developed a KIT Masterplan for a significant upgrade and expansion KIT to the campus, to accommodate 500 students. During the consultations, the question was raised as

to whether the scope of the proposed buildings may be beyond that required at this stage of KIT's development and beyond the capacity for them to be maintained within the MLHRD's recurrent budget<sup>11</sup>.

The program is currently discussing an auspicing agreement between KIT and an Australian Registered Training Organisation (RTO), TAFE SA. Such an agreement would provide an internationally recognised certificate to KIT graduates in specified courses, which is intended to facilitate their international employability and access to training pathways. Care must be taken however that expectations are not raised that an RTO qualification guarantees employment (domestically or internationally) to a KIT graduate. The auspicing agreement will also provide immediate profile to KIT and recognition as a reformed institution. The MC has negotiated a significant price reduction for an auspicing agreement, however value for money and sustainability considerations, including the cost for KIT to attain and maintain AQTF standards under the auspicing agreement, still need to be further assessed. Care should be taken to ensure that under any auspicing agreement, the impost on KIT in demonstrating compliance with AQTF Standards should not exceed that placed on the auspicing partner by their accrediting body.

The finalisation of a revenue retention policy will enable KIT to deliver short and customised courses beyond that feasible with current staffing and resourcing. As per past practice at KIT, until a full revenue retention policy is in place, short-course revenue will only be able to be utilised for payment of the course trainers and direct course expenses. The ability to run additional short-courses will also depend on the availability of suitable training staff. For example, KIT advises that to offer English classes to the general public, or as part of customised short courses, KIT needs to procure more positions on the permanent establishment register (through the PSO), attract qualified temporary staff or ongoing volunteer positions through Australian Volunteers International or similar. AusAID's Pacific TVET Financing study will also include Kiribati as a case study and its findings could offer options for sustainable financing of the sector.

### 3.4 Sustainability

After only the first year of a five and a half year program, assessment of sustainability is difficult. Sustainability is being addressed in TVETSSP II through the continued strong focus on staff capacity development (through technical advisors, formal and informal training) at both KIT and the Ministry, the implementation of internationally recognised standards, a focus on results, the program's relevance to GoK priorities, and integration of the program with GoK policies and systems. MLHRD and high-level GoK ownership and leadership is a key to program sustainability, but has however, due to the factors discussed above, been less than optimal to date.

Policy and legislation development at MLHRD is in an early stage and is largely being driven by the program team. There have been significant delays in ensuring full GoK participation in the planning process and delays to consideration/endorsement at the higher level (POC, Attorney-Generals, and Cabinet as appropriate). The sustainability of short-course training at KIT, which requires resourcing beyond that allocated in the KIT budget, is dependent on the ability of KIT to charge fees and to retain the revenue for the training.

Sustainable changes at KIT in the areas of facility improvements are subject to allocation of sufficient GoK maintenance budget. Whilst curriculum and teaching and learning materials have been updated, sustained use will depend on the capacity and continued positive motivation of the I-Kiribati trainers. It is too early to assess whether attitudinal improvements to staff performance are institutionalised yet. The small number of staff in the Ministry and KIT mean that the gains from individual capacity development are fragile, particularly for Ministry staff who may be subject to transfer with minimal notice. The program therefore continues to focus on sustained capacity development, and to carefully monitor for change fatigue and staff "burn-out". Concern was also raised that the program team contract staff recruited are retirees and their knowledge/experience will be lost to the sector at the end of their contract.

With Kiribati's sensitivity to climate change, KIT aims to show best practice and innovation in dealing with relevant environmental issues. This will be a critical factor in the proposed development of upgraded KIT infrastructure. KIT has been selected as one of four trial sites for the upcoming World Bank funded Solar Photovoltaic (PV) grid project. KIT has made a special request that when the solar panels and associated infrastructure are installed that the installation is completed in a way that provides maximum opportunity for demonstration and teaching of this alternative energy generation. KIT has also signed a Letter of Agreement with the Public Utility Bureau (PUB) to co-host workshops and

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<sup>11</sup> This mirrors a concern expressed in the 2010 Peer Review of the Republic of Kiribati, Cairns Compact for Strengthening Development Cooperation in The Pacific of the building of new assets by development partners when there are financial and systemic constraints for maintenance in the recurrent budget.

seminars to promote discussion, information transfer and community understanding and input on water supply, sanitation and energy related issues affecting Kiribati. The KIT Deputy Principal is also exploring ways in which climate change can be incorporated in all courses at KIT.

TVETSSP training outcomes will only be sustainable if TVET graduates are able to utilise their skills as a pathway to further training or in local or international employment. The Phase I focus has appropriately been on improving employability outcomes from KIT. These include KIT initiatives: to improve the quality and relevance of demand-driven training delivery; through the delivery of internationally recognised qualifications, to improve student English language ability; use of structured work placements; linkages to the APTC, lobbying for scholarships for its staff and graduates; and the development of closer relationships with local employers. To support the MHLRD's employment-related responsibilities, and as directly relevant to KIT, FTC and MTC graduates, a labour mobility strategy has been drafted.

### **3.5 Gender Equality**

The advancement of gender equality (access, decision-making, women's rights, capacity-building) is a key enabling theme of all AusAID's development activities. The program's Phase I target of additional enrolments, at least 40% of which are female was not met in the 2012 enrolments (selected under the program in 2011). Three of the continuing courses offered at KIT in 2011 were in traditionally male-dominated areas of training (carpentry, electro-technology and automotive) and two were in female dominated courses (accounting and business). Whilst women are treated equally in the trade testing and selection processes, for full time courses there was an 89%:11% and 25%:75% male/female split for trade courses and non trade courses respectively. The KIT programs have been updated to be suitable for both genders. The programs are developed with inclusive language and non-stereotypical gender roles and the assessment is not gender specific.

It is considered that there has however been insufficient priority paid by the program to redressing gender access issues in 2011. In 2012, the gender balance in full-time KIT courses increased to 68% of students being male, because of a lower intake in non-trade courses. With the introduction of more accounting and business courses in the second semester of 2012, the proportion of males is expected to return to the 2011 level (63%). Although implementation of the KIT Gender Policy has now commenced, it was only drafted in the second half of 2011. The TVETSSP subsidised training places at KIT are currently only available for the trade courses, which are male dominated. The draft Strategic Plan does not make reference to ways to improve gender equality in TVET. Whilst the existing apprenticeship system subsidises traditional male occupations, the program's 2011 review of the system did not consider changes needed to improve gender access to the apprenticeships. Gender access should be a key focus for KIT in 2012, and sector-wide, there is potential for cooperation on gender issues with MTC/FTC which also provide training predominantly to males.

Gender equality in decision making and capacity development in the MLHRD whilst not equal, is more balanced. Although the Secretary is male, there is a high level of female representation in the MLHRD Senior Management Team. At KIT, the current Principal and Deputy Principals are male (although there was a female Principal until June 2011). Given the technical trade nature of much of KIT's current course offerings, the majority of the training staff are male, with the administrative staff being predominantly female. Capacity development has been role-specific and has benefitted both males and females, albeit along traditional gender lines. It is noted that whilst three of the five LTA were female, only two of the eleven STA in 2011 were female.

### **3.6 Impact**

It is too early to assess the extent of positive or negative impact (directly or indirectly, intended or unintended) of the program. The main program beneficiaries to date have been staff and students at KIT. KIT and Ministry staff commented on the benefits of working with the advisors and on the quality of training received. Students welcomed the improved training being provided at KIT and the positive relationships between trainers and students. Both staff and students expressed pride in being involved with KIT and the program. KIT has also introduced some outreach projects that have benefitted the broader community, including the renovation of Kiribati Adaptation Program buildings and a project to support youth local in the local community in Betio.

A negative impact of the program has been the 2011/12 suspension of KIT's short course offerings. This has meant that the general public, many of whom are civil servants whose training is reimbursed by the government<sup>12</sup>, have not been able to access KIT professional development training for over a year. This may have restricted improvements in public sector productivity, although the extent of this was not assessed. Whilst managed according to PSO guidelines, the

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<sup>12</sup> Through the NZAP Civil Servants Reimbursement Scheme

program has had some negative consequences for those staff identified as not having sufficient qualifications/experience for their role at KIT, for whom transfers are being arranged. Lessons learnt from this experience will assist MLHRD in any future organisational restructuring. Care will also need to be taken that staff are not overburdened with teaching and professional development workloads, potentially negatively impacting on their family circumstances.

### **3.7 Monitoring and evaluation**

The program's Performance Assessment Framework (PAF) developed in the PDD was designed to ensure that the Program remains outcomes-focused whilst not placing excessive additional reporting burdens on the limited MLHRD/KIT resources. The lack of 2010 data and robust, comprehensive 2011 data significantly limits the program's ability to effectively measure progress towards meeting objectives and to set meaningful performance targets.

As the KIT student database was lost in the 2010 fire, KIT student enrolment data was maintained by spreadsheet in 2011. A replacement Management Information System (MIS), scoped for the size and context of the institution was not developed in 2011<sup>13</sup>. KIT was able to provide summary 2011 student enrolment data by course of study, disaggregated by gender, age and home location. However, meaningful comparison with the 2010 baseline data (apart from a student number total that is not able to be verified) was not possible. Data was not available on the highest qualification (year of schooling) of students at intake nor on the number of students with disability.

Three key quality indicators for TVET institutions are competency completion rate, learner satisfaction and employer satisfaction. Data for the first two indicators are already collected at KIT. Course satisfaction surveys have been undertaken for each semester, and the results reported to the trainers for feedback purposes and quality improvement. Baseline graduate destination/outcome or employer surveys (for the 2010 graduates) were not undertaken in 2011, but are planned for the December 2011 graduates and their employers. These surveys should be regularly evaluated and any necessary adjustments to training delivery made.

