

# **Kiribati Education Improvement Program (KEIP)**

## **Phase 1**

### **Design Document**

August 2010

<b>Table of Contents</b> List of Acronyms .....	i
Executive Summary .....	i
Kiribati Education Improvement Program (KEIP) .....	1
Phase 1 Design Document.....	1
Analysis and Strategic Context .....	1
The Kiribati Education Improvement Program 2010 - 2020 .....	9
<i>Performance Incentives</i> .....	21
Implementation and Management Arrangements .....	22
Monitoring Arrangements.....	23
Overarching Policy Issues .....	25
Risk Management.....	28
<u>Annex 1.</u> <u>Kiribati Country Information</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 2.</u> <u>KEIP Phase 1 Monitoring and Evaluation Framework and Management arrangements</u> <b>Error! Bookmark not defined.</b>	
<u>Annex 3.</u> <u>Management and Monitoring Arrangements</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 4.</u> <u>Phase 1: Estimated Program Costs</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 5.</u> <u>Terms of Reference for Key Phase 1 Personnel</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 6.</u> <u>Phase 1 TA Schedule</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 7.</u> <u>Phase 1 Risk Management Matrix</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 8.</u> <u>Kiribati-Australia Partnership for Development</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 9.</u> <u>Statement of Partnership Principles</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 10.</u> <u>UNICEF’s Education Program 2010-2011</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 11.</u> <u>The UNESCO/Kiribati Program 2009 -2012</u> .....	<b>Error! Bookmark not defined.</b>
<u>Annex 12.</u> <u>The LEPP Program – Summary</u> <b>Error! Bookmark not defined.</b>	

## Executive Summary

**List of Acronyms**

ADB	Asian Development Bank
APTC	Australia Pacific Technical College
AusAID	Australian Agency for International Development
DCC	Development Coordination Committee
ECE	Early Childhood Education
EFA	Education for All
ERF	Education Resource Facility
ESSP	Education Sector Strategic Plan
FMU	Facilities Management Unit
GoA	Government of Australia
GoK	Government of Kiribati
HD Meeting	(MoE) Heads of Division Meeting
KDP	Kiribati Development Plan
KEIP	Kiribati Education Improvement Program
KEMIS	Kiribati Education Management Information System
KESP	Kiribati Education Sector Program
LEPP	Language Education Pilot Project
MC	Managing Contractor
MDGs	Millennium Development Goals
MFED	Ministry of Finance and Economic Development
MISA	Ministry of Internal and Social Affairs
MoE	Ministry of Education
MPWU	Ministry of Public Works and Utilities
MRF	Monitoring and Results Framework
NIS	National Infrastructure Standards
OC	(KEIP) Oversight Committee
PACTAM	Pacific Technical Assistance Mechanism
PEFA	Public Expenditure and Financial Accountability assessment

Executive Summary

PSO	Public Service Office
RERF	Revenue Equalisation Reserve Fund
SPBEA	South Pacific Board of Educational Assessment
STAKI	Standard Tests of Achievement for Kiribati
TA	Technical Assistance
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Education, Science and Cultural Organisation
UNICEF	United Nations Children’s Fund
USP	University of the South Pacific

## Executive Summary

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The Republic of Kiribati is a safe, peaceful and politically stable nation with a strongly egalitarian culture united by a single indigenous language.<sup>1</sup> It is also a country facing major demographic, economic, social and environmental challenges and an uncertain future. Kiribati has a population of approximately 92,000 people living on 23 of its 33 scattered islands,<sup>2</sup> all of which are low-lying coral atolls vulnerable to coastal erosion, tidal variations and rises in sea level. Just under half of Kiribati's population (40,000) lives on South Tarawa, placing significant pressure on the fragile atoll environment and its limited resource base. Kiribati's population is growing quickly and is expected to double by 2025. Half the population is under 21 and projections are for there to be 80,000 I-Kiribati of working age by 2025, compared to 53,000 in 2005.

Although Kiribati has built a reputation for fiscal prudence, this is under challenge and its economic outlook is not encouraging. Gross Domestic Product (GDP) per capita is the lowest in the Pacific, with the government dominating the economy in response to the narrow domestic production base<sup>3</sup>. Government spending is around 115 percent of GDP, the highest in the region. Yet to reach Millennium Development Goals (MDGs) increased public expenditure both on public services such as education will be required.<sup>4</sup> Without sustained reforms, growth will fail to match the 2 percent population growth leading to deteriorating average living standards.<sup>5</sup>

The Government recognises that a focus on providing a relevant and quality education for all children is important to strengthen the economic base of the country. Remittances will only continue if there are skilled human resources to export and the revenues will only be used effectively if there is a qualified domestic work force.

The Government of Kiribati (GoK) is committed to a number of international education initiatives including the Education For All (EFA) goals and MDGs. MDG 2 ensuring 'that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling' is a key driver of GoK education policy and influences its sector priorities over the medium term.

In 2007, GoK released the *Kiribati Development Plan 2008-11*(KDP), the theme of which is 'enhancing economic growth for sustainable development'. The KDP aims to operationalize the GoK's sector policy and sector strategies to achieve GoK's goal of raising education standards and quality, and increasing retention of school students to continue on to higher classes or forms.

In 2009 the Government of Australia and Kiribati signed the *Australia-Kiribati Partnership for Development*. The areas of focus are improved basic education, workforce skills development and improved growth and economic management. The Partnership will be the instrument used to facilitate the macro reform process.

The Ministry of Education's (MoE) Education Sector Strategic Plan 2008-11 (ESSP), endorsed by Cabinet in 2008, has as its theme 'a quality and balanced education for all'. ESSP's highest priority is **ensuring that basic education in Kiribati gives all children a fair opportunity to access the pathways beyond compulsory schooling.**

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<sup>1</sup> Kiribati family health and support study: A study on Violence against women and children, 2009. However egalitarianism principles enshrined in traditional culture do not seem to apply to gender relations

<sup>2</sup> New Zealand Aid Program/AusAID Kiribati Country Strategy 2006-2007

<sup>3</sup> ADB Kiribati Social and Economic Report: Managing Development Risk, 2008

<sup>4</sup> Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June 2009

<sup>5</sup> IMF (2009), Article IV Consultation with Kiribati: Staff Report; IMF Country Report No. 09/199, June 2008

Executive Summary

Government of Kiribati figures for 2009 reveal Kiribati primary school children are not performing well.<sup>6</sup> At the class four level in English literacy, for example, 44% of children showed little or no evidence of achieving the learning outcomes appropriate for that level. For Kiribati literacy and numeracy, the figures were 20% and 39%, respectively. At the class six level, students who did not achieve appropriate learning outcomes for that level in English literacy, Kiribati literacy and numeracy were 50%, 25% and 69%, respectively.<sup>7</sup>

At the grade four level girls are outperforming boys in each of the three areas. In English literacy, 44% of girls and 34% of boys were performing at or above grade levels; in Kiribati literacy, 69% of girls and 54% of boys performed at that level; and in numeracy the figures were 39% for girls and 31% for boys. At the grade six level girls again outscored boys in all three areas in terms of performing at or above the grade level. In English literacy, Kiribati literacy and numeracy the figures were 42%, 63%, 20% and 23% and 56% and 48% for girls and boys respectively.

Government capacity constraints and poorly coordinated donor assistance (including fragmentation within the KEIP donors' programs) have not served to maximise efficiency in improving access and quality of education. In response, recent joint donor efforts in support of the sector are showing signs of progress and there is a growing expectation for improved alignment and harmonisation to implement KEIP.

### Program Description

Building on the *Kiribati-Australia Partnership for Development; the UNICEF/MoE Country Programme Action Plan; and the Kiribati UNESCO National Education Support Strategy* which have as a basis the Paris, Accra and Cairns agreements, the intention of the Government of Kiribati, AusAID, UNESCO and UNICEF is that donor support for education in Kiribati will progressively move to a Kiribati-led, sector program. In support of this donors will take a phased approach to re-shaping their support. This is reflected in the KEIP design.

The overall design of the KEIP was shaped by the GoK and the risk management strategy drafted by the MoE senior management. The KEIP design process included GoK stakeholders at all levels who contributed through a number of meetings with members of the senior management team of the MoE, planning workshops, stakeholder validation workshops and meetings with the Ministry of Internal and Social Affairs and the Ministry of Public Works and Utilities as well as development partners.

KEIP will be implemented in three distinct phases to align with the GoK and MoE planning cycles. Phase 1 (2010 and 2011) will align with the remaining period of the current four year KDP and ESSP. Phases 2 and 3 will be aligned with the next two KDP and ESSP cycles.<sup>8</sup> KEIP's monitoring, reporting and budget discussions are to be scheduled to align with MoE's annual planning cycles.

The timeframe for the three phases of KEIP are:

Phase 1: Mid 2010 to December 2011 (project-based aid delivery)

Phase 2: January 2012 to December 2015 (program-based /SWAp)

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<sup>6</sup> STAKI Literacy and Numeracy Baseline date, 2009. Survey sample sizes were not small. They varied at the class 4 level, for example from 1,937 for the numeracy assessment (998 girls and 939 boys) to 2,282 for the English literacy assessment (1,000 girls and 1,282 boys).

<sup>7</sup> The medium of instruction at Class 4 is 50% Kiribati and 50% English, at Class six it is 40% Kiribati and 60% English. However, this policy, which is set out in the National Curriculum Assessment Framework, has yet to be approved by Cabinet. In reality the medium of instruction is Kiribati.

<sup>8</sup> KEIP formally began in mid 2010 with the mobilisation of the Senior Education Management Specialist in August 2010. In addition, the UNICEF and UNESCO programs began in 2008 and 2010 respectively.

Phase 3: January 2016 to December 2019 (program-based/SWAp approach)

### **The KEIP Program**

Goal: All children have access to relevant and quality education by 2020

Program outcomes (or objective)

1. All children achieve functional literacy and numeracy after 6 years of basic education and are equipped with the skills to continue to the next stage of education;
2. A comprehensive, inclusive education sector, adequately funded and effectively managed providing quality services to all children.

Phase 1 of the program which is detailed in this document, describes a program continuing a number of activities, initiating others and developing the evidence base on which a comprehensive sector support program can be delivered in phases 2 and 3. Several Phase 1 outputs will develop the elements of a sector program (policy and strategy, results, institutions, donor harmonisation) and the performance assessment framework (PAF).

Phase 1 Program Outputs

A. Phase 1, will continue and/or initiate activities in the four priority areas of work identified by MoE:

1. Physical Facilities

Facilities Management Unit capacity strengthened and support to pilot school rehabilitation work in accordance with the National Infrastructure Standards.

2. Legislation and Policy

A legislative and regulatory review in the education sector; and, the ongoing monitoring and evaluation of key education indicators.

3. Workforce Development

Establishing a teacher professional development framework; support to teachers to strengthen their English language abilities and contribute to more effective teacher performance monitoring, support to the Secretary and senior management team of MoE from a full-time high level Senior Education Management Specialist (SEMS).

4. Curriculum and Assessment

Curriculum, language and syllabus reform work that has been completed to date reviewed and ongoing support in assessment and curriculum improvement, and promoting literacy through school reading centres.

B. During Phase 1 the next ESSP will be developed by government and supported by Phase 1 inputs. In support of the ESSP and feeding into the KEIP Phase 2 design, the following outputs will occur during Phase 1:

- Analysis of the specific causes for low achievement, attendance and high drop out
- A medium term financial analysis of projected costs (recurrent and development) over a 10 year period and a set of scenarios based on projected government and external resources

## Executive Summary

- A review of sectoral Public Financial Management (PFM) and proposals for strengthening PFM<sup>9</sup>.

Building on the 4 priority activities of KEIP Phase 1 and responding to the new ESSP, KEIP Phase 2 will be designed.

During Phase 1 monitoring will focus on outputs and processes, setting relevant baselines and improving data quality. The monitoring and evaluation focus will be on three aspects:

- a) the ongoing M&E of the key education indicators
- b) that in the short time frame for Phase 1 outputs and processes will be monitored in the Performance Assessment Framework (PAF)
- c) the strengthening of the EMIS and the PAF

The estimated contributions of the KEIP donors for activities initiated in Phase 1 are:

<i>Donor</i>	<i>Total Phase 1 Contribution (AUD)</i>
AusAID	8,334,434
UNESCO <sup>10</sup>	194,000
UNICEF	245,000
<b>Total</b>	<b>8,773,434</b>

### Phase 1 Implementation Arrangements

MoE has new leadership and limited capacity for large-scale program management. In addition there is general concern about Kiribati's weak public financial management and procurement systems making a fully integrated program-based approach with financing directed wholly through the GoK finance and procurement systems immediately impossible<sup>11</sup>.

KEIP donors will commence Phase 1 through a blend of direct (UNICEF) and indirect (AusAID and UNESCO) funding but with a flexible design that provides clear review and revision points (the phased approach), to allow for progressive moves towards the program-based approach that is sought by all parties. All resources applied to KEIP will be documented in GoK's Budget (Section 5).

<sup>9</sup> Outcome 3 of the *Australia-Kiribati Partnership for Development* and the *ADB Country Partnership Strategy Kiribati 2010-2014*, will support the GoK in its reform efforts.

<sup>10</sup> USD165,000

<sup>11</sup> Kiribati Public Financial Management – Performance Assessment, 2010



## Kiribati Education Improvement Program (KEIP)

### Phase 1 Design Document

#### Analysis and Strategic Context

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##### Kiribati Country Overview

The Republic of Kiribati is a safe, peaceful and politically stable nation with a strongly egalitarian culture united by a single indigenous language.<sup>12</sup> It is also a country facing major demographic, economic, social and environmental challenges and an uncertain future. Kiribati has a population of approximately 92,000 people living on 23 of its 33 scattered islands,<sup>13</sup> all of which are low-lying coral atolls vulnerable to coastal erosion, tidal variations and rises in sea level. Just less than half of Kiribati's population (40,000) lives on South Tarawa, placing significant pressure on the fragile atoll environment and its limited resource base. Kiribati's population is growing quickly and is expected to double by 2025. Half the population is under 21 and projections are for there to be 80,000 I-Kiribati of working age by 2025, compared to 53,000 in 2005.

##### Economic Considerations

Although Kiribati has built a reputation for fiscal prudence, this is under challenge and its economic outlook is not encouraging. Its GDP per capita is the lowest in the Pacific, with the government dominating the economy in response to the narrow domestic production base. Government spending is around 115 percent of GDP, the highest in the region. Large fiscal deficits remain despite large external grants, yet to reach MDG goals increased public expenditure both on public services such as education will be required.<sup>14</sup> Without sustained reforms, growth is expected to fall below the 2 percent population growth in the medium term, suggesting deteriorating average living standards.<sup>15</sup>

Almost half of Kiribati's revenue is derived from three sources: interest from the Revenue Equalisation Reserve Fund (RERF), fishing license fees and remittances. The RERF is around 3½ times Kiribati's GDP. If the large draw downs in recent years (to fund fiscal deficits) and the global decline in asset prices persist, the RERF is projected to be depleted by 2030. Fishing licence fees have been on a declining trend since 2002<sup>16</sup>.

The ratio of remittances to GDP has been particularly high (7–12 percent over the past 20 years) and is one of the highest ratios among the Pacific Island Countries, although it is not trending upwards. Remittances are likely to remain a major source of external funds for the foreseeable future. To secure a stable inflow of remittances, the International Monetary Fund (IMF) identifies three policy options: continue to produce high-skilled seafarers through the Kiribati Marine Training Centre (MTC) and the Fisheries Training Centre (FTC)<sup>17</sup>; diversify sources of remittances (for example through innovations such as the Kiribati Australia Nursing Initiative (KANI) or the Australian Pacific Seasonal Worker Pilot Scheme); and reduce costs of remittances.

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<sup>12</sup> Kiribati family health and support study: A study on violence against women and children, 2009. However egalitarianism principles enshrined in traditional culture do not seem to apply to gender relations

<sup>13</sup> New Zealand Aid Program/AusAID Kiribati Country Strategy 2006-2007

<sup>14</sup> Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June 2009

<sup>15</sup> IMF (2009), Article IV Consultation with Kiribati: Staff Report. IMF Country Report No. 09/199, June 2008

<sup>16</sup> Ibid

<sup>17</sup> A feasibility study found that seafarers trained at Marine Technical College (MTC) contribute between 15% and 20% of Kiribati GDP. See New Zealand Aid Program (2003). New Zealand Aid Program Support for the Kiribati Marine Training Centre: Feasibility Design Study, August 2003

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

At the request of the GoK a Public Financial Management assessment was carried out in 2009 with funding support from Asian Development Bank (ADB) and AusAID. The overall objective of the study was to provide all stakeholders with an assessment of Public Financial Management (PFM) in Kiribati using the Public Expenditure and Financial Accountability (PEFA) methodology<sup>18</sup>. The GoK announced at the 2010 Development Partners Forum that it will develop a Public Financial Management Reform Plan to guide and coordinate future efforts to the sector<sup>19</sup>. Outcome 3 of the *Australia-Kiribati Partnership for Development* and the *ADB Country Partnership Strategy Kiribati 2010-2014*, will support the GoK in its reform efforts. Progress will be monitored by KEIP donors and opportunities pursued to harmonise procedures.

Providing a quality and relevant education with early gains in literacy and numeracy has been identified as having a crucial role to play in the future economic stability of the country:

1. First the importance of remittances to Kiribati's revenue base will improve based on good quality education and/or training in Kiribati which facilitates employment opportunities.
2. Second, to improve the quality and productivity of its domestic workforce (including its teachers and health workers).
3. Third, to provide a strong base for a substantial growth in revenues - there is little chance of increased budget allocations to education without a larger government income (education is already the recipient of the largest allocation of the national budget at 18.6% but still the development costs are borne externally and this will continue until the revenue base is broadened).

## Education Sector Overview and Direction

### *National Education Goals*

The GoK is committed to the Education for All (EFA) goals and Millennium Development Goals (MDGs). MDG 2 has the target of ensuring 'that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling'. This is a key driver of GoK education policy and influences its sector priorities over the medium term.

In 2007, GoK released the *Kiribati Development Plan 2008-11* (KDP), the theme of which is 'enhancing economic growth for sustainable development'. The KDP encompasses the GoK's policy statements and sector strategies, including GoK's strategies for addressing their key education issues: raising education standards and quality, and increasing retention of school students to continue on to higher classes and engage in work pathways.

In 2009 the Government of Australia and Kiribati signed the *Australia-Kiribati Partnership for Development*. The areas of focus are on improved basic education, workforce skills development and improved growth and economic management. The Partnership will be the instrument used to facilitate the macro reform process.

The Ministry of Education's (MoE) Strategic Plan 2008-11 (ESSP), endorsed by Cabinet in 2008, has as its theme 'a quality and balanced education for all'. ESSP's highest priority is **ensuring that basic education in Kiribati gives all children a fair opportunity to access the pathways beyond**

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<sup>18</sup> Kiribati Public Financial Management Performance Report, 2010

<sup>19</sup> Development Partners Forum, Agenda Item 3.1 Public Expenditure and Financial Accountability Assessment Report, 2010

**compulsory schooling.** ESSP, costed at approximately AUD12.8m over four years, sets six broad goals<sup>20</sup>:

1. Deliver a high quality, coherent and relevant school curriculum for Kiribati children
2. Provide a conducive learning environment in Kiribati schools
3. Develop a competent and effective school education workforce
4. Strengthen policy and planning systems for achievement of quality education outcomes
5. Strengthen the legislative and regulatory framework for managing the school sector
6. Consolidate partnerships with stakeholders in the education system

### ***The Education System***

Table 1 education data

<i>School Level</i>	<i>Enrolment</i>			<i>Net Enrolment Rate</i>	<i>Survival Rate</i>	<i>Gross Enrolment Rate</i>	<i>Teacher numbers</i>			<i>Student - teacher ratio</i>
	<i>Total</i>	<i>Girls</i>	<i>Boys</i>	<i>Total</i>	<i>Total</i>	<i>Total</i>	<i>Total</i>	<i>Approx. Male</i>	<i>Approx. Female</i>	
<b>Primary</b>	15,450	7,717	7,733	87%	79.7%	94%	622	113	509	25:1
<b>Junior Secondary</b>	6,803	3,441	3,362	71%	94.4%	86%	359	170	189	18:1
<b>Senior Secondary</b>	4,146	2,242	1,904	36%	53.3%	44%	250	143	107	12:1

2009 Basic statistics for education in Kiribati (Teacher numbers do not include Church Schools).

There are five sub-sectors:

- early childhood education; primary (years 1 to 6);
- junior secondary (forms 1 to 3/ years 7 to 9);
- senior secondary (forms 4 to 7/ years 10 to 13);
- TVET – consisting of the Marine Training Centre, Fisheries Training Centre, Kiribati Institute of Technology, Police training and Nurse training; and
- higher education - the Kiribati Teachers' College and campus of the University of the South Pacific (USP) on Tarawa.

The education system in Kiribati is fragmented. MoE is responsible for the delivery of primary and secondary education (excluding specialised schools for children with disabilities), administration of the Kiribati Teachers College (KTC) and regulatory oversight of early childhood education.

MoE, Ministry of Public Works and Utilities (MPWU) and Ministry of Internal and Social Affairs (MISA) are collectively responsible for maintaining primary school buildings, furniture and equipment<sup>21</sup>.

<sup>20</sup> Report – Education Finance Specialist: Costing the ESSP 2009-2011, 2009

<sup>21</sup> Ministry of Public Works and Utilities is responsible for the *National Building Code*.

The Ministry of Labour and Human Resource Development (MLHRD) is responsible for the majority of the schools within the TVET sub-sector with the exception of the School of Nursing which falls under the Ministry of Health.

The School and Centre for Children with Special Needs is a privately-run school but is classified as an NGO, and as such falls under MISA.

Compulsory basic education includes primary and junior secondary school. At the end of year nine students sit a national exam (Junior Secondary Certificate) for selection into Senior Secondary Schools, with provision to proceed to year ten on the basis of results<sup>22</sup>. Private schools are beginning to appear at the junior secondary level and, to a lesser degree, at the primary level. The majority of senior secondary schools are non-government church schools.

While primary enrolment is at a level that compare favourably with other Pacific nations<sup>23</sup>, low quality, high drop out rates and persistent difficulties in ensuring access to young children who should be in school remain challenging<sup>24</sup>.

The priority medium term goals are improving the quality of primary schooling and broadening access to secondary school, government has identified 4 priority areas: physical facilities improvement; a revitalized policy and legislative framework; education workforce development, and curriculum and assessment reform.<sup>25</sup>

### ***Learning Outcomes***

Government of Kiribati figures for 2009 reveal Kiribati primary school children are not performing well with performance declining at primary school levels.<sup>26</sup> At the class four level in English literacy, for example, 44% of children showed little or no evidence of achieving the learning outcomes appropriate for that level. For Kiribati literacy and numeracy, the figures were 20% and 39%, respectively. At the class six level, the results were slightly more disappointing; students who did not achieve appropriate learning outcomes for that level in English literacy, Kiribati literacy and numeracy were 50%, 25% and 69%, respectively.<sup>27</sup>

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<sup>22</sup> The Junior Secondary Certificate will be replaced by the Kiribati Certificate of Basic Education in 2010.

<sup>23</sup> Net Primary Enrolment Rates (NER): Fiji 93%; Vanuatu 85%; Solomon Islands 94%; Nauru 60%; Tonga 94%. Source: Tracking Development and Governance in the Pacific, August 2009

<sup>24</sup> Kiribati National Education Summit Outcomes/Education Sector Strategic Plan, 2008

<sup>25</sup> The four priorities listed were detailed to the sector's donors in a meeting with key ministries, including education and finance, in May, 2009.

<sup>26</sup> STAKI Literacy and Numeracy Baseline date, 2009. Survey sample sizes were not small. They varied at the class 4 level, for example from 1,937 for the numeracy assessment (998 girls and 939 boys) to 2,282 for the English literacy assessment (1,000 girls and 1,282 boys).

<sup>27</sup> The medium of instruction at Class 4 is 50% Kiribati and 50% English, at Class six it is 40% Kiribati and 60% English. However, this policy, which is set out in the National Curriculum Assessment Framework, has yet to be approved by Cabinet and can not be enforced until the Education Advisory Committee is established. In reality the medium of instruction is Kiribati.

Table 2: Primary School students with satisfactory (or above) literacy and numeracy skills<sup>28</sup>

Subject	2004	2007	2009	2004	2007	2009
	Class 4			Class 6		
English	26%	29%	39%	14%	14%	33%
Kiribati	75%	49%	62%	62%	50%	56%
Numeracy	40%	27%	35%	25%	18%	17%

At the grade four level girls are outperforming boys in each of the three areas. In English literacy, 44% of girls and 34% of boys were performing at or above grade levels; in Kiribati literacy, 69% of girls and 54% of boys performed at that level; and in numeracy the figures were 39% for girls and 31% for boys. At the grade six level girls again outscored boys in all three areas in terms of performing at or above the grade level. In English literacy, Kiribati literacy and numeracy the figures were 42%, 63%, 20% and 23% and 56% and 48% for girls and boys respectively.

### Education Budget

In 2010, MoE was allocated 18.6% (approximately AUD16.3m) of the national budget (AUD87.52m). Of this figure some 70% will finance salary payments. While this represents the largest allocation among ministries, it is a worrying 24% reduction from 2009 (partly explained by some functions having been transferred to the Ministry of Finance)<sup>29</sup>. The implications of this substantial budget reduction are widespread, with reductions in travel budgets, and the abolition of at least 25 temporary staff positions. There will also be much tighter management of overtime and allowances expenditure and reduced procurement of school supplies. Budget management and expenditure will be reviewed during Phase 1 and a detailed medium term financing plan developed that links the recurrent and development costs<sup>30</sup>.

Table 2: The Education Budget, 2008 to 2010 (AUDm)

GoK Budget			Budget Allocation			% of GoK Budget			% spent on salaries		
2008	2009	2010	2008	2009	2010	2008	2009	2010	2008	2009	2010
\$85.3	\$82.7	\$87.5	\$20.5	\$21.5	\$16.3	25%	26%	18.6%	65%	55%	71%

*GoK Budget allocations to MoE for the calendar years 2008, 2009, 2010 (approximate values)*

### MoE Organizational Profile

The existing organisational structure (See Annex 1) does not allow the MoE to function as an effective administrative entity. The structure is not designed along modern functional lines, is not well aligned with Ministry goals, nor conducive to solving MoE problems.

<sup>28</sup> STAKI – Basic literacy levels covers students at levels 3, 4 and 5 – who are achieving the learning outcomes of at or above satisfactory.

