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**Kiribati Education
Improvement Program (KEIP)
Phase III**

Investment Design Document

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Abbreviations

AQEP	Access to Quality Education Program
CCG	Community Consultation Group
CCT	Community Consultation Team
CDO	Curriculum Development Officer
CDRC	Curriculum Development and Resource Centre
COL	Commonwealth of Learning
DEO	District Education Officer
DFAT	(Australian) Department of Foreign Affairs and Trade
DOP	Division Operational Plan (Ministry of Education)
EAC	Education Advisory Committee
EAU	Examinations and Assessment Unit
EMIS	Education Management Information System
EOPO	End of Program Outcome
EPIK	Education Partners in Kiribati
ESGBV	Eliminating Sexual and Gender Based Violence
ESPA	Education Strategic Planning Adviser
ESSP	Education Sector Strategic Plan
FMU	Facilities Management Unit
GoA	Government of Australia
GoK	Government of Kiribati
GBV	Gender Based Violence
GPE	Global Partnership for Education
HOD	Head of Division (Ministry of Education)
HRD	Human Resource Development
IDD	Investment Design Document
IE	Inclusive Education
IEC	Island Education Coordinator
IMA	Infrastructure Management Adviser
ISLPR	International Second Language Proficiency Rating
JSS	Junior Secondary Schools
KDP	Kiribati Development Plan
KEF	Kiribati Education Facility

KEIP	Kiribati Education Improvement Program
KELP	Kiribati English Language Program
KELT	Kiribati English Language Test
(K)EMIS	(Kiribati) Education Management Information System
KIT	Kiribati Institute of Technology
KTC	Kiribati Teachers College
LIE	Language in Education
LIME	Learning Impact Monitoring and Evaluation
LPIA	Language Policy Implementation Adviser
M&E	Monitoring and Evaluation
MISA	Ministry of Internal and Social Affairs
MLHRD	Ministry of Labour and Human Resource Development
MLPID	Ministry of Line and Phoenix Islands Development
MoE	Ministry of Education
MOP	Ministry (of Education) Operational Plan
MoU	Memorandum of Understanding
NCAF	National Curriculum and Assessment Framework
NCAC	National Curriculum and Assessment Committee
NEPO	National Economic Planning Office
NIS	National Infrastructure Standards
PA	Performance Appraisal
PFM	Public Financial Management
PILNA	Pacific Islands Literacy and Numeracy Assessment
PMF	Performance Measurement Framework
PPD	Policy, Planning and Development Unit
PSO	Public Service Office
PSRP	Primary School Rehabilitation Plan
RM	Relationship Manager
SEO	Senior Education Officer
SEMS	Senior Education Management Specialist
SG1	Senior Grade 1 (Head Teacher with island-wide responsibilities)
SIP	School Improvement Plan
SIU	School Improvement Unit
SLSS	School Leader Service Standards
SLSS-PA	School Leader Service Standards-Performance Appraisal

SMM	Senior Management Meeting
SS	Senior Secondary (Schools)
SPC	Secretariat of the Pacific Community
STA	Short-term Technical Adviser
STAKi	Standardised Tests of Achievement for Kiribati
SWAp	Sector Wide Approach
TA	Technical Assistance
(T)PD	(Teacher) Professional Development
TPDF	Teacher Professional Development Framework
TSIMU	Technology Support and Information Management Unit
TSS-PA	Teaching Service Standards-Performance Appraisal
TTC	Teacher Training Centre (Outer Islands)
TVET	Technical Vocational Education and Training
UNESCO	United Nations Education, Science and Cultural Organisation
USP	University of South Pacific
WASH	Water, Sanitation and Hygiene

Executive summary

1 The need for development of Kiribati's human resources

In the face of an uncertain future and limited options for promoting growth, the people of Kiribati are its prime resource. The Government of Kiribati (GoK) envisages a skilled youth population able to compete in international and regional labour markets. This would help diversify an economy with a narrow revenue base. It would bring in revenue from remittances and enable the development of domestic value-adding business, skills and networks, acquired through offshore training and experience.¹ With a gross domestic product per capita at AUD1,620 per annum and declining, Kiribati is one of the poorest countries in the region.

Poor quality of life is also an outcome of poverty, low levels of education and, in South Tarawa, the impact of overcrowding that is placing pressure upon the country's environmental and social resources. There is very high unemployment, among youth particularly. Approximately 20,000 people are employed and supporting around 103,000 people. Social cohesion and stability are threatened by the associated strains. Gender violence levels are among the Pacific's highest; women and girls with a disability are most exposed to it.

Kiribati's development plans have successively prioritised human resource development as "of paramount importance in the development and future economic growth of the country".² They have identified access to relevant, quality education as the means to this human development. Their focus from 2008 has been on acquisition of fundamental skills. A key objective of the Kiribati Development Plan 2012-15 was to improve functional literacy and numeracy and provide access to skills development opportunities.³ The Ministry's 2016-19 Education Sector Strategic Plan (ESSP) continues to place emphasis on "the critical importance of education for their life beyond school for all I-Kiribati young people".⁴

Disturbingly low achievement in national assessments, troubling patterns of non-participation in basic education, as well as the low participation of I-Kiribati in skilled work domestically (and offshore) indicate the distance yet to be travelled in developing this human resource capacity.

Large proportions of children of relevant school age groups are missing at every level of basic education. Issues include under-enrolment at initial intake into Year 1, an enrolment fluctuation over the primary school years that may indicate a pattern of drop out and return; and low retention up to the end of Junior Secondary School (JSS). On average over the past five years, only 78% of the primary age group are enrolled, and only 79% of the primary enrolment survives from Year 1 into JSS.

School survival rates also show a marked gender disparity. There are 27% of boys compared with 16% of girls lost from Year 1 through to JSS. This loss of boys in school continues into Senior Secondary (SS) and accelerates in the final year.

The continued reform of the basic education sector can make a very positive and significant contribution to Kiribati's future.

