Kiribati - Australia Technical and Vocational Education and Training (TVET) Sector Strengthening Program

Program Design Document

Final Draft

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The views expressed in this document are those of the design team alone and do not necessarily reflect the views or policies of the Governments of Kiribati or Australia or of any organisation or individual consulted.

Abbreviations and Acronyms

ADB	Asian Development Bank
ADS	Australian Development Scholarships
AIDS	Acquired Immunity Deficiency Syndrome
APTC	Australia-Pacific Technical College
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework (from 2007)
AUD	Australian Dollars
AusAID	Australian Agency for International Development
CBT	Competency-based training
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
ECE	Early Childhood Education
ELLN	English language, literacy & numeracy
ESL	English as a Second Language
ESP	English for Specific Purposes
FTC	Fisheries Training Centre
FY	Financial Year
GBV	Gender Based Violence
GDP	Gross Domestic Product
GoA	Government of Australia
GoK	Government of Kiribati
HIES	Household Income & Expenditure Survey
HIV	Human Immunodeficiency Virus
HRD	Human Resource Development
HRDPC	Human Resource Development Planning Committee
ICT	Information and Communications Technology
IELTS	International English Language Testing System
ILO	International Labour Organization
JAR	Joint Annual Review
JSC	Junior School Certificate
JSS	Junior Secondary School
KANI	Kiribati Australia Nursing Initiative
KCCI	Kiribati Chamber of Commerce and Industry
KDP	Kiribati Development Plan
KIT	Kiribati Institute of Technology (formerly the Tarawa Training Institute)
KTUC	Kiribati Trade Union Congress
LTA	Long-Term Technical Assistance
MC	Managing Contractor
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFED	Ministry of Finance and Economic Development
MLHRD	Ministry of Labour and Human Resource Development
MOP	Ministry Operating Plan

MTC	Marine Training Centre
NGO	Non-governmental organisation
NZAID	New Zealand Agency for International Development
ODA	Official Development Assistance
OSH	Occupational Safety & Health
PACER	Pacific Agreement on Closer Economic Relations [between the Forum Island Countries and Australia and New Zealand)
PACTAM	Pacific Technical Assistance Mechanism
PAF	Performance Assessment Framework
PAT	Performance Assessment Team
PDD	Program Design Document
PIC	Pacific Island Country
PICPA	Pacific Islands Centre for Public Administration
PIF	Pacific Islands Forum
PIFS	Pacific Islands Forum Secretariat
PMF	Performance Management Framework
POC	Program Oversight Committee
PPD	Pacific Partnership for Development
PSO	Public Service Office
RERF	Revenue Equalisation Reserve Fund
RPL	Recognition of Prior Learning
RTO	Registered Training Organisation (in Australia)
SMT	MLHRD Senior Management Team
SOE	State-Owned Enterprise
SPC	Secretariat of the Pacific Community
STA	Short Term Technical Assistance
TA	Technical Assistance
TAA4	Certificate IV in Training and Assessment
TAFE	Technical & Further Education (Australia)
TAG	Technical Advisory Group
TESOL	Teaching of English as a Second Language
TOR	Terms of Reference
TVETSSP	TVET Sector Strengthening Program
TVET	Technical & Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USP	University of the South Pacific
VET	Vocational Education and Training
VPC	Vocational Preparation Course
YEP	Youth Employment Programme (ILO)

Table of Contents

ABBREVIATIONS AND ACRONYMS ..... **I**

TABLE OF CONTENTS ..... **III**

EXECUTIVE SUMMARY ..... **IV**

1. BACKGROUND **1**

1.1 GoK-GoA Partnership for Development 1
1.2 Design Process 1

2. CONTEXTUAL ANALYSIS **2**

2.1 Economic Considerations 2
2.2 The Labour Market in Kiribati 3
2.3 Socio-cultural Considerations 5
2.4 Sectoral Context 6
2.5 The TVET System in Kiribati 9
2.6 Kiribati's Development Agenda 13
2.7 Lessons Learned 15
2.8 Rationale for Australian Involvement 18
2.9 Consistency with Existing Donor/ Multilateral Programs 21

3. DESIGN STRATEGY **23**

4. PROGRAM DESCRIPTION **24**

4.1 Longer Term Vision (15-20 years) 24
4.2 Medium Term Objective (5-10 years) 24
4.3 Short Term Objective (5 years) 25
4.4 Expected Sector Results 25
4.5 TVETSSP Components for Phases 1 and 2 26
4.6 TVETSSP Outputs and Targets for Phase 1 27
4.7 An Interim Program of Support 29
4.8 Forms of Aid 30
4.9 Estimated Program Budget & Timing ..... **Error! Bookmark not defined.**

5. PROGRAM IMPLEMENTATION ARRANGEMENTS **34**

5.1 Management and Governance Arrangements and Structure 34
5.2 Roles and Responsibilities in TVETSSP Management and Structure 35
5.3 Long-term Personnel 39
5.4 Implementation Plan 40
5.5 Monitoring & Evaluation Plan 41
5.6 Sustainability 44
5.7 Donor Coordination 47
5.8 Overarching Policy Issues 47
5.9 Critical Risks and Risk Management Strategies 50

Annex A: Terms of Reference for the Design Mission 53
Annex B: People and organisations consulted during design 54
Annex C: Country Information 56
Annex D: Preliminary baseline – Kiribati's TVET system 67
Annex E: Detailed Component Descriptions 71
Annex F: The TVETSSP Managing Contractor 81
Annex G: Program Communication Strategy 84
Annex H: Performance Assessment Framework ..... **Error! Bookmark not defined.**
Annex I: Note on M&E Responsibilities and Tools 100
Annex J: Indicative Schedule for Key TVETSSP Phase 1 Activities 97
Annex K: Position Descriptions 106
Annex L: Risk Matrix 113
Annex M: Resourcing 122
Annex N: Technical Note, Relationship between the Australian RTO for TVETSSP and KIT 124
Annex O: References 129

Executive Summary

The Kiribati Technical and Vocational Education and Training Sector Strengthening Program (TVETSSP) described in this Program Design Document (PDD) represents the first substantial step in Australia's partnership with Kiribati in the technical and vocational education (TVET) sector. It responds to the large and urgent need in Kiribati for *workforce skills development* - one of three high-level outcomes to be achieved under the Australia-Kiribati Partnership for Development. While the TVETSSP is designed as a separate program of assistance, it is closely linked with and supportive of other Partnership programs, activities and outcomes.

The Republic of Kiribati continues to be a safe, peaceful and politically stable nation with a strongly egalitarian culture. It is also a country facing major demographic, economic, social and environmental challenges and a very uncertain future.

A restricted revenue base, high government expenditure, a labour surplus economy with few prospects for growth, a weak private sector, low productivity, a very young population and a large and growing pool of unemployed young people, changing social structures arising from the move to a cash economy and greater exposure to the outside world, and climate change with its spiralling costs are all factors which have led the Government of Kiribati (GoK) to adopt a merit-based relocation strategy as one option for its people. This strategy involves the upskilling of I-Kiribati to make them competitive in international labour markets so that …*when they choose to migrate, they will migrate on merit and with dignity. They will be received by their adopted countries not as burdens, but as worthwhile members of the community.* (Statement by His Excellency Anote Tong, 25 September 2008).

At the same time there are also domestic skill needs that need to be addressed in parallel with labour mobility strategies. As privatisation of some State Owned Enterprises rolls out in coming years, the demand for skilled and more productive labour is likely to increase and if that demand is not met, private sector growth is likely to be restricted. Unlike PNG or the Solomon Islands, Kiribati has no dedicated institutional arrangements for the delivery of training in generic public administration to its large civil service workforce of some 7,000 people. While the Kiribati Institute of Technology (KIT) performs this function to some extent, unmet demand for basic civil service training is also growing.

The GoK is well aware of many of the shortcomings of current post-school training provision. These shortcomings are especially evident in the quality, quantity, scope, equity and efficiency of vocational training provided by the KIT, and in the organisational capacity in the TVET sector generally and in the Ministry of Labour and Human Resource Development (MLHRD) specifically. The government has already taken action to address some of them, including the establishment of a TVET Advisory Board and appointment of an Australian TVET specialist as Principal of KIT. Immediately following the design mission, and with some input from the design team, the GoK Cabinet approved the adoption of Australian competency standards as the basis for future competency-based training at KIT, This decision has provided strong evidence of GoK commitment to reforming the sector and clear directions for the design.

Three imperatives – making more young people more employable at home through skills development, increasing labour productivity in both the private and public sectors in Kiribati through skills development and making I-Kiribati more employable abroad through internationally recognised vocational skills – have therefore guided this design.

The design provides a conceptual framework for a long-term (15-20 year) program of assistance and a plan for the first 5.5 years structured in two phases so that the TVETSSP can achieve early and full alignment with Kiribati's national planning system.

The overall design strategy has four basic characteristics.

A tight-loose design. Phase 1 is very tightly specified in terms of what is to be done and the results to be achieved so that mutual expectations are clear. Progress to the second phase will depend in part on progress in the first. Phase 2 holds tight the high level outcomes but leaves loose the means by which they are to be achieved. This approach rests on the assumption that Phase 1 will respond to the government's known priorities while establishing joint processes to identify longer-term realistic possibilities for change.

A help early - help hard design. The design rests on the assumption that there is widespread political, bureaucratic, industry and community will and motivation for transformational change in the TVET sector, especially at KIT, although capacity is recognised as wanting; and that there is a national sense of urgency about this given the growing problem of youth unemployment and declining fiscal position. There is substantial risk that this front-loaded approach will overwhelm local absorptive capacity, but there is also a reasonable prospect of a breakthrough approach.

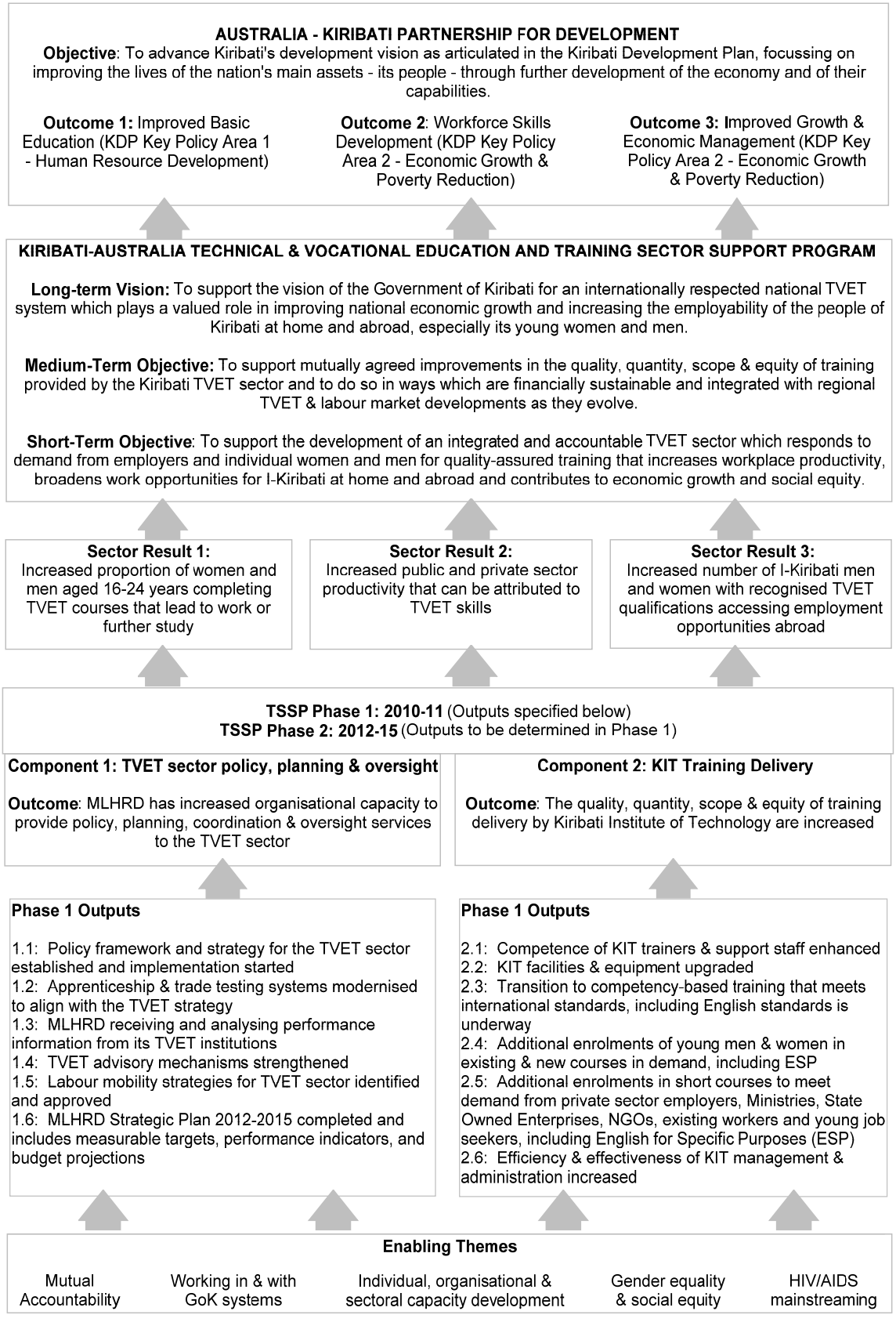
Capacity supplementation and capacity development. The design assumes that without radical reform of the public service and redistribution of its resources, and with few if any prospects for growing the private training market, the MLHRD will never have enough staff or the right staff mix or the financial resources to do all that needs to be done to establish and sustain a well-functioning TVET system that performs to Australian training standards. While the design does not in any sense establish a parallel implementation strategy, it has assumed that more international trainers and managers as well as other external resources are needed and are likely to be needed for some time to assist sectoral progress.

A service delivery strategy. Post school provision of TVET is so limited and the need for skills for national and international employment so urgent that the delivery of training by the KIT is the primary focus of the initial phases. Development of the overall architecture of the TVET system is supported under the program, but this is essentially in a stripped down form. This has been made possible by Kiribati's decision not to follow the path taken by some larger Pacific island countries to develop national standards and national qualifications frameworks for TVET, but to leapfrog a generation and adopt Australian competency standards. The design assumes that major improvements in training delivery will create momentum and the policy space necessary for further consideration of the sectoral architecture and the development of a more integrated sectoral approach.

The core elements of the TVETSSP are presented diagrammatically on the next page.

The results to be achieved are deliberately very ambitious but crafted to respond to the urgent needs expressed by the Government of Kiribati and the MLHRD, which would be the executing agency. A range of measurable targets are set for Phase 1. These include an additional 140 full-time enrolments of young people in existing and new courses at the KIT, additional enrolments in a wider range of KIT short courses, beginning the transition to competency-based vocational training and assessment based on Australian standards, expansion and upgrading of English language training and increased access for women and those living in the Outer Islands. Increased quality and quantity of training delivery will be guided by the development of a strategy for the TVET sector, various initiatives to strengthen the concept of a TVET sector and sectoral performance and by the identification of labour migration strategies for TVET graduates. Given the poor state of physical facilities at KIT, provision is also made for a modest new multi-purpose building and equipment.

Core Elements of the Kiribati TVET Sector Strengthening Program



All stakeholders are very keen to implement a program of change quickly. The design assumes however that the TVETSSP will not be fully mobilised until mid-2010 at the earliest. Therefore it proposes an Interim Program to commence immediately in order to harness existing commitment to change, overcome major constraints to program start-up and smooth TVETSSP implementation. Seven priority actions are proposed for an Interim Program.

(1) Reduce the most severe Occupational Safety and Health (OSH) risks at KIT. The KIT Principal has advised that the immediate priorities are rebuilding the toilet block, reviewing and replacing electrical wiring to render the KIT safe, purchase of personal protective equipment for students and staff in workshops and OSH training for all KIT staff.

(2) Early action to capitalise on, communicate and socialise the Cabinet decision to move KIT provision to a competency-based system using Australian competency standards.

(3) Implement reliable basic student records system at KIT by stabilising the existing system and recording current student and course data.

(4) Make operational KIT computer equipment and systems to ensure they are performing at maximum capacity.

(5) Independent assessment and recognition of the current competence of each KIT trainer against the Australian competency standards for the occupations for which they are training students. This will provide the foundation for the professional development strategies that will be needed in Phase 1 to develop the competence required by trainers to deliver courses at Australian Certificate I and II level.

(6) Commencement of English language training for KIT trainers to help them get an early start towards the Phase 1 target of all KIT trainers proficient in English at IELTS score 5 (or equivalent), and ensure they are better prepared to take advantage of the professional development programs that will be provided in Phase 1.

(7) Recruit an international (supernumerary) TVET Operations Manager to KIT for a period of 2 years responsible to the Principal. Together with the in-line expatriate Principal currently engaged for up to three years, this position would provide KIT with sufficient senior management capability to both manage Component 2 of the TVETSSP and provide intensive coaching to all KIT senior staff but particularly to a new I-Kiribati Deputy Principal currently being recruited by MLHRD.

Applying the principles of the Paris Declaration on Aid Effectiveness, the Accra Agenda for Action and the recently agreed Cairns Compact, and taking account of the current absorptive capacity of the TVET sector and GoK systems more broadly, a program-based approach has been chosen for Phases 1 and 2, with a view to transitioning to full MLHRD execution through GoK administrative, planning and budget systems beyond that.

Government of Australia funds will be allocated to the TVETSSP both directly and indirectly. Funds will flow *directly* into (a) the GoK Development Fund, and over the life of the program an increased proportion of the program budget may be channelled through this mechanism (depending on performance and needs) with the strategic intent of providing all TVETVETSSP funds through this or a similar GoK mechanism for Phase 3; and (b) the GoK Recurrent Budget in the form of incentive grants which will be mixed with GoK resources allocated to the TVET sector for discretionary use by MLHRD according to regular national procedures. In this design, $700,000 has been allocated for incentive grants. Funds will flow *indirectly* through contractual payments made by AusAID to a Managing Contractor (MC) or to other third party contractors engaged to support TVETSSP implementation and monitoring and evaluation (M&E) processes.

The TVETSSP will work in and through Government systems and will not operate as a parallel program. It will achieve early and full alignment with the Kiribati Development Plan and its associated planning, monitoring and accountability systems. The MLHRD will own, lead and manage the program initially with the assistance of additional in-line positions at

KIT funded through the TVETSSP and, for the duration of the TVETSSP, a Program Office within the Ministry. Australian support will be provided in ways which will allow and encourage integration of support from donors. Mutual responsibility and accountability for program performance will be based on rigorous and independent joint annual performance assessments. The management and governance arrangements proposed are collaborative, and integrated with MLHRD and national planning and budget systems and processes to enable effective management of the aid investment, while taking account of existing capacity.

AusAID and GoK will jointly undertake a competitive international tender process to select an MC to support and facilitate TVETSSP implementation. The MC will be, or be in a partnership with an Australian Registered Training Organisation (RTO). The role of the MC is to provide support to both governments, furthering the development of an effective MLHRD-AusAID partnership within the TVET sector. The MC will not set up separate or parallel systems.

A two-track approach to capacity development is envisaged. Track 1 is capacity supplementation in specific areas where there are very few or no staff and no immediate likelihood they will become available. This applies primarily to the management and delivery of training to Australian standards in existing and new areas. All in-line positions will have a capacity development / succession planning role in addition to the direct delivery of specified outputs and outcomes. Track 2 is capacity development where existing staff competence, organisational capabilities and TVET system capacity will be strengthened through the mutually agreed deployment of international trainers and other technical assistance personnel and by fostering an ongoing professional partnership between KIT and the Registered Training Organisation arm of the MC and, where possible, with other quality assured training providers in the region including the Australia Pacific Technical College.

The TVETSSP monitoring and evaluation (M&E) system provides the means for monitoring progress and achievements against the program's objective, sector results and outcomes, assessing impact and promoting learning and adaptation throughout the program's implementation. The M&E system is designed to ensure that the Program remains outcomes-focused whilst not placing excessive additional reporting burdens on the limited MLHRD/KIT resources. It is based on existing planning, reporting and assessment processes and timetable of the GoK as well as the introduction of some new data collection instruments and an internal and external quality auditing regime for KIT consistent with Australian standards. Provision is made for strengthening MLHRD's own capacity for M&E. An independent Performance Assessment Team will provide annual assessments of TVETSSP performance against both sectoral results and aid effectiveness (the five enabling themes). These assessments will provide the basis for the Joint Annual Review by GoK and GoA and subsequent agreement on program directions and changes.

The Program anticipates working in this sector for at least the next fifteen years in order to embed institutional changes. However, the challenge of sustainability and reducing dependence on donor assistance for the sector should not be under-estimated.

The ambition of the design and the scope and pace of change it proposes carries substantial programmatic risks. These should be balanced against the substantial economic and social risks of a 'steady as she goes' approach in the face of so many profound and urgent challenges facing the small and vulnerable island nation of Kiribati.

1. Background

1.1 GoK-GoA Partnership for Development

Under the *Australia-Kiribati Partnership for Development* signed in January 2009, the Government of Kiribati (GoK) and the Government of Australia (GoA) have committed jointly to achieving three Priority Outcomes: (1) Improved Basic Education, (2) Workforce Skills Development and (3) Economic Growth and Poverty Reduction.

The second of these outcomes – Workforce Skills Development – is to be achieved through a range of activities including bridging training, particularly English as a Second Language (ESL) training, for awardees of scholarships and other students attending tertiary institutions, the pilot Kiribati-Australia Nursing Initiative (KANI), the Australia-Pacific Technical College (APTC) and the Pacific Seasonal Worker Pilot Scheme.

These activities are to be complemented by strengthening the management and teaching capabilities of technical and vocational education and training (TVET) institutions in Kiribati, to allow graduates to obtain relevant workforce skills leading to productive employment or further education in Kiribati and abroad, with an ambition to decrease youth unemployment in both Tarawa and the outer islands.

This design sets out how GoK and GoA could respond to this intent through a Kiribati TVET Sector Strengthening Program (TVETSSP). While the TVETSSP is designed as a separate program of assistance, it is closely interlinked with other activities supporting Outcome 2, and with both the other outcomes. In many respects, the TVETSSP can serve as a bridge between the other two Partnership outcomes.

1.2 Design Process

A Concept Note for a program of assistance to TVET and the Kiribati Institute of Technology (KIT) was peer reviewed on 18 August 2009.[1] Following a desk-based review of the literature, a two-person design team conducted a field mission 20 August – 2 September. Terms of Reference (ToRs) for the design mission are at Annex A.[2]

Three principles guided the design processes.

A participatory approach. The team engaged with stakeholders as co-producers of the design, not just as respondents to the team's questions. This was especially important given that GoK was not able to provide a representative on the design team. To support the change process, the team provided GoK stakeholders at all levels with an opportunity to contribute through one-to-one meetings with members of the senior management team of the Ministry of Labour and Human Resource Development (MLHRD), and a planning workshop with the whole team; meetings with the senior management team of the Kiribati Institute of Technology (KIT) and with each KIT Department (virtually all KIT staff) and a planning workshop with 19 KIT staff and the Principal; a stakeholder validation workshop; and meetings with a wide range of other stakeholders, including the TVET Advisory Board and the Apprenticeship Advisory Board and representatives from the public, private and civil society sectors, and other donors in Kiribati.

[1] Consequently, the TORs for the mission were not finalised in advance of the in-Kiribati consultations.

[2] The Design Team comprised Kaye Schofield (Team Leader, TVET & Capacity Development Specialist) and Ceri Bryant (Design Specialist).

Annex B lists the people and organisations consulted.

A strength-based perspective. The mission adopted aspects of a strength-based approach with the intent of using the design process itself to foster a positive environment for change.

A systems perspective. TVET is a complex system made up of different, interconnected and interdependent parts and many actors, including non-state actors. Each of its parts needs to be understood. However a key success factor in strengthening the TVET sector lies in understanding how each of these elements do or should connect with each other and with the external environment in order to create an integrated and dynamic system.

An Aide Memoire was presented to the principal stakeholders at the end of the mission, and feedback on it then and subsequently has been incorporated in the design. A draft Program Design Document was subject to a formal Peer Appraisal process and amendments made as a result of feedback from that process and subsequent discussions with MLHRD and AusAID.

2. Contextual Analysis

The Republic of Kiribati continues to be a safe, peaceful and politically stable nation with a strongly egalitarian culture united by a single indigenous language.[3] It is also a country facing major demographic, economic, social and environmental challenges and an uncertain future.[4]

2.1 Economic Considerations

Although Kiribati has built a reputation for fiscal prudence, this is under challenge and its economic outlook is not encouraging. GDP per capita is the lowest in the Pacific, with the government dominating the economy in response to the narrow domestic production base. Government spending is around 115 percent of GDP, the highest in the region. Large fiscal deficits remain despite large external grants,[5] yet climate change adaptation will require increased public expenditure both on climate-related public goods, and to protect more generalised public services such as health and education.[6] Without sustained reforms, growth is expected to fall below the 2 percent population growth in the medium term, suggesting deteriorating average living standards.[7]

Almost half of Kiribati's revenue is dependent on three sources: interest from the Revenue Equalisation Reserve Fund (RERF), fishing license revenue and remittances. The RERF is around 3½ times Kiribati's GDP. If the large drawdowns in recent years (to fund fiscal deficits) and the global decline in asset prices persist, the fund is projected to be depleted by 2030. Fishing license fees have been on a declining trend since 2002 although they remain high.

The ratio of remittances to GDP has been particularly high (7–12 percent over the past 20 years) and is one of the highest ratios among the Pacific Island countries (PICs), although

[3] However egalitarianism principles enshrined in traditional culture do not seem to extend to gender relations.

[4] See Annex C for a more detailed description of the country context.

[5] External grants amount to around 60 percent of GDP.

[6] IMF (2009c) Kiribati: Selected Issues and Statistical Appendix.

[7] IMF (2009a) Article IV Consultation with Kiribati: Staff Report.

it is not trending upwards. Since early 2006, the average US dollar monthly remittances from seafarers have declined by more than 20% in Australian dollar value and over the last few years, most of the families who rely on US dollar remittances as their main source of income have faced a reduction in their real income by around a quarter.[8] Nevertheless, remittances are likely to remain a major source of external funds for the foreseeable future.

To secure a stable inflow of remittances, the IMF identifies three policy options: continue to produce high-skilled seafarers through the Kiribati Marine Training Centre (MTC) and the Fisheries Training Centre (FTC); diversify sources of remittances (for example through innovations such as KANI or the Australian Pacific Seasonal Worker Pilot Scheme); and reduce costs of remittances.

If the economy is to sustain growth, the Government will need to find new revenue sources and improve the management of its revenue and expenditure through public sector reforms (notably reform of State-Owned Enterprises - SOEs) and the expansion of private sector activity as a driver of growth.

Implications for this design

- As GoK seeks to improve its public expenditure management, budget increases to the TVET sector from the GoK Recurrent Budget are unlikely unless there is a strong will to move away from historically-based budget allocations. Any expansion of the sector would need to be funded from substantial re-allocations to MLHRD from other Ministries or SOEs, from productivity gains within the MLHRD or from the Development Budget.
- Given the importance of remittances to Kiribati's revenue base, and that the TVET sector (through MTC and FTC) is currently the major producer of labour for export, the design should consider how the sector could help diversify the sources of remittances.[9]
- The design should consider how the GoK's plans for reform of SOEs (if implemented) are likely to affect the demand for technically skilled workers.

2.2 The Labour Market in Kiribati[10]

The absence of good labour market data and inconsistency in data definitions constrain analysis of the Kiribati labour market, but its basic characteristics are reasonably clear. Kiribati is a labour surplus economy with few opportunities for domestic employment outside of the government and churches or, (for men) outside of work available overseas as seafarers or fishers. The rent-based economy,[11] where income is generated from remittances and aid flows rather than from productive activities has skewed the occupational structure in Kiribati towards the public sector bureaucracy, non-agricultural activities and overseas employment.[12]

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8 UNDP & UNICEF (2009) 'Protecting Pacific Island Children and Women During Economic and Food Crisis', July.

9 A 2003 feasibility study found that seafarers trained at MTC contribute between 15% and 20% of Kiribati GDP. See NZAID (2003) NZAID Support for the Kiribati Marine Training Centre: Feasibility Design Study.

10 This section draws heavily on an AusAID-funded Labour Market Analysis commissioned by the MLHRD and undertaken by Dr Carmen Voigt-Graf & Tabwere Tionatan in November 2007.

11 In contrast to a resource-based economy.

12 Carmen Voigt-Graf & Tabwere Tionatan (2007) Labour Market Analysis: Kiribati, Final Report, p.2

2.2.1 The domestic labour market

Formal sector employment in Kiribati expanded to around 50,000 in 2008, while unemployment has remained around 30 percent.[13] However the concept and definition of 'unemployed' is not clear-cut in Kiribati because village (or subsistence) workers are often (but not always) classified as 'unemployed'.

The population of Kiribati is very young with around 57 percent aged 24 years or under. This large 'youth bulge' and increasing youth unemployment is one of the most profound challenges facing planners and policy makers in Kiribati. Between 2,200 and 2,400 young people leave school each year to undertake further study at home or abroad or compete for around 500 jobs in the cash economy. Those that do not succeed join the growing ranks of the unemployed, underemployed or disaffected 'village workers'.

At the 2005 census, there were 13,133 cash workers in the formal and informal economy (23 percent of all people 15 years and over), compared to 21,582 village workers (37 percent). Seafarers and fishers were not included in these numbers but it is estimated that about 1,100 I-Kiribati currently work on board foreign vessels. 38 percent of cash economy workers, 50 percent of village workers and 56 percent of professionals were women.

Around two thirds of formal sector employment is in the civil service or SOEs– around 7,000 people. The public sector wage bill is higher than in any other PIC (nearly 40 percent of GDP). The formal private sector accounts for about one third of cash employment and its growth is constrained by a number of factors, including subsidised competition from SOEs and pressure on private sector wages from the high levels of wages and salaries in the public sector which are generally not linked to productivity.

There are small numbers of people in many occupations. In the 2005 census, occupations in which there were more than 50 people included mechanical technicians, computer operators, office secretaries, clerks, cooks, waiters/bar attendants, carpenters, office cleaners, motor vehicle mechanics, bakers, tailors and seafarers.

Labour market analysis suggests that acute national shortages exist for plumbers, pavers, car mechanics, telecommunications and refrigeration technicians and there are ongoing shortages in a variety of construction and related trades, car servicing and tourism related occupations. In addition there are gaps in generic skills (literacy, English and numeracy) and unsatisfactory work attitudes. Overall, skill gaps in the formal sector are most prevalent in specialised technical areas where no local training is available or where on-going training does not occur. Skill gaps are caused by the non-availability of training, local training institutions training insufficient numbers and the low quality of training provided by local training institutions.

Companies appear to employ two major strategies to deal with skill shortages. The most widely used response is to employ semi-skilled workers and provide on-the-job training. The other is to employ expatriate workers.

2.2.2 Overseas employment opportunities

Emigration is becoming more attractive for the skilled and is likely to lead to increasing skills shortages unless the skills supply system is improved and enlarged. A 2007 survey

[13] IMF (2009b) Kiribati: 2009 Article IV Consultation—Staff Report, June.

of employers in the Pacific found that some 10% of Kiribati employers reported losing employees to emigration in the previous 12 months.[14]

It is preferable to export skilled rather than unskilled labour. Some work has been done to identify overseas employment opportunities for skilled I-Kiribati workers beyond the existing mariners and fishers market served by MTC and FTC and the market for nurses served by the pilot KANI.

The 2007 labour market analysis by Voigt-Graf & Tionatan suggested that based on a range of criteria, the training and export of the following four occupational groups (in priority order) be considered: (a) Caregivers for children and the aged (b) Police officers (c) Construction workers and (d) Flight attendants.

An AusAID study in 2008 further considered new opportunities for overseas employment and concluded that the two occupational areas with greatest immediate potential for overseas employment were (a) aged care workers and (b) construction workers and other trades people including plumbers.[15]

Two recent studies of the demand and supply of caregivers for the elderly in Australia and New Zealand indicate that the number of caregivers will need to treble through to the decade beginning 2030.[16]

Implications for this design

- The design should work within the current public sector wage bill, rather than generating a demand for additional positions to expand or improve the TVET sector which would undercut other reform efforts to achieve a fiscally sustainable wage bill.
- While there is a general domestic labour surplus, acute and ongoing skill shortages and skill gaps persist largely because of limitations in the quantity and quality of local labour supply. The design needs to address these limitations.
- The design needs to find a suitable balance between training for the domestic labour market and training for the regional/international labour market.
- The design should consider what emphasis should be placed on training for the general cash economy,[17] for the smaller formal cash economy,[18] and for the majority of I-Kiribati who are village workers and unemployed. It should also consider whether the focus should be on training for youth or for a broader client base.

2.3 Socio-cultural Considerations

Increasing reliance on and competition for cash is having a disparate impact on Kiribati communities. The moral authority of traditional leaders and the Maneaba (the meeting place) remains strong in the villages. However, in South Tarawa, traditional institutions

[14] ADB-PIFS (2008a) *Skilling the Pacific: Technical and Vocational Education and Training in the Pacific*, p.27.

[15] AusAID (2008f) Kiribati HRD TAG Review of Current Direction of Australia and New Zealand HRD Program.

[16] These studies are cited in Paul Callister, Juthika Badkar, & Jessie Williams, (2009) 'The future supply of caregivers for the elderly: should Australia and New Zealand look to the Pacific?', *Pacific Economic Bulletin*, Volume 24, Number 3, October, pp.162-172.

[17] Which comprises small unregistered businesses such as roadside stalls, handicraft shops, catering services and small scale manufacturing businesses.

[18] The public sector and registered businesses.

and social mores are under stress, social stratification more observable and relative poverty and deprivation is emerging into open view. Concern for members of the extended family is decreasing, and awareness of traditions and traditional skills is being eroded. Those facing the greatest difficulties include the unemployed, people with limited education, large families, elderly people who live apart from their families, and those living in very crowded conditions.[19]

Sofield amongst others has identified a cultural resistance to anyone becoming too successful and being perceived as becoming too wealthy, too 'big' or 'too shiny'.[20] Conspicuous consumption and displays of affluence are universally condemned. Duncan has noted the conservative and risk averse nature of Kiribati culture, resistance to change and the collective-action problems that characterise many Pacific countries. He also noted that the … *"State capture" by the elite does not appear to be a significant issue in Kiribati. Patron–client politics to achieve political office is pervasive, but does not seem to result in huge gains by a few at the expense of the rest of society*.[21]

There has been progress towards gender equality. In the urban areas there is a growing number of women working in skilled and professional jobs, including at the highest levels of government. The female to male literacy rate was 1 in 2005, the share of women in non-agriculture wage employment was 65% in 2005 and the percentage of seats held by women in national parliament rose from none in 1999 to 10% in 2007. However, other factors suggest that social and economic constraints continue to be significantly worse for women. These include the rise in teenage pregnancies and overall low contraceptive prevalence rate, the pressures on women caring for children in crowded urban environments, and the apparent rise in desertions. Gender-based domestic violence, often fuelled by excessive alcohol consumption, continues to rise.

Implications for this design

- The design should take account of the cultural preference for collective, consensual decision-making in Kiribati
- To encourage collective-action, the design needs to ensure that all stakeholders (including politicians) can see that the benefits of reform to the TVET sector outweigh any costs to them as individuals. This has implications for the management of the program and for communications.
- The design needs to pay particular attention to the training opportunities available differentially to women and men.

2.4 Sectoral Context

Australia has been engaged in supporting both basic education and tertiary education (through scholarships) in Kiribati for many years, and through some assistance to the MTC in recent years (in collaboration with NZAID). It has a major new program of assistance to basic education in design.

What happens in one part of the education and training sector shapes and is shaped by what happens in the other parts. There are strong links between the quality and equity of schooling and the impact of further education and training on a nation's economy. Even if

[19] ADB (2007) *Priorities of the People: Hardship in Kiribati*, p.2.

[20] Trevor H.B. Sofield (2002) 'Outside the Net: Kiribati and the Knowledge Economy'.

[21] Ron Duncan (2009) *Kiribati's Political Economy and Capacity Development*, p.14

skills development cannot directly create jobs, a good education and training environment is a crucial precondition for any effective later utilisation of skills in the wider economic environment. TVET policies can either reduce or increase pressure to improve schooling, concentrate or dissipate available resources and increase or reduce school-drop out rates. Similarly, higher education policies shape individual and employer investment choices and incentives and can distort national education and training budgets significantly.