<sup>29</sup> Kiribati Government 2010 Budget

<sup>30</sup> The education sector will be the starting point for the costing of the sustainable delivery of government functions exercise under Outcome 3 (Improved Growth and Economic Management) of the Partnership.

There is no defined point of policy and planning responsibility within the structure, or clear personnel functions. Once the legislative framework is revised, MoE will conduct an organisational review during Phase 2 of the KEIP.

There are five different Ministries who have a stake in the education sector.

The **MoE, Ministry of Public Works and Utilities (MPWU)** and **Ministry of Internal and Social Affairs (MISA)** are collectively responsible for maintaining primary and secondary school buildings, furniture and equipment. These Ministries meet monthly through the interagency Maintenance Management Committee to discuss and prioritise national school facility needs. The Finance Unit of the MoE is staffed by seconded officers from the **Ministry of Finance and Economic Development (MFED)**. The **Public Service Office (PSO)** administers the National Conditions of Service, which set the allowances and conditions for all teachers<sup>31</sup>. They also need to approve any new recruitment. If the MoE wants to create a new position PSO submits the proposal to Cabinet on the Ministry's behalf. **The Public Service Commission** is an independent body that works with the PSO. The commission is responsible for the discipline of any MoE employees, contracting and appointment of staff.

Table 3: Ministry Responsibilities for Facilities in Education Sector

<i>Operation</i>	<i>Outer Islands</i>	<i>South Tarawa</i>
Maintenance	MISA	MoE
Capital Works	MPWU	MPWU
Priority/Emergency	MoE	MoE

### Donor Engagement in the Sector

Between 2000 and 2006 Australia's assistance was through the Kiribati Education Sector Program (KESP). KESP included educational and systemic improvements; and the construction of seven Junior Secondary Schools (JSS) on the outer islands and on Tarawa.

Since January 2007, Australian assistance has been in an 'Interim Support Phase' during which activities have focussed on: developing a Facilities Management Plan for Kiribati Primary schools; implementing the initial phases of a 10 year Curriculum and Assessment Improvement Strategy; improving utilisation of the Kiribati Education Management Information System (KEMIS); building the capacity of the MoE's senior management team in the areas of policy and planning, finance and IT; and progressing an English Language Development Program.

Australia also supports the Technical & Vocational Education and Training (TVET) sub-sector through its Human Resource Development (HRD) program. The program is addressing: (i) the establishment of a TVET sector policy framework; (ii) modernisation of apprenticeship and trade testing systems; (iii) labour mobility strategies for TVET; (iv) upgrading of the Kiribati Institute of Technology; and (v) enhancing the competence of KIT trainers and support staff. The AusAID funded Australia Pacific Technical College (APTC) provides I-Kiribati the opportunity to upgrade skills to an Australian Qualification Framework standard. In addition, Australian and New Zealand Development Scholarships (ADS and NZDS), and Australian and New Zealand Regional Development Scholarships

<sup>31</sup> AusAID has engaged a Nation Human Resource Planning Officer under Outcome 2 (Improved Workforce Development) of the Partnership to review the National Conditions of Service.

(ARDS and NZRDS) also provide I-Kiribati with the opportunity to pursue higher education in Australia and the region.

In January 2009, the GoA and GoK signed the *Australia Kiribati Partnership for Development* (see Annex 8). *Improved Basic Education* is Priority Outcome 1 of the Partnership and *Improved Workforce Development* Priority Outcome 2. Agreed education Partnership targets include: increased net enrolment rates for both girls and boys, improved literacy (English and Kiribati) and numeracy, and the production and annual reporting of verified sector information (accurate reporting of system performance).

UNICEF's Education Program was launched in Kiribati in January 2008, prior to which there had been minor funding made available to the early childhood education sub-sector. Whilst support to Early Childhood Education (ECE) has continued, in the form of assistance to the finalisation of a national ECE policy, UNICEF and the MoE have initiated a whole school improvement program on Abemama Island and in South Tarawa (Child Friendly Schools). The Child Friendly Schools program has included the provision of school reading centres and the betterment of water, sanitation and hygiene facilities. In addition, UNICEF assistance has focused on the strengthening of pupil assessment systems and the development of literacy, numeracy and life-skills benchmarks.

UNESCO-Kiribati National Education Support Strategy focuses on capacity building both in the Ministry and at the school level. UNESCO has provided TA to assist the MoE to develop national education strategic plans, strengthen monitoring and evaluation, and improve the quality of education through teacher training interventions. Support over the coming years will focus on in-service teacher training, teacher effectiveness, curriculum support, monitoring and capacity development in planning.

New Zealand's assistance has primarily been in support of the Kiribati Teachers College (KTC). This included: from 1996 to 1999, a teacher quality improvement project (with supplementary support from AusAID through KESP), and from 1999-2009, at a reduced level, assistance in capacity building and institutional strengthening at KTC. Current indications are that New Zealand Aid Program will cease to place priority on basic education under its new country assistance strategy.

### ***Coordination***

While there has been substantial progress on some of the activities listed above, there has until recently been limited movement towards establishing program-based assistance. Government capacity constraints and poorly coordinated donor assistance (including fragmentation within the KEIP donors' program) has frustrated efforts in this direction. Recent joint donor efforts in support of the sector are showing signs of progress and there is a growing expectation in Government and among Kiribati's development partners that education and training will be supported in a more programmatic way over the course of KEIP.

### ***Use of Government of Kiribati Financial Systems***

The Kiribati Government Development Fund (the number 4 account) is a bank account at the ANZ Bank which is managed by the National Economic Planning Office (NEPO). Donors remit their funds through the account and approved expenditure from the account is warranted to implementing ministries by NEPO. Actual transactions against this warrant are managed by the Accounts Section of the Ministry of Finance and Economic Development (MFED). The Kiribati National Audit Office reports that funds channelled through the Development Fund are spent for their intended purposes, although disbursement of funds can be slow. MFED/MoE systems are paper-based, with little automation.

Most donor funds that are applied to the education sector do not flow through government systems (i.e. through the Development Fund), and this is true of AusAID and UNESCO. Of all donor funds contributed to education in 2008, only AUD1.4m went through government systems<sup>32</sup>.

### **Guiding the Forward Agenda: Important Lessons**

The design of KEIP is guided by several important lessons regarding education sector assistance in Kiribati, drawn from the 2007 Independent Completion Report for the Kiribati Education Sector Program – Component A, and from the experience with the Kiribati Education Sector Program infrastructure works<sup>33</sup>:

#### **1. Leadership and Ownership**

National ownership is essential from program design through implementation to completion, and, ideally, MoE's senior management team must own and lead the development process. For their part, donors (and contractors) must be highly sensitive to the local context and have a thorough understanding of the motivations and core interests of beneficiaries. It is important for MoE to identify the key steps, deliverables and individual staff accountabilities as part of the agency's work plan.

#### **2. Capacity Building**

Building individual capacity (underpinned by processes that are aligned with local expectations and preferences) is necessary but in itself is not sufficient to realise benefits of external assistance. Organisational, institutional and systems capacities must be developed simultaneously with a view to progressively greater organisational independence from external support.

#### **3. Implementation Mechanisms – adopting a sectoral approach**

A common starting point, ways of working, exchanging information and reaching decisions on a joint basis must be established. A broad consensus between GoK and its donors on key policy and management issues needs to be reached before initiating a sectoral approach. Strong effective leadership at MoE and a commitment to the process elsewhere in GoK, particularly in the Ministry of Finance and Economic Development (MFED) and at a senior political level is also necessary.

#### **4. Monitoring and Review**

An agreed performance framework is essential. It will specify outcomes and impacts such as learning outcomes for children, system performance benchmarks. It will be rigorously reviewed through an annual review process and should be embedded in the Government's own monitoring systems. In addition, the experiences of many previous efforts in the sector reinforce *the need to recognise the substantial challenges presented by Kiribati and to calibrate plans and expectations accordingly*.

#### **5. Capital Works**

Any future assistance to the MoE from Australia for capital works should be provided through and fully integrated with the existing GoK and MoE systems for determining and responding to need and demand for school buildings throughout the country. This would ensure a single approach to school building in Kiribati and the strengthening of GoK institutions and processes. Any supplier of equipment should provide a maintenance training program for relevant staff; and donors need to assist the GoK to develop and/or strengthen a preventative maintenance schedule for all Kiribati schools.

Increased enrolment will create considerable pressure for places in Junior Secondary School and Senior Secondary School education. The social and economic implications of this increased demand

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<sup>32</sup> It should be noted that it is not possible to ascertain what proportion of total donor support for education this represents, because parallel donor systems mean GoK has no overview of total contributions.

<sup>33</sup> KESP Mid-Term Review, 2003



for secondary education will need to be thought through carefully by GoK and its partners as a matter of urgency.

## **The Kiribati Education Improvement Program 2010 - 2020**

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### ***Priorities***

Recognizing that the sector faces serious quality and access problems<sup>34</sup> government has prioritized four areas for immediate attention:

1. Physical Facilities improvement – including the implementation of National Infrastructure Standards (NIS) for (primary) schools; and an affordable school maintenance program;
2. Policy and Legislation – including activities to strengthen the skills and capacities of management, monitor ESSP and national system performance – and ensuring that the Kiribati Education Management Information System (KEMIS) supports this; improving sector planning and budget processes and financial management; and, importantly, revisiting the education laws and policies to strengthen the legislative and regulatory basis for sector reform;
3. Education workforce development – including professional standards for teachers and teacher training management (beginning with an audit to identify structural, training and recruitment needs and a plan to address these needs), and; a professional development program to help teachers acquire the minimum standards required of them; and
4. Curriculum and assessment – including curriculum reform and improved assessment of learning outcomes.

**The Kiribati Education Improvement Program (KEIP)** is the framework within which the major donors to the education sector will support the GoK to address its most pressing education issues over the next ten years. The donors participating in KEIP at present are AusAID, UNESCO and UNICEF. The flexible design means others can join. The design and implementation of KEIP is underpinned by the *Kiribati Education Sector Statement of Partnership Principles between the Government of Kiribati and Development Partners*. The statement – approved by all parties – declares that education sector assistance will be guided by the principles of the Paris Declaration on Aid Effectiveness: country ownership and leadership; alignment with national development strategies; managing for results; harmonisation between donors and mutual accountability.

KEIP will focus resources on *access* to and the *quality* of schooling in Kiribati. It is intended to improve the standard of education across all 115 primary and junior secondary schools in Kiribati, and to ensure progress towards the MDG2 target (shared by the Government of Kiribati) of a net primary completion rate of 100 percent by 2015. It also intends to: encourage and facilitate high transition rates from primary to junior secondary school; to strengthen the capacity of the teaching force; to improve learning outcomes so all children are literate and numerate; and to establish a strong educational foundation for young I-Kiribati who wish to progress to higher education and training.

### **Program Description**

Goal: All children have access to relevant and quality education by 2020

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<sup>34</sup> Republic of Kiribati Ministry of Education Digest of Education Statistics 2008; Ministry of Education Strategic Plan – 2008-2011 reports that: many school facilities are in need of repair - 34% of classroom are in need of urgent rehabilitation; many teaching materials and most school equipment are in need of replacement; teachers are frequently under-qualified - 18% are unqualified and 26% are uncertified, and; there is need for curriculum reform

Program outcomes (or objective)

1. All children achieve functional literacy and numeracy after 6 years of basic education and are equipped with the skills to continue to the next stage of education;
2. A comprehensive, inclusive education sector, adequately funded and effectively managed providing quality services to all children.

KEIP will be delivered in three phases. The timeframe for the three phases of KEIP are:

- |          |  |
|----------|--|
| Phase 1: | mid 2010 to December 2011 (project-based aid modality)       |
| Phase 2: | January 2012 to December 2015 (program-based/ SWAp approach) |
| Phase 3: | January 2016 to December 2019 (program-based/SWAp approach)  |

Phase 1 of the program which is detailed in this document, describes a program development phase which will build on the foundations of support to developing and delivering a comprehensive sector program already in place. The Phase 1 outputs will develop the elements of a sector program (policy and strategy, results, institutions, donor harmonisation) and the performance assessment framework (PAF). Agreeing an appropriate level of support and the sequencing and implementation plan for Phase 2 is a key deliverable of Phase 1. Critical to the design of Phase 2 will be the completion of detailed sector analysis including (i) the causes for poor learning outcomes (literacy and numeracy), (ii) barriers to enrolment and participation and causes of drop out, and (iii) system efficiency, to include intra and inter sectoral issues.

**Phase 1 outputs:**

**Priority area 1 Physical Facilities**

1. Improved capacity at Facilities Management Unit (FMU)
2. Piloted NIS for primary schools through the full rehabilitation of six primary schools, including water and sanitation upgrades
3. A school rehabilitation schedule for Cabinet consideration

**Priority area 2 Policy and legislation**

4. A draft legislative and regulatory framework that includes recommendations to facilitate de-concentration and/or decentralization. Both the legislative and regulatory frameworks will form the basis of a submission to Cabinet during the last quarter of 2011, and to inform ESSP and KEIP Phase 2 development
5. The ongoing monitoring of key education indicators that will be supported by a more institutionalised Kiribati Education Management Information System (KEMIS) with increased in-house capacity to use it (both at central and school leadership levels)
6. MoE staff capacity development in policy engagement and strategic program design, management and monitoring

**Priority area 3 Workforce development**

7. A *Teachers Professional Development Framework* that will include recommendations for setting teacher performance standards and benchmarks describing ‘what a teacher in Kiribati should know, and be able to do’, as well as considering teacher educator performance standards, qualifications and accreditation. The Framework will include:

- a. Design and commencement of an activity to better ensure higher English language capabilities among teachers
  - b. Strategy for in-service training
  - c. Strategy for teacher performance monitoring
8. *A Teacher Training Upgrading Design* that spells out how to revitalise the Kiribati Teachers College as a quality provider of pre- and in-service teacher training

#### Priority area 4 Curriculum and assessment

9. Review the curriculum, language and syllabus reform work that has been completed to date, provide ongoing support in assessment and curriculum improvement, and promote literacy through school reading centres.

A key element of KEIP's success and its impact on children will be to link investments to system and school performance and learning outcomes by focusing Phase 1 support on high-priority areas, KEIP will produce a few system-stimulating successes such as new legislation framework, and a well publicised approach to improving teacher development.

This design document provides an overview of KEIP over its three phases, and provides detail and focus regarding the implementation of Phase 1.

#### Phase 1 Program implementation

The program of activity outlined below describes (a) those activities which are being continued or scaled up (b) new activity which will begin under Phase 1 and (c) activities which may begin under Phase 1 as long as the environment is conducive or conditions have been met. Funding will be available based on a best case scenario but may be carried over to Phase 2.

Table 3: Mix between current activity that will be continuing or scaling up, those that are new that will be initiated immediately and new activities that depends on prior actions, for which resources are allocated but might carry over to Phase 2.

<i>(a) Current Activity (Managed by KEIP donors)</i>	<i>(b) New Activity</i>	<i>(c) New Activity Dependent on an Action</i>
High level professional support to MoE senior management		Legislative and regulatory review <sup>35</sup>
School Rehabilitation Site Visit	NIS Rapid Review	Rehabilitation of 6 schools <sup>36</sup>
Independent appraisal of the LEPP	KEMIS support program	Enhanced teacher English capabilities <sup>37</sup>
School Reading Centres	Continuing Support to the FMU	
Develop a strategy for assessing and monitoring the performance of teachers		

<sup>35</sup> Dependent on the GoK enacting the Education Advisory Committee

<sup>36</sup> Number dependent on the outcome of the NIS Rapid Review

<sup>37</sup> Dependent on the recommendations of an independent evaluation of the LEPP scheduled for the last quarter of 2010

Develop a strategy for institutionalising in-service training of teachers	The design of a Teacher Professional Development Framework	KTC Teacher Training Upgrade <sup>38</sup>
Ongoing support in assessment and curriculum improvement	Curriculum Improvement Stocktake	

### **Priority Area 1: Physical Facilities**

Overall, Kiribati's education facilities are in a state of disrepair.<sup>39</sup> Exacerbating an already difficult situation is long-standing confusion over maintenance responsibilities; inadequate maintenance planning and asset management systems; and insufficient funding.

Of 91 schools surveyed through the annual MoE KEMIS survey in 2008, only 19% were assessed to be in a satisfactory condition. Of the 81% that need some degree of rehabilitation, almost half are in poor condition – with a third of all classrooms requiring urgent attention. 92% of schools do not have appropriate toilet facilities for boys and girls; 83% do not have adequate pupil furniture and 93% do not have a library facility compliant with the National Infrastructure Standards (NIS) for primary schools (approved by Cabinet). Very few schools have access to potable water.<sup>40</sup>

In 2005, with AusAID financing, Kiribati developed a Facilities Management Plan (FMP) for primary schools. The Facilities Management Unit (FMU) was established in November 2008, with the intent of improving asset management in the sector by implementing the FMP. With the establishment of the FMU the Ministry of Public Works and Utilities (MPWU) transferred responsibility for the procurement of maintenance works for South Tarawa schools' permanent buildings to the MoE; responsibility for the identification of new teacher housing needs was transferred from the District Education Officers (DEOs) to the FMU; and responsibility for responding to all school, community, stakeholder and GoK enquiries concerning Primary, Junior Secondary and Senior Secondary facilities and resourcing matters was transferred from the Senior Assistant Secretary to the FMU.

The FMU is only the Facilities Manager for Schools (FMS) – a single position. In practice he manages four staff involved in facilities maintenance and support: a Facilities Project Officer (FPO), a tradesperson (responsible for maintaining the water pumps of the three junior secondary school toilets and primary schools on South Tarawa) and two Stores staff (responsible for supplying school stationery). Both the FMS and FPO have no prior knowledge or experience with facilities, there is a view that at least two more staff are required to adequately fulfil the responsibilities, and the FMS is due to retire in 2011. As a result, and despite its significant responsibilities, the capacity of FMU is constrained and at risk. The existence of the FMU, and its structure and role, will be confirmed or adjusted during KEIP Phase 2.

GoK has allocated \$500,000 for the maintenance of existing schools in 2010. The MoE will lead the coordination of school rehabilitation and maintenance, including the necessary community consultation and engagement.

#### **Activity 1.1 School Rehabilitation Sites Visit.**

UNICEF and AusAID will jointly arrange and manage a visit to the Solomon Islands for a small team of GoK and community officials to learn from the experiences of the Reconstruction and Rehabilitation Project, managed by UNICEF on behalf of the Ministry of Education and Human

<sup>38</sup> Dependent on the design of a Teacher Professional Development Framework

<sup>39</sup> Draft Kiribati Primary Schools' Facilities Management Plan, June 2009

<sup>40</sup> Republic of Kiribati Ministry of Education, Digest of Education Statistics 2008

Resource Development (MEHRD). That program has rehabilitated 42 schools (out of 108 total to be constructed by end 2010) over two years and will provide an opportunity for the team to assess school options suitable for Kiribati and to learn from experiences, especially those of Solomon Islands Government in the planning, government and community engagement, contracting, logistics, maintenance and management. The visit will provide the team with an understanding of the community engagement model, an opportunity to consider the resource implications for GoK, and appreciate the timelines necessary to enable government to manage community and other stakeholder expectations.

#### Activity 1.2 Continuing support to the FMU.

KEIP will provide ongoing support to FMU to manage school rehabilitation and construction, and to oversee a program of sustainable facilities maintenance. During Phase 1 KEIP will provide input from a Facilities Improvement TA<sup>41</sup> to support the FMU. The MoE will set performance targets for the FMU during the TA's first visit and the TA will support the FMU in meeting those targets. A key task for the TA will be to work with GoK and KEIP partners to update and expand the MoE plan for the rehabilitation of all schools in Kiribati, in a format suitable for submission to Cabinet in late 2011. The plan will be developed after Activity 1.3.a is completed, so it can consider any lessons from the review and design work.

In addition the TA will identify the steps required to bring the FMU to a point where it could oversee the rehabilitation contract(s) to be let in KEIP Phase 2, which will include considering how to effectively finance an appropriate and sustainable facilities management function in MoE. Support to the FMU is expected to continue throughout KEIP.

#### Activity 1.3 The rehabilitation of six priority primary schools.

MoE has provided advice regarding the six schools of highest priority for rehabilitation. The NIS Review (see below) will confirm whether the rehabilitation of these schools is feasible in the context of KEIP Phase 1, and adjustments to the list of priority schools will be made, if necessary, on the basis of the NIS Review. The indicative list of schools is:

- AinenKarawa Primary School (Northern District/ Butaritari Island)
- Nikierere Primary School (Northern District/ Marakei Island)
- Linda Burns Primary School (Central District/ Kuria Island)
- Kauake Primary School (Central District/ Aranuka Island)
- Margaret Field Primary School (Southern District/ Tamana Island)
- Tiona Primary School (Southern District / Arorae Island)

The entire process of rehabilitation of clusters of schools and of applying the NIS in varying locations will be considered a pilot and will be evaluated on completion.

##### *1.3.a. NIS Rapid Review*

To ensure that the rehabilitation and maintenance model developed under Phase 1 is comprehensive, cost effective, and draws heavily on past experience in school construction and maintenance in Kiribati and the region there will be a rapid review process. GoK involvement in the NIS Review will draw on the experiences and lessons learned during the Site Visit (Activity 1.1). The rehabilitation work will commence with support for FMU to conduct a rapid review of the NIS against the six priority schools that have been selected for rehabilitation in Phase 1. A

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<sup>41</sup> The Facilities Improvement TA will be nominated by the managing contractor during the tender process so the position can commence immediately the MC mobilises operations in Kiribati.

team comprising GoK officials and KEIP MC, provided, Architect, a Water and Sanitation Specialist, and a Community and Education Specialist will visit the six selected schools to assess their condition and develop guidelines for their rehabilitation and extension if necessary. The review will provide an assessment of the implementation modality i.e. (i) building contract or (ii) project management of community based construction. The rapid review will consider teacher housing on a case-by-case basis and KEIP will undertake minor repairs to teacher housing where it is critical, and where budgets allow. All proposals for renovation or construction will take into consideration the specific needs of girls and students with disabilities (physical access, auditory and visual challenges etc).

### *1.3.b. Rehabilitation Implementation*

The rehabilitation of the priority schools will be undertaken by the KEIP managing contractor. The rehabilitation program will be managed by the MC's Facilities Upgrading Manager (an international position) in partnership with GoK. Water and sanitation upgrading will be done in 15 other schools, as part of UNICEF's water and sanitation program. UNICEF will also provide support to GoK in implementing good practice in community consultation and engagement.

The KEIP partners intend that facilities maintenance work be directly managed by the FMU with program funds flowing through GoK's financial management and budget systems. However, the current low level of capacity of the FMU and identified weaknesses in GoK's systems prevent implementation via this method for Phase 1. Although donors are providing support to address the weaknesses in GoK's financial and budgetary systems, it is anticipated that the systems will not be sufficiently improved to ensure donor confidence until KEIP Phase 3.

## **Priority Area 2: Policy and Legislation**

MoE is highly centralised and there is limited provision for any delegation of responsibilities. This, together with difficulties in communication with schools, has tended to result in a slow, poorly-informed, centralized decision-making process and an absence of autonomy at the school level. The need for greater decentralisation is widely recognised<sup>42</sup>.

The Education Advisory Committee (EAC) is the second highest decision-making authority in the sector after the Minister. For example, it can determine which language of instruction is used in classrooms. A key function of the EAC is its authority to request a review of the Education Act (which is long overdue). In 2010, the GoK established the EAC so the legislative and regulatory agenda can be adequately considered across the sector.

Some of the more entrenched problems for the MoE are a result of ineffective work habits that have developed in the absence of written guidelines or clearly understood roles and responsibilities, exacerbated by the lack of communication about decisions or a team approach to problem solving<sup>43</sup>. Fragile management and oversight systems throughout government reinforce these shortfalls. AusAID has provided support to address these issues in the past and intends to provide further support once the Phase 2 design has identified the most appropriate mix of assistance<sup>44</sup>.

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<sup>42</sup> 2008, The State of Education Policy and Planning Development within the Ministry of Education Kiribati

<sup>43</sup> Ibid

<sup>44</sup> A Policy and Planning Specialist was engaged by AusAID to assist the MoE in 2008-09 in the following areas:

- Assess the existing policy and planning capability and propose a capacity building plan to address both systemic and individual challenges
- Building skills in policy formulation and costing
- Reporting to government on ESSP progress

In Phase 1, KEIP will achieve the following deliverables (outputs):

Activity 2.1 Legislative and regulatory review.

A Legislative Drafter, working under the leadership of the Deputy Secretary MoE, and in partnership with the Attorney Generals Office will assist the MoE to review the status, relevance, strengths and weaknesses of existing sector legislation and regulation. The review will incorporate extensive consultation across government, and ensure that consultations occur with disabled peoples' organisations (Te Toa Matoi and the School and Centre for Children with Special Needs), women's groups (Aia Maea Aine ni Kiribati 'AMAK'), youth groups (National Youth Group), Kiribati Union of Teachers (KUT) and church groups, amongst others. Based on GoK consultations, the Drafter will then assist the MoE to draft a reform workplan for revising legislation and regulations for the sector. It is anticipated that this reform workplan will be reviewed by key government stakeholders and taken to the public through community consultations.

Complementing the work of the Drafter, UNESCO will provide capacity building for all senior management staff on policy formulation and revision as well as use of evidence as a basis for planning. This will involve policy workshops on areas such as language; ECE, assessment, curriculum, and capacity building in 2010 and 2011 (see Annex 11 for details).

Activity 2.2 Strengthening monitoring and evaluation.

Accurate and timely data is critical to enabling MoE to make informed policy and planning decisions across the education sector. At present the sector under-utilises the data it does have access to, and that data is limited and of patchy reliability. Central to more informed sector planning and management is the development of a sector-wide M&E system designed to meet multiple stakeholder needs for information. All KEIP donors have a critical interest in this activity.

KEIP has financed an independent evaluation of KEMIS and sector monitoring and data needs more generally. The evaluation worked closely with MoE to examine the critical data needs not currently met in the education sector (for example indicators relevant to people with disability including disaggregation of data by disability, as well as gender; data to inform an investigation into continuing under- performance by boys in school tests). The evaluation will inform the development of further support for sector and system-wide M&E through KEIP (all phases)<sup>45</sup>.