¹ Kiribati Development Plan 2012-15

² Kiribati Development Plan 2008-11

³ Kiribati Development Plan 2012-15, p.21

⁴ Kiribati Education Sector Strategic Plan 2016-2019 (draft), p.1

2 Australia's investment in education reform in Kiribati

The nine-year Kiribati Education Improvement Program (KEIP) is the framework within which Australia and other development partners are supporting the Ministry of Education (MOE) to implement its plans for education to support human resource development. KEIP was designed to be implemented in three phases.

KEIP Phase I (2011-2012) was the enabling phase, setting up the legislative and policy frameworks for transforming the quality of learning in basic education. KEIP Phase II (2013-2015) supported the implementation of reforms at the school and classroom level across Years 1-4, and prepared for upper primary. Steady progress has been made under KEIP Phases I and II, however there is still more to do in the basic education sector.

KEIP Phase III (2016-19) is intended to complete the primary reforms (Year 6) and extend them into the junior secondary component of basic education. This third phase of KEIP has as its development goal:

Young I-Kiribati finish basic education with the knowledge and skills to contribute to a productive and resilient Kiribati community.

The KEIP Phase III Concept Note is included as Annex 12. It is proposed that Australia invests AUD 34 million in KEIP Phase III, over the next four years, to support the MoE to implement its basic education reform program as set out in the Education Sector Strategic Plan 2016-19.

3 Key design considerations

The KEIP Phase III Design Terms of Reference are included as Annex 11. The investment design has been shaped by three main influences. One is the importance of viewing KEIP as one continuous program, needing to use all of its **nine years to consolidate and sustain transformative, systemic change**. The changes most needing consolidation were included in the 2014 Independent Evaluation of KEIP Phase II. A key one was early years' learning improvement. Literacy and numeracy acquisition in the early years is the foundation upon which later learning performance is built. Keeping the lower primary reforms in focus during KEIP Phase III will also help promote continuity in the development of core skills in literacy and numeracy, as the reforms work their way up to (and through) JSS.

A second influence is recognition that while extension into junior secondary is the last step of a basic education intervention, **junior secondary as a sub-sector is distinctively different from primary** – particularly in Kiribati. Improving JSS involves dimensions additional to those of curriculum and teaching reform. For the majority of young people in Kiribati, JSS is the last stage of their formal education, and as the endpoint, must deliver skills to better empower them economically and for life. Yet the current JSS system still belongs to an era when JSS was the academic ladder to Senior Secondary for those high performing few. As the final stage of free, compulsory and universal basic education, the essential challenge of JSS is to position its graduates to access various pathways to work, skills and further study, and to help MoE articulate the key role that the JSS level of schooling should serve in Kiribati's human resource development.

The **students in JSS are also different from those in the primary years**. As adolescents they are forming gendered identities and the basis of their future gender relationships. In view of the scale of gender based violence in Kiribati, reforming the underlying values and behaviours that lead to adverse outcomes for women and girls is an important part of a JSS intervention. One of the most effective strategies for dealing with issues of violence and discrimination in the Pacific is school education.⁵ This priority for JSS supports

⁵ DFAT 2012. Pacific Women Shaping Pacific Development Delivery Strategy

the Government of Kiribati's (GoK) School Wellbeing program, designed to harness school education in support of Kiribati's Family Peace Act against gender based violence in the community.⁶

The third influence is the Government of Kiribati Education Sector Strategic Plan (ESSP) for 2016-19, informed by the recent Education Sector Analysis,⁷ which sees it as imperative for **MoE to develop the processes to enable the Ministry leadership** to maximise the organisational capacity that has been developed.⁸ KEIP Phase III will support MoE's leadership particularly in respect of sectoral planning and sustaining the gains of KEIP.

Strategically the KEIP Phase III design has also been influenced by the fact that, while this is the last phase of the nine-year program, **Australia has a long-term commitment** to the supporting education reform in Kiribati. JSS reforms will not be fully rolled out by the program's end date of 2019. There will be need for ongoing engagement from Australia, not only to complete the JSS reforms but also to consolidate and strengthen those transformational reforms that have been achieved in a relatively short space of time. The knowledge that Australia will continue its engagement beyond KEIP allows the reforms to be paced in ways that facilitate capacity building and knowledge transfer, and for stakeholder expectations to be adjusted to the time required for improvements to manifest themselves.

4 Problem analysis and program logic

KEIP Phase III has defined the development problem as *poor basic education learning outcomes constraining the capacity of young I-Kiribati to develop productive and marketable skills*. Situation analysis indicates that the fundamental causes of this situation lie in the GoK's fiscal incapacity to adequately resource inclusive, quality basic education; insufficient know-how in some of technical and systemic fields for MoE to be able to address the problem adequately on its own; and a community not yet sufficiently engaged in supporting children's learning. This complex situation exists alongside the political will, at all levels, to bring about improvements. This is evidenced in MoE's leadership of the reforms and the high levels of compliance by schools and teachers.

Consequently, Australian support will target the barriers that limit GoK ability to redress the problem: inadequate resourcing and technical capacity to bring about learning improvement that all I-Kiribati children can participate in. In this support, KEIP Phase III will be helping MoE realise the agenda of all the nine ESSP goals that relate to basic education.

The logic of KEIP Phase III is to focus simultaneously on the following two end of program outcomes (EOPO).

EOPO 1: Improved learning outcomes for basic education for I-Kiribati girls and boys, including children with a disability.

This EOPO will be attained by a logic of intervention that targets improving access, participation, retention and quality of teaching and learning for all children. Interventions will target making the infrastructure and the culture of schools conducive to learning, including providing supportive environments from the perspective of gender and for children with a disability. Interventions also will target making the curriculum more accessible, relevant and skilling.

Extensive focus will be on developing teachers' capacity to help every child learn, and to succeed in a curriculum that is delivered in English. The capacity of School principals, District Education Officers (DEOs) and Island Education Coordinators (IECs) will be developed as the means of sustaining learning in schools, and bringing communities to understand the importance of all children attending school and learning, right to the end of Junior Secondary.

⁶ Republic of Kiribati 2014. School Wellbeing and Counselling Good Practice Guidelines

⁷ Jim Matheson, Education in Kiribati: Can it be the peoples' life jacket? An analysis of the Kiribati Education System, draft September 2015.

