

Evaluation of New Zealand support for the Marine Training Centre, Kiribati

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About this report

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Kam batin rabwa.

Glossary

DAC	Development Assistance Committee, Organisation for Economic Cooperation and Development
DFAT	Australia Department of Foreign Affairs and Trade
FTC	Fisheries Training Centre
GoK	Government of Kiribati
ILO	International Labour Organisation
IMO	International Maritime Organisation
ISP	Institutional Strengthening Project
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MCTTD	Ministry of Communications, Transport and Tourism Development
MFMRD	Ministry of Fisheries & Marine Resource Development
MLHRD	Ministry of Labour & Human Resource Development
MTC	Marine Training Centre
NCL	Norwegian Cruise Line
NZHC	New Zealand High Commission
PCC	Project Coordination Committee
PNA	Parties to Nauru Agreement (Fisheries Agreement)
SPC	Secretariat of the Pacific Community
SPMS	South Pacific Marine Service
STCW	Standards for Training & Certification of Watchkeepers
STCW/F	Standards for Training & Certification of Watchkeepers, Fishing vessels

Abstract

The report presents the findings of an independent evaluation of New Zealand's support for the Kiribati Marine Training Centre (MTC) from 2010 to 2014. The purpose of the evaluation is to provide information to assist MFAT to review its engagement with the MTC, and plan its assistance for the next five years. Support was examined against four criteria: relevance, effectiveness, efficiency and impact, based on an evaluative rubric defining levels of performance. Thirty-three stakeholders were interviewed in Kiribati, and 18 stakeholders in New Zealand and Fiji. The interview data were supplemented by administrative data, document review and relevant literature.

New Zealand's support to the MTC is found to be *very relevant* and its impact is *fully achieved*. The effectiveness and efficiency of MTC support is *mostly achieved*.

A significant risk to the future viability of MTC training and the employment of I-Kiribati seafarers is identified, namely, retention of the White List status awarded to Kiribati by the International Maritime Organisation (IMO). The report recommends that the Governments of Kiribati and New Zealand collaborate to ensure the work needed to comply with IMO requirements is completed in the required timeframe.

The evaluation findings show that MTC support is contributing to tangible economic and social benefits for Kiribati on a number of levels - skill development and international qualifications for individuals, remittances for extended families, and a domestic marine workforce supporting government and local enterprise.

Executive Summary

This report presents the findings of an independent evaluation of New Zealand's support for the Kiribati Marine Training Centre (MTC). The report is in two parts. Part A *looks back* to evaluate the extent to which New Zealand support since 2010 has strengthened the viability of the MTC. Part B *looks forward* to identify how the viability and sustainability of the MTC can be enhanced in the future.

Background and context

Since 2010 New Zealand's support has consisted of five key activities, (referred to in this report as *MTC support*) to contribute to the long-term goal of building "A maritime training institution that contributes to the economic and social wellbeing and the human resource development of Kiribati". The five activities are:

- The establishment of a Medical Clinic at MTC and funding of clinic personnel and supplies.
- The merger of the MTC and Fisheries Training Centre (FTC).
- The construction of new buildings and facilities at MTC to support the merger.
- A gender review and associated strengthening activities.
- Strengthening the capability of MTC staff in technical areas, management and teaching.

Purpose and objectives of the evaluation

The purpose of the evaluation is to provide information that will assist MFAT to review its engagement with the MTC since 2010, and plan its assistance for the next five years. There are four evaluation objectives:

- To assess the extent to which MTC support is building the long-term viability of the MTC.
- To examine the ways in which MTC support is creating benefits and value for Kiribati (or is creating negative impacts).
- To identify the factors that will assist/hinder the future viability and sustainability of MTC as a marine and fisheries training centre for I-Kiribati and students from other countries.
- To provide recommendations on how the sustainability of MTC could be strengthened through future New Zealand support.

Methodology

MTC support was examined against four evaluation criteria: relevance, effectiveness, efficiency and impact, based on the Developmental Assistance Committee (DAC) definitions of each of these terms. As part of the evaluation planning, an evaluative rubric (provided in Appendix B) was developed describing levels or

standards of performance for each of the four criteria. All of the data (i.e. from interviews, documents, and administrative data) was analysed against the standards, and an evaluative assessment produced for each criterion. Thirty-three stakeholders were interviewed in Kiribati in the first week of June 2014. Eighteen stakeholders in New Zealand and Fiji were interviewed between mid-June and early July.

Key findings

Looking back

This section provides an evaluative assessment for each criterion and a short explanation about the assessment. The findings which support these assessments are discussed in the body of the report.

Assessment of **relevance: fully achieved**

Each of the activities was developed in response to an identified issue or need associated with the MTC and FTC. Taken together, the activities are aimed at enhancing training infrastructure, strengthening training capability, reducing barriers to off-shore employment, and encouraging safe training and employment opportunities for women. All of these activities are relevant to the development goals of the Government of Kiribati and New Zealand's development commitments to Kiribati.

Assessment of **effectiveness**

Unlike the other three criteria where an overall assessment is provided, the effectiveness criterion is broken down into the specific support areas, as follows:

- Construction of buildings and facilities - **fully achieved**
- Establishment of medical clinic - **mostly achieved**
- Gender review and strengthening - **mostly achieved** (with the exception of seafarer employment for women which is not achieved).
- MTC staff capability strengthening - **mostly achieved** (with some reservations about some aspects of competency-based assessment).
- MTC and FTC merger - **minimally achieved.**

Assessment of **efficiency: mostly achieved**

A cost benefit analysis commissioned by MFAT compared the benefits provided by remittances from seafarers trained at the MTC with the costs of running the MTC. The study found a benefit to cost ratio of 2.4 - for every AU\$1 generated through operation of the MTC and seafarer remittances, there is a AU\$2.07 boost to the economy

through indirect and induced effects (Nimmo-Bell and Market Economics, 2013).

Assessment of **impact: fully achieved**

The findings show that New Zealand support is contributing tangible benefits for I-Kiribati through skill development, access to work qualifications that are internationally recognised, placement into off-shore employment, and remittances. Ex-graduates are also contributing to a domestic marine workforce for public and private organisations. The exception to the fully achieved assessment for impact is the lack of sea-based employment opportunities for women.

Looking forward

White List status

Kiribati currently has White List status issued by the International Maritime Organisation. A major revision of the requirements for this status (Standards of Training, Certification and Watch keeping for Seafarers or STCW) was completed in 2010. Kiribati is to be audited for STCW 2010 at the end of 2015. Interviews with officials indicate that the Government of Kiribati is not currently compliant with the STCW 2010 requirements and therefore is likely to fail the audit. If the required corrective actions are not completed there could be potentially disastrous consequences for the training and employment of I-Kiribati seafarers, as employers from countries on the White List will not employ seafarers with certificates issued by non-White List countries. Not having White List status will also have serious consequences for all of the marine public and private entities that are regulated by the Ministry of Communications, Transport, and Tourism Development (MCTTD).

- Recommendation to MFAT: Undertake a technical assessment to scope the areas where Kiribati will fail to comply with STCW 2010 requirements, and contract appropriate personnel to undertake the required work in collaboration with MCTTD.
- Recommendation to GoK: Provide the MCTTD with the required resources and funding to do the work required to become STCW 2010 compliant.

MTC/FTC merger

The merger of MTC and FTC is a major change initiative. The findings indicate the merged organisation must take account of all the industry groups that are the intended employers of marine and fisheries graduates, that is, fisheries employers and SPMS companies.

MTC Medical Clinic

The funding provided by MFAT for the MTC Medical Clinic's supplies will end in December 2014. The GoK has recently decided that the

future funding of supplies (approximately \$100k per annum) will come from the Ministry of Health budget.

- Recommendation to GoK: Ensure ongoing funding is available for the Medical Clinic's supplies to ensure the continuity of the clinic's services and completion of medical clearances.

Officer level training

It is important that marine training institutions are responsive to anticipated changes in the industry's human resource needs. The current state of the international maritime workforce with an over-supply of ratings and shortage of officers is well documented.

Consequently, we support in principle the proposal for MTC to offer officer training, up to level three. We do not support training for levels one and two at this time because of the complexity of the training requirements and expense involved.

- Recommendation to MFAT: Commission an implementation plan which will address all of the issues associated with offering officer training (including staff upskilling requirements), and provide detailed costings.

Employment opportunities for women

Structural change is required if women are to have opportunities for safe employment in sea-based roles. Such change is needed to address the traditional power imbalance between I-Kiribati men and women through women gaining positions of authority and influence as officers and subsequently as instructors at MTC. In the short-term, efforts are needed to identify employment opportunities for women graduates of the catering/hospitality course to work as stewards on cruise ships.

- Recommendation to MFAT: Set up scholarships for women (with the required educational levels) to train at the New Zealand Maritime School to become officers on vessels not crewed by I-Kiribati men.
- Recommendation to MFAT and GoK: Commission a contractor to work with officials from the relevant government departments to investigate employment opportunities for women as stewards on cruise ships.

Conclusion

MTC support is an effective and efficient initiative that contributes to tangible economic and social benefits for Kiribati on a number of levels - skill development and international qualifications for individuals, remittances for extended families, and a domestic marine workforce supporting local enterprise.

About this report

This report presents the findings of an independent evaluation of New Zealand support for the Kiribati Marine Training Centre (MTC). The evaluation was completed by a four person team with different areas of expertise: Heather Nunns (evaluation), Dr Maria Borovnik (development, Kiribati), Julian Joy (maritime education and management) and Professor Richard Bedford (migration studies).

The report is in two parts. Part A *looks back* to evaluate the last four years of New Zealand support in building the viability of the MTC. Part B *looks forward* to identify how the viability and sustainability of the MTC can be enhanced in the future.

In this report, the term *participant* is used to identify people interviewed for the evaluation.

MTC support

This report evaluates the activities undertaken as part of phases two and three of the MTC Institutional Strengthening Programme (ISP). The goal of the ISP is to build the long-term viability of the MTC so that it is "A maritime training institution that contributes to the economic and social wellbeing and the human resource development of Kiribati".^{1 2} In this report these activities are collectively referred to as *MTC support*. In summary, these activities include the following:

- The establishment of a Medical Clinic at MTC and funding of clinic personnel and supplies.
- The merger of the MTC and Fisheries Training Centre (FTC).
- The construction of new buildings and facilities at MTC to support the merger.
- A gender review and associated strengthening activities.
- Strengthening the capability of MTC staff in technical areas, management and teaching.

Purpose, scope and objectives of the evaluation

Purpose and scope

The purpose of the evaluation is to provide information that will assist MFAT to review its engagement with the MTC since 2010, and plan its assistance for the next five years. The evaluation covers MTC support from 2010 to mid-2014.

• ¹ Phase two took place January 2010-December 2012. Phase three began in January 2013 and is ongoing.

² Overarching Activity Design document, May 2013.

The following are out of scope of this evaluation:

- Technical assessment of the MTC and Australian Marine College proposal to offer officer-level training.
- The Observer Management Office and programme.
- New Zealand's scholarship programme which has supported MTC graduates to study for higher level qualifications in New Zealand.
- Comparison of the MTC and FTC with other Pacific-based marine and fisheries training schools.

Evaluation objectives

The evaluation objectives are listed below. The evaluation questions are provided in Appendix A.

- To assess the extent to which MTC support is building the long-term viability of the MTC.
- To examine the ways in which MTC support is creating benefits and value for Kiribati (or is creating negative impacts).
- To identify the factors that will assist/hinder the future viability and sustainability of MTC as a marine and fisheries training centre for I-Kiribati and students from other countries.
- To provide recommendations on how the sustainability of the MTC could be strengthened through future New Zealand support.

Methodology

This section provides an overview of the evaluation methodology. A detailed description of the methodology is provided in Appendix B. The evaluation approach is based on an evaluative rubric (developed at the beginning of the evaluation) describing levels or standards of performance for each of the four criteria identified in the evaluation terms of reference (dated 17 February 2014): relevance, effectiveness, efficiency and impact. All of the data (i.e. from interviews, documents, and administrative data) was analysed against the standards of performance, and an evaluative assessment produced for each criterion.

Fieldwork was conducted in Kiribati from 1-7 June 2014. Thirty-three stakeholders were interviewed (face to face) in Kiribati. Interviews (face to face or by telephone) with 18 stakeholders in New Zealand and Fiji were conducted from mid-June to early July.

There are a number of limitations associated with the evaluation which are discussed in Appendix B. In particular, our visit overlapped with the visit of the two consultants working on the Fisheries Training Strengthening Programme. Further, MTC staff and trainees were undertaking examinations during the week of our visit. Consequently staff were preoccupied with examinations and we were unable to observe any classes in action or talk to staff and trainees at length.

Another limitation is the absence of a baseline against which improvements in staff capability and other changes could be measured. We relied instead on changes reported by MTC participants.

Part A: Looking back

This section addresses the first and second evaluation objectives: (i) to assess the extent to which MTC support is building the long-term viability of the MTC, and (ii) to examine the ways in which MTC support is creating benefits and value for Kiribati (or is creating negative benefits). The section begins by describing the background to, and context for the findings. The findings are then reported against the four criteria: relevance, effectiveness, efficiency and impact. The findings about each criterion are presented first, followed by our interpretation of the findings and assessment of the extent to which the criterion has been achieved.