UNESCO and its partner (SPBEA) will provide capacity building and technical assistance to develop the monitoring and evaluation framework for the Kiribati Education Strategy, especially for the period 2010 to 2012. This includes linking the M&E and performance indicators with the KEMIS and ensuring that data in KEMIS are aligned to indicators in order to identify data gaps. A special effort will be made to assess Kiribati's performance on the EFA and MDG education related goals. This will allow the baseline to be set and a determination of target shortfalls.

Future support for KEMIS will be integrated with the sector M&E development and may include:

- Building the skills and confidence of MoE staff to ensure they can fully utilise the tools and features of KEMIS relevant to their roles;
- Strengthening and improving information management processes and procedures to ensure data in KEMIS are accurate, relevant and available when needed; and

- 
- Improve existing policies or develop new policies relating to education planning, policy development and management

<sup>45</sup> KEMIS Independent Evaluation report available on request.

- Extend or enhance KEMIS and the MoE Information Communication Technology (ICT) operating environment to meet new or changed requirements of MoE.

### ***Priority Area 3: Teacher and Workforce Development***

There is evidence that teacher performance has declined over the years.<sup>46</sup> The current standards and competency levels required of teachers are low, and no consistent set of standards is applied through teacher training institutions and the teacher registration and promotion system<sup>47</sup>. Similarly, the capacity of sector management and administration is, on the whole, insufficient to ensure that either the system runs well or that planned reforms will be supported adequately enough to ensure the intended impact on inputs, outputs and outcomes.

Staff capacity and management systems within MoE need to be strengthened if the Ministry is to successfully deliver the promise of the reforms that KEIP will support over the coming years. Staff development will provide the Ministry with the competence and confidence to lead. System reform will provide the tools necessary to manage and guide service delivery. In addition, and to complement higher level sector strengthening, school principals and head teachers would benefit substantially from leadership training as this would provide the skills and confidence to effectively and efficiently guide schools towards their potential.

MoE is committed to setting and applying qualification and performance benchmarks (minimum service standards) for teachers at each stage of their professional careers, including a prescribed level of English competency. Ensuring that initial and in-service teacher training is consistent with these benchmarks will assist in establishing a base for career development and help ensure that improved teaching standards are carried into the classroom.

In Phase 1, KEIP will support the following activities:

#### **Activity 3.1 High level professional support to the MoE senior management.**

An experienced Senior Adviser will, as the Senior Education Management Specialist (SEMS), provide long-term professional support to the Secretary and the MoE senior management team to help the MoE to establish and lead the sector reform process (see Annex 5 for TOR). The SEMS will be instrumental in ensuring that the KEIP moves at an appropriate pace and to monitoring the quality as well as the progress of TA inputs and outputs. The SEMS will cooperate with the KEIP Team Leader in ensuring that the work of all other KEIP technical assistance is integrated into the ministry. The SEMS and the donor stakeholders will work with GoK to ensure that the KEIP is not driven by deliverables, to the detriment of much-needed capacity development (which has in the past resulted in ownership getting lost in the process).

#### **Activity 3.2 The design of a Teacher Professional Development Framework.**

An international Teacher Training TA will assist the MoE to develop consensus regarding a model of teacher professional development that will give all teachers the opportunity to meet GoK-approved national minimum standard (i.e. qualification and performance benchmarks). The TA will integrate this work with the work she/he is undertaking as part of the feasibility study for the rehabilitation of Kiribati Teachers College (Activity 3.3 below), and will also work closely with the specialists in Activities 3.2.a, 3.2.b and 3.2.c to achieve a single, integrated approach to teacher professional development and management is developed in Kiribati.

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<sup>46</sup> National Education Summit (2008)

<sup>47</sup> Qualified teachers are those who have attained at least the minimum academic qualifications required by the national authorities for giving classes at schools. In Kiribati this is Form 5 (16 years old) for Primary Teachers and Form 7 (18 years old) for Junior and Senior Secondary Teachers. Certified teachers are those who have completed at least the minimum required teacher training. In Kiribati this is a two year teaching certificate.



The development of the Framework will begin by establishing 'what teachers in Kiribati should know and be able to do', through a participatory process that builds a consensus view. This set of statements would then be used to guide those who support new teachers through a mentoring program in schools and clusters, and how 'evidence' would be assembled to demonstrate that a new teacher is meeting a performance standard expected against the statements.

The Framework will also consider teacher educator performance standards, qualifications and accreditation. Moreover, attention will be given to programs that ensure an understanding of and capacity to provide inclusive education to all children including children with disability.

The Teacher Professional Development Framework will be designed to incorporate a number of ongoing activities:

3.2.a Enhanced teacher English language capabilities: which are required so that teachers can confidently teach in English and implement the MoE's language policy. An English language upgrading program will be implemented, which aims to improve the capacity of I-Kiribati teachers to teach and assess English as a second language and to introduce and use English as a second language. A pilot program was implemented from 2009-2010 (see Annex 12), and an evaluation of the program will be undertaken in October 2010, which will inform the design of the program under KEIP. The activity will be integrated with the Teacher Professional Development Framework (Activity 3.2).

3.2.b. Develop a strategy for institutionalising in-service training of teachers as part of teacher professional development using national standards. UNESCO, UNICEF and SPBEA will provide TA to develop the capacity of KTC lecturers and trainers to be involved in the implementation of the UNESCO strategy for 'Improving effectiveness of learning and teaching' programme. This will involve developing 12 modules focusing on key teacher competencies, with UNICEF assistance as well (see Annex 10). The development of the Institutionalisation of In-Service Training Strategy will be integrated with the Teacher Professional Development Framework.

3.2.c Develop a strategy for assessing and monitoring the performance of teachers with intention of providing support to improve teacher effectiveness.

UNESCO and its partners SPBEA and USP, will work with school principals and those responsible for assessing and monitoring the performance of teachers. With support, MoE will develop teacher professional standards for all teachers in Kiribati based on regional standards which were considered by Pacific Education Ministers in late 2009. Once the regional standards are approved, UNESCO and its partners will work with MoE to develop their capacity to assess and monitor the performance of teachers to assess development needs. UNESCO will use the Strategy for Monitoring and Improving Teacher Effectiveness (SMITE) and relevant UNESCO software as the basis for building the capacity of those responsible for the assessment as well as improvement of teachers (see Annex 10). The activity will be integrated with the Teacher Professional Development Framework.

### Activity 3.3 KTC Teacher Training Upgrade Design.

The Teacher Training TA (see Activity 3.2) will assist the MoE to determine how to position KTC as a quality higher education provider. This work will draw on work already completed by the New Zealand Aid Program. It will help determine the structure and program of a reformed KTC that will qualify and train both new and serving teachers. It will also provide recommendations regarding the staff development programs KTC will require to deliver its programs and services (consideration will be given for access by teachers with disability). Implementation of the professional development framework will begin in Phase 2 of KEIP.

#### **Priority Area 4: Improving Curriculum and Assessment**

Over the past 15 years, studies have identified major curriculum and assessment issues in Kiribati.<sup>48</sup> These studies have highlighted the need to: introduce a cohesive curriculum based on national goals and a framework for teaching, learning and assessment; improve achievement levels, especially in literacy and numeracy; and develop appropriate and effective approaches to pedagogy. The National Education Summit (2008) noted particular concerns with the decline in Te-Kiribati and English, lack of inclusiveness of the curriculum, over emphasis on academic subjects and failure of the junior secondary schooling to develop a vocational orientation. The lack of teacher confidence to speak English is contributing to the decline in the English language ability of students<sup>49</sup>, which is being addressed in Priority Area 3.

The MoE has prioritized the development of a National Curriculum and Assessment Framework which includes the review of language and literacy curriculum, setting of national benchmarks and providing curriculum resources and training to support implementation of new curriculum.<sup>50</sup> The MoE, with assistance from AusAID, developed a proposal for a comprehensive ten year curriculum and assessment reform: the Curriculum and Assessment Improvement Strategy (CAIS)<sup>51</sup>, although that strategy and its Action Plan have not yet been endorsed by GoK. In addition, the Curriculum Development Resource Centre (CDRC) has recently completed a Language Policy, with assistance from AusAID, which emphasises bilingual education that has potentially significant implications for curriculum, syllabus and teacher training<sup>52</sup>.

During the first phase of KEIP, support will focus on helping the MoE take stock of the curriculum, language and syllabus reform work that has been completed to date, provide ongoing support in assessment and curriculum improvement, and promote literacy through school reading centres.

In Phase 1, KEIP will support the following activities:

**Activity 4.1 Curriculum Improvement Stock take.** Curriculum Development TA will work with MoE (especially CDRC) to undertake a stock take of curriculum, language and syllabus review issues, strategies and current activities. The Stock take will enable MoE to develop a detailed plan for CAIS implementation by providing a comprehensive understanding of the complex operating context for curriculum change in Kiribati, and enabling the development of a well-informed consensus about the way forward. The precise activities, the technical assistance and other inputs required during Phase 1 will be detailed and confirmed by the Stock take, which will also feed into the design of Phase 2 and the specification of further support for curriculum and assessment work.

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<sup>48</sup> Dr Tony Austin, *Curriculum Assessment and Review*, Report for Government of Kiribati Ministry of Education, Youth and Sport and AusAID, 15 October 2004 (prepared for UniQuest Pty Ltd); Ian Collingwood, *Primary Education Curriculum Review 20 July – 7 August 1998*, 1998 (prepared for United Kingdom Department for International Development); Ian Collingwood, *Primary Education Curriculum Review Summary Notes for De-briefing Meeting*, 5 August 1998 (prepared for United Kingdom Department for International Development)

<sup>49</sup> *Aide Memoire (Visit 1) Revised Version*, Kiribati Strategic Program of Support to the Ministry of Education, 25 November 2008, Annex A; Draft Exit Report for the Kiribati Ministry of Education Kiribati Teachers' College, by Patricia Thompson (New Zealand Aid Program Technical Assistance Teacher Training Organisation Development Specialist) July 2009, pp 8-9.

<sup>50</sup> ESSP, p.16

<sup>51</sup> As outlined in the Curriculum Development Resource Centre Curriculum Management Plan 2008-2011

<sup>52</sup> The Language in Education Policy for Kiribati Schools is based on a "maintenance model" of bilingual education. It ensures that students continue to strengthen their knowledge of their first language and culture as they learn about their world then build on their knowledge and understanding as they achieve high levels of proficiency in the second language. The goal of the policy is to enable students to become bilingual and bicultural throughout schooling. The Objectives of the Policy are: a) to achieve uniformity of language teaching, learning and assessment practices across the school system; b) to achieve clarity of direction for programming and planning in two languages across the curriculum.

**Activity 4.2** Ongoing support in assessment and curriculum improvement. UNESCO will work with SPBEA to support Kiribati in developing and improving the assessment of literacy and numeracy and life skills at national level. It will also continue its curriculum and Education for Sustainable Development (ESD)<sup>53</sup> mapping to identify opportunities for incorporating ESD related issues into the curriculum. Results of the mapping will be used as basis for supporting CDRC staff to develop supplementary materials for integrating such areas as HIV/AIDS, Climate Change, Culture, Gender, etc into the curriculum (see Annex 10).

**Activity 4.3** School Reading Centres. In recognition of the importance of promoting literacy in the early years of schooling, UNICEF will work with the MoE to support the formation and utilisation of reading centres in up to 20 primary schools. This will entail support for the provision of literacy materials and library facilities and more importantly, the provision of on-site teacher capacity development on the utilisation of resources to achieve improved literacy outcomes (see Annex 10).

The design of Phase 2 of KEIP will consider how best to address and support additional issues associated with curriculum reform – which are essential to its sustainable implementation – including:

*Production and distribution plan:* supporting the MoE and the CDRC to prepare an overall production and distribution plan for learning materials and school supplies, to: (a) meet current needs at the primary school level, (b) plan for resourcing needs under the new curriculum and assessment framework, and , (c) ensure literacy materials are in accessible formats.

*Quality assurance:* supporting the MoE and the CDRC to design and pilot school quality assurance procedures overall, and with a focus on English, Maths and Te-Kiribati curriculum and assessment. The preparation and implementation of sample-based literacy and numeracy assessments will include Early Grade Reading Assessment. Support the MoE and the CDRC to prepare and implement a sample-based system of English language literacy assessments.

*Training plan for implementing new curricula and support material:* supporting the MoE and the CDRC to plan a teacher professional development program for English, Maths and Te-Kiribati medium instruction.

## **Phase 2 Design**

The design of Phase 2 will be undertaken by the KEIP in parallel with the Government’s development of the next Education Sector Strategic Plan. As such, the design period will be April to September 2011, commencing with a detailed sector analysis on (i) low learning outcomes (literacy and numeracy), (ii) barriers to enrolment and participation, and (iii) system efficiency. The analysis will be followed by a Joint Strategic Review. The design will be finalised by the end of September 2011 to establish the basis for Phase 2 implementation from January 2012.

The KEIP MC will procure technical assistance for a design team to work with the MoE, UNESCO, UNICEF and AusAID, to develop and resource an approach to the Phase 2 design. The approach will be agreed between all KEIP partners and will be designed to integrate closely with the development of the ESSP, for which the development process is still to be specified.

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<sup>53</sup> Sustainable development is a vision of development that encompasses populations, animal and plant species, ecosystems, natural resources and that integrates concerns such as the fight against poverty, gender equality, human rights, education for all, health, human security, intercultural dialogue, etc. Education for sustainable development (ESD) aims to help people to develop the attitudes, skills and knowledge to make informed decisions for the benefit of themselves and others, now and in the future, and to act upon these decisions.

## Form of Aid Proposed

Applying the principles of the Paris, Accra and Cairns (which are reflected in the *Kiribati-Australia Partnership for Development*) the intention of the Government of Kiribati, AusAID, UNESCO and UNICEF is that donor support for education in Kiribati will gradually shift to a Kiribati-led, sector program approach. Donors will take a phased approach to re-shaping their support. This is reflected in the three phases of the KEIP design.

Phase 1 is designed to address urgent foundation issues that are necessary to lay the groundwork for future phases of program-based assistance, and will be largely project-based. The KEIP donors will support and encourage MoE to enhance its management, leadership and implementation capacity to enable the intended transition to a program-based approach.

MoE is at this point in time ill-equipped for large-scale program management, and concern about Kiribati's weak public financial management and procurement systems, make it impossible to move to a fully integrated program-based approach with financing directed wholly through the GoK finance and procurement systems<sup>54</sup>. Therefore KEIP donors will commence Phase 1 through a blend of direct (UNICEF) and indirect funding (AusAID and UNESCO), with a flexible design that provides clear review and revision points to allow for progressive moves towards the program-based approach that is sought by all parties. All resources applied to KEIP will be documented in GoK's Budget. The KEIP design is however intended to increasingly support GoK to take greater responsibility and authority over TA selection and management, and is also designed to use TA in increasingly varied ways (e.g. by minimising long-term TA with its risks of capacity displacement in favour of periodic inputs). There is also an increasing transparency about TA costs which is intended to enable GoK to make more informed choices about the preferred mix of inputs to respond to each issue.

Resources will be allocated to the KEIP through two channels:

### Direct funding

AusAID and UNICEF will direct a portion of their funds to the Kiribati Government Number 4 (Development Fund) Account. Over the life of KEIP an increasingly larger proportion of the KEIP budget may be channelled through this mechanism, depending on performance and needs. UNICEF will use this direct funding mechanism for the majority of its assistance, only excepting the procurement of some TA when requested by GoK. AusAID will use direct funding for funds awarded through the Incentives Initiative, which will be designed during phase 1.

The strategic intent is to provide all KEIP funds through this or a similar GoK mechanism for Phase 3. Australia is assisting Kiribati to strengthen its central systems under the auspices of Outcome 3 of the Partnership for Development: *Improved Growth and Economic Management*<sup>55</sup>. This support will contribute to the progress necessary for KEIP to shift its support towards greater use of GoK systems.

### Indirect funding

During Phase 1 AusAID will contract a Managing Contractor (MC) to manage the program of technical assistance included in Phase 1 and the infrastructure work associated with the pilot upgrading of

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<sup>54</sup> Major donors (ADB, World Bank, European Union and AusAID) conducted the first Public Expenditure and Financial Accountability (PEFA) assessment of Kiribati, in 2010. The PEFA assessment provided a robust baseline assessment of GoK systems across the spectrum of critical systems and processes. The assessment produced a comprehensive Public Financial Management – Performance Report according to the PEFA methodology, which provided an assessment of the current performance of PFM processes and systems in Kiribati. It provided a baseline data to support the monitoring and evaluation of PFM reforms in Kiribati. The Ministry of Finance and Economic Development (MFED) anticipates the PEFA assessment will be repeated every three years.

<sup>55</sup> The education sector will be the starting point for the costing of the sustainable delivery of government functions exercise under Outcome 3.

schools to meet NIS. UNESCO and UNICEF will continue to manage their currently agreed programs and in some cases will receive additional funding from AusAID under a funding agreement, between AusAID and the UN, adequate to ensure the completion of those activities and a small number of related critical activities. KEIP partners will use existing processes (AusAID mechanisms include ERF, PACTAM and Period Offer databases) to procure some high priority TA in advance of the MC commencement, in order to create and maintain early momentum for progress in the sector.

**Use of Government of Kiribati Systems**

It is the intention of all partners in KEIP to progressively align with GoK policies, priorities, strategies, operational plans and public financial management (PFM) systems. And it is recognised that while full alignment will remain a long term goal, its achievement will depend to a substantial degree on the rate at which government systems develop and on how well sector governance and system and school leadership evolve over the coming years, a process which KEIP will actively engage in. As the Program evolves, the partnership between GoK and its donors will focus on practical and affordable solutions to the sector’s most critical challenges and on the delivery of results.

**Performance Incentives**

Under the Partnership, Australia has committed to working in GoK systems and the long term aim is to provide some level of budget support. The development of a performance-based incentive program during Phase 1 will be the first step in meeting this commitment in the education sector. The development of the program will be in parallel to the public financial management reform that will be implemented under Outcome 3 of the Partnership. The program will incorporate the lessons learned from the Kiribati Fisheries Incentive program which was reviewed in May 2010, and lessons learned from other education incentive programs that have been used to strengthen government Public Financial Management systems.

**Budget and Timeframe**

A detailed budget for Phase 1 is provided in Annex 4. In summary, the contributions from the three donors are as follows:

Table 4: Summary of Donor Contributions to KEIP Phase 1

<i>Donor</i>	<i>Total Phase 1 Contribution (AUD)</i>
AusAID	8,334,434
UNESCO <sup>56</sup>	194,000
UNICEF	245,000
<b>Total</b>	<b>8,773,434</b>

The budget for Phases 2 and 3 will be determined according to the requirements of the ESSP.

<sup>56</sup> USD165,000

## **Sustainability**

The KEIP is a long term donor commitment of 10 years. Sustainability will be built over time through a strengthening of institutional architecture, and capacity development. Capacity will be built at all levels of the system (financial, accountability, personnel, school level management, teachers) aiming for an efficient and effective service delivery.

AusAID, UNESCO and UNICEF – investment will gradually transition to a Kiribati-led program-based approach. Further, the design is aligned directly to the Government of Kiribati strategic planning process for the education sector, with the phases linked to the regular cycle of sector planning.

Ministry Operational Plans (MOPs) are drafted in the first quarter of the year (usually January) and detail how the Ministry will meet its ESSP objectives. In June/July the MoE Senior Management conducts a progress report against the MOP. Negotiations for the following year's MOP are conducted at this point. The Deputy Secretary uses this information to report on progress against the Kiribati Development Plan (KDP) objectives, normally in August or September. KEIP planning and reporting is aligned with this annual reporting and planning processes as set out in the budget cycle. As such, the design provides an opportunity for consistent review of sustainability.

The move to a joint annual review process will provide a forum for policy and strategic dialogue and will provide the forum for ensuring program sustainability.

The detailed risk matrix (see Annex 7) prepared by MoE recognises where the inherent challenges to sustainability lie – a regular and consistent monitoring and updating of the risk matrix will provide opportunities for effective remedial action.

A Program Based Approach assumes that the sector program is embedded in the broader government program ensuring that planning and budgeting is negotiated against agreed political priorities – over the 10 years of the program every opportunity will be sought to work within the broader reform process.

The KEIP uses a participatory approach, to influence the direction and detail of design and implementation, as well as foster local ownership. The management of the KEIP will be undertaken from within the MoE, using existing advisory, decision-making, planning, budgeting, reporting and M&E processes and systems. KEIP planning will be an integrated part of MoE planning, not as a parallel donor-oriented activity.

## **Implementation and Management Arrangements**

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Kiribati's engagement in KEIP will be led by the MoE. At the commencement of Phase 1, the participating donors are AusAID, UNICEF and UNESCO. The management and governance arrangements for KEIP are collaborative, and over time will become increasingly integrated with MoE and national planning and budget processes to enable effective management of the aid investment, while taking account of existing capacity.

Prior to the mobilisation of the Managing Contractor three activities will start (and, in some cases be completed). AusAID Kiribati will play a temporarily increased, hands-on role with TA contracting and management, working in partnership with MoE and KEIP donors. AusAID Kiribati will use the global Education Resource Facility (ERF), PACTAM and Period Offer to manage the procurement and mobilisation of TA during this transition phase. The activities are:

1. Senior Education Management Specialist mobilised (through PACTAM) in August 2010.

2. School Rehabilitation Sites Visit - (Activity 1.1-In partnership with UNICEF), September 2010
3. Evaluation of the Language Education Pilot Project - October 2010.

The management arrangements are given in Annex 3.

### **Roles and Responsibilities**

Cooperation between the KEIP donors and GoK in the education sector is guided by their mutual commitment to the sector *Statement of Partnership Principles* (see Annex 9) between GoK and its development partners.

The KEIP Oversight Committee (OC) will comprise senior representatives of MoE, PSO, MLHRD, MFED, Ministry of Health, UNICEF, UNESCO and AusAID. The New Zealand Aid Program will have observer status. The OC will oversee program implementation by reviewing and approving performance at three-monthly intervals. It will also approve new or changed program inputs for Phase 1, and review and comment on KEIP-related evaluations and the draft design for KEIP Phase 2. Meetings will be convened by the Secretary, MoE.

The Kiribati Ministry of Education Executive Management Team, consists of the Secretary and Deputy Secretary of Education, the Director of Education and the Senior Education Management Specialist. The Team meet weekly and are responsible for the following:

1. Ensuring that all parts of the Ministry contribute to the outcomes described in the Education Sector Strategic Plan 2008 – 2011 and other agreed Strategies including KEIP
2. Aligning high quality and timely evidence and information with strategic planning, implementation, monitoring, reporting, accountability and evaluation
3. Target setting
4. Building more robust partnership with key development stakeholders so that shared priorities become a part of core business and not an ad hoc ad on.

The MoE monthly Head of Divisions meeting, consisting of the Secretary, Deputy Secretary, Assistant Secretary, Principal of KTC, Senior Accountant, Director of Education and the CDRC, Senior Statistics Officer and the Facilities Manager, will be responsible for providing ongoing leadership and coordination throughout Phase 1. The Heads of Division meeting (HD Meeting) will ensure that KEIP is fully integrated with the Ministry's strategic planning, reporting and budgetary cycle and that the contributions of KEIP donors are coordinated with the Ministry's plans. KEIP implementation will be a standing item on the HD meeting agenda in Phase 1 at least. The HD Meeting will receive and consider regular progress and performance reports from the Senior Education Management Specialist and will review submissions prepared for the OC by the MoE. In addition the Head of Divisions meeting will provide direction to the OC on actions needed and regularly track progress of Phase 1 implementation to identify corrections that may be needed to ensure targets are met.

KEIP donors will participate in an informal round table meeting either via teleconference or in person if needed every six weeks to improve collaboration and coordination of KEIP activities in Kiribati.

### **Monitoring Arrangements**

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Part of Phase 1 is the ongoing development of the national M&E system, and the accompanying improvements in KEMIS. For Phase 1 monitoring will focus on outputs, with a view to ensuring tight timeframes are met and the key building blocks for Phases 2 and 3 are in place. Annex 2 provides the KEIP Phase 1 Monitoring and Evaluation Framework. It is designed to limit demands on data collection or analysis and to focus on monitoring implementation progress.

AusAID will offer additional support and advice in M&E through its in-house M&E Panel of Specialists, and in particular from the Kiribati Program's own M&E Specialist, who has an ongoing role supporting and enhancing M&E practice across the AusAID program.

Over the long-term KEIP's monitoring and evaluation system will provide the means to monitor progress and achievements against the program's goal, sector results and outcomes. It will be linked to existing government reporting and planning schedules, and may involve the development of additional reporting instruments. Key to overall M&E improvement efforts under KEIP will be the introduction, of a high level Monitoring and Results Framework (MRF) that supports planning, budgeting, reporting and feedback to schools. Building on the developing KEMIS program the MRF will be specifically designed to inform MoE and its partners of progress towards its higher level targets and KEIP outcomes/deliverables. A comprehensive M&E familiarization and training program will be conducted for all ministry officials, and a focus placed on high-level use of information in preparation for the next KDP and ESSP.

### **M&E Approach**

The following principles will apply to KEIP M&E over its three phases:

- Integration with GoK systems and processes. Integrated M&E activities will minimise duplication, ensure that consistent and timely information is available to all parties and better ensure that KEIP implementation and performance is reported widely.
- Focusing on higher level outcomes. Understanding that the KEMIS will continue to develop over time and will be able to wholly meet the day-to-day requirements of the MoE, KEIP will, over the course of Phases 1 and 2, shift its M&E focus to higher level system and activities outcomes and correspondingly use those to determine program success.
- Building local capacity in M&E. In linking KEIP M&E wholly with KEMIS it will be embedded in MoE data and information distribution systems. This will also allow for unified system strengthening within MoE and for a program of KEMIS strengthening within KEIP to benefit all system users.
- Aggregation of data and information from multiple sources. As KEIP involves a number of service providers and as system input, output and outcome data is gleaned from a number of sources; efforts will focus, over the course of KEIP, of optimising data sources to provide the most complete picture of sector activity and performance.

### **Program Reporting**

Throughout Phase 1, KEIP will align with existing government and donor reporting processes, procedures and agreements, with the exception of the requirement of brief consolidated progress reports to the Oversight Committee (through the MoE SMT). Reporting will also be provided to the Development Coordinating Committee (DCC), the GoK mechanism that considers project implementation across all sectors. This mechanism will cause minimum disruption to ongoing government and donor processes.