Extensive data on student and staff English language ability, as tested through the ISLPR, has been captured at March 2011 and November 2011, indicating the extent of English language learning progress over the period. This data was available disaggregated by gender and age. Data on KIT staff numbers, educational qualifications, teaching and technical experience, gender and age was not readily available. KIT financial data is available to the Ministry through the GoK financial reporting systems. Whilst KIT, FTC and MTC provide enrolment and graduation numbers on request to the Ministry, routine reporting has not yet been instituted. The Ministry does not yet produce summary data (such as in a TVET sector statistical digest) across all three institutions. An updated PAF with 2010 baseline (albeit limited) and 2011 actual data has not yet been provided to the Ministry.

The KIT and Ministry staff have little background in systematic data collection and its use for M&E. Under the program, KIT staff have been trained in the systematic recording (and back-up) of student data, but not given specific M&E training. The program design did not include an STA M&E adviser, and this may have reduced program focus in this important area. However, although overall M&E coordination is in the TOR for the I-Kiribati Planning Officer in the Program Office, the staff member responsible has not yet been actively involved in program M&E.

Program reporting took place in May 2011, and was also included (albeit in a different format) in the draft November 2011 submission of the Phase II Delivery Workplan. Use of a standard reporting template would also facilitate program reporting. There would also be merit in clearly distinguishing program reporting from planning, to ensure that all aspects of reporting are appropriately covered and can be readily digested and assessed by Kiribati stakeholders.

In addition to being updated for any changes to the program in Phase II, the program's Monitoring and Evaluation Framework will need to be updated to ensure that it is able to contribute to reporting in relation to the forthcoming release of the 2012-2015 KDP and MLHRD Strategic Plan.

### **3.8 Analysis and Learning**

At a practical level, the program is contextually relevant. It is based on a sound analysis during its design of the existing social, political and economic situation and of the operating environment. It incorporates contemporary development practice and approaches, as well as lessons learned in that domain. The program is well grounded. It was developed after extensive engagement with key sectoral stakeholders within Kiribati. Whilst there has been a change of Minister

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<sup>13</sup> The STA MIS commenced a scoping exercise across the Ministry in February 2012.

and Secretary at the MLHRD since the program's design, the APA team was advised that there have been no significant changes to the Kiribati context that would warrant change to the program's implementation as specified in the design.

The prescribed nature of an initial phase of activities gave focus and direction to the program in the short-term, pending further consultation and analysis, and alignment with higher level strategic planning for the subsequent phase (through its "tight-loose" design). If more baseline data has been available at the time of the design, more precise targeting of key performance indicators would have been possible. The program would also have benefited from a more defined analysis and recommendations with respect to the risks of transitioning between Phase I and Phase II.

The TVETSSP has successfully introduced a continuous learning approach at KIT, not only to its formal teaching and learning but also to institution management and administration. A day a week is set aside for professional staff development. Every staff member has had their training needs assessed and these are regularly reviewed and updated. Learning materials are, where required, contextualised for the Kiribati/KIT environment. Student feedback is also considered in feedback to trainers and revision of the training programs. At the Ministry, the program has used a variety of approaches to improve the quality of consultation and stakeholder engagement.

However as indicated above, the APA team did not see sufficient evidence as to the collection of comprehensive and reliable baseline and other data. This has limited the extent of analysis and learning, the M&E of program progress and the setting of realistic targets for the next phase of the program. Institutionalised flows of performance information are vital for decision making at an institutional-level and the system-level. Student, staff and financial performance information<sup>14</sup> must be routinely, regularly and systematically collected by the key training institutions in Kiribati, and, in addition to being used for their own purposes, passed to the Ministry as a matter of course.

The APA found that the program would benefit from revisiting some of the key lessons identified in the original Program Design Document<sup>15</sup> and considering their application over the next two to three years at least.

Institutional change is, and is likely to remain, one of the most challenging aspects of the program. At this early stage, reform within KIT is, not unpredictably, progressing at faster pace than within the Ministry. In and of itself, the pace of change within the Ministry is not yet a problem. For the foreseeable future, the APA team consider that the program should maintain its existing focus. Some initial gains have been made (or are emerging). They need to be consolidated and embedded or they could quickly reverse. The TVETSSP purpose and overarching narrative within the context of the overall MLHRD's mandate needs to be constantly reinforced. Whilst there is understandable pressure to expand the scope of the program to support reform in other areas of the MLHRD's mandate, the APA team views that such an expansion would, at this stage, significantly increase the complexity of the program thereby putting its core goals and objectives at risk.

Country-ownership is another aspect needing some attention. Within the Ministry, the APA team did not see a fully-fledged, Government-owned, contractor-facilitated program. However, the team did see some evidence of participative, consultative and collaborative processes, all positive steps along the way. Acknowledging that the definition of country-ownership is multi-dimensional<sup>16</sup>, the program should also consider ensuring it has broad support within key national institutions and among internal partners and key stakeholders; and that its priorities and activities align with the (still to be) endorsed KDP (2012-15) and the MLHRD Strategic Plan (2012-15). Building better relationships with the Ministry of Education and stronger connections between the two sector-strengthening programs should be a priority.

As the program heads into its second year and soon into its second phase, there are some enduring lessons from the design, and as observed by the APA team that need to be reinforced. The program should remain tightly focused, do a few things really well and consolidate gains made before moving onto new things. When the time is right to do these new things consideration must be given ensuring they are context-specific, realistic, well sequenced, results oriented and

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<sup>14</sup> ... about student enrolment, participation, completion rates, satisfaction, employment outcomes, employer satisfaction, access and equity outcomes, and partnerships.

<sup>15</sup> Program Design Document, Section 2.7 – outlines many 'lessons learned' including the importance of: expectations management; context-sensitive solutions; monitoring, evaluation and communication; ownership; stepped change and clear directions; focussing on strengths; and incentives. It concludes with *... given the complexities of the TVET sector and the current limited capacity in Kiribati, it is better to do a few things really well to establish some internal momentum for change rather than cover the full range of sectoral issues at the start.*

<sup>16</sup> Program Design Document, Section 2.7.2

achievable. Existing and new activities must be scheduled at a pace that can be absorbed. The program's purpose and achievements should be communicated and reinforced. Expectations need to be clear, realistic and carefully managed.

The draft Phase II Delivery Plan prepared by the program team utilises the framework developed in the PDD to provide a sustainable foundation for Ministry oversight of the TVET sector and for improvements to KIT training delivery. The Plan also builds on some of the lessons identified by the program team in Phase I, including the need for KIT to undertake initiatives to increase the employability of its graduates (such as through the appointment of a Workplace Coordinator and establishment of a Business Incubator). The TVETSSP team has also assessed, and it has been agreed by MLHRD, that with appropriate program adviser support, KIT will move to an I-Kiribati Principal from July 2012.

A separate appraisal of the draft Phase II Delivery Plan has been undertaken by AusAID Kiribati. There were, however, a number of lessons learnt from the APA of the program's first year of implementation that the APA team recommended be factored into the delivery of activities during Phase II. These included to:

- consolidate and embed the still early quality and performance improvements;
- retain the program's core focus on ensuring I-Kiribati youth, females and males, gain the skills necessary (technical and English language) as a pathway to further training, to improve productivity and to access employment opportunities;
- schedule activities at a pace that can be lead and absorbed by the Ministry and KIT (particularly during the transition to new advisors and a new I-Kiribati Principal/Senior Leadership Team);
- design activities that are sustainable and can be managed within the MLHRD funding envelope;
- design strategies that are context-specific, results-oriented and achievable; and
- not duplicate activities that are already supported by other donors in Kiribati or in other Pacific countries.

The APA team also found that the technical analysis underpinning some of the proposed Phase II activities and resourcing lacked rigour in a number of areas, including that the Plan did not provide an evidence-based justification for the full-time (subject area, level of study) and short courses that will be delivered in Phase II to meet the program objectives. The Plan did also not include adequate analysis as to specific strategies to increase the proportion of females, youth or students from the outer islands at KIT. The analysis and strategies did not sufficiently reflect the key role of the MoE in educating future KIT intakes (including any technical, mathematical and English language skills). The program should not loose sight of the intention, long-term, to move beyond a program-based approach to execution through GoK systems.

### **3.9 Enabling themes**

TVETSSP's enabling themes are mutual accountability, working within GoK systems, organisational capacity development, gender equality and social equity and HIV/AIDs mainstreaming. Progress against these themes, unless otherwise covered above are described below.

Mutual accountability<sup>17</sup> for TVETSSP has been implemented through the design and peer review process, GoK participation in the assessment of tender responses, regular AusAID-MLHRD discussions of progress and challenges, the formation of the POC, and discussion of the TVETSSP at the Partnership talks. In particular, mutual accountability for results has been demonstrated through the active GoK and GoA participation in this first Annual Performance Assessment of TVETSSP progress and effectiveness. The MC is also held accountable to AusAID through its contractual responsibilities and reporting to AusAID/POC.

The GoK, though the MLHRD, is highly engaged in and committed to the achievement of program outcomes. To this end, the GoK has been open to significant change including the adoption of the AQF and the AQTF at KIT, the push for an auspicing arrangement and establishment of KIT as an English language institution. The APA team saw evidence of plenty of hard work, effort, commitment and enthusiasm. The MLHRD SMT have demonstrated engagement in the program through their active participation in training activities, their understanding of the program and its objectives and their willingness to take on additional functions for the program, often outside of their expertise and level of responsibility. The team also saw that the motivation to improve employment and training opportunities for I-Kiribati noted in the original design mission has extended from the Ministry to the KIT.

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<sup>17</sup> The Paris Declaration defined mutual accountability narrowly: partner countries and donors to jointly assess, through existing and increasingly objective country-level mechanisms, mutual progress in implementing agreed commitments on aid effectiveness. AusAID (2011). Getting practical about mutual accountability. Office of Development Effectiveness. November 2011.