Background and context

The section begins with information about the international marine industry and central Pacific fisheries industry. An overview of the MTC and FTC is then provided, including a description of the domestic, regional and international networks in which they operate.

International marine industry

The global financial crisis (GFC) had a significant impact on the international marine industry. This is evidenced by the reduction in the number of vessels operated by the South Pacific Marine Service (SPMS) companies employing I-Kiribati seafarers (approximately 1000 vessels pre-GFC, now around 650). The global demand for ratings is decreasing due to other industry-related factors.³ The new generation ships are larger but require fewer crew due to improved technologies. The employment market continues to be competitive with crew from the Philippines, and new training schools in Brazil and South Africa competing with seafarers from Pacific States. The construction of larger vessels requiring fewer staff, together with a reduction in the number of vessels owned by SPMS companies makes it more difficult for MTC to place trainees on ships for the practical

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³ The term 'ratings' refers to the seafarers who support officers in the operation of the ship.

experience (two months sea-based work) which is required to complete their training.⁴

At the same time as the demand for ratings is decreasing, there is a deficit in the number of officers required by the industry: “The current officer supply is estimated to be to be 610,000, representing a shortfall of 19,000 personnel. This shortfall is forecast to rise to 21,700 by 2018 given that there will be a requirement for an additional 38,500 officers by this time.”⁵

Central Pacific fisheries industry

Fishery resources are important to Kiribati for food security, employment and revenue. Kiribati has one of the largest economic exclusion zones in the world and is geographically well situated in an area with significant tuna stocks.⁶ Although Kiribati does not have a domestic fleet able to reap the benefits of these fisheries, it is able to benefit financially from licensing agreements and on-shore processing facilities owned by international companies.

Further, Kiribati is a party to the Nauru Agreement (PNA) which requires fishing vessels of non-PNA countries operating in PNA waters to have 20 percent of its crew from one or more PNA countries. It is estimated that there are approximately 325 I-Kiribati working as crew on Japanese fishing vessels and between 100 and 200 on Korean, Taiwanese and Chinese fleets at any one time.⁷

The importance of fisheries to Kiribati is recognised by the recent publication of its National Fisheries Policy 2013-2025. According to this document, the combined value of Kiribati fisheries is estimated to exceed AU\$110m per annum. The Government of Kiribati Budget 2014-2015 shows that fisheries licences issued to non-Kiribati fishing companies provided revenue of AU\$58m in 2012.

Marine Training Centre

The Marine Training Centre (MTC) (previously known as the Colonial Mercantile Marine Training School, and the Marine Training School)

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⁴ In the past it would take up to six months for trainees to be placed on a vessel for their sea-time. Now it can take up to 12 months for a placement.

⁵ Drewry Shipping Market Review and Forecaster: Manning 2014 Annual Report. Retrieved from <http://www.drewry.co.uk/news.php?id=275>.

⁶ Fisheries Training Strengthening Programme, Activity Design Document, September 2012, p. 6.

⁷ Government of Kiribati Fisheries Policy 2013-2025, p.7.

was established in 1967. The MTC provides training for ratings to work in deck and engineering positions on international ships. The MTC has produced more than 3500 trainees since 1967.⁸

There are currently 54 staff at MTC, 35 of who are instructors who are ex-mariners. Given their non-teaching background, a major focus of New Zealand's support is increasing the capability of instructors in teaching and assessment practice.

The MTC currently has an intake of 50 trainees per year.⁹ Trainees live on-site for the 18 months of their training. This is followed by two months sea-time on a SPMS ship. Once this is completed the trainees are deemed to have completed their training. The training is free and GoK pays trainees a weekly allowance of AU\$25. Training is open to males only.^{10 11} Trainees are required to have completed form five. Trainee intakes are done alternately from South Tarawa and the outer islands to ensure equal access to training.¹²

Since 2010 the MTC has offered a 10 month hospitality/catering course which is open to males and females.¹³ On graduation, male trainees gain employment on ships as stewards while females seek work in Kiribati due to a lack of sea-based employment opportunities.

The MTC also provides refresher courses for seafarers who are required to update their safety training at prescribed intervals. Seafarers pay a fee for this training.

Fisheries Training Centre

The Fisheries Training Centre was established in 1989 as part of the MTC. It became a separate institution in 1995 when it moved to its current site at Bikenibeu. The FTC trains young men to crew fishing vessels for international companies. The FTC currently has a staff of 25. The FTC will merge with the MTC at the beginning of 2015 when it moves onto the MTC site at Betio.

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⁸ http://www.mtc-tarawa.edu.ki/?page_id=43.

⁹ The intake number has been reduced as a result of the SPMS companies' reduced demand for ratings.

¹⁰ The New Zealand Maritime School also has a males-only policy for ratings.

¹¹ Each island council is given a share of the quota for each course and select suitable candidates who are then required to pass an intake test.

¹² Fifty percent of the country's population lives in South Tarawa, the main urban area, and 50 percent in other parts of the the country (2010 Census).

¹³ Males are required to be aged at least 18 years and females 21 years (this is the legal age for females in Kiribati).

For many years the FTC has had strong links with the Japan Tuna Fishing Corporation (JTFC) and Japan International Cooperation Agency (JICA). These organisations have supported FTC by providing funding, equipment and volunteer support, especially teaching Japanese language to trainees.

The FTC course lasts 12 months and most of the trainees gain employment within six months of graduating, predominantly on Japanese fishing vessels. Trainee intake numbers are usually between 50 and 75 students a year, depending on employers' requirements. Trainees are required to have completed form two education.

MTC and FTC networks

The MTC and FTC operate within a network of government, regional and international organisations, and private enterprise as illustrated in Figure one. Information about the individual entities shown below is provided on pages 16-17. Understanding this network is important for the findings that follow.

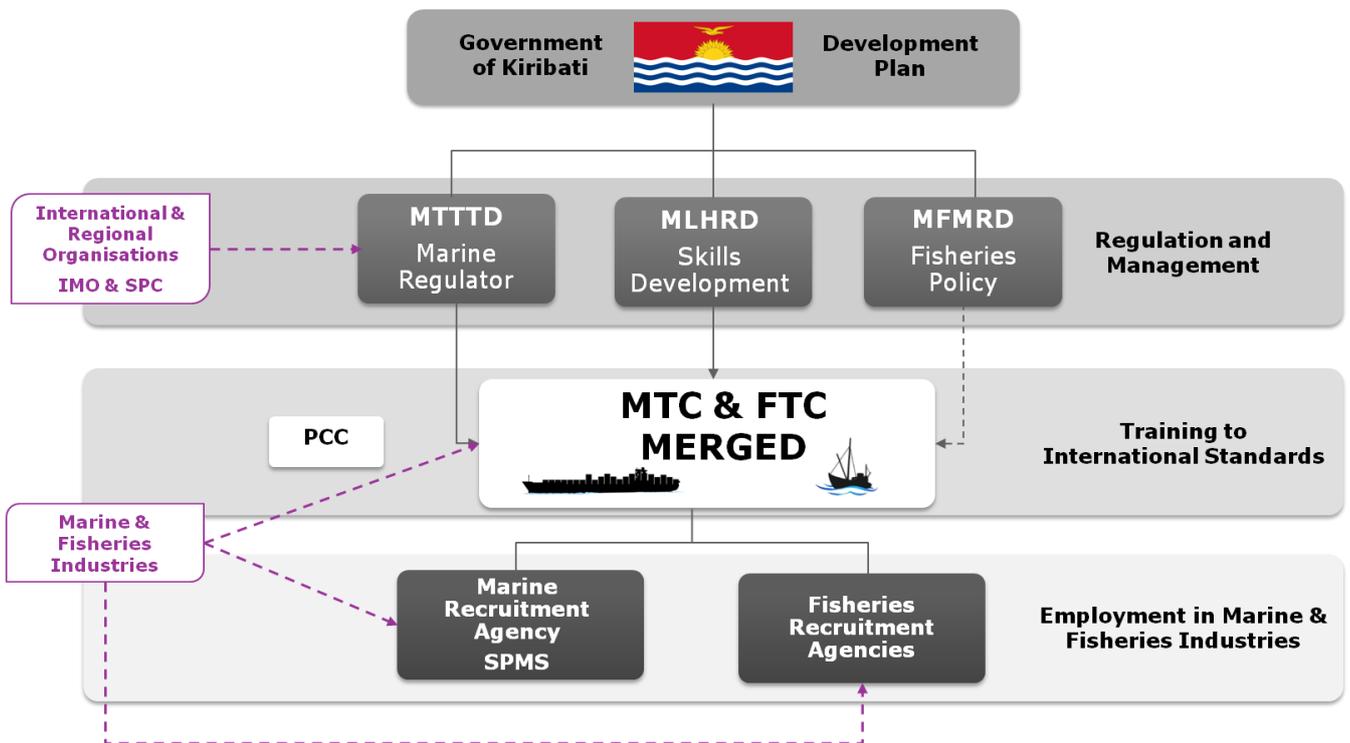


Figure 1: MTC and FTC networks

Entity	Role
Government of Kiribati	
Ministry of Labour and Human Resource Development (MLHRD)	The MTC and FTC are part of the MLHRD and their funding comes from the MLHRD budget. Revenue collected by the MTC from course fees goes into the GoK Consolidated Fund. The MLHRD is responsible for approving recruitment agencies (see below).
Ministry of Communication, Transport and Tourism Development (MCTTD)	The Marine Division of the MCTTD is the regulatory body responsible for ensuring that International Maritime Organisation (IMO) conventions signed by the GoK are complied with. Of relevance to this evaluation is the Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) and STCW(F) which refers to fisheries. White List status is awarded to countries that are signatories to the convention and are in compliance with STCW requirements. Among its wide-ranging functions, the Marine Division of the MCTTD assesses and accredits MTC and FTC as training institutions that meet the required standards.
Ministry of Fisheries and Marine Resource Development (MFMRD)	The Ministry of Fisheries is the agency responsible for fisheries policy and management. It led the development of the first Kiribati National Fisheries Policy 2013-2025 which sets out five strategic objectives for fisheries development.
Ministry of Women, Youth and Social Affairs (MWYSA)	The Ministry of Women, Youth and Social Affairs (MWYSA) was set up by the GoK in October 2013. The Ministry is currently working on a Gender Equity Strategy.
Project Coordination Committee (PCC)	The Project Coordination Committee oversees New Zealand's support to the MTC. It comprises representatives from the MTC, FTC, MLHRD, Ministry of Finance and Economic Development, the Marine section of the MCTTD, the Public Service Office, the Kiribati Overseas Seamen's Union, South Pacific Marine Service, Japan International Cooperation Agency, and the New Zealand High Commission.
International and regional organisations	
International Maritime Organisation (IMO)	The IMO is the United Nations agency responsible for the safety and security of shipping and the prevention of marine pollution by ships. ¹⁴ The STCW underwent a major revision in 2010. Kiribati currently has White List status based on the 1995 STCW requirements. The GoK is to be audited for STCW 2010 at the end of 2015. Maintaining White List status is important because employers from countries on the White List will only employ seafarers with certificates issued by White List countries.
Secretariat of the Pacific Community (SPC)	The Maritime section, Economic Development Division has a regional role coordinating and conducting maritime training in Pacific Island countries. This includes providing advice on regional and international standards for SPC member governments and their institutions. The SPC conducts IMO audits on MTC and provides the centre with curriculum material.

¹⁴ <http://www.imo.org/About/Conventions/Pages/Home.aspx>.

Recruitment agencies	
South Pacific Marine Service (SPMS)	South Pacific Marine Service (SPMS) is a Kiribati-based employment agency owned by a group of six German shipping companies that employ male MTC graduates as deck and engineering ratings and stewards on their vessels. ¹⁵ The relationship between SPMS and MTC is a long one, dating back to 1966 when a Hamburg Sued vessel visited Kiribati to drop off a sick seaman. ¹⁶ This was the start of a relationship that will celebrate its 50th anniversary in 2017. In 2013-2014 approximately 700 I-Kiribati seafarers and stewards were employed by SPMS companies. ¹⁷ Prior to the global financial crisis, SPMS companies employed about 1060 I-Kiribati. Over the years SPMS has supported MTC through the funding of MTC staff positions, and providing equipment and resources.
Shipping Agency of Kiribati (SAOK)	The Shipping Agency of Kiribati (SAOK) is a recruitment agent for the Norwegian Cruise Line (NCL) which used to employ between 200-300 seafarers and hospitality workers before it moved out of the central Pacific region. While the company no longer employs hospitality workers, about 50 I-Kiribati engineers and two assistant pursers continue to be employed by NCL.
Kiribati Fishing Services (KFS)	This is the largest of the fishing recruitment companies, recruiting FTC graduates for the Japanese Fisheries Association (for pole and line, purse seine and long line vessels).
Kiribati Employment Marine Services, Central Pacific Maritime Agency, Dojin	These are other fishing recruitment agencies seeking FTC graduates to work on Japanese and Korean vessels.

Other support organisations

In addition to New Zealand, other aid organisations are working in the MTC and FTC network space, as follows:

Australian Department of Foreign Affairs and Trade (DFAT): DFAT assisted the Ministry of Fisheries and Marine Resource Development with developing the National Fisheries Policy. While New Zealand is now leading the Fisheries work, DFAT (along with other organisations) is assisting in its implementation. DFAT has also recently completed an institutional strengthening project with the Ministry of Labour and Human Resource Development.