Progress Reports will be prepared by the KEIP Team Leader. They are designed and scheduled to contribute directly to GoK budget process and planning requirements (through the Ministry Operating Plans). The reports will draw on data and information provided by GoK, by the KEIP donors, and by implementing agencies and contractors. It will include a report against the indicators specified in the M&E Framework (Annex 2) and will provide recommendations where necessary. Progress Reports will form the basis of the discussion at the Oversight Committee meetings, as a catalyst for all stakeholders to consider progress to date, problems encountered and solutions proposed, and to reach joint decisions about future activities and strategic directions.



### **Joint Strategic Review**

The MC will arrange a joint independent Strategic Review of Phase 1 to assess the effectiveness of the program in achieving its targets, to highlight key issues that have affected implementation and to articulate lessons learned. The review process will be designed to maximise the participation of key GoK stakeholders and all the KEIP donor partners. The Strategic Review will support the design of the ESSP and KEIP Phase 2.

### **Monitoring Aid Effectiveness**

As part of the Joint Strategic Review KEIP will monitor four measures of aid effectiveness: mutual accountability, working within GoK systems, organisational capacity development, and aid harmonization. Specifically, the Review will assess:

- (i) the extent to which key stakeholders are meeting Phase 1 obligations as set out in the legal and other agreements that confirm the Phase 1 program;
- (ii) whether the Phase 1 management and governance arrangements provide GoK with sufficient national ownership of the program, and with the extent that KEIP is being implemented through government systems;
- (iii) whether the approach to capacity development under the Phase 1 is producing the desired results;
- (iv) if the KEIP policy, legislative, monitoring and reporting activities with Phase 1 are providing government with the policy and management information they need; and
- (v) if there are indications that KEIP is resulting in better donor/government harmonization around government priorities and in effective use of aid.

## **Overarching Policy Issues**

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### **Gender**

In general, gender equity is well supported by government within the education sector, at all levels. This includes private (church) schools. In the ESSP, there is a commitment to the Education for All goal to ensure basic education regardless of gender (and other factors). Primary and junior secondary schools are accessible, available and 'free' (despite hidden costs) for all children. Within the five learning areas in the curriculum, there are references to gender within the language (English and Te-Kiribati), Community and Culture and Personal Development. The latter are due for review under KEIP in future phases.

More broadly, while the Government of Kiribati has not identified gender as a high priority, it is making serious attempts at reducing violence against women and girls. The GoK has been very supportive of the recently completed, AusAID funded, Family Health and Support Study (which found that 68 per cent of women in Kiribati have suffered gender based violence); it is supporting the development of a National Policy on Violence Against Women; and it has indicated that they will be asking for assistance to implement the recommendations of the Family Health and Support Study. These actions at least indicate a serious concern for the welfare of girls and women.

Through KEIP, the KEIP partners will cooperate to ensure that an appropriate gender perspective is integrated into all activities, supporting GoK to increasingly incorporate gender into the program. This will include ensuring that all M&E development includes careful and complete gender consideration, as well as mainstreaming gender in all technical work in the four Priority Areas.

Nevertheless, and in spite of the efforts that will be made during this first phase to address the challenges around girls and boys schooling it is recognised that a more thorough gender strategy is

needed for the development of Phase 2. This would seek to examine in detail causes why stated strategy does not necessarily translate into effective action and to provide a medium term program to address these blocks (both with in the education sector and beyond).

### **Disability**

Kiribati has endorsed international agreements on the rights of people with disability, however much needs to be done to implement this across all sectors and especially in education.

Kiribati has a high level of preventable disability. Inclusive and accessible education is an area which is yet to be seriously addressed by the MoE. There is a scarcity of any type of assistive devices, and there are no rehabilitative specialists. The School and Centre for Children with Special Needs is the only institution in Kiribati providing for the educational needs of children with disability and their families. The centre caters for pre-school, school age and young adults to 21 years. As yet there is no inclusive education policy.

It would require significant resourcing and preparation such as teacher training, policy, planning and infrastructure to adequately address disability issues in education. The Ministry of Internal and Social Affairs is currently developing a National Disability Policy (NDP) with a view to signing the Convention on the Rights of People with Disability in 2011. This may affect how MoE takes inclusive education forward in the future, as it would be a sub-policy of the NDP.

In allocating funds for upgrading facilities and possibly eventually funding a purpose-designed building, KEIP will apply the principle of reasonable adjustment so that people with disabilities could learn and study in current schools as far as is possible. This may mean some adjustment to access at some schools, modifying bathrooms etc., and implementing more flexible work and learning practices.

How the specific challenges faced by children with physical and other learning challenges are being met by the program will form a part of the reporting process. Were it to emerge that a specific strategy were needed this would be designed as a part of the preparations for Phase 2.

### **Geographic Equity**

Kiribati spans across 5,000 kilometres of ocean, and travel to Kiritimati Island is currently only available via America (although travel via Fiji is likely to be possible soon). As a result, the outer islands are severely disadvantaged in terms of access to education personnel, resources, and communication with MoE. The outer islands are largely subsistence living with a small cash economy.

Access to adequate education services is uneven across Kiribati, with lack of access particularly acute in outer islands. Anecdotal evidence suggests that good quality secondary and post-secondary education access remains limited to the elite. Poor outcomes in the early years of education – the focus of KEIP Phase 1 – can constrain access to the higher levels of education. The outcome of inequality, should it continue unaddressed, is that while labour mobility and remittances remain an important source of wealth and economic growth in Kiribati, there is a risk that a two-tier economy will develop, with disadvantage and poverty remaining prevalent while a small minority prosper.

In support of adequate education across the country particularly in outer Islands, Phases 1 of the KEIP will:

- Develop an English language program and teacher professional development Plan that targets all Islands

- Pilot a school rehabilitation program for the top priority cluster of six outer island schools, which will lay the foundation for a country-wide rehabilitation program using appropriate technology and community inputs

Provision has also been made in the budget for outer Island representatives to attend education legislation workshops and for KEIP advisers to undertake consultation visits outside of Tarawa.

### **HIV/AIDS**

The prevalence of infectious diseases varies across the Pacific region, but HIV/AIDS, tuberculosis and malaria all impose significant health burdens. Reducing the incidence of HIV/AIDS is one of the Millennium Development Goals. Outside PNG, HIV prevalence in the Pacific region is understood to be very low, with an estimated 0.45% HIV/AIDS prevalence in Kiribati.<sup>57</sup> Kiribati cannot afford to be complacent, however, as they are subject to multiple risk factors increasing people's vulnerability to HIV. KEIP will seek to ensure that school curricula provide a framework for ensuring appropriate education and awareness.

### **Environment**

Internationally, poor environment (especially pollution, poor nutrition and diseases and pests e.g. malaria and worms) have a serious, negative impact on children's energy levels, intellectual capabilities and capacity to learn. The impact of frequent malaria on school attendance is well known but there is less research on its impact on cognitive development. There is also the issue of the consequences for education (and education aid) in those countries that face mass evacuation as a result of rising sea levels e.g. English language skills, cultural integrity and relevant vocational skills.

The main environmental concerns facing KEIP, and the education sector as a whole, are:

- **Traditional versus modern buildings:** Traditional buildings are cooler but only last a couple of years before major re-thatching is required. Leaks rapidly spread and cause immediate destruction to the contents of the building. Modern buildings provide for 'safer' buildings in that they can be locked up, allow for rainwater catchment and last longer with less maintenance required.
- **Drought:** Local buildings cannot provide for rainwater harvesting which is an essential need on all islands as drought is a common occurrence.
- **Lack of abundant, accessible freshwater** resources in the school compound such that embargos are placed on who gets to use the water (and in many cases children are least considered). Sometimes the villagers access the rainwater.
- **Climate Change issues: coastal erosion/ king tides/ storm surges:** School buildings are at risk of being affected by these if placed too close to the shoreline; brackish well water supplies are currently experienced on many islands.

KEIP's 10-year program of school upgrading will have an impact on the environment. In all cases, construction firms engaged in school upgrading or construction will be required to meet the GOK Environmental Act (1999) and the National Building Code (which references World Health Organisation standards), and to follow the Environmental Management Guide for Australia's Aid Program. New buildings should be designed as far as is feasible to minimise both their carbon footprint and the need for ongoing maintenance.

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<sup>57</sup> UNDP 2009

## **Risk Management**

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The Risk Management Matrix (Annex 7) describes identified risks and their potential effects on the Program, ways in which they will be monitored and managed, and where management responsibility is located. Risk analysis and management for individual activities will be specific to, and an essential part of implementation. The Risk Management Matrix will be reviewed by the Team Leader at the start of Phase 1, to ensure ongoing validity and ensure that proposed responses remain feasible. It will subsequently be reviewed regularly as part of the quarterly reporting and planning process.

## List of Annexes

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List of Annexes.....	1
Annex 1. Kiribati Country Information .....	36
Annex 2. KEIP Phase 1 Monitoring and Evaluation Framework and Management arrangements .....	45
Annex 3. Management and Monitoring Arrangements .....	48
Annex 4. Phase 1: Estimated Program Costs.....	54
Annex 5. Terms of Reference for Key Phase 1 Personnel .....	58
Annex 6. Phase 1 TA Schedule .....	74
Annex 7. Phase 1 Risk Management Matrix.....	77
Annex 8. Kiribati-Australia Partnership for Development.....	83
Annex 9. Statement of Partnership Principles .....	88
Annex 10. UNICEF's Education Program 2010-2011 .....	92
Annex 11. The UNESCO/Kiribati Program 2009 -2012 .....	94
Annex 12. The LEPP Program – Summary .....	98

## Annex 1. Kiribati Country Information

### Geography

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

### Demography

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

Table 1: Mid-year 2009 Population Projections, Kiribati

<i>Years of age</i>	<i>0-14</i>	<i>15-24</i>	<i>25-59</i>	<i>60+</i>	<i>Total</i>
Population Estimate	35164	20951	37387	5487	98989
% total population	35.5%	21%	37.8%	5.5%	100%
<i>Source: Secretariat of the Pacific Community, Pacific Island Populations - Estimates and projections of demographic indicators for selected years</i> <a href="http://www.spc.int/sdp/index.php?option=com_docman&amp;task=cat_view&amp;qid=28&amp;Itemid=42">http://www.spc.int/sdp/index.php?option=com_docman&amp;task=cat_view&amp;qid=28&amp;Itemid=42</a>					

Kiribati has a very young population with around 57 percent 24 years or under. This large 'youth bulge', shown in the population pyramid (Figure 8) is generating significant political pressure to invest a large proportion of the country's resources in social services such as health and education as well as in employment creation and social protection measures for young unemployed people such as cash-for-work programs.<sup>1</sup> It is one of the most profound challenges facing planners and policy makers in Kiribati.

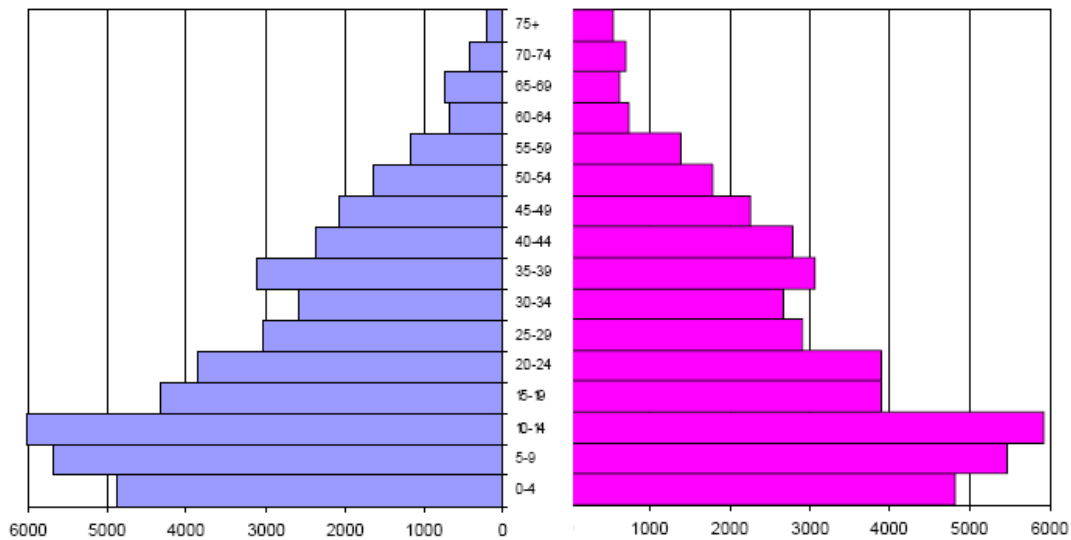
High population growth and lack of employment opportunities, services and facilities on the outer islands has fuelled migration to South Tarawa,<sup>2</sup> leading to overcrowding and pollution in the capital, and depopulation of outer-island communities. Nearly half of all I-Kiribati now live on Tarawa. Increased urbanisation places an even greater load on the limited infrastructure and reflects a society in transition, where a cash economy is progressively replacing the traditional subsistence lifestyle.

<sup>1</sup> The MLHRD draft Strategic Plan 2009-11 includes the Strategic Objective of "Setting up an additional social security in the form of health insurance"

<sup>2</sup> Migration to Kiritimati is also occurring

## Annex 1

Figure 1: Kiribati: Population Distribution by Age Group &amp; Sex (HIES 2006)



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

## Economy

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

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

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

*With large draw downs in recent years (to fund fiscal deficits), and the global decline in asset prices, the RERF has declined in real per capita terms by around 40 percent from the peak in 2000; and the outlook for the RERF has worsened. Estimates suggest that long-term sustainability of the RERF and fiscal position would require reducing fiscal deficits and RERF draw downs to around 6–7 percent of GDP. A well-defined target or rule for RERF draw downs combined with a medium-term budgeting framework would allow for expenditure smoothing while safeguarding the RERF.<sup>3</sup>*

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

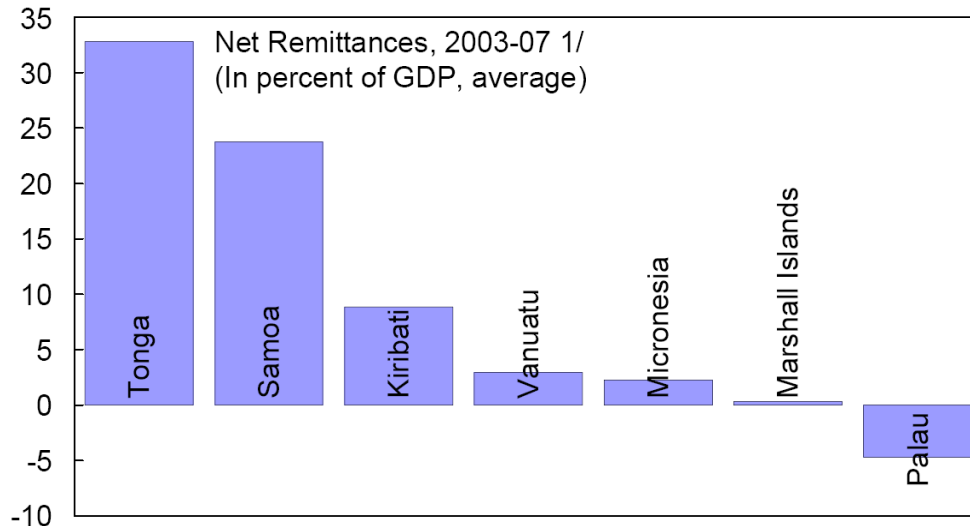
**Fishing license fees** are also a key income source for Kiribati. Relative to total revenue or GDP, they have been on a declining trend since 2002. However they remain high at above 30 percent of total revenue (excluding grants) and around 20 percent of GDP, and are among the highest in Pacific Island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

Like many Pacific Island countries, Kiribati depends heavily on **remittances** as a source of external funds. The ratio of remittances to GDP has been particularly high (7–12 percent

<sup>3</sup> Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June 2009

over the past 20 years). Although it has not been trending upward, it is still one of the highest ratios among the Pacific Island Countries.

Figure 2: Net remittances, Kiribati 2003-07



Sources: Country authorities; Fund staff estimates; and World Bank, *World Development Indicators*.

1/ 2003-05 average data for Samoa, Micronesia, and Marshall Is.

Source: *Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June 2009, p.20*

Between nine and ten percent of per capita income (\$120-\$155) is derived from remittances and gifts, with South Tarawa benefiting slightly more than the Outer Islands.<sup>4</sup> They also highlight limited opportunities in the domestic economy.

At present, Kiribati's remittances come largely from seafarers. Remittances are generally believed to have a favourable impact for the economy, although there are also negative social impacts, including on families of parents (mainly fathers) being absent for long periods of time, on villages of the absence of younger able-bodied young people for village work, and the transfer of HIV/AIDS and other sexually transmitted diseases.<sup>5</sup>

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

- Continue to produce high-skilled seamen (through the Kiribati Marine Training Centre and the Fisheries Training Centre)
- Diversify sources of remittances (for example through innovations such as the Kiribati Australia Nursing Initiative or the Australian Pacific Seasonal Worker Pilot Scheme)
- Reduce costs of remittances.

Kiribati consumes much more than it produces, and imports much more than it exports. The fuel import bill has increased over 4 years by the equivalent of 15% of GDP, reflecting higher global oil prices, while the cost of imported food grew by the equivalent of around 5% of GDP over the same period. The combination of increased import prices and falling revenues has

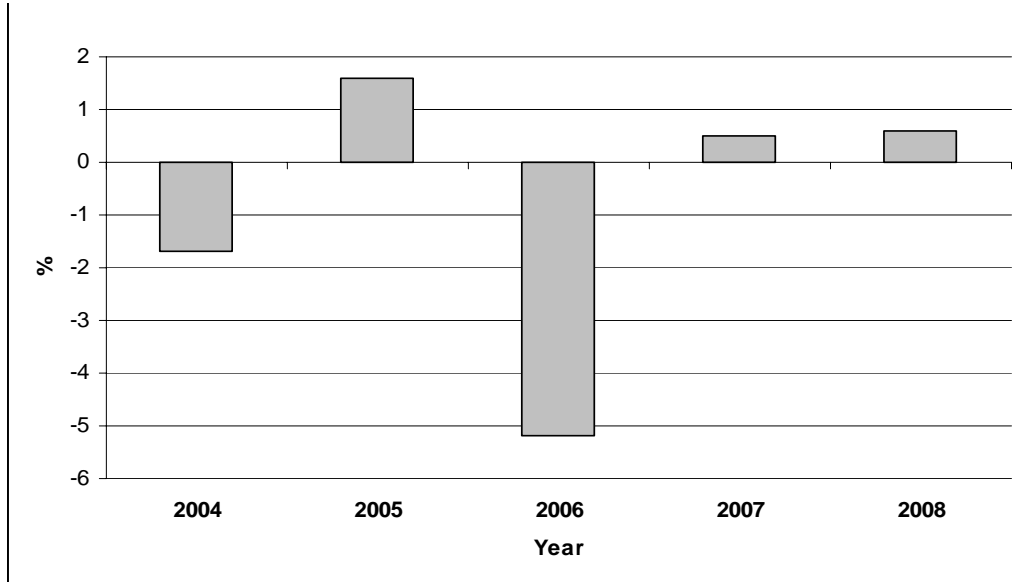
<sup>4</sup> Source: Table 3.3, Analytical Report on the 2006 Kiribati HIES, National Statistics Office, Kiribati

<sup>5</sup> See for example 'Remittances and Labour Mobility in the Pacific: A working paper on seasonal work programs in Australia for Pacific Islanders', by Nic Maclellan and Peter Mares, Institute for Social Research, Swinburne University of Technology, 2006



led to a series of budget deficits and off-budget deficits in the form of increased borrowing by public enterprises (PEs). Exchange rate risks from the rise in the Australian dollar have not been managed.

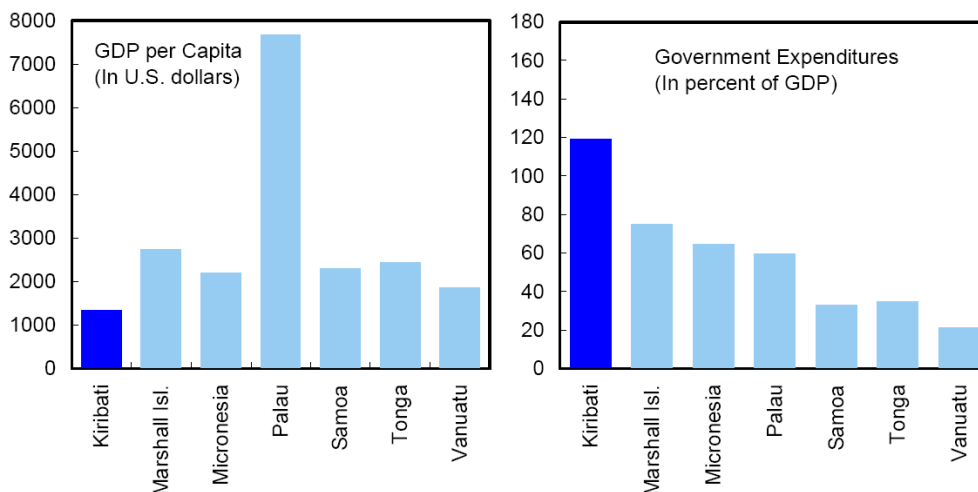
Figure 3: GDP Growth in Kiribati 2004-08



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

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

Figure 4: Kiribati 2007: Comparison with Other Pacific Island Countries



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

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

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

*Kiribati will be adversely affected by deteriorating climatic conditions and the impacts will likely intensify over time. The main impact will come from rising sea levels, more frequent and severe storms, and erratic rainfall. While the fiscal costs are uncertain, they are likely to be substantial relative to GDP. An important first step is to recognize the fiscal risks involved and to start building a fiscal buffer—with the assistance of international donors—and to consider the implications for expenditure programs.*<sup>6</sup>

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

### **Socio-cultural context**

A range of social, economic, political, and institutional factors encourage or impede inclusive development in Kiribati.<sup>7</sup>

- Social structure remains diverse but under considerable stress. Traditional leaders and institutions are strongest at the local level and are likely to have an enduring relevance for local governance. In the outer islands, the Unimwane, or council of elders, continues to exercise considerable influence despite not being recognised under the Local Government Act. The Unimwane is a key pillar of an egalitarian culture that helps ensure that absolute poverty is virtually unknown in Kiribati. Tensions between the Unimwane and elected island councils leave little room for participation by marginalised groups such as women and youth.<sup>8</sup> The moral authority of the maneaba (the meeting place) remains strong in the villages. However there are signs of change. Concern for members of the extended family is decreasing, and awareness of traditions and traditional skills is being eroded. In South Tarawa, traditional institutions and social mores are under stress and social stratification more observable.
- The Kiribati culture has been described as paternalistic, conservative, collectivist and consensual and, given the national vulnerabilities, understandably risk-averse.

*I-Kiribati society is one in which communal values are accorded much greater weight than individual rights and concerns. One manifestation of this in the modern state is the pervasive role of government in many areas which only rigidly ideological socialist states have matched.*<sup>9</sup>

- However increasing reliance on and competition for cash is having a disparate impact on Kiribati communities. Those facing the greatest difficulties include the unemployed, people with limited education, large families, elderly people who live apart from their families, and those living in very crowded conditions.<sup>10</sup>
- Sofield (2002) amongst others has identified a cultural resistance to anyone becoming too successful and being perceived to becoming too wealthy, too 'big', or 'too shiny'. In the design team's consultations, it was suggested that one reason why many i-Kiribati were reluctant to speak publicly in English was that it could be interpreted as 'showing off'

<sup>6</sup> Kiribati: Selected Issues and Statistical Appendix, IMF Country Report No. 09/196, June 2009

<sup>7</sup> This section draws on ADB (2009) Kiribati's Political Economy and Capacity Development

<sup>8</sup> Richardson, P. (2009) Governing the Outer Islands: Decentralisation in Kiribati and Tuvalu, Commonwealth Journal of Local Governance, Issue 2: January 2009, <http://epress.lib.uts.edu.au/ojs/index.php/cjlg>, United Nations Development Programme, Fiji

<sup>9</sup> Sofield, T.H.B. (2002) 'Outside the Net: Kiribati and the Knowledge Economy', *Journal of Computer-Mediated Communication*. Available: <http://jcmc.indiana.edu/vol7/issue2/sofield.html>

<sup>10</sup> ADB (2007) Priorities of the People: Hardship in Kiribati, September

and therefore culturally unacceptable. While such values are beginning to change, they can undermine individual and organisational motivation to excel, and constrain the development of different forms of leadership.

- Traditional values about the appropriateness of disseminating information and sharing knowledge can restrict information to a relatively few, limiting individual and organisational learning.
- Jobs in the civil service and the public sector are seen as a means of supporting community income, given the relatively low number of formal jobs. With their large share of the formal workforce, public sector employees are a strong political force.
- Christianity has become an integral part of the culture and tradition, and Christian churches wield considerable influence at many levels.

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

*...after two impressively peaceful decades there are signs of a dangerous degree of complacency in Kiribati's view of its domestic and external affairs, encouraging forms of cultural and political resistance to change that are handicapping the nation's response to development risks.*

*The social and economic condition of Kiribati is changing under the impact of continued population growth, monetisation of economic activity and personal behaviour, increased engagement with the outside world, and elimination of physical distance as a barrier to communication. Politics is becoming more organised and more divisive. The need to adapt to the effect of climate change...is widely acknowledged but is not yet factored in to public and private investment decisions. People and ideas are on the move...traditional values and responsibilities are breaking down...The domestic economy is failing to provide livelihoods...relative poverty and deprivation is emerging into open view, and emigration is being widely discussed as a reasonable path for individuals and families.<sup>11</sup>*

### **Gender and social equity strategies**

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

Women are predominately involved in domestic work including cooking, cleaning, child care and overall family welfare. Within the village community, women are often responsible for meeting the bukinibwai (village shares, often for food, money or entertainment) as stipulated by the Unimwane. This can be a heavy obligation. Within the broader community, women have a large responsibility for producing the cash and traditional goods that are the currency of the traditional economy. This includes regular fund-raising for community functions and the church.<sup>12</sup>

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

There has been progress towards gender equality. In the urban areas there are a growing number of women working in skilled and professional jobs, including at the highest levels of

<sup>11</sup> Kiribati: Managing development risk, ADB, April 2008

<sup>12</sup> UNESCO (2009) Country Programming Document – Kiribati - 2008 – 2013

government. In August 2010, five of the 15 Permanent Secretary posts are held by women. The female to male literacy rate was 1 in 2005, the share of women in non-agriculture wage employment was 65% in 2005 and the percentage of seats held by women in national parliament rose from none in 1999 to 3/46 in 2010. However, other factors suggest that social and economic constraints continue to be significantly worse for women. These include the rise in teenage pregnancies and overall low contraceptive prevalence rate, the pressures on women caring for children in crowded urban environments, and the apparent rise in desertions.