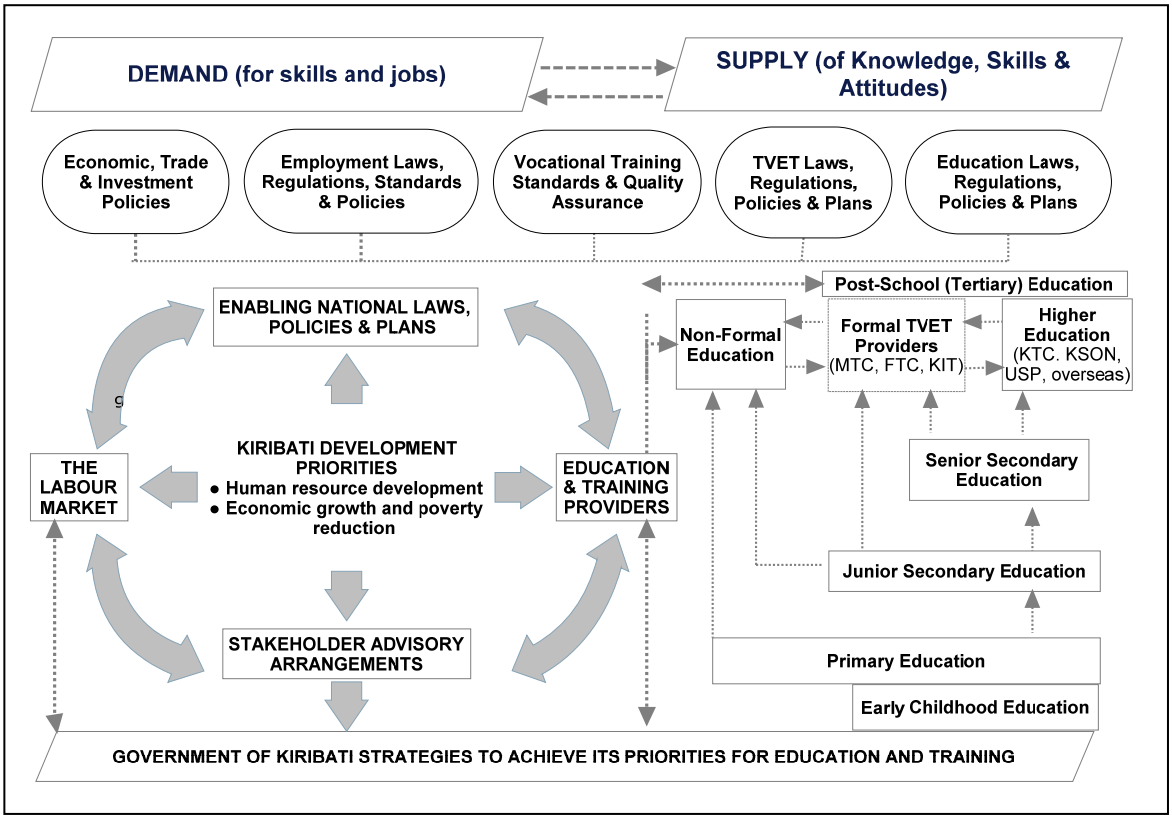
Ultimately, every country – developed or developing - must make hard policy choices about how it distributes its available (internal and donor) resources between the various education and training sub-sectors. The best way to do this is through a sector-wide approach which means supporting the whole education and training sector based on medium-term expenditure frameworks which link budgets to development priorities, overcome year-to-year discontinuities and facilitate harmonisation of donor support.

The education and training sector in Kiribati is fragmented, and is not commonly viewed as a 'sector'. The concept of a sector or a sector-wide approach, does not seem to be well understood despite efforts by AusAID (and other donors such as NZAID) dating back to the around 2000 to foster such a perspective. The sector is more perceived in relation to its governance and bureaucratic arrangements rather than as a suite of interdependent sub-sectors. For example, the Kiribati Education Sector Strategic Plan 2008 – 2011 is a plan of the Ministry of Education for the schooling sub-sector only.

The different sub-sectors are the responsibility of three different Ministries: the Ministry of Education (for schools and the Kiribati Teachers' College - KTC), the MLHRD (for the MTC, the FTC and the KIT) and the Ministry of Health (for the Kiribati School of Nursing - KSON). The University of the South Pacific (USP) Extension Centre providing Higher Education is managed directly from Fiji. Delivery of Early Childhood Education (ECE) is largely a non-government function. A Non-Formal Education sector does not really exist.

Figure 1 provides a simplified whole-of- sector overview.

Figure 1: Simplified overview of the education and training sector in Kiribati



Four aspects of basic education have particular relevance for the TVET system in Kiribati.

Language – te-Kiribati/ English. Literacy and numeracy rates are in decline. In English, Kiribati students have generally achieved 10 marks below the regional mean.[22] In 2007, the proportion of students aged 11 at 'Critical Level' on the Standardised Achievement Test for Kiribati was 70% in English Literacy and 63% in numeracy.[23] The benefits of current efforts to improve literacy (in English and te-Kiribati) and numeracy skills of school-age children - a GoK priority and one of the Partnership targets - will over time flow into the TVET institutions. However, the lack of these basic skills now acts as a major barrier to entry to TVET for many learners, and there are few opportunities available for them to acquire such skills outside the TVET system. This 'catch 22' situation means that many school leavers are denied any opportunity for further learning.

Student performance: The education system has done well in basic education by providing access for all to nine years of schooling; however, there are major concerns about the quality of the education being provided. The Junior School Certificate (JSC), Kiribati National Certificate and the Pacific Secondary School Certificate exam results for 2004-2007 demonstrated poor performances by Kiribati students, whose marks were often below regional benchmarks. While the increased access to junior secondary schooling (JSS)

[22] Government of Kiribati (2008b) Kiribati National Education Summit Outcomes, Education Sector Strategic Plan.

[23] 'Critical Level' indicates little or no evidence of achieving the learning outcomes.

could account for some of the decline in the JSC results in the short to medium term, overall, the data and stakeholder comments point to significant shortcomings in educational standards.

Academic focus: The current school curriculum is academically-focused and exam-oriented. At the end of school only a small number of academically successful students progress to tertiary studies. There have been suggestions that the inclusion of vocational or skill-based programs in the schooling sector could boost the vocational skills of students with talents in other areas outside academic fields and could counter the high drop-out rates and provide more relevant skills for those pushed out of the system between Forms 3 and 5, due to limited number of available places. However, the ADB study of TVET in the Pacific found that

> *…prevocational programs in secondary education—vocationalizing secondary education—have decidedly mixed results. The program works well in Palau at the high school, but rarely succeeds in countries with multiple secondary schools. The reasons have to do with expense of equipment and facilities, shortage of trained instructors, and low status of practical courses in an otherwise academic environment. Little evidence was found that the labour market outcomes of these programs are cost effective.*[24]

Youth Transitions. Gaining access to senior secondary schooling (SSS) is a highly competitive process due to limited places.[25] The transition points between JSS and Years 4 and beyond are all points at which relatively large numbers of youth are ejected from the school system and subsequently have little access to further formal education or training. The large numbers of young people who drop out or are pushed out and have no further learning options is a major social and economic challenge for Kiribati.

Implications for this design

- The design should seek to reduce policy fragmentation in the education and training sector.
- The design should look for opportunities to improve learning pathways for young people, especially those who leave school early or are pushed out.
- The design should support collaboration between the MLHRD and the Ministry of Education (MoE) in relation to facilitating youth transitions from school to further study or work.

2.5 The TVET System in Kiribati

TVET is an umbrella term that refers to a range of learning experiences which are relevant to the world of work. These learning experiences involve the acquisition of practical skills, attitudes, understanding and knowledge relating to occupations in various sectors of economic and social life and to specific work tasks. The ADB points out that the TVET system is arguably the most difficult education sub-sector to organise and manage because it *…cuts across organisational boundaries, caters to diverse clients, involves multiple delivery mechanisms, and keeps changing in market characteristics*.[26]

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[24] ADB-PIFS (2008a) *Skilling the Pacific: Technical and Vocational Education and Training in the Pacific*, p.xxi.

[25] Of the 2200-2400 school leavers each year, between one quarter and one third are Form 3 leavers.

[26] ADB (2008a) *Education and Skills: Strategies for Accelerated Development in Asia and the Pacific*, June, p.x.

2.5.1 The nature of the TVET sector in Kiribati

An effective TVET system is one which is aims to:

- provide quality and relevant training to improve the employability of workers and the productivity and competitiveness of enterprises;
- integrate skills development into national and sector development strategies in order to better meet current labour market needs and to prepare for the jobs of the future; and
- expand access to TVET so that the whole community, including adult women and men, young people (including early school leavers), people with disabilities and other vulnerable groups are better able to acquire work-related skills and obtain productive employment.[27]

National TVET systems can take many different forms, depending on the policy choices of the country. The current policy choices in Kiribati are reflected in Figure 2 below.

Figure 2: Current policy settings for the TVET system in Kiribati

Generic policy options for a country's TVET system	The current situation in Kiribati
TVET can be the prime responsibility of Ministries of Education or Ministries of Labour (or Employment or Social Affairs). Often it is the responsibility of two Ministries.	Post-school TVET is the responsibility of the MLHRD. Should TVET in the future be offered in schools, the respective responsibilities of MLHRD and MoE would need to be determined. However there is consultation between MLHRD and MoE on post-school TVET matters through various mechanisms, particularly the TVET Advisory Board, the Apprenticeship Advisory Board and the Human Resource Development Planning Committee.
TVET can be part of secondary, post-secondary and/or higher education.	TVET is seen as a post-secondary (or post-basic education) system. Under the current educational policy, TVET is not part of the junior or senior secondary schooling system. However there is some minimal church provision post Year 3. There is considerable demand for the introduction of some form of TVET into school education. While vocational courses such as accounting are available at USP, these are not regarded as part of the TVET system but of higher education.
Learning can occur in a variety of contexts, including educational institutions (in both schools and specialised training centres), work places and communities.	TVET is focused on learning in specialised post-school institutions. The concept of structured workplace learning or informal learning is not well developed. However, the trade testing system recognises experiential learning.
TVET may involve initial training for beginners as well as further,	The primary focus of the three post-school TVET institutions is on initial or entry-level training.

[27] See ILO (2008b) *Skills for improved productivity, employment growth and development.*

career-long training for the workforce.	However KIT does provide a small range of short courses for further training for those already in the workforce and for those seeking to re-enter it, perhaps after having left school early.
TVET can provide a pathway to post-secondary and higher education.	The concept of TVET as a pathway to further education is not well developed in Kiribati, and there are no formal systems for creating such pathways.
TVET can be part of the formal education system, but it can also encompass informal workplace and community skills development.	TVET is largely viewed as part of the formal education and training system. While churches and NGOs offer some informal learning opportunities, usually with external support, the concept of informal non-institutional learning is not well developed.
TVET can focus on training for the formal economy and/or the informal economy.	KIT, MTC and FTC are primarily focused on training for the formal economy. There is however some pressure for KIT to also offer training for those in the informal economy (for self-employment in agriculture and for private self-employment in non-agricultural economic activities). However, current ILO support in Kiribati is highlighting the importance of training for the informal sector.
TVET can be delivered by public sector institutions and/or private sector institutions.	Structured TVET is provided only through government-funded public institutions. There are no private training providers offering TVET courses, although a private English Language Training Centre is currently being established.

The keen interest of MLHRD in developing a TVET strategy provides an early opportunity for GoK to look at its current policy settings and identify those that may need to change. In particular, the scope of the TVET sector needs to be considered, and a policy decision made on the extent to which it should include both formal and informal training, and whether what are currently viewed as 'higher education institutions' – the KTC and the KSON - should be encompassed in a broader notion of tertiary education or under the umbrella of the TVET sector. For example, the overarching objective of the AusAID supported KANI is *…to enable I-Kiribati youth to gain overseas employment in the nursing sector by providing relevant technical and vocational training and an internationally recognised nursing qualification.* From this perspective, nursing education is perceived as part of the TVET sector.

However, for the purpose of this design, the TVET (sub) sector is defined based on current policy assumptions as comprising the three tertiary institutions of KIT, MTC and FTC and Phases 1 and 2 are focused primarily on these institutions. Subsequent phases could encompass the two higher education institutions and post-basic school education, depending on policy choices of GoK. The design makes no assumptions about what sort of TVET system Kiribati wishes to have for the long term beyond the current policy settings, but includes processes for arriving at an informed decision which increases sectoral coherence.

A preliminary baseline diagnostic of the current Kiribati TVET system is presented in Annex D.

2.5.2 Organisational Profile

The Agency

The MLHRD is responsible for increasing the level of economic activity and employment for I-Kiribati nationals both within Kiribati and overseas. Its mission is to facilitate economic growth and a well-functioning labour market to complement government policies. Responsibility for TVET and improving the skills of the local workforce is relatively new to the Ministry and represents only a part of tasks that also include identifying more and better employment opportunities for the people of Kiribati; placement of more people in good and better jobs both locally and overseas (including the Recognised Seasonal Employment Scheme and the Pacific Seasonal Workers Pilot Scheme); addressing labour disputes; advocating safe working conditions for employed people; and training more I-Kiribati seafarers for employment opportunities both on domestic and foreign merchant and fisheries vessels. The overall operation of the Ministry is guided within a legal framework determined by the Employment Ordinance; Industrial Relations Code; Trade Unions and Employers Organisation Act; and Workmen Compensation Ordinance. As an ILO Member representative for Government, the Ministry is also obliged to comply with the ILO Conventions and regulations. The MLHRD is advised in its work by an Apprenticeships Board and a recently created TVET Advisory Board with overlapping representation from the Ministry of Education, Public Service Office and from the private and non-government organisation sectors.

The MLHRD has five divisions: the central MLHRD divisions of (a) Administration and Policy Development and (b) Labour and Employment; (c) Kiribati Institute of Technology, (d) Marine Training Centre and (e) Fisheries Training Centre. The total 2009 Ministry recurrent budget is $3.2m, and with a staff establishment of 136 people. Salaries account for 45% of the Ministry's budget. The Ministry also benefits from a development budget provided by donor agencies of A$4.5m ($A3.3m of which is NZAID support for the MTC and $A1.2m in AusAID support for MTC). The total 2010 Ministry approved expenditure budget has reduced by 4% from 2009 to $3.0m.

The two central divisions are small with a total of 26 staff. In addition to the Secretary and Deputy Secretary, there are only three staff in policy/planning roles and these also have operational duties. There are only three positions with technical responsibilities for TVET (amongst other functions) and of these, both the Senior Labour Officer and the Labour Officer positions are vacant, the latter having been vacant for some time. This leaves only an Administrative Officer with designated TVET responsibilities. As with other (small) GoK departments, MLHRD is highly sensitive to staff turnover and the low public service retirement age - the current Secretary is due to retire in June 2010.

KIT

The 2009 KIT recurrent budget is A$574,176, 65 percent of which is spent directly on salaries for the 32 staff, rising to 80 percent if staff overheads are included. The annual budget includes only A$2,000 for staff training. KIT collected revenue of less than $25,000 for student fees, employer funded courses and facilities use in 2008. Aside from the proposed GoA support for apprenticeship training and KIT, KIT has no other access to formal GoK development funding although it does receive other donor support not recorded in the budget, often in kind.

In contrast the MTC has a 2009 recurrent budget of $1,049,087 and 52 staff, with an intake of 150 trainees per year, although the second semester intake has been suspended due to restricted overseas employment opportunities. The FTC has a 2009 recurrent budget of

$708,187 and 27 staff. The FTC has an intake of 75 trainees each semester, although this has been reduced in 2009 due to restricted employment opportunities on fishing fleets.

KIT has 18 trainers (just 56% of all KIT staff), over half of whom have been at KIT for less than two years. KIT also relies on 2 Japanese volunteers for teaching and IT support. The Institute is structured into a number of 1-2 staff departments and the need for a more efficient structure has been recognised by GoK. There are four departments that conduct the full-time trade/ apprenticeship courses (including Secretarial), with an annual intake of 80-100 students. The English Language, Mathematics/Science, Accounting and Financial Management, Management Development and Computing departments provide training services and support to the full-time courses as well as conducting subsidised fee-paying short-courses. The 2009 KIT Prospectus lists 43 short courses of varying lengths, although not all of these have been conducted.

The physical facilities at KIT comprise single storey general purpose classrooms, administrative offices, a small library and a two-storey trade building. The general purpose classrooms are run down, poorly equipped and do not provide a conducive learning environment. The trade building, funded and equipped by the European Union, has three workshops and associated classrooms and tool storerooms. Although relatively new, both the building and equipment show signs of neglect. Some support was also provided by the European Union to refurbish an existing area as a plumbing workshop but this has not been made operational. While there is scope for more intensive use of existing teaching and learning spaces through flexible time-tabling and greater use of industry facilities, KIT will require additional teaching and learning spaces if enrolments are to increase significantly.

Unlike many other TVET institutions in the region, KIT apprentices do not currently undertake maintenance work at KIT (or elsewhere) as a structured part of their practical skills development program.

An Occupational Health and Workplace Safety Audit conducted in June 2009 identified a range of areas where substantial improvements were needed. It suggested that much change can be achieved with a change in attitude and good housekeeping, but that there is a need for funding for one off capital works and ongoing recurrent expenses to improve occupational safety and health.[28]

2.6 Kiribati's Development Agenda

2.6.1 Progress towards the MDGs and Prospects for Achievement

In spite of the many challenges Kiribati faces, there has been progress made towards achieving the Millennium Development Goals (MDG) by 2015 but it is lagging behind other Pacific small island states. It is likely that Kiribati will achieve universal primary education (ensure that by 2015 children everywhere, boys and girls will be able to complete full course of primary education.) It is unlikely that it will achieve any of the other MDG goals or targets, although the absence of sound data makes tracking progress difficult.

In 2007, a new target was added under MDG Goal 1 (Eradicate extreme poverty and hunger) which is "Achieve full and productive employment and decent work for all, including women and young people". The absence of data makes it impossible currently to track this target in Kiribati.

[28] APTC (2009a) Kiribati Institute of Technology: Occupational Health and Workplace Safety Audit.

In relation to Goal 8: (Develop a global partnership for development) Kiribati uses a high proportion of official development assistance (ODA) and its national budget for basic social services. ODA represents about 25 percent of Kiribati's gross national income.

2.6.2 The Kiribati Development Plan

The Kiribati Development Plan (KDP) 2008-11 identifies six Key Policy Areas,[29] and the strategies to address these incorporate many of the policy prescriptions advocated by international agencies. These include overhauling the education and technical training systems to grow the domestic economy and facilitate emigration; promote the private sector; reduce subsidies to SOEs; implement a population policy; invest in alternative energy; develop tourism and marine resources; increase revenue; improve public financial management and public service delivery. However, the public service does not have a habit of long term planning, evaluating progress or enforcing accountability for outcomes.[30]

The KDP also seeks to 'Improve and expand attention to the problems and/or concerns of women' by increasing and promoting the importance of the contribution of women to socio-economic development, increasing public awareness on gender-related issues and increasing support to services addressing gender-related issues.

A 2008 study found that the current KDP is comprehensive but gives little evidence of prioritisation, and that monitoring of Ministry and national performance against the KDP is weak. Indicators have not been identified for all strategies (there are indicators for 75 of the 192 strategies) which make it difficult to monitor the whole KDP. Many of the indicators that have been identified lack the baseline data needed in order to monitor achievement of the indicator.[31] Assistance to the Ministry of Finance and Economic Development (MFED) to improve KDP monitoring is currently being provided by donors.

2.6.3 A Merit-based Relocation Strategy

Running through the KDP is the theme that Kiribati's people are the nation's main asset, and their lives can be best improved through further development of their capabilities and the economy. This will ultimately lead to creating employment opportunities and a skilled workforce that can access not only the national but the international labour market as well.

With an already high and rapidly increasing population and limited formal employment opportunities, the GoK sees that it has no alternative but to train its people for the global labour market. To achieve this, good English skills must be developed, and vocational training expanded and improved.[32] The President of Kiribati has made it very clear that TVET (and education more broadly) is a critical adaptation strategy in the face of climate change.

> *The relocation of the 100,000 people of Kiribati, for example, cannot be done overnight. It requires long term forward planning and the sooner we act, the less stressful and the less painful it would be for all concerned.*

[29] These are: Human Resource Development, Economic Growth and Poverty Reduction, Health, Environment, Governance and Infrastructure.

[30] AusAID (2008j) Kiribati Country Situation Analysis

[31] NZAID (2008) Aid Management and Coordination Mission Kiribati, by Nicki Wrighton et al.

[32] Ron Duncan (2009) *Kiribati's Political Economy and Capacity Development*, p.20.

> *This is why my Government has developed a long-term merit-based relocation strategy as an option for our people. As leaders, it is our duty to the people we serve to prepare them for the worst-case scenario.*
>
> *This strategy involves the upskilling of our people to make them competitive and marketable at international labour markets. We want to target labour markets where skills or labour gaps exist and provide those labour for them. We believe this offers a win-win situation for all. We shall be able to provide countries with labour and those countries shall be able to provide potential new homes for our people. The strategy provides our people with an option so that when they choose to migrate, they will migrate on merit and with dignity. They will be received by their adopted countries not as burdens, but as worthwhile members of the community.*[33]

However, there are also domestic skill needs that need to be addressed in parallel. As privatisation of some SOEs rolls out in coming years, the demand for skilled and more productive labour is likely to increase.[34] While larger private sector companies with international linkages may be able to afford to send their staff overseas for training, this will not be a viable option for most small and medium sized enterprises. In the absence of skilled and productive labour trained locally, private sector growth is likely to be restricted.

2.7 Lessons Learned

2.7.1 Technical Lessons

Lessons from the experience of planning and implementing TVET supports programs in Vanuatu and Tonga and through the Australia Pacific Technical College (APTC) and that of other donors indicate the following.

There is a widespread political conviction that mere exposure to skills training can actually create jobs, regardless of the surrounding investment environment. This is not peculiar to developing countries – politicians generally look to training as the panacea for unemployment and to address fears of social unrest resulting from large cohorts of unemployed youth. All around the world it is an 'easy' fix that gives the impression of political action. The 'hard' fix items such as the economic infrastructure to guide and absorb training outcomes are rarely in place.[35] Therefore, political expectations must be managed carefully.

The position of skills development can be improved as it increasingly becomes a regular element in sector-wide approaches to education and training. Even though skills' training usually crosses several ministerial borders, national governments and development partners need to recognise it as a crucial part of education sector support strategies.

National Qualifications Frameworks (NQF) are meant to provide a framework within which all education and training is both recognised and can be used for progression to further education/training. However, there is no firm evidence yet that they work in low or middle income countries, and it is questionable whether NQFs are able to meet the needs

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33 Government of Kiribati (2008e) Statement by His Excellency Anote Tong, President of the Republic of Kiribati to the United Nations General Assembly, 25 September.

34 Team discussions with the Ministry of Public Works and Utilities highlighted the impact of privatisation on the demand for skilled labour.

35 'Vanuatu TVET Sector Reform in the context of international research', paper prepared for AusAID Vanuatu.

of the poor, including those in very small and micro-enterprises. Some of the NQFs that have developed have been both costly and laborious. Where the institutional capacity of a TVET system is weak, implementing an NQF is difficult.[36]

The benefits to the Pacific of internationally recognised rather than country specific qualifications have been demonstrated by the APTC. Internationally benchmarked qualifications can provide for labour mobility of citizens and the flexibility of moving between providers in the region, including to and between Australia and New Zealand.

TVET system development should be appropriate to the size of the country and to available labour market options. In limiting circumstances, it should not try to deliver overly complex unsustainable systems. The introduction of simple management systems will minimise the demands on capacity building as well as on the limited skills available in the public service. There is a need to resist the temptation to develop Australian style TVET systems without considering the cultural, political and financial contexts and implications.

Shifting from financing inputs for training to financing performance and outcomes helps to change incentives for improvements.[37] Measurement and evaluation of outcomes, particularly employment outcomes, is crucial to measuring the success of TVET programs and for assessing the returns on investments in TVET by countries and donors. Reliable baseline data is essential, as is a robust but sustainable monitoring system which tracks progress over time. It is important to recognise, identify, and address data challenges both prior to new investments and continually thereafter.

Innovations in the delivery of new, shortened, competency-based programs providing skills training on timetables that accommodate the needs of clients open up new training markets for public training systems. These markets can provide additional revenues for public institutions, improve quality and reduce pressures on public spending. They may also attract other non-government providers, further reducing pressure for public expenditures.[38]

2.7.2 Capacity Development Lessons

- Where technical assistance personnel are provided to support a program of assistance, it is essential that roles are clearly 'named'. Distinctions should be clear between those who have in-line roles and those who have advisory roles. In-line roles should distinguish between on-establishment roles where the TA personnel occupy positions on the Government's establishment register and supernumerary positions, which are additional to establishment. They should also make clear whether the *primary* purpose is capacity supplementation and augmentation to help overcome the underlying structural and capacity constraints or capacity development of local counterparts, although they are likely to have both roles. In Kiribati, as in other small island states, capacity supplementation is essential to developing the TVET system. Advisory roles should make clear whether the *primary* purpose of the role is to provide specialist technical advice or to develop local capacity. While most advisory positions are likely to have both roles, and it is generally desirable that more advisers are capacity builders, the weight given to each should be clearly understood by all parties at the outset and constantly reviewed by both partner governments as it can vary over time.

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36 DFID (2007) DFID Briefing - Technical and Vocational Skills Development, p.10.

37 Richard K. Johanson & Arvil V. Adams (2004) *Skills Development in Sub-Saharan Africa*, World Bank, p.4.

38 Ibid, pp.4-5

- Capacity building in developing countries is a long-term process requiring long-term assistance. The process could take considerably longer in Kiribati than in other countries. Some capacity development activities will have to be undertaken before others can take place, and there will need to be short- and longer run activities in the capacity development framework. Activities will need to be sequenced appropriately.[39]
- Country 'ownership' is probably the most important variable in determining the effective use of aid, particularly in Kiribati where little external support in the past has had lasting impact and local stakeholders have often felt that external assistance was driven by donor agendas. While the definition of country ownership is somewhat imprecise at the program level, it has both domestic (internal) dimensions and external dimensions. Country ownership of a program of assistance requires broad agreement within the bureaucracy on the priorities to be addressed, broad support among national institutions (parliament, local governments) and broad support among internal partners/domestic stakeholders (civil society, private sector). On the external dimension it must build on the needs and priorities of an individual country rather than those of its external partners and external partners must align their support with national development plans while helping countries to develop better processes for formulating country-owned development strategies. Both design and implementation must continually facilitate the developing country taking ownership of objectives and implementation.
- Capacity development occurs at different levels – the TVET system, organisational, and work group/ individual. Each has an impact on the other and design needs to consider each level and their interactions. Capacity development should also be conceived more broadly than simply developing the capacities of agencies to undertake their technical and logistical responsibilities. It should also encompass broader organisational capabilities such as the ability to commit and engage, to adapt and self-renew, to balance diversity and coherence and to relate to others external to the agency.[40]
- Change does not happen easily in Kiribati. It involves considerable and extensive negotiations to achieve a social and political consensus on directions for change. Even where plans are clear, implementation can be lethargic. In some instances, local inertia on the one hand and donor imperatives to achieve results on the other have created a vicious cycle in which local personnel are happy to sit back while technical assistance personnel to do the hard work and technical assistance personnel have been driven to do the work to achieve the results expected. There are many examples where the gains made through an external program of assistance are quickly reversed when the program concludes; or where the new systems or processes or skills or facilities are not continuously improved and ossify and deteriorate until the next program of assistance emerges. Stepped change, clear directions, quick results, recognition and reward may help break the cycle.
- A focus on strengths in existing capacity as the basis for collaboration towards capacity objectives is more likely to succeed than focus on weaknesses.[41]
- Expectations of all parties need to be very clear. They also need to be realistic and carefully managed, especially around the timeframes for change. They need to be high

[39] Ron Duncan (2009) *Kiribati's Political Economy and Capacity Development*, p.22.

[40] AusAID (2009j) Technical Assistance (TA) Personnel 'Frequently Asked Questions'.

[41] AusAID (2009i) 'Strength-Based Approaches: Advantages and Possible Usages', Discussion Paper prepared by Deborah Rhodes.

enough to motivate, but not so high that they misguide efforts or erode credibility and commitment when they fall short.

2.7.3 Other Lessons

- If it is to be successful, a change management program should incorporate institutional incentives and rewards for change. Incentives are attention-getting and effort producing instruments. However, such incentive arrangements can have unintended or undesirable consequences. Financial incentives through direct or indirect transfers of money or goods to communities, civil society organisations or government conditional on their taking a measurable action or achieving a predetermined performance target can have their place. However in the Kiribati context, non-financial incentives may prove to be at least and possibly more important. The international and national recognition of the MTC is a source of national pride and there are lessons to be learned from that and shared more widely across the TVET sector. The team spirit evident in MLHRD suggests a shared intrinsic motivation to improve employment and training opportunities for the people of Kiribati. The active involvement of the Minister for Labour suggests political support and drive. Other non pecuniary incentives that satisfy socio- psychological and cultural needs may include transparency of decision-making, frequent communication with staff, better working environment (through improved infrastructure and equipment), recognition of good teamwork and group performance and opportunities for personal and team growth. A further consideration is that women can be less sensitive to pecuniary incentives than men, and more sensitive to facility upgrading. On the other side, poor performance by individuals or agencies is not effectively sanctioned in Kiribati, undermining the value of performance incentives.
- 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 try to cover the full range of sectoral issues at the start. A 'good-enough' system rather than a world's best practice system should be the starting point.

2.8 Rationale for Australian Involvement

Australia has a strong interest in supporting a secure and prosperous Pacific region. It has already chosen to support the workforce development objectives of the Government of Kiribati. It has pledged to do this though a number of measures including labour mobility policies, seasonal labour schemes, and by supporting the education and training sector through various initiatives.

2.8.1 Poverty Reduction

In both its August 2008 and 2009 reports on development in the Pacific, AusAID found that while poverty data are sparse and unreliable, the incidence of poverty in the Pacific is highest in PNG and Kiribati.[42]

Achieving significant improvement in the lives of the people of Kiribati and making progress against the MDGs is a shared goal of the partners. The poverty reduction paradigm underpinning the MDGs recognises the importance of the labour market in achieving them. The MDGs now include the target of achieving full and productive employment and decent work for all, including women and young people. The TVETSSP would contribute indirectly to this target.

[42] AusAID (2008i) *Tracking Development and Governance in the Pacific*, p. 4.

Labour is often the only asset of the poor. A growth process that does not create more and better jobs with adequate social protection is likely to fail to reduce poverty for a large proportion of people. While the TVETSSP cannot create jobs directly, an educated and skilled workforce, achieved through a system that links education, skills development, labour market entry and lifelong learning; is a critical component of this new emphasis on labour markets and their performance.[43]

2.8.2 Climate Change

The long-term viability of Kiribati is threatened by climate change. The government of Kiribati has recognised this, and rejected the concept of forced migration and the notion that I-Kiribati will inevitably become environmental refugees. Rather, the government has adopted an adaptation strategy which would see gradual, transitional resettlement so that, if and when the whole population has to relocate, communities and extended family networks would already be functioning in their new home countries. The government hopes that in this way, I-Kiribati culture and traditions will be kept alive, and that the people will be able to adapt to new cultures and ways of life.[44] Central to this strategy is developing the work skills of the people, especially young people.

The Australian Senate Foreign Affairs, Defence and Trade References Committee has recently completed its inquiry into the economic challenges facing Papua New Guinea and the island states of the southwest Pacific. In its initial report, the Committee expressed concern about the lack of government attention to formulating policy around the possibility that some Pacific island communities may have to relocate because of rising sea levels or related environmental changes. It noted that:

> *…Australia could be a vital partner with countries such as Kiribati by helping with research, training, education and labour mobility arrangements to equip people, should they have to move, to take up productive positions in their new location.*[45]

The Committee recommended that the Australian Government review the need for an education and training program designed specifically to assist those communities in the region most at risk from the damaging effects of changes in climate.[46]

2.8.3 Labour mobility

At their meeting in Cairns in August 2009, Pacific Island Forum Leaders agreed to commence negotiations on a Pacific Agreement on Closer Economic Relations (known as PACER Plus). Conclusion of such an Agreement will create a regional trade area between Australia, New Zealand and the PICs (including Kiribati) and represents an important building block to further economic integration within and capacity building for the region.

Australian Ministers have emphasised that PACER Plus will include skills development for PICs, equipping them for technical work in the region and globally. In March 2009 the Trade Minister Simon Crean stated that he wanted:

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43 ILO (2008a) Conclusions on skills for improved productivity, employment growth and development.

44 Jane McAdam & Maryanne Loughry (2009) 'We aren't refugees', http://inside.org.au/we-arent-refugees/

45 Senate Foreign Affairs, Defence and Trade References Committee (2009) *Economic challenges facing Papua New Guinea and the island states of the southwest Pacific*, Volume I, p.96.

46 See Recommendation 3

> *…the Pacific labour mobility program to be more than simply bringing a certain number of people, either to Australia or New Zealand, to pick fruit.*
>
> *What I want…is to develop a genuine labour mobility program in which we skill the workforce within the region and encourage labour mobility within the region.*
>
> *… we will assist in the training, through the training colleges, through our aid program, in developing the skills that are necessary, not only is there employment opportunities, but you are equipping a work force with a skill that they can use themselves within their own countries … a great example, not of using a trade agreement to simply open markets of getting a circumstance of which you are genuinely building the skill-base and the work force in a lasting sense for the region.* [47]

Through PACER Plus negotiations there is considerable potential to develop a region wide labour mobility and skills development program for the Pacific that can respond to the large infrastructure projects within the region that are about to come on stream such as the PNG LNG project, the Solomon Islands Gold Ridge Mine and the defence initiated infrastructure build-up in Guam.

Revitalising the only post-school non-specialist training institution in Kiribati is essential if the people of Kiribati are to acquire the recognised skills they will need to gain access to these regional and also international labour markets.

2.8.4 Complementing the APTC bilaterally

Kiribati's links with the APTC have been positive and it is keen to build on that relationship. The Mid-Term Review of the APTC noted that

> *…there are significant risks associated with continuation of the APTC as a mechanism for delivering "post-graduate" portable vocational qualifications without complementary attention by PIF governments, Australia, and/or other donors to the establishment and replenishment of national skills pools, especially for those Pacific Island Countries (PICs) most likely to be labour exporting rather than receiving countries.*
>
> *…Continuation and expansion of the APTC should be contingent on complementary initiatives – bilateral and/or regional – to boost skills supply at the lower levels through supporting those institutions that are receiving school leavers and trying to meet the needs arising from the youth population bulge. It will be essential to address the fundamental need to strengthen national provision at Certificate 1 and II level, not simply to provide a pathway and pipeline into APTC Certificate III, but to generate the maximum benefits for all Forum members from skills development and from regional labour mobility by ensuring there is adequate national capacity to both train and replace migrating labour.* [48]

Australia's TVET system is widely respected in Kiribati and the transition from in-country training to the APTC (or other regional institutions) is recognised as an important learning pathway for I-Kiribati. Reflecting this, and immediately following the design mission, the

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47 Interview with The Hon Simon Crean MP, Australian Minister For Trade, ABC Radio Australia - *Pacific Beat*, 15 March 2009.

48 AusAID (2009c) APTC Mid-Term Review, report by Kaye Schofield et al.

Kiribati Cabinet approved the adoption of Australian competency standards as the basis for KIT delivery.

2.9 Consistency with Existing Donor/ Multilateral Programs

The TVETSSP does not duplicate the efforts of donors or multilateral agencies in Kiribati, and has considerable potential to contribute to and benefit from a number of them.

2.9.1 AusAID

AusAID in Kiribati

The program is a mechanism for giving effect to Outcome 2 (Workforce Development) of the Kiribati-Australia Partnership, and achieving a number of the targets for it. It contributes to the objectives of AusAID's assistance to the basic education and to economic growth. AusAID and GoK will need to continuously look for opportunities to coordinate support for the basic education sub-sector with support for the TVET sub-sector to achieve greater sectoral coherence. AusAID will also need to achieve internal coherence across all the Outcome 2 initiatives it supports, including KANI and the Pacific Seasonal Workers Program through its regular Partnership monitoring arrangements.

The TVETSSP has the potential, in time, to be a 'lead' program in the TVET sector and leverage additional support from other donors for skills development.

AusAID regionally – the Australia-Pacific Technical College (APTC)

The APTC has forged a strong reputation in Kiribati for quality international competency-based training. Linkages with the APTC have developed through APTC visits to KIT for College entrance testing. More recently, in June 2009, APTC conducted an Occupational Health and Workplace Safety Audit and, between May to October 2009, commenced delivery of Certificate IV in Training and Assessment (TAA4) to KIT trainers.

The Kiribati Australia Partnership for Development confirms Australia's commitment to providing opportunities for workforce development through the APTC. To date, 44 I-Kiribati have been offered and accepted scholarships to attend the APTC, including 21 students at the Schools of Automotive, Carpentry, Electrical and Manufacturing; one at the School of Health and Community Services; and 22 at the School of Tourism and Hospitality. All but four of the students were taking Australian Qualifications Framework (AQF) Certificate III level courses.

The 2009 APTC Mid Term Review identified that APTC access by applicants from small island countries, including Kiribati, was restricted by APTC's availability to undertake in-country testing and the number of applicants that did not meet the technical skills/work experience and English language, literacy and numeracy (ELLN) course entry requirements.

AusAID regionally - Pacific Islands Centre for Public Administration

Unlike PNG or the Solomon Islands, Kiribati has no dedicated institutional arrangements for the delivery of training in generic public administration to its large workforce of some 7,000 people. To some extent KIT performs this function de facto by delivering accountancy courses and short courses on request from individual government agencies or from the PSO but this is not systematic. The Pacific Islands Centre for Public Administration (PICPA), due to commence early in 2010, will support PICs to provide quality public administration learning opportunities in Kiribati for junior, middle and senior level public officials. AusAID should look for opportunities to link the TVETSSP with PICPA, and discuss with GoK a medium to long strategy of supporting KIT to establish a Department/School of Public Administration.

AusAID regionally – the Cairns Compact

At their meeting in Cairns in August 2009, the Leaders of the Pacific Islands Forum adopted the Cairns Compact on Strengthening Development Coordination in the Pacific. Leaders agreed that the new development compact would be based on a number of principles including:

- a recognition that broad-based, private sector-led growth was essential to achieving faster development progress and that donors should encourage the private sector, including through micro-finance and support for larger-scale private sector projects;
- a recognition that improved governance and service delivery are essential to achieving faster development progress;
- an acknowledgement that country leadership, mutual accountability and mutual responsibility between Forum Island countries and their development partners are fundamental to successful development outcomes;
- the need to draw on international best-practice as expressed in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action; and
- a revitalised commitment to the achievement of the MDGs in the Pacific.