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¹⁵ The companies are Reederei August Bolten, Reederei Fisser & van Doornum, Hamburg Südamerikanische Dampfschiffahrtsgesellschaft KG (Managing Partner), Reederei Leonhardt & Blumberg, Reederei F. Laeisz GmbH, and Reederei Nord GmbH.

¹⁶ Borovnik, 2003, p.77.

¹⁷ The current number of active I-Kiribati seafarers on the SPMS database is over 1000.

Pacific Islands Forum Fisheries Agency, SPC Fisheries Division, World Bank, UN Food and Agriculture Organisation, and European Union: These organisations are providing a range of supports for fisheries development and management.

Findings: MTC support

The findings are reported against four criteria: relevance, effectiveness, efficiency and impact.

Relevance

Relevance is defined as “the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor”.¹⁸ The relevance of MTC support for both the Government of Kiribati and the New Zealand Government is examined.

Findings

Government of Kiribati

In its Development Plan 2012–2015, the Government of Kiribati links future economic development with quality education and training opportunities, as reflected in the first two of its national outcomes:

Outcome: An education and training system where quality, inclusive, equitable, technical and professional development opportunities are enhanced.

Outcome: Increased sustainable economic development and improved standard of living for all I-Kiribati.

According to President Aote Tong, such education and training (to overseas standards) will enable “migration with dignity” in the event of I-Kiribati having to relocate due to climate change.¹⁹

Providing training opportunities for school leavers is particularly important given the youthful nature of the Kiribati population. At the 2010 Census, youth aged 15-24 years made up 21 percent of the population while children aged under 15 years comprised a further 36 percent.

Unlike other education and training institutions in Kiribati, the MTC and FTC not only assist trainees to gain internationally recognised qualifications but also place them into jobs. Off-shore employment is vital given the limited opportunities for paid work in Kiribati. An Asian Development Bank study published in 2009 noted that out of the 40,000 workforce living in South Tarawa in 2008, only 30 percent had

¹⁸ This report uses the OECD Development Assistance Committee (DAC) definitions of each of the criterion.

¹⁹ <http://www.climate.gov.ki/category/action/relocation/>

paid work - 7000 in public administration, 1800 in publicly owned enterprises, and around 3000 in the private sector. The study also noted that of the approximately 2000 young people entering the labour force each year, only 500 find jobs in the formal sector (2009, p.73).

The value placed by the Kiribati Government on the MTC is demonstrated by its financial commitment to the training centre. A cost benefit analysis study (Nimmo-Bell & Market Economics, 2013, p.10) shows the total cost of running the MTC over the period 1995 to 2012 was AU\$36.0m (in 2012 dollar terms) of which AU\$18.3m (51 percent) was contributed by the GoK, AU\$9.1m (25 percent) by the New Zealand Government, AU\$7.3m by SPMS (20 percent) and AU\$1.3m (4 percent) by the Australian Government.²⁰

In the Kiribati Government Budget 2014-2015, the MTC has been allocated AU\$1.4m for its annual operating costs which is 41 percent of the total budget of the Ministry of Labour and Human Resource Development, while the FTC has been allocated AU\$631,728, 17 percent of the MLHRD budget. Together this represents 58 percent of MLHRD's annual budget and 1.9 percent of the Government's total operating budget of AU\$108m for 2014-2015.

New Zealand Government

The New Zealand Government has supported the MTC (and FTC) since the 1970s.²¹ Its ongoing commitment to Kiribati is reflected in the New Zealand-Kiribati Joint Commitment for Development signed on 25 April 2014 which states "New Zealand will deliver initiatives that support economic development, offer value for money, are proven to work, and have tangible results that can be sustained long-term."

This evaluation will demonstrate that the support given to the MTC is an example of such an initiative. It is an investment that contributes to tangible economic and social benefits for Kiribati on a number of levels - skill development and international qualifications for individuals, remittances for extended families, and a domestic marine workforce supporting local enterprise.

The MTC support activities are described in more detail in the next section as part of the discussion on effectiveness. This section

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²⁰ The total costs include operating costs and capital expenditure.
²¹ <http://www.aid.govt.nz/where-we-work/pacific/kiribati>

examines the relevance of each of the support activities, as summarised in the following table.

MTC support activity	Rationale for the activity
Establishment of a Medical Clinic at MTC and funding of clinic personnel and supplies	The clinic was set up in response to marine employers' concerns about the quality and timeliness of medical clearances of new and returning seafarers. Further, doctors providing medical clearances for German shipping companies are now required to have Seeberufsgenossenschaft (SeBeGe) accreditation (which requires expatriate doctors). ²²
Merger of the MTC and FTC	MFAT commissioned a feasibility study in 2010 to identify ways for Kiribati to build its fisheries training capacity to maximise local and international employment opportunities. As the FTC did not have the infrastructure and resources that are available to MTC, the GoK confirmed in September 2011 that the FTC would merge with the MTC. ²³
Construction of new buildings and facilities at MTC to support the merger	The existing buildings on the MTC compound were insufficient to accommodate both MTC and the approximately 50-75 FTC trainees and 25 staff.
Gender review and strengthening activities	The review and strengthening activities were in response to sexual harassment by I-Kiribati seafarers and other negative experiences of women working as stewards on ships. ²⁴
Strengthening the capability of MTC staff in technical areas, management and teaching	Most of the I-Kiribati instructors at MTC are ex-seafarers who trained at MTC. While the instructors have excellent work-experience, they require training in teaching and assessment practices. Upskilling in technical areas and management is also needed.

Interpretation and assessment of findings

As the above information shows, each of the activities was developed in response to an identified issue or need associated with the MTC and FTC. Taken together, the activities are aimed at enhancing infrastructure, strengthening training capability, reducing barriers to off-shore employment, and encouraging safe training and employment opportunities for women. All of these activities are relevant to the goal of building the long-term viability of the MTC.

Assessment of relevance: fully achieved

• ²² Almost all MTC graduates are employed by the South Pacific Marine Service group of companies which are German.

²³ Kiribati Fisheries Training and Employment Programme: MTC-FTC Merger Requirements, Progress Report, March 2013, p.3-4.

²⁴ The Gender Review Report notes that of around 26 women who took up employment with SPMS, 75 percent of the women became pregnant, there were many complaints of sexual and other harassment by I-Kiribati male seafarers, a suicide of an I-Kiribati woman seafarer, and a murder of a German man by an I-Kiribati man related to issues over an I-Kiribati woman seafarer (MTC Gender Strengthening Review, 2012, p.5).

Effectiveness

This section assesses the extent to which MTC support is achieving its goal of building the viability of MTC, and the intended short and medium term results (refer Results Diagram in Appendix C). The findings for each of the activity areas are reported.

Findings

Construction of buildings and facilities

Two new buildings are being constructed (at a cost of approximately NZ\$7m) providing dormitories, offices, a purpose-built surgery for the medical clinic, and a café providing work experience for catering trainees (the café is on street level and is open to the public). The first building was occupied in early 2014 and the second building will be completed in December 2014 with hand-over in early 2015. The construction project is on time, to plan and on budget.

Establishment of MTC Medical Clinic

The Medical Clinic was established in 2012 consisting of a doctor, a medical laboratory staffed by a laboratory technologist and radiology facilities staffed by a X-Ray technician. In addition to providing medical clearances for returning seafarers, the Medical Clinic also does medical checks required by I-Kiribati seasonal workers in New Zealand and Australia, other visa applicants for New Zealand and Australia, and provides medical services to expatriates.²⁵ Since it became operational in June 2013, the laboratory has done tests for 1627 individuals, and 2321 X-rays have been completed since the radiology facilities were set up in November 2012.

The Pacific Paramedical Training Centre (PPTC) and Counties Manukau District Health Board (CMDHB) were contracted as technical advisers to set up the medical laboratory and radiology facilities, and to train and mentor the laboratory technologist and X-Ray technician. The New Zealand Technical Advisers (T.A.) have established effective relationships and rapport with the laboratory technologist and X-Ray technician, who are in regular email contact with their T.A. about day-to-day issues and questions. The Technical Advisers describe the laboratory technologist and X-ray technician as doing good work.

The salaries of the doctor, laboratory technologist and X-Ray technician were initially funded by MTC support. The doctor's salary continues to be funded by MFAT (through SPMS), while the GoK took

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²⁵ The New Zealand visas include the Pacific Access Category (PAC).

over responsibility for the salaries of the laboratory technologist and X-Ray technician at the beginning of 2014.

The services provided by the New Zealand-based biomedical supplier were criticised by most of the participants associated with the Medical Clinic. The issues reported by participants include the supply of expired (or close to expiry) supplies, the over-supply of some materials, and five months taken to repair an ultrasound machine without a replacement being provided.²⁶

Gender review and strengthening

The aim of the gender review and strengthening activity was two-fold: firstly, to strengthen policies and practices for training and employment to ensure the safety and wellbeing of women, and secondly, to increase participation of women in seafarer training and employment. The activity was undertaken by a New Zealand-based gender expert who reported her findings in May 2012.

The review has led to a number of changes aimed at strengthening gender equality and safety at MTC, including:

- The introduction of a gender policy describing the principles, standards and expected behaviour in relation to gender equality at MTC. The policy has been incorporated into the MTC Quality Manual system.
- The introduction of a course designed by the gender expert contractor which is delivered separately to male and female trainees, covering topics such as human rights, sexual rights and gender equality in the workplace.
- The gender course was delivered by the gender expert to all MTC staff.
- The appointment of one female and one male gender tutor who were trained by the gender expert to run the course with trainees.

The course (which is delivered as part of a five-day workshop at the end of each course including other topics such as first aid, banking, etc) has received an enthusiastic response from female trainees. Topics such as human rights and sexual rights generate many questions and much discussion. Female trainees are often surprised to learn they have rights because their upbringing has taught them to put others before themselves. At the end of the course, trainees are asked to share the most useful thing they have learnt. The most frequent response from female trainees is learning that they have sexual rights. Feedback from trainees suggests that they would prefer

²⁶ The biomedical supplier provided a replacement machine for the Technical Adviser to take to Kiribati for training purposes, but required her to return it.

the gender course to be integrated over the year rather than being a block course, so they have time to think and talk about the things they are learning.

The impact that the gender workshop is having on female trainees is illustrated in the following story (as recounted by a staff member during an interview unrelated to the gender workshop). Trainees are required to do a 10 minute presentation on a topic of their choice in their English language class. A female trainee told the class about an incident she had observed in a public place where a male was assaulting a female. The trainee said she knew what to do and she rang the police who arrived. The trainee described the gender training as helping her to know how to respond to a domestic violence situation.

While considerable advances have occurred on the first aim, no progress has been made in increasing training and employment opportunities for women in sea-based roles. The only training available for women at MTC is a 10 month hospitality/catering course which began in 2012 (women are not accepted onto the ratings course.)²⁷ Ten of the 18 graduates of the first course (2012) were women, while 7 of the 22 graduates of the 2013 course were women. The current course has 19 trainees, of whom nine are women. Unlike the ratings training which is free, the hospitality/catering course costs AU\$350. The men on the course are employed by SPMS as stewards, while the women try to gain employment locally.

We are informed that the SPMS is not likely to change its policy of not employing I-Kiribati women. The only employment option for women is on cruise vessels as the working environment is safer and conditions are more favourable. Although the Norwegian Cruise Line ceased operating in the region in 2012, we were informed by an I-Kiribati shipping agent that his company has bookings for three cruise ships visiting Kiribati during a voyage around the Phoenix Islands (the recently designated UNESCO Marine World Heritage area).²⁸ Such cruises could provide employment opportunities for MTC trained stewards (the licence given by GoK to the Norwegian Cruise Line to sail in its waters required the company to employ I-Kiribati stewards). Until such time as employment prospects re-emerge in the cruise

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²⁷ It should be noted the New Zealand Maritime School does not accept female trainees onto its ratings-level course. Females are accepted onto officer courses. About 10 percent of officer trainees are women.

²⁸ The Norwegian Cruise Line (NCL) employed up to 120 I-Kiribati women between 2004–2011/12 in steward and hospitality roles.

industry, female MTC graduates have limited opportunities for employment in Kiribati. This is discussed further in part B.

Merger of MTC and FTC

The Government of Kiribati is responsible for overseeing the merger of the MTC and FTC, with the assistance of the managing contractor for the fisheries training strengthening programme.²⁹ An I-Kiribati technical adviser who will work with the institutions has recently been appointed. While a new organisational structure has been developed by MTC, there are a number of unresolved issues that require immediate attention if the merger of MTC and FTC is to proceed successfully, as discussed in the section on risks.

Although all the parties now accept that the merger is going ahead, getting to this point has been problematic. There is conflicting information about the nature and extent of the consultation with stakeholders about the merger. We understand that the Japanese employers of I-Kiribati fishing trainees were not formally advised of the merger decision, with the result that a Japanese employer delegation visited GoK to voice their concerns. The employers' primary concern is ensuring that trainees receive Japanese language training so they are able to communicate in Japanese when they are employed. Other trainees may be employed by Korean companies so they need to understand Korean.