As TVETSSP is a program-based approach it places considerable additional responsibility on the small MLHRD, and particularly on the MLHRD Secretary. To manage the reforms, the Secretary has the direct support through the program of an expatriate Senior TVET Planning Officer as well as an expatriate KIT Principal. These program staff report on a frequent basis to the Secretary and are included in the MLHRD's SMT meetings. However, the MLHRD Secretary has wide-ranging responsibilities for the MLHRD and externally. He has acknowledged that he has had insufficient time to provide timely response and input into policy and other papers drafted by the program team. The Secretary is also supported by a small number (3-5) of senior Ministry staff, who perform multiple roles and who commenced involvement in the program from a low base of TVET sector knowledge and experience. As a result, in this first year of the program, the Ministry SMT have had to rely heavily on the expatriate program advisers. As a result, much of the policy development, planning and oversight have been driven by the program team. This was described by one Ministry staff member as being (in most cases active) "participants" in the program but not leading it. The Ministry staff are keen to see this balance change as soon as possible, and look forward to the 2012 study tour to Australia (originally planned for 2011 but not undertaken then), to provide them with the essential understanding of how a modern TVET system operates in order for them to effectively lead the program in Phase II. A suggestion was also made that to further support the Secretary, consideration may be given to the appointment of an I-Kiribati Relationships Coordinator, who would work directly to the Secretary/SMT to form a more effective interface with the expatriate program team and to ensure a cooperative and collaborative approach with the various government departments involved in the TVETSSP. The merits of such a role would need to be carefully considered by all stakeholders.

Some stakeholders expressed the view that the MC's efforts to deliver outputs within a tight program schedule, and lack of availability of key decision-makers has on some occasions compromised opportunities for full GoK participation, leadership, ownership and engagement. For example, in addition to the drafting of the MLHRD Strategic Plan discussed above, an independent assessment of the KIT Masterplan indicated that whilst it had been efficiently developed by the MC, appropriate consultation had been lacking including with the Ministry of Public Works and Utilities who would be responsible for the building project. Whilst there is high level verbal support for the program, the engagement of other GoK Ministries for strategic planning and policy discussions needed to advance the TVET agenda nationally has been challenging. Whilst these constraints are acknowledged, there needs to be mutual accountability for finding appropriate participatory approaches and scheduling solutions.

The TVETSSP has to the extent feasible been working within GoK systems. Aside from some direct Managing Contractor costs, mainly for staffing and travel and some equipment that has to be purchased from overseas, program expenditure in country is channelled through the GoK Development Account, which is audited by the Kiribati National Audit Office. Payments are managed through the GoK finance system, with some resulting delays to the release of funds to the program due to slowness in the acquittal process. Procurement is also time-consuming with many suppliers not set up to provide equipment to Kiribati. The Secretary of Finance advised that GoK oversight of the financial management of the program has been limited due to competing priorities and an assumption that AusAID will also be monitoring financial expenditure. Given the weaknesses that have been identified in the external audit function of GoK, the Assessment of National Systems in Kiribati<sup>18</sup> recommended that "AusAID retain the right for AusAID to request an independent external audit of financial statements from those activities or for compliance audits of those activities". Local staff recruitment and management has used established GoK National Conditions of Service processes. This has provided PSO/PSC support and safeguards, for example when KIT staff has expressed a grievance for having been identified for transfer from KIT. The possibility of the flexible recruitment of KIT trainers on fixed-term contracts was also discussed with the PSO.

In support of social equity for outer islands youth, two explicit strategies were included in the program's design. These were a vocational preparatory program for Outer Island students who have technical merit but do not meet the KIT English language and numeracy entrance standards and a program providing training allowances for twenty students from the outer islands. These have not yet been implemented. KIT data on student home location indicates the need for increased focus on access by outer islands youth. For the 2012 year 1 intake, 25% of the full time students identified South Tarawa as their home island<sup>19</sup>, with 98% of students identifying South Tarawa as their usual island (where they have 'mostly lived for the last 12 months' before applying to KIT). Program staff have, however, visited stakeholders in a number of outer islands, to explain the new approach to competency-based training at KIT and to collect employer data

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<sup>18</sup> Assessment of National Systems. Kiribati . Draft Report. December 2011

<sup>19</sup> Differentiating between home and usual island is not clear cut in Kiribati as many people can return to outer islands for extended periods or a number of times per year while still mostly residing in South Tarawa.



on training need. Outer island residents will also benefit from the proposal being considered by MLHRD that formal KIT certificate level Recognition of Prior Learning (RPL) be conducted in place of the current Trade Testing program.

KIT has taken a proactive approach to HIV/AIDS prevention and to the need to mainstream awareness training into its activities. Some KIT staff and students have been trained to deliver targeted workshops on HIV/AIDS prevention for the other staff and students. A detailed HIV/AIDS policy and associated implementation plan is also being developed. As with other policies, it would be more effective for the MLHRD to develop a common HIV/AIDS Policy across all its institutions.

### **3.10 Donor Harmonisation**

The Ministry and the TVETSSP already work with a number of development partners in the areas of TVET, labour market information and youth employment. The ADB is active in discussing the importance of skills development in the Pacific and hosted a seminar at KIT on demand-driven TVET in late February 2012. The program team have commenced discussions with the World Bank with regard to their potential assistance for the MLHRD's labour mobility priorities. The ILO is coordinating the development of a Youth Employment Policy and has agreed to assist the MLHRD with employment information functions. Since 2011, KIT has been flexibly working with a range of development partners, for example with: UNICEF to cooperate with HIV/ AIDs training and awareness and child protection; PUB on opportunities for KIT students to participate in World Bank water supply and sewage infrastructure projects; and to host Japan International Cooperation Agency (JICA) volunteers<sup>20</sup>.

Australia's support to the TVET sector is to a large extent harmonised with the work of the New Zealand Aid Programme in the sector. The two agencies meet regularly to discuss areas of mutual cooperation in the sector. To reduce overlap and coordination issues, it has been agreed that through the TVETSSP, AusAID will be a lead partner in supporting the KIT, whilst the NZAP has for a number of year taken prime responsibility for supporting the Marine Training Centre and to a lesser extent the Fisheries Training Centre, and is currently active in providing technical advice to the proposed merger of these two institutions. The program team have also been conscious of the need to ensure that their activities at a policy and training level impact positively on MTC and FTC. During the APA consultations, the NZAP representative expressed an interest in continuing cooperation with the TVETSSP, in particular regarding the sharing of resources at the three institutions, coordinating infrastructure development and maximising the use of advisers (e.g. a NZAP gender adviser is scheduled to work at the MTC in the near future). NZAP also indicated that it has included in its tender documents a preference for companies to employ I-Kiribati in their projects in Kiribati. This initiative should be encouraged with other development partners and mandated where possible. In the meantime, KIT will continue to lobby for opportunities for KIT students/graduates to gain meaningful work experience on development funded infrastructure projects in Kiribati.

The MLHRD has flexibility to incorporate contributions from other donors to the TVETSSP, such as through direct funding to the GoK Development Fund account for the program, for assignment of volunteers to work in the Ministry/KIT, or for the funding of discrete activities (such as for infrastructure development/equipment purchase). However, given the differences in the objectives, processes and funding time-frames of other national or multi-national agency, it is perhaps unlikely that direct contribution of donor funds to the GoK Development Fund account for the TVETSSP will occur in the short-term. Nevertheless a well-developed MLHRD Strategic Plan should inform consultations with donors as to potential contributions. The Secretary of Finance also suggested that, whilst there is already some dialogue between the development partners resident in Kiribati, to improve collaboration and to identify potential opportunities for contributions from all prospective partners, consideration should be given to the formation of a HRD sub-committee under the GoK Development Partnership Forum (as has proved effective in the water utilisation and sanitation sector). The MLHRD has also requested the GoK Human Resource Management Committee for access to development funded scholarships for further TVET training for KIT graduates and staff (at the APTC and other overseas institutions).

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<sup>20</sup> An application for an ICT volunteer (from June 2012) has been made with JICA. Current VIDA volunteer will be in place until March 2012. A third ICT lecturer had been requested as a new position within the KIT staffing establishment. This position will have a 50:50 role of lecturing/technical support.

## 4 Quality Criteria Ratings

Assessment Criteria	Rating (1-6) *	Explanation
Relevance	5	The TVETSSP is highly relevant to Kiribati's development needs. It aligns with the Kiribati Development Plan (2008-2011), is a key implementing strategy to the Partnership's Workforce Skills Development component, and with the MHLRD's Strategic Plan 2008-2011. It is expected to continue to be aligned with the updated KDP and MLHRD Strategic Plans for 2012-2015.
Effectiveness	4	The GoK and GoA stakeholders were satisfied overall with the effectiveness and pace of reform under the program. With notable exceptions (the increasing of student numbers, particularly of females, and the introduction of two additional courses), the program is on track to achieve the majority of Phase I targets and outputs. Progress at KIT has largely been effective, with the implementation of AQTF standards, facility and equipment upgrades and improvements to staff technical and English language capacity. Progress in TVET sector management has been less effective to date, with delays to policy and strategy endorsement.
Efficiency	5	Reasonable progress in program delivery within the available 2011 budget indicates the largely efficient use of the resources. Program LTA and STA staff have been efficiently mobilised and utilised. The Accountable Cash Grant was almost fully disbursed in 2011. KIT staff productivity has significantly increased. The draft KIT Masterplan however needs careful review as to whether it is appropriate to the current Kiribati context and able to be maintained within the MLHRD's recurrent budget. The auspicing agreement with TAFE SA also needs further assessment as to value for money and sustainability considerations.
Sustainability	4	There are sustainable changes at KIT in the areas of facility improvement, curriculum and teaching and learning materials, but it is too early to assess whether improvements to staff performance are institutionalised. With relatively small staff numbers, KIT and particularly the Ministry are vulnerable to staff changes that would negate much of the individual capacity development activities. Policy and strategy development at MLHRD is in an early stage of consultation and not able to be assessed for sustainability.
Gender Equality	3	Despite historic enrolment imbalances (only 11% of students in the KIT full-time trade courses are female), there has been insufficient priority to gender equality of access in 2011, with KIT only recently introducing a draft Gender Policy. There is a somewhat more balanced representation of females in decision-making and to opportunities for staff capacity development.
Monitoring & Evaluation	3	Systematic data collection and the monitoring of progress against the PAF were limited in 2011. A KIT MIS was not developed in 2011, although student data including on competency completion and learner satisfaction were collected at KIT in 2011 and used for feedback to the trainers. Baseline graduate and employer surveys were not undertaken in 2011, but are planned for the December 2011 graduates. Overall lack of baseline data (including due to the loss of 2010 data in the KIT fire) reduces the ability to assess performance and to set targets across the program.
Analysis & Learning	4	The program is contextually relevant and based on sound analysis during its design of the existing social, political and economic situation and of the operating environment. It incorporates contemporary development practice and approaches, as well as lessons learned in its domain. The program was developed after extensive engagement with key sectoral stakeholders within Kiribati. Whilst continuous learning and improvement has been introduced at KIT, the program has placed insufficient emphasis on the collection and utilisation of baseline and program performance information. Some lessons learnt in 2011 have been applied to the Phase II plan, but in some areas there is insufficient evidence based analysis for the proposed approaches.