These principles need to be reflected in the design for the TVETSSP.

2.9.2 NZAID

New Zealand (NZ) actively supports the tertiary education and training sector in Kiribati and has supported the MTC since 1983. A new phase of NZ support to the MTC is now in its second year. As well as increasing the number of graduates, and improving the infrastructure, the program supports improved quality, a wider range of training as well as improved strategic planning and management. It has also assisted the Kiribati Teacher's College (KTC). From 1996 until 1999, NZAID funded a Teacher Quality Improvement Project at KTC with additional support provided by AusAID through the Kiribati Education Sector Program. In 2008 it provided KTC with organisational development assistance. Further support to tertiary education is provided through scholarships and training awards including mid-career vocational training in New Zealand and support to I-Kiribati pursuing tertiary, vocational and 'on-the-job' training opportunities in Kiribati. NZAID also reimburse training costs for public servants attending employment-related courses at KIT.

Therefore NZAID has a strong interest in the program. Strengthening the capacity of MLHRD should have a positive impact on Ministry oversight of MTC (as well as FTC and KIT) and the development of a TVET strategy by MLHRD will necessarily encompass MTC. It will also raise questions about the degree of authority to be delegated or devolved to individual TVET institutions. Australian support for KIT and NZ support for MTC will need to be harmonised through GoK and the MLHRD senior management team with program support. NZ membership of the TVETSSP Program Oversight Committee and participation in the Joint Annual Review (JAR) process would assist this.

2.9.3 The ILO

The International Labour Organisation (ILO) is providing assistance to MLHRD for implementation of the ILO's Youth Employment Program (YEP) in Kiribati. This sub-regional program aims to improve the employability of young men and women in

Kiribati.[49] An ILO/YEP National Officer has been appointed by the ILO to provide in-country management and coordination of the YEP, based in the MLHRD.

The main outputs of this work will be qualitative and quantitative information on the labour market and employment situation of young women and men and on existing formal and non-formal education and training systems and programs for youth to inform policy and program development and guidelines for decent work for youth. It will also generate gender sensitive career information and counselling materials which is publicly accessible and assisting youth; and support training of MLHRD staff, employers, workers organisations and youth organisations,

Discussions between ILO Suva, the design team and AusAID's Senior Education Adviser for the Pacific subsequent to the design mission suggest that the TVETSSP must work closely and collaboratively with the YEP program and that AusAID Tarawa should track the implementation of the first ILO Decent Work Country Programme for Kiribati, launched in October 2009. The priorities under this first program are the promotion of decent employment opportunities, including for young women and men, and persons with disabilities, the application and improved implementation of International Labour Standards and Kiribati's labour laws, and the application of and capacity building for the tripartite partners.[50] It is likely to include technical assistance to MLHRD for labour market information and analysis, Occupational Safety and Health initiatives, entrepreneurship training for young people setting up their own businesses, increasing access to employment support services, a youth employment strategy linked to the National Youth Policy and preparation of a labour migration strategy developed by the tripartite constituents to be presented to Cabinet by MLHRD for endorsement by 2010.

Clearly, the ILO has a keen interest and extensive knowledge in a number of the areas to be supported by TVETSSP. ILO participation in the Joint Annual Review (JAR) process would be valuable and help avoid aid fragmentation.

3. Design Strategy

Detailed proposals for a new program of assistance to the TVET sector in Kiribati follow in the next sections. Underpinning these proposals are four broad strategies.

The design could be termed a *'tight-loose' design.* The first phase is very tightly specified in terms of what is to be done and the results to be achieved in order to make expectations very clear. Progress to the second phase will depend in part on progress in the first. The second phase holds tight the high-level outcomes but leaves loose the means by which they are to be achieved. This approach rests on the assumption that the initial phase will respond to the government's known priorities while establishing joint processes to identify longer term realistic possibilities for change.

The design could be described as a *'help early and help hard' design*. It rests on the assumption that there is widespread political, bureaucratic and industry will and motivation for transformational change to the TVET sector, especially at KIT, although capacity is recognised as wanting; and that there is a national sense of urgency about this given the

[49] And in Papua New Guinea, Samoa, Solomon Islands and Vanuatu.

[50] The social partners of MLHRD are the Kiribati Trade Union Congress (KTUC) and the Kiribati Chamber of Commerce and Industry (KCCI). The Kiribati Major Employers' Organisation (KMEO) has applied for registration as the second employers' association besides the KCCI.

growing problem of youth unemployment and declining fiscal position.[51] There is substantial risk that this approach will overwhelm local absorptive capacity, but there is also a reasonable prospect of a breakthrough approach.

The design could be described as *'capacity supplementation for capacity development'*. Without radical reform of the public service, and with few if any prospects for growing the private training market, the MLHRD will never have enough staff or the right staff mix or the financial resources to do all that needs to be done to establish and sustain a well-functioning TVET system that performs to an international standard. While the design does not in any sense establish a parallel implementation strategy, it has assumed that more international people and more external resources are needed and are likely to be needed for some time to assist the sector achieve.

Finally, the design could be described as *'service delivery strategy'*. Post school provision of TVET is so limited and the need for skills for national and international employment so urgent that the delivery of training by the KIT is the primary focus of the initial phases. Development of the overall architecture of the TVET system is supported under the program, but this is essentially a stripped down version. This has been made possible by Kiribati's decision not to follow the path taken by some larger PICs to develop national standards and national qualifications frameworks for TVET, but to leapfrog a generation and adopt Australian competency standards. The design assumes that major improvements in the delivery of training will create the policy space necessary for further consideration of the sectoral architecture and the development of a more integrated sector.

4. Program Description

While a 15-20 year Kiribati TVET Sector Strengthening Program (TVETSSP) is envisaged, this PDD provides a design framework for the first five and a half years, focused on strengthening the services delivered by MLHRD headquarters (the central Ministry divisions of Labour and Administration) and another of its divisions the Kiribati Institute of Technology. Initial support is structured into two phases (Phase 1 of 18 months, Phase 2 of four years) to align the program fully with the KDP planning cycle. It is assumed that the TVETSSP will be mobilised by mid-2010.

4.1 Longer Term Vision (15-20 years)

Kiribati has not yet articulated its long-term vision for the sector, but there are recurring themes in GoK policies and plans and in the analytical literature that can guide both the initial phases of the TVETSSP outlined here, and subsequent phases. Based on these themes and pending more explicit articulation by GoK, the longer-term vision of the TVETSSP is:

> *To support GoK's vision for an internationally respected national TVET system which plays a valued role in improving national economic growth and increasing the employability of the people of Kiribati at home and abroad, especially its young women and men.*

4.2 Medium Term Objective (5-10 years)

The Kiribati TVET strategy, to be developed in Phase 1, will be critical to shaping the medium term objective for the TVETSSP and the focus of its following phases. In

[51] And in the lead up to Presidential and Parliamentary elections in 2011.

particular, GoK policy choices related to the provision of TVET in schools; decentralised TVET provision in the outer islands; and the extent to which GoK wishes the TVET sector to encompass the training needs of the informal economy as well as the formal economy are all critical. Also critical will be four other external factors: the extent to which the global economic crisis will ease in the next few years; the evolution of the Australia Pacific Technical College (APTC) and the extent to which is becomes a regional provider of TVET; the progress of regional integration under the Pacific Plan, and through the Pacific Agreement on Closer Economic Relations (PACER) Plus negotiations on regional labour mobility;[52] and progress in the development of a regional qualifications framework.

Pending policy choices by GoK and regional developments, the indicative medium term objective of the TVETSSP is:

> *To support further improvements in the quality, quantity, scope and equity of training provided by the Kiribati TVET sector and to do so in ways which are financially sustainable and integrated with regional TVET and labour market developments as they evolve.*

4.3 Short Term Objective (5 years)

The short-term objective of the TVETSSP is:

> *To support the development of an integrated and accountable TVET sector which responds to demand from employers and individual women and men for quality-assured training that increases workplace productivity, broadens work opportunities for I-Kiribati at home and abroad and contributes to economic growth and social equity.*

This objective reflects the TVET-related issues, priorities, strategies and indicators in the KDP, in the MLHRD's draft Strategic Plan and in the plans of each of the three post-school TVET institutions under its direction and control.

To improve pathways to accessing Certificate III courses at the APTC and other regional institutions, the Program will provide support for in-country training at Australian Certificate I and II in I-Kiribati. The TVETSSP also includes development of a vocational preparation course. In addition to providing preparatory training for Year 4 and 5 school leavers seeking entrance to the APTC, it will also assist those I-Kiribati with relevant technical skills/work experience but who have not been able to be accepted into the APTC due to insufficient ELLN skills.

4.4 Expected Sector Results

The TVETSSP is expected to contribute directly and measurably to three sectoral results which reflect the objectives and strategies of two Key Policy Areas (KPAs) in the KDP 2008-11: (i) Human Resource Development and (ii) Economic Growth and Poverty Reduction. On current political, economic and social projections, these outcomes are likely to remain relevant well beyond Phases 1 and 2 of assistance described in this PDD.

Sector Result 1: Youth Participation

> *Increased proportion of women and men aged 16-24 years completing TVET courses that lead to work or further study*

[52] Known as the temporary movement of natural persons or TMNP.

This outcome reflects an Outcome 2 target in the Partnership for Development and the GoK's policy priorities for reducing the high levels of youth unemployment

Sector Result 2: Productivity improvements

> *Increased public and private sector productivity that can be attributed to TVET skills*

This outcome recognises that skills development is central to improving labour productivity in both the public and private sectors and that labour productivity is an important source of improved living standards and economic growth.

Sector Result 3: Overseas employment opportunities

> *Increased number of I-Kiribati men and women with recognised TVET qualifications accessing employment opportunities abroad*

This outcome directly reflects an Outcome 2 target in the Partnership for Development, and directly supports GoK's long-term merit-based migration strategy while, in the medium term, helps to diversify and increase revenue from remittances.

Beneficiaries

The direct benefits arising from these three results will flow to two main beneficiaries: employers and individuals and, through them, to national development through economic growth and social equity. Employers in both the private and public sector will benefit from have access to a bigger pool of work-ready new recruits who will be immediately more productive in the workplace, and to more flexible and quality assured short courses that will help their existing workforces to be more productive. However there are other less tangible benefits to employers, including technology transfer, good working habits and positive attitudes towards work. Individuals will benefit by becoming more skilled and therefore better positioned to generate income through wage-earning jobs at home or abroad or self-employment.

4.5 TVETSSP Components for Phases 1 and 2

The program has two components which will be the primary focus of Australian support to the TVET sector throughout Phases 1 and 2.

Component 1: TVET sector policy, planning and oversight

The outcome of this component is:

> *MLHRD has increased organisational capacity to provide policy, planning, coordination, and oversight services to the TVET sector, consistent with its mandated functions and budget.*

Under this component, MLHRD will be assisted to focus and strengthen its role as the lead Ministry responsible for developing the TVET sector in Kiribati in partnership with the private sector, civil society and other Ministries, and for overseeing the performance of TVET institutions under its direction and control.

Component 2: KIT Training Delivery

The outcome of this component is:

> *The quality, quantity, scope and equity of training delivery by Kiribati Institute of Technology are increased measurably.*

Under this component, KIT will be assisted to deliver relevant TVET to an Australian Certificate II standard (or equivalent) and increase access to it. This will require investment in new facilities and equipment and in maintenance.

4.6 TVETSSP Outputs and Targets for Phase 1

This design document specifies only those outputs to be achieved by the end of 18 months (Phase 1). Phase 2 outputs that will contribute to the two component outcomes will be identified in the consultation and planning process leading to the next KDP (2012-2015) and specified in the MLHRD Strategic Plan for 2012-2015 as outputs to be achieved with TVETSSP support.

For Phase 1, the following outputs are to be achieved by December 2011. The scope and nature of Phase 2 support will take account of the extent to which they have been achieved.

4.6.1 Component 1 Outputs and targets

Output 1.1: Policy framework and strategy for the TVET sector established and implementation started

Output 1.2: Apprenticeship & trade testing systems modernised to align with the TVET strategy

Output 1.3: MLHRD receiving and analysing performance information from its TVET institutions

Output 1.4: TVET advisory mechanisms strengthened

Output 1.5: Labour mobility strategies for TVET sector identified and approved

Output 1.6: MLHRD Strategic Plan 2012-2015 completed and includes measurable targets, performance indicators and budget projections

4.6.2 Component 2 Outputs and targets

Output 2.1: Competence of KIT trainers and support staff enhanced

Output 2.2: KIT facilities and equipment upgraded

Output 2.3: Transition to competency-based training that meets Australian standards, including in English language, is underway

Output 2.4: Additional enrolments of young men and women in existing and new TVET courses in demand

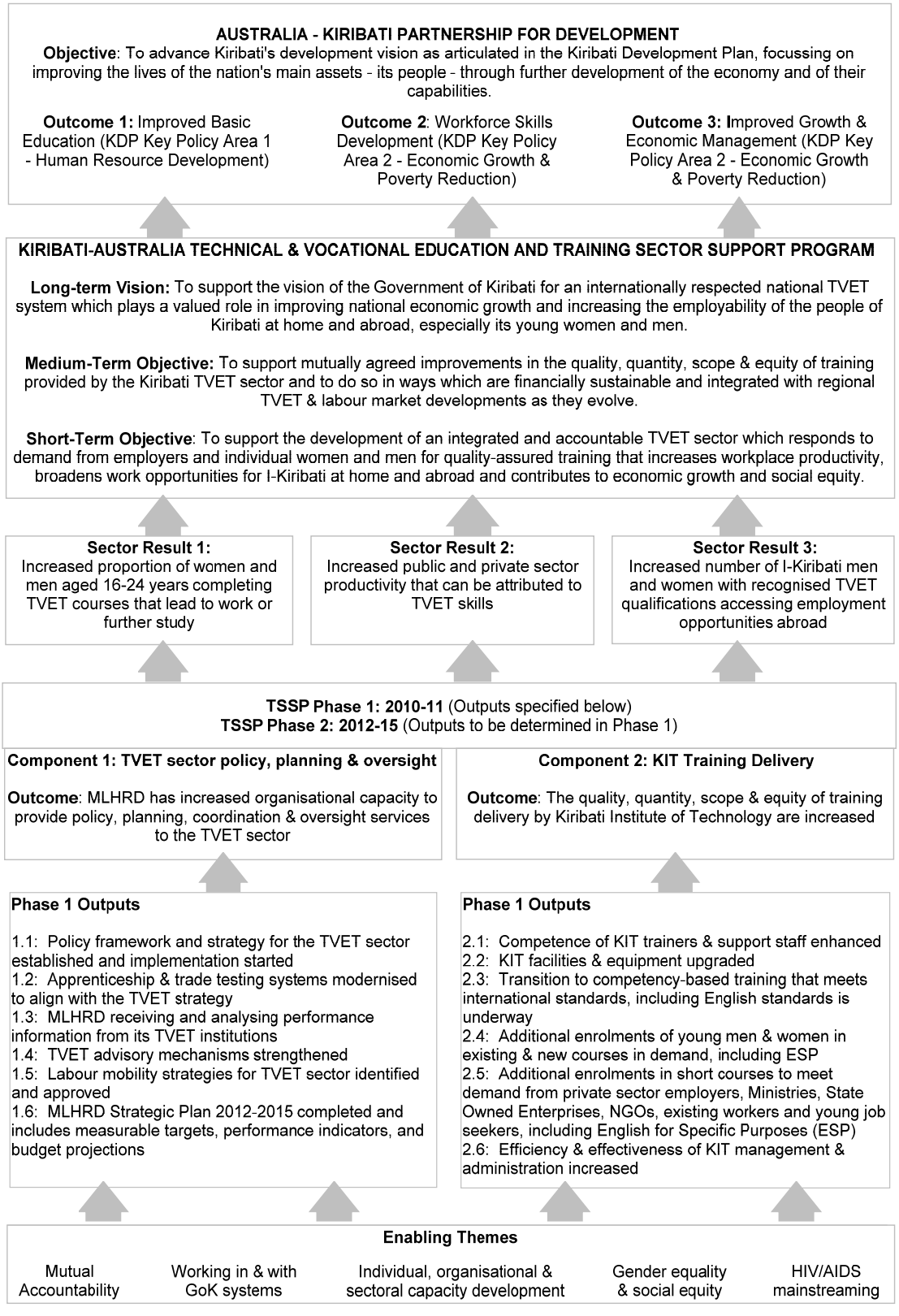
Output 2.5: Additional enrolments in short courses to meet demand from private sector employers, Ministries, State-Owned Enterprises, NGOs, existing workers and young job seekers, including English for Specific Purposes (ESP)

Output 2.6: Efficiency and effectiveness of KIT management and administration increased

A description of each of the Component outputs for Phase 1, together with draft targets, is provided in Annex E.

The Performance Assessment Framework at Annex I provides details of how the sector outcomes, component outcomes and outputs will be measured.

Figure 3: Core Elements of the TVETSSP



4.7 An Interim Program of Support

Given the scope and urgency of the needs identified in MLHRD's draft strategic plan, the MLHRD, KIT, the two advisory boards (TVET and Apprenticeship) and other stakeholders are very keen to implement a program of change quickly. Taking into account the time required to assure the quality of the final TVETSSP design, to establish the legal instruments for implementation, to call for and select tenders, contract a Managing Contractor (MC) and for it to mobilise, it may be at least mid-June 2010 before Phase 1 implementation commences.

There are however seven actions which, subject to availability of GoK and Australian resources, need to be taken immediately to harness existing commitment to change, overcome major constraints on program start-up and smooth program implementation.

(1) Reduce OSH risks at KIT. Urgent action is needed to reduce some of the highest occupational safety and health risks at KIT, as identified in the KIT Occupational Health and Workplace Safety Audit of June 2009.[53] The priorities will be approved by the MLHRD Senior Management Team (SMT) with the advice of KIT, and within the available AusAID budget. The KIT Principal has advised that the immediate priorities are rebuilding the toilet block, reviewing and replacing electrical wiring to render the KIT safe, and the purchase of Personal Protective Equipment in workshops together with Occupational Safety and Health (OSH) training for all KIT staff

(2) Cabinet approval to change to a standards-based TVET system. Both MTC and FTC work to international standards. Immediately following the design mission, and with some input by the design team, GoK Cabinet approved the adoption of Australian competency standards as the basis for future competency-based training at KIT. This will provide certainty for and speed TVETSSP implementation. Early action is now needed to capitalise on and communicate the Cabinet decision.

(3) Implement reliable basic student records system at KIT. While basic student records are kept, the absence of a dedicated computer and virus infections makes those records vulnerable and unreliable. A small investment in stabilising the existing system and recording current student data will provide some baseline data at program commencement.

(4) Make operational KIT computer equipment and systems. At present, an acting Deputy Principal and a Japanese volunteer provide support to keep the educational computer room, equipment and network systems functional. However, given the strong demand for computer training, initial and ongoing technical support is essential to ensure they operate at maximum capacity.

(5) Independent assessment and recognition of the vocational competencies of each KIT trainer against the Australian competency standards for the occupations for which they are training students. KIT trainers have a variety of educational and work experience, and there are various perceptions of their vocational competence. However, there is no independent assessment of their current competence and therefore no basis for structuring the professional development strategies that will be needed to develop the competence required to deliver courses at Australian Certificate I and II level. Given the experience of

[53] Undertaken by the APTC.

APTC in recognition of current vocational competence, the APTC could be contracted to undertake these assessments.[54]

(6) Commencement of English language training for KIT trainers, following a proficiency assessment. This will help KIT trainers get an early start towards the Phase 1 target of all KIT trainers proficient in English at IELTS score 5, and ensure they are better prepared to take advantage of the professional development programs that will be provided in Phase 1.

(7) Recruit an international TVET Operations Manager to KIT responsible to the Principal for a period of 2 years until mid-2012, The appointment of an experienced and senior international Operations Manager additional to KIT staff establishment (i.e. supernumerary) could be sourced immediately through Pacific Technical Assistance Mechanism (PACTAM). This position, together with the in-line expatriate Principal currently engaged through PACTAM for up to three years to mid-2012 would provide KIT with sufficient senior management capability to both manage Component 2 of the TVETSSP and provide intensive coaching to all KIT senior staff but particularly to a new I-Kiribati Deputy Principal currently being recruited by MLHRD.[55] This would facilitate her/his succession to the position of Principal when the current Principal leaves, and provide ongoing support to the new Principal and the new Deputy Principal that would be appointed. A Position Description for the position is provided in Annex L.

4.8 Forms of Aid

In Kiribati, how assistance is provided is at least as important as what is provided, and there are complex factors to be considered in choosing the most suitable arrangements to channel Australian aid resources to support the TVETSSP.

Stakeholders were able to identify some project success factors that reflected the aid effectiveness principles of Paris and Accra such as local leadership and ownership, integration with the core business and plans of the agency, minimisation of transactional burdens on senior managers, and a strong orientation to local capacity development.

A stand-alone project managed by a commercial contractor was considered but rejected. Stakeholders were unable to identify any such projects that had worked effectively in the Kiribati context, and some commented that their experience with managing contractors had not always been a positive one.

Direct management by AusAID staff placed within MLHRD and/or KIT was considered, given that it has been an effective approach in PNG and the Solomon Islands. However, the relationship between GoK and GoA in the TVET sector in Kiribati is in its infancy. There has been limited policy dialogue on TVET issues and as yet, MLHRD and AusAID have limited experience of working together in this sector.[56] AusAID Tarawa has very limited management resources and no TVET expertise currently available to deploy to the Ministry. This option was judged as not viable.

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[54] This assessment should be undertaken against Australian Quality Training Framework (AQTF) 2007 Standard 1, Element 1.4 (b).

[55] This position and that of the Principal could be transitioned to the TVETSSP Managing Contractor when the TVETSSP is mobilised.

[56] AusAID support in the past two years was directed to two relatively small joint activities: Labour Market Analysis in 2007 and an analysis of the Kiribati Apprenticeship Training Scheme, the KIT and TVET and employment generally in 2008. GoA is currently providing funding for the employment by GoK of an expatriate Principal of KIT.

Direct budget support was also considered. As yet there is no comprehensive costed program which sets priorities for the development of the TVET sector. Limited human resource capacity in MLHRD (including in KIT) for large-scale program management, the recent departure of the Senior Labour Officer responsible for TVET, the retirement of the current MLHRD Secretary in June 2010, uncertainty about whether the current KIT Principal's contract will be extended beyond one year, uncertainty about whether an I-Kiribati KIT Deputy Principal with suitable experience can be identified, a general lack of TVET sector expertise in Kiribati, particularly in the private sector, GoK's desire that its TVET system meets international standards and does so quickly, and weak public financial management and procurement systems which do not yet meet AusAID's fiduciary requirements were all considerations in rejecting direct budget support at this stage.

Aid Delivery Approach

Applying the principles of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action (which are reflected in the Partnership for Development) and the recently agreed Cairns Compact, and taking account of the current absorptive capacity of the TVET sector and GoK systems in Kiribati more broadly, a program-based approach has been chosen for Phases 1 and 2, with a view to transitioning to full MLHRD execution through GoK administrative, planning and budget systems beyond that. While the high level results are specified for the duration of the program, and the outcomes to be achieved in Phase 1 are specified, for Phase 2 the TVETSSP will move to a rolling plan model based on MLHRD's annual planning processes.

The program-based approach for Phases 1 and 2 includes:

- working through and strengthening the existing formal GoK/MLHRD system for allocating responsibility and authority for the management and delivery of TVET in Kiribati, taking into account informal systems of decision-making;
- maximising government ownership and leadership of the TVETSSP through the MLHRD, existing advisory arrangements and other key central and line agencies;
- early and full alignment of TVETSSP with GoK's KDP and associated planning, monitoring and accountability systems;
- supporting the development of the GoK's TVET system in ways which will allow integration of support from donors other than Australia;
- identifying opportunities for the TVET sector to achieve a more integrated approach to youth transitions from school education to further training and employment; and
- reinforcing throughout the design mutual responsibility and mutual accountability for program performance, based on rigorous and independent annual performance assessments.

Resource Transfer Approach

All resources under TVETSSP should be documented in GoK's Budget, and as agreed between GoA and GoK. GoA resources will be allocated to the TVETSSP through two channels:

Directly

- From AusAID into a separate designated TVETSSP account within the Kiribati Government Number 4 (Development Fund) Account established by the Ministry of

Finance and Economic Development.[57] These funds will be used for the procurement of inputs of goods and services as specified for Phase 1 in this PDD and as approved under the Annual Program Plans in Phase 2. Normal GoK procedures for such separate accounts will be used by MLHRD for this procurement. These funds may be pooled with those of GoK and other donors, should they become available.[58] Over the life of the program an increasingly larger proportion of the program budget may be channelled through this mechanism, depending on performance and needs. The strategic intent is to provide all TVETSSP funds through this or a similar GoK mechanism for Phase 3.

- From AusAID into GoK Recurrent Budget in the form of incentive grants which will be mixed with GoK resources allocated to the TVET sector for discretionary use by MLHRD according to regular national procedures. In this design, $700,000 has been allocated for incentive grants.

The TVETSSP will make direct investments framed as incentives to support a number of the MLHRD's unfunded activities with a focus on developing the TVET sector. Multi-year investments will be made directly into MLHRD's systems through the GoK budget in support of achieving measurable progress in the TVET sector generally, and the KIT specifically. They are intended to provide incentives to encourage and support positive reforms. While grants made directly to GoK are relatively straightforward to agree, manage and monitor, multi-year investments require a more complex architecture, including general and specific monitoring and performance indicators. In order for the investment program to provide an effective incentives structure it will be essential that clear performances triggers have been agreed in advance, and are based on actions that are the responsibility of the MLHRD. Potential triggers for payment of incentives in Phase 1 could be:- establishment of Program Office in MLHRD headquarters and office space in KIT; policy framework and strategy for the TVET sector drafted and endorsed by Cabinet; labour mobility strategies drafted and endorsed by Cabinet; organisational review of KIT completed; 140 additional enrolments in existing and new TVET courses.

Indirectly

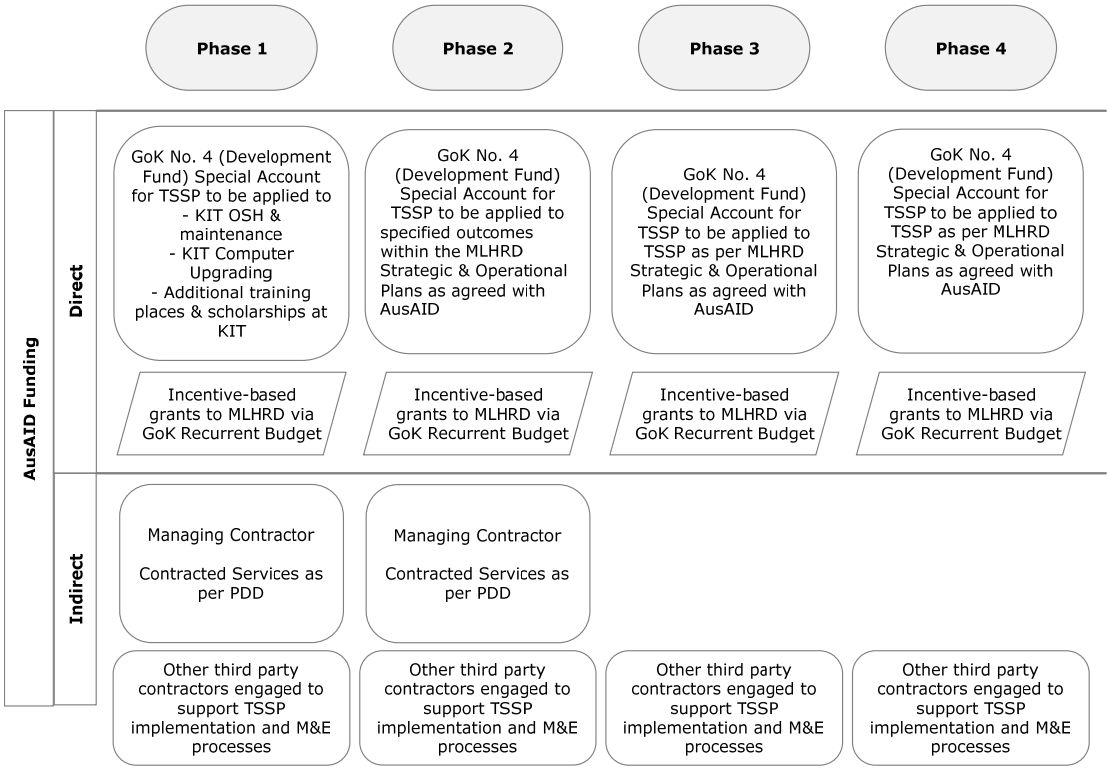
- Through contractual payments made by AusAID to a Managing Contractor (MC) or to other third party contractors engaged to support TVETSSP implementation and monitoring and evaluation (M&E) processes. The MC will be, or be in a partnership with an Australian Registered Training Organisation (RTO) in light of Kiribati's adoption of Australian standards.

These resource transfers are shown in Figure 4 below.

[57] MFED advised the design team that this separate account system is now used by the Kiribati Adaptation Program funded by the World Bank because of current weakness of government procedure. Under this system, MFED will check details of the fund with MLHRD and prepare a General Warrant for approval by the Minister of Finance. The General Warrant will go to the Accountant General who will issue the Development Fund Accounting Warrant (DFAW) to the MLHRD. MLHRD will then implement the agreed program and will be responsible for acquitting the funds through its existing systems.

[58] In the 2008 and 2009 GoK budgets, no GoK payments were made into the Development Fund.

Figure 4: Approach to Resource Transfers under the TVETSSP



Legal instrument for implementation and management

The TVETSSP will operate under the auspices of the Australia-Kiribati Partnership for Development, and under the Memorandum of Understanding on Development Cooperation as a separate and related arrangement between both governments on protocol and facilitation of Australia's development assistance contribution to Kiribati.

Approach to Capacity Development

Given what GoK and MLHRD want to achieve, the pace at which they want to proceed, the limited GoK staff resources that can be deployed to the development of the TVET sector and the design's intent not to assume any additional GoK resources will be available for TVET in the short to medium term, the design rests on a two-track approach to capacity development.

Track 1 is capacity supplementation in specific areas where there are very few or no staff and no immediate likelihood they will become available. This applies primarily to the actual delivery of training to Australian standards (or equivalent) in existing and new areas, to the management and quality assurance of KIT teaching and learning to bring it to an international standard and to the teaching of English to an internationally accredited standard. Three in-line international positions, reporting to their respective senior officers within MLHRD, will be funded at KIT;[59] and international trainers will be deployed into KIT for varying periods to deliver training directly to students in new areas not currently

[59] KIT Principal, KIT Operations Manager and a senor teacher of English who is a native English speaker.

within KIT's scope. All in-line positions will have a capacity development / succession planning role in addition to the direct delivery of specified outputs and outcomes.

Track 2 is capacity development where existing staff competence, organisational capabilities and TVET system capacity will be strengthened through the deployment by the MC of Program Office personnel, international trainers and other technical assistance personnel to develop the capacity of MLHRD staff (including KIT trainers), and by fostering an ongoing professional partnership between KIT and the Registered Training Organisation (RTO) arm of the MC and, where possible, with other training providers in the region including the APTC.

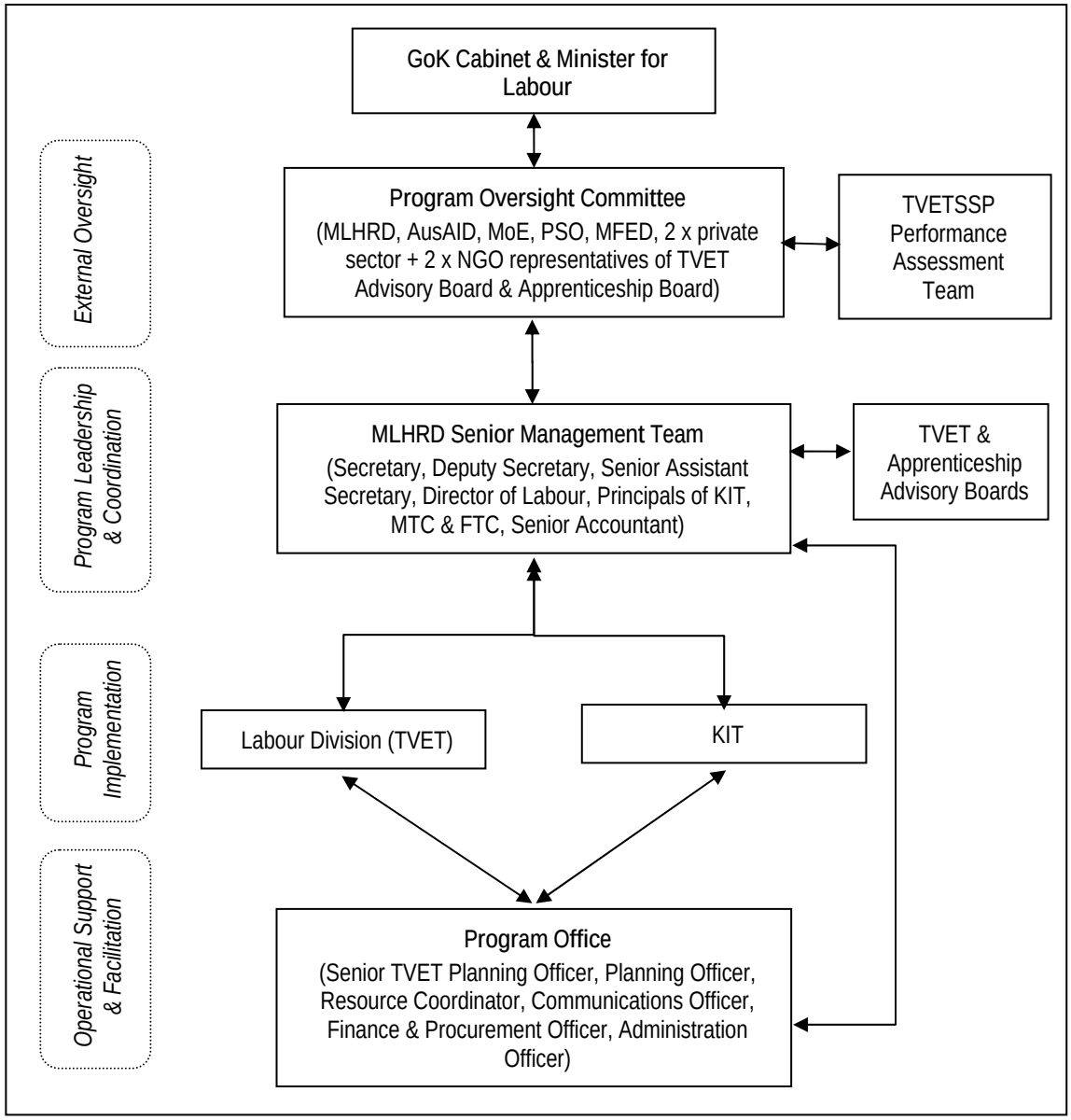
5. Program Implementation Arrangements

5.1 Management and Governance Arrangements and Structure

Kiribati's engagement in TVETSSP will be led by the MLHRD on behalf of the GoK, while the lead agency for Australia will be AusAID Tarawa.

The management and governance arrangements for TVETSSP are collaborative, and integrated with MLHRD and national planning and budget processes to enable effective management of the aid investment, while taking account of existing capacity.

Figure 5: Overview of Program Management and Governance Structure



5.2 Roles and Responsibilities in TVETSSP Management and Structure

5.2.1 Program Oversight Committee

The Program Oversight Committee (POC) will comprise senior representatives of four government agencies: MLHRD (as the lead agency executing TVETSSP), MoE (to ensure education sector coordination, especially in the area of youth transitions), PSO (as the agency that will need to support, guide and facilitate structural and regulatory change that will be required to revitalise KIT and strengthen MLHRD) and MFED (as the agency responsible for developing and monitoring the KDP/MOPs, controlling recurrent budget allocations and expenditures, and accountable for acquittal of donor funding and the GoK's Development Fund). AusAID will be represented by the First Secretary in Tarawa.

There will also be two representatives of the private sector and one NGO representative, drawn from the membership of the TVET Advisory Board and the Apprenticeship Advisory Board.[60] NZAID should be invited to join this Committee given its long-standing support to MTC and the tertiary sector more broadly. The POC will have both male and female members, and be chaired by the Secretary of MLHRD.

It will oversee program implementation by reviewing and approving performance and financial reports from the MLHRD Senior Management Team (SMT), approving new or changed program inputs for Phase 1, approving the Annual Program Plans for Phase 2 and tracking progress towards the targets specified. It will also approve Terms of Reference for the Annual TVETSSP Performance Assessment, approve membership of the Performance Assessment Team (PAT), consider its findings and approve adjustments to program implementation as required. POC meetings will be convened by the Secretary of MLHRD, supported by the Program Office. It will meet quarterly in Phase 1 and in Phase 2 at least three times each year.