Domestic violence cases have continued to rise because the culture condones the beating of wives by their husbands, a practice exacerbated by excessive alcohol consumption. The results of a recent SPC Socio-Cultural Research on Gender Based Violence (GBV) and Child Abuse, released in October 2008, highlighted that the rate of violence against women in Kiribati is much higher than in nine other countries who undertook this same survey. GoK has responded strongly, through dissemination of information to improve public education, establishing intervention strategies, strengthening of services to address GBV, and to introduce new, appropriate and proactive legislation to help begin to address this issue.<sup>13</sup> The need for a strong response to these findings is further evidenced by the impacts of the Global Recession in Kiribati, with research indicating that in situations of greater economic hardship (linked to rising prices), domestic violence will further increase.

Kiribati ratified the Convention on the Elimination of Discrimination against Women (CEDAW) on 17 March 2004, and is still in the early stages of its compliance process and legislative compliance will be achieved through gradual and incremental change. By 2008, Kiribati has achieved full compliance with 26 of 113 CEDAW indicators, partial compliance with 29 indicators and no compliance in relation to the remaining 58 indicators.<sup>14</sup> In December 2008, Kiribati recruited a CEDAW adviser with funding from the United Nations Development Fund for Women (UNIFEM) to support its journey towards compliance.

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

## **The Education and Training Sector**

### ***Early Childhood Education (ECE) Sub-Sector***

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

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

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

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<sup>13</sup> AusAID, 2008 Annual Program Performance Report for Australia - Republic of Kiribati

<sup>14</sup> Vedna Jivan and Christine Forster (2008) CEDAW Legislative Compliance Review: Kiribati, 2009, UNDP and UNIFEM, p.197

### **Primary and secondary education sub-sector**

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

In 2008 there were 91 Primary Schools enrolling 16,123 students (50 percent females); 24 JSS enrolling 6,831 (49.7 percent females) and 16 SSS enrolling 4752 students (53 percent females).<sup>15</sup> There is almost universal participation in the six years of primary school. Net primary enrolment rates are around 93%. Net secondary enrolment rates are 69%, at the junior secondary school (JSS) level and 48% at the senior secondary school (SSS) level (Forms 4-7). Gender parity for primary education has been achieved, but disparities exist in terms of both access and participation of young girls and women in higher levels of schooling. Access to quality education remains a challenge.

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

Table 2: School Leavers, Kiribati (adjusted)

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

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

### **Tertiary education sub-sector**

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

### **Ministry of Education Structure**

The Ministry of Education structure is shown in the diagram below:

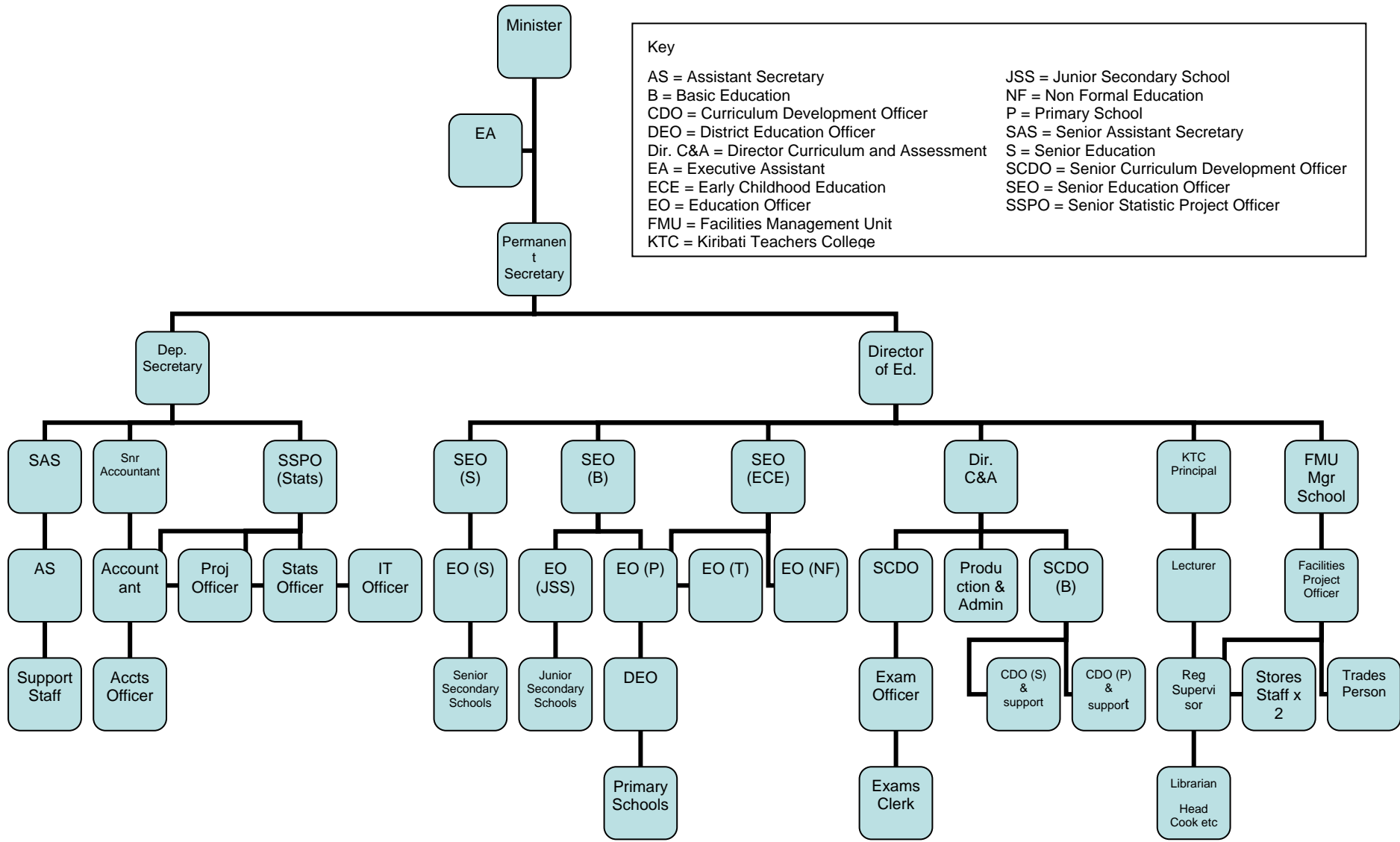
<sup>15</sup> Of the 16 SSS, two also offer JSS-level education

Annex 1

Ministry of Education Organisational Structure

**Key**

AS = Assistant Secretary	JSS = Junior Secondary School
B = Basic Education	NF = Non Formal Education
CDO = Curriculum Development Officer	P = Primary School
DEO = District Education Officer	SAS = Senior Assistant Secretary
Dir. C&A = Director Curriculum and Assessment	S = Senior Education
EA = Executive Assistant	SCDO = Senior Curriculum Development Officer
ECE = Early Childhood Education	SEO = Senior Education Officer
EO = Education Officer	SSPO = Senior Statistic Project Officer
EO = Education Officer	
FMU = Facilities Management Unit	
KTC = Kiribati Teachers College	



## **Annex 2. KEIP Phase 1 Monitoring and Evaluation Framework and Management arrangements**

This matrix provides the indicators by which progress towards the Goal, Outcomes and Priority Areas of KEIP will be monitored *for Phase 1*. M&E arrangements will be expanded for application in Phase 2 and beyond, through a comprehensive and participatory M&E development process integrated with the development of the next ESSP and the KEIP Phase 2 design.

Indicators at *Outcome* level are drawn from the Kiribati-Australia Partnership for Development and are linked, through the Partnership, to the six broad goals of the Education Sector Strategic Plan.

Indicators for the *Priority Areas* are drawn also from the Kiribati-Australia Partnerships for Development, and from the agreed planning and preparation documents pertaining to the UNESCO and UNICEF contributions to KEIP.

All data will be disaggregated by sex and, where possible, by geographic regions.

Baselines are to be completed as a part of Phase 1 and intermediate outcome targets will be agreed with all partners.

<b>Objective/Activity</b>	<b>Indicators (disaggregated by sex)</b>	<b>Source of Data</b>	<b>Frequency</b>	<b>Responsibility</b>
<b>Goal: Significantly Improved Basic Education in Kiribati</b>				
<b>Long-term Outcome 1: Significantly improved literacy and numeracy of school-aged children</b>	Grade 4 numeracy rate Grade 4 literacy rate Grade 6 numeracy rate Grade 6 literacy rate	SPBEA	Annual	MoE
<b>Long-term Outcome 2: A coherent, efficient, effective and inclusive Kiribati education sector</b>	Net Enrolment Rate (Primary School) (93% 2009 baseline) Net Enrolment Rate (Junior Secondary School) (69% 2009 baseline)	KEMIS		

## Annex 2

Objective/Activity	Indicators (disaggregated by sex)	Source of Data	Frequency	Responsibility
<b>Priority Area 1: Physical Facilities</b>				
Pilot rehabilitation of six schools	6 schools meeting facility minimum (NIS) standards 6 Schools with safe water supply	Facilities Rehabilitation Pilot Evaluation	Once, on completion of Phase 1	GoK
Rehabilitation plan prepared	Rehabilitation plan	Rehabilitation Plan document	Once	KEIP Managing Contractor (mc)
<b>Priority Area 2: Policy and Legislation</b>				
Legislative and regulatory review	Draft regulatory reform workplan ready for Cabinet review	Cabinet documents	Once	MoE, KEIP MC
Fully operational and supported KEMIS	KEMIS fully in place and training completed Verification and analysis of KEMIS data undertaken and reported annually	KEMIS	Annually	MoE (KEMIS)
<b>Priority Area 3: Workforce Development</b>				
Design of teacher professional development framework	Framework agreed and documented	Framework document	Once	MoE, Managing contractor
	KTC trainers completed in-service train-the-trainer	Completion reports	Once	UNESCO
	Strategy in place to monitor teacher performance	Strategy document	Once	UNESCO
Teacher English language skills upgrading	TBD	Evaluation	TBD	KEIP MC
<b>Priority Area 4: Curriculum and Assessment</b>				

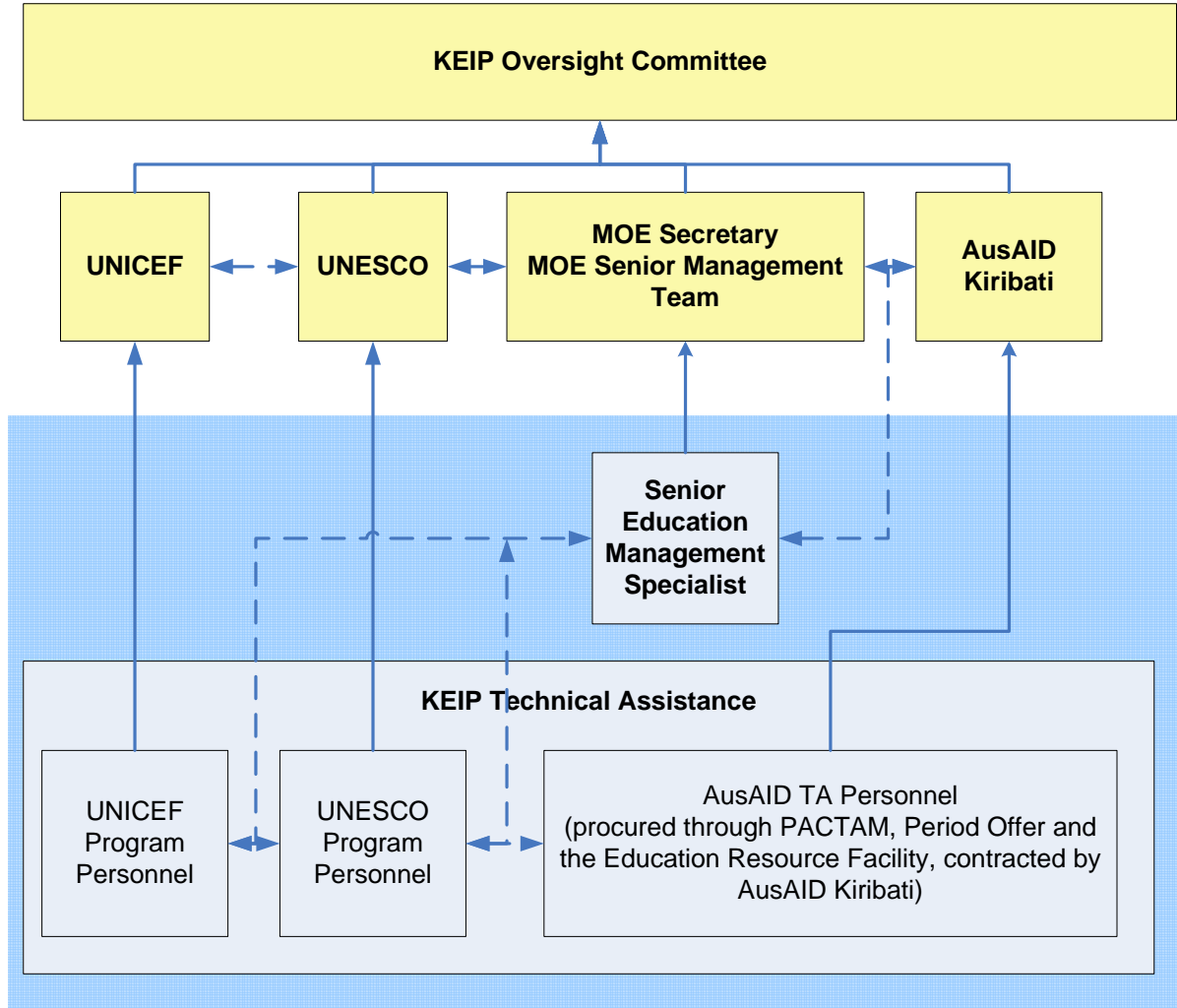


## Annex 2

Objective/Activity	Indicators (disaggregated by sex)	Source of Data	Frequency	Responsibility
4.1 Commence revising Curriculum and Assessment Framework	Curriculum Improvement Stocktake completed	Stocktake Report	Once	TA, MoE
	Curriculum Revision Plan agreed	Plan	Once	MoE, TA
<b>KEIP Aid Effectiveness</b>				
KEIP is implemented in accordance with aid effectiveness principles	Extent to which KEIP partners are meeting their obligations under the Statement of Partnership Principles	Oversight Committee discussions Other forums	Ongoing	KEIP Partners
KEIP is managed effectively	Extent to which KEIP management and governance arrangements support GoK ownership and leadership and enable program implementation	Joint Strategic Review Oversight Committee discussions	Once Ongoing	KEIP Partners Committee Members
Capacity development approach is effective	Extent to which KEIP advisers, specialists and trainers, provided through all mechanisms, are implementing the agreed approach to capacity development	Joint Strategic Review Oversight Committee discussions	Once Ongoing	KEIP Partners Committee Members

**Annex 3. Management and Monitoring Arrangements**

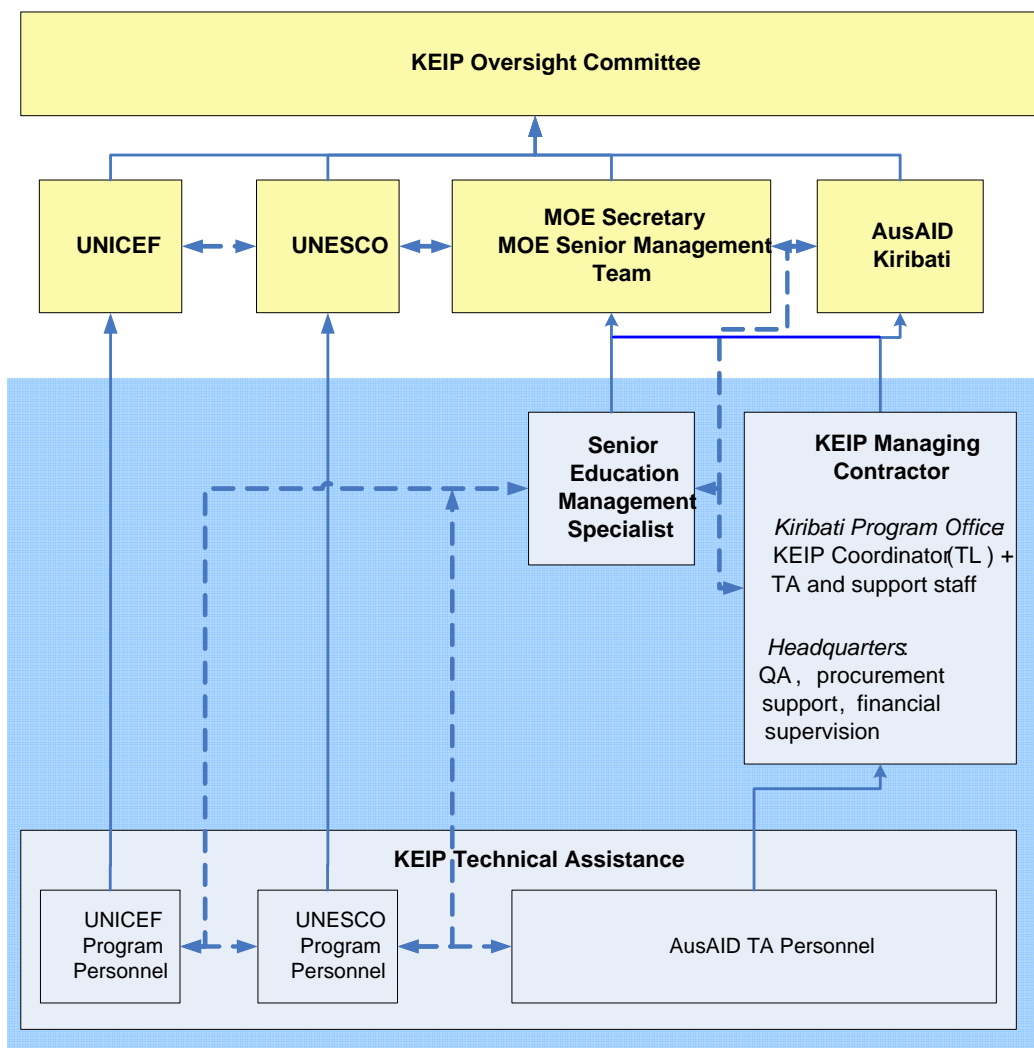
**Figure 2: KEIP Phase 1 Transitional Management Structure (to Jan 2011)**



KEY:  
 Reporting: ———  
 Advice and Collaboration: - - - -

Phase 1 management structure can be depicted as follows:

Figure 3: KEIP Phase 1 Management Structure



KEY:  
 Reporting ———  
 Advice and Collaboration - - -

The Government of Kiribati, through MoE and other Ministries, will undertake to ensure the success of KEIP Phase 1 by:

- Ensuring that all MoE staff are aware of and support the implementation of KEIP directly or indirectly, depending on their role.
- Ensuring that the roles and responsibilities of MoE staff in relation to KEIP are clear, and performance of MoE staff in relation to these roles and responsibilities is monitored and corrective action taken by senior management as necessary.
- Ensuring the active participation of senior GoK officials and external stakeholders in the KEIP Oversight Committee.
- Providing, if possible, office space in MoE headquarters and/or at KTC for KEIP TA and the MC office.

Annex 3

- Through MoE, monitor direct funding to the Development Fund and provide guidance to the KEIP on aligning the program more closely with KDP/MOP and government financial management systems.
- Ensuring that all appropriate offices and agencies both facilitate and play an active part in KEIP monitoring and reporting and in KEIP activity evaluations.
- Coordinating support to the sector from other donors to ensure no duplication of effort and that only GoK high priority activities are undertaken.
- Taking action to remove unreasonable policy or regulatory constraints to KEIP achieving its agreed results.

AusAID, UNICEF and UNESCO will engage in regular policy dialogue with GoK on directions and performance of KEIP and will ensure that there will be a predictable flow of inputs (TA and funds) into KEIP, as agreed between the two governments and the UN agencies. In addition KEIP donors will participate in an informal round table meeting either via teleconference or in person if needed every six weeks to improve collaboration and coordination of KEIP activities in Kiribati.

AusAID will ensure and facilitate coordination between KEIP and other relevant AusAID bilateral and regional programs and initiatives to foster ‘whole of aid program’ coherence, and liaise with AusAID Suva to facilitate coordination between KEIP and regional programs that AusAID support. AusAID Tarawa and Suva will identify opportunities for increased donor harmonisation in the education sector. AusAID Tarawa will be a member of the KOC (Kiribati Oversight Committee). AusAID Tarawa in partnership with GoK will also monitor the MC performance against its Contract, and prepare performance reports, including contractor performance assessments in accordance with AusAID’s own reporting obligations.

KEIP will finance an international in-line position, recruited by MoE in consultation with KEIP donors. The high-level Senior Education Management Specialist will be appointed in the first instance, for the duration of Phase 1. The Specialist will provide executive advice, mentoring and support to the Secretary and his senior management team, and will be a critical point of intersection for all elements of donor support through KEIP. She or he will not, however, take on a role of spokesperson for MoE, nor usurp MoE’s leadership and management of KEIP. The Specialist will work closely with the KEIP Team Leader (see below) and will also provide strategic and quality assurance advice to AusAID Kiribati, UNESCO and UNICEF. Annex 5 provides a Terms of Reference (TOR) for the Specialist.

AusAID and GoK will jointly undertake a competitive international tender process to select a Managing Contractor (MC) which will support and facilitate KEIP implementation. UNICEF and UNESCO will also participate in the selection of the MC. The role of the MC is to support both governments, furthering the development of an effective MoE-donor partnership within the education sector. The MC will operate within Australia’s commitment to use and support GoK systems wherever possible, and will avoid establishing separate systems for KEIP implementation.

The MC will provide the services of a well-resourced management team comprising a small but efficient Program Office in Tarawa and suitably qualified staff in its head office to support MoE to manage KEIP. In addition to experience in basic education, the MC management team will have expertise in the areas of change management, good practice particularly in respect to school construction in small islands, capacity development, financial management and procurement, working through government systems,<sup>16</sup> and human resource management. The KEIP MC management team will be responsible for the overall management of the Program Office and for the performance of the technical assistance personnel that it recruits. The MC management team will be responsible for the MC meeting its responsibilities under its contract with AusAID including the provision of services.

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<sup>16</sup> See AusAID (2009) Operational Policy Notes 1- 3 on working through partner government systems

The Program Office in Tarawa will be responsible to the Secretary MoE and to AusAID, under the leadership of the KEIP Team Leader, for:

- In-country management of the program and providing the first point of contact for AusAID and MoE in relation to KEIP implementation.
- Establishing and maintaining positive and service-oriented relationships with all MoE staff and with other development partners and stakeholders.
- Working with GoK and the KEIP partners to develop TOR for approved procurement or recruitment activities, and identifying opportunities for national procurement or recruitment.
- Providing logistical assistance to KEIP-financed TA (accommodation, transport, communications etc), and providing comprehensive inductions for them which address contextual, cross-cultural and capacity development issues.
- Cooperating with the Senior Education Management Specialist, with MoE, and other counterpart agencies to prepare and report against KEIP workplans to agreed standards.
- In-country monitoring of program performance including providing input for KDP, MOP and budget preparation and reporting, results-oriented performance reports for the SMT and the KOC, and modelling and fostering a culture in MoE of organisational learning, reflection and improvement.
- Facilitating and encouraging an open avenue of communication and cooperation between all KEIP partners on day-to-day management and planning requirements. This may include regular operational coordination meetings between partners, with the participation of GoK partners as much as possible.
- Coordinating communications with the MC Head office.
- Providing secretariat services to the KOC.

The Program Office will include the following personnel:

- *KEIP Team Leader* (international position)
- *Facilities Upgrading Manager* (international position)
- *Procurement Manager* (national or international position)
- *Finance Manager* (possibly a national position seconded from within GoK, although funding will be necessary from KEIP)
- *Administrative Officer* (national position)

Annex 5 provides a position description for the KEIP Team Leader.

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

Table 5: Phase 1 Key Reports and Plans

<i>Report</i>	<i>Timing</i>	<i>Lead Responsibility</i>
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## Annex 3

KEIP Implementation Work plan	Six weeks after commencement	KEIP Team Leader
1st Quarterly Progress Report	TBD	KEIP Team Leader
2nd Quarterly Progress Report	TBD (feeding into June Ministry Operating Plan progress report)	KEIP Team Leader
KEIP Phase 1 Joint Strategic Review	TBD	KEIP MC
KEIP Phase 2 Design Document	30 September 2011 (feeding into 2012 budget development process during Nov-Dec 2011)	KEIP MC
3rd Quarterly Progress Report/Annual Workplan	1st November 2011	KEIP Team Leader
4th Quarterly Progress Report/Completion Report	December 2011	KEIP Team Leader

### Joint Strategic Review

KEIP MC will arrange a joint independent Strategic Review of Phase 1 to assess the effectiveness of the program in achieving its targets, to highlight key issues that have affected implementation and to articulate lessons learned. The review process will be designed to maximise the participation of key GoK stakeholders and all the KEIP donor partners. The Strategic Review will support the design of the ESSP and KEIP Phase 2

### Monitoring Aid Effectiveness

As part of the Joint Strategic Review the KEIP MC will monitor four measures of aid effectiveness: mutual accountability, working within GoK systems, organisational capacity development, and aid harmonization. Specifically, the Review will assess:

- (i) the extent to which key stakeholders are meeting Phase 1 obligations as set out in the legal and other agreements that confirm the Phase 1 program;
- (ii) whether the Phase 1 management and governance arrangements provide GoK with sufficient national ownership of the program, and with the extent that KEIP is being implemented through government systems;
- (iii) whether the approach to capacity development under the Phase 1 is producing the desired results;
- (iv) if the KEIP policy, legislative, monitoring and reporting activities with Phase 1 are providing government with the policy and management information they need; and

Annex 3

- (v) if there are indications that KEIP is resulting in better donor/government harmonization around government priorities and in an effective use of aid.