⁸ Kiribati Education Sector Strategic Plan 2016-19 (draft), p.5

EOP2: MoE effectively plans, resources and manages priority sector activities.

The interventions in this pillar of KEIP Phase III focus on the processes of sector leadership. At the executive level KEIP Phase III will aim to institutionalise the cycle of evidence-based planning, budgeting, and the monitoring and evaluation (M&E) of progress that enables a sector plan to drive Ministry work. Key outcomes will be the establishment of an expenditure framework for the ESSP 2016-2019, the development of annual education reports and the practice of annual joint monitoring of progress against the ESSP, while feedback will inform the subsequent annual planning.

At the middle management level, the interventions target improvement of systems for effective use of data for improved service delivery (Policy, Planning and Development Unit and School Improvement Unit), and to enable the development of incentives for performance improvement.

The analytical agenda at MoE has also been expanded, to provide more precise information on where barriers to access, learning and opportunities lie, and to be able to build knowledge in response to issues arising through the monitoring of innovation and implementation.

The Education Partners in Kiribati (EPIK) forum will play an important role as a platform for government accountability through its enabling government, stakeholders and development partners to share annual reports and monitoring against the ESSP. The EPIK will also provide a forum for coordinated policy dialogue around an ESSP that, for the first time, encompasses the whole education sector. This is an opportunity to develop EPIK's membership, to include partners important for the scope of KEIP: the Ministry of Women Youth and Social Affairs, senior secondary church school representation (CEDAK), the teachers' union, the parents' association as well as existing partners. With Australia's support to Kiribati also covering the Technical Vocational Education and Training (TVET) sector, it is in Australia's interest to see the various education stakeholders recognise and address the connections between education subsectors.

Policy development will be important in this final phase of KEIP, as means of sustaining the KEIP gains. The substance of this investment has been in capacity building and training. Future systemised provision for teacher development, underpinned by policy, needs to be made if the quality of teaching and learning already attained is to endure.

5 Management and governance

In this third phase of KEIP, the delivery modality continues to be through the existing managing contractor. KEIP was originally tendered on the open market as a nine-year program (2011-2019), and the contract with the existing managing contractor includes the option to extend the program for the final four years, to cover implementation of KEIP Phase III. It is anticipated that the approved KEIP Phase III Investment Design Document will form the basis of a contractual negotiation between DFAT and the managing contractor, to enable KEIP Phase III implementation to commence during the first quarter of 2016.

The managing contractor implements the program through the Kiribati Education Facility (KEF), based at the Ministry of Education. The KEF annual planning identifies the scope, nature and amount of support available, thereby providing the MoE with support to respond flexibly to emerging priorities or lessons learned. There is regular KEF financial reporting to DFAT against budget and expenditure, as well as performance reporting and any exception reports as may be required.

At this stage it is not intended to use MoE financial systems for implementation of KEIP Phase III. The March 2015 assessment of the Kiribati Education Sector Public Financial Management Systems (see Annex 10) considered *“the residual risks of channelling DFAT funds through GoK and MoE downstream systems are not manageable in the short term”*.⁹ This position will be reviewed following a strengthening of the financial systems.

⁹ Education Sector Public Financial Management Systems Assessment, March 2015, p. 28 (Annex 10)

In this design, the assumption is made that Australian support will continue to fund the position of Education Strategic Planning Adviser (ESPA) to the MoE, an important position that sits outside the KEF accountability framework, separate from the KEIP managing contractor. The ESPA position has supported MoE's leadership of the reforms, and MoE's development of its systems and policies. This ESPA position remains very important in assisting the MoE senior executive in developing their strategic management skills and in steering an EPIK process that is substantively engaged in supporting the MoE to achieve its ESSP 2016-2019 goals.

As Kiribati's largest education donor and long trusted partner, Australia needs to play a leading role in supporting the EPIK to evolve into the main platform for policy and resource support for the ESSP. Support will be provided via the ESPA and also under KEIP, in relation to the monitoring and reporting of achievements against the ESSP.

6 Risk management

The investment has been assessed as low risk overall. Each of the known risks and potential challenges to the success of KEIP Phase III has been assessed as being low to moderate (after mitigation treatment).

The risk assessment has been informed by stakeholder consultation in the design process, as well as the successful KEIP Phase II risk management experience of the DFAT, MoE and the managing contractor. Risks will be closely monitored throughout implementation and the Risk Register will be updated at least six-monthly.

A Risk Register and Safeguards Summary is included as Annex 8.

Analysis and strategic context

7 Strategic context

7.1 Geography

Kiribati is a remote Pacific Island state with a small population of 103,000 spread across four groups (districts) of widely dispersed islands.¹⁰ The logistical and communication constraints are significant, with the Line Islands group up to 3,000 kilometres away from South Tarawa, the centre of government. See Annex 2: Map of Kiribati, which indicates the logistics and distances involved in providing basic services to the small population across this dispersed country.

These geographic and logistical constraints cannot be underestimated. Every aspect of developing and managing the basic education system, from policy implementation, teacher professional development, school monitoring, reporting and communications, providing school supplies and maintaining buildings and equipment is affected by these long distances, timeframes and the expense that servicing remote schools and communities entails.

Alongside population dispersal, there is the paradox of overcrowding. Around 50% of the population is crowded into the area of South Tarawa, which has the very high population density of 9,434 people/sq

¹⁰ The districts are: northern district, central district, southern district and the Linnix district

km.¹¹ Overcrowding on South Tarawa imposes significant strain on land and social infrastructure including sanitation and drinking water, and — through severe overcrowding and poverty — social cohesion.¹²

The population of Kiribati is rapidly increasing, with an annual growth rate reported as 2.2%. Its present population level is expected to double by 2050.¹³ The pull of opportunities on South Tarawa has also led to considerable demographic imbalances across the country, as young people continue to exit the outer islands in order to seek improved access and perceived opportunities for paid work, education and training, mainly available in the South Tarawa population centre.

An associated development problem is very poor health across the population. The 2012-15 Kiribati Development Plan (KDP) highlighted very high rates of communicable and lifestyle diseases such as tuberculosis — amongst the highest in the Pacific — and diabetes, as well as an increasing rate of under-five mortality and a stagnant trend in maternal mortality.