5.2.2 MLHRD Senior Management Team (SMT)

The MLHRD Senior Management Team (Secretary, Deputy Secretary, Senior Assistant Secretary, Director of Labour, Principals of KIT, MTC & FTC, Senior Accountant) will be responsible for providing ongoing leadership and coordination to the TVETSSP. The SMT will ensure that the TVETSSP is fully integrated with the Ministry's strategic planning, reporting and budgetary cycle and that the contributions of other donors are coordinated with the Ministry's plans. TVETSSP implementation will be a standing item on the SMT meeting agenda in Phase 1 at least. The SMT will receive and consider regular progress and performance reports from the Labour Division (TVET Section) and the Principal of KIT, provide direction to them on actions needed and regularly track progress of program implementation to identify corrections that may be needed to ensure targets are met. The SMT will oversee the preparation by the Program Office of the Annual Program Plans for TVETSSP Phase 2 in conjunction with the preparation of the Ministry's budget estimates.

5.2.3 Labour Division (TVET)

The positions of Senior Labour Officer and Labour Officer responsible for TVET within the Division of Labour will need to be filled. These officers will be responsible (through the Secretary of MLHRD) for the efficient and effective implementation of Component 1 of the TVETSSP, including achievement of the targets specified in the program plans for Phases 1 and 2, and for contributing to the achievement of Component 2 objectives. Supported and mentored by the Program Office they will work collaboratively with the SMT, the KIT, MTC and FTC and with external stakeholders, especially industry, to ensure agreed outcomes for the Component are being achieved. With Program Office support and coaching, they will prepare regular progress and performance reports for SMT meetings and for each POC meeting. It will work in partnership with the Program Office to determine the inputs required and will ensure that those inputs are used efficiently and effectively.

5.2.4 KIT

KIT will be responsible (through the Secretary of MLHRD) for the efficient and effective implementation of Component 2 of the TVETSSP, including the achievement of the

[60] Or any successor that might emerge should the two Boards be merged following the review of advisory structures (Output 1.4).

targets specified in the program plans for Phases 1 and 2. It will work collaboratively with the SMT, the Labour Division (TVET), MTC and FTC and with external industry and community stakeholders to ensure agreed outcomes for Component 2 are being achieved. With Program Office assistance as needed, it will prepare regular progress and performance reports for SMT meetings and for each POC meeting. It will work in partnership with the Program Office to determine the inputs required and will ensure that those inputs are used efficiently and effectively.

5.2.5 Program Office

The Program Office in Tarawa will be responsible to the Secretary MLHRD and to the MC's head office for:

- In-country management of the program and providing the first point of contact for AusAID and MLHRD in relation to TVETSSP implementation and the development of the TVET system in Kiribati.
- Establishing and maintaining positive and service-oriented relationships with all MLHRD staff and with other stakeholders.
- Developing the capacity of the Senior Labour Officer and Labour Officer responsible for TVET.
- Prepare initial scoping briefs for approved procurement or recruitment activities and identifying opportunities for national procurement or recruitment.
- In-country contract management for any capital works that may be approved for Phase 2.
- Provision of logistical services to technical assistance personnel and Performance Assessment Team personnel (accommodation, transport, communications etc), and in-country inductions for them which address contextual, cross-cultural and capacity development issues.
- Provision of in-country logistical services to MLHRD staff undertaking overseas training
- Supporting MLHRD to prepare and report against TVETSSP Annual Program Plans to agreed standards
- Initial preparation of MC-produced documentation, ensuring that is clear, succinct and in plain English
- In-country monitoring and evaluation of program performance including providing input for the KDP, MOP and budget preparation and reporting, results-oriented performance reports for the SMT and the POC, and modelling and fostering a culture in MLHRD of organisational learning, reflection and improvement.
- Develop and implement internal and external communication strategies.
- Coordinating communications with the MC head office
- Providing secretariat services to the POC.

The Program Office will treat KIT and the Labour Division as units under the direction and control of the Secretary and not as autonomous units, unless otherwise agreed with the Secretary. The PMO will respond directly to requests from the Principal of KIT and the Senior Labour Officer for services and support where those requests form part of plans approved by the Secretary and the Senior Management Team. Where such requests do not form part of approved plans, they should be directed to the Program Office through the Secretary in the first instance. Upon establishment, the Program Office should agree such communication protocols with the Secretary.

In partnership with the MLHRD SMT and AusAID, the Program Office will also identify and pursue opportunities to increase GoK capacity for large-scale program management that will permit the progressive transfer of TVETSSP functions into GoK budgetary and financial systems and decision-making structures so that, by the end of Phase 2, TVETSSP is able to operate within those systems, and procure support to implement the Phase 3 program as agreed with AusAID.

5.2.6 Government of Kiribati

The Government of Kiribati, through MLHRD and other Ministries, will use its best endeavours to ensure the success of the TVETSSP by:

- Ensuring that all MLHRD staff are aware of and support the implementation of TVETSSP directly or indirectly, depending on their role
- Ensuring that the roles and responsibilities of MLHRD staff in relation to the TVETSSP are clear, and performance of MLHRD staff in relation to their responsibilities is monitored and corrective action taken by senior management as necessary
- Ensuring the active participation of senior GoK officials and external stakeholders in the Program Oversight Committee
- Releasing selected MLHRD staff for short-term training and/or attachments (in Kiribati, regionally or in New Zealand/Australia)
- Providing office space in MLHRD headquarters and in KIT for the Program Office and the additional positions funded by the TVETSSP
- Seconding two suitably qualified civil servants to the positions of Communications Officer and Finance and Procurement Officer within the Program Office
- Deploying two existing suitably qualified civil servants to help establish and teach in the new KIT courses that will be established
- Through the PSO, facilitating rapid appointments of suitably qualified personnel to MLHRD vacancies, and supporting, guiding and facilitating structural and regulatory change in relation to public service human resources that will allow MLHRD to achieve its targets under the TVETSSP
- Through MFED, advising on setting up and monitoring of TVETSSP accounts and providing guidance to the TVETSSP on aligning the program more closely with KDP/MOP and government financial management systems
- Playing an active part in monitoring TVETSSP performance at all levels
- Coordinating support to the sector from other donors
- Taking action to remove unreasonable policy or regulatory constraints to TVETSSP achieving its agreed results.

5.2.7 AusAID

AusAID Tarawa will ensure that there will be a predictable flow of funds to the TVETSSP as agreed between the two governments.[61] It will ensure that there is regular policy dialogue with GoK on directions and performance of the TVETSSP. It will also ensure and facilitate coordination between TVETSSP and other relevant AusAID bilateral programs (notably GoA support to basic education) and to foster a 'whole of sector' and 'whole of aid program' coherence. It will liaise with AusAID Suva to facilitate

[61] See Figure 4 for these flows

coordination between TVETSSP and regional programs including the APTC. AusAID Tarawa and Suva will identify opportunities for increased donor harmonisation in the TVET sector, particularly with the ILO as the Youth Employment Program in MLHRD evolves, with NZAID in relation to its support for the MTC and training more generally, and with the UN in relation to future work in the TVET sector. The Post will be a member of the POC and commission the Annual TVETSSP Performance Assessment on its behalf, with logistics support from the Program Office as needed. AusAID Tarawa in partnership with GoK will also monitor the MC performance against its Contract, and prepare performance reports, including contractor performance assessments in accordance with AusAID's own reporting obligations.

5.2.8 The TVETSSP Managing Contractor

AusAID and GoK will jointly undertake a competitive international tender process to select a Managing Contractor, which will support and facilitate TVETSSP implementation. The MC will be, or be in a partnership with an Australian Registered Training Organisation (RTO).

The role of the MC is to provide support to both governments, furthering the development of an effective MLHRD-AusAID partnership within the TVET sector. The MC will not set up separate or parallel systems contrary to GoA's commitment to use and support GoK systems wherever possible.

The MC will provide the services of a well-resourced management team comprising the Program Office in Tarawa and suitably qualified staff in its head office to support MLHRD to lead and manage the TVETSSP. In addition to TVET expertise, the MC management team will have expertise in the areas of change management, good practice capacity development, financial management and procurement, working through government systems,[62] and human resource management. The TVETSSP MC's management team will be responsible for the overall management of the Program Office staff and for the performance of the technical assistance personnel that it recruits. The MC management team will be responsible for the MC meeting its responsibilities under its contract with AusAID including the provision of services.

5.3 Long-term Personnel

The following positions will be established to support the implementation of the TVETSSP.

5.3.1 In-line Positions

The TVETSSP will fund three international in-line positions recruited through the MC and selected and appointed by MLHRD in consultation with AusAID.

KIT Principal, reporting to the Secretary, MLHRD and appointed for up to three years.

KIT Operations Manager, reporting to the Principal of KIT and appointed for a two year period.

KIT English as a Second Language (ESL) Manager, reporting to the KIT Operations Manager for a period of 2-3 years. After this time, and for the remaining 1.5-2.5 years of the TVETSSP, the position will become a nationally recruited position.

[62] See AusAID (2009k) Working in and through Partner Government Systems, Operations Policy Notes 1-3.

5.3.2 Program Office positions

The following six positions will be established within the Program Office in Tarawa.

Senior TVET Planning Officer (international position recruited by the MC for two years).

TVET Coordinator (international position recruited by the MC initially for one year).

Planning Officer (national position recruited by the MC for 5.5 years) responsible to the Senior TVET Planning Officer.

Finance and Procurement Officer (national position seconded from within GoK for 5.5 years, approved by MFED and MLHRD and funded by GoK).

Communications Officer (national position seconded from within the GoK for 5.5 years approved by MLHRD and funded by GoK) responsible to the TVET Coordinator.

Administrative Officer (national position recruited by the MC for 5.5 years) responsible to the TVET Coordinator for the provision of administrative support to the Program Office.

Refer to Annex F for further details of the implementation arrangements and to Annex L for position descriptions for contracted long-term personnel (excluding the existing position of KIT Principal).

5.4 Implementation Plan

Phase 1 of the Program will be undertaken from December 2010 to May 2012, so that the following phases are aligned with the priorities of the KDP. This design provides a level of detail for Phase 1, which will be implemented progressively and will form the basis for consultation and validation through the development of Rolling Annual Plans determining the nature and scope of each year of operation. Annex K contains the anticipated schedule of the Phase 1 activities. Recognising the limited absorptive capacity of Ministry and KIT, with staff that already have teaching and other responsibilities, the activities have been sequenced to where possible minimise the number of international advisers in Kiribati at the same time. Nevertheless to achieve the intended pace of change, overlap is essential.

Figure 6: Summary of the key Phase 1 activities and indicative dates

Key Activity	Indicative Dates
Complete any carry-over Interim Phase activities	Dec10-Feb 11
Set up MC headquarters and TVETSSP Program Office	Dec10-Jan11
Recruit and mobilise Program Office/KIT staff	Dec10-Jan11
Develop Communications, Operations, Risk, Security Financial Management Plans	Dec10-Jan11
Develop Professional Development Plans for KIT staff	Dec10
Develop TVET Strategy and associated policy papers	Dec10-Mar11
Procure protective uniforms for trade course trainees	Dec10, Jan-12
Undertake EL training and IELTS testing of KIT staff	Dec-10 - Dec-11
Commence implementation of M&E Plan	Jan-11
Procure small equipment for existing trade courses	From Dec10
Review Apprenticeship & Trade Testing systems and Advisory Boards	Jan-11
Arrange overseas study tour for KIT senior staff	Jan-11
Undertake Feasibility Study of new course options	Dec-11
Undertake outstanding OSH repairs	Dec10-Feb 11
Conduct National TVET Workshops	Sep-10, Sep-11
Provide input to MLHRD preparation of next year's MOP	Sep-Nov 10, Sep-Nov 11

Key Activity	Indicative Dates
Train KIT trainers, deliver upgraded Business Services course	Sep-Dec 10
Recruit trainers for new course 1	Oct-Nov 10
Train KIT trainers, deliver upgraded Construction Trades course	Oct-10 - Apr 11
Upgrade KIT student database	Oct-10
Arrange MLHRD and Advisory / Apprenticeships Board overseas TVET study tour	Oct-10
Conduct Student Tracer Surveys	Oct-10, May-11, Dec-11
Manage construction of new KIT multipurpose building	Oct-10 - Dec-12
Assist MLHRD develop labour mobility strategy for TVET sector	Nov-Dec 10
Review KIT student entrance testing	Nov-10
Review KIT short course profile	Nov-10
Procure small equipment for new courses	Oct-10, Apr-11
Commence Outer Island scholarships program	Jan-11
Conduct Employer Satisfaction surveys	Jan-11
Provide input to MOP/KDP reporting	Jan-11, Jul-11
Install new student computers	Jan-11
Cert I/II gap training/testing of KIT trainers (new courses)	Jan-Feb 11, Jun-Jul 11
Train KIT trainers, deliver upgraded Electrical trades course	Jan-Jun 11
Train KIT trainers, deliver New Course 1	Jan-Dec 11
Commence delivery of new short courses	Feb-11
Commence Vocational Preparatory Course	Feb-11
Develop rolling Annual Plan and Budget (for FY)	Mar-11
Train KIT trainers, deliver upgraded Automotive trades course	Ju1-Dec 11
Assist MLHRD provide input to 2012-2015 KDP	Jul-Nov 11
Train KIT trainers, deliver New Course 2	Jul 11 - Jun 12
Annual Performance Assessment conducted	Dec-11
Staff and Student Satisfaction Surveys undertaken	Dec-11

5.5 Monitoring & Evaluation Plan

The TVETSSP monitoring and evaluation system provides the means for monitoring progress and achievements against the program's goal, sector results and outcomes, assessing impact and promoting learning and adaptation through the program's implementation. The M&E system is based on existing planning, reporting and assessment processes and timetable of the GoK as well as the introduction of some new data collection instruments. The Performance Assessment Framework (PAF) is designed to ensure that the Program remains outcomes-focused whilst not placing excessive additional reporting burdens on the limited MLHRD/KIT resources. The PAF in Annex I details performance indicators and indicative targets/results as well as the arrangements for results monitoring, including the timing and responsibilities for each M&E activity. There was insufficient baseline data available during the design to reliably determine performance targets and this should be collected early in Phase 1. TVETSSP targets by year will need to be developed during an early participatory review of the PAF by key stakeholders. This review should also be used to gain consensus on expectations and priorities and build ownership in improving results through monitoring and evaluation.

5.5.1 M&E Approach

The following principles will apply to the TVETSSP M&E system.

- *Integration with GoK systems and processes*. The M&E system should be integrated as far as possible with KDP and MOP monitoring and reporting systems. The high level TVETSSP objectives and indicators are consistent with those in the Partnership. Integrated activities will minimise duplication, ensure that consistent and timely information is available to all parties and that reports on TVETSSP implementation progress can be readily used as input into higher level national reporting.
- *Building local capacity in M&E*. The Senior TVET Planning Officer will be responsible for building M&E capability in the MLHRD supporting TVETSSP data providers in providing comprehensive, accurate and timely data, and in familiarising stakeholders with M&E concepts and their use in improving service delivery. Where appropriate external I-Kiribati with appropriate research or skills in monitoring and evaluation should be utilised for M&E activities.
- *Facilitating systematic TVET sector M&E.* Where possible, standardised indicators, surveys and reporting will be implemented across all three MLHRD TVET institutions.
- *Participatory approach*. Open feedback from the recipients of the results of M&E activities including program participants (students and staff), industry, partner agencies, donors and the broader development community should be encouraged.
- *An iterative approach.* Given limited data sources during the design and the need for maintaining flexibility in an emerging TVET environment, the PAF in Annex I focuses on proposed Phase 1 activities. It will need to be reviewed at the commencement of Phase 1 to ensure stakeholder agreement. It will also need to be reviewed annually so that it remains aligned with MOP outcomes and indicators, and every four years to reflect the KDP. It is anticipated that the PAF will both inform and also be informed by the MOP/KDP.[63] Targets will need annual adjustment as more comprehensive and reliable data is collected and to reflect progress against the targets to date.
- *Aggregation of results from multiple activities.* This will provide for ongoing learning so if outcomes of the interventions do not begin to emerge as envisaged, an evidence-based reallocation of resources can be considered. It provides the Program an opportunity to respond to unexpected failure and success.

5.5.2 Responsibilities

Annex I indicates responsibilities for individual M&E activities. The TVETSSP Program Office will have overall responsibility for coordinating implementation of the PAF. This work will be led in the first two years by the Senior TVET Planning Officer and the I-Kiribati Planning Officer in the Program Office.

KIT and the other TVET institutions will be responsible for the collection and initial analysis of reliable student, staff and financial data. KIT will be supported in this role through the Interim Phase upgrading of their student record database. AusAID Kiribati will play an active role in M&E through the POC oversight of the implementation of the TVETSSP PAF. The Performance Assessment Team will also provide advice on the appropriateness of the M&E system.

[63] An MFED M&E Working Group has been established to develop indicators for the KDP strategies.

Annex J provides additional information on the M&E responsibilities of the Program Office and on M&E and tools.

5.5.3 Program Reporting

TVETSSP Progress Reports will be provided on a monthly basis by the TVETSSP Senior TVET Planning Officer to the MLHRD SMT, and on a quarterly basis to the Program Oversight Committee. The reports will provide data on TVET sector performance and detail TVETSSP progress to date (achievements, milestones, progress towards TVETSSP target results, issues and problems encountered and solutions proposed, lessons learned) and forward recommendations that will improve performance in the next quarter. The Joint Annual Review will inform the MC's development of the Program's Annual Plan. AusAID annual internal reporting on the TVETSSP will include quality at entry, quality at implementation, annual program performance reports and Partnership reporting.

Figure 7: Alignment of TVETSSP reporting with GoK reporting

TVETSSP Report	Monthly Progress Report	Quarterly Progress Report	Annual Performance Assessment Report	Annual Plan	MOP preparation	MOP reporting	Budget Preparation	KDP Preparation
Responsibility	TVETSSP TVET Coordinator	TVETSSP TVET Coordinator	PAT	MC	MLHRD	MLHRD	MLHRD	MLHRD
Recipient	MLHRD SMT	TVETSSP Performance Oversight Committee	TVETSSP Performance Oversight Committee	TVETSSP Performance Oversight Committee	MFED	MFED	MFED	MFED
Frequency	Monthly	Quarterly	Annually	Annually	Annually	Twice a year	Annually	Every 4 years
Phase 1 Timing								
Dec-10	■							
Jan-11	■					■		
Feb-11	■	■		■		■		
Mar-11	■							
Apr-11	■							■
May-11	■	■						■
Jun-11	■							■
Jul-11	■					■		■
Aug-11	■	■				■	■	■
Sep-11	■						■	■
Oct-11	■				■		■	■
Nov-11	■	■			■		■	■
Dec-11	■		■					■
Jan-12	■					■		
Feb-12	■	■				■		
Mar-12	■							
Apr-12	■							
May-12	■	■						

The MC will also be directly responsible for developing a Program Implementation Plan and a Final Program Report. The Implementation Plan will be prepared by the MC Program Manager and submitted to AusAID/POC within a month after the Program contract has been signed and operational within two months after contract signing. The Plan is a living document that should be revised as conditions affecting the Program change. It is subject to review through the Joint Annual Review process.

Given there are Annual Performance Assessments, a Mid-Term Review (MTR) is not included in the design. However, the GoA and/or the GoK may request a MTR be conducted should the December 2013 Annual Performance Assessment report significant

lack of progress in achieving the intended Program results, performance issues with the MC or significant changes to the assumptions on which the design was based.

AusAID will arrange a Strategic Review at least one year before the end of Phase 2. This review will be conducted by an independent team jointly selected by GoK and AusAID. The purpose of the review is to evaluate the effectiveness of the TVETSSP in achieving the intended goals and sector results, and to highlight Program achievements, key issues that have affected Program implementation and lessons learned. The Strategic Review will also be used by GoK/GoA as a guide towards the design of the subsequent phases of Program assistance to the TVET sector after 2015.

5.5.4 Monitoring Aid Effectiveness

Appointed by and reporting to the Program Oversight Committee, the Performance Assessment Team (PAT) will undertake independent assessments of TVETSSP performance. This will be annually for Phases 1 and 2 and will provide the basis for the Joint Annual Review by GoK and GoA. In addition to providing technical advice on TVETSSP performance, the PAT will assess the effectiveness of the aid investment through TVETSSP. It will do so through five enabling themes: mutual accountability, working within GoK systems, organisational capacity development, gender equality and social equity and HIV/AIDs mainstreaming. The PAT will also advise the POC on the meeting of requirements for incentive grants.

In relation to aid effectiveness, the PAT will gather qualitative and quantitative information in response to the following questions and provide an analysis to the POC.

1. To what extent are the GoK and GoA meeting their obligations as set out in the legal arrangements for the TVETSSP and as agreed in Annual Program Plans?
2. Do the TVETSSP management and governance arrangements provide GoK with sufficient national ownership of TVETSSP directions and priorities?
3. To what extent is the TVETSSP being implemented through GoK systems?
4. Are GoK and GoA satisfied with the pace and approach to capacity development under the TVETSSP and what changes in individual, organizational and system capacity are evident?
5. Does the TVETSSP adequately support cross-cutting policies including progress with respect to gender equality, disability inclusiveness and HIV/AIDS?
6. Are the TVETSSP monitoring and evaluation activities providing GoA and GoK with the policy and management information they need and are the results of M&E activities being used to inform their decision-making about the TVETSSP and the TVET sector?
7. Are the GoK and GoA satisfied with the performance of the TVET sector in Kiribati?
8. Is Australia's contribution to the TVET sector harmonised with that of other donors?

5.6 Sustainability

Developing TVET sector management capacity and delivery performance in Kiribati requires a long term commitment. The Program anticipates working in this sector for at least the next fifteen years in order to embed institutional changes. The issues of sustainability and reducing dependence on donor assistance for the sector, however, should not be under-estimated. Impeding factors include:

- a very low base of TVET sector management capacity;
- few qualified and experienced TVET trainers;
- outmoded and non-standards based courses;
- limited teaching and learning resources; and

- expectations of ongoing constraints to the GoK operational budgets.

Sustainability of the Program will be more likely through its alignment with GoK policies. The Program's outcomes also have high-level political and institutional support within Kiribati, and its design supports existing agencies, particularly MLHRD and KIT.

The Program uses a participatory approach, to influence the direction and detail of design and implementation, as well as foster local ownership. The management of the Program will be undertaken from within the MHLRD, using existing advisory, decision-making, planning, budgeting, reporting and M&E processes and systems. TVETSSP planning will be an integrated part of MLHRD planning, not as a parallel donor-oriented activity. In the medium to longer term, program funds should flow through GoK's financial management and budget systems. During Program implementation, attention will be paid to building institutional, management and leadership capacity within the MLHRD, with the desired outcome that the TVET sector becomes ones of its core functions. This will have flow over benefits to the MTC and FTC, as well as to TVET delivery in other government and non-government agencies in Kiribati. The development of new and upgraded courses will reflect a demand driven approach to KIT training. The Program design also includes regular consultation with and inclusion of all stakeholders, including the regular review of activities, targets and timelines.

In order to meet the imperative for delivering Australian standard training courses at KIT, the Program will initially rely on expatriate technical assistance in key roles at KIT/MLHRD. The sustainability of the assistance will be achieved by establishing these positions as in-line positions within the respective institutions, and incorporating a significant proportion of TA time (and result outcomes) to formal and informal capacity building to motivate and skill I-Kiribati colleagues and staff.

Capacity building for MLHRD/KIT staff will also include upgrading and gap training in their specific training area, English language training, IT skills development, Certificate IV and Diploma TAA, as well as short-term overseas study tours/work attachments for senior MRLHRD staff and KIT trainers. The Program assumes that capacity building and succession planning will allow the international appointments to be reduced in Phase 2. Major risks to this approach lie in the small size of the institutions, high staff movement and turnover and the civil service policy of compulsory retirement at 50 years of age. It is also expected that there will be a longer term need for TA support for the teaching of English as a Second Language by a native English speaker.

Kiribati's low GDP and current and prospective limited government revenue base restrict the GoK's ability to increase funding for the MLHRD/KIT in the short to medium term. With current limited GoK budgetary budget resources, and limited likelihood of significant increases to it over the period of the Program, it is not realistic to consider that the GoK will have the financial resources required for the significant investment required for activities such as capital works, introduction of new Certificate II courses or major upgrading of existing courses to meet changing technologies in trade areas. It is also unlikely that funding will allow for additional or replacement trainers to be trained to overseas to Certificate III level, new contracts for native-English speakers as ESL trainers or continued contracting of expatriate Principal or Deputy Principal (if no I-Kiribati has suitable TVET experience). Donor support/funding is likely to be required for these activities even beyond the Program's conclusion. Current indications however are that with improved KIT performance, other donors may once again consider providing funding or other assistance to KIT.

Opportunities exist to more effectively use resources within the existing budget to deliver training outcomes during and after the Program. These may include greater staff productivity, trainers having optimal teaching loads, maximising use of classroom space,

resource sharing between KIT, FTC and MTC, revision of full-time courses so that they can be completed in shorter time period, and conducting courses on a rotational basis.

Opportunities also exist for KIT to use the resources and capabilities of the private sector more effectively. These include conducting training in industry facilities and using their equipment rather than duplicating it at KIT and arranging meaningful work attachments with industry for their students.

A fee-for-service (minimally cost-recovery) approach for at least some of KIT activities will generate revenue that can be used to supplement the operating budget for reinvestment back into KIT (if GoK policies on revenue retention/sharing were amended). There is also significant unmet demand for quality training on a user pays basis by private and public sector employers and to support other donor funded activities. This is a potentially significant sustainability strategy and could, in time, fund KIT maintenance and equipment.

There may not be much scope in the short-term for individual students (especially school-leavers) in terms of their ability to pay for significantly increasing fees, or political support for this approach. Better record keeping to increase fee collection and maximise class occupancy, however, have the potential to increase fee revenue. Donor schemes such as the New Zealand Civil Servants Fee Reimbursement scheme also support in-country training by individual employees.

Continued investment in and support of KIT after the Program finishes will depend on the accumulation of evidence on the cost effectiveness of KIT and positive labour market outcomes. Sustainability of training outcomes will largely depend on the relevance of the training provided, the quality of the training, employer utilisation of the skills learnt to improve productivity, expansion of job opportunities in the Kiribati private sector, scholarship opportunities for KIT graduates to undertake further studies to Certificate III/IV level, and access to temporary and permanent work opportunities overseas.

The project design requires significant input from the GoK from project commencement as indicated in Section 5.2. This includes secondment of GoK staff to both KIT and to the Project team. On conclusion of their related project funding, the GoK will need to make permanent changes to the staffing levels (and associated salaries) of KIT/MLHRD in future budgets to provide for:

- two additional KIT lecturers for each of the two new internationally-focussed courses in Phase 1 and for a third new internationally-focussed course to be introduced in Phase 3 (total of 6 new KIT trainers).
- replacement of the expatriate Principal and Operations Manager by local staff (2012 onwards) and the local expatriate ESL Manager (2016 onwards)
- appointment of a MLHRD Planning Officer who will be needed to continue their role of TVET coordination, reporting and M&E (2016 onwards)

Other permanent staffing increases at KIT should not be required to sustain delivery of courses as long as productivity improvements occur, there is effective recruitment, succession planning and knowledge transfer between staff trained through the project and there is effective sharing of human resources between TVET (and other) institutions. New short-term courses should be delivered under a fee-for-service model ensuring at minimum cost-recovery of direct resources utilised. This may be facilitated through the use of contract lecturers.

The project design includes the building of a multi-purpose training facility. As for other TVET institutions in the region, technical apprentices could be used to undertake maintenance of KIT facilities as a structured part of their practical learning program.

Additional demand for equipment and facilities should be balanced against opportunities for sharing resources with the MTC and FTC as well as with the private sector[64].

In addition to fee-for service revenue that will reduce the dependence of KIT on the GoK for financial sustainability, offers of donor support (for infrastructure, equipment, lecturers and human resource development) will need to be carefully evaluated and directed to ensure that they are consistent with, and do not detract from KIT's development plans. Similarly there needs to be synergy and consistency between decisions taken and initiatives in the TVET with those in other education and training areas (for example on English language training and testing and in secondary school vocational training curriculum development etc).

5.7 Donor Coordination

As discussed in Section 2.9, there are four other major donors and international agencies working with MLHRD, notably NZAID, ILO, JICA and Taiwan. The TVETSSP provides a range of opportunities to encourage and facilitate greater donor collaboration for better development coordination. These include the following.

- Developing MLHRD capacity for donor coordination.
- Development of a TVET strategy which identifies all funding sources, including those from various donors/international agencies and which should reflect and be used to align the various contributions of all donors
- The Annual Performance Assessment Report which will develop a common data and information base which could be used by all donors.
- The Joint Annual Review process which should include the participation of all donors active in the TVET system and education and training more broadly
- NZAID representation on the TVETSSP Program Oversight Committee.
- Collaboration with the ILO on OSH matters relevant to TVET.
- MFED representation on the TVETSSP Program Oversight Committee to establish links between TVETSSP and GoK aid management and coordination.

As discussed Section 4.8, a progressively higher proportion of TVETSSP resources are to be transferred directly from AusAID into a separate designated TVETSSP account within the GoK Number 4 (Development Fund) Account established by the MFED. If this system proves effective, the opportunity presents for other donors to direct their funds into the same account which could migrate from a TVETSSP account to a TVET account in Phase 3.

5.8 Overarching Policy Issues

5.8.1 Gender mainstreaming

In contrast with general education where gender parity has been almost achieved, the TVET system favours males over females. There are multiple causes of female under-enrolment in the sector and their concentration in limited occupational fields. The MTC and FTC enrol males almost exclusively. The existing apprenticeship system protects and subsidises traditional male occupations. Women are found almost exclusively in secretarial and business services. Other factors include the limited range of courses

[64] In the area of automotive trades for example, a partnership with quality automotive sales and repair firms (such as Tarawa Motors) would be significantly more efficient and effective than trying to replicate industry-standard equipment at KIT.

available at KIT, cultural values, parental bias, family responsibilities, employer preferences and lack of equal employment policies and enforcement. Factors internal to the TVET system may also discriminate against girls and women including lack of student support services, security issues and the low proportion of female teachers. There is an urgent need to broaden the training opportunities available to women and promote their participation in training in 'non-traditional' trades and management-related subjects.

In Phases 1 and 2, TVETSSP will:

- support a review of the apprenticeship and trade testing system that includes consideration of changes needed to improve gender equity; and
- support the development of a TVET strategy which should identify ways to improve gender equality in TVET; and
- set targets which include additional enrolments in Phase 1 at least 40 percent of whom should be female enrolments; proportional increase in the number of young women offered subsidised training places in TVET; actual increase in the number of young women and men participating in part-time and full-time formal TVET courses; and increased number of overseas work placements for KIT/ FTC/MTC male and female graduates that have been facilitated by MLHRD.

5.8.2 Geographic equity

The organisation of trade testing and vocational training to the Outer Islands is a logistical (and costly) challenge, given Kiribati spans across 5,000 kilometres of ocean and that travel to Kiritimati Island is only available via America. As a result, the Outer Islands severely lack training opportunities and largely rely on other organisations to bring in instructors and associated equipment, usually on an irregular basis. The Outer Islands are largely subsistence living with a small cash economy. One of the KDP governance strategies is to improve development on the Outer Islands, through adequate, relevant and necessary skills training. Both FTC and MTC have a prescribed intake quota from each island to ensure geographical equity in access to the institutions. No such policy exists for KIT, with access to the KIT trade schools based on the highest achievement in entrance examinations.

Although providing training in the Outer Islands is identified in KIT's 2009 MOP, current resources limit their ability to do so. In support of training for students from the Outer Islands, during Phases 1 and 2, the TVETSSP will:

- provide funding for training allowances (equivalent to those provided to FTC trainees) for 20 trainees from the Outer Islands; and
- develop a vocational preparation program for Outer Island students who have technical merit but do not meet the KIT English language and numeracy entrance standards.

Provision has also been made in the budget for Outer Island representatives to attend National TVET workshops and for TVETSSP advisers to undertake consultation visits outside of Tarawa.

5.8.3 Disability

Kiribati has a high level of preventable disability. There is a scarcity of any type of assistive devices, and there are no rehabilitative specialists. There is a cross-disability School and Centre for Children with Special Needs run by the Parent Support Committee that caters for pre-school, school age and young adults to 21 years. As yet, there is no inclusive education. There are no vocational training initiatives for people with disabilities, and the unmet demand for TVET from people with disabilities is not known.

However, a Kiribati National Policy on Disability and Action Plan is now being finalised and is to be submitted to cabinet in the next few months. The TVET strategy proposed in Output 1.1 will need to address the policy outcomes sought by GoK.

At the First Forum Disability Ministers Meeting in Cook Islands in October, 2009, Ministers endorsed the Pacific Regional Strategy on Disability 2010-2015 which encourages actions be taken to ensure disability inclusive education an training programs. Ministers also noted the importance of the ILO Convention 159, urging members to develop inclusive employment policy and to set clear standards and guidelines on the employment of people with disability. This is particularly relevant in light of TVETSSP collaboration with ILO activities in MLHRD.

Two new full-time KIT courses are to be supported in Phase 1 (Outputs 2.4 and 2.5). The design strongly recommends than one of these should be in the field of Community Services / Care Giving. Labour market studies have suggested that this is an area where both domestic and overseas employment is likely to be available to I-Kiribati. This could include specialisations for workers caring for people with a disability which would contribute directly to increasing the welfare of people with disabilities.

In allocating funds for upgrading KIT facilities and a new building, the TVETSSP should apply the principle of reasonable adjustment so that people with disabilities could work and study at KIT. This could mean adjusting access to buildings and rooms, modifying equipment, re-designing jobs or work areas and implementing more flexible work and learning practices. To monitor access to KIT by students with a disability, a separate indicator has been included in the Performance Assessment Framework.

5.8.4 HIV/AIDS

The prevalence of infectious diseases varies across the Pacific region, but HIV/AIDS, tuberculosis and malaria all impose significant health burdens. Reducing the incidence of HIV/AIDS is one of the Millennium Development Goals. Outside PNG, HIV prevalence in the Pacific region is understood to be very low, with an estimated 0.45% HIV/AIDS prevalence in Kiribati (UNDP, 2009). Kiribati cannot afford to be complacent, however, as they are subject to multiple risk factors increasing people's vulnerability to HIV (AusAID 2009e). Factors include: the prevalence of sex work and other transactional sex; multiple and concurrent sexual partners; low condom use; young populations with limited knowledge about how HIV is transmitted; use of drugs and alcohol associated with significant physical and sexual violence and failure to use condoms; sex among young people from early ages; high labour mobility (including seafarers); and cultural influences that restrict people's willingness to talk about sex.

The TVET strategy needs to provide a framework for ensuring appropriate education and awareness, services and oversight across the whole sector. Individual institutions will need to apply it to their individual circumstances.

In addition to its health impact, the presence of HIV/AIDS will restrict KIT graduates access to work and study opportunities overseas. Information sessions on HIV prevention, harm reduction and the promotion of health awareness (including hygiene and nutrition) are highly recommended for all full-time students on entry to KIT and on at least a semester basis. Sessions must be gender sensitive and should include information regarding the transmission and clinical manifestations of HIV/AIDS and STIs, and the preventative measures students can take against STIs and unplanned pregnancy. Promoting responsible alcohol consumption may be one method of preventing STIs, unplanned pregnancies and attendance/discipline problems. These information sessions should be conducted by appropriate personnel to ensure I-Kiribati cultural and psychosocial aspects are addressed. As at MTC and FTC, student access to condoms at KIT should be freely available.

5.8.5 Child protection

Although almost all KIT students will be adults over 15 years old, there may on occasion be a small number of Form 4 leaver applicants/students who are still under 16 years of age. All the TVETSSP contractors (staff, advisers and consultants) should therefore be made aware of their mandatory need to comply with AusAID's Child Protection Policy and zero tolerance approach to child abuse and child pornography. The MC should develop their own child protection code of conduct and ensure all personnel implementing the TVETSSP agree to it and abide by it. This code of conduct may be extended by the Principal of KIT to KIT staff as appropriate. Position descriptions for personnel working at KIT and funded under the Program make reference to the fact that the position may involve working with children.

5.8.6 Environment

Compared to overseas training delivery modes, the TVETSSP minimises the environmental impact of assistance (including reducing the carbon footprint) by providing home country training, rather than flying students overseas for training. Over time, building the capacity of I-Kiribati trainers to deliver courses to an international standard will also reduce the environmental impact associated with flying overseas trainers into Kiribati. In later phases, the TSP will also include an outreach program where trainers undertake courses in the workplace (even in Kiribati Outer Islands) rather than all students travelling to attend KIT.

The construction of a new multi-purpose building at KIT, as part of the TVETSSP, will also have potential environmental impact. Although it will be within the existing KIT compound, an initial environmental assessment will need to be conducted during the design of the building in accordance with the Environmental Management Guide for Australia's Aid Program. The building should be designed as far as feasible to minimise its carbon footprint, as well as to minimise the ongoing maintenance and utilities costs that would need to be sustainably funded by the GoK. Attention should also be paid to how waste disposal of toxic products is managed.

5.9 Critical Risks and Risk Management Strategies

A Risk Management Matrix for the overall Program has been developed against identified risk categories (see Annex M). It describes the risks, their potential effects on the Program, ways in which they will be monitored and managed, and where management responsibility is located. Risk analysis and management for individual activities will be specific to, and an essential part of, the design and implementation processes. The Risk Management Matrix will need to be reviewed at Program commencement (Phase 1), to ensure ongoing validity and ensure that proposed responses remain feasible. It will also need to be reviewed regularly as part of the JAR process. The key risks, which reflect features and assumptions of the design, together with strategies to address them, are summarised below.