**Annex 4. Phase 1: Estimated Program Costs**

Activity as per Program Description	Item	Unit of Measurement	No. of units	Cost per unit	Line Total	Activity Total	Non-AusAID
<b>Priority 1</b>	<b>SCHOOL FACILITIES - NIS</b>						
<b>1.1</b>	<b>School rehabilitation Site Visit</b>						
	Visit to the Solomon Islands	3 weeks	5	9,436	47,180	<b>47,180</b>	
<b>1.2</b>	<b>Continuing support to the FMU</b>						
	TA	months	8	32,639	261,112	<b>261,112</b>	
<b>1.3</b>	<b>Facilities rehabilitation manager</b>						
	TA	months	12	32,639	391,668	<b>391,668</b>	
<b>1.3</b>	<b>Wat-San Support to UNICEF CFS</b>						
	Child Friendly Schools	One off payment	1	375,000	375,000	<b>375,000</b>	<b>245,000</b>
<b>1.3a</b>	<b>Rapid review of NIS (2 TA)</b>						
	TA	months	2	58,898	117,796	<b>117,796</b>	
<b>1.3b</b>	<b>Rehab of 6 schools</b>	schools	6	400,000	2,400,000	<b>2,400,000</b>	
<b>Priority 2</b>	<b>POLICY AND LEGISLATION</b>						
<b>2.1</b>	<b>Legislation and Regulatory Review</b>						
	TA	months	2	56,648	113,296		



Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

Annex 4

	Consultations	One off payment	1	100,000	100,000	<b>213,296</b>	
<b>Priority 3</b>	<b>WORKFORCE DEVELOPMENT</b>						
<b>3.1</b>	<b>Senior Education Management Specialist</b>						
	PACTAM fees - Adviser	months	18	32,639	587,507	<b>587,507</b>	
<b>3.2</b>	<b>Teachers Professional Development Framework</b>						
	TA	months	3	57,398	172,194		
	Follow up and school sessions				10,000	<b>182,194</b>	
<b>3.2a</b>	<b>English Language Upgrading Program</b>				1,683,495	<b>1,683,495</b>	
<b>3.3</b>	<b>KTC Feasibility Study - College Needs</b>						
	TA	months	2	57,398	114,796	<b>114,796</b>	
<b>Priority 4</b>	<b>CURRICULUM AND ASSESSMENT</b>						
<b>4.1</b>	<b>Curriculum Team Leader</b>						
	TA	months	8	54,679	437,432	<b>437,432</b>	
<b>UNESCO</b>	<b>Support to Education activities</b>	One of payment	1	150,000	150,000	<b>150,000</b>	<b>194,000</b>
	<b>KEIP Program Office</b>	months	13	40,000	520,000	<b>520,000</b>	
	5 staff (3 ITA and 2 National TA)						
<b>KEIP DESIGN</b>	<b>Design Specialist - Team Leader</b>	months	2	57,398	114,796		
	Specialist 1	months	2	57,398	114,796		
	UN Specialist	months	2		0		<b>0</b>
	MOE counterpart	months	2	3,000	6,000	<b>235,592</b>	

Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

Annex 4

	<b>Total</b>						<b>7,717,068</b>
	<b>5% Management Fee</b>						<b>385,853</b>
	<b>3% buffer for miscellaneous costs</b>						<b>231,512</b>
	<b>Grand Total</b>						<b>8,334,434</b>
							<b>439,000</b>

Based on 7 day working week

<b>1/</b>	One month unit cost for International TA		<b>57,398</b>		
	Airfares	No. of trips	1	5,000	5,000
	Daily Rate	No. of days	30	1,500	45,000
	Accommodation Fiji	No. of days	2	142	284
	Accommodation Kiribati	No. of days	30	100	3,000
	Per diem Fiji	No. of days	2	77	154
	Per diem Kiribati	No. of days	30	82	2,460
	Transport costs	No. of days	30	50	1,500
<b>2/</b>	One month unit cost for Domestic TA		<b>7,938</b>		
	Daily Rate	No. of days	30	200	6,000
	Accommodation Fiji	No. of days	2	142	284
	Per diem Fiji	No. of days	2	77	154
	Transport costs	No. of days	30	50	1,500

- The costings are provided for internal planning purposes (basis for FMA REG 9/10) only. They are best estimates based on information at hand during the design. The structure in which this information will be presented to the market will be determined during the Request for Tender development stage. For example, PAS may determine that only the upper limit of the overall program is required. Alternatively sub-categories may be provided to the marker - such as costs for all adviser, all travel costs, facilities improvement costs, UNICEF, LEPP KEMIS costs etc.
- TA short term rates - the estimate provided for education sector specialists is drawn from the Period Offer database information and the proposed rate of A\$1,500 appears to be a reasonable upper limit. The monthly rates for the FRM and FMU adviser also considered Period Offer rates for similar expertise and a monthly upper limit of A\$35,000 appears reasonable.
- TA/Adviser long term rates – have been drawn from the interim guidance provided by AusAID.
- Per Diem, accommodation costs were taken from the Short Term Reimbursable table that AusAID has updated on a regular basis.
- It has been proposed that a Fly In Fly Out (FIFO) arrangement for advisers represents best value for money. The GoK has indicated that this is beneficial from a development perspective because it is less likely to develop into a dependency arrangement. The remoteness of Kiribati has also been raised as an issue in attracting the right calibre of adviser.

Annex 4

This FIFO arrangement is hoped to attract high calibre consultants. Flights costs, if anything may be underestimated. Savings, if any, from the adviser costs will cover any underestimates in this area

- Profit and Management costs - a flat 5% rate has been applied to the overall cost of the program. Whilst this is a crude estimate application across all the rates appears relevant given there will be substantial management involved in all aspects of the program - booking flights, arranging accommodation, ensuring appropriate insurance's are in place, quality assuring outputs, arranging necessary briefings etc.
  - A 3% contingency has been allowed for any additional costs not factored in. If there is any savings this contingency could be used for rehabilitation and/reconstruction of additional schools.
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## **Annex 5. Terms of Reference for Key Phase 1 Personnel**

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### **Senior Education Management Specialist (up to 18 months input. Recruited by AusAID)**

#### **Kiribati Ministry of Education**

#### **Terms of Reference**

### **Background**

The Republic of Kiribati has a population of approximately 93,000 living on 23 low-lying coral atolls<sup>17</sup>. All the atolls are vulnerable to coastal erosion, tidal variations and rises in sea level. Just under half of Kiribati's population (40,000) lives on South Tarawa, placing significant pressure on the fragile atoll environment and its limited resource base. Kiribati's population is growing quickly and is expected to double by 2025. Half the population is under 21 and projections are for there to be 80,000 I-Kiribati of working age by 2025 compared to 53,000 in 2005<sup>18</sup>.

The Government of Kiribati (GoK) has signed up to the Millennium Development Goals (MDGs), including MDG 2, which has the target of ensuring 'that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling'.

In December 2007, GoK released the *Kiribati Development Plan 2008-11*(KDP). The theme of the KDP is 'Enhancing economic growth for sustainable development' which encompasses the Government's policy statement and vision of 'A vibrant economy for the people of Kiribati'. Policy Area 1 lists the GoK's strategies for addressing key education issues:

1. Raising education standards and quality
2. Increasing retention of school students to continue on to higher classes or forms.

The Ministry of Education's (MoE) Education Sector Strategic Plan 2008-2011 (ESSP) was endorsed by Cabinet in 2008. The theme underpinning the ESSP is 'A quality and balanced education for all: Our future', and the Ministry's highest priority is 'ensuring that basic education in Kiribati gives all children a fair opportunity to access the pathways beyond compulsory schooling'. There are a number of quality and access priorities: infrastructure, equipment and materials in schools are poor and in urgent need of up-grading; the preparation, qualifications and experience of teachers are generally low, and; there is need for curricula reform.

ESSP sets six broad goals:

1. Deliver a high quality, coherent and relevant school curriculum for Kiribati children
2. Provide a conducive learning environment in Kiribati schools
3. Develop a competent and effective school education workforce
4. Strengthen policy and planning systems for achievement of quality education outcomes

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<sup>17</sup> Population figures from the 2005 Kiribati Population Census

<sup>18</sup> New Zealand Aid Program/AusAID Kiribati Country Strategy 2006-2007

5. Strengthen the legislative and regulatory framework for managing the school sector
6. Consolidate partnerships with stakeholders in the education system.

#### *The Education System*

The Kiribati education system consists of five sub-sectors:

1. Early childhood education (ECE)
2. Primary - years 1 to 6
3. Secondary - junior secondary, Forms 1 to 3 (years 7 to 9) and senior secondary Forms 4 to 7 (years 10 to 13)
4. TVET - consisting of specialised Training Centres (i.e. Marine, Fisheries, Police and Nurse Training)
5. Higher education - the Kiribati Teachers' College and a campus of the University of the South Pacific (USP) on Tarawa.

Compulsory/basic education includes primary and junior secondary school. In 2008, there were 16,100 children in primary school (Net Enrolment Rate (NER): 93 per cent), and 6,800 children in lower secondary (NER: 69 per cent). At both levels, there is gender parity.

There are five Ministries with a direct involvement in the education sector<sup>19</sup>. The MoE is responsible for the delivery of primary and secondary education (excluding specialised schools for children with disabilities), administration of the Kiribati Teachers' College (KTC) and regulatory oversight of ECE. The MoE plans to undertake a legislative and regulatory review to achieve a better alignment between the Ministry structure and MoE's overall goals and responsibilities..

#### *Development Partnerships in the Education Sector*

In recent years, the MoE has received substantial technical assistance and financial support from development partners (DPs), particularly in relation to policy development, strategic planning, and targeted capacity development. While there has been regular and ongoing dialogue between DPs and the MoE, the practical elements of harmonisation and alignment remain at an early stage.

To support the effective implementation of the KDP and the ESSP, the GoK and three DPs (AusAID, UNICEF and UNESCO) have agreed to jointly support a 10-year Kiribati Education Improvement Program (KEIP). Phase 1 of the KEIP is expected to be launched in 2010, and will run until the end of 2011, at which time Phase 2 will commence. There are four Priority Areas of work to be addressed in Phase 1:

1. Physical Facilities
2. Regulatory Framework
3. Education Workforce Development; and
4. Curriculum and Assessment.

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<sup>19</sup> MoE, Ministry of Public Works and Utilities (MPWU), Ministry of Internal and Social Affairs (MISA), Ministry of Finance and Economic Development (MFED), and the Public Service Office (PSO)

Annex 5

To support the implementation of KEIP, AusAID will engage a managing contractor to establish a Program Office in Tarawa, provide staff, coordinator, procurement and management services. The Program Office will be led by the KEIP Team Leader, technical assistance and other inputs provided by and through the managing contractor. The managing contractor will also implement the rehabilitation of priority primary schools during Phase 1.

### **Objectives of the assignment**

To provide technical and advisory support to the MoE Senior Management Team, in support of: effective ESSP implementation; relevant policy and planning activities; KEIP Phase 1 roll-out and Phase 2 planning; DP coordination and improved aid effectiveness, and; sector monitoring and reviews.

### **Scope of the assignment**

#### 1. Targeted and coordinated technical assistance:

- a) Provide ongoing and targeted support to the MoE Senior Management Team in the oversight of sector strategies, towards the effective planning, implementation and review of education sector policies and related goals.
  - o Priorities include support for system strengthening, organisational effectiveness, outcomes-based planning, and evidence-based performance reviews.
- b) Provide ongoing technical assistance to the Senior Management Team. This will include the identification, development and delivery of prioritised capacity development initiatives, towards sustainable professional development and institutional strengthening.
- c) Support the Senior Management Team in the planning of ESSP Phase 2. This will include:
  - o supporting a legislative and regulatory review in the education sector; and
  - o supporting the development of a sector-wide Monitoring and Results Framework (MRF), integrated with the Kiribati Education Management Information System

#### 2. Aid effectiveness and Development Partner coordination:

- a) Support the MoE Senior Management Team in proactive DP coordination, including a time-based strategy for increasing alignment, harmonisation and related aspects of aid effectiveness.
- b) During Phase 1, and in preparation for Phase 2, support the MoE and DPs to expand: (i) GoK leadership and accountability and; (ii) DP alignment with GoK policies, priorities, strategies, operational plans and PFM systems, wherever practicable.

### **Duration and phasing**

This is a full-time position, based at the MoE in Tarawa. Initial appointment will be to end December 2011, with the possibility of extension.

### **Overview of Services**

## Annex 5

The relationship between the Senior Education Management Specialist and the KEIP Team Leader (who leads the managing contractor's inputs) is critical to the success of KEIP. The SEMS does not report to the Team Leader (although other TA do), but will work collaboratively with the Team Leader at all times in the planning and implementation of KEIP.

The SEMS will ensure that, at all times, the MoE takes the lead on all matters and that she/he does not usurp the authority or leadership by taking a spokesperson or other role on behalf of MoE.

1. The Senior Education Management Specialist will support the MoE Senior Management Team, and report directly to the MoE Secretary. The Specialist, together with the MoE Secretary (or the Secretary's delegate), will meet with DP representatives at least monthly.
2. Within six weeks of the start of contract, the Specialist will prepare a proposed Scope of Work which identifies prioritised and time-based activities for the first twelve months of the assignment. In a less detailed fashion, the Scope of Work will identify proposed priorities for the second year of the assignment (to end December 2011). The Scope of Work will be reviewed by the MoE Senior Management Team and DP representatives, and will be finalised in consultation with the Specialist.
3. On a quarterly basis, the Specialist will prepare a brief report which: identifies activities completed in the previous quarter; provides an analytical overview of key progress and challenges facing the MoE in implementing ESSP and KEIP Phase 1; recommendations for priority action in the upcoming quarter, and; a detailed workplan for the upcoming quarter. Each quarterly report will be reviewed by the MoE Senior Management Team, and copies will be sent to DP representatives. If found to be satisfactory, the MoE Secretary is the signing authority.
4. The fourth quarter report (i.e. completion of one year of the assignment) will represent an annual report of progress, achievements and challenges, together with recommendations for future action. The Specialist's fourth quarter report will be used to adjust, as necessary, and/or refine the Specialist's workplan in the second year. The annual report of progress will be reviewed by the MoE Senior Management and DP representatives. If found to be satisfactory, the MoE Secretary is the signing authority.
5. At the end of the assignment (end December 2011), the Specialist will complete a detailed End of Mission report. The End of Mission report will be reviewed by the MoE Senior Management Team and DP representatives. If found to be satisfactory, the MoE Secretary is the signing authority.

### Outputs and Milestones

Output and Milestone Number	Description	Means of Verification	Due Date and Comments
Output 1 Milestone 1	Scope of Work	Plan accepted in writing by the MoE Senior Management	Due 6 <sup>th</sup> week of input

## Annex 5

		Team (SMT) and DPs	
Output 2	Quarterly reports 1-3	Accepted in writing by MoE SMT	Due within two weeks of end of each quarter
Output 3 Milestone 2	Quarterly report 4 – Annual report of progress	Accepted in writing by MoE SMT and DPs	Due within two weeks of end of fourth quarter of input
Output 4	Work plan for second year	Accepted in writing by MoE SMT and DPs	Due with Annual report of progress
Output 5	Quarterly reports 5-7	Accepted in writing by MoE SMT	Due within two weeks of end of each quarter
Output 6 Milestone 3	Detailed End of Mission report	Accepted in writing by MoE SMT and DPs	Due two weeks prior to end of input

### Key Documents

- i. MOE Strategic Plan 2008 to 2011 (Draft 2 incorporating outcomes from the National Education Summit, January 2008)
- ii. Kiribati Education Improvement Program (KEIP)
- iii. 2007, Independent Completion Report, Kiribati Education Sector Program: Component A, Final Report, May
- iv. The state of Policy and Planning Development with Kiribati Ministry of Education: September 2008, John Evans
- v. Sustainability of Benefits Plan: November 2008, John Evans, Education Policy and Planning Specialist.
- vi. Capacity Building Plan for MOE senior managers: September 2008, John Evans.

### Monitoring and Evaluation

The work of the Specialist will be evaluated through progress reports and liaison meetings with the Secretary of Education and development partners.

### Risk Management

The Specialist is to take actions to mitigate risks that threaten the success of the input. Coordination Meetings, Progress Reports and the End of Input Completion report are to include a standing agenda item/section on identifying major risks and measures, actions and strategies to reduce their likelihood and impact.

### Professional requirements

- Demonstrated practical experience in education planning and policy development at a national level.
- A post-graduate degree in education, public administration, management, international development or a related field.
- Demonstrated capacity development experience in a developing country context.



Annex 5

- Experience providing high level technical assistance and support to senior Ministry personnel.
- Excellent communication and facilitation skills, particularly in cross-cultural settings.
- Demonstrated knowledge of aid effectiveness principles and experience in DP coordination.
- Fluent command of spoken and written English.
- Experience working in a Pacific island nation, small island state or a developing country.
- Knowledge of the Kiribati language would be an advantage.

**KEIP Team Leader  
(12 months input)**

**Draft Terms of Reference**

***Background***

The Republic of Kiribati has a population of approximately 93,000 living on 23 low-lying coral atolls<sup>20</sup>. All the atolls are vulnerable to coastal erosion, tidal variations and rises in sea level. Just under half of Kiribati's population (40,000) lives on South Tarawa, placing significant pressure on the fragile atoll environment and its limited resource base. Kiribati's population is growing quickly and is expected to double by 2025. Half the population is under 21 and projections are for there to be 80,000 I-Kiribati of working age by 2025 compared to 53,000 in 2005<sup>21</sup>.

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4. Increasing retention of school students to continue on to higher classes or forms.

The Ministry of Education's (MoE) Education Sector Strategic Plan 2008-2011 (ESSP) was endorsed by Cabinet in 2008. The theme underpinning the ESSP is 'A quality and balanced education for all: Our future', and the Ministry's highest priority is 'ensuring that basic education in Kiribati gives all children a fair opportunity to access the pathways beyond compulsory schooling'. There are a number of quality and access priorities: infrastructure, equipment and materials in schools are poor and in urgent need of up-grading; the preparation, qualifications and experience of teachers are generally low, and; there is need for curricula reform.

ESSP sets six broad goals:

7. Deliver a high quality, coherent and relevant school curriculum for Kiribati children
8. Provide a conducive learning environment in Kiribati schools
9. Develop a competent and effective school education workforce
10. Strengthen policy and planning systems for achievement of quality education outcomes
11. Strengthen the legislative and regulatory framework for managing the school sector
12. Consolidate partnerships with stakeholders in the education system.

***The Education System***

The Kiribati education system consists of five sub-sectors:

6. Early childhood education (ECE)
7. Primary - years 1 to 6
8. Secondary - junior secondary, Forms 1 to 3 (years 7 to 9) and senior secondary Forms 4 to 7 (years 10 to 13)

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<sup>20</sup> Population figures from the 2005 Kiribati Population Census

<sup>21</sup> NZAID/AusAID Kiribati Country Strategy 2006-2007

9. TVET - consisting of specialised Training Centres (i.e. Marine, Fisheries, Police and Nurse Training)
10. Higher education - the Kiribati Teachers' College and a campus of the University of the South Pacific (USP) on Tarawa.

Compulsory/basic education includes primary and junior secondary school. In 2008, there were 16,100 children in primary school (Net Enrolment Rate (NER): 93 per cent), and 6,800 children in lower secondary (NER: 69 per cent). At both levels, there is gender parity.

There are five Ministries with a direct involvement in the education sector<sup>22</sup>. The MoE is responsible for the delivery of primary and secondary education (excluding specialised schools for children with disabilities), administration of the Kiribati Teachers' College (KTC) and regulatory oversight of ECE. The MoE plans to undertake a legislative and regulatory review to achieve a better alignment between the Ministry structure and MoE's overall goals and responsibilities.

#### *Development Partnerships in the Education Sector*

In recent years, the MoE has received substantial technical assistance and financial support from development partners (DPs), particularly in relation to policy development, strategic planning, and targeted capacity development. While there has been regular and ongoing dialogue between DPs and the MoE, the practical elements of harmonisation and alignment remain at an early stage.

To support the effective implementation of the KDP and the ESSP, the GoK and three DPs (AusAID, UNICEF and UNESCO) have agreed to jointly support a 10-year Kiribati Education Improvement Program (KEIP). Phase 1 of the KEIP was launched in 2010, and will run until the end of 2011, at which time Phase 2 will commence. There are four Priority Areas of work to be addressed in Phase 1:

5. Physical Facilities
6. Regulatory Framework
7. Education Workforce Development; and
8. Curriculum and Assessment.

The KEIP partners will also fund a full-time technical adviser to support the Secretary of Education and the senior management team. This Senior Education Management Specialist will be based in the Ministry and will report directly to the Secretary, but will make a critical contribution to the coordination and planning of KEIP in Phase 1.

#### ***Objectives of the assignment***

To support, coordinate and manage technical and other support to the Government of Kiribati, in support of: effective ESSP implementation; KEIP implementation and roll-out; donor coordination and improved aid effectiveness; facilities rehabilitation and sub-contractor/TA procurement and management.

#### ***Scope of the assignment***

1. Management and Coordination

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<sup>22</sup> MoE, Ministry of Public Works and Utilities (MPWU), Ministry of Internal and Social Affairs (MISA), Ministry of Finance and Economic Development (MFED), and the Public Service Office (PSO)

Annex 5

- a. As Team Leader for KEIP Phase 1 technical assistance, support the Secretary and Senior Management Team in coordinating technical assistance inputs provided to the MoE, and other relevant parts of GoK.
- b. The Team Leader will assist MoE partners and the Senior Education Management Specialist to identify, develop and manage prioritised capacity development initiatives, towards sustainable professional development and institutional strengthening.
- c. Support the Secretary and Senior Management Team in the planning of KEIP Phase 2 capacity building and institutional strengthening approaches, sequencing and resourcing.

**2. Aid effectiveness and development partner coordination:**

- d. The Team Leader will support the MoE Secretary and Senior Management Team in proactive donor coordination, and in developing a strategy for increasing alignment, harmonisation and related aspects of aid effectiveness over time.
- e. During Phase 1, and in preparation for Phase 2, the Team Leader will cooperate with the Senior Education Management Specialist to support the MoE and development partners, in line with the Paris and Accra agreements, to expand (i) GoK leadership and accountability and; (ii) development partner alignment with GoK policies, priorities, strategies, operational plans and Public Financial Management systems, wherever practicable.

***Duration and phasing***

This is a 12 month, full-time position, based at the KEIP Program Office in Tarawa.

***Overview of Services***

The relationship between the Team Leader and the Senior Education Management Specialist is critical to the success of KEIP. The Team Leader will work collaboratively with the SEMS at all times.

1. The Team Leader will report jointly to AusAID Tarawa and to the MoE Secretary. The Team Leader, together with the MoE Secretary (or the Secretary's delegate), will meet with DP representatives at least monthly.
2. Within six weeks of the start of contract, the Team Leader will prepare an Inception Report, including a draft workplan which identifies prioritised and time-based activities for the period from commencement to the end of Phase 1. The Inception Report should provide recommendations on the phasing and sequencing of KEIP Phase 1 technical assistance. The workplan will be reviewed by the MoE Senior Management Team, Senior Education Management Specialist and DP representatives, and will be finalised in consultation with the Team Leader and the managing contractor.
3. The Team Leader will lead the preparation of quarterly Progress Report and Updated Workplan to MoE and the DPs that provide a combined report of all KEIP activities for the period. The reports will: identify activities completed in the previous quarter; provide an analytical overview of key progress and challenges facing the MoE in implementing ESSP; make recommendations for priority action in the upcoming quarter, and; include an updated workplan for the upcoming quarter. The quarterly progress reports will: provide an overview of all KEIP technical assistance inputs completed and outline any coordination issues related to KEIP Phase 1 implementation.

4. At the end of the assignment (12 months), the Coordinator will complete an End of Phase 1 report providing a summary of all activities, achievements, issues and lessons associated with Phase 1 of KEIP.

#### ***Outputs and Milestones***

<b>Output and Milestone Number</b>	<b>Description</b>	<b>Means of Verification</b>	<b>Due Date and Comments</b>
Output 1 Milestone 1	KEIP Phase 1 Updated Implementation Workplan	Plan accepted by the Secretary	Due – 6 <sup>th</sup> week of input
Output 2	Progress Report and Updated Workplan	Accepted by Secretary and AusAID in writing	TBD
Output 3 Milestone 2	Progress Report and Updated Workplan	Accepted by Secretary and AusAID in writing	TBD
Output 5 Milestone 3	KEIP Phase 1 Final Report	Accepted by Secretary and AusAID in writing	Dec 2011

#### ***Key Documents***

- i. Government of Kiribati, Kiribati Development Plan 2008-2011
- ii. MOE Strategic Plan 2008 to 2011 (Draft 2 incorporating outcomes from the National Education Summit, January 2008)
- iii. Kiribati Education Improvement Program (KEIP)
- iv. 2007, Independent Completion Report, Kiribati Education Sector Program: Component A, Final Report, May
- v. The state of Policy and Planning Development with Kiribati Ministry of Education: September 2008, John Evans
- vi. Sustainability of Benefits Plan: November 2008, John Evans, Education Policy and Planning Specialist.
- vii. Capacity Building Plan for MOE senior managers: September 2008, John Evans.

#### ***Monitoring and Evaluation***

The work of the Coordinator will be monitored by the Secretary MoE and AusAID through progress reports and liaison meetings with the Secretary of Education, AusAID and other donors.

#### ***Risk Management***

The Coordinator is to take actions to mitigate risks that threaten the success of the input, and takes lead responsibility for the overall KEIP Phase 1 Risk Management Plan. Coordination Meetings, Progress Reports and the Final Report are to include a standing agenda item/section on identifying major risks and measures, actions and strategies to reduce their likelihood and impact.

***Professional requirements***

- Experience leading and directing cross-functional teams to deliver projects within the constraints of schedule, scope and budget as set out in the Kiribati Education Improvement Program.
- Demonstrated success in the procurement, contracting and management of national and international technical advisers.
- Financial and administrative management skills relevant to KIEP management responsibilities.
- A relevant tertiary qualification, ideally at postgraduate level.
- Demonstrated knowledge of aid effectiveness principles and experience in donor coordination.
- Demonstrated experience in building capacity of counterparts.
- Excellent communication and facilitation skills, particularly in cross-cultural settings.
- Fluent command of spoken and written English.
- Experience working in a Pacific island nation, small island state or a developing country.
- Knowledge of the Kiribati language would be an advantage.

## **Facilities Improvement Advisor Kiribati Ministry of Education**

### **Terms of Reference**

#### ***Background***

The Republic of Kiribati has a population of approximately 93,000 living on 23 low-lying coral atolls<sup>23</sup>. All the atolls are vulnerable to coastal erosion, tidal variations and rises in sea level. Just under half of Kiribati's population (40,000) lives on South Tarawa, placing significant pressure on the fragile atoll environment and its limited resource base. Kiribati's population is growing quickly and is expected to double by 2025. Half the population is under 21 and projections are for there to be 80,000 I-Kiribati of working age by 2025 compared to 53,000 in 2005<sup>24</sup>.