Poor water quality and sanitation conditions contribute to disease in children. About one-quarter of the urban residents and almost half of all outer island residents can only access their water from unimproved sources. The 2014 audiology study in Kiribati found 75% of children sampled had ear infections, which if untreated can lead to hearing loss and consequential difficulties in classroom learning.¹⁴

Acute respiratory disease and diarrhoea top the list for children under the age of 15 years, and malnutrition is an underlying cause of much of their ill-health.¹⁵ The 2012-15 KDP also identifies poor health as one of the reasons that children from very poor families do not attend school regularly.¹⁶

7.2 Poverty and disempowerment

Kiribati is one of the poorest countries in the Pacific. The 2006 Household Income and Expenditure Survey (HIES) established a basic needs poverty rate in 2006 of almost 22%, with many more vulnerable to falling into poverty. Because South Tarawa is the largest population centre, by far the largest numbers of poor people are living there. Women in Kiribati and people with disabilities are over-represented among the income and asset poor. Kiribati will not meet the MDG 1 (Poverty) target in 2015.

Another measure of poverty, the UNDP “Hardship Index”, defines poverty as poverty of opportunity, a lack of access to “better educational and economic opportunity, social services and formal employment.”¹⁷ On this index, the outer islands are the most exposed to poverty.

The hardship index also translates into economic poverty. The 2006 HIES found that over a third (36%) of rural households, and almost half of urban households (48%) in the poorest three deciles were headed by a person who did not complete primary education; as opposed to 20% of households where the family head had completed some secondary education.¹⁸

Entrenched discriminatory values and attitudes exacerbate the hardship that some groups experience. Violence is one of the most pervasive and severe limitations upon women.¹⁹ In Kiribati 68% of women have experienced gender based violence, with women and girls with a disability being the most vulnerable.

¹¹ DFAT 2014. Kiribati Poverty assessment

¹² DFAT 2014. Kiribati Poverty assessment

¹³ DFAT 2014. Kiribati Poverty assessment

¹⁴ Nossal CBM, Kiribati Mission Report 2014

¹⁵ Kiribati Islands. A Situation Analysis of Children, Women and Youth. UNICEF Pacific Office, Fiji. 2005 report, 2005 pp. 27-28

¹⁶ Kiribati Development Plan 2012-15, p.19

¹⁷ UNDP Pacific Centre Analysis of the 2006 Household Income and Expenditure Survey 15; p.33

¹⁸ ADB 2006. Kiribati Household Income and Expenditure Survey

¹⁹ DFAT 2014. Pacific Women Shaping Pacific Development Design Document, p. 3

Children experience violence as well. In UNICEF's Kiribati household surveys of 2008, 81% of adult respondents admit to physically hurting children in their household. In relation to schools, 40% of education key informants admitted the use of physical punishments by teachers. The prevalence of violence in homes and in schools is likely to be mutually reinforcing, especially to the ongoing detriment of women and girls.

Stigma surrounding disability also remains a considerable issue in Kiribati. Because of it, many parents do not enrol their child with a disability in school, amongst other reasons because they fear hostile treatment of their child.

It is a priority of the government to change the culture in Kiribati in relation to gender based violence and the exclusion of children with a disability. Social protection and gender equity are guiding principles of the current Kiribati Development Plan. Kiribati has achieved results on MDG 3 (Gender Equality), with gender parity in primary education met, and gender representation in the national Parliament improved. The GoK is pro-actively engaged in ending gender based violence, principally via the Family Peace Act, and schools have been enlisted in the campaign through the School Wellbeing program. The new Education Sector Strategic Plan prioritises the inclusion in schools of children with disability.

The 2010 census reported 31% of the workforce unemployed; and of those in work, 38% are in unpaid labour. More recently, the seafarer work on international container vessels, a key source of employment, has fallen considerably, due to low demand and also the automation of vessels. This decline in seafarer numbers has brought a related fall in the level of remittance income to Kiribati, which for many families is a lifeline—from 10% down to 6% of GDP in 2013. Also, while one in five households is headed by a woman, there are still low rates of female participation in the formal/ professional occupations and workforce.

Private sector investment, and with it labour market growth, is severely constrained by Kiribati's location and lack of economy of scale. Only one in ten of the Kiribati labour force is employed in the private sector. Aside from government, low-skilled service work and shop/market sales comprise the other main employment sectors in South Tarawa. Kiribati's take-up of places in the Australian seasonal workers' scheme has been meagre; by 2014 only 86 people (or 3%) were from Kiribati. Key reasons for the low levels of skilled labour migration from Kiribati to Australia include uncompetitive skills levels and English proficiency, when compared to the language skills of available workers that are sourced from other Pacific Islands.²⁰

Three of Kiribati's four districts rely on mainly subsistence activity, with additional income available from copra and fishing. But even in subsistence environments, there is an increasing need for cash, including for use in paying for education-related expenses.

7.3 The Kiribati Education Sector

Kiribati's school education system comprises primary (Years 1-6); junior secondary (Years 7-9) and senior secondary (Years 10-13). It is a small system, comprising around 23,000 students, 1,000 teachers and 126 schools. All schools in the primary sub-sector (and most in the junior secondary sub-sector) are government schools.

By contrast, of the 19 senior secondary schools, 16 are operated by non-government organisations, largely being church run.²¹ However, these private schools' operational costs are heavily subsidised by the government. The Government grants to these private schools partially cover teacher salaries.

²⁰ DFAT 2014. Kiribati Poverty assessment, p.15

²¹ Seven senior secondary schools are in South Tarawa, one in North Tarawa, two in Abaiang, three in Abemama, One each in Nonouti, Tabiteuea North, Beru and Tabuaeran (in the Phoenix Island Group) and two in Kiritimati island (in the Line Island Group)

As yet, the Ministry does not make provision for early childhood education or facilities, though it is embarking on defining and subsequently regulating the subsector. Non-formal education falls under the Ministry of Internal and Social Affairs (MISA).