TVETSSP adopts a program-based approach which places significant additional responsibility on the small MLHRD, and particularly on the MLHRD Secretary. Whilst the current Secretary is actively supporting and advancing the Program, he will retire in June 2010 prior to the commencement of Phase 1. There is some risk that, unless judiciously replaced by the GoK, the new Secretary will have changed priorities and possibly reduced capacity to effectively lead the TVETSSP and manage the additional TVETSSP direct reports. To reduce this risk and quickly familiarise the new Secretary, the TVETSSP includes a study tour to Australian TVET institutions as soon as possible after his/her commencement. The Secretary will be directly supported by an expatriate Senior TVET Planning Officer within the TVETSSP Program Office as well an

experienced KIT Principal. The MLHRD Senior Management Team and the TVET Advisory Board will have already benefited from familiarisation with international TVET systems during the Interim Phase.

Use of GoK structures and systems wherever possible reduces the risk of additional workload on the Ministry and KIT through use of separate planning, budgeting, reporting, monitoring and evaluation processes and deadlines.

Including a number of expatriate personnel in the early Program phases is a key strategy to respond to the urgent need to train I-Kiribati youth and the limited international TVET training delivery or management experience within the MLHRD and KIT. The roles include significant capacity building components to improve sustainability and results after these expatriate positions are replaced by local staff. Much of the success of this approach relies considerably on the individual people selected; their personal attributes and approach to their work. The informal style, relationships and trust that are critical for success, cannot however be specified in terms of reference or assessed easily in recruitment processes. The Program therefore includes budget for shortlisted personnel to be interviewed in Kiribati by AusAID/MLHRD and so that they are familiar with the Kiribati environment before being offered/accepting a role. Although these positions are in-line, the MC will also provide support for quality recruitment and selection processes, a role in contract management, monitoring and oversight of their performance.

Sustainability of the TVETSSP rests on the I-Kiribati TVET sector, and KIT leadership and management. Given limited international TVET experience in Kiribati, there is some risk that, despite capacity building in Phase 1, it will not be possible to identify an I-Kiribati Principal and Deputy Principal with the required skills and experience before funding for expatriate roles under the TVETSSP ends. To mitigate this possibility, KIT will need to identify and retain future managers through succession planning. This would possibly include personnel from outside KIT, with leadership potential, who will benefit from capacity building initiatives under the program. The effectiveness of expatriate personnel also relies on acceptance and commitment from individual MLHRD staff. Capacity building will therefore include not only direct mentoring/coaching but also workshops, qualification upgrades, English language training, workplace attachments, study tours and short course training in Kiribati or overseas as required. Notwithstanding this, the TVETSSP may need to be flexible and extend one or more of these roles, rather than employing a local staff member, which could compromise the TVETSSP effectiveness in the second and subsequent phases and overall sustainability.

The TVETSSP management and governance structure has been streamlined to mirror existing TVET structures as far as possible. Nevertheless, establishing a clear boundary for MLHRD 'strategic' direction and management, and clear expectations as to how the MC will support the implementation of activities will be important. Perceived conflicts across areas of responsibility and/or poor information and communication systems will all impede progress, so internal and external communication strategies based on clarity of roles and responsibilities between the MC, program personnel, GoK agencies and staff and AusAID are important. Cooperative and collaborative approaches by the various government departments involved in the TVETSSP will be required.

A key stakeholder in the success of KIT is the private sector. 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. There will be active private sector involvement in the Program Oversight Committee and training priorities will need to be identified through the National HRD Planning process, as well as through KIT ongoing engagement with employers. Employer satisfaction surveys should

be regularly conducted/ evaluated and any necessary adjustments to training delivery made.

Political risks to the TVETSSP include pressures for the program to include strengthening vocational training in secondary schools, vocational training centres and providing access to KIT to youth aged 15-24 (particularly from the Outer Islands) that do not have sufficient technical/ELLN skills to successfully complete the training. This may result in limited TVETSSP resources being spread too thinly, reduced completion rates and not achieving target numbers of I-Kiribati trained for further study or work overseas. Mitigating responses includes defining the role of the TVETSSP in strengthening MLHRD and KIT; clearly communicating the TVETSSP objectives and targets to stakeholders; developing selection criteria for entrance to KIT courses that explicitly detail minimum entrance criteria; and developing preparatory programs to assist specific target group's access KIT training.

Other risks addressed in the risk management matrix include financial risks of the GoK being unable to sustain the current level of recurrent budget for staff and equipment/teaching resources throughout the TVETSSP, fiduciary risks and slow disbursement of TVETSSP funds through the GoK financial systems. System risks include Kiribati public and private sector employers being unable to employ significant proportions of KIT Certificate I/II graduates, lack of GoK/donor funding support for scholarships for KIT Certificate II graduates to progress to Certificate III/IV training overseas and reduced opportunities for TVET Certificate III/IV trained graduates to be employed overseas.

Annex A: Content Deleted

Annex B: People and organisations consulted during design

Government of Kiribati
Secretary to Cabinet, Office of Te Beretitenti
Ministry of Labour & Human Resources Development
Secretary
Senior Assistant Secretary
Ag Director for Labour, Senior Labour Officer for Work Relations
Senior Labour Officer for Vocational Training
Senior Accountant Officer
Kiribati Institute of Technology
Principal
Acting Deputy Principal
Acting Deputy Principal
Marine Training Centre
Captain Superintendent
Deputy Captain Superintendent
Fisheries Training Centre
Principal
Deputy Principal
Ministry of Finance & Economic Development
Secretary
Deputy Secretary
Chief Economist, National Economic Planning Office (NEPO)
Ministry of Public Works & Utilities
Secretary
Head of Water Engineering
Dep. Director of Engineering
Head of Technical Divisions
Construction Superintendent
Mechanic Superintendent for Public Vehicles Unit, PVU
Ministry of Commerce Industry & Cooperatives
Deputy Secretary
A/g Director, Business Promotion
Senior Officer for Trade Promotion
Ministry of Education
Secretary
Public Service Office
Director for Human Resources Management Centre
Senior Officer for Human Resources Development
Government of Australia
Australian High Commissioner
AUSAID - Tarawa
First Secretary

Development Program Specialist
Senior Program Manager, HRD Sector
Program Manager, Workforce Skills Development Sector
AusAID - Canberra
Senior Performance Adviser
Senior Education Advisor
Manager, Operations Support & Outreach Section
Private Sector
General Manager Tarawa Motors
President Kiribati Major Employers Organisation
President Kiribati Chamber of Commerce & Industry
General Manager Neways Enterprise
Civil Society
Director KANGO
Information & Technical Officer KANGO
Secretary for Education Kiribati Protestant Church
Chief Education Officer Kiribati Protestant Church
Director Catholic Church Education
Secretary Kiribati Union of Teachers, KUT
Other Donors/Development Partners
Chief of Field Office & UN Joint Presence UNICEF
New Zealand High Commissioner
Director, ILO Suva
Chief Technical Adviser, YEP Manager, ILO Suva
Legal Officer, ILO Suva
Youth Employment National Officer International Labour Office, Kiribati
Development Officer NZAID
Development Programme Manager NZAID
Other
Team Leader Language Education Pilot Project, AusAID/MoE
Coordinator APTC
English Teacher Griffith University-KANI Project
KEMIS consultant to Ministry of Education, Uniquest

Annex C: Country Information

Geography

Kiribati comprises 33 low-lying islands scattered over an area of some 3.5 million square kilometres of the Pacific Ocean. The islands are clustered into three major groups (Gilbert, Phoenix and Line) which have a total land area of only 811 square kilometres, of which ten percent is uninhabited. The distance from north to south is 800km, and from east to west is 321 km, with poor transport and communication links between islands. The capital, Tarawa, is more than 3,000 kilometres from the northern Line Islands. With the exception of Banaba and Kiritimati, the atolls are small and resource-poor.

Demography

At the 2005 national Census, total population was 92,533 (49,946 females), Annual population growth was 1.8 percent and life expectancy at birth was 61 years. The estimated population in mid-year 2009 was 98,989, projected to rise to 163,300 in 2050.

Table 1: Mid-year 2009 Population Projections, Kiribati

Years of age	*0-14*	*15-24*	*25-59*	*60+*	*Total*
Population Estimate	35164	20951	37387	5487	98989
% total population	35.5%	21%	37.8%	5.5%	100%

Source: Secretariat of the Pacific Community, Pacific Island Populations - Estimates and projections of demographic indicators for selected years

http://www.spc.int/sdp/index.php?option=com_docman&task=cat_view&gid=28&Itemid=42

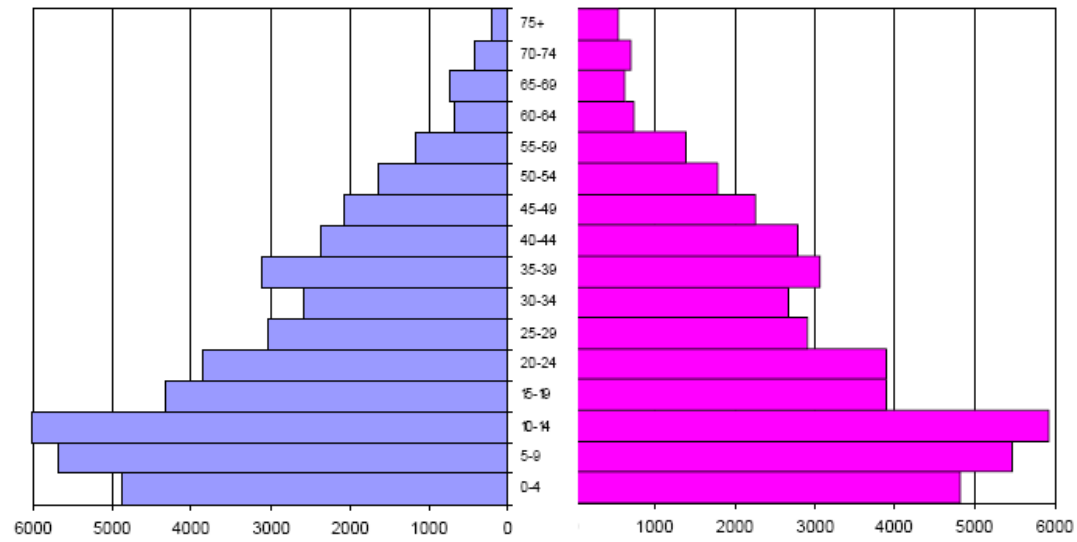
Kiribati has a very young population with around 57 percent 24 years or under. This large 'youth bulge', shown in the population pyramid (Figure 8) is generating significant political pressure to invest a large proportion of the country's resources in social services such as health and education as well as in employment creation and social protection measures for young unemployed people such as cash-for-work programs.[65] It is one of the most profound challenges facing planners and policy makers in Kiribati.

High population growth and lack of employment opportunities, services and facilities on the outer islands has fuelled migration to South Tarawa,[66] leading to overcrowding and pollution in the capital, and depopulation of outer-island communities. Nearly half of all I-Kiribati now live on Tarawa. Increased urbanisation places an even greater load on the limited infrastructure and reflects a society in transition, where a cash economy is progressively replacing the traditional subsistence lifestyle.

[65] The MLHRD draft Strategic Plan 2009-11 includes the Strategic Objective of "Setting up an additional social security in the form of health insurance".

[66] Migration to Kiritimati Island is also occurring.

Figure 8: Kiribati: Population Distribution by Age Group & Sex (HIES 2006)



Source: Analytical Report on the 2006 Kiribati HIES, National Statistics Office, Kiribati

Economy

While Kiribati has built a reputation for fiscal prudence, its economic outlook is not encouraging.

Almost half of Kiribati's revenue is dependent on three sources: interest from the Revenue Equalisation Reserve Fund (RERF), fishing license revenue and remittances.

The **RERF** is around 3½ times Kiribati's GDP. The International Monetary Fund (IMF) noted recently that:

> *With large drawdowns in recent years (to fund fiscal deficits), and the global decline in asset prices, the RERF has declined in real per capita terms by around 40 percent from the peak in 2000; and the outlook for the RERF has worsened. Estimates suggest that long-term sustainability of the RERF and fiscal position would require reducing fiscal deficits and RERF drawdowns to around 6–7 percent of GDP. A well-defined target or rule for RERF drawdowns combined with a medium-term budgeting framework would allow for expenditure smoothing while safeguarding the RERF.*[67]

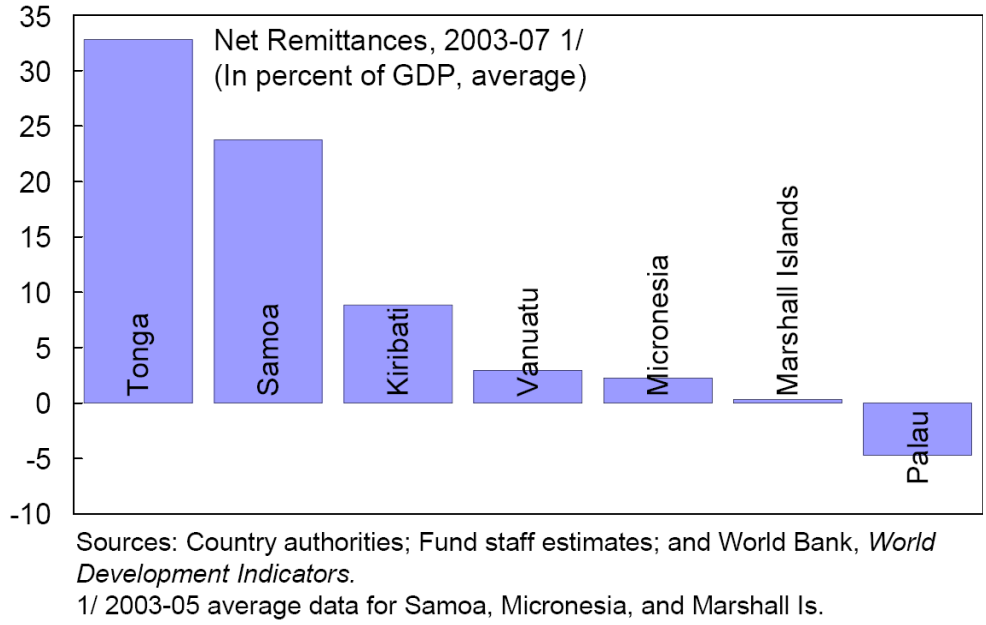
The IMF found that the RERF has been adversely affected by the global financial crisis, and suggests that the outlook for the fund has worsened. If past trends persist, the fund is projected to be depleted by 2030.

Fishing license fees are also a key income source for Kiribati. Relative to total revenue or GDP, they have been on a declining trend since 2002. However they remain high at above 30 percent of total revenue (excluding grants) and around 20 percent of GDP, and are among the highest in Pacific Island countries (reflecting Kiribati's relatively large and productive Exclusive Economic Zone. Fees received by Kiribati (and other Pacific Islands) are not large relative to the value of fish catches, and have been extremely volatile.

[67] IMF (2009c) Kiribati: Selected Issues and Statistical Appendix.

Like many Pacific Island countries, Kiribati depends heavily on **remittances** as a source of external funds. The ratio of remittances to GDP has been particularly high (7–12 percent over the past 20 years). Although it has not been trending upward, it is still one of the highest ratios among the Pacific Island Countries.

Figure 9: Net remittances, Kiribati 2003-07



Sources: Country authorities; Fund staff estimates; and World Bank, *World Development Indicators.*
1/ 2003-05 average data for Samoa, Micronesia, and Marshall Is.

Source: Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June

Between nine and ten percent of per capita income ($120-$155) is derived from remittances and gifts, with South Tarawa benefiting slightly more than the Outer Islands.[68] They also highlight limited opportunities in the domestic economy.

At present, Kiribati's remittances come largely from seafarers. Remittances are generally believed to have a favourable impact for the economy, although there are also negative social impacts, including on families of parents (mainly fathers) being absent for long periods of time, on villages of the absence of younger able-bodied young people for village work, and the transfer of HIV/AIDS and other sexually transmitted diseases.[69]

Remittances are likely to remain a major source of external funds for the foreseeable future. To secure a stable inflow of remittances, the IMF identifies three policy options.

Continue to produce high-skilled seamen (through the Kiribati Marine Training Centre and the Fisheries Training Centre)

Diversify sources of remittances (for example through innovations such as the Kiribati Australia Nursing Initiative or the Australian Pacific Seasonal Worker Pilot Scheme)

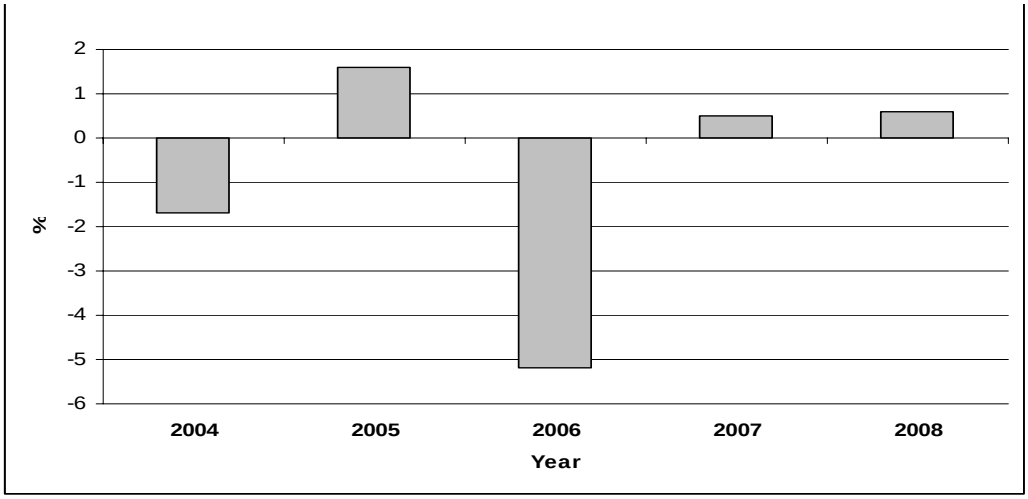
Reduce costs of remittances.

[68] Source: Table 3.3, Analytical Report on the 2006 Kiribati HIES, National Statistics Office, Kiribati.

[69] See for example Maclellan, N. & Mares, P. (2006) 'Remittances and Labour Mobility in the Pacific: A working paper on seasonal work programs in Australia for Pacific Islanders'.

Kiribati consumes much more than it produces, and imports much more than it exports. The fuel import bill has increased over 4 years by the equivalent of 15% of GDP, reflecting higher global oil prices, while the cost of imported food grew by the equivalent of around 5% of GDP over the same period. The combination of increased import prices and falling revenues has led to a series of budget deficits and off-budget deficits in the form of increased borrowing by State-Owned Enterprises (SOEs). Exchange rate risks from the rise in the Australian dollar have not been managed.

Figure 10: GDP Growth in Kiribati 2004-08

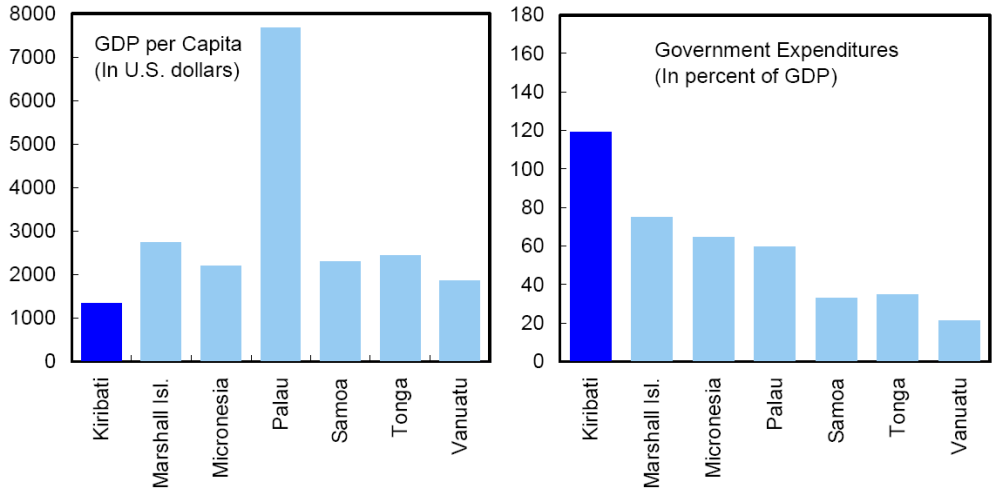


Sources: Kiribati National Statistics Office; staff estimates; .ADB Asian Development Outlook 2009

GDP per capita in Kiribati is the lowest in the region, with the government dominating the economy due to the narrow domestic production base.

Longer term, if the economy is to sustain growth, the Government will need to find new revenue sources and improve the management of its revenue and expenditure. Reform of the civil service and SOEs could provide significant budget saving.

Figure 11: Kiribati 2007: Comparison with Other Pacific Island Countries



IMF (2009) Kiribati: 2009 Article IV Consultation—Staff Report; IMF Country Report No. 09/199, June

Fiscal aspects of climate change also need to be considered. The IMF suggests that:

> *Kiribati will be adversely affected by deteriorating climatic conditions and the impacts will likely intensify over time. The main impact will come from rising sea levels, more frequent and severe storms, and erratic rainfall. While the fiscal costs are uncertain, they are likely to be substantial relative to GDP. An important first step is to recognize the fiscal risks involved and to start building a fiscal buffer—with the assistance of international donors—and to consider the implications for expenditure programs.*[70]

Adaptation will require increased public expenditure both on climate-related public goods (such as improving drinking wells, reducing losses from water distribution systems, and reinforcing natural sea defences), and to protect more generalised public services, such as health and education systems.

The Kiribati Labour Market

The lack of reliable labour market data and the absence of formal and informal sector surveys hamper labour market analyses in Kiribati.[71] In response, the MLHRD, with AusAID assistance, commissioned an independent Labour Market Analysis in 2007.[72] Drawing on a range of available data and through fieldwork, the key findings of the study are highlighted below.

Statistical overview

At the 2005 census, there were 58,332 persons of working age of 15 years and above. Of these, 63% were part of the labour force by actively working or seeking work.

There were 13,133 cash workers in the formal and informal economy (equivalent to 23% of all persons aged 15 and over), compared to 21,582 village workers (37%). Of these cash workers, 8,068 resided in the urban areas and 5,065 were rural dwellers.

Seafarers and fishers were not included in the number of cash workers above but represent a significant addition to the number of people who are part of the cash economy. It is estimated that about 1,100 I-Kiribati currently work on board foreign vessels.

12,137 cash workers were employees (7,467 males, 4,670 female), 246 were employers (164 males, 82 females) and 734 were self-employed (453 males, 281 females)

While 38% of cash economy workers, 50% of village workers and 56% of professionals were women in 2005, there are important areas where women are still significantly underrepresented, particularly in the senior public service.

Table 2: Number of People Fifteen Years and Over by Activity (2005)

Economic Activity	*Number of People*	*Percentage*	*Males*	*Females*
In labour force	36,969		20,013	16,956
Cash economy	13,133	23	8,095	5,038
Village work	21,582	37	10,788	10,794
Unemployed	2,254	4	1,130	1,124

[70] IMF (2009c) Kiribati: Selected Issues and Statistical Appendix.

[71] For the purposes of this analysis, the *formal* economy is defined as including the public sector and registered businesses. The *informal* economy refers to that part of the economy outside the formal economy which is dominated by small unregistered businesses such as roadside stalls, handicraft shops, catering services and small scale manufacturing businesses.

[72] Carmen Voigt-Graf & Tabwere Tionatan (2007) Labour Market Analysis: Kiribati, Final Report.

Not in labour force	21,069		7,926	13,143
Home duties	6,077	10	793	5,284
Other*	15,286	26	7,274	8,112
Total	58,332	100%	28,000	30,252

*The category of "other" includes inactive, old, disabled, student, prisoner, mental, hospital, mission and not stated.

Note: This table refers to all people of 15 years and over, not just to the working aged population.

Source: National Statistics Office (2007a): 47, National Statistics Office (2007b): ix presented as Table 5 in Voigt-Graf, C. & Tionatan, T. (2007) Labour Market Analysis: Kiribati, Final Report. Report for Government of Kiribati and AusAID November 2007

The majority of people in the cash economy work in the service sector (75%) and approximately 66% of formal sector employment was in the public sector or SOEs.

In 2005, the three main industries in terms of employment were:

- the transport/ communication industry (1,465 employees);
- retail trade (1,163); and
- agriculture/fishing (928)

There are small numbers of people in many occupations. Occupations in which there were more than 50 people included mechanical technicians, computer operators, office secretaries, clerks, cooks, waiters/bar attendants, carpenters, office cleaners, motor vehicle mechanics, bakers, tailors and seafarers.

Main characteristics of the labour market

Due to the restructuring of several SOEs, the number of public service positions has been cut, particularly in the support services (administration, finance, human resources) while there are some job openings in the technical areas. There is an increased recognition that academic qualifications which are still required for many positions do not necessarily translate into workplace competencies.

The formal private sector accounts for about one third of cash employment. Its growth is constrained by a variety of factors, including subsidised competition from SOEs and pressure on private sector wages from the high levels of wages and salaries in the public sector which are generally not linked to productivity. Staff turnover is very low in the private sector.

The number of expatriate workers in Kiribati is small. The policies governing the issuing of work permits are comparatively informal and there is a degree of concern that some positions currently held by expatriates could be localised without adverse effects for productivity. MLHRD currently has no role in making decisions about work permits.

The ADB-PIFS study on skilling the Pacific identified other features of the labour market in Kiribati.

A survey of PIC employers revealed that about 10% of employers from Kiribati lost employees to emigration in the previous 12 months.[73]

Filling positions in Kiribati takes longer than in other PIC and there are more vacancies relative to population than in other PICs. Given the dominance of public sector

[73] ADB-PIFS (2008a) Skilling the Pacific: Technical and Vocational Education and Training in the Pacific.

employment, vacancy rates may also stem from the length of time required for public service processes.[74]

Labour demand and skill gaps

Labour shortages can be divided into ongoing shortages and acute shortages. Acute shortages exist for plumbers, pavers, car mechanics, telecommunications and refrigeration technicians. Ongoing shortages exist in a variety of construction and related trades, car servicing and tourism related occupations.

There are gaps in basic skills (literacy, English and numeracy) and inadequate work attitudes. Overall, skill gaps in the formal sector are most prevalent in specialised technical areas where no local training is available or where on-going training does not occur. Skill gaps appear to be mainly determined by the need for a significant level of expertise and ability to perform to a desired standard. Skill gaps are caused by the non-availability of training, local training institutions training insufficient numbers and the low quality of local training institutions.

Companies employed two major strategies to deal with skill shortages. The most widely used response by companies was to employ semi-skilled workers and provide on-the-job training. The other strategy was to employ expatriate workers.

In the KDP 2008-11, GoK identifies the need for all Ministries to improve and update statistics and relevant information for planning and policy formulation.

Socio-cultural context

A range of social, economic, political, and institutional factors encourage or impede inclusive development in Kiribati.[75]

Social structure remains diverse but under considerable stress. Traditional leaders and institutions are strongest at the local level and are likely to have an enduring relevance for local governance. In the outer islands, the Unimwane, or council of elders, continues to exercise considerable influence despite not being recognised under the Local Government Act. The Unimwane is a key pillar of an egalitarian culture that helps ensure that absolute poverty is virtually unknown in Kiribati. Tensions between the Unimwane and elected island councils leave little room for participation by marginalised groups such as women and youth.[76] The moral authority of the Maneaba (the meeting place) remains strong in the villages. However there are signs of change. Concern for members of the extended family is decreasing, and awareness of traditions and traditional skills is being eroded. In South Tarawa, traditional institutions and social mores are under stress and social stratification more observable.

The Kiribati culture has been described as paternalistic, conservative, collectivist and consensual and, given the national vulnerabilities, understandably risk-averse.

> *i-Kiribati society is one in which communal values are accorded much greater weight than individual rights and concerns. One manifestation of this in the modern state is the pervasive role of government in many areas which only rigidly ideological socialist states have matched.* [77]

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74 ADB-PIFS (2008a) Skilling the Pacific: Technical and Vocational Education and Training in the Pacific.

75 This section draws on Ron Duncan (2009) *Kiribati's Political Economy and Capacity Development.*

76 Phil Richardson (2009) 'Governing the Outer Islands: Decentralisation in Kiribati and Tuvalu', *Commonwealth Journal of Local Governance*, Issue 2: January.

77 Trevor H.B. Sofield (2002) 'Outside the Net: Kiribati and the Knowledge Economy'.

However increasing reliance on and competition for cash is having a disparate impact on Kiribati communities. Those facing the greatest difficulties include the unemployed, people with limited education, large families, elderly people who live apart from their families, and those living in very crowded conditions.[78]

Sofield (2002) amongst others has identified a cultural resistance to anyone becoming too successful and being perceived to becoming too wealthy, too 'big', or too 'shiny'. In the design team's consultations, it was suggested that one reason why many i-Kiribati were reluctant to speak publicly in English was that it could be interpreted as 'showing off' and therefore culturally unacceptable. While such values are beginning to change, they can undermine individual and organisational motivation to excel, and constrain the development of different forms of leadership.

Traditional values about the appropriateness of disseminating information and sharing knowledge can restrict information to a relatively few, limiting individual and organisational learning.

Jobs in the civil service and the public sector are seen as a means of supporting community income, given the relatively low number of formal jobs. With their large share of the formal workforce, public sector employees are a strong political force.

Christianity has become an integral part of the culture and tradition, and Christian churches wield considerable influence at many levels.

An ADB report on Kiribati summarises the country's development situation thus:

> *…after two impressively peaceful decades there are signs of a dangerous degree of complacency in Kiribati's view of its domestic and external affairs, encouraging forms of cultural and political resistance to change that are handicapping the nation's response to development risks.*
>
> *The social and economic condition of Kiribati is changing under the impact of continued population growth, monetisation of economic activity and personal behaviour, increased engagement with the outside world, and elimination of physical distance as a barrier to communication. Politics is becoming more organised and more divisive. The need to adapt to the effect of climate change…is widely acknowledged but is not yet factored in to public and private investment decisions. People and ideas are on the move…traditional values and responsibilities are breaking down…The domestic economy is failing to provide livelihoods…relative poverty and deprivation is emerging into open view, and emigration is being widely discussed as a reasonable path for individuals and families.*[79]

Gender and social equity strategies

The social, legal and economic status of women in Kiribati is comparatively low, and largely defined by her age and marital status. Traditionally women do not have a direct role in community decision making, but their role and status does vary between urban and rural areas, and is changing.

Women are predominately involved in domestic work including cooking, cleaning, child care and overall family welfare. Within the village community, women are often responsible for meeting the bukinibwai (village shares, often for food, money or

[78] ADB (2007) *Priorities of the People: Hardship in Kiribati.*

[79] ibid.

entertainment) as stipulated by the Unimane. This can be a heavy obligation. Within the broader community, women have a large responsibility for producing the cash and traditional goods that are the currency of the traditional economy. This includes regular fund-raising for community functions and the church.[80]

The Kiribati Development Plan (2008-2011) seeks to 'Improve and expand attention to the problems and/or concerns of women" by increasing and promoting the importance of the contribution of women to socio-economic development, increasing public awareness on gender-related issues and increasing support to services addressing gender-related issues.

There has been progress towards gender equality. In the urban areas there are a growing number of women working in skilled and professional jobs, including at the highest levels of government. Six of the 15 Permanent Secretary posts are held by women. The female to male literacy rate was 1 in 2005, the share of women in non-agriculture wage employment was 65% in 2005 and the percentage of seats held by women in national parliament rose from none in 1999 to 10% in 2007. However, other factors suggest that social and economic constraints continue to be significantly worse for women. These include the rise in teenage pregnancies and overall low contraceptive prevalence rate, the pressures on women caring for children in crowded urban environments, and the apparent rise in desertions.

Domestic violence cases have continued to rise because the culture condones the beating of wives by their husbands, a practice exacerbated by excessive alcohol consumption. The results of a recent SPC Socio-Cultural Research on Gender Based Violence (GBV) and Child Abuse, released in October 2008, highlighted that the rate of violence against women in Kiribati is much higher than in nine other countries who undertook this same survey. GoK has responded strongly, through dissemination of information to improve public education, establishing intervention strategies, strengthening of services to address GBV, and to introduce new, appropriate and proactive legislation to help begin to address this issue.[81] The need for a strong response to these findings is further evidenced by the impacts of the Global Recession in Kiribati, with research indicating that in situations of greater economic hardship (linked to rising prices), domestic violence will further increase.

Kiribati ratified the Convention on the Elimination of Discrimination against Women (CEDAW) on 17 March 2004, and is still in the early stages of its compliance process and legislative compliance will be achieved through gradual and incremental change. By 2008, Kiribati has achieved full compliance with 26 of 113 CEDAW indicators, partial compliance with 29 indicators and no compliance in relation to the remaining 58 indicators.[82] In December 2008, Kiribati recruited a CEDAW adviser with funding from the United Nations Development Fund for Women (UNIFEM) to support its journey towards compliance.

Few services are currently available to disadvantaged and vulnerable groups, and the KDP includes strategies to review and determine the types of support that may be needed to groups including the disabled, the elderly and orphans.

[80] UNESCO (2009) Country Programming Document, Kiribati 2008 – 2013.

[81] AusAID (2008a) Annual Program Performance Report for Kiribati 2007–08.

[82] Vedna Jivan & Christine Forster (2007) *CEDAW Legislative Compliance Review*, Chapter 4: Kiribati, p.197

The Education and Training Sector

Early Childhood Education Sub-Sector

The Ministry of Education (MOE) is responsible for policy development for the ECE (pre-school) sub-sector only, but is not responsible for the management or financing of the sub-sector. Pre-schools are financed and run by Island Councils, Churches and private individuals, often former primary teachers.

In 2008, 55 percent of new entrants into Primary School had attended ECE Programs, down from 70 percent in 2005. Nationally, the enrolments of males and females are similar, although this masks significant differences across Kiribati. The Gross Enrolment Ratio for ECE programs was 34 percent (36 percent female, 32 percent male), down from 55 percent in 2006.

Development of the sub-sector has been limited by the absence of a clear policy on ECE. In 2008 an inclusive and child-centred ECE policy in Kiribati was finalised with the assistance of UNICEF and submitted to Cabinet for approval.

Primary and secondary education sub-sector

The MOE is responsible for oversight of the primary and secondary sub-sectors (senior secondary includes both public and private schools) and, increasingly, private schools are also beginning to appear in the junior secondary level and even the primary level.

In 2008 there were 91 Primary Schools enrolling 16,123 students (50 percent females); 24 JSS enrolling 6,831 (49.7 percent females) and 16 SSS enrolling 4752 students (53 percent females).[83] There is almost universal participation in the six years of primary school. Net primary enrolment rates are around 93%. Net secondary enrolment rates are 69%, at the junior secondary school (JSS) level and 48% at the senior secondary school (SSS) level (Forms 4-7). Gender parity for primary education has been achieved, but disparities exist in terms of both access and participation of young girls and women in higher levels of schooling. Access to quality education remains a challenge.

Data on youth transitions from school to further study or work are not reliable. The design team's calculations based on adjusted enrolments data suggest that 2,200-2,400 young people leave school each year, of whom between one quarter and one third are Year 3 leavers.

Table 3: School Leavers, Kiribati (adjusted)

Leavers	**2005**	**2006**	**2007**
Form 3	801	902	628
Form 4	33	33	33
Form 5	784	593	536
Form 6	717	639	747
Form 7	213	224	263
Minus form 7 repeaters	-6	-6	-7
Total	**2542**	**2385**	**2200**
Source: Based on team calculations of data provided in MoE Digest of Education Statistics 2008			

[83] Of the 16 SSS, two also offer JSS-level education

In the absence of tracking studies it is impossible to know precisely how young people fare when they leave school at Form 3, 4, 5 or 6. Form 7 leavers are likely to seek in the first instance a place in tertiary education but again, their pathways are not well understood.

Tertiary education sub-sector

Tertiary education is normally taken to include undergraduate and postgraduate education, as well as vocational education and training. However the concept of a tertiary sector is not well developed in Kiribati. Rather policy and plans focus on the individual institutions that offer post-secondary and the Ministries that are responsible for them. It is widely recognised that three of them form the TVET (sub) sector: KIT, MTC and FTC. In addition there is the Kiribati Teacher's College, the Kiribati School of Nursing, the Kiribati Police Academy and the University of the South Pacific extension centre. There are no private or church providers of post-school education or training.