The Government of Kiribati (GoK) has signed up to the Millennium Development Goals (MDGs), including MDG 2, which has the target of ensuring 'that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling'.

In December 2007, GoK released the *Kiribati Development Plan 2008-11* (KDP). The theme of the KDP is 'Enhancing economic growth for sustainable development' which encompasses the Government's policy statement and vision of 'A vibrant economy for the people of Kiribati'. Policy Area 1 lists the GoK's strategies for addressing key education issues:

5. Raising education standards and quality
6. Increasing retention of school students to continue on to higher classes or forms.

The Ministry of Education's (MoE) Education Sector Strategic Plan 2008-2011 (ESSP) was endorsed by Cabinet in 2008. The theme underpinning the ESSP is 'A quality and balanced education for all: Our future', and the Ministry's highest priority is 'ensuring that basic education in Kiribati gives all children a fair opportunity to access the pathways beyond compulsory schooling'. There are a number of quality and access priorities: infrastructure, equipment and materials in schools are poor and in urgent need of up-grading; the preparation, qualifications and experience of teachers are generally low, and; there is need for curricula reform.

ESSP sets six broad goals:

13. Deliver a high quality, coherent and relevant school curriculum for Kiribati children
14. Provide a conducive learning environment in Kiribati schools
15. Develop a competent and effective school education workforce
16. Strengthen policy and planning systems for achievement of quality education outcomes
17. Strengthen the legislative and regulatory framework for managing the school sector
18. Consolidate partnerships with stakeholders in the education system.

#### ***The Education System***

The Kiribati education system consists of five sub-sectors:

11. Early childhood education (ECE)
12. Primary - years 1 to 6
13. Secondary - junior secondary, Forms 1 to 3 (years 7 to 9) and senior secondary Forms 4 to 7 (years 10 to 13)
14. TVET - consisting of specialised Training Centres (i.e. Marine, Fisheries, Police and Nurse Training)

<sup>23</sup> Population figures from the 2005 Kiribati Population Census

<sup>24</sup> NZAID/AusAID Kiribati Country Strategy 2006-2007

15. Higher education - the Kiribati Teachers' College and a campus of the University of the South Pacific (USP) on Tarawa.

Compulsory/basic education includes primary and junior secondary school. In 2008, there were 16,100 children in primary school (Net Enrolment Rate (NER): 93 per cent), and 6,800 children in lower secondary (NER: 69 per cent). At both levels, there is gender parity.

There are five Ministries with a direct involvement in the education sector<sup>25</sup>. The MoE is responsible for the delivery of primary and secondary education (excluding specialised schools for children with disabilities), administration of the Kiribati Teachers' College (KTC) and regulatory oversight of ECE. The MoE plans to undertake a legislative and regulatory review to achieve a better alignment between the Ministry structure and MoE's overall goals and responsibilities.

*Development Partnerships in the Education Sector*

In recent years, the MoE has received substantial technical assistance and financial support from development partners (DPs), particularly in relation to policy development, strategic planning, and targeted capacity development. While there has been regular and ongoing dialogue between DPs and the MoE, the practical elements of harmonisation and alignment remain at an early stage.

To support the effective implementation of the KDP and the ESSP, the GoK and three DPs (AusAID, UNICEF and UNESCO) have agreed to jointly support a 10-year Kiribati Education Improvement Program (KEIP). Phase 1 of the KEIP is expected to be launched in 2010, and will run until the end of 2011, at which time Phase 2 will commence. There are four Priority Areas of work to be addressed in Phase 1:

2. Physical Facilities
3. Regulatory Framework
4. Education Workforce Development; and
5. Curriculum and Assessment.

The KEIP partners will also fund a full-time technical adviser to support the Secretary of the MoE and the senior management team. This Senior Education Management Specialist will be based in the Ministry and will report directly to the Secretary, but will make a critical contribution to the coordination and planning of KEIP in Phase 1.

***Facilities improvement and management activities***

Overall, education facilities are in a poor state of disrepair. Jurisdiction over school facilities is split, with the MoE responsible for funding the maintenance of primary school buildings constructed in Tarawa and the Ministry of Internal and Social Affairs is responsible for these buildings on the outer islands. In general, there is a lack of clear understanding of maintenance responsibilities between the different parts of government and of community level roles, which has resulted in inadequate maintenance planning, systems, funding, and activities.

A Facilities Management Plan (FMP) for Primary Schools was developed in 2005. A Facilities Management Unit (FMU) has been established to: implement the FMP; lead a planning and implementation process to expand the coverage of the FMP to incorporate Government Junior and Senior Secondary Schools, and; monitor and report on FMP implementation progress.

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<sup>25</sup> MoE, Ministry of Public Works and Utilities (MPWU), Ministry of Internal and Social Affairs (MISA), Ministry of Finance and Economic Development (MFED), and the Public Service Office (PSO)



Activities during KEIP Phase 1 include:

1. Piloting of minimum school standards in at least six primary schools. This may include the trialling of a school grants program, to strengthen community engagement with schools, and to pilot community level responsibilities for school maintenance
2. Contribute to UNICEF's program of support for the upgrading of the water supply and sanitation infrastructure
3. Construction/maintenance/management
4. Capacity building.

***Objectives of the assignment***

To provide technical and advisory assistance to the MoE, supporting Kiribati to put into practice a sustainable and robust school facilities improvement framework. The intended outcome is to ensure healthy and safe school buildings and facilities, with timely and appropriate provision of essential materials, resources and equipment for schools.

***Scope of the assignment***

1. Provide ongoing and targeted support to the Facilities Management Unit Manager, towards the effective planning, implementation and review of the Facilities Management Plan (FMP).
2. Support the Facilities Management Unit to establish systems to ensure all schools have an assets register, are trained in its use and regularly monitor their asset base.
3. Support the Facilities Management Unit to develop the capacities and institutional structures to lead on the timely collection and analysis of FMP and National Infrastructure Standards (NIS)-related indicators defined in the Kiribati Education Monitoring and Information System (KEMIS).
4. Based on the FMP, the NIS and KEMIS data, support the Facilities Management Unit to establish and put into practice a sustainable facilities maintenance system, with a clearly articulated division of responsibilities (e.g. national government; Island Councils; community).
5. Under the KEMIS project a number of enhancements have been made to KEMIS so that the system fully supports the operations of the MoE FMU. The FMU will need to receive targeted training on its use, to ensure the system is fully utilised in support of their activities planning, scheduling and managing school facility upgrades.
6. Support the Facilities Management Unit to review and strengthen sustainable systems for an equitable, efficient and transparent distribution and replenishment of school assets and consumables.
7. In addition to ongoing technical assistance and advisory support, the Advisor will identify, develop and deliver prioritised capacity development initiatives, towards sustainable professional development and institutional strengthening.

***Overview of Services***

1. The technical assistance will report directly to the Facilities Management Unit Manager. The technical assistance, together with the Facilities Management Unit Manager (or the Manager's delegate), will meet with donor representatives on a regular and as-needs basis.
2. The technical assistance will also report to the KEIP Team Leader. The technical assistance will meet the Team Leader at least fortnightly during inputs and will keep the Team Leader apprised of progress and challenges, and highlight technical coordination issues.

3. Within three weeks of the start of the first input, the TA will prepare an Inception Report, including a draft workplan, identifying prioritised and time-based activities for the assignment. The workplan will be reviewed by the Facilities Management Unit Manager, the MoE Senior Management Team and development partner representatives, and will be finalised in consultation with the technical assistance.

4. At the conclusion of each in-country Mission, the technical assistance will prepare a brief report which: identifies activities completed in the previous quarter; provides an analytical overview of key progress and challenges facing the FMU and other relevant units; recommendations for priority action in the upcoming quarter; and a detailed workplan for the upcoming quarter. The TA will support the Team Leader in the preparation of a consolidated quarterly report, summarising all technical support to the Ministry.

6. At the end of the assignment the TA will complete a detailed final report.

#### **Outputs and Milestones**

<b>Output and Milestone Number</b>	<b>Description</b>	<b>Means of Verification</b>	<b>Due Date and Comments</b>
Output 1	Inception Report	Report accepted by FMU Counterpart and KEIP Coordinator	One week before end of first input
Output 2	Second visit report	Report accepted by FMU Counterpart and KEIP Coordinator	One week before end of second input
Output 3	Third visit report	Report accepted by FMU Counterpart and KEIP Coordinator	One week before end of third input
Output 4	Fourth visit report	Report accepted by FMU Counterpart and KEIP Coordinator	One week before end of fourth input
Output 5	Final report	Report accepted by FMU Counterpart and KEIP Coordinator	One week before end of fifth input

#### **Key Documents**

- a) MOE Strategic Plan 2008 to 2011 (Draft 2 incorporating outcomes from the National Education Summit, January 2008)
- c) Kiribati Education Improvement Program (KEIP)
- e) Kiribati Primary Schools' Facilities Management Plan
- f) Kiribati Facilities Management Implementation Plan
- g) Kiribati National Infrastructure Standards for Primary Schools
- h) 2008, Kiribati Facilities Management Specialist Project, Inception Report
- i) 2009, Kiribati Facilities Management Specialist Project, Final Report
- j) 2008, Kiribati Facilities Management Specialist Project, Institutional Strengthening and Capacity Building Framework
- l) 2008, Kiribati Facilities Management Specialist Project: Monitoring and Evaluation Plan

***Monitoring and Evaluation***

The work of the Contractor will be evaluated through progress reports and liaison meetings with the Team Leader and the Contractor's Kiribati counterpart(s),

***Risk Management***

The Contractor is to take actions to mitigate risks that threaten the success of the input. Coordination Meetings, Progress Reports and the End of Input Completion report are to include a standing agenda item/section on identifying major risks and measures, actions and strategies to reduce their likelihood and impact.

***Professional requirements***

- A tertiary qualification in education, public administration, engineering, management, or a related field.
- Demonstrated practical experience in education facilities and/or infrastructure planning and policy development at a national level including:
  - Facilities Planning
  - Facilities Policy (Strategic Asset Management)
  - Facilities Program Management
  - Facilities Program delivery
- Demonstrated experience in building capacity of counterparts.
- Experience with community consultation processes, and consensus building around policy processes.
- Excellent communication and facilitation skills, particularly in cross-cultural settings.
- Fluent command of spoken and written English.
- Experience working in a Pacific island nation, small island state or a developing country.
- Knowledge of the Kiribati language would be an advantage.

**Annex 6. Phase 1 TA Schedule**

This schedule of TA inputs should be read in conjunction with the Implementation Plan in Section 7 of the Design Document as well as the relevant description of the Priority Areas of KEIP work in Section 2.3.

<i>Activity</i>	<i>KEIP Technical Assistance Input</i>	<i>Input Duration</i>	<i>Funding Source</i>	<i>Procurement Lead</i>
<b>Priority Area 1: Physical Facilities</b>				
<b>1.2 Support FMU</b>				
Support for FMU	Facilities Improvement Adviser	TBD	AusAID	KEIP MC
<b>1.3 Rehabilitation of six priority primary schools to national infrastructure standards.</b>				
A rapid review of the National Infrastructure Standard for primary schools.	Community and Education Specialist	2 months	AusAID	KEIP MC
	Architect	2 months	AusAID/UNICEF	KEIP MC
Rehabilitation Implementation	TBD during design		AusAID	KEIP MC
Upgrading water and sanitation at priority schools	Water and Sanitation Infrastructure Specialist	1 year remaining	UNICEF	Already in place
<b>Priority Area 2: Policy Development and Strengthened Legislation</b>				
<b>2.1 Legislative and Regulatory Review</b>				
	Legislation Strengthening Adviser (international)	TBD	AusAID	KEIP MC
<b>2.2 Sector M&amp;E/ KEMIS</b>				

## Annex 6

<i>Activity</i>	<i>KEIP Technical Assistance Input</i>	<i>Input Duration</i>	<i>Funding Source</i>	<i>Procurement Lead</i>
Design of Further Support	TBD			KEIP MC

### Priority Area 3: Education Workforce Development

#### Activity 3.1 Support to MOE Secretary and Senior Management

Senior Education Management Specialist	18 months	AusAID	PACTAM
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#### Activity 3.2 Design Teacher Professional Development Framework

Teacher Training Specialist	3 months over 3 visits	AusAID	KEIP MC
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#### Activity 3.3.a Teacher English Language Strengthening

LEPP Evaluation	English Language Training Specialist	4 weeks	AusAID	ERF
Phase 2 Design and implementation	English Language Training Specialist	1 month	AusAID	KEIP MC

#### 3.3 KTC Rehabilitation

Teacher Training Upgrade Feasibility and Design	Teacher training specialist	2 months	AusAID	KEIP MC
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### Priority Area 4: Improving curriculum and assessment

Curriculum and Assessment Adviser	TBD	AusAID	KEIP MC
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## Annex 6

<i>Activity</i>	<i>KEIP Technical Assistance Input</i>	<i>Input Duration</i>	<i>Funding Source</i>	<i>Procurement Lead</i>
<b>KEIP Review and Phase 2 Design</b>				
Joint Strategic Review	Evaluation Specialist	6 weeks	AusAID	KEIP MC
Phase 2 Design	Design Specialist	2 months	AusAID	KEIP MC
	Additional Technical Experts	Up to 3 x 2 months (TBC)	AusAID	AusAID/ UNICEF/ UNESCO/ MOE

**Annex 7. Phase 1 Risk Management Matrix**

Risk	Impact/s on Program	L <sup>26</sup>	C	R	Risk treatment/s	Responsibility	Timing
High staff turnover in MOE (in part attributable to the GoK's retirement policies and staff appointment policies resulting in numerous 'acting' positions)	Delays in Program implementation, or at worst, program cessation  Reduced effectiveness of ministries  Undermines capacity building efforts	4	4	4	Enhanced work environment and clarity in staff roles and responsibilities via organizational reform. KEIP supported staff training to enhance worth and morale.  Use of incentives and/or improved conditions of service to encourage staff into posts Keep the option open for TA to move from advisory to in-line roles. Draft policies that (i) provide performance incentives, and (ii) encourage out-sourcing and using exiting talent in this capacity. Capacity building approaches will address systems and processes, not just individual capacity	GoK, KEIP Donors	Throughout Program
Change in MoE leadership and subsequent changes in sector priorities.	Loss of critical guidance and/or direction (temporary or permanent)  KEIP relevance to Kiribati national priorities is reduced	4	4	4	The KEIP is aligned to the KDP, the Ministry of Education (MOE) Education Sector Strategic Plan 2008 – 2011 and GOK planning cycles. As such, it should be able to readily reflect "on-cycle" policy and priority changes expressed by GoK. KEIP Oversight Committee brings together all GoK stakeholders and reduces reliance on a single leader for sector reform and improvement.  Realistically, significant program adjustments will most likely only be able to be accommodated through KEIP review and planning processes. Donors will therefore seek assurances from GoK that any intended substantive change of direction for KEIP requested by GoK will be discussed during annual reviews and only brought to bear in subsequent program years or Phases of KEIP.	GoK, Senior Education Management Specialist, KEIP Oversight Committee.	Throughout program
Organisational culture undermines capacity development	Although Phase 1 activities include	4	4	4	Efforts to facilitate the types of organizational and management reform needed will be supported by	MoE, KEIP MC	Throughout KEIP

<sup>26</sup> See key at end of this Appendix

Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

Annex 7

Risk	Impact/s on Program	L <sup>26</sup>	C	R	Risk treatment/s	Responsibility	Timing
	support for the development of a new legislative, regulatory and policy framework for the sector, there is concern that the existing organization culture will not allow rapid or extraordinary change.				significant efforts to build the necessary consensus on the need for change and commitment to the change process. TA engaged in the process will identify incentive structures that will assist the change /development process throughout KEIP and the donors will work with GoK to put those incentives in place.		
Too ambitious a program /over estimation of government capacity to implement	Program falls short of targets – projected gains not made	3	3	3	During design: Government self-calibration of capacity and design reduced to fit both Government of Kiribati (GOK)-estimated implementation capacity and absorptive capacity During Implementation: (i) Quarterly progress reviews between the Senior Education Management Specialist and the Secretary will reveal problems with progress towards annual goals and against implementation schedules; (ii) Joint Strategic Program Review will ensure realism of targets and allow for program adjustment – forward work program will be adjusted to reflect capacity and gains to date.	SEMS, KOC and Team Leader	Quarterly during Phase 1  During design finalisation.
Lack of GoK ownership and commitment to KEIP including ensuring that key positions remain staffed <sup>27</sup>	Program outcomes cannot be sustained	3	3	3	All KEIP activities are based on the KDP and the ESSP priorities, and have been selected by the MoE. KEIP implementation will be monitored through the KEIP Oversight Committee	GoK	Throughout
Planned pace of reform too ambitious	Resistance to perceived pressure for change.	3	3	3	KEIP will encourage MoE to keep the focus on its human resources in a measured program of reforms There will be Quarterly reviews by the Senior Education Management Specialist to assist monitoring progress and adjusting reform goals if	SEMS, KOC and Team Leader	

<sup>27</sup> While it is a shared understanding that GoK’s commitment to KEIP is a commitment to ensure that key staffing positions are maintained and filled through proper recruitment procedure, it is understood that any severe shortfall in GoK revenue due to external shocks or other factors may influence its ability to maintain recurrent budget commitments.



Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

Annex 7

Risk	Impact/s on Program	L <sup>26</sup>	C	R	Risk treatment/s	Responsibility	Timing
					needed.		
Delays in approval processes (tender boards, contracting, etc)	Delays in Program implementation	4	4	4	Realistic planning schedules in the preparation stage and through contract/sub-contracts.	KEIP Donors	Throughout Program
Limited M&E experience of program counterparts	Delayed process of data collection Insufficient accurate data available to support informed process of sector management, including the development of the next ESSP and KEIP Phase 2	3	3	2	The KEMIS evaluation will make recommendations for specific actions that will better ensure that the KEMIS provide high quality reliable contributions to (i)sector performance reporting, (ii) core MoE functions, and (iii) the data and information needs of sector stakeholders	KEIP Donors, MoE and KEIP MC	Throughout Program
KEIP implementing donors don't comply with GoK policy and standards	Create inequity across schools Facilities don't meet school needs or not suited to the harsh Kiribati environment Disgruntled school communities	3	3	2	Donors will commit to compliance as part of the KEIP design and management process. Oversight Committee will keep a close eye on donor performance on this point.	KOC	Throughout implementation
Donors develop divergent views on program direction.	Smaller donor partners to KEIP may feel marginalised in KEIP management and planning	2	2	2	KEIP partners will participate in the regular joint planning and management process set out in the KEIP M&E and management arrangements. This arrangement is supported by the 'Statement of Partnership Principles' that all KEIP partners have approved – which re-affirms commitments to the Paris and Accra agendas.	GoK, KEIP Donors	Throughout implementation
Decreased GoK resources for education due to global recession	GoK budget allocations for education are reduced, reducing the resources available for sector strengthening and implementation (through KEIP and otherwise).	2	2	2	Current information indicates that it is unlikely that any decline in recurrent commitments to the sector would be substantial enough to influence KEIP Phase 1 activities, although a prolonged decline/reduction in GoK's recurrent commitments to education would most likely require that donors reprioritize aid and support recurrent items over the longer term (see below).	GoK	Throughout implementation

## Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

## Annex 7

Risk	Impact/s on Program	L <sup>26</sup>	C	R	Risk treatment/s	Responsibility	Timing
Diversion of donor resources due to global recession		2	2	2	As the majority of funds for KEIP are from AusAID, and the program is embedded in the Kiribati Partnership for Development it is highly unlikely that targeted funds will be diverted from what AusAID has declared is predictable support for Kiribati, as have UNESCO and UNICEF.  As KEIP evolves and Phase 2 is shaped it will be necessary for AusAID to look toward committing to the predictability of regularly meeting selected recurrent costs in the sector – teacher training costs, including KTC, learning materials and school maintenance via community grants, for example. Under those circumstances any impact of an extended global recession may influence donor and national funding priorities	KEIP Donors	Throughout implementation
Limited availability of up-to-date baseline data	Impact of KEIP cannot be assessed without baseline data is available	2	2	1	KEIP will continue support to the development of the KEMIS during the implementation of Phase 1	SEMS and Team Leader	Ongoing
Poor coordination of technical and other assistance provided by donors to the education sector	Resources are wasted in duplicating or contradictory assistance that do not deliver maximum benefit to education in Kiribati	5	5	5	KEIP management arrangements set out clear processes for planning and coordinating all inputs provided by KEIP donors, with the role of the KEIP Team Leader central to the process. The M&E arrangements provide a basis for monitoring donor performance on coordination – GoK plays a key role in monitoring this performance through the Oversight Committee.	GoK, AusAID, UNICEF, UNESCO, Managing Contractor (KEIP Team Leader)	Ongoing
It is not possible to engage suitable candidates for the technical assistance inputs required for KEIP implementation	KEIP is not able to deliver its whole program of support, or to a sufficient standard	3	3	3	KEIP will advertise TA opportunities to a wide audience, including in the Pacific region. KEIP will be flexible about negotiating contractual arrangements in order to maximize the accessibility of assignments to candidates	KEIP managing contractor, Education Resource Facility (ERF)	Ongoing
GoK systems and processes do not advance as quickly as anticipated	It is not possible to shift KEIP assistance to a program-based approach in the anticipated timeframe (or at all)	2	2	1	The phased approach of the KEIP design, with explicit review and design processes, will allow the GoK and KEIP donor partners to consider program approaches periodically, and adjust the design accordingly. The KEIP design will ensure that the donor partners continue to improve their	KEIP Donors	Ongoing

Kiribati Education Improvement Program (KEIP) – Phase 1 Design Document (FINAL)

Annex 7

Risk	Impact/s on Program	L <sup>26</sup>	C	R	Risk treatment/s	Responsibility	Timing
					coordination and alignment with GoK priorities, even if the shift to using GoK systems takes longer than anticipated.		
Lack of engagement of senior GoK officials and external stakeholders in the KEIP Oversight Committee	Reduce the effectiveness of the program	4	4	3	Secretary of Education will take the lead in ensuring the active participation of senior GoK officials and external stakeholders in the KEIP Oversight Committee.	MoE	At the start/planning stage
Insufficient/oversight of critical data needed for successful implementation, e.g. cultural values of each village/community	Poor community ownership undermines the success of the program	4	4	3	Identification and consultation with critical stakeholders at the planning stage/start. Proper evaluation/analysis of the system eg KEMIS for effective processes needed	MoE and KEIP MC	Planning stage
Lack of stakeholders/community ownership/sustainability of Facilities work	Interfere with the success of work in Priority Area 1 (Facilities)	3	3	3	Full consultation of community throughout the work in the Facilities priority area User friendly: promote open door system of usage of facilities	MoE (DEO/EO/Dir/ Head teachers (Prim)/Principals (JSS)	Throughout program
Insufficient resources to support the enhanced M&E system (e.g. incorporating LEPP data into KEMIS)(see Act 2.5)	Monitoring and evaluation is ineffective	4	4	3	Proper evaluation/analysis of the system to analyse sustainability requirements and develop strategies to achieve sustainable systems.	UNESCO, MoE (KEMIS)	While planning M&E work and during implementation
Teachers not maintaining teaching standards	Program not sustained resulting in professional ineffectiveness	3	3	3	Key policy implementers have to be made aware of the application and purpose of the teaching standard and appraisal systems	MoE, managing contractor	Throughout program
Unexpected events/ strike/ death/ natural disasters	Reduces effectiveness of the program	3	3	2	Capacity building approaches will address processes, not just individual capacity	MoE, TA	Throughout program
Mismanagement of project funds and resources	Delays in program implementation/ reduced program activity and achievement	3	5	3	KEIP Program will Office will have a dedicated officer to work on finance, responsibilities will include: reporting systems, audit, quarterly monitoring of funds (not left to the end during acquittal time) Ongoing monitoring and audit	KEIP MC	Throughout program
Limited/lack of HR needed for specific subject areas	Overload of work for existing staff causing delays in the program	5	4	3	Allowing more funds for recruiting temporary staff eg (retired teachers to assist current personnel in Curriculum)	GoK,	Throughout program
Limited machinery/equipment e.g.	Delay in the production	4	4	3	Provision of relevant equipment required	GoK, KEIP	Throughout

## Annex 7

<b>Risk</b>	<b>Impact/s on Program</b>	<b>L<sup>26</sup></b>	<b>C</b>	<b>R</b>	<b>Risk treatment/s</b>	<b>Responsibility</b>	<b>Timing</b>
copy printers	of resources (teacher & student resources)					Donors	program
Unreliability of transport (airlines)	Delay in KEIP implementation, especially training delivery	4	4	3	Careful planning/ transport risk assessment and development of logistical contingency plans	MoE, Ministry of Foreign Affairs, Customs, Ministry of Communication, Transport and Tourism and KEIP MC	Planning stage for each activity

**Key**

L = Likelihood (5= Almost certain, 4= Likely, 3= Possible, 2= Unlikely, 1= Rare)

C = Consequence (5= Severe, 4= Major, 3= Moderate, 2 = Minor, 1= Negligible)

R = Risk level (4= Extreme, 3= High, 2= Medium, 1= Low)

## Annex 8. Kiribati-Australia Partnership for Development

### AUSTRALIA - KIRIBATI PARTNERSHIP FOR DEVELOPMENT

#### 1. OBJECTIVES AND PRINCIPLES

1.1 This Partnership for Development between the Government of Australia and the Government of Kiribati establishes our shared vision to work together in close cooperation to meet our common challenges and to raise the standard of living for the people of Kiribati, in particular to advance Kiribati's development vision as articulated in the *Kiribati Development Plan: 2008-2011* (KDP), focussing on improving the lives of the nation's main assets – its people – through further development of the economy and of their capabilities.

1.2 Reflecting the Government of Australia's *Port Moresby Declaration* on closer cooperation and engagement with the Pacific region, this Partnership is founded on the principles of mutual respect and mutual responsibility for improved development outcomes.

1.3 In the spirit of the *Port Moresby Declaration*, this Partnership recognises the commitment of the Government of Australia to increased and more effective development assistance and the commitment of the Government of Kiribati to improved governance, sustained macroeconomic stability, public sector capacity development, enhanced private sector development, investment in economic infrastructure, improved access to quality health and education, community development, environmental sustainability and disaster risk reduction, particularly in addressing the impacts of climate change and sea level rise.