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

## 5 Conclusions and Recommendations

Overall, the TVETSSP has made reasonable progress in 2011, and with increased GoK/MLHRD and TVETSSP focus, the majority of the planned targets and outputs are expected to be achieved by the end of Phase I. The highest risk to the program from any non-achievement of these targets are to: program relevance and sustainability if the MLHRD SMT does not provide leadership to TVETSSP implementation; and to employment outcomes if the KIT course profile is not adjusted to reflect employer demand. Significantly, the targets for increases to student numbers, female participation, full-time courses and fee for service training are not likely to be achieved by the end of Phase I. Activities to redress this will need to be undertaken as early as possible in the Phase II implementation.

With the TVETSSP's capacity development activities for Ministry staff, and the drafting of key policies and strategies to reform the TVET sector in Kiribati, the program is progressing slowly, but overall satisfactorily, toward achievement of the Component 1 outcome *"MLHRD has increased organisational capacity to provide policy, planning, coordination, and oversight services to the TVET sector, consistent with its mandated functions and budget"*. Satisfactory progress has been made in 2011 towards achievement of the Phase I Component 1 outputs (TVET sector policy, planning and oversight). There has however been delays in GoK consideration and endorsement of the policy framework and strategy for the TVET sector (such as for the TVET sector, revenue retention, apprenticeships and labour mobility and the MLHRD Strategic Plan 2012-2015) that have been drafted under the program in 2011. Slow progress has also been made with respect to improving TVET sector management information systems (with the MLHRD not yet systematically receiving and analysing performance information) and advisory mechanisms. With appropriate focus by the GoK/TVETSSP, it is anticipated that all of the Component 1 outputs will be delivered by the end of Phase I:

The program has had mixed results to date with respect to the Component 2 program outcome of *"the quality, quantity, scope and equity of training delivery by Kiribati Institute of Technology are increased measurably"*. Significant progress has been made in 2011 towards achievement of the Phase I Component 2 (KIT Training Delivery) outputs with respect to improvements to the training and English language competence of KIT trainers and support staff, the facilities and equipment, the transition to competency-based training and the efficiency and effectiveness of KIT management and administration. With appropriate focus by the GoK/TVETSSP, it is anticipated that these Component 1 outputs will be delivered by the end of Phase I. However, it is not expected that Outputs 2.4 and 2.5, for increased quantity, scope and equity of enrolments in full-time and short courses, will be delivered by the end of Phase I.

The APA team saw evidence of the good use of program investment at KIT through improved internal communication and participative decision-making, capacity building and professional development activities for all program staff, improved levels of resourcing, and a healthier, safer and more productive teaching and learning environment. There is however much work still to be done to sustain these improvements and to increase measurably the demand-driven scope, quantity of training places available and equity of access by females and outer island I-Kiribati.

Key activities detailed in the program design that are not expected to be fully implemented by the end of Phase I include the: incentive scheme for achieving sector results; the passing of legislation supporting the TVET sector; the vocational preparatory and scholarships programs for outer island students; and the establishment of two additional qualifications to increase enrolment numbers in full-time demand driven training courses.

The TVETSSP is intended to contribute to three sector result areas: youth participation, workplace productivity and overseas employment opportunities. The sector result for youth participation has been partially achieved. Whilst the total number of full-time students at the Kiribati Institute of Technology (KIT) has not yet significantly increased, the proportion of youth (students aged 16-24) at KIT increased to 81% of the full-time course intake in 2012 (compared to 70% in 2011). The other sector results were not expected to be achieved at this stage of the program as there is at least twelve or more months lag between the introduction of teaching and learning improvements and student graduation.

The program is highly relevant to Kiribati's development needs. It is an implementing strategy and well aligned with the Workforce Skills Development component of the Australia Kiribati Partnership for Development. The program is also expected to remain highly relevant to the Kiribati Development Plan 2012-2015 and the MLHRD Strategic Plans 2012-2015. The TVETSSP is delivered through the MLHRD, with program implementation supported by the MC. The program was conceived as being Ministry owned, led and managed. The APA team consider that more work must be done to support this aim. The MLHRD has strong engagement with the TVETSSP and is highly committed to achievement of its outcomes. The Government of Kiribati (GoK) has approved core TVET sector reforms, including the adoption of Australian competency standards at KIT and its establishment as an English language institution. However, GoK leadership of the program has in this first year been less than optimal due to the low base of TVET sector knowledge

and experience of Ministry staff; at times lack of availability of senior MLHRD and other Ministry leaders for policy setting and decision-making; and ineffective program governance and TVET advisory mechanisms. Improvements to the quality of GoK engagement in the program will be necessary to ensure sustained sectoral reform in the long-term.

The TVETSSP Team Leader and the program funded international KIT Principal report directly to the MLHRD Secretary and are part of the Ministry's Senior Management Team. The program has been closely involved in development of the MLHRD Strategic Plan, 2012-2015 and the plan is expected to include a clearer definition of the role of the program in supporting MLHRD's strategic direction and its integration with other Ministry activities including monitoring and evaluation. The TVETSSP is using GoK systems to the extent practicable at this stage. It has established linkages with the MFEP with respect to channelling some program funding through the GoK Development Account and using the GoK financial/procurements systems. It has also established linkages with the PSO, with respect to recruiting and managing I-Kiribati staff. Program engagement with the Ministry of Education has however been limited and should be improved. The MoE are an important partner for the program, for example for policy dialogue (such as on school-KIT pathways and any move to introduce TVET into schools), for the sharing of capacity development initiatives (such as in the professional development of teachers) and for sharing of access to scarce native English language speaker resources.

At this early stage of program implementation, both the GoK and the GoA are satisfied with the pace and effectiveness of capacity development and reform under the TVETSSP, particularly with respect to the changes in individual, organisational and system capacity at KIT (where there have been evident improvements in trainer capacity, training delivery, infrastructure and equipment, English language ability and strengthening of management systems). Reform within KIT is progressing at a faster pace than within the Ministry, where changes in individual capacity at the Ministry are less evident, and challenges have been experienced in the consultative and approval processes for policy and organisational changes. This is understandable and predictable.

The program's M&E activities have not to date consistently provided sufficient policy and management information to inform GoA and GoK decision-making about the TVETSSP and the TVET sector. Baseline data (in part impacted by loss of the 2010 data in a fire at KIT) has not been adequately collected or is unreliable. Whilst some 2011 data on KIT student training and student/staff English language ability has been regularly provided to the MLHRD, it is not always broken down by key variables such as gender, home island and age. Data on KIT staff qualifications and training experience was not readily available.

The program's Phase I target of additional enrolments, at least 40% of which are female was not met in the 2012 enrolments (selected under the program in 2011). In 2012, the gender balance in KIT full-time courses increased to 68% of students being male, because of a lower intake in non-trade courses. With the introduction of more accounting and business courses in the second semester of 2012, the proportion of males is expected to return to the 2011 level (63%). Whilst women are treated equally in the trade testing and selection processes, 89% of the selected carpentry, electro-technology and automotive students were males.

There has also been little improvement in social equity of access to KIT, as the program's vocational preparation and scholarship schemes for outer island youth have not yet been implemented. With strong female representation in the MLHRD Senior Management Team, men and women are benefiting equally from the capacity development initiatives at the Ministry. Capacity development at KIT has been role-specific and has benefitted both males and females, albeit along traditional gender lines with the majority of the training staff being male and the administrative staff being predominantly female. Awareness of HIV/AIDs prevention has started to be mainstreamed at KIT through the introduction of workshops separately targeted to staff and students.

The Australian support to the TVET sector is to a large extent harmonised with the work of other donors in the workforce skills development sector, particularly with the New Zealand Aid Programme. To reduce overlap and coordination issues, AusAID will be the lead partner in supporting the KIT, whilst the NZAP has for a number of years taken prime responsibility for supporting the MTC and to a lesser extent the FTC. The two agencies meet regularly to discuss areas of mutual cooperation in the sector. The program team have been conscious of the need to ensure that their activities at a policy and training level impact positively on MTC and FTC. The MLHRD has flexibility to incorporate contributions from other donors to the program, such as through additional funding to the GoK Development Fund account for the TVETSSP, for assignment of volunteers to work in the Ministry/KIT, or for the funding of discrete infrastructure development activities. However, given the differences in the objectives, processes and funding time-frames of other national or multi-national agency, it is perhaps unlikely that direct contribution of donor funds to the TVETSSP will occur in the short-term. Nevertheless a well-developed MLHRD Strategic Plan should inform consultations with donors as to potential contributions.