Annex D: Preliminary baseline – Kiribati's TVET system

Basic characteristics of an effective TVET system[84]	The current Kiribati TVET system
TVET POLICY & PLANNING	
A TVET Policy guides the development of the system	Kiribati does not yet have a TVET policy but the urgent need for one is widely recognised
There is coordination among the Ministries involved with TVET	At present TVET is the responsibility of only one Ministry (MLHRD). Relationships with other Ministries are cooperative, although they do not appear to be close for the purposes of planning.
Stakeholders play an active role in shaping TVET policies, training curricula and monitoring the system's performance	While the TVET Advisory Board and the Apprenticeship Board theoretically provide the mechanism for input from a wide range of stakeholders, including the private sector and civil society, and have a keen interest, their roles and responsibilities are not clear and they have not played an active role in shaping or monitoring the development of the TVET system. Industry/client liaison by KIT is minimal.
Training is matched to national development priorities	Training for seafarers (MTC) and fishers (FTC) is closely tied to national development priorities but KIT training is not matched to the KDP or other GoK priorities. There are no working systems by which MLHRD can ensure this happens.
Training priorities and curricula are matched to demand for skills in the labour market	MLHRD has no systems for identifying training priorities or ensuring the relevance of curricula. Training by MTC and FTC appears to be regularly updated and adjusted in light of labour market developments. KIT training is largely historically based, with limited flexibility to adjust its course offerings in light of labour market needs.
Systems exist to allow early identification of skill needs and reduction of skill gaps	Potentially, the Kiribati Human Resource Development Plan could provide an effective mechanism for informing the TVET system of skill needs and gaps in both the public and private sectors. However, the mechanisms for translating this information in training delivery plans are not yet well developed.
Standards are set in order to	Both MTC and FTC work to international competency

[84] A number of these characteristics have been identified by the UNESCO International Centre for Technical and Vocational Education and Training (UNESCO-UNEVOC) as representing good practice quality-related elements of a national TVET system

Basic characteristics of an effective TVET system[84]	The current Kiribati TVET system
guarantee a minimum quality for every aspect of TVET	standards.[85] KIT does not work to standards that define the level of occupational competence that learners should be achieving.
Training quality is monitored both at the institutional level and among the teaching and training staff	MTC conformance to international standards is closely monitored internally and through international audits. Assessment of FTC's conformance to international standards is not known, although regular visits from representative of the Federation of Japan Tuna Fisheries Cooperative Associations are conducted. Training quality at KIT is not monitored either at the institutional level or in terms of the quality or efficiency of teaching and learning.
Available resources for TVET are allocated based on agreed priorities and used efficiently	Available resources are allocated to the three individual TVET institutions based on historical allocations, not on needs or priorities or performance. Preliminary analysis suggests that available resources are not used efficiently across the sector, and concepts of training efficiency are not well developed. Annual cost per equivalent full-time student at KIT in 2006 was assessed at A$1,861-$ 2,346, while at MTC it was A$5,350.86
INSTITUTIONAL MANAGEMENT	
Management and administrative systems and processes support quality training delivery.	The design did not assess management and administration at MTC or FTC. However KIT has suffered for some time from the absence of leadership, poor management systems (including human resource management systems) and inadequate student and general administration systems and processes.
Training institutions interact closely with the world of work	MTC works closely with the shipping industry and FTC works closely with the fishing industry. Teaching staff of both institutions have regular real-work exposure. While some individual KIT staff may interact with their industries, interaction with industry

[85] The MTC is currently recognised by the International Maritime Organization as a certified training provider under STCW-95 (Standard Training Certificate of Watchkeeping Convention as revised in 1995); allowing I-Kiribati seamen to retain "White List" status which enables them to be employed on international vessels. A separate international convention for the fishing industry (STCW-F-95) has been adopted by the International Maritime Organization and the FTC is working to achieve improvements that will allow it to comply with this standard. Both are supported by the Regional Maritime Programme of the Secretariat of the Pacific Community through the provision of advice on maritime issues, technical capacity supplementation and training for maritime administrations, training institutions, ports, ship owners and seafarers throughout the region to ensure their operations conform to international treaties, codes and conventions, and accepted best practice.

[86] ADB-PIFS (2008a) *Skilling the Pacific: Technical and Vocational Education and Training in the Pacific*, Table 3.9, p.57

Basic characteristics of an effective TVET system[84]	The current Kiribati TVET system
	is limited overall.
The delivery methods maximise learning	Delivery methods are being diversified at MTC to include simulated learning. Delivery methods at FTC have not been assessed. Delivery methods at KIT seem to be largely 'chalk and talk' or 'stand and deliver' methods. Student-directed learning, technology-enhanced learning or other forms of flexible learning are not understood or widely practiced.
Trainers are well-qualified, knowledgeable about the world of work, and available in sufficient numbers	MTC trainers intersperse their work as trainers with periods at sea, hold internationally recognised technical qualifications and have considerable practical experience at sea. While not assessed, a similar situation appears to prevail at FTC. All the evidence suggests that the technical and pedagogical skills of KIT staff need to be upgraded significantly. Recruitment to vacant positions is slow and KIT's poor reputation and uncompetitive salaries make KIT unattractive to skilled personnel.
The learner benefits from sufficient practical and theoretical elements throughout the training	This appears to be the case for MTC and FTC learners, although it has not been assessed. A strong criticism of KIT is that learners do not have sufficient practical learning opportunities. Learner opinions about the nature and quality of their training are rarely sought.
Trainers have access to adequate teaching resources	The situation at MTC and FTC has not been assessed. At KIT, teachers have very few resources in terms of teacher guides, student workbooks, reference materials or consumable teaching materials, and what does exist is largely outdated and dependent on what individual trainers can locate
Learners have access to adequate learning resources	The situation at MTC and FTC has not been assessed. At KIT, learner resources are either minimal or non-existent, and dependent on what an individual teacher may be able to access from the Internet or their own training overseas. There is limited access to self-learning via the internet.
Facilities correspond with requirements and technologies, are well-maintained and available in sufficient numbers;	When the current upgrading program at MTC is completed, the Centre will have state-of-the art teaching, learning and management facilities. The quality of facilities at FTC has not been assessed. The facilities at KIT are inadequate and those that exist are not well-maintained. There are no TVET facilities outside Tarawa.
Vocational guidance is available from the beginning of the learner's training (the right choice of programme), during	No formal vocational guidance is available through KIT, FTC, MTC or through MLHRD. Support for finding employment at the end of training is minimal, and there is no consensus on whether this is or should

Basic characteristics of an effective TVET system[84]	The current Kiribati TVET system
the training (learning matters, personal problems, financial difficulties, etc.), and at the end of the training (finding employment).	be the responsibility of MLHRD or the training institutions themselves. This is an area that is being considered by MLHRD with ILO support.

Annex E: Detailed Component Descriptions

The following table identifies elements of GoK plans that will be supported directly or indirectly through these components

KDP	
KPA 1: Human Resource Development Issue1: Raising education standards and quality Issue 2: Increase retention of school students to continue on to higher classes or forms	*Strategy 1.12*: Maintain and develop good relationships with existing and potential development partners *Strategy 2.3*: Improving the quality of curriculum and assessment, raising educational standards and providing quality curriculum resources for schools *Strategy 2.2*: Establish and promote vocational training centres for school leavers dropouts
KPA 2: Economic growth and poverty reduction Issue 1: Increasing and expanding economic growth Issue 2: Increase employment rate and employment opportunities	*Strategy 1.5*: Encourage human resource development for both domestic and foreign labour markets *Strategy 1.10*: Enhance business environment to make it conducive and attractive to foreign investors *Strategy 1.15*: Improve and update statistics and relevant information for planning and policy formulation *Strategy 2.3*: Improving the quality of curriculum and assessment, raising educational standards and providing quality curriculum resources for schools *Strategy 2.4*: Explore and pursue employment opportunities overseas
KPA 3: Health	*Strategy 5*: Minimize and control incidence of HIV/AIDS *Strategy 6*: Minimize and control sexually transmitted diseases
KPA 5: Governance	*Strategy 3.1*: Increase and promote the importance of the contribution of women to socio-economic development *Strategy 4.4*: Increase youth capacity and capability through vocational programs *Strategy 13*: Strengthen public sector service delivery *Strategy 14*: Improve and expand data or statistics for effective planning and policy formulation
MLHRD draft Strategic Plan 2009 - 2011	
Strategic Goal 1: Matching the Labour Market Needs & Standards Strategic Goal 2: Enhancing Workforce/ Economic Growth & Reducing Poverty Through Decent Work	*Objective 1*: Formulation of the Technical, Vocational, Education & Training (TVET) Policy *Objective 2*: Training and Upskilling of Workers In Line With TVET Policy *Objective 3*: Seeking & Securing Job Opportunities Abroad
MLHRD Operational Plan 2009	
Labour Division Operational Plan 2009	*Targets/Activities* • TVET Policy by end of 2009 • Accreditation of trainers and trainees with international standard of training • Increase overseas employment opportunities
KIT Operational Plan 2009	• Establish good partnership with overseas neighbouring countries' institutions and industries • Adopt/adapt neighbouring countries training standards for recognition, hence opening up overseas labour market

	• To set up Plumbing, Electronics and Panel Beating Courses • Local staff training & overseas staff training attachment

Component 1: TVET sector policy, planning and oversight

Outcome: *MLHRD has increased organisational capacity to provide policy, planning, coordination and oversight services to the TVET sector, consistent with its mandated functions.*

Six outputs are envisaged under this component in Phase 1. The Secretary, Director of Labour, the Senior Labour Officer (Vocational), and the Senior Labour Officer (Employment) will be assisted to achieve these outputs with the support of the Program Office and additional short-term specialist technical assistance as required.

Output 1.1: Policy framework and strategy for the TVET sector established and implementation started

The first priority for GoK is to get the policies and incentives right for skills development. MLHRD will be supported through the TVETSSP to develop a national TVET strategy encompassing at a minimum the three existing MLHRD-funded institutions, but considering it in the wider context of the education sector as a whole. The strategy will include a three-year rolling plan with costs and financing sources identified and an articulation of how the TVET sector will progress towards achieving key performance targets, including the adoption and implementation of a competency-based training policy for the TVET sector. The strategy should include provision for the development of a financially sustainable TVET OSH policy and standards to apply across all TVET institutions, to be developed in partnership with the ILO.[87] To inform the strategy, prior to its drafting, TVETSSP will support the development and discussion of a number of short policy advisory notes designed to provide decision makers with evidence of good practice and viable options. To facilitate sustainability, one of these notes should be on future financing of TVET.[88] Others could include notes on legislative and regulatory reform, governance and management options, standards and assessment, TVET for early school leavers (Years 4 and 5), support for formal and informal TVET and TVET performance monitoring issues. The roles and responsibilities of stakeholders also need to be identified.

A small study tour by GoK and industry representatives of other good practice small TVET systems in the region will support the development of a sustainable and regionally linked strategy.[89] The program will also support consultations with other Ministries, especially the Ministry of Education, and a broad range of industry and community

[87] Noting that the TVETSSP includes resources to upgrade KIT to national OSH standards by 2011 (when they are agreed by Cabinet) and to Australian standards by 2013, but does not include resources to upgrade MTC or FTC to those standards; and that the ILO Decent Work Country Programme for Kiribati includes technical assistance to support the introduction and implementation of OSH policies and programs.

[88] A World Bank study has identified five options for mobilising additional resources for skills development: (1) payroll levies on employers, (2) tuition and other fees paid by enterprises or trainees and their families, (3) production and sale of goods and services by training institutions, (4) community support and donations and (5) indirectly, the expansion of non-government provision. All these options should all be considered in formulating a TVET financing strategy. See Richard K. Johanson & Arvil V. Adams (2004) *Skills Development in Sub-Saharan Africa*.

[89] Bilateral programs in Tonga and Vanuatu, as well as the Fiji TVET system could provide useful insights.

stakeholders, including those on the outer islands, on the development of the TVET strategy. The approved TVET strategy (with performance indicators) will be reflected in the KDP 2012-15 and integrated into the MLHRD's Strategic and Operational Plans and performance against it will be monitored regularly by the MLHRD Senior Management Team and by the National Economic and Planning Office in MFED.

Output 1.2: Apprenticeship & trade testing systems modernised to align with the TVET strategy

MLHRD will be supported to undertake a comprehensive review and subsequent modernisation of both its Apprenticeship and Trade Training systems to (a) increase access to a wider range of subsidised on and off the job competency based training for young women and men leaving school (b) increase the work relevance, quality and flexibility of both systems, and (c) achieve efficiencies in the trade testing system without reducing access to it for mature-aged and outer islands workers.

This review will include consideration of future financing arrangements and a decision on the range of trades and other occupations to be subsidised directly through the government budget, having regard to gender equality, and will consider whether changes are needed to the current MLHRD subsidisation policy.[90]

Output 1.3: MLHRD receiving and analysing performance information from its TVET institutions

MLHRD will be supported to establish a simple sustainable system through which it can regularly receive performance information that will allow it to monitor the efficiency and quality of the TVET institutions under its direction and control. This system should include provision for the tracking of basic student performance data (sex and island group disaggregated)[91] on enrolment and completion rates, the post-training outcomes for TVET graduates (through tracer studies), staff performance data, financial data and employer, students and staff satisfaction surveys. For the medium to longer-term, this information should provide the option for the GoK/MLHRD to move away from historical budget allocations to TVET institutions towards more performance-based or even purchaser-provider models of funding institutions. The Program Office will support MLHRD in this work and seek to integrate program monitoring using MLHRD's own performance information and monitoring systems.

Independent external evaluations of the MTC are required at least every 5 years to ensure it remains compliant with the international Convention on Standard Training, Certification, and Watchkeeping for Seafarers, (STCW-95). Similarly, when FTC is deemed compliant with the equivalent international convention for Fishing Vessel Personnel it too will be subject to regular independent evaluations. Both these processes will provide MLHRD with valuable institution-specific performance information.

A similar system of external independent evaluation will be needed for KIT to ensure its training progressively becomes and remains equivalent to Australian standards. A Baseline Independent Audit of KIT against the three Australian Essential Standards for Registration of Training Organisations (which relate to training and assessment, client

[90] This will include a decision on whether Automotive / Mechanical should be split into separate trades and whether Construction should be split into separate trades.

[91] TVET data by outer island group as per the Education Digest for school education (via KEMIS) will allow for data aggregation by group in the longer term.

services and management systems) should be conducted in 2010,[92] and subsequently in 2013 and 2015. These audits should be supplemented by internal audits conducted in 2012 and 2014 by MLHRD, initially with MC assistance.[93] Both external and independent audits will necessarily have an element of compliance. However, consistent with the AQTF 2007 requirements, the auditing process in both cases should be outcomes-focused, evidence based, conversational, interactive and support the sharing of ideas for continuous improvement.

Under current Australian regulatory frameworks, KIT cannot be certified as an Australian Registered Training Organisation (RTO) and deliver Australian Qualifications. It can however train to Australian standards and partner with an Australian RTO which would assess and certify competence of KIT graduates. It will take some time to work out a suitable system for achieving this and the RTO arm of the MC in partnership with the KIT should develop a feasible timetable and strategy for doing so. Annex O sets out the concept of a formal Auspicing Agreement for Phase 3 between the KIT and an Australian RTO.

Output 1.4: TVET advisory mechanisms strengthened

The role, function, membership and operations of the TVET Advisory Board and of the Apprenticeship Board will be reviewed and formalised. The feasibility of merging the two Boards into one will be considered. Strategies will be identified for strengthening the capacity of the Board/s to improve the external advice provided to MLHRD on the directions and priorities of the TVET system and to track its performance over time.

Output 1.5: Labour mobility strategies for TVET sector identified and approved

MLHRD already plays an active part in labour mobility strategies for seafarers and fishers. The TVETSSP will support MLHRD's desire to enhance its participation in bilateral and multilateral discussion on labour mobility, and its capacity to develop and implement labour export strategies for a wider range of male and female TVET graduates, in collaboration with other GoK Ministries and other donors/multilateral agencies.[94] The ILO's Decent Work Country Programme in Kiribati will support the development of a labour migration strategy by the tripartite constituents so three-way collaboration between MLHRD, TVETSSP and the ILO will be essential in this area.

It will be necessary to decide on a small number of occupations in which I-Kiribati could be trained and labour mobility promoted. Voigt-Graf & Tionatan have suggested that the following criteria should be the basis of decision making.

- The extent to which some I-Kiribati workers are already experienced in the area;
- The level of skills required to make labour internationally competitive (the skill level should not be too high to make training provision prohibitively expensive);

[92] The three Essential Standards for Registration of Training Organisations under the AQTF 2007 are set out in Annex O, together with AQTF 2007 Quality indicators. It should be noted that the Interim Phase provides for an assessment of the vocational competencies of KIT staff against Australian Quality Training Framework (AQTF) 2007 Standard 1.4(b), namely "Trainers and assessors have the relevant vocational competencies at least to the level being delivered or assessed".

[93] To encourage a spirit of peer review and to build national capacity, these internal audits could be done by a small MLHRD team that includes the Senior Labour Officer, the Principal of the MTC or the FTC, a member of the TVET Advisory Board with a nominee of the MC/RTO providing technical advice and support.

[94] This is already included in the Ministry's draft Strategic Plan.

- Detailed scoping studies have to be conducted on each of the areas of labour export determining the level of global demand, the potential destination countries, the qualifications required in each country, and any other institutional or regulatory mechanisms (e.g. visa policies) that may affect labour mobility;
- The question whether an existing training institution in Kiribati or in the region can provide the required training;
- The extent of interest among the population in Kiribati to acquire the necessary skills and work overseas;
- The countries in which these skills are in demand (it is preferable for I-Kiribati to work in relative proximity to Kiribati, i.e. in Australia or New Zealand, rather than further away); and
- The consideration that both men and women should have overseas employment opportunities.[95]

These or similar criteria should be applied by MLHRD in deciding on the two new full-time Australian-standard courses to be offered by KIT in Phase 1 and the third new full-time Australian-standard course to be offered in Phase 2. This Output should be closely linked to Output 2.4.

Output 1.6: MLHRD Strategic Plan 2012-15 completed and includes measurable targets, performance indicators and budget projections

The MLHRD Strategic Plan 2012-15 will be developed in accord with the timeframe and guidelines established by GoK for the KDP 2012-15, and will identify the outcomes that the TVETSSP will support in Phase 2, together with measurable indicators, timeframes, responsibilities and resources allocated. Those outcomes that are identified as TVETSSP-supported outcomes will form the basis for the Annual Program Plans for TVETSSP Phase 2. TVETSSP support will be provided to assist MLHRD in the consultation and planning process leading to the finalisation of the KDP approach to TVET, the MLHRD Strategic Plan, and ensure that that the outcomes identified in it are a suitable basis for TVETSSP Phase 2 implementation.

Component 1 Targets

Targets to be achieved through Component 1 in Phase 1 are to be negotiated and agreed between MLHRD and AusAID prior to program commencement. Phase 2 targets will be agreed as part of the planning for the KDP 2012-15 and TVETSSP Phase 2.

Due to limitations in the data available during TVETSSP design, the following numeric targets should be treated as indicative only and will need to be reviewed based on baseline data collected during the Interim Phase and early in Phase 1.

Targets: Phase 1	Indicative Targets Phase 2
• Fully costed TVET Strategy approved, reflected in the KDP and implementation by MLHRD commenced • Apprenticeship and trade testing system, reviewed, and changes to improve its quality, efficiency and equity approved by Cabinet for	• TVET Strategy implemented by MLHRD as planned • MLHRD Strategic Plan 2012-2015 completed and accepted by NEPO • Proportional increase in the number of young women offered subsidised training places in TVET[1] • Actual increase in the number of students from the outer islands accessing TVET training places [1]

[95] Carmen Voigt-Graf & Tabwere Tionatan (2007) Labour Market Analysis: Kiribati, Final Report, p.47

implementation from January 2011 • External advisory structures and processes reviewed and strengthened • Senior Management Team of MLHRD providing leadership to and overseeing the performance of TVETSSP implementation • 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 1	• Actual increase in number of young women and men participating in part-time and full-time formal TVET courses [1] • Employer satisfaction with TVET graduates able to be compared between KIT/FTC/MTC [2] • Student satisfaction with quality of training received able to be compared between KIT/FTC/MTC [2] • Increased number of overseas work placements for KIT/ FTC/MTC male and female graduates that have been facilitated by MLHRD [1] • The MLHRD SMT is regularly monitoring the performance of the TVET institutions under its direction and control and taking action to improve performance. • TVETSSP Annual Plans integrated into MLHRD MOPs • TVETSSP Phase 2 plans aligned with KDP
1 These increases to be calculated from baseline data as at March 2010 2 Data to be derived from surveys / tracer studies developed in Phase 1, with baseline data as at March 2011	

Component 2: KIT Training Delivery

Outcome: *The quality, quantity, scope and equity of training delivered by Kiribati Institute of Technology are increased measurably.*

Six outputs are envisaged under this component in Phase 1. The TVETSSP will assist their achievement through support for the in-line on-establishment positions of Principal, a supernumerary in-line KIT Operations Manager and a supernumerary in-line teacher of English as a Second Language. The KIT senior managers, together with specialist international and national trainers will focus on developing the competence of individual KIT staff, the capabilities of KIT teaching areas and the management and administrative systems of KIT as a whole.

Output 2.1: Competence of KIT trainers and support staff enhanced

The TVETSSP will assist KIT to establish individual professional development plans for all KIT trainers and support staff, based on individual skills assessments against agreed standards and to implement effective strategies for closing identified skills gaps. In Phases 1 (and continuing into Phase 2), the focus will be on assisting (a) all KIT trainers to achieve Australian Certificate II qualifications in their respective industry areas (b) the majority of KIT trainers to achieve Australian Certificate III qualifications in their respective industry areas (c) to assist KIT trainers in selected training areas to become proficient in competency based training and flexible learning; (d) all KIT trainers and support staff to reach an agreed standard of English under the International English Language Testing System (IELTS) or equivalent; and (e) other professional development for KIT support staff as appropriate. Strategic priorities for the distribution, location and sequencing of professional development opportunities will be approved by the MLHRD SMT based on recommendations from the KIT Principal. The KIT Operations Manager will play a lead role in guiding the output.

Output 2.2: KIT facilities and equipment upgraded

In Phase 1, support will be provided to refurbish existing facilities to meet minimum OSH and training quality standards, to provide personal safety equipment for students and to procure essential training equipment. It will also help KIT establish a sustainable Asset Management Plan to guide ongoing and regular corrective and preventative maintenance and renewal of KIT facilities and equipment, and commence implementation of it. It is expected that KIT apprentices will play a significant role in this maintenance and renewal

program as a strategy for providing them with structured on-the-job learning opportunities. Conditional on the development of the Asset Management Plan,[96] and demonstrable improvements in the performance of KIT in Phase 1 in managing its existing physical assets, Phase 2 funding may include provision for capital funds to build a modest and flexible multi-purpose facility to accommodate additional classrooms and an additional computer laboratory which will permit increased enrolments in KIT. The need for a designated student learning centre for self-directed computer-enhanced flexible learning and for a staff common room will also be considered for inclusion. The Asset Management Plan should include an analysis and initial costing of the options for a Phase 2 building program that will measurably increase the quantity and quality of KIT training delivery.

Output 2.3: Transition to competency-based training that meets international standards, including in English language, is underway

In Phase 1 KIT trainers will progressively acquire the minimum occupational qualifications to teach Australian Certificate I and Certificate II qualifications, and to implement competency based training. To support this process, TVETSSP will support the adoption, adaptation and use of suitable international competency-based teacher guides and student workbooks as a transition strategy to strengthen existing training. At the same time, KIT will be supported to work with MLHRD, the TVET Advisory Board and the Apprenticeship Advisory Board (or their replacement should they be merged) to customise Certificate I and II competencies to the Kiribati context. Following approval of the standards by MLHRD, KIT will be supported to develop curricula that translate these standards into relevant courses, [97] and to enhance the competence of KIT trainers to deliver those courses to the standard required and to assess competence. In relation to assessment of competence, the standards applied in KIT and the standards applied under the trade testing system (Output 1.2) will become common standards. In both Phase 1 and 2, support will also be provided to trade testers alongside KIT trainers so that they are able to undertake assessments to the required common standard, particularly in the Outer Islands.

Output 2.4: Additional enrolments of young men and women in existing and new TVET courses in demand

In Phase 1, TVETSSP resources will be made available to fund the related trainer, teaching and learning resources and any apprenticeships/scholarships for an additional 140 enrolments of young people (under 25 years) in existing and new KIT courses. These should comprise:

- 40 additional full-time places in existing courses in demand, delivered by KIT staff.
- 60 additional full-time places in two new full-time courses to Australian Certificate II level which offer a pathway into APTC Certificate III courses or regional courses and, through that, enhanced overseas employment prospects. These will be delivered by new trainers seconded to KIT from within GoK with intensive support from specialist trainers employed by an Australian Registered Training Organisation. A feasibility study will be undertaken in early-mid 2010 to determine demand and the specific

[96] This should address the principle of reasonable adjustment for staff and students with disabilities.

[97] In the Australian system, Training Packages serve as the basis for training, and competencies are not usually translated into courses. However, in the Kiribati context, a more standardised and predictable system of incorporating competencies into teaching and learning programs is required

courses.[98] Based on current evidence of national and international labour market demand, skill shortages and gender equality considerations, the design strongly recommends that these be (a) Plumbing and (b) Community Services/ Care Giving.[99] 40 additional full-time enrolments in a Vocational Preparation Course which is focused on developing English for Specific Purposes (ESP) and other foundation skills, including computing. A native English speaking trainer resident in Kiribati will be funded by the TVETSSP for the life of the program to both directly deliver some ESP training and to support KIT English Language trainers to deliver these programs to an agreed International English Language Testing System (IELTS) standard.

At least 40 percent of these additional enrolments should be female enrolments. Any further expansion in Phase 2 will be determined through the Phase 2 planning process, taking account of progress in Phase 1, KIT absorptive capacity, TVETSSP and other donor resources available and international and national labour market demand.

Output 2.5: Additional enrolments in short courses to meet demand from private sector employers, Ministries, State-Owned Enterprises, NGOs, existing workers and young job seekers, including English for Specific Purposes (ESP)

KIT will be supported to develop and offer additional short courses in both the day and evening in areas of demonstrated demand, including ESP. Most of these will be on a fee-for-service basis for firms/Ministries while some will be for individuals seeking to upgrade their skills. Evening training will be provided by KIT trainers that have met the required full teaching load and through the engagement of suitably qualified and experienced external part-time trainers. To achieve this output, MLHRD and the PSO will need to identify strategies through which part-time trainers from within the civil service and from the wider marketplace could be employed by TVET institutions to supplement their full-time trainer establishment and deliver training more flexibly.

Output 2.6: Efficiency and effectiveness of KIT management and administration increased

KIT could increase the number of places available to in existing courses within existing staff workloads if all staff worked a full load. KIT will be assisted to ensure its existing staff and classroom resources are fully deployed, and on behalf of KIT, MLHRD will seek PSO cooperation to ensure KIT staff performance and facilitate the rapid recruitment and appointment of suitably qualified staff for any vacancies that arise over the life of the TVETSSP. KIT could also increase the number of places by generating more revenue from fee for service courses in response to demand from the public and private sectors and will be assisted to consider how this could be achieved while still meeting its community service and equity obligations. In particular, strategies through which KIT could be more responsive to the training needs of the civil service as identified by the Human Resources Planning Committee will be identified.[100] The TVETSSP will also support KIT to review

[98] Given its considerable experience in these areas in the Pacific, the APTC could be engaged to undertake these feasibility studies.

[99] For the rationale for both these fields of study see Voigt-Graf & Tionatan (2007). For a more recent rationale for Community Services / Care Giving see Paul Callister et al (2009) 'The future supply of caregivers for the elderly: should Australia and New Zealand look to the Pacific?'. Certificate II courses in Community Services / Care Giving could be preceded by the Certificate I in Work Preparation (Community Services).

[100] This work will be linked to that of the AusAID-supported Pacific Island Centre for Public Administration (PICPA). There may be a possibility later in Phase 2 to establish a new Department

the KIT organisational structure in cooperation with the MLHRD and the PSO,[101] and the further development of corporate systems for the Registry/Student Administration and Information Technology functions. Significant efficiencies and more KIT graduates would be achieved if the completion rates for those commencing KIT courses were increased, and strategies to achieve this should be developed. The KIT Principal will have the lead role in achieving this output.

Component 2 Targets

Targets to be achieved through Component 2 in Phase 1 are to be negotiated and agreed between MLHRD and AusAID prior to program commencement. Phase 2 targets will be agreed as part of the planning for the KDP 2012-15 and TVETSSP Phase 2.

Due to limitations in the data available during TVETSSP design, the following numeric targets should be treated as indicative only and will need to be reviewed based on baseline data collected during the Interim Phase and early in Phase 1.

of Public Administration at KIT supported through PICPA and/or TVETSSP, under the auspices of GoK's Human Resources Planning Committee.

[101] Following the design mission, the Secretary of MLHRD and the Principal of KIT agreed on the need for a restructure of KIT. The Secretary has received 'go ahead' for restructure and will prepare a Cabinet Submission for formal approval.

Phase 1 Targets	Indicative Phase 2 Targets
• Adjustment of KIT course profile to reflect employer and student demand underway • 2 new full-time Australian standard courses commenced at KIT [1] • Full-time enrolments at KIT increased by at least 120 students, at least 40% of which are female enrolments • 20% of KIT lecturers have international Certificate III qualifications in their teaching field • All KIT trainers proficient in English at IELTS score 5 or equivalent • Increased productivity in KIT [1] • Increased KIT fee-for-service revenue[1] • KIT has developed and is implementing an Asset Management Plan • KIT meets minimum OSH standards	• One additional new full-time Australian standard course commenced at KIT • 75% of full-time courses at KIT are delivered at Australian Certificate II level • 70% of KIT full time graduates proficient in English at IELTS 5.5 or equivalent • 80% completion rate for KIT students • 70% employer satisfaction with quality of KIT graduates [2] • 70% student satisfaction with quality of KIT courses[2] • 50% of KIT graduates are working or studying within 1 year of graduation [2] • Increased number of KIT graduates working overseas [2] • 80% of KIT trainers have Australian Certificate III qualifications in their teaching field • 30% of KIT trainers have Australian Diploma in TVET teaching • All KIT trainers proficient in English at IELTS score 5.5102 • 70% of KIT staff satisfied with working at KIT [2] • Increased productivity in KIT [1] • Increased KIT fee-for-service revenue [1] • KIT complies with national and relevant international OSH standards • KIT complies with the Australian Quality Training Framework 2007 Essential Standards for Registration relating to (a) training and assessment, (b) client services and (c) management systems • An Auspicing Agreement signed between KIT and an Australian RTO [103]
1 These increases to be calculated from baseline data as at March 2010 2 Data to be derived from surveys / tracer studies developed in Phase 1, with baseline data as at March 2011	

[102] Students require a minimum International English Language Testing System (IELTS) score of 5.5 for enrolment in recognised vocational courses in Australia.

[103] See Annex O for a discussion of the purpose and nature of an Auspicing Agreement

Annex F: The TVETSSP Managing Contractor

The Managing Contractor (MC) will provide the following services.

- Establish and maintain open, collegial and professional communication with MLHRD and AusAID based on agreed communication protocols.
- Flexibility and responsiveness to GoK and GoA needs and priorities as they emerge over the life of the TVETSSP, with clear and agreed processes for implementing changes to agreed plans or priorities.
- Facilitate the collaborative development of a rolling plan approach to Phase 2 implementation, based on MLHRD's annual plans and taking account of budget availability, and planning and expenditure capability.
- Timely procurement of suitable long and short-term personnel inputs (national and international) to support achievement of TVETSSP outcomes. This will include the joint preparation with MLHRD and AusAID of Job Descriptions/ Terms of Reference, joint recruitment and selection of TA personnel, contracting, induction and mobilisation, provision of ongoing professional guidance to contracted personnel and for establishing joint systems for performance management of them, to ensure consistency with aid effectiveness principles.
- Timely procurement and customisation of suitable gender-neutral teaching and learning materials to support the delivery of competency-based training at KIT, and making copyright arrangements for the use by KIT of internationally recognised training courses and materials.
- Procure other goods and services required to support achievement of TVETSSP outcomes, using GoK procurement systems wherever feasible.
- Manage the contracting arrangements for any capital works that may be approved for Phase 2.
- Assist MLHRD to procure independent audits of KIT against the Australian Quality Training Framework 2007 Essential Standards for Registration relating to (a) training and assessment, (b) client services and (c) management systems; support the development of an internal quality audit regime for KIT, and provide support for continuous improvement at KIT.
- Facilitate MLHRD (including KIT) staff training/work attachments/study tours to Australian/regional institutions and workplaces
- Identify and manage emerging risks associated with TVETSSP operations, including in relation to the performance of TVETSSP TA personnel and MC staff.
- Establishing a sustainable M&E system which track TVETSSP performance at all levels
- Establish and provide strategic and operational support to a Program Office within the MLHRD headquarters.
- Manage the MC's head office support
- Prepare, review and quality control of MC-produced documentation, including contract reporting required by AusAID, ensuring that is clear, succinct and in plain English.

In-line Positions

The TVETSSP will fund three international in-line positions recruited and appointed by MLHRD in consultation with AusAID.

The TVETSSP will fund the position of KIT Principal as a Special Rate Post for a period of three years where that appointment is an international one.

The existing establishment of MLHRD will be supplemented by two supernumerary in-line positions.

KIT Operations Manager, reporting to the Principal of KIT and appointed for a two year period. This post will be responsible for assisting the Principal in planning and managing the change program for upgrading teaching and learning at KIT to international standards, tasking the MC (in accordance with the agreed approval process) to provide the required inputs and monitoring the quality of those inputs.

KIT English as a Second Language (ESL) Manager, reporting to the KIT Operations Manager for the duration of the TVETSSP (5.5 years). The post will be a native English speaker responsible, along with the KIT English Department, for developing and implementing strategies that will achieve the TVETSSP objectives and targets related to increasing KIT student and staff English proficiency levels. For the first two - three years this position will be funded for an international appointment and for the remaining 1.5 - 2.5 years a suitably qualified national appointment.

Program Office positions

The following six positions will be established within the Program Office in Tarawa.

TVET Coordinator (international position recruited by the MC) responsible to the Secretary of the Ministry of Labour and Human Resource Development (MLHRD) and to the MC's Program Manager for the efficient and effective performance of the program within Kiribati and for the day-to-day management, performance and capacity development of the Program Office and for capacity development of the MLHRD's senior management team in relation to the TVET sector.

Senior TVET Planning Officer (international position recruited by the MC) responsible to the Secretary MLHRD for developing the capacity of the MLHRD to undertake its policy and planning functions in relation to TVET and its capacity for monitoring and evaluation across the TVET sector. S/he will also facilitate the integration of the TVETSSP Phase 2 into the development of the next Ministry Operational Plan and its Strategic Plan 2012-2015.

Planning Officer (national position recruited by the MC) responsible to the Senior TVET Planning Officer. The Planning Officer will assist the TVET Coordinator to manage the Program Office and assist the Senior TVET Planning Officer to strengthen MLHRD planning capacity; guide, support, coordinate and induct technical assistance (TA) personnel, especially those related to Component 1; assist MLHRD as needed with preparation of reports on program performance; and act as Senior TVET Planning Officer in the absence of the Senior TVET Planning Officer.

Finance and Procurement Officer (national position seconded from within GoK, approved by MFED and MLHRD and funded by GoK) to serve as the in-country manager for the procurement of inputs and in-country tracking of TVETSSP expenditures, in collaboration with the Senior Accountant, MLHRD and MFED.

Communications Officer (national position seconded from within the GoK approved by MLHRD and funded by GoK) responsible to the Senior TVET Planning Officer for developing suitable communication strategies and implementing them when approved by the POC. These strategies should ensure widespread stakeholder understanding of the role and operations of an integrated TVET system, of competency based training and assessment based on international standards, of quality assurance in TVET, the roles of the different stakeholders in the TVET system, and about the TVETSSP objectives, targets and progress. (See draft at Annex F)

Administrative Officer (national position recruited by the MC) responsible to the TVET Coordinator for the provision of administrative support to the Program Office

Short-term advisory inputs

The MLHRD SMT will identify and approve the short term (less than one year duration) TA personnel that are required to support the Ministry as a whole to achieve TVETSSP outputs and targets. These may include specialists in areas such as TVET data collection and analysis (including tracer studies and employer and student surveys), TVET performance monitoring and quality assurance, TVET policy development, labour mobility strategies, apprenticeship and trade testing modernisation, competency based training and assessment, training evaluation, Management Information Systems, TVET financing systems and asset management and maintenance. All such personnel will be required to have a strong understanding of good practice capacity development frameworks and strategies and excellent interpersonal and cross-cultural skills.

The MC will be formally tasked by the MLHRD Secretary and AusAID jointly to recruit suitably qualified advisory personnel nationally and internationally, and MLHRD will lead the selection process with AusAID participation as agreed between the two partners.

TVET Trainer Inputs

The KIT Principal will identify the individual training inputs to be provided to KIT through the MC, and the sequencing of those inputs, based on demand-based priorities and plans presented to the MLHRD SMT and approved by the POC, taking account of available resources. These will include:

- International trainers responsible for guiding new KIT trainers to deliver new courses to students up to an international standard Certificate II level in priority occupational areas not currently served by KIT. These should focus on occupational areas which offer pathways to overseas employment for both women and men and be linked to the MLHRD's labour migration strategies. Based on existing labour market analyses and subject to the findings of feasibility studies, these new courses should be in (a) Plumbing and (b) Community Services/Care Giving.
- International trainers responsible for assessing the competence of KIT trainers and working with them to help them achieve international Certificate II qualifications (Phase 1) and Certificate III qualifications (Phase 2) in their respective industries.
- International trainers responsible for working with KIT trainers to help them improve their teaching and learning practices and for working with selected KIT trainers to help them achieve international Diploma qualifications in Teaching and Assessment through the APTC.
- International trainers responsible for working alongside KIT trainers to develop competency-based curriculum that translates international training standards into teaching and learning programs
- International trainers responsible for working alongside KIT trainers to strengthen their client liaison skills and their competence to design and deliver short courses tailored to client demand.

Annex G: Program Communication Strategy

This communication strategy outline has been developed to guide communications with key external stakeholders during the first two Phases of the Program. It provides a basis for developing a detailed Communication Strategy/Plan to promote the Program's vision, objectives and activities. It identifies and groups key stakeholders and their information needs so as to effectively tailor the dissemination of information. A separate strategy should be developed for internal Program management purposes - for communication between the MC and Program Office personnel and to reflect MC contractual arrangements with AusAID.