MTC staff capability development

Staff have completed technical, teaching and management courses aimed at strengthening capabilities in these areas, as follows:

- Technical: Eight staff attended officers and upgrading courses at the New Zealand Maritime School; seven staff had work experience at Azalea Maritime Training Centre in Montenegro.
- Teaching: 30 MTC and FTC staff attended Australia-Pacific Technical College courses for the level four certificate in Training and Assessment (Australian Qualification Framework); 20 staff completed Creative Instructor Certificate Stage 1 and Stage 2 provided by the University of the South Pacific; eight staff attended the Kiribati Institute of Technology Training of Trainers programme.
- Management: 11 staff from MTC and two staff from FTC completed a two-week course for the Lloyds' Diploma in Maritime Business Management.

²⁹ The contract with the managing contractor for the fisheries training strengthening programme began in mid-2014.

As noted above, due to our visit to the MTC occurring during examination week we were unable to observe classes in action or spend significant time with instructors and trainees. Our limited assessment of teaching materials and notes suggests that:

- The course materials being used are as supplied by the SPC, with no attempt being made to enhance them (other than the those for the Level six course which have been modified by the Assistant Superintendent).
- Although we were advised that competency-based assessment is being used (as required by STCW), we did not obtain sufficient evidence to confirm that this is the case across the range of subjects delivered. We were informed that the training boats are rarely used because the channel linking the MTC's boat harbour and the inner lagoon is silted and operational use is tidal dependent so appropriate planning is required to enable lifeboat and rescue boat handling competence development and assessment.³⁰ If the silting is sufficiently serious to prevent boat training activity, trainees will be significantly disadvantaged by not having opportunities for practical learning. Therefore some work on clearing the channel for more effective use should be considered as a maintenance priority.
- Instructors appear to be using traditional teaching approaches based on *chalk and talk* practices. Other learning styles do not appear to be being catered for to the same extent.

The reported changes that have occurred as a result of the technical, teaching and management training include the following:

- Academic-related dismissals have declined. The last five courses have had no dismissals based on academic failure.
- There used to be complaints from SPMS managers and ship captains about new graduates' skills. Feedback is now significantly less negative.
- In 2013 all instructors participated in the annual planning of curricula and lesson planning.
- Trainees are taking less time to learn and becoming more competent in the use of the simulator.

³⁰ The tidal range in the lagoon varies between about 2.4m at spring tides to about 0.4m at neap tides.

Interpretation and assessment of findings

The new buildings and facilities will enable the MTC and FTC to be accommodated in purpose-built buildings which will contribute to the identity and professional image of the combined training institution. The opportunity for hospitality/catering trainees to gain work experience in the new café will be invaluable. The fact that the construction of the new buildings is on schedule is a significant achievement by the construction and project management companies given the issues associated with local construction such as transporting building materials to Kiribati.

The independent status and SeBeGe accreditation of the MTC doctor means that reliable medical clearances are being provided. As the Medical Clinic is located on the MTC compound, the identity of seafarers requesting medical clearances can now be verified. Further, medical clearances are occurring in a timely manner. This is particularly important for I-Kiribati seafarers who already have a time disadvantage compared to seafarers from other countries, as discussed in the following section on risks.

While the gender course is having an impact particularly for female trainees, and opportunities are provided for women in the fee-paying hospitality/catering course, no progress has been made in increasing the participation of women in seafarer employment. It is acknowledged that this is beyond the control of MTC support and requires the input of the Government of Kiribati and industry to make it happen. This is discussed in part B.

Assessment of effectiveness:

Unlike the other three criteria where an overall assessment is provided, the effectiveness criterion is broken down into the specific support areas, as follows:

- *Construction of buildings and facilities - fully achieved.*
- *Establishment of Medical Clinic - mostly achieved (with the exception of the performance of the biomedical supplier reported by participants).*
- *Gender review and strengthening - mostly achieved (with the exception of sea-based employment for women which is not achieved).*
- *MTC and FTC merger - minimally achieved.*
- *MTC staff capability strengthening – mostly achieved (with some reservations about some aspects of competency-based assessment).*

Efficiency

Efficiency is defined by DAC as how *well* (quantitatively/qualitatively) the aid activity is using resources in order to achieve the results. Our definition of the term *well* includes equity. Resources may be used in a manner that is efficient but such use may not be equitable.

Findings

A cost benefit analysis (CBA) and economic impact analysis of the MTC was commissioned by MFAT in 2012. The study, completed by Nimmo-Bell Limited and Market Economics Limited, had two objectives: firstly, to assess the extent to which the benefits of running the MTC exceed the costs (using cost benefit analysis) and secondly, to measure the impact of MTC in terms of economic activity, as measured by value added which is equivalent to Gross Domestic Product. The study covered the period 1995-2012 and used a discount rate of five percent.

The CBA compared the benefits provided by remittances from seafarers trained at the MTC with the costs of running the MTC.³¹ The study found a benefit to cost ratio of 2.4: "This represents an excellent return on the investment in the MTC with a return of AU\$2.4 for every \$1 invested" (Nimmo-Bell & Market Economics, 2013, p.4). The economic analysis found that for every AU\$1 generated through operation of the MTC and seafarer remittances, there is an AU\$2.07 boost to the economy through indirect and induced effects.³²

The MTC recruitment policy ensures that funds provided by GoK and New Zealand are being used equitably. As noted above, trainee intakes are done alternately from South Tarawa and the outer islands. The issues of equity for women are discussed further in part B.

Visits by the biomedical supplier to the MTC Medical Clinic to maintain and calibrate equipment could be made more efficient if Tungaru Hospital had the same ultrasound machine as the MTC clinic. This would also provide a back-up service in the event that the ultrasound machine at the clinic breaks down (this has already occurred).

Assessment of efficiency: mostly achieved.

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³¹ The costs of running the MTC included the GoK contribution, and financial assistance provided by New Zealand, Australia and SPMS. Therefore it was not possible to isolate the value for money of the New Zealand contribution.

³² The authors note that this figure is on the low side because much of domestic consumption is derived from imported goods rather than goods created in the economy (2013, p.5).

Impact

Impact is defined as the positive and negative changes produced by the aid activity, directly or indirectly, intended or unintended.

Findings

The activities examined for this evaluation (the construction of new buildings and facilities, establishment of the medical clinic and so on) are individual elements of a longer-term programme of support to build MTC's viability as a marine training institution. As such, it is difficult to isolate these elements to identify the specific impacts they are producing, other than lower level changes such as improved quality and timeliness of medical clearances. Therefore the impacts described in this section relate to the impact of New Zealand's support to the MTC in respect of the high-level goal of the activity, namely: "A maritime training institution that contributes to the economic and social wellbeing and the human resource development of Kiribati".³³

The impacts described below must be prefaced with a general comment about the value for I-Kiribati of New Zealand's support for the MTC. As evaluators, we were careful not to ask questions about the significance or value of the outcomes achieved by New Zealand support, but rather to allow I-Kiribati respondents to talk unprompted. We found that I-Kiribati have significant pride in the MTC and the achievement it represents. This symbolic value is evident in the fact that overseas dignitaries visiting the Government of Kiribati are given a tour of the MTC. As part of the same conversation, I-Kiribati participants acknowledged New Zealand's contribution to making MTC the training institution it has become. This rest of this section discusses the contribution of MTC support to economic and social wellbeing. It begins by discussing the impact of remittances from MTC graduates at the country-level, and then illustrates this impact at a family level through the experiences of three MTC graduates.

Three studies have estimated the economic impacts of seafarers' remittances for Kiribati. The Nimmo-Bell & Market Economics study (2013, p.15) found that the combined value added of remittances and the operation of the MTC amounted to 3.4 percent of the Kiribati GDP for 2010. An Asian Development Bank study (2000) found that remittances made up 15 percent of GDP. An International Monetary Fund study (2007, p.12) found that seafarers' remittances made up

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³³ Results Framework in Overarching Activity Design document, May 2013.

15 percent of GDP in 2005.³⁴

Recent earnings data of I-Kiribati seafarers working for SPMS companies during the period January-December 2013 shows that earnings totalled AU\$5.7m. We were unable to source earnings data for I-Kiribati fishers. We were informed that fishing companies pay crew according to the size of the catch.

The contribution of remittances from I-Kiribati seafarers to economic and social wellbeing is best understood through the cultural custom of *bubuti*:³⁵

The most important cultural element influencing the Kiribati economy through loyalty and maintenance of family ties is the *bubuti* custom, where people have to give other members of their family what they might ask for. The request is non-refusable ... Individual needs and desires are subordinated in favour of the needs of a family group and then in a wider sense to the needs of a village community.

Income earned by I-Kiribati seafarers is dispersed among relatives beyond their immediate family.³⁶ This is illustrated in the following account of an interview with three seafarers who were doing refresher courses during our visit to the MTC. Two of the seafarers graduated from MTC in 2005 and the other in 1998. This account also highlights some of the negative impacts of off-shore employment.

³⁴ The results of these three studies differ due to different measurement approaches being used. The ADB and IMF studies appear to have used the total nominal value of remittances as a proportion of GDP, rather than the value added component measuring impact on economic activity used in the Nimmo-Bell & Market Economics study.

³⁵ Borovnik, 2003.

³⁶ Borovnik, 2006.

The three seafarers, all from outer islands, said they are supporting their and their wives' extended families, such as uncles and aunts. The men said that once relatives find out that a family member has a paid job, they move in with the family. The seafarers agreed it is especially hard for one of them because he is the only person in his and his wife's extended families who has a job. The money the men send home is spent on daily living expenses such as food, secondary school fees and bus fares for the children to get to school.

Sometimes when family members find out the men are about to leave on a new contract they will ask them to send things home like cell phones, laptops, perfume and jewellery. "Life has moved onto the next level. Now we can be modern with cell phones and laptops". One of the men said his wife saved some money from his remittances to build a home. He didn't know about her plans so was surprised when he arrived home to find a partially completed house. His wife told him that she was more interested in their family having a home than spending money on other things.

While there are benefits for the men's family from the income they are earning, there are also disadvantages. The men are away from home for periods of 13 to 17 months at a time depending on the type of vessel they're working on. "We miss our family but that's our life". The oldest of the three men has done six contracts of this length with three month breaks in-between contracts. The men say that this is the sacrifice they have to make if their family is going to get ahead. They feel they can't quit their job even when they get old because "you wouldn't feel good. You can't achieve unless you work, life's not easy for you ... pressure of needing the money".

The men would like to train to become officers in Kiribati as they are unable to save the money needed to study and live in New Zealand or Australia - they would need to save all their earnings from five or six contracts which would be impossible. The men said if they were officers they would get better pay, three or four times what they are getting now, and they would have more options, like getting a job at home on one of the boats going around the outer islands.

They said that being at MTC is what enabled them to get employment because if they had stayed in Kiribati they wouldn't have a job. "The training at MTC was the best training. It was practical and really helped you to know everything to know about the ship. If an officer asked you to do something, you knew what to do because you had learnt about it. Also learning English was good". They have seen huge improvements in the facilities at MTC since they left: "It used to have a smaller compound, there were no double storey buildings and it wasn't so well equipped. It had an old simulator, not like a real one. There were only enclosed life boats, not open life boats". The recent improvements at MTC are too late for them but "the new generation will benefit".

As this account shows, while there are positive economic benefits there are also some negative social impacts for seafarers, their wives and children from off-shore employment. These include long absences from home, and pressure arising from obligations to support a large extended family. Negative impacts were also identified by a senior official who said that some family members' expectations and demands may rise over time, placing increased pressure on their seafarer relative. Long periods of work on ships can be physically and emotionally demanding for I-Kiribati men who are expected to provide for their families for as many years as possible.³⁷ Having become used to a regular income flow, family members may become dependent on remittances even if it means their male relative has to work for long periods away from home.

While the dominant positive impact of MTC training is the income flows for I-Kiribati families through remittances, we found evidence of two other benefits: a domestic marine workforce, and contribution to a widened domestic skills base.

Over the years, New Zealand support to MTC has not only contributed to income flows for I-Kiribati extended families but is also facilitating provision of a skilled domestic workforce for public and private marine institutions. Many of the senior participants we interviewed began their careers at MTC and after completing overseas scholarships were employed as officers before returning to Kiribati. (We were informed that around 40 I-Kiribati have earned officer status in the last 45 years. Kiribati currently has 18 officers employed by the SPMS companies: Captain (1), Chief Mate (1), 2nd Mate (7), 3rd Mate (8), 3rd Engineer (1)). The majority of the current workforce at the Kiribati Port Authority (including security staff) began their working lives as MTC trainees. The Port Authority requires more staff with marine qualifications. The important role of qualified shore-based ex-mariners in Pacific States has been identified in a study commissioned by DFAT.³⁸ Voigt-Graf describes the shortage of skilled on-shore workers in areas such as cargo handling, shipping management, cargo insurance and ship inspections.³⁹

The training facilities and expertise at MTC are also contributing to a wider domestic skills base. The Tourism Division of the MCTTD has

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³⁷ Borovnik, 2011.

³⁸ Voigt-Graf, 2006.