The Ministry of Education is also responsible for the management and operation of the Kiribati Teachers College (KTC), but vocational, technical and further education falls under a different Ministry—the Ministry of Labour and Human Resource Development (MLHRD). *See Annex 1 for further summary information on the Kiribati basic education section.*

The strong commitment of the GoK to basic education is reflected through their budget allocation to the sector, which is in alignment with the education expenditure budget levels of other countries in the Pacific. The proportion of the total GoK budget allocated to education has increased steadily over the past years, and is currently at 17.4% (or AUD 20.3 million).

7.3.1 A system under development

The KDP 2008-11 identified the strategic role played by education in developing skilled human resources for a future where young people were more able and competitive in local and regional labour markets.

From this period, in successive four-year development plans, the GoK has been building the establishment for quality education in Kiribati. Australia has been its main partner in this process through KEIP.

This process of establishment has entailed fundamental organisational, policy, legislative, and systemic formation within the MoE. A key organisational development during the KEIP period was the creation of a unit responsible for basic ministerial functions—the Policy, Planning and Development Unit (PPD). A second was the creation of the School Improvement Unit (SIU) to improve education service delivery. A third development, only recently in operation, is the introduction of Island Education Coordinators (IECs), a solution to the existing over-centralised management of education. These IECs will provide for a more demand-based servicing of school communities on the outer islands, and provide on-the-ground advocacy for education and related national policies with Island authorities and the communities.

The emergence of the EPIK forum is further evidence of the systemic development of the education sector. Its intended role is coordinating donor support around implementation of the ESSP, and during KEIP Phase II it made progress as a recognised mechanism for donor dialogue and stakeholder cooperation across the education sector.

The MoE also developed fundamental system planning and reporting processes during the KEIP Phase II period. In 2014, the organisation of Ministry work around divisional plans, and the coordination of Heads of Division by the Director of Planning, set up the basis for a systematic, Ministry-wide focus on the implementation of the ESSP.

During the KEIP Phase II period, the Ministry has also equipped itself with policy and quality frameworks for guiding and identifying student progress. Major policy development took place on which teaching and learning reforms were founded. One was the new Language in Education Policy, which replaced English with Te-Kiribati as the language of instruction for the lower primary years.²² This change in the language of tuition recognised the importance of starting learning in children's first language for development of strong fundamentals in literacy and numeracy, and for facilitating later transfer to learning in English.

Another was the National Curriculum and Assessment Framework (NCAF), which re-developed the whole primary curriculum for a stronger focus on literacy and numeracy attainment. Key supporting policies were the Curriculum standards, a Teacher Professional Development Framework (TPDF) and the Teaching Service Standards (TSS). The two latter are instruments for helping to encourage teachers'

²² Kiribati National Curriculum and Assessment Framework. p. 40. Te-Kiribati transitions to 60% instruction in English by the beginning of Year 6 increasing to 70% throughout JSS.

implementation of the reformed teaching and curriculum through the mechanism of performance appraisal. A Primary Schools Rehabilitation Plan (PSRP) was also finalised, in order to frame infrastructure priorities for school improvement.

During 2014, important policies were also finalised in support of the KDP's commitment to "Education for All" principles.²³ A main focus was the adoption of an Inclusive Education Policy. A Strategy for the Elimination of Gender Based Violence in Education (EGBVS), which operationalises Kiribati's new Family Peace Act at the school level, is also being developed by the Ministry. The overall reform framework has been secured by the Education Act, passed by the National Parliament in early 2015.

But the full establishment of MoE capacity can still be seen as a work in progress. The structural and process reforms that have taken place are all new and vulnerable. In relation to the PPD, there is need for more coordinated leadership of MoE's data and usage for evidenced-based planning. In this division, the Statistics and Information Unit particularly needs development, in order to support timely data analysis and dissemination.²⁴

In budgeting, the financial management and reporting, budget preparation is inadequately aligned with the ESSP, and divisional planning across the Ministry is not consistent with the implementation of ESSP goals.²⁵ There are still some basic policy and organisational gaps. Effective governance of the sector is hampered by the fact that the MoE's management of the implementation of ESSP reform lacks an expenditure framework that can identify the resources and capacity gaps against ESSP goals and targets. There is no annual review of progress against the plan, or an annual performance report against each of the ESSP goals. An ESSP expenditure framework would depend on the existence of a workforce plan, given the extent of the education budget that is expended on salaries. Such a plan is still under development.²⁶

A critical gap is any provision for ongoing teacher and workforce development, an organisational location for such a function in MoE, the related performance policy and career incentives, the institutional arrangements for the quality supply of teacher development and having a dedicated budget. Such provision is necessary for the sustainability of Kiribati's educational transformation, but is difficult and costly to acquire. This should be a paramount consideration of policy, planning and budgeting accompanying this final phase of KEIP.

Finally, with such a comprehensive basic education reform agenda, changed practice in MoE and in schools has not yet had long enough to consolidate. Throughout KEIP Phase II, the capacity of MoE staff, teachers and principals has received attention, but with different degrees of priority. The Sector Analysis prepared for the 2016-19 ESSP has identified issues with the Ministry's capacity for providing strong leadership, stemming from the small leadership tier, uneven workload and mobility across key positions.²⁷

The ESSP 2016-19 makes the focus of its first goal strengthening executive management capability to lead policy development and planning.

²³ Kiribati Development Plan 2011-15, p.19

²⁴ 2014 KEIP Phase II Independent Evaluation, p.7.

²⁵ Education Sector Public Financial Management Systems Assessment, 2015, p.25

²⁶ Education Sector Public Financial Management Systems Assessment, March 2015, 2015, p.12

²⁷ Jim Matheson, Education in Kiribati: Can it be the peoples' life jacket? An analysis of the Kiribati Education System, draft September 2015.

8 Analysis of the development problem

8.1 The situation

Kiribati has a high dependency on the skills of its young people as a way out of existing levels of poverty and social and economic insecurity. The 2016-19 ESSP reinforces the centrality to Kiribati's development strategy of "equipping young people leaving the school system with internationally recognised skills and employability and the potential for migration with dignity" (p.4). Migrating with dignity refers to I-Kiribati having the skills that would make them welcomed by potential host countries.