The program has benefitted from the linkages formed with the APTC through: the APTC's delivery of the Cert IV TAA training for MLHRD staff; the adoption and contextualisation of APTC policies, practices and lessons learned; employing APTC graduates on the KIT training staff; and through involving KIT alumni as mentors in student and community activities. KIT staff and graduates will also benefit from increased access to APTC scholarships for 2012.

Garnering the domestic political support to underpin country-ownership is a function of a number of things, not least of which are information flows, communication strategies, and advisory mechanisms. All are vital to the program and based on what was observed in the course of the APA, need some work. An effective communications strategy is vital to garnering domestic political support, managing expectations and providing advocacy. The APA team considers that more could be done to open the lines of communication with employers, industry and whole of government partners. Although KIT and program staff have met with private industry and the community sector (and they are represented on the various TVET advisory boards), these linkages are still at an early stage and need strengthening. KIT has established some partnerships with a small number of employers (such as with the Public Utilities Board) for the purpose of developing customised short-courses. KIT's engagement with the Public Service Office, representing the major employer in Kiribati, has been less effective, particularly with respect to communication regarding lack of access to KIT short courses in 2011 and 2012, or to identify the public sector's in-country training needs.

Good practice that could inform subsequent phases of the Kiribati TVETSSP in particular and other similar programs in the Pacific include the:

- prescribed nature of an initial phase of activities to give focus and direction to the program in the short-term, pending further consultation and analysis, and alignment with higher level strategic planning for the subsequent phase ("tight-loose" design);
- participatory approach to change at KIT, not only between TVETSSP and the teaching staff but also including student involvement in decision making and accountability;
- structured emphasis on capacity development at KIT through the non-teaching day allocated each week to professional development of teaching and administrative staff;
- use of competency-based and internationally recognised training packages and modules wherever possible in staff development activities;
- phased introduction over two years for KIT becoming an English language only institution (supported by staff and student English language training); and
- involvement of staff and students utilising (and demonstrating) their technical skills in community out-reach programs.

Based on the APA's findings of progress to date, to ensure that the TVETSSP outcomes are maximised, it is recommended that over the remaining period of Phase I, the MLHRD/program team:

- a. Finalise the MLHRD Strategic Plan 2012-2015 and TVET policy and strategy; and endorsement of other key policies on revenue retention, apprenticeships and trade testing, and labour mobility (Outputs 1.1, 1.2, 1.5 and 1.6);
- b. Complete the KIT MIS, ensuring KIT staff, student and other performance data is being regularly provided to MLHRD/TVET stakeholders to inform TVET sector management; and undertaking regular M&E activities (utilising a STA M&E if required) (Output 1.3);
- c. Improve the effectiveness of the TVET sector advisory mechanisms and of the Program Oversight Committee in providing governance, strategic direction and oversight to the program (Output 1.4);
- d. Implement strategies to improve female, youth and outer island access to KIT in Phase II;
- e. Finalise a focused, relevant, achievable and sustainable Phase II Delivery Plan including an evidence-based employment focused course profile (and associated staffing resources and student numbers) for 2013-2016;
- f. Finalise the design for KIT infrastructure developments, following an agreed scoping and sustainability review;
- g. Improve whole-of-government ownership, leadership and engagement with the program (consideration could be given to employment of an I-Kiribati Relationships Manager, if appropriate, at some time in the future);
- h. Implement an effective communication plan to foster political and community support for the program and for KIT;
- i. Finalise a value for money auspicing agreement with an Australian RTO;
- j. Strengthen engagement with leading employers, particularly in the private sector; and
- k. Improve TVET sector development coordination through the formation of a HRD subcommittee under the GoK Development Partnership Forum.

As agreed with AusAID Kiribati, due to the reduced time available in-country, the APA team presented a separate verbal report on its findings with respect to the effectiveness and efficiency of the Managing Contractor's processes and performance in delivering against its contract with AusAID.

## Annex A: TOR for the Kiribati TVETSSP - Annual Performance Assessment, 2011

### 1. PURPOSE

This Terms of Reference sets the parameters for the first *Annual Performance Assessment* of the implementation of the Kiribati Technical and Vocational Education and Training Sector Strengthening Program – Phase I. The purpose of this activity is to advise the Government of Australia (GoA) and the Government of Kiribati (GoK) on program performance to date.

### 2. BACKGROUND

Australia's engagement in workforce development in Kiribati is informed by the Australia-Kiribati Partnership for Development (the Partnership), Kiribati Development Plan and the *Pacific Education and Skills Development Agenda*.

The Partnership sets out to advance GoK's development vision as articulated in the Kiribati Development Plan.

The latest Kiribati Development Plan sets a number of National Development Objectives, one of which (Human Resource Development) aims to “*increase access to, and the delivery of, quality, inclusive, equitable and professional skills development opportunities that strengthen literacy, numeracy and technical capabilities for I-Kiribati*”. Skills development is also an important strategy to address National Development Objectives relating to Health and Economic Growth and Poverty Reduction.

Consistent with this vision (and those set out in the previous Kiribati Development Plan), Workforce Skills Development is one of three Priority Outcomes of the Partnership. It outlines commitments to provide opportunities for people to develop workforce skills in areas of skill demand and sets targets to increase participation in, and completion of, post-secondary courses (including English language programs).

The *Pacific Education and Skills Development Agenda* prescribes Australia's objectives for its engagement in education and skills development in the Pacific paying particular attention to learning achievement and employability of young people. The *Pacific Education and Skills Development Agenda* also outlines those interventions that AusAID is most willing to support to enable partner Governments meet these objectives.

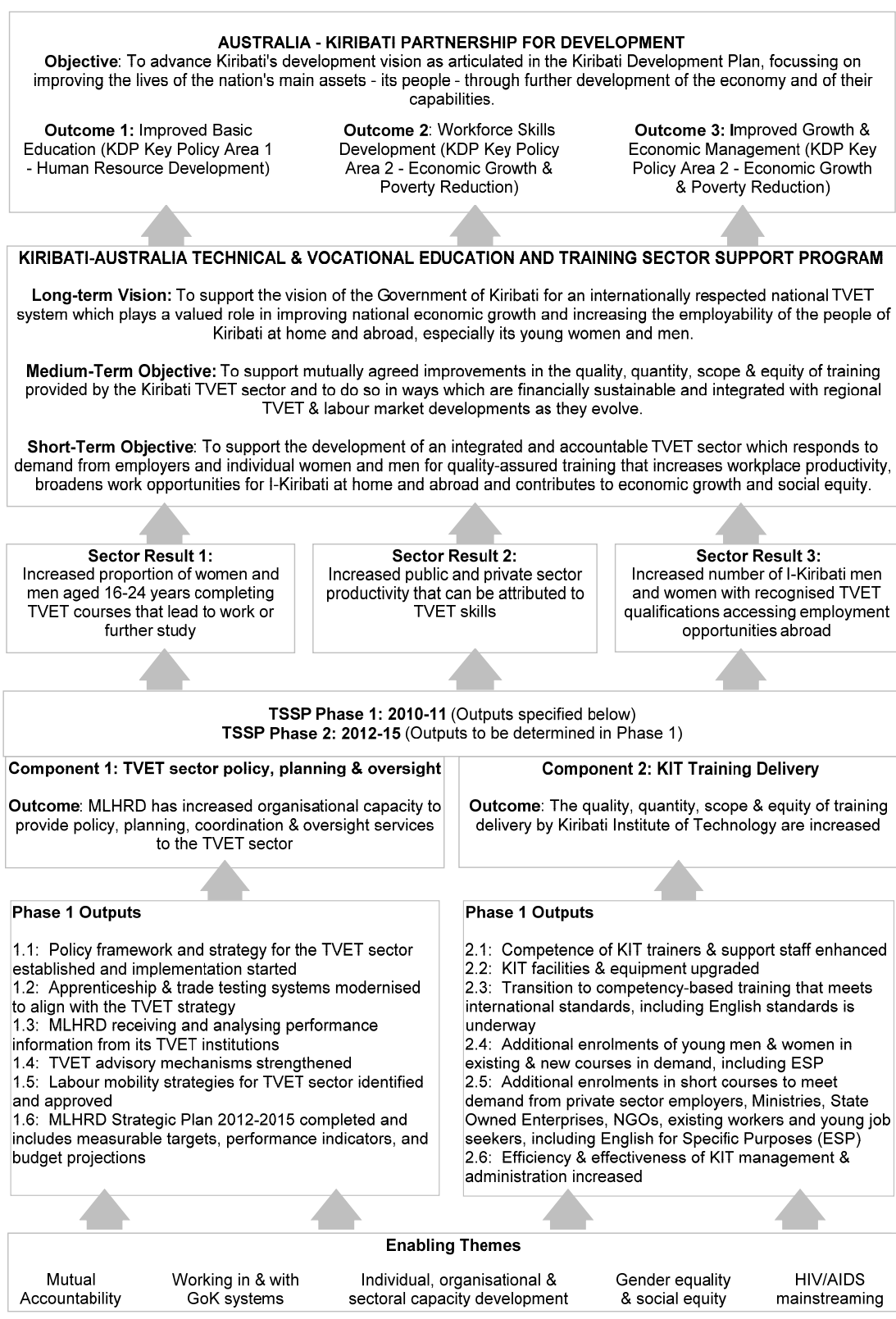
Consistent with the Australian aid program's focus on enhanced effectiveness, both the Partnership and the *Pacific Education and Skills Development Agenda* have a strong results orientation. Both want more young people to gain valued professional, technical or vocational qualifications, in areas of labour market demand. The Kiribati Technical and Vocational Education and Training Sector Strengthening Program (TVETSSP) is intended to give effect to both.