³⁹ http://www.aph.gov.au/Parliamentary_Business/Senate_Estimates/fadtctte/estimates/sup0607/fat/index

developed minimum standards for accommodation facilities, one of which is fire safety.⁴⁰ The MTC has provided training on basic firefighting skills for accommodation operators. The MTC has also provided (through MFAT funding) one-week cooking and one-week barista courses for some tourist operators. There are plans to develop this course into three levels (beginners, intermediate and advanced), and to take the training to Kiritimati Island for local tourism operators (if further funding can be sourced).⁴¹

Interpretation and assessment of findings

As the above findings illustrate, New Zealand support to the MTC contributes to tangible benefits for I-Kiribati through skill development, access to work qualifications that are internationally recognised, placement into off-shore employment, and remittances. Ex-graduates are also contributing to a domestic marine workforce for public and private organisations.

Assessment of impact: fully achieved (with the exception of sea-based employment opportunities for women).

Findings: what is helping/hindering MTC viability and sustainability

This section addresses the third evaluation objective: to identify the factors that will assist/hinder the future viability and sustainability of MTC. Sustainability is defined as “Whether the benefits (financial and social) of the aid activity are likely to continue after donor funding has been withdrawn”.

What is helping

Two factors are identified as assisting MTC’s viability and sustainability. Firstly, the leadership of the current Captain Superintendent since 2007 has created continuity and stability for MTC. The Captain Superintendent has a strategic focus for the institution and is clear about how it needs to develop in order to remain relevant to industry. He is well respected by MTC staff and government officials.

The second factor is MTC’s long standing reputation as a training institution. This reputation will stand the institution in good stead as the merger proceeds and the new, larger organisation positions itself

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⁴⁰ Accommodation operators who meet the standards can include the accommodation standard ‘red tick’ symbol in their advertisements.

⁴¹ The MCTTD advised that more tourism is happening on Kiritimati Island than on Tarawa.

to keep Kiribati active in the changing workforce of maritime trade and fisheries.

What is (or could) hinder

A number of actual and potential risks to the future viability and sustainability of MTC are summarised in the following table and discussed in detail below.

Nature of risk	Risk description	Impact	Likelihood	Urgency
Strategic	Retention of White List status	Major	Certain	High
Operational	Success of MTC and FTC merger	Major	Likely	High
Operational	English language provision	Significant	Likely	Moderate
Operational	Lack of continuity arrangements for staffing of Medical Clinic	Major	Likely	High
Funding	Continuity of funding for medical clinic supplies	Major	Possible	Moderate
Funding	Funding for maintenance of MTC buildings and facilities	Significant	Possible	Moderate
Infrastructure	Flight availability and cost	Major	Certain	Moderate

Risk: Retention of White List status

Impact: Major

Likelihood: Certain

Urgency: High

One of the long-term outcomes identified for MTC support is "STCW White List status is maintained." A major revision of the STCW Convention and Code was completed in 2010 which came into force in 2012.⁴² Kiribati currently has White List status based on the 1995 requirements.⁴³ The Ministry of Communication, Transport and Tourism Development (MCTTD) has advised that Kiribati is to be audited for SCTW 2010 at the end of 2015. Interviews with MCTTD managers and the MTC Captain Superintendent indicate that the GoK

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⁴² In this document STCW also includes STCW/F which applies to the fisheries industry.

⁴³ White List status is given to nation states as a whole (not individual training institutions).

is not currently compliant with the STCW 2010 requirements and therefore is likely to fail the audit.⁴⁴ If the required corrective actions are not taken there could be potentially disastrous consequences for the training and employment of I-Kiribati seafarers, as employers from countries on the White List will not employ seafarers with certificates issued by non-White List countries. Not having White List status will also have serious consequences for all of the marine public and private entities that are regulated by the Marine Division, MCTTD.

Risk: Success of MTC and FTC merger

Impact: Major

Likelihood: Likely

Urgency: High

The merger may be regarded as a *take-over* of FTC (described by some respondents as the weaker partner) by MTC (described as the stronger and more successful partner), rather than a merger of equal parties. As a result, there is a risk that some distinctive elements of the fisheries training programme may be discarded, for example Japanese language learning. FTC trainees currently receive daily Japanese language lessons over the 12 months of their course. Following the merger, it has been suggested that trainees be given a short, intensive period of language training (in Japanese or Korean) at the end of their course. Some respondents describe this approach as being less effective for trainees to acquire the level of language proficiency required by employers.⁴⁵

The MTC compound will be very busy with 76 staff (54 from MTC and 22 from FTC) and up to 250 trainees residing on-site. Given the historic dynamics between MTC and FTC trainees, there may be friction between the two groups which may be exacerbated by their close proximity.

Risk: English language provision

Impact: Significant

Likelihood: Likely

Urgency: Moderate

Priority is understandably given to technical training. However we have collected evidence to indicate that increased attention could be given to the English language programme for trainees and

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⁴⁴ Corrective action is required when an audit is failed. If the corrective action is not completed prior to a subsequent audit, the country's White List status is removed.

⁴⁵ We were informed that recently four I-Kiribati fishing crew members were dismissed because of their inability to understand instructions on a Japanese fishing boat.

instructors. Funding was used from ISP phase two (objective two) to purchase what is referred to as an English Language Laboratory consisting of 25 computers in a classroom.⁴⁶ We understand this computer suite is being used for technical computer-based training (e.g. for the catering programme), not for formal learning of English language.⁴⁷ The Library and English language learning resources appear well worn. The Library does not currently have computer access (even though the English language teachers are based there). There are no computers available in the Library for trainees despite visual and digital literacy being an important aspect of learning English. More English language and teaching resources will be required once the FTC trainees arrive on-site. Further, English language training for instructors (to help in their teaching) is an area that could be developed.⁴⁸

Risk: Lack of continuity arrangements for staffing of Medical Clinic

Impact: Major

Likelihood: Likely

Urgency: High

Arrangements need to be made to cover the absences of the doctor, X-ray technician and laboratory technologist due to sickness or annual leave. The Captain Superintendent and doctor are reluctant to have untrained staff from Tungaru Hospital fill in at MTC for the X-ray technician and laboratory technologist. The Radiology Technical Adviser advises that hospital staff are trained to do imaging, but they would require familiarisation with the different technology.

Another issue concerns the quality assurance and mentoring of the work of the laboratory technologist and X-Ray technician. The technical advisers recommend ongoing training and mentoring for both staff, as well as annual on-site visits for audit/quality assurance purposes. It should also be noted that during their visit to the MTC Medical Clinic, both Technical Advisers worked with the staff at Tungaru Hospital. There are efficiencies to be gained by formalising this arrangement and extending their contracts to cover medical laboratory and radiology staff at the hospital.

Risk: Continuity of funding for medical clinic supplies

Impact: Major

Likelihood: Possible

Urgency: Moderate

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⁴⁶ ISP Phase II Final Report, 1 February 2013.

⁴⁷ While the computer based learning programmes are in English, this does not necessarily mean that English language learning is occurring.

⁴⁸ Some initial work was done by Australian and New Zealand volunteers.

The funding provided by MFAT for the MTC Medical Clinic's supplies will end in December 2014. The GoK has recently decided that the future funding of supplies (approximately \$100k per annum) will come from the Ministry of Health budget. It is essential that ongoing funding is available for the Medical Clinic's supplies to ensure the continuity of the clinic's services and the timely completion of medical clearances.

Risk: Funding for maintenance of MTC buildings and facilities

Impact: Significant

Likelihood: Possible

Urgency: Moderate

Given the significant capital investment into the new building and facilities, it is imperative that the GoK allocates sufficient funds to MTC for ongoing maintenance. We also understand that MTC requires ongoing IT support.

Risk: Flight availability and cost

Impact: Major

Likelihood: Certain

Urgency: Moderate

The availability and cost of flights in and out of Tarawa is a significant barrier, not only for seafarers and fishers, but for any future off-shore employment opportunities for I-Kiribati.⁴⁹

Recruitment agents describe the employment market for ratings as highly competitive, where minimising cost is the priority for companies. The cost of Tarawa-Fiji return flights is described by recruitment agents as the most expensive sector in getting seafarers to and from their ports of departure/return. A recruitment agent told us about being approached by a Croatian shipping company interested in employing I-Kiribati ratings. However the company subsequently pulled out due to the cost of the Tarawa-Fiji return airfare. It should be noted that while shipping companies may be reluctant to pay the airfares for ratings, they may be prepared to pay the airfares of higher skilled staff. This is evidenced by the Norwegian Cruise Line who ceased employing stewards due to airfare costs, but continues to employ around 50 engineering staff and two pursers. Time is an additional factor for shipping companies. We were informed that ratings from other countries, such as the Philippines, can be on airplane to a departure port within 12 hours of a

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⁴⁹ Air Pacific operates two return flights Fiji-Tarawa a week. Air Pacific also operates a return flight Fiji-Christmas Island once a week. Air Nauru flies once a week from Brisbane, via Nauru to Tarawa then onto the Marshall Islands. There is a return flight two days later.

recruitment request being made. However it can take up to 14 days for an I-Kiribati seafarer to be ready for departure - they have to wait for an available flight and then apply in person in Fiji for the required visas which can take three to four days to process.

We were also informed about the difficulties getting refrigerated materials required by the Medical Centre from New Zealand to Kiribati. The airline is unable to guarantee that refrigerated goods will not be off-loaded in Fiji in favour of other cargo.

Part B: Looking forward

This section identifies how the viability and sustainability of the MTC can be enhanced in the future (evaluation objective four). The section discusses five key areas for action, as illustrated in Figure two. The section begins with an overview of MTC and FTC as a merged institution, and ends with recommendations for MFAT, the Government of Kiribati and the MTC.

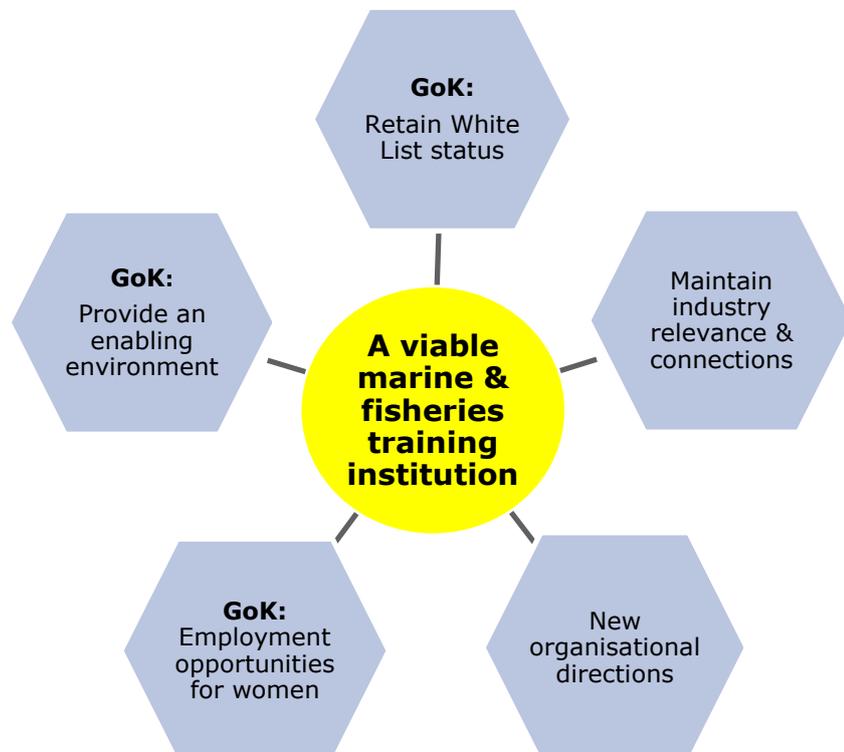


Figure 2: Key action areas

MTC and FTC merged

The merger is a major change initiative. It will create an institution which will be well placed to respond to the marine and fisheries industries' future workforce requirements. In light of this, it may be appropriate to consider a new name that reflects the institution's dual focus on marine and fisheries training. In addition, it is timely for the new organisation to develop a strategic plan for the five year period 2015-2020. It is suggested that the strategic plan identifies and describes what a sustainable MTC would *look like*, the activities required to achieve a sustainable MTC, and the support that is likely to be required from partners.

The findings indicate there are two key requirements for the merger to be successful. Firstly, it requires the support of the Government of Kiribati. The recent appointment of an I-Kiribati technical adviser to work on the merger is an important development. Secondly, the merged organisation must take account of and be responsive to all the industry groups that are the intended employers of marine and fisheries graduates - fisheries employers and SPMS companies. This is particularly important given the view of some parties that SPMS has influence due to its funding of some MTC management positions and other support.

Retain White List status

Government of Kiribati

Failure to retain White List status will have far-reaching consequences for Kiribati. It would jeopardise the off-shore employment of I-Kiribati seafarers, with dire economic consequences for extended families and communities. There would also be negative consequences for I-Kiribati public and private maritime organisations.

The Marine Division of the Ministry of Communication, Transport, and Tourism Development (MCTTD), as the maritime regulatory agency, is responsible for making the required changes for Kiribati to retain its White List status. We understand that there are two priority requirements for STCW 2010 compliance: a secure national database recording the qualifications of all seafarers that can only be accessed by authorised parties (to be operational by January 2017), and the updating of existing marine policies and systems. Kiribati must also comply with the International Labour Organisation (ILO) 185 (as required by the ILO Maritime Labour Convention 2006) which

requires seafarers to have electronic identity cards.⁵⁰

Initial discussions with government officials indicate the Marine Division is significantly under-staffed and lacks the capacity to undertake the work required for STCW 2010 and ILO 185 compliance and other IMO conventions to which Kiribati is a party and is required to comply. A technical assessment is required to scope the required areas of work, and secondly, appropriate personnel need to be contracted to undertake the work in collaboration with the Marine Division to ensure White List status is retained.