The vision of capacity to migrate with dignity in Kiribati's National Labour Migration Policy was recently endorsed by the GoK Cabinet and sets the scene for future policies and options, as well as for influencing education priorities.

8.2 The development problem

The development problem is that poor basic education learning outcomes constrain the capacity of young I-Kiribati to develop productive and marketable skills.

Only around 20% of primary students met expected standards in Maths and English at their end of primary test in 2013. Only around a third of JSS students met standards in Maths and English in the Junior Secondary Certificate exam at the end of JSS.²⁸ Yet Maths competency and English are two of the fundamental skills necessary for gaining skilled work and labour mobility opportunities.

Table 1 below sets out the Year 6 national assessment (Standardised Tests of Achievement for Kiribati (STAKi)) results in the three core competencies, by gender. Though all results are low, it can be seen that boys are performing at around half the attainment level of girls.²⁹

Table 1: 2013 STAKi results for Year 6 in Te-Kiribati, English and Maths

Working at expected level or above	Girls %	Boys %	Total %
Year 6 Te-Kiribati	57	35	47
Year 6 English	28	13	21
Year 6 Maths	24	15	20

In relation to the above Table, there is no Pacific "norm" for attainment in literacy and numeracy at end of primary. However, by way of comparison, in the 2012 regional *Pacific Island Literacy and Numeracy Assessment* (PILNA), 48% of children completing six years of formal schooling met numeracy standards. PILNA data for literacy are not comparable across countries; results reflect the fact that some countries

²⁸ Some share in this low result may be attributable to the current JSC test in Maths, which KEIP Phase II's assessment advisor judges as reflecting a curriculum too demanding for Year 9 and which also has some problematic features as a test instrument.

²⁹ It is important to note the 2013 primary results for Year 6 reflect learning performance before implementation of basic education reforms, which commenced in 2013 with early grades. Year 6 reforms will take place in KEIP Phase III; data not yet available to establish whether early grade learning performance, which establishes the foundations of learning for later years, is improved to an extent sufficient to affect end of primary outcomes in the future

tested in English and some in the local language. However the regional literacy result for PILNA in 2012 is low: only 29% of students achieving standards.³⁰

Some country data is available. The 2013 national assessment data for the Solomon Islands show that 38% of its students met standards in English and 13% in maths—with comparable country results in PILNA.³¹ The PILNA data which are available for PNG, show 37% met standards in numeracy.³²

8.3 The causes of low outcomes

Evidence to identify the causes of the problems for learning outcomes, and for participation problems, is of varying strength and reliability. The evidence is stronger for learning outcomes than it is for participation. In both cases the interpretation of the problem relies on what is known about such contexts from the international research.

8.3.1 Low skills outcomes

Evidence from analyses of the context, including STAKi results, point to the main contributors to low learning results. These include:

The language of learning. A key factor in low attainment of outcomes is the challenge of having to learn from upper primary in a second language. The impact this makes on grasping the curriculum is shown in the large difference between the STAKi results for Te-Kiribati literacy and for English literacy. Students' difficulty with English language reflects the lack of environmental English across Kiribati. Without widespread oral and written English usage, it is very difficult for learners to practice and acquire the fluency required for confident language usage and for English comprehension.

Students' difficulties in using English also reflect their classroom teachers' level of competency and confidence in their usage of English as the language of instruction in the classroom. Around half of Kiribati's teachers (i.e. 591) received English training during KEIP Phase II, with 45% of participants meeting standards. However, the results of English proficiency testing (International Second Language Proficiency Rating (ISLPR)) of a sample of Year 4 teachers early in 2015 showed that only 2.6% of teachers achieved the minimum proficiency target in all macro-skills (speaking, listening, reading and writing) in English.³³ According to the KEIP Phase II Language and Curriculum advisor, around two thirds of the Year 5-6 teacher cohort would (at present) be able teach the curriculum in English, with one third of these teachers needing extra support.³⁴

And proficiency in the language is only part of the capacity required. Helping a child learn in English as a second language requires specific technical know-how. Training for this know-how has just started in 2015 with Year 4 teachers.

Teachers' pedagogical capacity. Teaching for cognitive and skills development — enabling students to develop and apply their reasoning and comprehension skills — is different from teaching for memorising, which is a default strategy in Kiribati (as it is in many Pacific countries). The very low maths results in the 2013 Year 4 STAKi (27%) is a clear pointer to fundamental problems of capacity in teaching methodology: the test is in Te-Kiribati, therefore a result not affected by the issue of language of instruction.

The curriculum and teaching reforms that are the foundation of KEIP are aimed at changing this paradigm of teacher practice towards a more skills-based approach. The 2014 Independent Evaluation of KEIP Phase II found that the level of commitment of teachers to implement skills/ outcomes-based learning was high, but

³⁰ Pacific Benchmarking for Education Results (PaBER), 2013. Pacific Island Literacy and Numeracy Assessment Report, p.5

³¹ Solomon Islands SISTA 2013 report

³² Pacific Benchmarking for Education Results (PaBER), 2013. Pacific Island Literacy and Numeracy Assessment Report: PNG Country Report

³³ Report on the ISLPR testing of predominately Year 4 teachers in Kiribati schools, Feb, 2015. p.5. It is not clear from the report how many of the teachers tested had undergone Kiribati English Language Program (KELP) training

³⁴ Discussion with Joan Kale, KEIP Phase II Language and curriculum advisor, 1 September 2015

that more organizational capacity building and teacher professional development was necessary to consolidate such a difficult transition.

Curriculum accessibility. KEIP Phase II has contributed to the primary curriculum reform, but JSS curriculum is as yet untouched. The JSS curriculum dates from the 1990s when the introduction of this level of post primary education was intended for a small academic cohort expected to continue to further academic study. Since then, there has been nearly a 300% increase in the JSS student numbers compared to 1995. The JSS curriculum has not accommodated the changed significance of JSS level schooling: equipping *all* with a basic level of education, and remains focused on entry into Senior Secondary. The JSS cohort includes girls and boys who will enter senior secondary, but also many who will leave the education sector at the end of JSS to live in their local communities or to try the enter the world of formal and informal employment.