Program Vision

The Program's vision is to strengthen the ability of the Kiribati TVET system to contribute to national economic and social goals. Its outcomes are to:

- increase the proportion of I-Kiribati aged 16-24 years completing TVET courses that lead to decent work or further study;
- increase the number of I-Kiribati with recognised TVET qualifications accessing employment opportunities abroad; and
- increase public and private sector productivity that can be attributed to TVET skills.

Guiding Approach to Communications

The TVETSSP will facilitate effective communication with stakeholders through appointing:

- an I-Kiribati Communications Officer to lead internal program and external communications; and
- long and short-term personnel with excellent communication skills and high levels of interpersonal and intrapersonal skills.

The following approach will guide and inform all communications:

- Communications should use clear, concise, simple language. They should provide reliable and easy-to-understand information and avoid the use of jargon wherever possible.
- Communications should be highly targeted to achieve the greatest impact and improve cost-effectiveness.
- Communications should consider the audience and be gender and culturally sensitive in consideration of appropriate communications medium, language, style, and messaging.
- Program personnel and stakeholders need to communicate throughout the Program and two-way communication must be encouraged. Meetings are one avenue to help overcome communication barriers and minimise potential misunderstandings.
- Communications should note that timing is vital.
- Communications should use evidence, human stories and visuals creatively, and communicate from student and employer perspectives where possible.

Communication Objectives

The Program communication objectives are to:

- create ownership and support for the Program among key stakeholders;
- optimise cooperation, interaction and consensus about the TVETSSP objectives, targets and progress in order to maximise the achievement of Program outcomes;

- ensure a widespread stakeholder understanding of the role and operations of an integrated TVET system, of competency based training and assessment based on international standards, of quality assurance in TVET, the roles of the different stakeholders in the TVET system;
- promote increased participation in the TVET system including its value to women; and
- raise the profile and increase community pride/confidence in KIT.

Key Target Audience for Program Communications

Stakeholders:	**Core Information Needs**
Secretary, MLHRD	• Up to date awareness of Program activity implementation, progress against and risks to plans and objectives
AusAID Kiribati	• Comprehensive understanding of all issues relating to the Program • Information on progress against all Program management plans • Advice on significant issues arising during the Program • Awareness of options at critical decision-making times
Program Oversight Committee	• Comprehensive understanding of all issues relating to the Program • Information on progress against all Program management plans • Awareness of significant issues arising during the Program • Awareness of options at critical decision-making times
MLHRD Senior Management Team	• Comprehensive understanding of all issues relating to the Program • Information on progress against all Program management plans • Awareness of significant issues arising during the Program • Awareness of options at critical decision-making times
Program personnel in Kiribati	• Comprehensive knowledge of the need for the Program, its scope and importance, activities and timelines • Understanding of their role in the Program and the Program Management methodology to be applied • Importance of sharing information and problems as they arise
TVET Advisory and Apprenticeships Board	• Information on Program progress against all Program management plans • Awareness of issues arising during the Program • Awareness of options at critical decision-making times
Direct KIT/MLHRD counterparts	• Understanding of the need for the Program, its scope and importance • Potential impact on financial and human resourcing • Importance of involvement and commitment to changes under the Program • Awareness of Program activity and reporting timelines

Stakeholders:	Core Information Needs
Other KIT/ MLHRD staff	• Understanding of the need for the Program, its scope and the implications of a change to international standards for competency based training Awareness of Program activity timelines Awareness and understanding of rationale for likely changes to policies, functionality and procedures
Other donors (e.g. ILO, UN, NZAID, Taiwan, Japan)	• Understanding of the Program, its scope and importance, and how donor support for the TVET sector can be harmonised/aligned
Private sector/ employers	• Understanding of the need for the Program, its scope and the implications of a change to international standards for competency based training • Awareness of the role that the private sector/employers will need to make for successful Program implementation
Key GoK Ministries (e.g. MFED, PSO, MoE)	• Understanding of the need for the Program, its scope and importance • Awareness of their role and responsibilities for the Program's successful implementation (e.g. financial management, provision of data, HR support)
Performance Assessment Team	• Detailed information on Program performance, timelines, and risks

Next Steps

A detailed external communications plan should be established early in Phase 1, reviewed regularly and updated as required. The plan should include for each target group:

- short key messages;
- context and challenges;
- relevant communication medium tools (e.g. planning documents, meetings, newsletters, events, written reports, website, email/phone, alumni association, workshops, presentations);
- responsibilities for and frequency of communication;
- communication budgets; and
- performance measures for evaluating the success of the communications.

Annex H: Performance Assessment Framework

Component Outcome/ Output / *Key Performance Indicators (a)*		*Phase 1*		*Phase 2*						
		2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
Goal: To support GoK's vision for an internationally respected national TVET system which plays a valued role in improving national economic growth and increasing the employability of the people of Kiribati at home and abroad, especially its young women and men.										
	Overseas recognition of Kiribati TVET qualifications		TBD	TBD	TBD	TBD	TBD	Australian RTO student assessments	KIT Principal	Annual
	Employment numbers in Kiribati	Baseline year			Increase on previous year	Increase on previous year	Increase on previous year	National Census; Household and Income Expenditure Survey	GoK National Statistics Office	Annual
	Employment numbers overseas (temp and perm)	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Australia and NZ visa data from Kiribati High Commissions; MLHRD records of temporary overseas employment; ILO International Labour Migration statistics	GoK National Statistics Office	Annual
	Income from remittances	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Kiribati Household and Income Expenditure Survey; GoK Balance of Payments (Factor Income Receipts)	GoK National Statistics Office	Annual

Component Outcome/ Output / *Key Performance Indicators (a)*	*Phase 1*		*Phase 2*						
	2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
Short Term Objective: To support the development of an integrated and accountable TVET sector which responds to demand from employers and individual women and men for quality-assured training that increases workplace productivity, broadens work opportunities for I-Kiribati at home and abroad and contributes to economic growth and social equity (a)									
Sector Result 1: Youth Participation									
Increased proportion of women and men aged 16-24 years completing TVET courses that lead to work or further study									
Percentage of TVET graduates that are working or studying within a fixed period after graduation	Establish baseline	TBD	TBD	TBD	TBD	50%	Current employment/study data from KIT/MTC/FTC Tracer Surveys External data: National Census/Household Income Expenditure Survey data for same age group	Senior TVET Planning Officer, MLHRD	Annual (one and three years after graduation)
Sector Result 2: Productivity improvements									
Increased public and private sector productivity that can be attributed to TVET skills									
Percentage of students and employers reporting that TVET training has improved personal/ organisational productivity	Establish baseline	TBD	TBD	TBD	TBD	TBD	KIT/MTC/FTC Tracer Surveys, Employer Surveys and Case Studies (employment of graduates, training of co-workers, introduction of more efficient workplace practices)	Senior TVET Planning Officer, MLHRD	Annual (one year following completion of study)

Component Outcome/ Output / *Key Performance Indicators (a)*	*Phase 1*		*Phase 2*						
	2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
Monthly income of TVET graduates	Establish baseline	TBD	TBD	TBD	TBD	TBD	Wage data from KIT/MTC/FTC Tracer Surveys compared to National Census/Household Income Expenditure Survey data for same age group	Senior TVET Planning Officer, MLHRD	Annual (on e year following completion of study)
Time to find employment after graduation from TVET course	Establish baseline	TBD	TBD	TBD	TBD	TBD	Data from KIT/MTC/FTC Tracer Surveys compared to Household Income Expenditure Survey data for same age group	Senior TVET Planning Officer, MLHRD	Annual (on e year following completion of study)
Sector Result 3: Overseas employment opportunities									
Increased number of I-Kiribati men and women with recognised TVET qualifications accessing employment opportunities abroad									
Number of KIT graduates working overseas on a temporary basis a fixed period after graduation	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	KIT/MTC/FTC Tracer Surveys External data: Australia and NZ visa data from Kiribati High Commissions; MLHRD records of temporary overseas employment; ILO International Labour Migration statistics	Senior TVET Planning Officer, MLHRD	Annual with reporting one, five and ten years after graduation
Number of KIT graduates	Establish	Increase on	Increase on	Increase on	Increase on	Increase on	KIT/MTC/FTC Tracer	Senior TVET	Annual with

Component Outcome/ Output / Key Performance Indicators (a)	Phase 1		Phase 2						
	2010 (a)	2011	2012	2013	2014	2015	Means of Verification	Collection Responsibility	Collection Frequency
working overseas on a permanent basis a fixed period after graduation	baseline	previous year	previous year	previous year	previous year	previous year	Surveys External data: Australia and NZ migration data from Kiribati High Commissions; Australian/NZ census data; ILO International Labour Migration statistics	Planning Officer, MLHRD	reporting one, five and ten years after graduation
Component 1: TVET sector policy, planning and oversight									
Phase 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.									
1.1 Policy framework and strategy for the TVET sector established and implementation started									
MLHRD implementing TVET Strategy efficiently and effectively		Strategy approved by Cabinet					Joint Performance Assessment	PAT	
1.2 Apprenticeship & trade testing systems modernised to align with the TVET strategy									
Apprenticeship and trade testing system, reviewed, and changes to improve its quality, efficiency and equity		Revised system approved by Cabinet					Record of Cabinet meeting	Secretary, MLHRD	
1.3 MLHRD receiving and analysing performance information from its TVET institutions									
MLHRD SMT regularly monitoring TVET institution performance and taking		Standing SMT Agenda Item	Standing SMT Agenda Item	Standing SMT Agenda Item	Standing SMT Agenda Item	Standing SMT Agenda Item	Agenda and Minutes of SMT meetings	Senior Assistant Secretary, MLHRD	

Component Outcome/ Output / *Key Performance Indicators (a)*		*Phase 1*		*Phase 2*						
		2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
	action where required									
	TVET performance able to be compared between Institutions	Work in progress	Work in progress	Analysis presented to Advisory Board	Analysis presented to Advisory Board	Analysis presented to Advisory Board	Analysis presented to Advisory Board	Presentation to TVET Advisory Board of collated results/ analysis on KIT/ FTC/ MTC graduate output numbers, completion rates, trainer productivity, employer satisfaction, student satisfaction	Senior TVET Planning Officer, TVETSSP	Annual
	KIT complies with the three Australian Essential Standards for Registration of Training Organisations	Baseline Independent Audit against Standards		Internal Audit against Standards	Independent Audit against Standards	Internal Audit against Standards	Independent Audit against Standards	Presentation to TVET Advisory Board of audit findings	Independent: Contracted by MC Internal: MLHRD/ KIT	Internal and Independent audits in alternate years
1.4: TVET advisory mechanisms strengthened										
	Advisory/Apprenticeship Boards performing effectively against their terms of reference		TOR approved by Cabinet					Record of Cabinet Approval	Secretary, MLHRD	
1.5 Labour mobility strategies for TVET sector identified and approved										
	Labour mobility strategy for TVET completed		Strategy approved by Cabinet					Record of Cabinet Approval	Secretary, MLHRD	
	Number of overseas work placements for TVET graduates that have been	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	MLHRD placement records	Senior Labour Officer, MLHRD	

Component Outcome/ Output / *Key Performance Indicators (a)*	*Phase 1*		*Phase 2*				*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
	2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*			
facilitated by MLHRD									
1.6 MLHRD Strategic Plan 2012-2015 completed and includes measurable targets, performance indicators and budget projections									
MLHRD Strategic Plan completed according to NEPO schedule		Final submitted to NEPO				Final submitted to NEPO	Record of MFED NEPO acceptance	Secretary, MLHRD	Every four years
MLHRD Strategic Plan contains measurable targets, performance indicators and budget projections		Final submitted to NEPO				Final submitted to NEPO	Record of MFED NEPO acceptance	Secretary, MLHRD	Every four years
Component 2: KIT Training Delivery									
Phase 1 Outcome: The quality, quantity, scope and equity of training delivery by Kiribati Institute of Technology are increased measurably.									
2.1 Competence of KIT trainers and support staff enhanced									
Percentage of KIT trainers with Australian Certificate III qualifications in their teaching field (or equivalent)	Establish baseline	20% target met	TBD	TBD	TBD	80% target met	Certificate of Achievement	KIT Principal	Annual
Level of KIT trainers IELTS proficiency	Establish baseline	100% at IELTS 5.0	TBD	TBD	TBD	100% at IELTS 5.5	IELTS test results	KIT Principal	Annual
Percentage of KIT trainers with Australian Cert IV in TVET teaching (or equivalent)	Establish baseline	TBD	TBD	90% target met	100% target met	100% target met	Certificate of Achievement	KIT Principal	Annual
Percentage of KIT trainers with Australian Diploma in TVET teaching (or equivalent)	Establish baseline	TBD	TBD	TBD	TBD	30% target met	Certificate of Achievement	KIT Principal	Annual
2.2: KIT facilities and equipment upgraded									

Component Outcome/ Output / Key Performance Indicators (a)	Phase 1		Phase 2						
	2010 (a)	2011	2012	2013	2014	2015	Means of Verification	Collection Responsibility	Collection Frequency
Compliance with OSH standards		National compliance		Australian compliance			OSH audit	KIT Principal	Every two years
Asset Management Plan maintained		Asset Plan produced	Asset Plan maintained	Asset Plan maintained	Asset Plan maintained	Asset Plan maintained	Audit of assets against Asset Management Plan	KIT Principal	Annual
2.3: Transition to competency-based training that meets international standards, including in English language, is underway									
Number of full-time international standard courses commenced at KIT (competency based, delivered by competency based qualified trainers)		2	4	5	5	7	Joint Performance Assessment	PAT	Annual
Percentage of KIT full-time courses delivered at Australian Certificate II level (or equivalent) standard			TBD	TBD	TBD	75% target met	Joint Performance Assessment	PAT	Annual
% of KIT full time graduates proficient in English at IELTS 5.5			TBD	TBD	TBD	70% target met	IELTS test results	KIT Principal	Annual
% completion rate of KIT full-time students			TBD	TBD	TBD	80% target met	KIT Student Database	KIT Principal	Twice annually (end semester)
% student satisfaction with quality of KIT courses			TBD	TBD	TBD	70% target met	KIT Student Satisfaction Survey	KIT Principal	Twice annually (end semester)
% employer satisfaction with quality of KIT graduates			TBD	TBD	TBD	70% target met	KIT Employer Survey	Senior TVET Planning Officer, TVETSSP	Annually

Component Outcome/ Output / *Key Performance Indicators (a)*	*Phase 1*		*Phase 2*						
	2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
2.4: Additional enrolments of young men and women in existing and new TVET courses in demand									
Number of full-time KIT enrolments	Baseline year	Increase of 120 places	TBD	TBD	TBD	TBD	KIT Student Database	KIT Principal	Twice annually (end semester)
Number of young men and women (aged 16-24) enrolled in KIT full-time courses	Establish baseline	TBD	TBD	TBD	TBD	TBD	KIT Student Database	KIT Principal	Twice annually (end semester)
Percentage of females enrolled in full-time KIT courses	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	40% target met	KIT Student Database	KIT Principal	Twice annually (end semester)
Percentage of Outer Island students enrolled in KIT full-time courses	Establish baseline	TBD	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	KIT Student Database	KIT Principal	Twice annually (end semester)
Number of students self-declaring as having a disability enrolled in KIT full-time courses	Establish baseline	TBD	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	KIT Student Database	KIT Principal	Twice annually (end semester)
Percentage of Form 4 and 5 school leavers enrolled in KIT full-time courses	Establish baseline				Increase on previous year	Increase on previous year	KIT Student Database	KIT Principal	Twice annually (end semester)
2.5 Additional enrolments in short courses to meet demand from private sector employers, Ministries, State-Owned Enterprises, NGOs, existing workers and young job seekers, including English for Specific Purposes (ESP)									
Number of students completing KIT short courses	Baseline year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	KIT Student Database	KIT Principal	Twice annually (start semester)
Number of students completing KIT ESP courses	Baseline year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	KIT Student Database	KIT Principal	Twice annually (start semester)

Component Outcome/ Output / *Key Performance Indicators (a)*	*Phase 1*		*Phase 2*						
	2010 (a)	*2011*	*2012*	*2013*	*2014*	*2015*	*Means of Verification*	*Collection Responsibility*	*Collection Frequency*
Percentage of females graduating from short courses	Establish baseline	TBD	TBD	TBD	TBD	50% target met	KIT Student Database	KIT Principal	Twice annually (end semester)
KIT fee-for-service revenue	Establish baseline	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	Increase on previous year	MLHRD Financial records	MLHRD Senior Accountant	Annual
Short courses reflect priorities in National HRD Plan							KIT Prospectus, National HRD Plan	KIT Principal	Annual
Student and Employer satisfaction with short courses being conducted by KIT	Establish baseline	TBD	TBD	80% minimum target met	80% minimum target met	80% minimum target met	Student satisfaction survey, Employer Survey	Senior TVET Planning Officer, TVETSSP	Annual
2.6 Efficiency and effectiveness of KIT management and administration increased									
Ratio of teachers to students	Establish baseline	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	KIT student and staff record systems	KIT Principal	Twice annual (at start of semester)
Average face-face teaching hours	Establish baseline	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	Increase on previous year to agreed target	KIT staff teaching schedule	KIT Principal	Twice annual (at start of semester)
Percentage of KIT staff satisfied with working at KIT	Establish baseline	TBD	TBD	TBD	TBD	70% target met	Staff satisfaction survey	Senior TVET Planning Officer, TVETSSP	Annual
Accuracy and comprehensiveness of student data		100% target met	100% target met	100% target met	100% target met	100% target met	Student enrolment and result listings from the KIT Student	KIT Principal	Twice annual (at census dates)

Component Outcome/ Output / ***Key Performance Indicators (a)***	***Phase 1***		***Phase 2***						
	2010 (a)	***2011***	***2012***	***2013***	***2014***	***2015***	***Means of Verification***	***Collection Responsibility***	***Collection Frequency***
							Database		

Notes: TBD – to be determined

(a) Data to be disaggregated by gender, age, island group, disability, highest secondary school completed and where appropriate by Institution and Department

(b) Census date as at 31 March and 31 September each year

(c) Impact indicators to be aligned with GoK TVET strategy, once this has been developed and then approved by the Cabinet

Annex I: Note on M&E Responsibilities and Tools

M&E Responsibilities of the Program Office

The Program Office will:

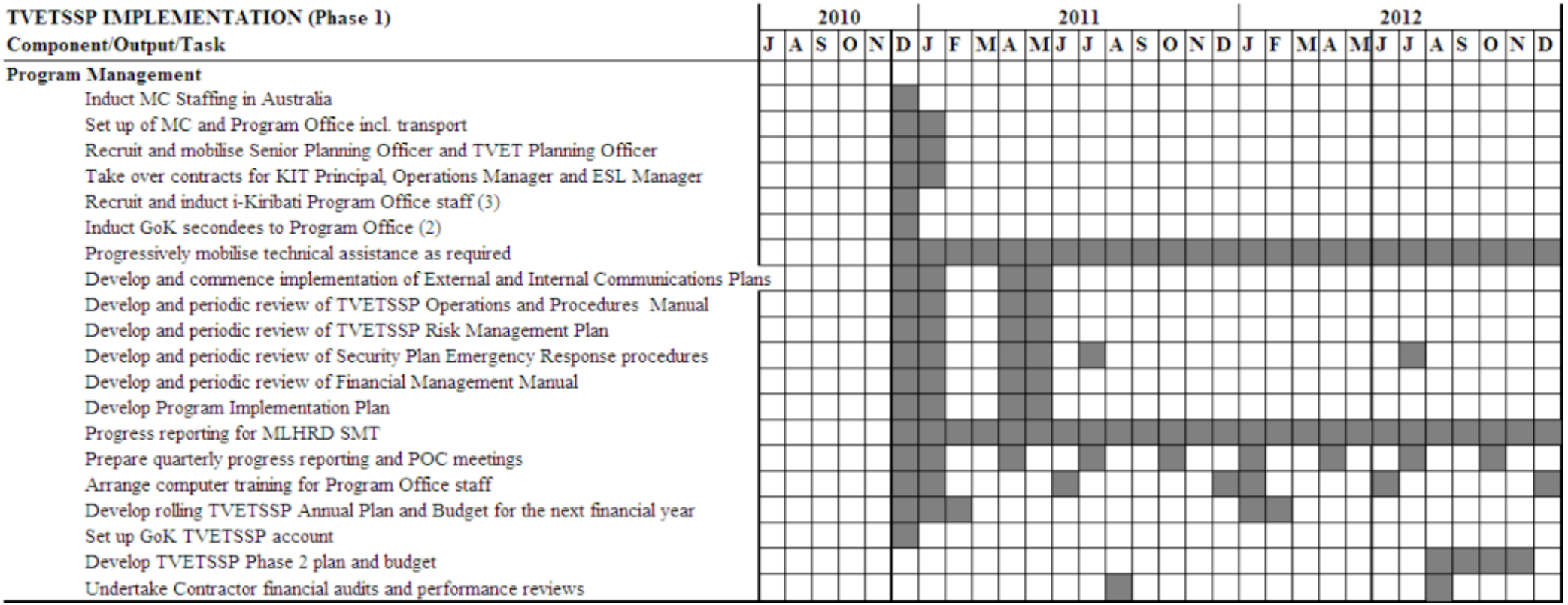
- Establish and support a TVETSSP M&E Working Group with representatives from the MLHRD, KIT, MTC, FTC, National Statistics Office, NEPO, employer organisations, AusAID, South Pacific Marine Services, Japan Tuna Fisheries Cooperative, ILO and NZAID.
- Develop the M&E Plan, specifying in detail the data requirements, data collection tools such as survey instruments, the persons/agencies responsible for data collection, reporting formats and the schedule of activities. The development of the M&E Plan will be done in conjunction with the M&E Working Group as an important first step in building the capacity of GoK personnel to be actively involved in M&E activities in TVET.
- Deliver workshops to familiarise stakeholders with M&E concepts, different survey methods and their uses in improving service delivery, and to gain their support for the Program's different M&E activities as key informants on TVET and skill needs, training providers, consumers of M&E studies.
- Support data providers, particularly KIT to provide comprehensive, robust and timely data.
- Conduct and analyse TVETSSP Surveys include Student Tracer Surveys (across all three institutions), Employer Surveys, Staff and Student Satisfaction Surveys etc.
- Provide TVET sector performance data to the MLHRD SMT and the POC, as input into MOP/KDP development and reporting, to National TVET Workshops.
- Provide TVETSSP progress reporting and analysis to the MLHRD SMT and the POC.

M&E Tools

Program M&E will make use of structured and unstructured data from a number of internal and external sources. These include structured data on enrolment, assessment results and graduate numbers; student and staff satisfaction surveys; graduate tracer studies; case studies and employer surveys. This internal data will be able to be disaggregated by institution, course, gender, age, island group, disability and highest school year completed. M&E will also assess the extent to which the program has opened up opportunities for marginalised students (i.e., females, Outer Island residents, early school leavers and student with a disability) to access training otherwise unavailable to them and the extent to which TVET programs diversify employment opportunities for women. While comprehensive performance data will initially be collected for KIT, it is intended that standardised M&E methodologies, data collection, survey instruments, reporting definitions and templates will be able to be used by the MTC and FTC so that TVET performance can be compared between institutions.

Assessing the TVETSSP goal of TVET training improving national economic growth is difficult due to the long-term nature of many of the anticipated benefits and the numerous external factors that influence economic growth which are beyond the control of the program. Identifying the impact of the Program on employment, productivity and income levels is limited by employment and labour market information data availability in Kiribati. As such, the M&E will track what happens to students and employers following completion of their TVET studies. Tracer and employer surveys will involve use of ranking systems that assess to what extent TVET training has influenced income level, promotions, career paths and productivity. External data sources to verify institution data or to make comparisons with other population groups include the National Census, Housing and Income Expenditure Surveys and the proposed ILO surveys.

Annex J: Indicative Schedule for Key TVETSSP Phase 1 Activities



TVETSSP IMPLEMENTATION (Phase 1)		2010						2011												2012										
Comp.	**Task**	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Component 1																															
1	Complete any carry-over Interim Phase activities						■	■	■																						
1	Arrange short course computer training for senior MLHRD staff							■	■				■						■	■					■						■
1	Conduct National TVET Workshops							■								■												■			
1	Undertake Outer Island consultations									■												■									
1.1	Develop policy paper on legislative and regulatory reform						■																								
1.1	Develop policy paper on TVET governance and management							■																							
1.1	Develop policy paper on gender access and equity							■																							
1.1	Develop TVET financing and fees policy							■																							
1.1	Develop TVET Strategy						■	■	■	■																					
1.2	Review Apprenticeship & Trade Testing systems							■																							
1.3:	TVET institutions providing performance info for analysis by MLHRD						■						■						■						■						■
1.4	Review TVET advisory/apprenticeships board							■																							
1.4	Arrange TVET study tour for selected Advisory / Apprenticeships Board members								■																						
1.5	Assist MLHRD develop labour mobility strategy for TVET sector						■	■																							
1.6	Organise overseas study tour for Senior MLHRD									■																					
1.6	Provide input to MLHRD preparation of next year's MOP						■	■							■	■	■	■										■	■	■	■
1.6	Provide input into MLHRD Strategic Plan 2012-2015						■	■							■	■	■														
1.6	Assist MLHRD provide input to 2012-2015 KDP													■	■	■	■	■													

TVETSSP IMPLEMENTATION (Phase 1)		2010						2011												2012										
Component/Output/Task		J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Component 2																															
2.1	Complete any carry-over Interim Phase activities						■	■	■																						
2.1	Conduct EL training and arrange IELTS testing of KIT staff						■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2.1	Develop and commence implementation of Professional Development Plans for KIT trainers						■																								
2.1	Organise overseas study tour for KIT senior staff							■																							
2.1	Arrange with GoK for secondment/transfer of new course trainers (4)						■	■																							
2.1	Arrange for new KIT trainers to undertake Cert IV TAA																									■	■	■	■	■	■
2.1	Facilitate selected KIT trainers to undertake Cert III (external scholarship)																			■	■	■	■	■	■	■	■	■	■	■	■
2.1	Facilitate selected KIT trainers to undertake Diploma TAA (external scholarship)																			■	■	■	■	■	■	■	■	■	■	■	■
2.1	Develop and implement Professional Development Plans for KIT support staff						■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2.1	Arrange for KIT to be IELTS test centre						■	■																							
2.1	Develop Asset Management Plan						■																								
2.2	Organise outstanding OSH repairs						■	■	■																						
2.2	Conduct OSH audit												■												■						
2.2	Procure protective uniforms for trade course trainees							■												■											
2.2	Procure and install new student computers							■	■																						
2.2	Arrange and manage tender for new KIT multipurpose building							■	■	■	■	■	■	■																	

TVETSSP IMPLEMENTATION (Phase 1)		2010						2011												2012										
Component/Output/Task		J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Component 2																															
2.3	Undertake Feasibility Study of new course options						■																								
2.3	Procure small equipment, train KIT trainers, deliver upgraded course for :																														
	- Business services course						■	■	■	■																					
	- Construction trades course						■	■	■		■	■	■																		
	- Electrical trades course							■	■	■	■	■	■																		
	- New course 1							■	■	■	■	■	■	■	■	■	■	■	■												
	- Automotive trades course													■	■	■	■	■	■												
	- New course 2													■	■	■	■	■	■	■	■	■	■	■	■						
	- Mechanical trades course																			■	■	■	■	■	■						
2.3	Undertake IELTS testing of students								■				■	■					■		■										
2.3	Develop VPC curriculum						■																								
2.3	Develop/conduct entrance test for VPC						■	■																							
2.3	Appoint ESL for Vocational Preparatory Course (VPC)							■																							
2.3	Commence VPC delivery								■	■	■	■	■	■	■	■	■	■	■		■	■	■	■	■	■	■	■	■	■	■
2.4	Review KIT student entrance testing						■																								
2.4	Arrange funding of additional "Apprenticeship" allowances								■												■										
2.4	Determine Scholarships Policy for Outer Island students						■	■																							
2.4	Implement Outer Island Scholarships Program							■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2.5	Review KIT short course profile						■																								
2.5	Customise new short courses for delivery by KIT trainers								■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
2.6	Upgrade KIT student database						■	■																							
2.6	Arrange computer maintenance contract						■																								

TVETSSP IMPLEMENTATION (Phase 1)		2010						2011												2012										
Comp.	**Task**	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
M&E																															
1&2	Develop and commence implementation of TVETSSP M&E Plan																														
1&2	Establish M&E working group																														
1&2	Develop and commence implementation of TVET Sector M&E Plan																														
1&2	Collect and collate M&E Baseline data																														
1&2	Collate performance information fromTVET institutions																														
1&2	Provide input to quarterly MOP reporting																														
1&2	Provide input to KDP reporting																														
1&2	Undertake Student Tracer Surveys																														
1&2	Undertake Staff and Student Satisfaction Surveys																														
1&2	Undertake Employer Satisfaction surveys																														
1&2	Conduct Annual Performance Assessment																														

Annex K: Position Descriptions

Core skills, knowledge and experience for all positions

- All TVETSSP personnel in program management, in-line and advisory positions will have the following core skills, knowledge and experience, in addition to the specific technical skills of their position.
- Understanding of the principles of capacity development and their applicability to different contexts.
- Demonstrated understanding of and commitment to principles of gender equality and gender mainstreaming and of disability inclusion, including how these can be integrated into TVET policies and workforce development opportunities.
- Demonstrated understanding of and commitment to mainstreaming HIV principles, including how these can be integrated into TVET policies and workforce development opportunities.
- High level interpersonal and relationship skills, including the ability to build and maintain networks and collegiality between stakeholders in a variety of roles across the TVET sector in Kiribati.
- Experience in working successfully in a cross-cultural environment and an ability to adapt personal style to the culture, group or event when appropriate to do so.
- Ability to tailor their work to environments which may be resource poor (office space, recurrent budgets, IT etc), and challenged by staff turnover and losses (due to out-migration, retirement etc).

Operations Manager, Kiribati Institute of Technology

Duration

Two-year contract

Reporting Relationships

The Operations Manager will be contracted by the Managing Contractor (MC) and will be responsible to the Principal, Kiribati Institute of Technology (KIT) within the Ministry of Labour and Human Resource Development (MLHRD) for the effective performance of the duties required of the position.

Type of Position

This is an in-line supernumerary position within the Kiribati Institute of Technology. The position is full-time and will be based in the Kiribati Institute of Technology in Betio, Tarawa, Kiribati.

Role of the Operations Manager

The Operations Manager will be responsible to the Principal of KIT for leading, managing and supporting the Institute's successful transition to competency-based training and assessment based on Australian standards. This will be done in accord with the approved policies and plans of the MLHRD and KIT and the agreements between the Governments of Kiribati and Australia under the Kiribati TVET Sector Support Program (TVETSSP).

Key responsibilities

Key responsibilities of the Operations Manager will include the following.

- Line management of KIT Departments as determined by the KIT Principal.
- Supporting the Principal in the implementation of an intensive change program at KIT.
- Establishing and implementing a Professional Development Plan for KIT trainers which will ensure that agreed targets for staff competence in their industry field, training and assessment and in English are achieved, and monitoring progress against the plans.
- Providing structured and intentional coaching and mentoring to Heads of Department and KIT trainers to ensure that new skills developed with TVETSSP support are consistently applied in classrooms and workshops.
- Support KIT trainers in the use of standards-based practices and strategies related to planning, implementing and managing instruction.
- Providing ongoing support and technical advice to KIT trainers on competency based training and assessment methodologies, curriculum development and customisation and developing partnerships with clients.
- Providing advice to the Principal on educational strategies for improving student completion rates at KIT and student satisfaction.
- Ensuring that KIT systems identify students in need of additional learning support.
- Planning for and managing the introduction of new full-time Australian-standard courses at KIT, a Vocational Preparation Course, an English course and improvement in the educational standards of existing courses.
- Assisting the Principal in the development and implementation of systems for monitoring and reporting on the quality of teaching and learning at KIT, consistent with the performance reporting requirements of the MLHRD.
- Fostering a training culture that is agile and flexible and encourages creative thinking and personal initiative.
- Tasking the MC (through the Principal) to provide the required training inputs (short-term advisers and other personnel) and monitoring the quality of those inputs to ensure they are meeting the needs of KIT.

Qualifications

The Operations Manager will hold internationally accredited education qualifications relevant to the field of TVET for adults.

Key Skills/Experience

The Operations Manager must have internationally credible knowledge and experience in the following areas:

- Technical and vocational education and training (TVET) for adults.
- Competency based training and assessment practices.
- Flexible learning, including learning in workplaces and technology-enhanced and self-directed learning.
- Monitoring, reporting and improving educational quality.
- Managing change at a senior level.
- Developing effective professional development strategies for training staff.
- Developing partnerships with clients.
- Human resource management.
- Experience in international development would be desirable.

This position may involve working with children.

Senior English as a Second Language (ESL) Manager - TVET, Kiribati Institute of Technology

Duration

Two-year contract

Reporting Relationships

The Senior English as a Second Language (ESL) Manager - TVET will be contracted by the Managing Contractor (MC) and will be responsible to the Operations Manager, Kiribati Institute of Technology (KIT) within the Ministry of Labour and Human Resource Development (MLHRD) for the effective performance of the duties required of the position.

Type of Position

This is an in-line supernumerary position within the Kiribati Institute of Technology. The position is full-time and will be based in the Kiribati Institute of Technology in Betio, Tarawa, Kiribati.

Role of the Senior ESL Manager - TVET

The Senior ESL Manager - TVET will be responsible to the Operations Manager of KIT for working collegially within the KIT English Department to develop and implement strategies and courses that will achieve the TVETSSP objectives and targets related to increasing KIT student and staff English proficiency levels.

Key responsibilities

Key responsibilities of the Senior ESL Manager - TVET will include the following.

- Supporting the KIT English Department to:
  - arrange IELTS (or equivalent) testing of staff and students;
  - provide professional advice to KIT management on the inclusion of minimum standard for English language in KIT entrance testing;
  - use standards-based practices and strategies related to planning, implementing, and managing English language instruction;
  - develop and regularly use systems for tracking progress in increasing the ESL proficiency of KIT staff and students;
  - assist other Departments to develop curriculum that support students' language and literacy development as well as content-area achievement;
  - develop, adopt and adapt international teaching and student learning resources;
  - develop a new Vocational Preparation Course and the ESL subject within it.
- Supporting the Public Service Office (PSO) to:
  - -Deliver IELTS tests to In-service awardees as advised by PSO Secretary
  - -Provide IELTS results for In-Service awardees to PSO Secretary and Director
  - -Assist the PAO in developing an IELTS testing system so as PSO can be self-sufficient towards the future
- Modelling and disseminating good practice ESL teaching and assessment practice.
- Teaching ESL to KIT students and staff as agreed with the English Department and the Operations Manager.
- Undertaking other initiatives as agreed with the English Department and the Operations Manager that will support the further development of ESL at KIT to meet

the needs of its students and clients and allow it to operate as an English language only institution.

Qualifications

The Senior ESL Manager - TVET must have internationally credible knowledge and experience in the following areas:

- Planning developing and delivering standards-based English programs in post-secondary settings
- ESL assessment, including the IELTS testing system
- Integrating ESL with industry/disciplinary content
- Teaching English to Speakers of Other Languages (TESOL) training and certification for teachers

Key Skills/Experience required

- Experience in ESL training as related to TVET competency-based teaching.
- Experience in curriculum development in relation to TVET competency-based teaching.
- Current relevant experience in ESL in a senior management capacity in relation to TVET competency-based teaching.
- Experience in the delivery of English in vocational settings or teaching English for Specific Purposes/Content Based Language instruction
- Experience in working successfully in a cross-cultural environment.
- Experience in AQF in relation to TVET competency-based training
- Experience in working successfully in a cross-cultural environment and an ability to adapt personal style to the culture, group or event when appropriate to do so
- Ability to tailor work to environments which may be resource poor (office space, recurrent budgets, IT etc) and challenged by staff turnover and losses (due to outmigration, retirement etc)
- Understanding of the principles of capacity development and their applicability to different contexts
- Demonstrated understanding of and commitment to principles of gender equality and gender mainstreaming and of disability inclusion, including how these can be integrated into TVET policies and workforce development opportunities
- Demonstrated understanding of and commitment to mainstreaming HIV principles, including how these can be integrated into TVET policies and workforce development opportunities.

This position may involve working with children.

TVET Coordinator, Ministry of Labour, Human Resource Development

Duration

Initial One-year contract

Reporting Relationships

The TVET Coordinator will be contracted by the Managing Contractor (MC) and will be responsible to the Secretary of the Ministry of Labour and Human Resource Development (MLHRD) for the effective performance of the duties required of the position.

Type of Position

This is an off-line supernumerary position within the Ministry. The position is full-time and will be based in the MLHRD headquarters, Bairiki, Tarawa, Kiribati.

Role of the TVET Coordinator

The TVET Coordinator will be responsible to the Secretary MLHRD and to the MC's Program Manager for the efficient and effective performance of the program within Kiribati and for the day-to-day management, performance and capacity development of the Program Office and for capacity development of the MLHRD's senior management team in relation to the TVET sector.

National Counterpart/s

The Secretary and Senior Management Team of the MLHRD; TVET Advisory Board; Apprenticeship Advisory Board

Key responsibilities

Key responsibilities of the TVET Coordinator will include the following.