The Program Design Document for the Kiribati TVETSSP (January 2010) provides a conceptual framework for a long-term program of assistance and a plan for the first 5.5 years, structured in two phases. The program commenced in January 2011. The first phase is due to end on 30 June 2012). The long-term vision of 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 I-Kiribati at home and abroad, especially its young women and men.*

The Kiribati TVETSSP commenced in January 2011, after a short-period of interim assistance provided through the Tarawa Post. This interim assistance included some remedial work to buildings at the Kiribati Institute of Technology addressing some major safety issues, and delivery of some professional development to trainers of the institute. The Kiribati TVETSSP is delivered by a Managing Contractor (Austraining International) selected through an open tender procurement method.

Figure 1: The core elements of the Kiribati TVETSSP





### 3. OBJECTIVES

These Annual Performance Assessment has the following objectives:

- 3.1 to assess the performance and effectiveness of the Kiribati TVETSSP to date, and to recommend changes to strengthen its performance over the final months of Phase I (to June 2012); and
- 3.2 to contribute to aspects of an assessment of the effectiveness and efficiency of the Managing Contractor's processes and to assess its performance in delivering against its contract with AusAID.

### 4. SCOPE

Independent assessments, reviews, evaluations and appraisals of aid program plans and activities provide information for AusAID's assessment of aid program effectiveness, provide lessons to AusAID and implementation partners on aid program management, inform design of new activities and inform management of existing activities.

In assessing the performance and effectiveness of the Kiribati TVETSSP (3.1 above), the Annual Performance Assessment will consider and advise on the following:

#### 4.1 Progress and performance in Phase I

Based the framework set out in Attachment A, the Annual Performance Assessment should assess the relevance, effectiveness, efficiency, sustainability, monitoring and evaluation, gender equality, and analysis and learning as they apply to the implementation of Phase I of the Kiribati TVETSSP. Further guidance is at Attachment A.

In so doing, the Performance Assessment should:

- assess the progress of the Kiribati TVETSSP towards
  - o achieving the program objectives and sector results
  - o delivering Phase I outputs
- consider and respond to the following questions:
  - o do the TVETSSP management and governance arrangements provide GoK with sufficient national ownership of TVETSSP directions and priorities? Are they appropriate and aligned with GoK systems and/or could they be streamlined?
  - o is the GoK's current level of commitment to, and engagement in, the program adequate to ensure sustained sectoral reform in the long-term?
  - o to what extent is the TVETSSP being implemented through GoK systems (i.e. planning, organisational, management, financial, and M&E)?
  - o are GoK and GoA satisfied with the pace and approach to capacity development under the TVETSSP? What changes in individual, organisational and system capacity are evident?
  - o are the TVETSSP monitoring and evaluation activities providing GoA and GoK with the policy and management information they need? Are the results of M&E activities being used to inform their decision-making about the TVETSSP and the TVET sector?
  - o are the GoK and GoA satisfied with the progress of reform of the TVET sector in Kiribati?
  - o is TVETSSP delivering benefits equally to both men and women?
- consider the extent to which the Australian support to the TVET sector is harmonised with the work of other donors in the workforce skills development sector
- review the extent to which links have been forged with the Australia Pacific Technical College
- review the extent to which links have been forged across GoK with specific focus on MFEP (budgeting), PSO (staffing), and MoE (introducing vocational training into secondary school curriculums).

To the extent they have not been covered elsewhere, the Annual Performance Assessment should:

- advise on the extent to which the program's enabling themes (mutual accountability, working within GoK systems, organisational capacity development, gender equality and social equity, and HIV/AIDS mainstreaming) have been achieved or have informed program implementation.
- identify the lessons learned and instances of good practice which could inform subsequent phases of the Kiribati TVETSSP in particular and other similar programs in the Pacific.

- assess the possibilities for strengthening partnerships with civil society organisations and the private sector and for strengthening linkages across GoK departments and agencies.
- assess the extent to which the program has flexibility to incorporate contributions from other donors and identify potential opportunities for such contributions

In assessing the effectiveness and efficiency of the Managing Contractor's performance (3.2), the Annual Performance Assessment will consider and advise on the following.

#### 4.2 Contractor Performance Ratings

In conjunction with AusAID Post, evaluate and comment on agreed aspects<sup>21</sup> of the contractor's performance in relation to the 18 nominated assessment criteria set out in AusAID's Contractor Performance Assessment Template at Attachment B.

#### 4.3 Scope of Services

To the extent they have not been covered elsewhere, the Assessment will consider and advise on the extent to which the Contractor has met the requirements of the relevant Scope of Services (provided separately). It is not intended for this aspect to be in great depth, more a compliance check than anything else.

### 5. METHODOLOGY

The approach will include a document review, field visits and stakeholder consultations. A list of reference documents is provided at Attachment C. The Annual Performance Assessment will be conducted in line with an agreed upon Assessment Work Plan. The Work Plan will include: the overall approach; the main questions; the design; and the report structure.

### 6. COMPOSITION OF THE PERFORMANCE ASSESSMENT TEAM

6.1 The Performance Assessment Team will consist of:

- Ceri Bryant - Team Leader;
- Mark Sayers - TVET sector specialist and AusAID Canberra representative;
- Sai Rokovucago - AusAID Tarawa representative (Senior Program Manager); and
- Akka Rimon - Government of Kiribati representative (Senior Assistant Secretary for MLHRD)

6.2 Skills required by the team include:

- extensive monitoring and evaluation experience;
- experience in TVET sector;
- extensive knowledge of development in Kiribati in particular and the Pacific in general;
- thorough understanding of the Australian aid program and experience in aid program development, planning, monitoring and evaluation;
- excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with key national stakeholders; and
- ability to provide timely delivery of high-quality written reports.

### 7. ROLES AND RESPONSIBILITIES OF THE PERFORMANCE ASSESSMENT TEAM

7.1 The team leader will:

- plan, guide and develop the overall approach and methodology for the performance assessment including the development of a Work Plan for the Annual Performance Assessment;
- manage and direct performance assessment activities, representing the team and leading consultations with government officials and other donor agencies;
- manage, compile and edit inputs from other team members to ensure the quality of reporting outputs; and
- produce and present an aide memoire;
- synthesise performance assessment material into a draft Annual Performance Assessment Report and a final Annual Performance Assessment Report; and

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<sup>21</sup> Indicative items 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 15, 16, 17 – confirmed in Assessment Work Plan.

- contribute to a Contractor Assessment Report ([Attachment B](#))

7.2 The TVET sector specialist, under the direction of the team leader, will:

- assist the team leader during the Performance Assessment;
- undertake Performance Assessment tasks as directed by the Team Leader and
- provide written inputs into the draft and final reports as directed by the Team Leader.

7.3 Other team members will:

- work under the overall direction of the Team Leader;
- provide advice, relevant documentation from the GoK and AusAID, and an understanding of GoK and AusAID processes; and
- contribute to the required dialogue, analysis and writing of the report, as directed by the team leader.

## 8. TIMING

The assessment will commence on or around 30 January 2012 (preliminary document reviews) and be completed by approximately 30 March 2012 (submission of final reports). All aspects are subject to discussion and agreement with AusAID.

Table 1: Anticipated timing

TASK	Indicative dates	LOCATION
Document review	from 30 Jan	Office
Draft Work Plan for the Annual Performance Assessment	from 30 Jan	Office
Discussion and review of Work Plan (above) with AusAID	around 6 Feb	Office
Independent Appraisal Report submitted to AusAID	by 27 Feb	Office / Kiribati
In-country mission, including presentation of Aide Memoire	20 Feb - 1 Mar	Kiribati
Contribution to Contractor Performance Assessment Report submitted to AusAID	by 28 Feb	Kiribati
Draft Annual Performance Assessment Report submitted to POC and AusAID,	by 12 Mar	Office
Redraft Report based on feedback from Program Oversight Committee (incorporating that from AusAID and other stakeholders	around 30 Mar	Office

## 9. OUTPUTS

The following are to be provided:

- 9.1 Draft and Final Annual Performance Assessment Work Plan for agreement with AusAID prior to mission.
- 9.2 In-country Mission Aide Memoire - to be presented to representatives from Program Oversight Committee, AusAID Post, the Government of Kiribati and Austraining International (TVETSSP Managing Contractors) at the completion of the in-country mission. The format for the Aide Memoire will follow AusAID's template (to be provided).
- 9.3 Draft Annual Performance Assessment Report – to be provided to the Chair, Program Oversight Committee and Senior Program Manager, AusAID Post, by 12 March 2012. Feedback, through the Chair, Program Oversight Committee will be provided within two weeks of receiving the draft report. This report could be based on the Independent Progress Report template provided.
- 9.4 Contribution to the Contractor Performance Assessment Report submitted to Senior Program Manager, AusAID Post by 28 February 2012 (subject to further discussion).
- 9.5 Final Annual Performance Assessment Report - final document within 5 working days of receiving feedback. The report will be no more than 20 pages (plus annexes). Lessons and recommendations should be clearly documented in the report.

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### Document History

Version	Date	Details
v1.0	21 February 2012	Initial version for review

## Questions to guide the Annual Performance Assessment

The Annual Performance Assessment should assess program performance against the eight criteria listed below, and based on that assessment, rate performance using the Assessment Criteria Ratings Table overleaf.

### 1. Relevance

- Were the objectives relevant to Australian Government and partner government priorities?
- Were the objectives relevant to the context and the needs of beneficiaries?
- If not, what changes should have been made to the activity or its objectives to ensure continued relevance?

### 2. Effectiveness

- To what extent were the objectives achieved?
- To what extent were intermediary outcomes achieved?
- To what extent did the activity contribute to achievement of objectives (and intermediary outcomes)?

### 3. Efficiency

- Did the implementation of the activity make effective use of time and resources to achieve the outcomes?
- Sub-questions:*
  - Was the activity designed for optimal value for money?
  - Have there been any financial variations to the activity? If so, was value for money considered in making these amendments?
  - Has management of the activity been responsive to changing needs?
  - Did the activity suffer from delays in implementation? If so, why and what was done about it?
  - Did the activity have sufficient and appropriate staffing resources?
- Was a risk management approach applied to management of the activity (including anti-corruption)?
- What were the risks to achievement of objectives? Were the risks managed appropriately?
- Did the activity represent value for money?