Learning resources. In school years which have not yet undergone KEIP's curriculum reform, there is a pervasive absence of basic learning materials for use by teachers and by students. Many JSS classrooms are not able to provide subject textbooks or other learning materials for the students. The MoE cannot meet the costs of printing and replenishment of materials, and the associated logistics in getting them to remote locations also presents serious challenges. Students cannot learn effectively without access to minimal learning resources and in their absence, passive copying straight from the board prevails in many classrooms.

Non-inclusive school practices. Many schools give their best teachers to the high performing students and also stream classes by perceived ability. Low-performing students are often herded together, mostly with the lower skilled/contract teachers. The teachers' inability to teach to students with a diversity of learning needs also impacts most severely on those children with disabilities, and in part explains parents' reluctance to send their boys and girls to schools which are in general making no provision for their learning.

Professional support for teaching and learning in schools. Until KEIP, there was no systematic provision of professional support for teachers and schools to enable teaching to each student. New organisational structures and processes have been established but need ongoing development and sustaining. At the classroom and school level, a key aspect of the KEIP teaching and learning reforms was the introduction of the practice of fortnightly assessment of each child. This is an essential prerequisite for diagnosing the learning needs of all students, and tracking their progress. The KEIP Independent Evaluation in 2014 found understanding of the relationship between assessment practice and improved teaching and learning was not adequately grasped by teachers or principals, and its crucial role in informing teacher and school planning was unrealised.

The main development for improved service delivery during KEIP Phase II was the formation of the SIU. A crucial development, that is still yet to occur, is linking needs for capacity improvement identified in school reports and assessments with the planning for demand-based in-service support programs. But some District Education Officers who will fill the inspectorial role in the SIU are newly recruited, and as yet without skills in school monitoring and capacity to effectively analyse the school data.

The Ministry's policy of facilitating decentralised service delivery through the creation of Island Education Officers, planned from 2010, has only just been implemented with the newly appointed personnel. Their role also is still in process of final definition by the MoE. Effective implementation of their role will have an element of the experimental, and will require close monitoring by MoE to understand optimal use of this important new commitment to a more decentralised delivery of services.

8.3.2 Barriers to participation

One dimension of poor learning outcomes in Kiribati is that too many young I-Kiribati are not participating in schooling, either at all, or with sufficient attendance and consistency to develop their essential literacy and numeracy skills.

Table 2: Participation in school education in 2013

Education participation	Female	Male	Total
Gross Intake Rate (GIR)	88%	90%	89%
Primary Gross Enrolment Rate (GER)	86%	86%	86%
Primary Gender Parity Index	1.00		
JSS Gross Enrolment Rate (GER)	86%	75%	81%
JSS Gender Parity Index	1.19		
SSS Gross Enrolment Rate (GER)	53%	53%	45%
SSS Gender Parity Index	1.48		

Source: Government of Kiribati, Ministry of Education, 2014. Digest of Education Statistics³⁵

Gross initial intake into Year 1 is 89%, with only 64% of the intake starting school at the right age.³⁶ Gross enrolment in primary school is only 86%, far from the MDG target for universal primary education. Fluctuations in year level enrolments suggest that a key factor in children dropping out of school is an ongoing pattern of drop-out and return throughout the primary years. Only 52% of the enrolment that enters school in Primary Year 1 enters senior secondary school (SSS), which at present is the prerequisite for further training for skilled entry into the work force or further study.³⁷

As with learning outcomes, large disparities exist between girls' and boys' participation after primary. There are 10% fewer boys than girls enrolled in JSS, and in 2013, there were 18% fewer boys than girls enrolled in SSS.³⁸ Table 2 (above) also provides some detail on enrolment patterns.

Kiribati has no data on the participation of children with a disability. However using UN global calculations of out-of-school children with disability, it is likely that only 10% of all children with disabilities are in school, with many of these leaving prematurely.³⁹

In contrast to student learning, there is less consensus and evidence around the contextual causes relating to inadequate levels of student participation. No comparative, large-scale studies have been undertaken to show correlations between factors predictive of drop out and its incidence. However there are some factors likely to be influencing participation levels.

³⁵ Gender Parity Indexes based on Net Enrolment Rate.

³⁶ This statistic only considers students who start school at the official age of six, it does not take into account children turning six in the course of Year 1— included in Kiribati school entry policy. This may boost enrolment by around 10% on a five year average.

³⁷ Evidence for the following profile is drawn from MoE EMIS data, MoE assessment data, KEF program reports and records, Kiribati's Education for All report and reports from other development partners, the KEIP Phase II Independent Evaluation and the draft Sector Analysis has been undertaken to inform the 2016-19 ESSP.

³⁸ Government of Kiribati, Ministry of Education, 2014. Digest of Education Statistics, p.7

³⁹ Data relating to participation of children with a disability is not yet available. These proportions are an estimate based on UN estimations of the participation in schooling of children with disabilities UN Convention on the Rights of Persons with Disabilities: Some Facts about Persons with Disabilities - <http://www.un.org/disabilities/convention/facts.shtml> UNESCO. 2007. EFA global monitoring report: EFA. Strong foundations: Early childhood care and education. Paris: UNESCO. http://www.unesco.org/education/GMR/2007/Full_report.pdf

Physical access. Pressure on places in relation to low initial intake may be a factor because of high population growth and levels of population mobility (especially young people) from the outer islands to South Tarawa. But population statistics are not up to date, making both planning and monitoring more complex. Until publication of the next ten-year census (2016) there will be uncertainty as to this factor in education access. Perceptions of school “availability” can also be a factor, relating to the state of its dilapidation. Community consultations on improved infrastructure show a change in enrolment and parental support of children’s schooling after school infrastructure improvements, suggesting that leaving schools in ruinous conditions has a negative impact on school attendance.

Family poverty. In respect of financial barriers, a larger number of unexpected returns of drop outs to school in 2015 may relate to the introduction of free transport for girls and boys to the local school and free school supplies. This may indicate that poverty is a factor in school dropout and non-participation. Financial access is a clearly critical factor at the end of JSS because of high fees for entering and attending SSS, which is a largely through private school provision.