1.4 This shared vision and these principles will underpin all aspects of Australia's development relationship with Kiribati under the new *Australia – Kiribati Partnership for Development* which we are establishing through this framework.

1.5 Reflecting the principles of mutual respect and mutual responsibility, the Governments of Australia and Kiribati acknowledge:

- the geographic complexities and challenges facing Kiribati, including its isolation and scattered nature of its islands;
- the Government of Kiribati's leadership of its policies for improved governance and economic and social development and future security of the nation as articulated in the KDP and President Tong's Policy Statement of December 2007;
- the requirements of each government to account to its Parliament and people on the contribution of national resources to economic and social development;
- their mutual accountability for results, including through joint, regular and evidence-based review of progress against the objectives and commitments of the Partnership and jointly agreed performance measures, notably those reflecting Kiribati's national and sector development strategies;
- their joint resolve to advance regional integration, growth and development through implementation of the KDP to accelerate progress towards achieving the Millennium Development Goals (MDGs) and to advance the *Pacific Plan* and *Mauritius Strategy of Implementation*;

- their joint commitment to analyse and develop appropriate approaches for long-term sustainable delivery of core government functions and services for the people of Kiribati, and options for development of the private sector and pooled and regional approaches; and
- the importance of flexibility in the face of changing circumstances and development needs.

## **2. COMMITMENTS**

### **2.1 The Government of Australia hereby confirms its commitment to the Government of Kiribati to:**

- ensure increased levels of assistance over time which reinforce strong Government of Kiribati pursuit of national objectives, in particular its implementation of the KDP and sector programs;
- deliver a jointly-determined program of high quality financial, technical and policy support to assist Kiribati to implement those strategies and programs, including by helping to build effective national institutions;
- provide long term and predictable engagement with scope for substantial increases in Official Development Assistance (ODA) where jointly-determined performance criteria, including those drawn from the KDP and Kiribati's sector strategies, are met, including through performance-based approaches such as sector-based incentive payments;
- support Kiribati's pursuit of sustainable economic growth strategies encompassing private sector and infrastructure development, economic reform, regional economic integration and pursuit of mutually-beneficial regional trade liberalisation;
- increasingly align Australia's aid with Kiribati's decision-making, finance and procurement systems, and provide support to Kiribati to monitor and strengthen those systems over time; and
- facilitate common approaches and partnerships among donors under Kiribati's coordination and leadership, including by implementing the *Paris Declaration on Aid Effectiveness* and *Accra Agenda for Action* (or any that supersede them) and transparently reporting on implementation.

### **2.2 The Government of Kiribati hereby confirms its commitment to the Government of Australia to:**

- consistent with the Constitution and laws of Kiribati, implement the objectives of the KDP, notably national policies promoting:
  - poverty reduction and improvements in health, education and other MDG outcomes for all I-Kiribati;
  - sustainable broad-based economic growth, which advances the welfare of all I-Kiribati, including increased investment efforts in economic infrastructure, enhanced private sector development and local employment and trade growth;

- climate change strategies on:
  - > mitigation;
  - > adaptation; and
  - > relocation, where necessary, through upskilling of and securing overseas employment opportunities for I-Kiribati;
- regional economic integration, and pursuit in good faith of mutually-beneficial comprehensive regional trade liberalisation; and
- improved civil and economic governance arrangements, including:
  - > sound macroeconomic policy and management of public resources, especially strengthened public financial management and strengthened public sector capacity;
  - > respect for the rule of law; and
  - > improved transparency and accountability to ensure the resources of both Kiribati and Australia are used effectively and for their intended purpose; and
- the optimal use of aid to achieve improved development outcomes through effective coordination of development programs and monitor reporting by donors, including Australia, of commitments to implement the *Paris Declaration on Aid Effectiveness* and *Accra Agenda for Action* (or any that supersede them).

### 3. PARTNERSHIP PRIORITIES

3.1 Building on the existing development relationship and the objectives of this Partnership, and acknowledging the challenges of isolation, economic vulnerability and environmental fragility faced by the people of Kiribati, the Governments of Australia and Kiribati commit jointly to achieving the Priority Outcomes ([Attachment A](#)).

3.2 Implementation strategies for each Priority Outcome are identified in accompanying schedules to this Partnership, and describe the nature of the Partners' mutual commitments, means of measuring progress towards these intended results, financing and contributions from both governments as well as a timeframe for action.

3.3 Both governments acknowledge that the scope of this Partnership will develop over time to address a wider range of priority outcomes and encompass other elements of Australia's broader contribution to Kiribati's development. The Partners will consider positively new requests for the progressive strengthening and extension of this Partnership, through jointly decided arrangements for governance and review.

### 4. GOVERNANCE AND REVIEW

4.1 Annual Partnership Talks between senior officials of the two Governments will ensure joint, regular and evidence-based review of progress against the objectives of this Partnership and the joint commitments and performance measures described in [Attachment A](#) and the schedules to this Partnership. Performance targets outlined in [Attachment A](#) and schedules to this Partnership will be the subject of a joint review drawing on an independent evaluation in 2011.

4.2 Annual Partnership talks will build on the *Annual Program Performance Report* (APPR) of the Kiribati program and offer direction for amendments to this Partnership, including sectors of focus, joint commitments and performance measures. This will also be an opportunity to discuss indicative base levels of Australian development assistance for future years and opportunities for supplementary allocations.

4.3 The annual Partnership talks will be timed to coincide with broader donor consultations led by the Government of Kiribati and align with its budget and planning cycle. An agreed record of the Annual Partnership Talks will be forwarded to Ministers of both Governments.

**5. LEVELS OF DEVELOPMENT ASSISTANCE**

5.1 The Governments of Kiribati and Australia note the intention by Australia to make long term, predictable and increased commitments of development assistance, affirmed on an annual basis, taking into account progress against Partnership commitments, targets and progress indicators.

5.2 Specific financing commitments will be stated in the schedules to this Partnership and will reflect multi-year financial commitments from both Governments.

**6. OTHER DEVELOPMENT PARTNERS**

6.1 Consistent with commitments under the *Paris Declaration on Aid Effectiveness* and *Accra Agenda for Action*, under Kiribati's leadership, Australia will emphasise wherever possible alignment of development assistance with Kiribati's strategy, policy, planning, and finance processes, and will encourage other donors to work in common ways.

6.2 Both Australia and Kiribati commit to an effective dialogue with other development partners, using appropriate mechanisms for engaging domestic stakeholders, including business and civil society.

**7. OTHER**

7.1 This Partnership recognises the *Memorandum of Understanding on Development Cooperation* as a separate and related arrangement between both governments on protocol and facilitation of Australia's development assistance contribution to Kiribati. It also recognises and is consistent with the wider range of bilateral and regional programs and arrangements between the Partners, including in environmental issues, law and governance, maritime surveillance and the seasonal worker pilot scheme.



**8. SCHEDULES**

8.1 This Partnership is supported by related schedules, which describe implementation strategies, performance measurement and donor coordination arrangements. These schedules will be appended as jointly determined by both governments, and will be revised and expanded progressively.

Signed at: Port Moresby

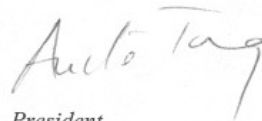
on 27 January 2009

For the Government of Australia

For the Government of Kiribati



*Prime Minister*



*President*

## **Annex 9. Statement of Partnership Principles**

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### **Kiribati Education Sector**

## **Statement of Partnership Principles between the Government of Kiribati and Development Partners**

### **1. Background**

The Government of Kiribati Ministry of Education (MoE) has formulated both a Theme and a Vision, and key goals for the sector:

#### Theme Statement

The theme underpinning the Ministry of Education's plans for improving quality of learning in Kiribati schools is "**A Quality and Balanced Education for All: Our Future**".

#### Vision statement

"Nurturing our children and young people to become wise and worthwhile citizens able to adapt to, and participate in, their changing world."

#### Key Goals

- **Strategic Goal 1:** Deliver a high quality, coherent and relevant school curriculum for Kiribati children
- **Strategic Goal 2:** Provide a conducive learning environment in Kiribati schools
- **Strategic Goal 3:** Develop a competent and effective school education work force
- **Strategic Goal 4:** Strengthen policy and planning systems for achievement of quality education outcomes
- **Strategic Goal 5:** Strengthen the legislative and regulatory framework for managing the school sector; and
- **Strategic Goal 6:** Consolidate partnerships with stakeholders in the education system

These statements and goals provide development partners with an overall framework for their support for education in Kiribati.

### **2. Purpose of this Statement**

This statement outlines the principles which the Government of Kiribati (GoK) and Development Partners jointly accept to follow in their engagement in the education sector in Kiribati. It reaffirms the Development Partners' commitments to the Paris Declaration on Aid Effectiveness (2005) as well as the Pacific Principles on Aid Effectiveness (2006) and the Accra communiqué (2008). This Statement of Principles does not constitute a legally binding instrument.

#### 4. Principles of Partnership

1. The Government of Kiribati and Development Partners jointly agree to make all reasonable efforts to support and facilitate MoE in its successful implementation of the *Ministry of Education Strategic Plan 2008-2011*. Development Partners consent to long term engagement in the education sector.
2. Development Partners will encourage other partners to accept this Statement of Principles in support of the *Education Strategic Plan*, and to contribute to the development of the education sector.
3. MoE and Development Partners will follow the Paris Aid Effectiveness and Accra Agenda for Action Principles, namely :
  - a) Country ownership and leadership of development policy
    - i. MoE will provide leadership and guidance of the development of the education sector.
    - ii. Development Partners will support MoE in education sector policy development and implementation.
    - iii. Development Partners will support MoE to develop its capacity for leadership, both of the sector and the Development Partners' contributions.
    - iv. Kiribati Government and Development Partners will work to increase the predictability of funding to the sector and will provide each other with timely and adequate information on planned sector contributions.
  - b) Alignment with national development strategies
    - i. MoE will update annually national development plans for the education sector, in consultation with Government of Kiribati, Development Partners and other stakeholders<sup>28</sup>. The MoE will work towards developing a medium term plan to facilitate education sector planning and resourcing, in the interests of both the Government of Kiribati and it's Development Partners.
    - ii. Development Partners will ensure that all financial and technical contributions to the education sector are in response to requests from MoE, **and** are in line with the *National Development Strategies 2004-2008* **and** the *Kiribati Education Strategy*.
    - iii. Development Partners will ensure that technical assistance or advice is complementary to, and supportive of, the development of national expertise and that regional bodies are drawn upon for this purpose where feasible.

<sup>28</sup> Other Stakeholders include faith based organizations, teachers' organizations, community based bodies, private sector.

Annex 9

- iv. Development Partners will move in a phased manner towards the utilisation of existing MoE systems for financial management, procurement, auditing and accounting where appropriate and feasible.
    - v. MoE will improve its management and financial systems in line with Government of Kiribati and internationally accepted standards, with support from Development Partners.
  - c) Harmonisation among Development Partners
    - i. Government of Kiribati and its Development Partners will engage in a joint annual review of the education sector, the timing of which to coincide with the annual GoK planning cycle.
    - ii. Development Partners commit to jointly discussing key issues for feedback to MoE and resolving any differences within the group wherever possible.
    - iii. Development Partners will attempt to align their agencies monitoring and reporting requirements with those used by MoE.
    - iv. Development Partners agree to nominate a co-ordinating partner amongst themselves, if and when required, to represent their views in discussions with the Government of Kiribati.
  - d) Managing for results
    - i. MoE and Development Partners agree that the assessment of progress of the education sector will be results and/or outcomes based.
    - ii. MoE and Development Partners will take a medium to long-term approach to achieving outcomes in the education sector, recognising the need for progressive improvement.
    - iii. MoE will continue refinement of the Education Strategic Framework and the development of a Monitoring and Evaluation Framework to ensure realistic targets and measurable indicators exist, and that there is a comprehensive results reporting framework in the education sector. Measurable indicators and realistic targets are agreed to by GoK and its Development Partners and progress is assessed against these at regular intervals, annually unless otherwise agreed.
    - iv. MoE and Development Partners may supplement monitoring via the Monitoring and Evaluation Framework with periodic evaluations and reviews where appropriate, in consultation with each other.
  - e) Mutual accountability for development results
    - i. MoE and Development Partners will participate in governance meetings, and undertake joint appraisal, analysis, monitoring, reporting and evaluation.
    - ii. Development Partners and MoE will provide each other with required reports on funding and technical contributions in a timely manner, preferably in advance of the joint annual review, and be transparent and accountable in their intended support.



## **Annex 10. UNICEF's Education Program 2010-2011**

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### **Introduction**

In line with the KEIP, and commitments made with the Government of Kiribati in a Country Programme Action Plan (2008-2012), UNICEF Pacific will provide technical and financial assistance to the education sector in two key areas over 2010 and 2011.

### **A. Physical Facilities**

#### **1) Water, Sanitation and Hygiene in Primary Schools**

The Ministry of Education has clearly identified the need for improved water, sanitation and health facilities in primary schools across the country, in recognition of the impact of children's health on their development and learning. In close coordination with the Facility Management Unit, UNICEF will support the rehabilitation and construction of water and sanitation facilities in up to 15 primary schools. The identification of those schools to benefit from this work will be agreed jointly with the Ministry of Education, in line with their maintenance and repairs work programme currently in the process of being elaborated. UNICEF Pacific will provide latrine and water storage facilities, built to Ministry of Education standards, including a solar pump.

In addition, a water and sanitation education programme for school children will be supported in order to ensure the adequate and appropriate use of the facilities provided. UNICEF will draw on materials it has promoted elsewhere in the region, as well as on its regional partnerships with organisations such as Live and Learn and the World Health Organisation's Health Promoting Schools Initiative.

UNICEF Pacific has committed to providing AUD60,000 for this key area of work and will seek to raise additional resources of AUD225,000 to provide for 15 primary schools.

#### **2) School Development Plan (SDP)**

Parent Teacher Associations and School Boards play a crucial role in ensuring the engagement of community members in the planning and management of school improvement initiatives. UNICEF will support the formation and strengthening of these committees in 22 primary schools alongside capacity building to draft School Development Plans. The SDP's are an important tool in ensuring that communities adequately prioritise and dedicate financial and human resources to the maintenance of school facilities. The following are the key inputs to be provided:

- Technical Assistance on Community Mobilisation/Engagement in Education (4 months between May 2010 and December 2011)
- School Development Plan template formulated and endorsed by the Ministry of Education
- Capacity building on School Self Assessment and School Development Plan formulation

UNICEF will provide technical and financial assistance (estimated at AUD70,000) for this area of work.

## **B. Improving Curriculum and Assessment**

### **1) Early Grade Literacy**

Ensuring that children are learning how to read and write fluently within the first 4 years of primary education is a key priority for UNICEF Pacific, and has recently become the focus of its Child Friendly Schools programme in 16 primary schools of Abemama Island and South Tarawa. Over the course of 2010 and 2011, UNICEF will seek to include the 6 primary schools involved in the school facility works provision under the KEIP- as a means of harmonising the KEIP interventions for greater impact. The 22 schools involved in this initiative will benefit from:

- Provision of Technical Assistance on 1) Early Grade Literacy and 2) School Libraries (6 months between May 2010 – December 2011)
- In-service capacity development for teacher trainers, harmonised within the in-service teacher competency modules being trialled by the Kiribati Teachers College
- On-site capacity development of primary teachers from 22 schools in the establishment/maintenance of classroom libraries and the utilisation of literacy materials
- Provision of shelving & literacy materials for classroom reading corners (classes 1-4)

Over 2010, UNICEF Pacific will be undertaking a baseline research of primary and junior secondary schools involved in the Child Friendly Schools initiative, as a means of better gaging the impact and effectiveness of this approach. It is expected that children's literacy and reading comprehension will be measured within this exercise which will also assist teachers in better understanding the individual learning needs of their students.

UNICEF will be investing approximately AUD90,000 in this initiative and will be seeking a further AUD150,000.

### **2) Development of Life Skills Benchmarks**

At the Education Ministers of Education Meeting (FEDMM) in 2007, UNICEF (in partnership with UNESCO and SPBEA) was requested to take forward the trialling of life skills benchmarks for years 4 and 8 in Pacific Island Countries. This request came from a recognition that non-academic outcomes play a key role in children's development and are of increasing relevance to improving the employability of young Pacific Islanders. The Ministry of Education in Kiribati has asked to be involved in this initiative, and as such UNICEF will partner with SPBEA to provide the technical assistance in the trialling of life skills instruments.

Over 2010, UNICEF is investing approximately AUD25,000 in the development of the life skills benchmarks.

## **Annex 11. The UNESCO/Kiribati Program 2009 -2012**

### **Introduction**

UNESCO's proposed support towards education in Kiribati is based on its UNESS, UCPD as well as its UNDAF Implementation plan for Kiribati. All these processes will be reviewed in 2010/11.

### **A. EDUCATION WORKFORCE**

#### ***1. Develop strategy for institutionalizing in-service training of teachers as part of teacher professional development using national standards.***

UNESCO and its partner (SPBEA) will provide expertise in this project through capacity building for KTC lecturers as well as trainers to be involved in the implementation of the strategy for **Improving effectiveness of learning and teaching**' programme. This would involve developing modules (12 in total focusing on key teacher competencies) to be used in the teacher development strategy as well as the capacity building of the trainers throughout 2009/2010. As part of a UNESCO Memorandum of Understanding (MOU) signed between UNESCO and SPBEA we agreed to provide capacity building to KTC lecturers in an effort to enable them to effectively carry out the in-service training of teachers. As part of this MOU, both organizations have agreed to cover their own costs of bringing the expertise to conduct the training.

In addition UNESCO has also agreed to provide financial support of around USD100,000 from 2010 to 2011 to assist with this project, including the cost of engaging UNESCO expertise in capacity building. A total of 4 capacity building workshops will be carried out in 2010/11 targeting the same group who will be expected to take on the in-servicing of teachers. In addition to the May 2009, the UNESCO support will cover the cost of its expertise for the remaining three workshops (next one in January 2010) and last one in late 2010 or early 2011. This will ensure that all KTC lecturers as well as those to be involved as trainers in the teacher development strategy to be in-serviced on all of the 12 effective teaching modules.

The project intends to cover the cost of UNESCO expertise (SPBEA will cover the cost of its expertise) as well as the internal cost of running the workshops.

#### **Proposed Activities 2009/2010**

May 2009:	First Capacity building Workshop on 2 modules (Planning and Assessment of student Achievements)
January 2010	Second Capacity building Workshop on 3/4 modules (Effective teaching strategies, Recording/Reporting/Monitoring student Achievements, Knowing what to teach, Creating conducive learning environment)
May 2010	Third Capacity Building Workshop on 2/3 modules (Assessing and Monitoring teacher performance based on National Teacher Standards, School and Classroom management and leadership for school managers and supervisors)
August 2010	Fourth Capacity building Workshop on 3 modules (Effective Communication, Parental and Community Engagement, Professionalism and duty of Care)



*Dec 10/Jan 11* Last capacity building workshop for the KTC lecturers. Focus will be on the last modules; Motivating teachers, ICT literacy as well as other areas.

***2. Develop strategy for assessing and monitoring the performance of teachers with intention of providing support to improve teacher effectiveness***

This is targeting school principals as well as those responsible for assessing and monitoring performance of teachers. Together with its partners UNESCO (SPBEA, USP) will provide support for developing teacher professional standards for all teachers in Kiribati using the regional standards approved by the ministers in 2009 as the starting point. Once such standards are available, UNESCO together with partners will work with officials in the ministry to develop their capacity to assess and monitor the performance of teachers for development. UNESCO (and partners) will use their strategy the SMITE (strategy for monitoring and Improving Teacher Effectiveness) as well as their software as the basis for building capacity of those responsible for the assessment as well as improvement of teachers.

Proposed activities

October 2009	Kiribati take part in regional workshop to develop strategy for monitoring teacher performance based on regional teacher standard.
April/May 2010	Capacity building for education officials on setting professional standards for teachers based on perception of qualities of “Effective Teachers”. Also identify indicators as well as performance level to be used in developing toll for monitoring and analysing performance of teachers for development.
Sept/Oct 2010	Customized Software (SMITE) for Kiribati available and capacity building on use of software to process, analyse data and also report and develop Teacher Improvement Plan (TIP) based on data collected.
2011/12	Ongoing support provided for implementation of strategy for monitoring teacher performance and identifying areas of need.

Funding may be needed to provide technical support for implementation in 2011/12 to cover cost of 1 consultant from either UNESCO or SPBEA depending on nature of technical assistance needed. On the technical aspects relating to the SMITE software, SPBEA will provide the support. In relation to the knowledge system such as data processing, analysis, reporting as well as developing of TIP for each teacher based on outcome of assessment, UNESCO will provide support.

**B. IMPROVING CURRICULUM AND ASSESSMENT**

***3. Provide support and technical assistance in ensuring an appropriate and relevant curriculum and assessment in place***

UNESCO will provide support for SPBEA in developing and improving the assessment of literacy and numeracy and life skills at national level. In addition UNESCO together with partners will develop a tool for assessing the level of adult literacy in countries including Kiribati. This will include conducting the survey in Kiribati.

In the curriculum area, UNESCO will continue its curriculum and Education for Sustainable Development (ESD) mapping to identify opportunities for incorporating ESD related issues into the curriculum. Results of the mapping will be used as basis for supporting CDRC staff to develop supplementary materials for integrating such areas as HIV/AIDS, Climate Change, Culture, Gender, etc into the curriculum.

Proposed Activities

## Annex 10

Jan/May 2010	<ol style="list-style-type: none"> <li>1. Develop survey tool for assessing adult literacy in close consultation with UNESCO Bangkok (AIMS) as well as SPBEA.</li> <li>2. Conduct curriculum mapping of both primary and secondary curriculum as part of UNESCO ESD initiative.</li> </ol>
June/August 2010	Implement survey (sample) for all adults in selected countries with Kiribati as one of the countries selected to assess the level of adult literacy/numeracy.
Aug 10/June 11	Support CDRC to develop national KIT based on outcome of mapping for use at identified levels in the curriculum.
June/Dec 11	Review support based on revised UNESS and outcome of UN joint consultation in 2010.

### C. MONITORING AND EVALUATION

***4. Put in place a monitoring and evaluation system that would enable baseline data to be put in place as well as allowing for progress in education to be monitored***

UNESCO, together with partners especially SPBEA and UNICEF, will provide capacity building and technical assistance for developing the M&E for Kiribati Education strategy especially for the 2009 – 2012. UNESCO will also provide TA in as far as identifying performance indicators to be used for monitoring and evaluating performance. This includes linking up the M&E and performance indicators with the KEMIS and ensure that data in KEMIS are aligned to indicators in order to identify data gaps.

Special effort will be provided to carry out assessment of Kiribati performance on the EFA and MDG education related goals in an effort to set baseline as well as decide what needs to be done for Kiribati to achieve these goals by 2015.

#### Proposed Activities

February 2010	Regional workshop on how to carry out the assessment of where countries are in terms of the EFA Goals and MDG goal 2. Kiribati included as one of the target countries.
March/May 2010	Develop the M&E for Kiribati, based on Education strategy for Kiribati. Also identify indicators to be used for the monitoring and evaluation.
June/July 2010	National capacity building workshop for those involved in education monitoring and evaluation. Also on use of software such as EFA Info and on reporting.
Nov 2010	Ministerial consultation on outcome of assessment for discussion and decide what needs to be done both at regional and country level.
2011/2012	Discussion on possibility of developing an NFE-MIS as well as a system for monitoring non-formal education in the country. If supported, then capacity building on developing the NFE-MIS based on UNESCO initiative. This includes TVET-MIS as well.
2011/12	On going support provided on implementation of M&E and on data analysis as well as on data reporting.

### D. EDUCATION SECTOR POLICY ANALYSIS AND PLANNING

UNESCO in close collaboration with its Bangkok office will provide capacity building for all senior management staff on policy formulation/revision as well as use of evidence as basis for planning. This involves at least 2 capacity building workshops in 2010/11. Also involved

Annex 10

reviewing current education policy on areas such as language, ECCE, assessment, curriculum, etc.

August/Nov 2010      Capacity building workshop for senior management staff on policy formulation and use of data from various sources as evidence for planning.

2011/2012            Provide technical assistance with policy review and formulation.

## Annex 12. The LEPP Program – Summary<sup>29</sup>

Test and anecdotal evidence shows that English Language competence among male and female I-Kiribati has declined markedly. A major factor in the decline of English competence lies in the manner in which English is taught in schools and English capacity of teachers.

The Language Education Pilot Project (LEPP) aim was “to improve the capacity of I-Kiribati male and female teachers to teach and assess English as a Second Language and to introduce and use English as the medium of instruction across the curriculum”. The key components of the project were:

1. Baseline Data Collection of the English proficiency levels of 1225 (80%) education personnel; from across Kiribati using the International Second Language Proficiency Rating (ISLPR)
2. Upgrading the standard of English throughout the Education system, particularly of KTC lecturers, and the teachers in the schools (English Language Proficiency Development Courses – ELPDC or ESL courses).
3. Upgrading the quality of training in the Kiribati Teachers’ College through training of the English lecturers, and training those lecturers who are using English to train students in other subject areas (Training of Trainers in TESOL program – TOT TESOL).

### Outcomes achieved:

1. Participants showed considerable improvement in their English language proficiency when they were tested for the second time. The following shows the average improvement on the ISLPR scale of the 1<sup>st</sup> cohort of teachers after only 12 weeks:

CANDIDATES’ PROFICIENCY INCREASE IN ISLPR STEPS (e.g. 1 to 1+ or 2+ to 3)						
MACROSKILLS	By 3 steps	By 2 steps	By 1 step	By 0 steps	By -1 step	TOTAL
Speaking	1	10	26	19	2	58
Listening	2	11	27	17	1	58
Reading	4	13	20	18	3	58
Writing	2	12	19	19	6	58

Speaking: 0.81; Listening: 0.93; Reading: 0.91; Writing: 0.74

2. Development of a set of competencies in TESOL appropriate to Kiribati, and assessment instruments that will use these competencies to test how well teachers and lecturers are teaching
3. Development with the KTC lecturers of a Certificate in TESOL to be taught to in-service teachers and also adapted to use with pre-service teachers in KTC as a part of the Certificate in Teaching course
4. Development of a Course Achievement Test that can serve as a model that the KTC, CDRC, MoE personnel, and school Head Teachers can use for future assessments of achievement in English in the schools
5. Training of personnel in the Basic Education Division and in CDRC

<sup>29</sup> A copy of the project completion report is available on request.