### 4. Impact (if feasible)

- Did the activity produce intended or unintended changes in the lives of beneficiaries and their environment, directly or indirectly?
- Were there positive and/or negative impacts from external factors?

### 5. Sustainability

- Will beneficiaries and/or partner country stakeholders have sufficient ownership, capacity and resources to maintain the activity outcomes after Australian Government funding has ceased?
- Are there any areas of the activity that are clearly not sustainable? What lessons can be learned from this?

### 6. Gender Equality

- What were the outcomes of the activity for women and men, boys and girls?
- Did the activity promote equal participation and benefits for women and men, boys and girls?
- Sub-questions:*
  - Did the activity promote more equal access by women and men to the benefits of the activity, and more broadly to resources, services and skills?
  - Did the activity promote equality of decision-making between women and men?
  - Did the initiative help to promote women's rights?
  - Did the initiative help to develop capacity (donors, partner government, civil society, etc) to understand and promote gender equality?

### 7. Monitoring and Evaluation

- Does evidence exist to show that objectives have been achieved?
- Were there features of the M&E system that represented good practice and improved the quality of the evidence available?
- Was data gender-disaggregated to measure the outcomes of the activity on men, women, boys and girls?
- Did the M&E system collect useful information on cross-cutting issues?

### 8. Analysis & Learning

- How well has the current design addressed previous learning and analysis?
- How well was learning from implementation and previous reviews (self-assessment) integrated into the activity?
- What lessons from the activity can be applied to other TVET sector strengthening programs and activities in the Pacific.

## Assessment Criteria Ratings Table

Criteria	Rating	Explanation
Relevance		
Effectiveness		
Efficiency		
Impact	Do not rate	
Sustainability		
Monitoring and Evaluation		
Analysis and Learning		

### Rating scale

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

### Explanation of assessment criteria

1. Relevance: is the activity contributing to higher level objectives of the aid program?
2. Effectiveness: Is the activity on track to achieve its objectives?
3. Efficiency: Is the activity being managed to get the most out of its inputs and resources?
4. Impact: Has the activity produced positive or negative changes?
5. Sustainability: Is it likely the benefits of the activity will continue after funding has ceased?
6. Gender equality: Is the activity advancing gender equality and promoting women?
7. Monitoring and Evaluation: Is the activity's M&E system effectively measuring progress?
8. Analysis and Learning: Is the activity based on sound technical analysis and continuous learning?

**The Annual Performance Assessment Report could be based on the Independent Progress Report template provided.**

## CONTRACTOR PERFORMANCE ASSESSMENT

Contractor/Facility:	
Agreement No.:	Activity:
Activity Manager:	Country:
Contract Period from ____ until ____	Date of Assessment:
Nature of Assignment:	

Assessment Criteria	Performance Rating	Comments
1. In-Australia management and administrative support – includes: ability to plan and administer activities in accordance with the contract, Support services provided to the in-country team; Regular monitoring and engagement with the in-country team		
2. In-country management and administrative support – includes: Management responsiveness, particularly to policy change and development context; Appropriate planning and monitoring of activities; Quality of advice to AusAID and other stakeholders, where appropriate		
3. Relationship with AusAID – includes: Cooperation in all matters relating to the contract; Open and honest in addressing problems; Regular communication and updates		
4. Activity financial management – includes: Responsiveness to AusAID's requests for financial information; Ability to deliver services within budget; Accuracy of financial information, including invoices, acquittals and forward estimates		
5. Risk management – includes: Proactively and promptly identifies and informs AusAID of substantive issues likely to adversely affect timing, cost or quality of services; Provides recommendations for actions to manage risks		
6. Quality of stakeholder communication – includes: Feedback received from partner government (& other development partners where appropriate) on satisfaction with consultation and services provided; Time and effort invested in developing relationships with counterparts and key stakeholders		
7. Continuous improvement – includes: Proactively identifies areas for improvement of activity and applies lessons learnt		
8. Quality of planning documentation – includes: Timely submission of documentation which meets counterpart/stakeholder requirements; Documentation does not require multiple re-writes		
9. Attention to AusAID's policies – includes Evidence of plans, monitoring and results which show progress towards AusAID's aid policy commitments (e.g. gender, environment, child protection)		
10. Performance of team leader – includes Effective communication and leadership; Achieves results against contracted responsibilities; Relationship with stakeholders; Management of team		
11. Performance of other key activity personnel – includes: Achieves results against contracted responsibilities; Relationship with stakeholders		
12. Ability to maintain quality project personnel – includes: Suitability of staff; Staff turnover levels		
13. Timeliness in replacing activity personnel – includes: Minimal disruption; Proactively informs AusAID of staff changes; Satisfactory recruitment process		
14. Managing underperformance, where appropriate – includes: Quality of management control of personnel performance; Timely identification of issues with personnel and proactively proposing solutions; Willingness to replace personnel where necessary		
15. Quality and timeliness of activity milestones/ deliverables – includes: Achieves milestones/deliverables within the set timeframe; Strategies for managing delays; Documentation supplied (e.g. milestone reports, M&E frameworks) meets quality standards set by AusAID		
16. Quality of monitoring and evaluation (M&E) – includes: Effectively measures and reports on activity progress; M&E framework (or equivalent) has clearly defined and measurable objectives; M&E framework (or equivalent) has effective quantitative and qualitative indicators		
17. Appropriately addressing sustainability (i.e., continuation of benefits/outcomes after external support is removed) – includes Understanding of key factors promoting or inhibiting sustainability and a strategy for promoting sustainability; Appropriately preparing for transition following completion of		

<i>the activity; Where appropriate, demonstrates strengthening of partner government systems</i>		
18. Responsiveness to AusAID – includes: <i>Timely response to AusAID requests and instructions; Ability to respond to unexpected requests; Acceptance of AusAID decisions</i>		
<b>Overall Rating (average of all scores)</b>		

*The extent to which the contractor can contribute to the completion of this assessment will be subject to discussion with Post*

1	Very Weak	Serious underperformance, not meeting most contract/terms of reference deliverables
2	Weak	Major effort needed to improve delivery of core responsibilities identified in the contract/terms of reference; AusAID very hands on in managing areas where contractor is not delivering
3	Less than satisfactory	Effort needed to improve delivery of one or more core responsibilities identified in the contract/terms of reference
4	Satisfactory	Minor effort needed to improve delivery of some areas of responsibility identified in the contract/terms of reference
5	Very Good	All responsibilities identified in the contract/terms of reference delivered efficiently and effectively
6	Outstanding	All responsibilities identified in the contract delivered with a high degree of efficiency and effectiveness, efficiently, and proactive steps taken to achieve outcomes above and beyond identified responsibilities



## Key Documents

Additional documents may be identified. Copies will be provided electronically separately.

### AusAID documents:

1. *An Effective Aid Program for Australia: Making a real difference – Delivering real results*
2. *Promoting Opportunities for All* education strategy
3. *Pacific Education and Skills Development Agenda*
4. Guidelines and templates
  - Template: *Aide Memoire*
  - Template – Independent Progress Report
  - Template - Contractor Assessment
5. Program Design Document: Kiribati – Australia Technical and Vocational Education and Training Sector Strengthening Program
6. Scope of Services – Kiribati TVETSSP Agreement between AusAID and Austraining International
6. Kiribati TVETSSP Phase II Commissioning Note
7. (Draft) Assessment of National Systems (Kiribati)

### Government of Kiribati documents

8. Kiribati Development Plan
9. Ministry of Labour and Human Resource Management Strategic Plan
10. Ministry of Labour and Human Resource Management Operational Plan

### Managing Contractor Documents

11. Kiribati TVETSSP Six-Monthly Report – January 2011-June 2011
12. Draft Kiribati TVETSSP Phase II Delivery Plan

### Other documents:

13. Kiribati-Australia Partnership for Development (including relevant schedules)
14. Millennium Development Goals
15. Paris Declaration, Accra Agenda for Action, and Busan HLF4
16. Cairns Compact on Strengthening Development Coordination

## Annex B: People and Organisations Consulted

Antoine Barnaart, KIT Principal (TVETSSP)  
Atanteora Beiatau, Secretary for Finance and Economic Planning  
Batetaake Taatoa Taoieta, Senior Labour Officer (Workplace Relations), OIC Director of Labour, MLHRD  
Bokarawa Kaake, TVETSS Finance Officer  
Boro Lucic, Captain Superintendent, Marine Training Centre  
Eileen Aukitino, APTC Coordinator  
Einakoamakin Tonganibeia, Acting Senior Labour Officer (Offshore employment), MLHRD  
FTC staff: Ioota Taniera, Bauro Uerem, Ritang Ubaitoi, Tentau Teikake,  
Henry Khaisum, HR Planning Adviser, PSO  
Ian D'Arcy Walsh, AusTraining International  
Ioataake Timeon, Secretary, Ministry of Education  
Kaanong Tatoi, Acting Director, NEPO  
Kakiata Tikataake, Labour Officer (National employment), MLHRD  
Karen Soanes, First Secretary, New Zealand Aid Programme  
KIT staff: Bannau Tokareti, Ebwa Mwakaaea, Tek Moriai, Teburea Maio, Atarebwebwe Tauia, Gemma C Toka,  
Meere Barenaba, Sakamoto, Kabiriere K, Mikaaere T  
KIT students  
Lydia Bezeruk, First Secretary Development Cooperation, AusAID  
Moannata Ientaake, Director HRMC  
Ngutu Awira, TVETSSP Planning Officer  
Peter Calvaresi, AusTraining International  
Rex Kinder, TVETSSP Team Leader/Senior TVET Officer  
Rokobati Tearo, KIT Deputy Principal  
Rui Natake, Principal, Fisheries Training Centre  
Taitai Teororo, KIT Deputy Principal  
Tebao Awerika, Secretary for Ministry of Labour & Human Resource Development  
Teburantaake Kaei, Director for Curriculum Development & Resource Centre, MOE  
Tererei Abete-Reema, Secretary for Public Service Office and HRP Adviser  
Teue Baikarawa, TVETSSP Communications Officer  
Toani Toatu, Director, Ministry of Public Works and Utilities  
TVETSSP KIT advisers: Maria Doyle, Giselle Mewer, Joy Pedersen  
Vicki Roberts, TVETSSP TVET Coordinator

## Annex C: Additional Documents Consulted during Assessment

AusAID (2011). Draft Kiribati Phase II Commissioning Note. October 2011.