MTC training

Currently, trainees do their two months sea-time on the ship where they are to be employed immediately prior to starting their contract. This arrangement involves trainees being issued with their qualification certificate two months before they have completed their training. As noted in part A, the larger size and smaller crewing requirements of new ships mean that fewer spaces are available for trainees to gain the two months sea-time.⁵¹ According to STCW 2010 trainees must gain sea-time either on a training ship or a merchant vessel. The GoK and MFAT need to work with MTC to explore options and strategies for addressing this training issue.

Provide an enabling environment

In order for the MTC to be viable as a training institution it needs to operate in an environment that *enables* it to do its work of training the future marine and fisheries workforce. Two aspects of an enabling environment are identified: a *joined-up* working approach by government agencies, and affordable and timely air travel.

Joined-up working

It is important that the MLHRD, MCTTD, MFMRD and MWYSA work together (described as *joined-up working*) so that there is a coordinated government approach to marine and fisheries training and employment. The benefits of joined-up working include improved quality of policy, a strategic approach, and reduced duplication of effort.⁵²

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⁵⁰ Since February 2005, the ILO requires all seafarers to carry electronic identity cards for shore leave. The ILO identifies shore leave as a human rights issue. Electronic identity cards are also intended to help to combat terrorism (see ILO website <http://www.ilo.org>).

⁵¹ Trainees are currently having to wait for up to 12 months to get on a ship to do their sea-time. Of the 84 trainees who completed in 2013, 50 are yet to complete their sea-time.

⁵² Martin, 2011.

A joined-up working approach is important for identifying potential employment opportunities, especially for women on cruise ships (discussed below). It is also important for ensuring that non-PNA fishing vessels comply with PNA crew requirements, creating more jobs for I-Kiribati fishers. Joined-up working will become increasingly important as the Kiribati National Fisheries Policy is implemented. The MTC/FTC is identified as contributing to two strategic actions areas (nos. 3 and 14). The policy has significant workforce development implications. While out of scope of this evaluation, we note that the MTC/FTC is well placed to contribute to such workforce development in the longer-term. This would involve diversifying from its current role of training support-level crew, into other training areas such as operations and logistics for roles in local and global maritime and port industries.

Affordable and timely air travel

An enabling environment is also needed for I-Kiribati to remain competitive with workers from other countries, whether the work is in marine, fisheries, seasonal employment, or other industries. An enabling environment includes affordable airfares and improved availability of flights to and from Tarawa.

Maintain industry relevance and connections

Maintain industry relevance

Like all global industries, the marine industry is dynamic as it responds to new technology, economic conditions and market changes. It is therefore important that marine training institutions are responsive to anticipated changes in the industry's human resource needs. The current state of the international maritime workforce with an over-supply of ratings and shortage of officers is well documented. The Captain Superintendent acknowledges that MTC will not be able to maintain the number of rating trainees of past years.⁵³ The proposed solution is to introduce officer training (for up to 40 officer trainees at any one time), while continuing to train ratings (based on reduced numbers, according to industry demand). The institution will continue to be a significant supplier of ratings, while officer training will provide an additional component to address the officer deficit.

⁵³ In 2000 the SPMS group of companies employed 1067 I-Kiribati seamen. From 2003 on, the numbers decreased from around 980 to a low of 649 in 2010. Numbers increased to 828 in 2012 before reducing again in 2013 to 783.

We support in principle the proposal for MTC to offer officer-level training, up to level three. We do not support training for levels one and two at this time because of the complexity of the training requirements and expense involved. The proposal by the Australian Maritime College and MTC sets out a proposed project design for the officer-level training. We recommend that a more comprehensive implementation plan is commissioned which will address issues associated with offering officer training (such as the need for two simulators - one each for deck and engineering, and their maintenance),⁵⁴ staff upskilling requirements, and provide detailed costings.

We also recommend that the officer training proceeds in a measured fashion, that is, level five is mastered first, followed by levels four and three to ensure sufficient training competency is attained before proceeding to a higher level. Also, there are risks associated with the work involved in introducing officer training at the same time as the MTC/FTC merger is settling in.

Officer training may attract seafarers and fishers from Tuvalu, Nauru, Marshall Islands, and the Federated States of Micronesia who may prefer attending training in Kiribati rather than New Zealand or Australia for cultural reasons.

Industry connections

The challenge for the Government of Kiribati and the MTC in the future is to maintain existing industry connections at the same time as building connections with new employers. We endorse the Captain Superintendent's intention to set up industry committees to advise MTC on industry-related training and employment matters.

SPMS

As noted above, the 50th anniversary of the relationship between the SPMS group of companies and Kiribati will be celebrated in 2017. While there is nothing to suggest that this relationship will not be ongoing in the immediate future, it is nevertheless important to consider what might happen if SPMS did pull out of Kiribati at some time in the future. The older generation of SPMS ship-owners are gradually being replaced by new owners and shareholders who may not have the same commitment to Kiribati as their predecessors.

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⁵⁴ The New Zealand Maritime School spends \$150,000 annually for upgrading and licensing its deck and engine simulators.

Fisheries employers

Similarly, Japanese fisheries employers have a long standing relationship with Kiribati. Work placements with Japanese companies organised by Kiribati Fishing Services started in 1986 (in combination with *Otoshiro*). It will be important that relationships with Japanese and Korean employers continue to be fostered throughout the merger process and beyond. There is the potential to increase the number of merchant seafarers on fishing vessels once the STCW/F is in place. The number of I-Kiribati on fishing vessels from non-PNA countries could also be increased. We understand that the PNA requirement for 20 percent of crew to come from non-PNA countries is not being enforced. The MFMRD may require assistance to ensure fisheries companies are complying with PNA requirements.

Cruise line employers

As noted in part A, the recent designation of the Phoenix Islands as a Marine World Heritage area may provide opportunities for I-Kiribati women to work as stewards on cruise ships visiting the area. We recommend that connections be made with these companies and such possibilities explored.

New organisational directions

The MTC is part of the Ministry of Labour and Human Resource Development. This section suggests exploring new organisational entities for MTC to enable it to become partially self-funding.

New organisational entity

As part of MLHRD, all income earned by MTC goes into the GoK Consolidated Fund (we are advised that approximately \$47,000 in fees was collected in a recent 12 month period). As noted below, the MTC will generate more income if officer training proceeds. While the current operating arrangements as part of the MLHRD have advantages such as reduced financial and administrative workloads, alternative organisational structures could be explored to assess their appropriateness and feasibility (for example, Crown Entity status).

Income generation

The MTC is currently earning income from rating refresher training courses and the Medical Clinic. The fees from officer training will increase these income flows. It has been suggested that trainees attending entry-level courses (marine or fisheries) be charged a fee. We do not support this idea. We believe that entry-level training should continue to be free of charge for development and equity reasons. The entry-level training provides a way for extended families

and communities (particularly from the outer islands) to gain access to an income that they would not otherwise have. Introducing fees would mean that families who already have economic means would benefit over those who do not.

We suggest the introduction of a disincentive for trainees to leave their training before completion. While this arrangement will not provide income for MTC, it will emphasise the opportunity trainees have been given and discourage trainees from taking their place for granted. The system could operate as follows: all trainees who drop out of training or are dismissed for disciplinary reasons will be charged a fee according to their length of time in training (trainees who leave because of ill-health or family reasons would be exempt) i.e. trainees leaving training after 6-12 months \$400; after 12-18 months \$800.

As part of the considerations about funding generation options, we also suggest ways of raising funds for the Medical Clinic be investigated. The fee for medical clearances for returning seafarers and seasonal workers could be increased, while first-time seafarers and RSE workers would pay the usual fee of \$15. (The actual cost for seafarers to receive the Medical Laboratory services is around \$40). Funding support could be requested from Immigration New Zealand and its Australian equivalent given they are the primary beneficiaries of reliable medical clearances.⁵⁵ A higher fee could also be paid by expatriates using the clinic.

Although MTC may become partially self-funded in the future, its operating costs will continue to require GoK funding. It will also require some financial input from New Zealand over the long-term on a project-basis, especially for projects involving large capital items.

Create employment opportunities for women

The MTC is operating in a society with strong patriarchal structures and cultural ways of understanding gender roles. In its Development Plan 2012-2015, the Government of Kiribati describes its commitment to gender equality and requires government agencies to incorporate approaches to encourage gender equity in their programmes and projects. The Ministry of Women, Youth and Social Affairs was set up in 2013 to oversee these efforts.

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⁵⁵ Immigration New Zealand and its Australian counterpart require visa applicants (other than RSE applicants) to have a test for diabetes (HBAIC). This is expensive compared to the other tests, costing around AU\$25.

We acknowledge that the following comments about creating employment opportunities for women in sea-based roles may cause dissension. Some wives of seafarers may not be comfortable about other women working in a close environment to their husband and may therefore be opposed to women seafarers.

MTC

The MTC has committed to gender equality through the introduction of a gender policy, and the appointment of female and male gender instructors to run the gender courses. Training opportunities are also being provided for women in the hospitality/catering course. We endorse these activities and recommend MTC continue its efforts to promote a gender-positive organisational culture. This includes male instructors acting as gender-positive role models. In the immediate term, we recommend that women do not live on the MTC compound due to the large number of male trainees on-site.

While the above initiatives are important, structural change is required for women to gain employment in the maritime industry. Such change involves women gaining positions of authority and influence in the industry, thereby addressing the traditional power imbalance between I-Kiribati men and women. Facilitating structural change is a long-term strategy, as it involves women having status as officers in sea-based positions and as instructors at MTC. This change is broader than MTC, and involves GoK, industry and partners. It will require a separate pathway for women (who have the required education) to be granted scholarships to attend the New Zealand Maritime School to train to become officers on vessels not manned by I-Kiribati men. After sufficient sea-based experience they could return to the MTC as instructors. The successful experience of I-Kiribati women as observers on New Zealand vessels shows women can be kept safe if they hold positions of authority and are kept apart from I-Kiribati crew. We are of the view that if I-Kiribati women could be trained at officer level in New Zealand and then employed on SPMS company ships that do not have I-Kiribati crew, they would have a good chance over time to be gradually integrated into SPMS ships with Kiribati crew. This officer pathway is the only viable option for I-Kiribati women to work in sea-based roles, other than as fisheries observers or hospitality workers on cruise ships.

Government of Kiribati

The Gender Review completed in 2013 recommended that the GoK investigate employment opportunities for women with cruise line companies. This does not appear to have progressed. Training opportunities for women at MTC in the hospitality/catering course can only expand if paid employment opportunities are available for graduates. It is not feasible to increase the intake of women trainees into this course given the limited paid employment opportunities available locally.

It is recommended that MFAT commission a contractor to work with the MLHRD, MWYSA, and Tourism Division of the MCTTD to investigate employment opportunities for women as stewards on cruise ships. We understand that the South Pacific Tourism Organisation (the regional tourism body) is exploring work opportunities in cruise tourism which may be helpful for this work.

Lessons for MFAT

This section reflects on MFAT's involvement in MTC support and offers some recommendations.

As noted in part A, New Zealand has been supporting the MTC for around 40 years. The approach used by MFAT of developing specific short-term projects to address particular needs or issues is an effective one as it provides clarity about the purpose and intended results from New Zealand support, and enables such results to be assessed. This approach also provides transparency and enables shared expectations to be developed between the partners.

Focusing on the future, we note above that the merger is a timely opportunity for the new institution to develop a five-year strategic plan. We recommend that MFAT is involved in this process, specifically, in discussions with Kiribati Government officials and MTC management about MFAT's high level intentions regarding future support to the MTC. While we note above that MTC support is likely to continue to be required in the future (especially for projects involving large capital items), MFAT's support priorities for Kiribati may change as MTC becomes partially self-funded and as its teaching capacity is enhanced.

At the activity level, we recommend MFAT makes enhancements to its project management processes. The Overarching Design Document for the MTC Institutional Strengthening Project (dated May 2013) includes a results framework. While activity monitoring

assessment reports have been completed at annual intervals, no monitoring indicators (baseline and progress) and targets have been identified or data collected to support these reports. It is also recommended that a reporting template be developed for MTC management to use to report back to MFAT. The template would be based on the indicators identified in the results framework for the next stage of MTC support.⁵⁶

While undertaking this project, we observed the in-depth knowledge of MFAT staff associated with the MTC project. Such institutional knowledge risks being lost if these staff leave MFAT. It is therefore important that project documentation is complete and stored in a way that makes it easily retrievable.

In conclusion, this evaluation has re-confirmed the significant contribution of MTC support over the longer-term. The support to the MTC is an effective and efficient programme that contributes to tangible economic and social benefits for Kiribati on a number of levels - skill development and international qualifications for individuals, remittances for extended families, and a domestic marine workforce supporting local enterprise.

⁵⁶ Initially, the reporting template would be focussed on indicators for the outputs level of the results framework. Over time, progress towards short-term outcome indicators could also be reported.