Program Management and Development Responsibilities

- Overall management of the TVETSSP program in country including planning and implementation of program activities in partnership with the MLHRD, program reporting, personnel management, financial management, monitoring and evaluation, liaising with partners and stakeholders etc.
- Maintain open and effective communications with the governments of Kiribati and Australia in accordance with agreed communication protocols.
- Establish, lead and manage a high performing Program Office that supports the Secretary and the MLHRD senior management team to implement the TVET Sector Support Program (TVETSSP) and provides the strategic and operational services assigned to it.
- Recruit and supervise the performance of individual Program Office staff and foster a work culture within the Office that is agile and flexible and encourages diverse thinking and personal initiative.
- Liaise with the MLHRD senior management team to identify short term technical assistance required and, on their behalf, liaise with the MC Resource Coordinator to recruit the required technical assistance (TA) inputs, in collaboration with the MLHRD.
- Provide induction, guidance and support to all TA inputs provided through the TVETSSP, particularly those working within the Ministry headquarters and ensure that contracted personnel work collaboratively with stakeholders and with each other, and ensure that their performance is effectively managed.
- Ensure quality assurance principles guide the timely preparation and submission of TVETSSP progress and financial reporting to the Secretary and MLHRD SMT, and to the Program Oversight Committee; and guide and facilitate a credible and participatory annual planning process for the TVETSSP, to be led by the MLHRD.
- Contribute to the integration of program activities to create coherent, quality and complimentary programming.

- Ensure appropriate Monitoring and Evaluation (M&E) activities are carried out regularly across the TVETSSP (including data collection and analysis, monitoring of program progress against established work plans, monitoring of established indicators and utilisation of results to inform program design).
- Identify and resolve emerging risks associated with TVETSSP operations, including in relation to the performance of TVETSSP TA personnel and staff in Kiribati.

Capacity development responsibilities

- Support the Secretary of MLHRD and the Ministry's senior management team to implement an intensive organisational change program across the whole TVET sector.
- Support the Secretary and senior MLHRD staff in leading policy dialogue and policy framework development in all aspects of TVET provision, including its links with basic education and consultations with stakeholders.
- Provide structured and intentional coaching and mentoring and other capacity development opportunities in-country and overseas to the national staff of the Program Office to assist national staff to assume full responsibility for in-country management of the Office at or before the end of the three-year assignment.

Key Skills/Experience

The TVET Coordinator must have recent internationally credible knowledge and experience at a senior level in the following areas:

- Leadership and management skills in international program management
- TVET policy, planning and delivery
- Labour market analysis
- Results-based monitoring and evaluation
- Managing change at a senior level
- Preparation and management of program budgets and provision of financial reporting.
- Preparation and management of TVET sector budgets and their links with central agency budgeting
- Participatory planning processes

Highly desirable experience will include:

- Experience in the Pacific and/or in small islands states;
- Experience in managing international and local personnel in the provision of technical assistance services;

Senior TVET Planning Officer, Ministry of Labour, Human Resource Development

Duration

Two-year contract

Reporting Relationships

The Senior TVET Planning Officer will be contracted by the Managing Contractor (MC) and will be responsible to the Secretary of the Ministry of Labour and Human Resource Development (MLHRD) for the effective performance of the duties required of the position.

Type of Position

This is an in-line supernumerary position within the Ministry. The position is full-time and will be based in the MLHRD headquarters, Bairiki, Tarawa, Kiribati.

Role of the Senior TVET Planning Officer

The Senior TVET Planning Officer will be responsible to the Secretary MLHRD for developing the capacity of the MLHRD to undertake its policy and planning functions in relation to TVET and its capacity for monitoring and evaluation across the TVET sector.

National Counterpart/s

Senior Labour Officer (TVET) and Labour Officer (TVET); KIT Principal; TVET Advisory Board; Apprenticeship Advisory Board

Key responsibilities

Key responsibilities of the Senior TVET Planning Officer will include the following.

- Strengthen MLHRD organisational capacity and the capacity of individual MLHRD staff to provide affordable planning, coordination and oversight services to the TVET sector, consistent with the Ministry's mandated functions and budget.
- Provide structured and intentional coaching and mentoring and other capacity development opportunities for the Senior Labour Officer and the Labour Officer responsible for TVET so that they may assume responsibility for leading TVET planning and M&E at or before the end of the two-year assignment.
- Ensure quality assurance principles guide the timely collection, preparation and submission of TVET sector performance data to the Secretary and MLHRD Senior Management Team, to the TVET and Apprenticeship Advisory Boards and to the Team Leader.
- Strengthen the capacity of the MLHRD and the Ministry's TVET and Apprenticeship Advisory Boards to monitor, evaluate and report on the performance of the TVET sector, including its quality, efficiency, effectiveness and equity. This will include supporting all post-school TVET training providers to provide comprehensive, accurate and timely data, and familiarising internal and external stakeholders including industry with M&E concepts and their use in improving training delivery.
- Assist the Secretary and senior MLHRD staff to plan and prepare all documentation necessary for GoK budget, operational and strategic planning and reporting.
- Assist the short-term Policy Adviser in the development of the TVET strategy and related policy papers and assist MLHRD to implement agreed policies and strategies.

Key Skills/Experience

The Senior TVET Planning Officer must have recent internationally credible knowledge and experience in the following areas:

- TVET policy, planning (strategic and operational) and training delivery in Australia or New Zealand.
- Preparation, management and monitoring of strategic plans linked to realistic budgets.
- A range of policies and mechanisms for financing TVET reform and growth
- Good practice monitoring and evaluation in international development, including developing local capacity for M&E and development of standardised M&E indicators, instruments and reports.
- Quantitative and qualitative analysis of labour market data and trends and vocational skills in demand and of systems for allocating resources to delivery of demand-based training.

Highly desirable experience will include:

- Experience in the Pacific and/or in small islands states;
- Experience of working collaboratively with industry associations and firms on training issues.
- Professional experience in designing and implementing benchmarking systems in the education and training sector.

Annex L: Risk Matrix

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
Political Risks							
GoK does not make the regulatory and policy reforms to the TVET system	Kiribati TVET system does not reach international standard	C	5	VH	Independent Annual Performance Assessment to monitor progress of necessary reforms and report to POC to address delays. Seek AusAID/MLHRD assistance with regular high level dialogue on reform blockages. TVETSSP incentive payments to encourage high-level resolution of reform delays.	MLHRD; AusAID Tarawa supported by AusAID Suva	Quarterly POC Meetings; Joint Annual Review
Political instability or change in government at the 2011 election	Decreased support for TVETSSP objectives	C	3	H	Seek AusAID assistance to resolve emerging political issues where they impact, including at high level Partnership talks. The TVETSSP team to work closely with the MLHRD and POC in order to where appropriate accommodate changes in policy directions through the Annual Plan process.	MLHRD Secretary; AusAID	Quarterly POC Meetings; Joint Annual Review
Pressure to broaden the scope of TVETSSP to include strengthening vocational training in secondary schools, vocational training centres and as provided by church/other NGOs	Limited resources spread too thinly. Target numbers of I-Kiribati trained for further study or work overseas not achieved.	C	2	M	Development of a sector wide TVET Strategy clearly stating roles and responsibilities for TVET in Kiribati. Role of TVETSSP in strengthening MLHRD and KIT defined and implemented in accordance with the TVET Strategy. Role of TVETSSP communicated to the POC and other GoK stakeholders.	MLHRD Secretary; TVETSSP Senior TVET Planning Officer (SPO); TVETSSP Communications Officer (CO)	Phase 1 and throughout the TVETSSP
Pressure to provide access to KIT by youth aged 15-24 (particularly from the Outer Islands) that do not have sufficient technical/ELLN skills to successfully complete the training	Decreased completion rates and graduate number targets not achieved.	C	2	M	TVETSSP objectives clearly communicated to stakeholders and broader community. Selection criteria for entrance to KIT courses explicitly detail minimum entrance criteria. Vocational Preparation program developed to assist specific target groups access KIT training	MLHRD Secretary; SPO	Phase 1 and throughout the TVETSSP
Unrealistic expectations as to the	Complaints of the	C	2	M	Communication strategy to emphasise TVETSSP objectives,	MLHRD	Phase 1 and

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
time-frame of outcomes from the TVETSSP	ineffectiveness of KIT and the TVETSSP capacity to improve economic outcomes				timeframe and target outputs across each Phase	Secretary; KIT Principal; Communications Officer	throughout the TVETSSP
Financial and Economic Risks							
AusAID unable to provide continuity of multi-year funding for the TVETSSP	Delays in TVETSSP implementation TVETSSP ended before all phases completed	E	3	M	Multi-year commitment to HRD made under Partnership. TVETSSP design has long term vision over 14 years.	AusAID and GoK	At commencement of each Phase
GoK unable to sustain current level of recurrent budget for staff and equipment/teaching resources throughout the TVETSSP	Reduced TVETSSP outcomes (number of graduates, courses conducted etc). KIT need to supplement GoK budget from revenue generating courses that may distract from conduct of courses where cost-recovery is not feasible	A	3	M	TVETSSP to clearly demonstrate results and return on investment. TVETSSP design to allow scalability of number of KIT courses. New KIT courses to have sustainable budgets for recurrent items. Greater efficiency: KIT productivity measures and resource sharing between three TVET institutes under MLHRD. Development of a fees policy with revenue to be reinvested into KIT as supplementation to existing recurrent budget. TVETSSP to include KIT Teaching and Learning Fund to supplement GoK recurrent budget.	Secretary MLHRD; MFED; KIT Principal	During annual GoK budget preparation
TVETSSP financial incentives based on restricted number of outputs	Distortion of resources to achieve incentive outputs at cost of other longer-term objectives	D	3	M	Incentives carefully selected so as to not distort overall program	AusAID; MLHRD Secretary; POC	At commencement of each Phase
Slow disbursement of TVETSSP funds through GoK systems	Delays in TVETSSP implementation	C	2	M	MFED to advise processes to ensure streamlined and timely payments from development budget Regular monitoring by MC and MFED	MFED and MC	Throughout TVETSSP

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
Fiduciary risk to funding through the GoK financial systems	Funds redirected from intended use Funds not properly acquitted	D	3	M	MFED to advise on set up of funds for recurrent budget supplementation. Annual budget to be developed by KIT Principal, and agreed in advance by POC and AusAID Regular monitoring by MFED and periodic external audits by MC if judged necessary	MFED; Secretary MLHRD; KIT Principal; MC	Throughout TVETSSP
Organisational Risks							
Change in MLHRD leadership	Decreased support for TVETSSP objectives and activities. Reduced capacity to lead TVETSSP, including management of TVETSSP direct reports.	A	4	VH	Expatriate Senior TVET Planning Officer will assist MLHRD with TVETSSP implementation and management of TVETSSP Program Office for first two years TVETSSP includes capacity building of MLHRD staff to have sole management responsibility for the TVET sector by Phase 3. Of the TVETSSP staff, only the KIT Principal and Senior TVET Planning Officer report directly to the Secretary MLHRD.	Secretary MLHRD; Principal KIT; PSO	Throughout TVETSSP
Stakeholders do not fully understand the implications of the move to internationally based competency training and standards in Kiribati	Reduced GoK strategic guidance to the TVETSSP. Reduced GoK ownership of the changes. Delays in implementation due to staff resistance to changes KIT fails to comply and meet standards	B	2	M	Nature and value of competency based training demonstrated through workshops, external course delivery work attachments, study tours etc	KIT Principal; MLHRD; TVET Advisory Board	Interim Phase and Phase 1
Over-estimation of MLHRD capacity to implement TVETSSP within time frames	Delays to TVETSSP implementation. Perceived lack of effectiveness of TVETSSP by stakeholders	C	2	M	During design review: AusAID and GoK to consider estimated implementation and absorptive capacity. During implementation: (I) Targets will be adjusted after benchmark exercise in Phase 1 (ii) Quarterly progress reviews between Program Office, the Secretary and AusAID will	AusAID; Secretary MLHRD; POC	During design finalisation. Quarterly and annually thereafter.

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
					identify problems with progress towards annual goals and implementation schedules; (iii) Joint Annual Reviews will ensure realisation of targets and allow for TVETSSP adjustment - forward TVETSSP workplan will be adjusted to reflect capacity and gains to date Phasing of adviser and trainer inputs to minimise overlap wherever possible		
Capacity of MLHRD to provide appropriate management and direction for KIT and the other TVET institutions	TVETSSP will not be managed and coordinated well – resulting in inefficiencies and lack of effectiveness.	C	2	M	TVETSSP includes capacity building of MLHRD staff. Expatriate Policy and Program Officer available to assist MLHRD with TVETSSP implementation for first two years. TVETSSP includes I-Kiribati Communication Officer	Secretary MLHRD; SPO; POC; CO	Throughout TVETSSP
Inadequate communication between TVETSSP personnel and other MLHRD/KIT staff	Staff resistance to change. Reduced impact and sustainability of TVETSSP	D	3	M	Long term TVETSSP personnel to be in line positions reporting through to the Secretary, MLHRD I-Kiribati Communications Officer to be appointed to facilitate good communications Internal Communications Strategy/Plan to be developed and implemented by start of Phase 1	Secretary MLHRD; KIT Principal	Throughout TVETSSP
Lack of clarity of respective roles of the MLHRD, KIT, POC and ISPs	Duplication or gaps in responsibilities. Reduced TVETSSP effectiveness	D	3	M	Clear expectations and role clarity at the outset including the respective reporting responsibilities of the in-line personnel to the Secretary MLHRD and to AusAID via the MC. Ongoing monitoring of relationships and performance of all parties	Secretary MLHRD; KIT Principal; AusAID	Throughout TVETSSP
Lack of coordination of donor input to TVET sector/KIT	Duplication or lack of complementarity of inputs Staff time not effectively utilised Reduced impact of TVETSSP	C	2	M	TVET Strategy to define role of donor assistance in supporting the sector. MLHRD to work with donors to ensure complementary inputs. TVETSSP to establish a separate development fund which can accept financial inputs from other donors.	AusAID Kiribati; Secretary MLHRD and Principal KIT and SPO	Throughout TVETSSP
Teaching and Learning Risks							
Inability to identify replacement I-Kiribati Principal and Deputy Principal with relevant TVET experience before end of Phase 2	Pressure to put I-Kiribati in roles without required skills and experience. TVETSSP effectiveness and	B	4	VH	KIT to develop clear succession plans, including personnel from outside KIT but with leadership potential if required. Expatriate personnel to have clear role in capacity building of future KIT senior management team.	Secretary MLHRD; KIT Principal	Interim Phase and Phase 1

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
funding support under the TVETSSP	sustainability reduced.				TVETSSP to be flexible to consider extending selected expatriate roles to Phase 3 if required.		
Staff turnover, particularly in small KIT departments	Delays in TVETSSP implementation Reduced effectiveness of training/capacity development provided.	B	3	H	KIT to develop succession plans. KIT to be restructured into larger teams. Capacity building to always include more than one KIT staff member. Clear manuals developed for key processes. MLHRD to work with PSO so vacancies quickly replaced with suitable staff	Secretary MLHRD; Principal KIT; PSO	Throughout TVETSSP
KIT staff do not adjust to required organisational culture changes	Reduced TVETSSP effectiveness. Quality targets not met. Sustainability weakened Non-compliance to standards	C	3	H	MLHRD/KIT proactively identify generic or individual barriers to change from beginning and address with staff establish professional development groups to discuss and address problem issues; provide advice, support and backup. Work with PSO to resolve any entrenched barriers to change	KIT Principal; Secretary MLHRD	Throughout TVETSSP
Trainer skill standards and training delivery material take too long to develop	Delays in offering updated/new courses. Graduate number targets not achieved	B	2	M	English language training for KIT trainers to commence in Interim Phase. Assessment of current competence of KIT trainers to be undertaken in Interim Phase. Existing overseas courses will be adopted and adapted to local conditions and needs. Expatriate trainers will be used as necessary to conduct Train the Trainer courses for relevant staff or run the initial courses in association with KIT trainers. Subject to funding, TVETSSP to have flexibility to extend international Operations Manager role into Phase 2 to conduct core courses	HRPC; KIT Principal	Interim Phase and Phase 1
TVETSSP's long term expatriate personnel do not adjust to Kiribati environment	Ineffective capacity building Turnover of personnel. Pressure to put I-Kiribati in roles without required skills and experience	D	3	M	MC to be experienced in identifying appropriate personnel. In Kiribati interview by MLHRD incorporating familiarisation visit. Team based approach and support for TVETSSP personnel.	Secretary MLHRD; KIT Principal; AusAID; MC	During personnel recruitment

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
Lack of KIT engagement with private sector	KIT training does not meet employer requirements. Employers do not support apprenticeship work attachments. Employers do not value or utilise KIT graduate skills. Revenue generation reduced. Reduced employment and productivity outcomes	D	4	M	TVET Strategy to include role and relationship with private sector. KIT to hold ongoing engagement with private sector. HRPC to include private sector training needs. Active private sector involvement in POC and TVET Advisory Board. Communication Plan to give guidance regarding communication with private sector. Employer satisfaction surveys to be regularly conducted/evaluated and any necessary adjustments to training delivery made.	KIT Principal; POC; MLHRD; Communications Officer; KCCI/KIMEO	Interim Phase and Phase 1 and throughout TVETSSP
Majority of courses continue to be for trade apprenticeships	Lack of TVET training opportunities for female students	D	4	M	Stakeholders advised of AusAID's Gender Policy. TVET Strategy to include gender equality and social equity policies. Targets set for female participation across KIT courses	Secretary MLHRD; SPO; POC	Phase 1 and during course identification processes
Entrants to KIT courses do not have the technical, ELLN, motivation or other required skills to successfully complete the course	High non completion rates, Inadequate workplace skills demonstrated (e.g. time management, communication and team work). Compromised employability	D	4	M	TVET Strategy specifies target entrants to KIT. Selection test developed to assess applicants. Appropriate and regular monitoring to identify students in need of additional support. Provision of student mentoring and counselling. Accept additional students into courses in anticipation of non-completions.	Secretary MLHRD; SPO; KIT Principal	Phase 1 and throughout the TVETSSP
KIT students fail to achieve target IELTS equivalent score on course completion	Restricted opportunity for KIT graduates to access further education/overseas employment	D	3	M	Entrance testing to include minimum standard for English language. KIT to operate as English language only institution. Sufficient EL training included in curriculum and supplementary support available as needed. Use of native EL speakers as trainers.	KIT Principal; Senior ESL Manager - TVET	Throughout TVETSSP
System Risks							
National HRD Plan process does not adequately identify and prioritise the training needs to be	KIT training courses not aligned with sector needs/priorities. Prioritisation of one sector at	C	4	H	MLHRD to work with the HRPC to facilitate HRD training needs analysis and prioritisation across all sectors. KIT to have active engagement with private/NGO sectors	MLHRD; HRPC; KCCI/other group!	Throughout TVETSSP

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
delivered by KIT, particularly for the private and NGO sectors	expense of others.				regarding their training needs.		
Kiribati public and private sector employers are unable to employ significant proportions of KIT Cert I/II graduates	KIT graduate in-country employment targets not achieved.	B	4	H	KIT training to be directed to areas of potential employment growth especially for youth. Tracer surveys to be regularly conducted to assess employment outcomes.	HRPC; POC; PSO; KCCI/ KIMEO	Throughout TVETSSP
Reduced opportunities for TVET Cert III/IV trained graduates to be employed overseas	KIT graduate overseas employment targets not achieved.	C	4	H	Tracer surveys to be regularly conducted to assess employment outcomes. Training conducted by KIT to produce graduates that are employable both in Kiribati and overseas	MLHRD; HRPC	Throughout TVETSSP
GoK/donor funding support not available for scholarships for KIT Cert II graduates to progress to Cert III/IV training overseas	KIT graduates access to higher level training restricted	D	4	M	MLHRD to seek support of donors for scholarships for overseas training by KIT graduates.	MLHRD	Throughout TVETSSP
Delays in approval process (tender boards, contracting etc)	Delays in implementing the TVETSSP	C	2	M	Early involvement of AusAID procurement and key stakeholders to ensure timely completion of the process. Simplifying TVETSSP design/outputs. TVETSSP includes an Interim Phase, which can be extended to include some Phase 1 activities.	AusAID; MFED; MLHRD	Procurement stage
M&E Risks							
Limited M&E experience of MLHRD/KIT counterparts	Unwillingness or inability to monitor TVETSSP's progress towards targets. Impact of TVETSSP is not regularly or reliably assessed	B	4	H	M&E to be aligned with GoK systems as far as possible (including MOPs, KDP) with support from MFED M&E Taskforce. TVETSSP Senior TVET Planning Officer to be experienced in M&E and to assist in capacity building of the I-Kiribati TVETSSP Communications Officer.	MFED; SPO	Phase 1 and throughout the TVETSSP
Lack of baseline data	Impact of TVETSSP cannot be assessed if baseline data is not available Inappropriate targets set or targets cannot be agreed at the start of the TVETSSP	D	4	M	Baseline data collection to be undertaken as priority exercise early in Phase 1	AusAID Kiribati; MLHRD; Principal KIT	Interim Phase

Risk	Potential Impact on TVETSSP	L1	C	R	Risk Treatment	Responsibility	Timing
Reliance on M&E data from other GoK agencies	Lack of timely data collection/provision Lack of data to evaluate TVETSSP impact	B	3	H	TVETSSP M&E Working Group to be set up to implement M&E processes where each partner will have a defined role in the implementation. Data triangulation will result in comparable data from multiple sources. The TVETSSP will develop a manual documenting the data collection process and timetable. Information provided to stakeholders in a way that highlights the positive use of the data collection and maintenance to improve training TVETSSP design and delivery	Secretary MLHRD; SPO; POC; AusAID	Throughout TVETSSP
Inadequate database and IT systems at KIT	Viruses and/or computer faults destroy source materials and information systems. Loss of resources, activity slowdown	D	4	M	Interim Phase includes the development of a simple database to record core KIT student data Phase 2 includes the development of a comprehensive MIS to record institution data (student, staff etc). Staff trained in the use of computer safeguards Protection software regularly updated Public access protocols, particularly for student use	Secretary MLHRD; KIT Principal	Throughout TVETSSP

[1]Risk Estimate Matrix

	CONSEQUENCES				
LIKELIHOOD	**Insignificant (1)**	**Minor (2)**	**Moderate (3)**	**Major (4)**	**Severe (5)**
A (Almost Certain)	M	H	H	VH	VH
B (Likely)	M	M	H	H	VH
C (Possible)	L	M	H	H	H
D (Unlikely)	L	L	M	M	H
E (Rare)	L	L	M	M	H

VH: very high risk; immediate action required

H: high risk; senior management attention needed

M: Moderate risk; management responsibility must be specified

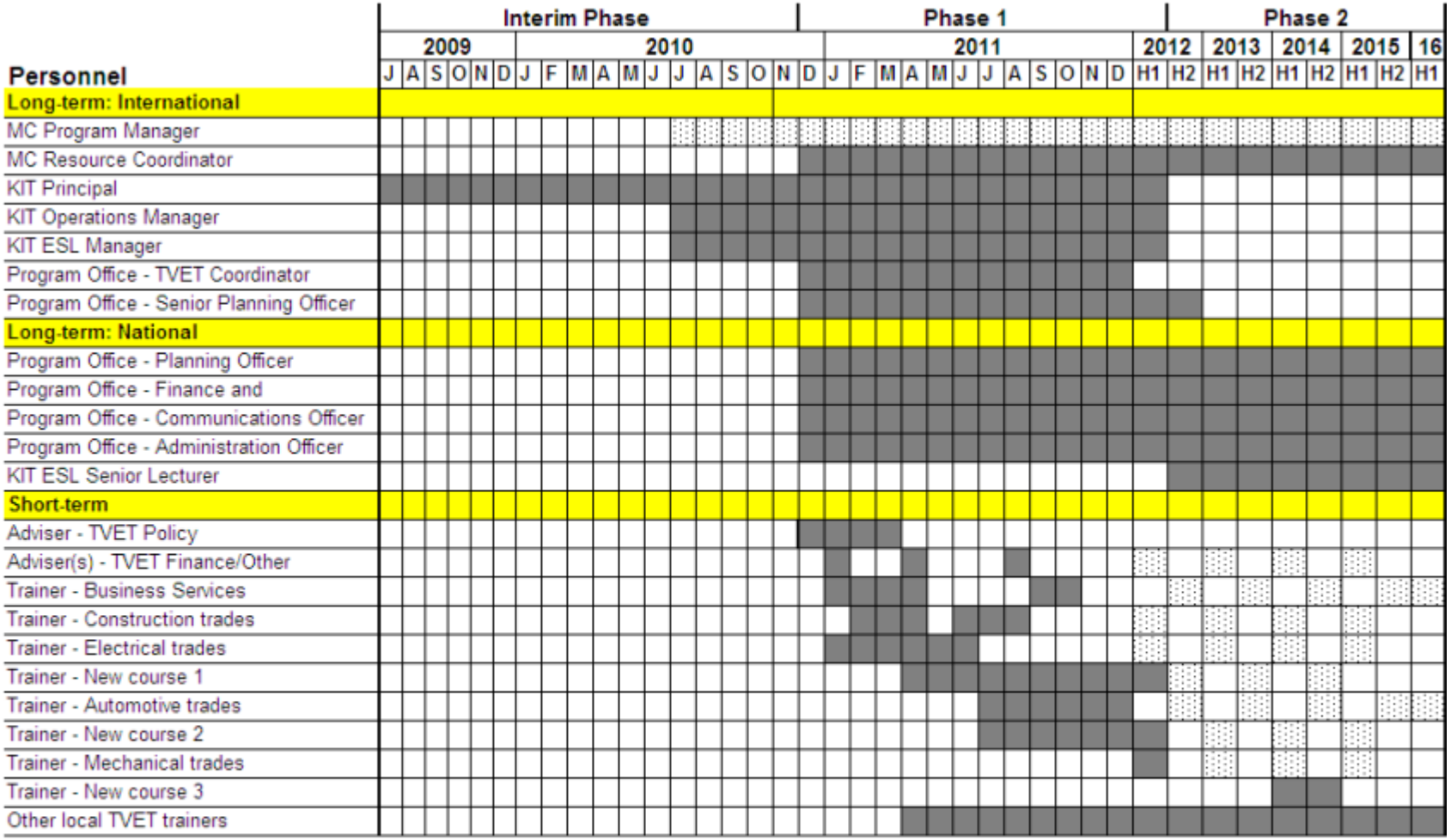
L: low risk; manage by routine procedure

Annex M: Resourcing

Table 1: TVETSSP Personnel

				Interim Phase	*Phase 1 and 2*	
Personnel	***Start***	***End Main Input***	***FTE***	***Kiribati***	***Australia***	***Kiribati***
Long-term: International						
MC Program Manager	Dec-10	Dec-15	0.2		13.2	
MC Resource Coordinator	Dec-10	Dec-15	1		66	
Program Office TVET Coordinator	Dec-10	Jun-11				12
Program Office - Senior TVET Planning Officer	Dec-10	Jun-12	1	12		24
KIT Principal	Jul-09	Mar-12	1	3		21
KIT Operations Manager	Jul-10	Jun-13	1			36
KIT Senior ESL Manager - TVET	Jul-10	Jun-12	1			24
Long-term: National						
Program Office - Planning Officer	Dec-10	Dec-15	1			66
Program Office - Finance and Procurement Officer	Dec-10	Dec-15	1			66
Program Office - Communications Officer	Dec-10	Dec-15	1			66
Program Office - Administration Officer	Dec-10	Dec-15	1			66
KIT Senior ESL Trainer	Jul-12	Dec-15	1			30
Short-term						
Adviser - TVET Policy	Dec-10	Oct-10	1	2		4
Adviser(s) - TVET Finance/Other	Dec-10	Dec-15	As reqd.			10
Trainer - Business Services	Dec-10	Dec-10	1			4+6
Trainer - Construction trades	Feb-11	Apr-11	1			5.5+4
Trainer - Electrical trades	Jan-11	Jul-11	1			5.5+4
Trainer - New course 1	Jan-11	Dec-11	1			11+4
Trainer - Automotive trades	Jul-11	Dec-11	1			5.5+4
Trainer - New course 2	Jul-11	Jun-12	1			11+3
Trainer - Mechanical trades	Jan-12	Jun-12	1			5.5+3
Trainer - New course 3	Jan-14	Dec-14	1			11+1
Local TVET trainers	Dec-10	Dec-15	As reqd.			50

Table 2: Personnel Inputs



Notes:

(a) Full-time

Part-time

(b) International or national position

Annex N: Technical Note, Relationship between the Australian RTO for the TVETSSP and the KIT

The Managing Contractor for the TVETSSP will be, or be in a legal partnership with, an Australian Registered Training Organisation (RTO).

During Phases 1 and 2, the Kiribati Institute of Technology (KIT) will be supported by the RTO/MC to progressively adopt Australian competency standards as the basis for its own training delivery and assessment. The design sets out an implementation strategy, which if fully successful, would allow KIT to:

- comply in most respects with the three Essential Standards for Registration that Australian training organisations must meet in order to deliver and assess nationally recognised training and issue nationally recognised qualifications; and
- make substantial progress against the three quality indicators that have been identified for continuous improvement of RTO performance.

The AQTF 2007 *Essential Standards* and *Quality Indicators* are set out in Attachment 1 to this Annex.

However, only an organisation registered under the Australian Quality Training Framework (AQTF) can deliver nationally recognised training and/or assessment and issue Australian Qualifications Framework (AQF) qualifications or statements of attainment.[104] Under current Australian regulatory requirements, KIT cannot be certified as an Australian RTO and cannot award recognised Australian Qualifications, even where its qualifications are equivalent to Australian qualifications.

This raises the question of how KIT graduates could be awarded recognised Australian qualifications in order to increase their labour mobility opportunities.

The proposed answer lies in fostering a partnership between the RTO for TVETSSP and the KIT so that, by the end of Phase 2, KIT and the RTO (or any other Australian RTO of KIT's choosing) could enter into a formal agreement directly for an RTO to auspice some of the training delivery and assessment at KIT.

Auspicing in the Australian TVET system involves an organisation entering into partnership with an RTO in order to have the training and assessment that it undertakes recognised under the National Training Framework.

In such an arrangement in Kiribati, the RTO would have the responsibility for assuring the quality of the assessments conducted by the KIT. The RTO would be required to set up systems for monitoring and evaluating KIT assessment processes and judgements about competence. The RTO would also responsible for issuing the qualifications and/or statements of attainment that ensue from that training.

By the start of Phase 3 (or earlier if feasible), a formal agreement could be entered into to establish the basic rules under which the partnership arrangement would operate. The type of agreement chosen will be influenced by:

[104] The Australian Quality Training Framework (AQTF) is the national set of standards, which assures nationally consistent, high-quality training and assessment services for the clients of Australia's vocational education and training system. AQTF 2007 is the current version of the framework, effective from 1 July 2007.

- the policies and procedures on partnership arrangements set by KIT/MLHRD and the RTO;
- how much each organisation is required to put into the partnership in terms of money, time and effort; and
- the degree of risk that may be entailed in the partnership. As the potential risk increases it is wise to ensure that the contracts between partners are legally binding on both partners.

Building a partnership requires an investment of time and resources. To succeed, each partner needs to plan their own involvement in relation to a shared vision and agreed roles and responsibilities. Trust and ongoing communication are often the most important elements for success.

Responsibilities of the RTO would be specified in the Auspicing Agreement and could include the following.

ANNUAL CONSULTATION

Induct KIT trainers to AQTF 2007 and Training Package requirements.

Provide KIT with relevant information, checklists and templates.

Ensure all quality assurance processes relating to training delivery and assessment are carried out.

In negotiation with the KIT, develop a Learning and Assessment Strategy for the training program and provide it and associated assessment plans, tools and templates.

Validate KIT's capacity to deliver in relation to physical resources, timelines, delivery and assessment processes and qualifications of delivery staff.

In consultation with the KIT develop a schedule of monitoring and mentoring contacts and other arrangements (at least three scheduled contacts per year).

Determine any additional services that may be mutually agreed.

Agree on key dates with the KIT for submission of results.

QUALITY ASSURANCE

Undertake at least three monitoring/mentoring contacts per year, in addition to the initial consultation.

Evaluate and provide feedback on the KIT delivery and assessment processes in accordance with this agreement, AQTF2007 and Training Package requirements.

Validate assessment undertaken by KIT, examining samples of assessment materials and processes used in delivery.

Provide opportunities for KIT trainers and assessors to participate in moderation, validation and evaluation meetings.

Provide reports verifying the outcomes of validation processes.

CERTIFICATION

Provide enrolment forms for the Units/Modules specified in schedules for the Agreement.

Collect and maintain student records as required.

Ensure that KIT and RTO reporting timelines are met.

Issue statements of Academic Record and/or qualifications to eligible students as per AQTF2007 requirements.

Responsibilities of the KIT should also be specified in the Auspicing Agreement and could include the following.

QUALITY ASSURANCE

Adhere to all requirements and processes related to maintaining AQTF2007 standards and ensure Training Package delivery and assessment requirements are met

Provide the RTO with details of KIT complaints handling processes

Provide the RTO with details of KIT's commitment to access and equity principles

Notify the RTO of any variations to the details of the Agreement, e.g., change of training personnel, cancellation of classes

Participate in quality assurance activities including RTO internal audits, MLHRD audits, and the validation and moderation of assessment

Agree key dates with the RTO for submission of results

DELIVERY AND ASSESSMENT

In consultation with the RTO, develop and provide appropriate equipment, learning resources and facilities for the delivery of the agreed program/s

Provide the RTO with details of the timetable for delivery, learning plans and learning resources for the delivery of the agreed program in a timely manner

Ensure that teachers/trainers are competent to deliver the units/modules selected in this Agreement according to the Training Package requirements and that they comply with the AQTF 2007 requirements for delivery and assessment staff, including the possession of a relevant training qualification. Where KIT trainers do not possess a relevant training qualification KIT will ensure that delivery and/or assessment is supervised by a suitably qualified person

Ensure staff and students participate in relevant induction programs and activities as offered by the RTO.

Utilise the Learning and Assessment Strategy and associated assessment tools and templates provided by the RTO to conduct student training and assessment

Provide each student with details of assessments including a copy of an assessment plan for each unit or cluster of units being delivered.

Explain to students the role of the RTO in issuing qualifications and/or statements of attainment

Where students may be eligible for Recognition of Prior Learning, they are to liaise with the RTO to ensure appropriate processes are undertaken

Provide student attendance and other variations on an as-required basis

The KIT must provide the RTO with student assessments in time for the RTO to then prepare Statements of Attainment for the KIT students according to agreed deadlines.

ATTACHMENT 1: Australian Quality Training Framework (AQTF) 2007 105

Essential Standards for Registration

[105] Extracts from AQTF 2007 Essential Standards for Registration (Final Version)

Standard 1: The Registered Training Organisation provides quality training and assessment across all of its operations.

Elements

1.1 The RTO collects, analyses and acts on relevant data for continuous improvement of training and assessment.

1.2 Strategies for training and assessment meet the requirements of the relevant Training Package or accredited course and are developed in consultation with industry stakeholders.

1.3 Staff, facilities, equipment, and training and assessment materials used by the RTO are consistent with the requirements of the Training Package or accredited course and the RTO's own training and assessment strategies.

1.4 Training and assessment are conducted by trainers and assessors who:

(a) have the necessary training and assessment competencies as determined by the National Quality Council or its successors

(b) have the relevant vocational competencies at least to the level being delivered or assessed

(c) continue developing their vocational and training and assessment competencies to support continuous improvements in delivery of the RTO's services.

1.5 Assessment, including Recognition of Prior Learning (RPL):

(a) meets the requirements of the relevant Training Package or accredited course

(b) is conducted in accordance with the principles of assessment and the rules of evidence

(c) meets workplace and, where relevant, regulatory requirements.

Standard 2: The Registered Training Organisation adheres to principles of access and equity and maximises outcomes for its clients.

Elements

2.1 The RTO continuously improves client services by collecting, analysing and acting on relevant data.

2.2 Before clients enrol or enter into a contract, the RTO informs them about the training, assessment and support services to be provided, and about their rights and obligations.

2.3 Employers and other parties who contribute to each learner's training and assessment are engaged in the development, delivery and monitoring of training and assessment.

2.4 Learners receive training, assessment and support services that meet their individual needs.

2.5 Learners have timely access to current and accurate records of their participation and progress.

2.6 Complaints and appeals are addressed efficiently and effectively.

Standard 3: Management systems are responsive to the needs of clients, staff and stakeholders, and the environment in which the Registered Training Organisation operates.

Elements

3.1 The RTO uses a systematic and continuous improvement approach to the management of operations.

3.2 The RTO monitors training and/or assessment services provided on its behalf to ensure that they comply with all aspects of the *AQTF 2007 Essential Standards for Registration.*

3.3 The RTO manages records to ensure their accuracy and integrity.

Quality Indicators

Three quality indicators have been identified for continuous improvement of RTO performance and for the establishment of risk profiles by state and territory registering bodies.

The three quality indicators are:

- **Employer satisfaction** (competency development, and training and assessment quality). This indicator focuses on employers' evaluations of learners' competency development, its relevance to work and further training, and the overall quality of the training and assessment.
- **Learner satisfaction** (learner engagement and competency development). This indicator focuses on the extent to which learners are engaging in activities likely to promote high-quality skill outcomes, as well as learners' perceptions of the quality of their competency development and the support they receive from RTOs.
- **Competency completion rate**. This is calculated for qualifications and units of competency/modules delivered, based on data provided by RTOs on the previous calendar year's number of enrolments and qualifications completed and/or units of competency/modules awarded.

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