MLHRD (2011). Concept Paper: Unemployed School Leavers Employment Strategy. PSO, MLHRD, MOE (August 2011).

Pacific Islands Forum Secretariat (2010). Peer Review of the Republic of Kiribati, Cairns Compact for Strengthening Development Cooperation in The Pacific. October 2010.

Austraining (2011). A Modern Apprenticeship System for the Future in Kiribati. Marc Fullager. Dec 2011.

KIT (2011). Draft Gender Access and Equality Policy.

## Annex D: Progress in delivery of Component 1 Outputs

TVET sector policy, planning and oversight Outputs	Key TVETSSP activities (as at December 2011)	Not yet completed but expected by MC to be achieved by June 2012
1.1 Policy framework and strategy for the TVET sector established and implementation started	TVET Policy Concept drafted; TVET Sector Framework drafted.	TVET policy operational; Revenue retention policy for TVET institutions operational; Training plan for MLHRD staff revised in line with the MLHRD Strategic Plan; SMT and MLHRD support staff completed 50% of PSP40104 Certificate IV in Government increasing public service knowledge and capability; MLHRD TVET sector functional and staffing requirements ("four pillars") approved by GoK; Senior management study tour to Australia undertaken (March 2012)
1.2 Apprenticeship and trade testing systems modernised to align with the TVET strategy	Kiribati trade apprenticeship system and trade testing reviewed.	Revision to Kiribati apprenticeship system (to be modernised within KIT structured training and work attachments) approved by GoK; Change to trade testing (through KIT supported RPL against KIT certificates) approved by GoK .
1.3 MLHRD receiving and analysing performance information from its TVET institutions	Changes proposed to the TVET sector institution reporting requirements; Changes proposed to systems for gathering data from MLHRD Divisions.	TVET and Ministry data management system and reporting cycle established; TVET data utilised for analysis; policy and planning decisions by MLHRD (and also routinely submitted MFED/NEPO).
1.4 TVET advisory mechanisms strengthened	Decent Work Committee has become the POC (with agreed TOR) with the addition of the donors; Apprenticeship Advisory Board ToR reviewed; Legislation affecting apprentices reviewed.	TVET related boards consolidated into single TVET Advisory Board or equivalent (including TVET Advisory Board, Decent Work Committee and Apprenticeship Board and any others); TVET Advisory Board meets routinely; POC operating effectively; Kiribati employers meet regularly (through mechanism still to be determined) to provide input into industry standards for curriculum design, training assessment and structured work attachments.
1.5 Labour mobility strategies for TVET sector identified and approved.	Collection of domestic labour market information; Labour mobility and employment strategies drafted; Changes proposed to Ministry TVET, labour and employment functions and their advisory support. Labour market information and planning requirements proposed to Secretary.	Labour and employment mobility strategy endorsed by GoK; Changes to MLHRD functions, responsibilities and resourcing considered by MLHRD/PSC; Labour market information database scoped in parallel with the TVET MIS.
1.6 MLHRD Strategic Plan 2012-15 completed with measurable targets, indicators and budget projections	MLHRD Operational Plan (MOP) to June 2011 completed; MLHRD Strategic Plan (2012-15) drafted.	MLHRD MOPs for Jul-Dec 2011 and Jan-Jun 2012 implemented; MLHRD Strategic Plan (2012-15) finalised and implemented.

## Annex E: Progress in delivery of Component 2 outputs

KIT Training Delivery Outputs	Key TVETSSP activities (as at December 2011)	Not yet completed but expected by MC to be achieved by June 2012
2.1 The competence of KIT trainers and support staff members is improved	<p>KIT professional development plan implemented;</p> <p>Individual lecturer competence audits completed, gap training significantly progressed;</p> <p>Professional development plans for administration staff implemented;</p> <p>All lecturers and non-teaching staff provided with English language training (through the Australian Certificate in Spoken and Written English (CSWE));</p> <p>All lecturers and non-teaching staff provided with ICT skill sets from the new Australian ICT Training Package;</p> <p>All English lecturers provided with training for Certificate IV in Teaching of English as a Second Language (TESOL);</p> <p>All staff tested, using the International Second Language Proficiency Ratings (ISLPR) testing system to benchmark their English competence;</p> <p>Professional development and planning for teaching conducted for all lecturers one day a week;</p> <p>Negotiation of KIT/TAFE SA auspicings agreement commenced.</p>	<p>All KIT lecturers to have the required Australian qualifications to train and assess to AQTF standards;</p> <p>All KIT lecturers to have completed the Australian Certificate IV in Training and Assessment;</p> <p>All KIT English lecturers to have completed the Certificate IV in TESOL;</p> <p>All KIT staff to be retested to measure their progress in their English competence;</p> <p>All KIT staff to have completed targeted ICT skill sets;</p> <p>KIT senior management and administration staff to have made significant progress in completing Australian TVET business management qualifications;</p> <p>KIT/TAFE SA auspicings agreement finalised.</p>
2.2 KIT facilities and equipment upgraded	<p>Some refurbishments completed after KIT fire;</p> <p>New toilet block completed;</p> <p>New furniture and administration equipment procured;</p> <p>Large number of new computers procured;</p> <p>Specialised equipment to enable competency based assessment procured for each teaching area;</p> <p>Increase security surveillance to 24/7 with increased security lighting;</p> <p>KIT dual cab procured;</p> <p>KIT master plan completed;</p> <p>KIT Internet and connectivity upgraded;</p> <p>Personal protection equipment procured for staff and students.</p>	<p>Fire damaged classrooms refurbished to house accounting and other classes;</p> <p>Specialised equipment orders delivered and utilised;</p> <p>KIT Master Plan endorsed by GoK;</p> <p>Design and specification completed for most of the new KIT buildings;</p> <p>KIT MIS designed and implemented;</p> <p>KIT Internet and connectivity further upgraded;</p> <p>Strategy for waste treatment options for KIT to be developed.</p>
2.3 Transition to competency-based training that meets international standards, including in English language, is underway	<p>Vocational Preparation Course (Cert I in Business) for all Year One trade and business students developed and implemented;</p> <p>The six KIT courses (accounting, business, carpentry, automotive, electro technology, English) updated to be Australian TVET competency based;</p> <p>All year one and two students tested to benchmark their English competence;</p> <p>All students provided with English Language training (through the CSWE).</p>	<p>Students will graduate from the updated competency based courses;</p> <p>Students will complete CSWE;</p> <p>The six Australian TVET competency based courses will be reviewed with key stakeholders;</p> <p>Preparation undertaken for introduction of first additional TVET competency based courses (Certificate IV Business in July 2012);</p> <p>Planning for second additional Australian</p>

KIT Training Delivery Outputs	Key TVETSSP activities (as at December 2011)	Not yet completed but expected by MC to be achieved by June 2012
		TVET competency based courses to be completed.
2.4 Additional enrolments of young men and women in existing and new TVET courses in demand	286 full time enrolments in 2011 compared to 205 full time enrolments in 2010; Thirty students in three trade certificates sponsored.	Additional enrolments are not expected to occur in the six full time courses; Proposal for establishment of Vocational Preparation training and scholarship scheme for Outer Island student to be endorsed by GoK.
2.5 Additional enrolments in short courses, including English for Specific Purposes, to meet employer and young job seeker demand	Short courses offered in ICT and English; Planning for the establishment of a KIT Centre for Workforce and Training progressed; Customised short courses to support seasonal workers, youth offenders and community club volunteers in the planning stage; Fee-for-Service policy drafted.	Customised short courses to support seasonal workers, youth offenders and community volunteers developed and implemented; Customised ICT short course provided to Ministry of Finance and Economic Development staff; Training needs analysis and training plan for Public Utilities Board (PUB) completed under a fee for service arrangement. Skill testing of PUB plumbers completed; Fee for Service policy approved by GoK and implemented; Proposal for establishment of KIT Centre for Workforce and Training endorsed by GoK; Short course program to support training within the Public Service Office developed for Semester II, 2012.
2.6 Improving the efficiency and effectiveness of KIT management and administration increased	KIT governance and management framework established and implemented; KIT policy guidelines developed and a range of key institute policies drafted and implemented to begin compliance with the AQTF; Policy on STA management implemented to ensure the maximum impact and deliverables from STA inputs; Organisational restructure completed with the establishment of three new Schools and two Deputy Heads of School positions; All trainers now training 18 hours per week compared to 2010 when some trainers taught for 9 hours; Asset management system implemented; Systems introduced to record, monitor and improve staff management, communication, attendance and punctuality; All AusAID key cross cutting policy areas (gender, disability, child protection, environment, HIV/AIDS) are being addressed at KIT as part of Phase I implementation.	KIT governance and management framework to be further refined and matured; I-Kiribati to take increased leadership roles at all levels within KIT; Course profile and associated staff and student number planning completed; Comprehensive set of KIT policies implemented for AQTF compliance; A senior management study tour to Australia to be undertaken in March 2012; Time-tabling, teaching hour allocations and teaching approaches to be reviewed to maximise efficiency of lecturing staff allocations; Activities, focused on AusAID cross cutting policy areas will continue to be enhanced; KIT student association established.