Recommendations

Recommendations for MFAT, the Government of Kiribati and MTC are set out below. The timeframe for actioning each recommendation is shown: urgent (within three months), short-term (over the next 6-12 months), and medium term (over the next 12-24 months).

Recommendations for MFAT

Topic	Recommendation	Urgent	Short-term	Medium-term
IMO White List status	1. Undertake a technical assessment to scope the areas where Kiribati will fail to comply with STCW 2010 requirements, and contract appropriate personnel to undertake the required work in collaboration with the Marine Division.	✓	✓	✓
Sea-time for trainees	2. Work with GoK and MTC to explore options and strategies for addressing the STCW 2010 requirements for sea-time for trainees.		✓	
Officer-level training	3. Commission an implementation plan addressing all of the issues associated with offering officer training (including staff upskilling requirements), and provide detailed costings.			✓
MTC Medical Clinic	4. Renew the two Technical Adviser contracts to provide ongoing mentoring and support to the Laboratory Technologist and X-Ray technician, and for an annual audit/quality assurance visit to the MTC Medical Clinic.		✓	
	5. Include provision in the renewed Radiology Technical Adviser contract for staff from Tungaru Hospital to be trained to operate the ultrasound machine at the MTC clinic.		✓	
	6. Purchase the same ultrasound machine for Tungaru Hospital as is being used at the MTC clinic so the same radiology equipment is being used.			✓
Scholarships for women to train as officers	7. Consider scholarships for women (with the required educational levels) to train at the New Zealand Maritime School to become officers.		✓	✓

Sea-based employment opportunities for women	8. Commission a contractor to work with the MLHRD, MWYSA, and Tourism Division of the MCTTD to investigate employment opportunities for women as stewards on cruise ships (see GoK recommendation 5).		✓	✓
Enforcement of PNA requirements	9. Assist MFMRD to ensure compliance with PNA crew requirements on Kiribati fishing vessels.		✓	✓
Project management	10. Identify targets and indicators to enable monitoring of the activity's progress. Develop a reporting template for use by MTC management based initially on outputs indicators.		✓	

Recommendations for the Government of Kiribati

Topic	Recommendation	Urgent	Short-term	Medium-term
IMO White List Status	1. Support the Marine Division with the required resources and funding to do the work required to become STCW 2010 compliant.	✓	✓	✓
Sea-time for trainees	2. Work with MTC, employers and MFAT to explore options and strategies for addressing the STCW 2010 requirements for sea-time for trainees.		✓	✓
MTC maintenance	3. Ensure adequate funding is provided in the annual MLHRD operating budget for maintenance of the new buildings and facilities.		✓	
Funding of Medical Clinic supplies	4. Ensure ongoing funding is available for the Medical Clinic's supplies to maintain the continuity of the clinic's services.		✓	✓
Sea-based employment opportunities for women	5. The MLHRD, MWYSA, and Tourism Division of the MCTTD work with a contractor to investigate employment opportunities with cruise line companies for women graduates from the hospitality/catering course (see MFAT recommendation 8).		✓	✓

New organisational entity for MTC	6. Investigate options for an organisational entity to enable MTC to generate income and become partially self-funding.			✓
	7. Investigate options for generating funding for the medical clinic to enable it to become partially self-funding e.g. increasing the fee for returning seafarers and ex-patriates, approach INZ and its Australian counterpart.		✓	
Enforcement of PNA requirements	8. Ensure fisheries companies from non-PNA countries are complying with PNA crewing requirements.		✓	

Recommendations for the MTC

Topic	Recommendation	Urgent	Short-term	Medium-term
New name	1. Consider a new name that reflects the institution's dual focus on marine and fisheries training.	✓		
Five-year strategic plan	2. Develop a strategic plan for five year period 2015-2020. It is suggested that the strategic plan identifies and describes what a sustainable MTC <i>looks like</i> , the activities required to achieve a sustainable MTC, and the support that is likely to be required from partners.		✓	
Sea-time for trainees	3. Work with GoK, employers and MFAT to explore options and strategies for addressing the STCW 2010 requirements for sea-time for trainees.		✓	
Practical boat training	4. Address the issue of the silting of the channel if it sufficiently serious to prevent boat training activity.		✓	
Merger/ employer connections	5. Proceed with the proposal to set up industry committees to advise on industry-related employment and training issues.	✓	✓	✓
Gender equality	6. Continue the efforts to promote a gender-positive organisational culture at MTC. This includes male instructors acting as gender-positive role models.	✓	✓	✓
Women trainees	7. In the immediate term, we recommend that women do not live on the compound due to the large number of male trainees on-site.	✓	✓	✓

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Appendix A: Evaluation questions

Evaluation objective	Evaluation questions	Evaluation sub questions
<p>1. To assess the extent to which MTC support is building the long-term viability of the MTC</p>	<p>Relevance criterion: To what extent is MTC support appropriate (in the Kiribati context) for the priorities of the Government of Kiribati, I-Kiribati stakeholders, other stakeholders and the NZ Government?</p>	<ul style="list-style-type: none"> • To what extent is MTC support aligned with the priorities of Kiribati and stakeholders? • To what extent is MTC support addressing issues of gender and equity? • To what extent is MTC support aligned with the New Zealand Government’s priorities for assistance to Pacific States?
	<p>Effectiveness criterion: To what extent is MTC support achieving its goal and intended short-term and medium-term results?</p>	<ul style="list-style-type: none"> • What aspects of MTC support are working well/not working well, and why? • What short term and medium – term results are being achieved by MTC support? How significant /important are these results for I-Kiribati and other stakeholders? • What factors (within MTC, external to MTC) are supporting/ constraining the delivery of the intended results? • How are relationships (MFAT with MTC or MTC engagement with key stakeholders) supporting/limiting the delivery of results? What lessons have been learnt that are helpful for the next phase? • How effective are the gender strengthening activities in creating safe training opportunities for women students?
	<p>Efficiency criterion: To what extent is MTC support being used to achieve the best possible results for the investment?</p>	<ul style="list-style-type: none"> • To what extent are human and financial resources being used productively and equitably to achieve the best possible results? • What lessons have been learnt about the efficient use of resources that are helpful for the next phase? • What resources are available to the MTC from sources other than MTC support? To what extent do such resources duplicate/ complement MTC support?

<p>2. To examine the ways in which MTC support is creating benefits and value for Kiribati (or is creating negative impacts)</p>	<p>Impact criterion: What positive and negative changes are occurring through MTC support - directly or indirectly, intended or unintended?</p>	<ul style="list-style-type: none"> •What difference is MTC support making for the Kiribati economy? •What (if any) non-economic impacts are evident? (e.g. capability development, English language skills, health) •What (if any) negative impacts are occurring? How can such negative impacts be mitigated?
<p>3. To identify the factors that will assist/hinder the future viability and sustainability of MTC as a marine and fisheries training centre for I-Kiribati and students from other countries</p>	<p>What are the enablers that will assist the future viability and sustainability of MTC?</p> <p>What are the risks to the future viability and sustainability of MTC? How can such risks be mitigated?</p>	<p>NA</p>
<p>4. To provide recommendations on how the viability and sustainability of MTC could be strengthened through future New Zealand support</p>	<p>What is required to ensure the long term viability and sustainability of MTC – from future NZ support? from partners? from other parties?</p> <p>What is required to ensure the sustainability of the benefits and value for I-Kiribati from MTC support?</p>	<p>NA</p>

Appendix B: Methodology

Transparent evaluative approach

The evaluation is based on an evaluative rubric as shown on page 57. The rubric describes performance standards (i.e. definitions of what constitutes performance that is 'fully achieved', 'mostly achieved', 'minimally achieved' and 'not achieved') for each of the four criteria identified in the evaluation terms of reference (dated 17 February 2014): relevance, effectiveness, efficiency and impact. Developing the performance standards at the beginning of an evaluation provides transparency in the evaluation process and evaluative assessments.

The draft evaluative rubric was developed by the evaluators based on the OECD Development Assistance Committee (DAC) definitions for each of these criteria. These definitions provided the *frame* for the standards to be tailored to the specific aspects of MTC support. The evaluative rubric was signed off by the evaluation steering committee.

Data from the interviews, document review and administrative data were analysed against the standards, and an evaluative assessment produced for each criterion. These evaluative assessments were used in two ways: to *look back* to evaluate the last four years, and to *look forward* to identify gaps, risk areas, issues needing attention, and recommendations for the next five year phase.

Interviews

Fieldwork was conducted in Kiribati from 1-7 June 2014. Thirty-three stakeholders were interviewed (face to face) in Kiribati, as listed on page 57 and an additional I-Kiribati stakeholder was interviewed by phone. The names of three returning seafarers are not provided because of the personal nature of the information they shared. A further two people were contacted on the evaluators' return to New Zealand, both of whom asked to remain anonymous. We attempted to interview the Kiribati Seamen's Union but no-one was available for a meeting.

Interviews (face to face or by telephone) with 18 stakeholders in New Zealand and Fiji were conducted in late June-early July, also listed below.

Interview participants were provided with an information sheet about the evaluation and invited to sign a consent form. The interviews were based on interview guides for the different informant groups.

The interview guides were peer reviewed by evaluation team members prior to fieldwork. The guides were modified during fieldwork in response to emerging issues.

Other data sources

The interview data were supplemented with information from a review of MFAT, MTC and FTC documents, administrative data from MTC, and a scan of relevant literature.

Coding and analysis

The interview notes were coded and a first-level analysis was completed using Nvivo10 (qualitative data coding software). The coding frame was developed based on the evaluation questions. A grounded approach was also used, whereby new codes were identified as the coder read through the interviews. These data were then used for the substantive analysis which was done in a team analysis session. This approach enabled the data to be analysed from the different *lenses* of team members.

Triangulation

Triangulation serves to strengthen a study (Patton, 2002, p.247) by examining the research subject “from more than one vantage point” (Schwandt, 2007, p.298) thereby generating different perspectives. Denzin (1978, p.28) has identified four basic types of triangulation. The following table identifies the four types and describes how they were addressed in the evaluation.

Triangulation types	How triangulation was addressed in the evaluation
Methodological: combining of methods in a study	The evaluative assessments are based on an evaluative rubric against which data from interviews, documents, administrative data and relevant literature were examined.
Investigator: the use of more than one researcher in a study	Dr Maria Borovnik, Heather Nunns and Julian Joy conducted the fieldwork in Kiribati and New Zealand. Team members participated in a group analysis session. Dr Maria Borovnik and Heather Nunns wrote the report, which was reviewed by Julian Joy and Professor Richard Bedford.
Theory: the use of multiple perspectives to interpret a single set of data	Professor Bedford is a leading expert on migration theory, with particular reference to Pacific mobility. Dr Borovnik has an extensive knowledge of development theory and specifically about Kiribati from her long involvement with the MTC and seafarers. Heather Nunns has in-depth knowledge of evaluation theory. Julian Joy has extensive experience as a marine educator.

Data: the use of a variety of data sources in a study	The following data were used: administrative data, interview notes, activity documents, research and other analytic reports completed about MTC.
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Limitations

Ideally, developing an evaluative rubric is done in collaboration with key stakeholders as part of the scoping of the evaluation. This was not possible given funding and timing constraints, and the different locations of key stakeholders in Kiribati and the evaluators in New Zealand.

The fieldwork in Kiribati during the first week of June overlapped with the visit of the two consultants working on the Fisheries Training Strengthening Programme. This meant that the Captain Superintendent was fully occupied with consultants and evaluators before he left Kiribati to go on annual leave. We spent approximately 10 hours with the Captain Superintendent before he left Kiribati. Further, MTC staff and trainees were undertaking examinations during the week of our visit. Consequently staff were preoccupied with examinations and we were unable to observe any classes in action or talk to staff or trainees at length.

Evaluating improvements in staff capability involves collecting baseline data before an intervention to compare with data collected post-intervention to determine what, if any, changes have occurred. This pre/post comparison was not possible given that the MTC staff have been receiving capability building courses since 2010. We had to rely instead on self-reports of the impact of the training.

We attempted to minimise the limitations in the first and third paragraphs above by supplementing the evidence we collected with relevant literature, particularly research studies about Kiribati.

Evaluative rubric

For each of the criterion, please start reading from the “fully achieved” standard and progress down the column.

Standards	Criteria			
	Relevance	Effectiveness	Efficiency	Impact
Fully achieved	MTC support is aligned to the goals of the Government of Kiribati and the New Zealand Government.	All of the intended short and medium-term results are being achieved. Factors that may constrain the future achievement of results are being actively managed. Gender strengthening activities are creating safe training opportunities for women.	The financial and human resources from MTC support are being used in a productive and equitable manner. MTC support complements other funding sources.	MTC support is contributing to Kiribati economic and human resource development through producing highly trained and qualified seafarers, fishers, and hospitality staff for employment in the Maritime, Fisheries and cruise ship industries. MTC support is also enhancing capabilities in other areas (e.g. catering, English language skills, health).
Mostly achieved	There is evidence of some misalignment between MTC support and the Government of Kiribati goals, and/or those of the New Zealand Government. Such misalignment issues are being actively addressed.	Most of the intended short and medium-term results are being achieved. Shortcomings are being actively addressed. Work is being undertaken to make the gender strengthening activities more effective.	While financial and human resources from MTC support are being used in a productive and equitable manner, there is room for further improvement.	There is evidence that MTC support is contributing to positive economic and non-economic impacts in Kiribati. There is potential for wider and/or increased impacts. Any real or perceived negative impacts are being actively managed.
Minimally achieved	There is evidence of some misalignment between MTC support and the Government of Kiribati goals and/or those of the New Zealand Government. Such misalignment issues are not being addressed.	Minimal progress has been made towards the intended short-term results given the time and funding invested. This lack of progress is not being addressed. The gender strengthening activities are making little, if any, difference.	The financial and human resources from MTC support are not being used productively and/or in an equitable manner. MTC support duplicates other funding sources.	MTC support has made little difference to the economic and human resource development of Kiribati. There is evidence of negative impacts which are not being addressed.
Not achieved	There is a lack of alignment between MTC support and the Government of Kiribati goals.	The progress made towards the intended short-term results is not adequate for the funding and time invested. The gender strengthening activities are making no difference.	There are significant shortcomings in efficiency that impact on the activities' viability.	MTC support is not making a positive contribution to Kiribati.

Interview participants

Name	Position	Organisation
KIRIBATI		
Captain Boro Lucic	Captain Superintendent	Marine Training Centre
Captain Etekieru Iouta	Deputy Superintendent	Marine Training Centre
Dr Todor Gudov	Doctor	Marine Training Centre
Bernard Paul	Laboratory Technologist	Marine Training Centre
Taarem Mantoa (f)	X-Ray Technician	Marine Training Centre
Andrew Ratloilug	ESL Team Leader	Marine Training Centre
Karee Ioane (f)	ESL staff	Marine Training Centre
Gerda Peninga (f)	ESL tutor (VSA volunteer)	Marine Training Centre
Teren Aaba (f)	Catering & Gender tutor	Marine Training Centre
Captain Tentau Teikake	Deputy Principal	Fisheries Training Centre
Captain Ritang Ubaitoi	Assistant to Deputy Principal	Fisheries Training Centre
Elliot Ali	Secretary	Ministry of Finance and Economic Development
Peniita K Garisau (f)	Deputy Secretary	Ministry of Labour and Human Resource Development
Uria Nikuata (f)	Assistant to Deputy Secretary	Ministry of Labour and Human Resource Development
Naomi Biribo (f)	Secretary	Ministry of Fisheries & Marine Resource Development
Raikaou Tiumoa	Deputy Secretary	Ministry of Fisheries & Marine Resource Development
Danietta Apisai (f)	Deputy Secretary	Ministry of Communication, Transport, & Tourism Development
Reeti Onorio (f)	Director for Tourism	Ministry of Communication, Transport, & Tourism Development
Ruui Tabutoa	Assistant Deputy Secretary	Ministry of Communication, Transport, & Tourism Development
Captain Ruoikabuti Tioon	Director Marine Division	Ministry of Communication, Transport, & Tourism Development
Bwakura Metutera-Timeon (f)	Deputy Secretary	Ministry for Women, Youth & Social Affairs
Tekaai Mikaere	Manager	Shipping agencies of Kiribati (SAOK) & Norwegian Cruise Line
Captain Rui Natake	Manager	Kiribati Fishermen Services (KFS)
Captain Andrew Heinzen	Manager	South Pacific Marine Service (SPMS)
Arobati Teewe Brechtefield	General Manager	Kiribati Port Authority
Enota Ingintau	General Manager	Kiribati Shipping Services Limited
Tamana Natanaera	Operations Manager	Kiribati Shipping Services Limited
Michael Hunt	Counsellor - Development	Australian High Commission
Peter Kemp	Deputy High Commissioner	New Zealand High Commission, Tarawa
Bereti Bureimoa (f)	Development	New Zealand High Commission,

	Programme Coordinator	Tarawa
NEW ZEALAND		
Paul Harper	Executive Dean	New Zealand Maritime School
Ryan Brown	Programme Manager (Polynesia)	Volunteer Service Abroad
Val and Birnie Duthie	Ex-English language volunteers at MTC	Volunteer Service Abroad
Simeon Arthur	Regional Sales Manager	EBOS International
John Elliot	Health Laboratory Consultant	Pacific Paramedical Training Centre
Steve Gaskin	Business Unit Leader-Structural	Spiire New Zealand Ltd
Elizabeth Powell	General Manager	Counties Manukau DHB
Tania Woolfgramm	Senior Programme Manager, Pacific Health Development	Counties Manukau DHB
Ireen Manuel	Associate Programme Manager	Counties Manukau DHB
Doleen Raj	Pacific Health Coordinator	Counties Manukau DHB
Beryl Kelly	Head of Radiology Department	Counties Manukau DHB
Dr Mike Hart	Consultant	Counties Manukau DHB
Wayne Rolleston	Safety consultant	Limestone Risk Management
Katie Petrie	Development Officer, Pacific Bilateral Division	MFAT, Wellington
John Claassen	Development Officer, Pacific Bilateral Division	MFAT, Wellington
FIJI		
Robert Gillett	Director	Gillett Preston & Associates
Grant Carnie	Consultant	Carnie Consultants
Captain John Hogan	Director, Economic Development Division	Secretariat of the Pacific Community

Ruediger Weiss, SPMS Manager, Hamburg contributed data for the evaluation.

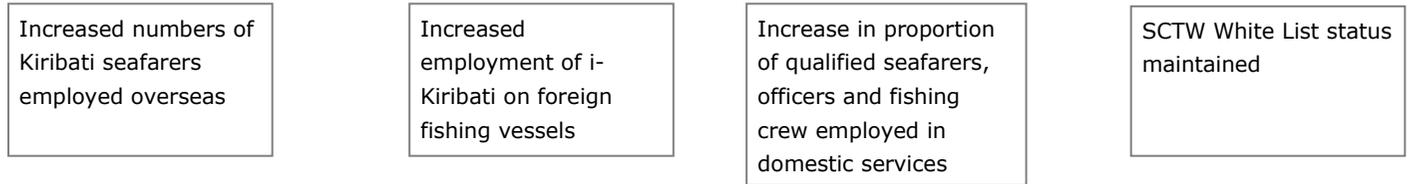
Appendix C: Results Diagram

Source: Overarching Activity Design Document: Workforce Skills Development, Strengthening Marine and Fisheries Training in Kiribati, May 2013, page 14.

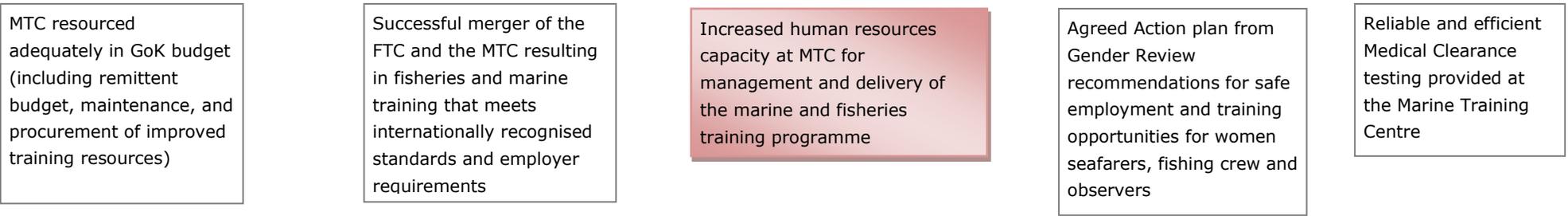
Note: the boxes shaded in red were not actioned during ISP phase two.

Goal of the Activity: *A maritime training institution that contributes to the economic and social wellbeing and the human resource development of Kiribati*

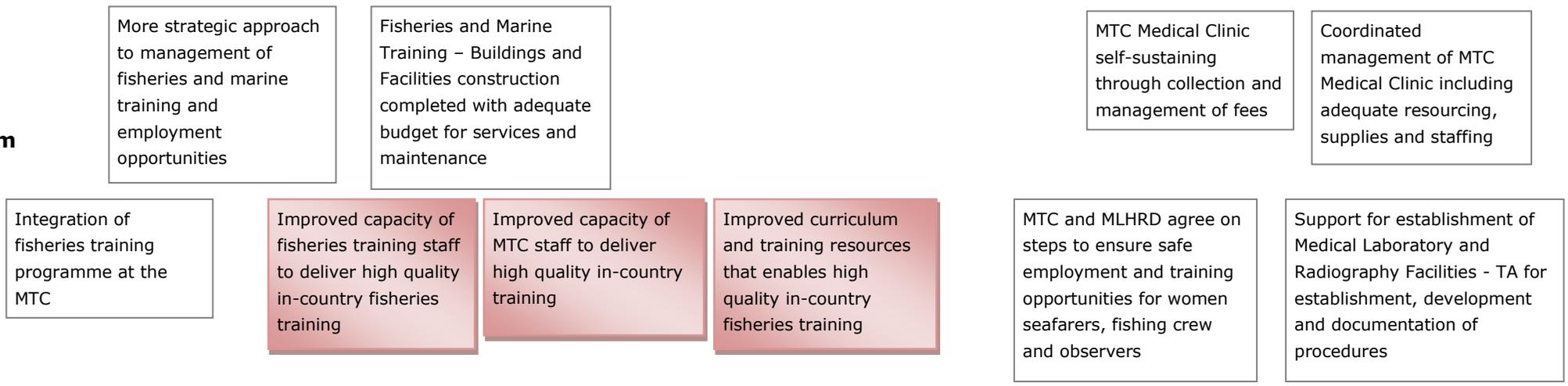
Long-term outcomes



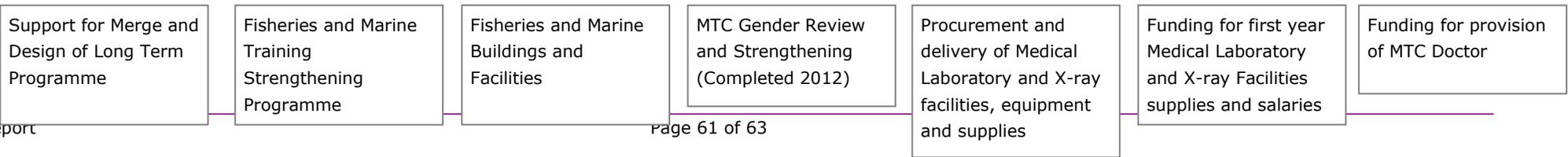
Medium-term



Short-term outcomes



Outputs



Appendix D: Data sources

Below are the data used in the evaluation by source, in chronological order.

Government of Kiribati

Government of Kiribati (2012). Kiribati Development Plan 2012-2015.

Government of Kiribati (2013). Kiribati National Fisheries Policy, 2013-2015.

Government of Kiribati Budget 2014-2015.

New Zealand-Kiribati Joint Commitment for Development, April 2014.

MTC Project Coordination Committee meeting minutes (various).

MFAT

NZAID Support for Kiribati Marine Training Centre Partnership Arrangement, 2008.

Gender Report, July 2009.

Fisheries Training Strengthening Programme: Kiribati Marine Training Centre, Activity Design Document, September 2012.

MTC Institutional Strengthening Project, phase 2 final report, February 2013.

Kiribati Fisheries training and employment programme: MTC-FTC merge requirements. Progress report, March 2013.

Activity Monitoring Assessment for Medical Clinic, April 2013.

Gender Strengthening Report, Marion Quinn, May 2013.

Overarching Activity Design document: Workforce Skills Development Strengthening Marine and Fisheries Training in Kiribati, May 2013.

Cost benefit and economic impact analysis of the Kiribati Marine Training Centre, Nimmo-Bell and Market Economics, 21 May 2013.

Counties Manukau DHB progress report, August 2013.

Counties Manukau DHB: visit three report, October 2013.

Spiire building progress report, December 2013.

Kiribati Maritime Training Capacity Development Project: Project Design. Australian Maritime College, December 2013.

Progress report – provision of GP, January 2014.

ISP Phase 3, report 2, 31 January 2014.

MTC Institutional Strengthening Project, phase 3 progress report, February 2014.

MTC annual monitoring assessment, March 2014.

Pacific Paramedical Training Centre completion report, March 2014.

Activity Monitoring Assessment for MTC and FTC, 31 March 2014.

MTC risk register (undated).

Programme Activity Authority for MTC phase three (undated).

MTC

Kiribati Maritime training capacity development project: Project design, MTC and AMC, 9 December 2013.

MTC Intake Reader, May 2014.
Training of trainers: instructors list (undated).
MTC organisational structure chart.

Other sources (in no particular order)

Manpower 2010 Update: The Worldwide Demand for and Supply of Seafarers, BIMCO 2010.
Guideline for Mate Fishing Vessel - Unlimited, Maritime New Zealand, March 2014.
Guideline for Marine Engineer Class 3, Maritime New Zealand, March 2014.
Guideline for Watch-keeper Deck, Maritime New Zealand, March 2014.
Maritime New Zealand Final Examinations: Guidelines to candidates. Class 3 certificate of competency.
Health Service Delivery Profile Kiribati, Compiled in collaboration between WHO and Ministry of Health and Medical Services, Kiribati, 2012.
Drewry Shipping Market Review and Forecaster: Manning 2014 Annual Report.