Student and community motivation. Patterns of drop out — and return — point to the need to develop community and parent understanding and support of their children’s learning. Recent returns of drop outs may indeed be a result of increased engagement of communities by the MoE leadership.⁴⁰ International research shows that drop-out is predicted by overage entry (of which there are indications in initial intake), absenteeism (in which chronic ill-health and unsupportive school environments are likely to play a role) and early failure to learn. While MoE cannot afford to fund pre-school provision, advocacy for participation in early childhood and preschool education would help communities see the value of the investment in schooling. Gender stereotypes evidently bear on participation, with boys’ greater absenteeism and drop out attributed to perceived views of boys that they do not need education to get a living.

Disincentives to engage seriously in basic education are likely to arise from the lack of any clear difference it makes to the future prospects for most students. Opportunities are restricted for their acquiring employable skills and for ongoing training opportunities following basic education. For those who wish to continue learning, access to senior secondary schooling or to post-basic training opportunities is highly constrained.

At present, access to formal TVET training in Kiribati, and from there to increased skilled job opportunities (including offshore) is only available to a very limited number of SSS students. In 2012-13 the Kiribati Institute of Technology (KIT) accepted only 20% of eligible applicants; the Fisheries Training Centre, 15%; and the Marine Training Centre, 9%. This may affect motivation to make an effort with learning and to remain in school if JSS makes no difference to life opportunities.

Post-school access to training opportunities for students with disabilities is even more reduced. Generally, the low participation of children with a disability in school is likely to be a combination of the fear that parents have of their children suffering from discriminatory attitudes at school, together with awareness that little or no provision is currently being made in schools to enable those children with disabilities to effectively engage and learn.

8.4 Improving learning and participation

The above analysis indicates that the factors influencing both poor learning and low participation are largely issues of financing capacity, both government and parental, as well as the ongoing limited technical and systemic capacity. Commitment by parents to every child’s education is likely to be affected by the question around returns on the investment, in the face of poor education provision, poor learning and the unequal prospects of gaining a livelihood improvement from it.

⁴⁰ Initial findings of the KEIP Phase II participation survey points in this direction.

What Australia can target in ameliorating these barriers to inclusive participation in learning depends to a large extent on identifying what GoK and the communities of Kiribati cannot provide. To identify this requires a brief review of capacity in respect of resourcing, technical know-how, systems development and community dynamics.

8.4.1 Barriers relating to GoK capacity

Financing the reforms. The education budget in Kiribati is 17% percent of overall government expenditure, in line with the level in other Pacific countries. Seventy percent is expended on staff wages. The teacher-student ratios are not inefficient, so there may be little room for making workforce economies. The Education Sector Public Financial Management (PFM) assessment identified minor inefficiencies from poor accounting practices, but not of the scale to make a significant difference to any area of basic education provision.⁴¹ The MoE development budget is stretched by the high costs of subsidies for student participation, and the high cost of logistics and communications with the outer islands.

With the existing allocations, the GoK does not have the resources to meet urgent systemic commitments. It faces one hundred schools needing rehabilitation, which is the product of thirty years' lack of maintenance. It cannot supply its JSS with adequate numbers of basic text books. It will not be able to extend student access to SSS through additional government provision, although it does already subsidise the teacher salaries in these private SSS schools. The Kiribati Teachers College is seriously underequipped in technological infrastructure, materials and staff capacity for fulfilling their central role in servicing teachers in the requirements of the basic education reform agenda. From the inception of the education reforms, financial constraints have hampered the GoK's own implementation of their own sector plan, for example implementation of the Inclusive Education Strategy.

The country has a generous social policy in education, as seen through efforts to minimise parents' costs for sending their children to school and to subsidise the post basic level. The increasing population means, however, that the per capita spend on education is declining. And the expansion of GoK expenditure is constrained by the ongoing need for fiscal prudence. Although Kiribati has recently experienced economic growth, as the sector PFM assessment stressed, it needs to balance pressing service delivery needs with the risks associated with reliance on volatile sources of revenue.

While there could (and should) be a rationalisation of education expenditure, financial efficiencies will not be sufficient to resource the curriculum, teaching and those school transformations needed to bring about the conditions for improved participation and outcomes.

System Capacity. It is evident from the analysis that the KEIP reforms have meant a massive development load for the MoE, and that the organisational and process reforms are still in the development phase. The reform has been managed by a small, overloaded MoE executive team. The reform was assisted by the embedding of technical support in each of the target divisions during KEIP Phases I and II. The technical and advisory support for the organisational units within the MoE will need to be continued, so that systemic reforms can strengthen and then be extended.

Technical capacity. The transformation of basic education teaching requires technical know-how and (importantly) ongoing system commitment and support. In the basic education reforms, developing the technical know-how of teachers is the prerequisite of any change to learning improvements. There are four areas of knowledge for developing teacher practice where support cannot be sourced from within Kiribati. These are teaching for (a) functional literacy, (b) numeracy, (c) English as a second language, and (d) inclusive teaching to cater for the needs of all students including those with disabilities.

To make these reforms "take" in the classroom, those who will support and assess teaching and learning in schools also need their capacity built to have the required knowledge and skills to understand and advocate

⁴¹ Kiribati Education Sector Public Financial Management Systems Assessment, 2015 p.16

the reform elements. This includes school principals, DEOs and IECs, the curriculum developers and the teacher trainers themselves. Australia's approach to the training provision has been to develop the institutional capacity of the relevant units (KTC, CDRC, SIU) and to have personnel from these sections of MoE deliver the actual training.

8.4.2 Enablers

Targeting the intervention appropriately also requires taking account of factors in the environment that will facilitate success. There are several of these enablers.

Political will. MoE commitment has been high during this education reform process, as can be seen from the outcomes. These have included organisational and process outcomes (PPD, SIU, IEC), new policy (language policy, curriculum and professional standards, teacher development policy, the Inclusive Education Act), the production of new curriculum and materials for every primary year, and the galvanising of the Year 1-5 primary teacher workforce for up-skilling in curriculum knowledge, methods and language. On its existing staff, the KTC has also carried KEIP's teacher professional development agenda, along with its pre-service commitments and its TESOL program.

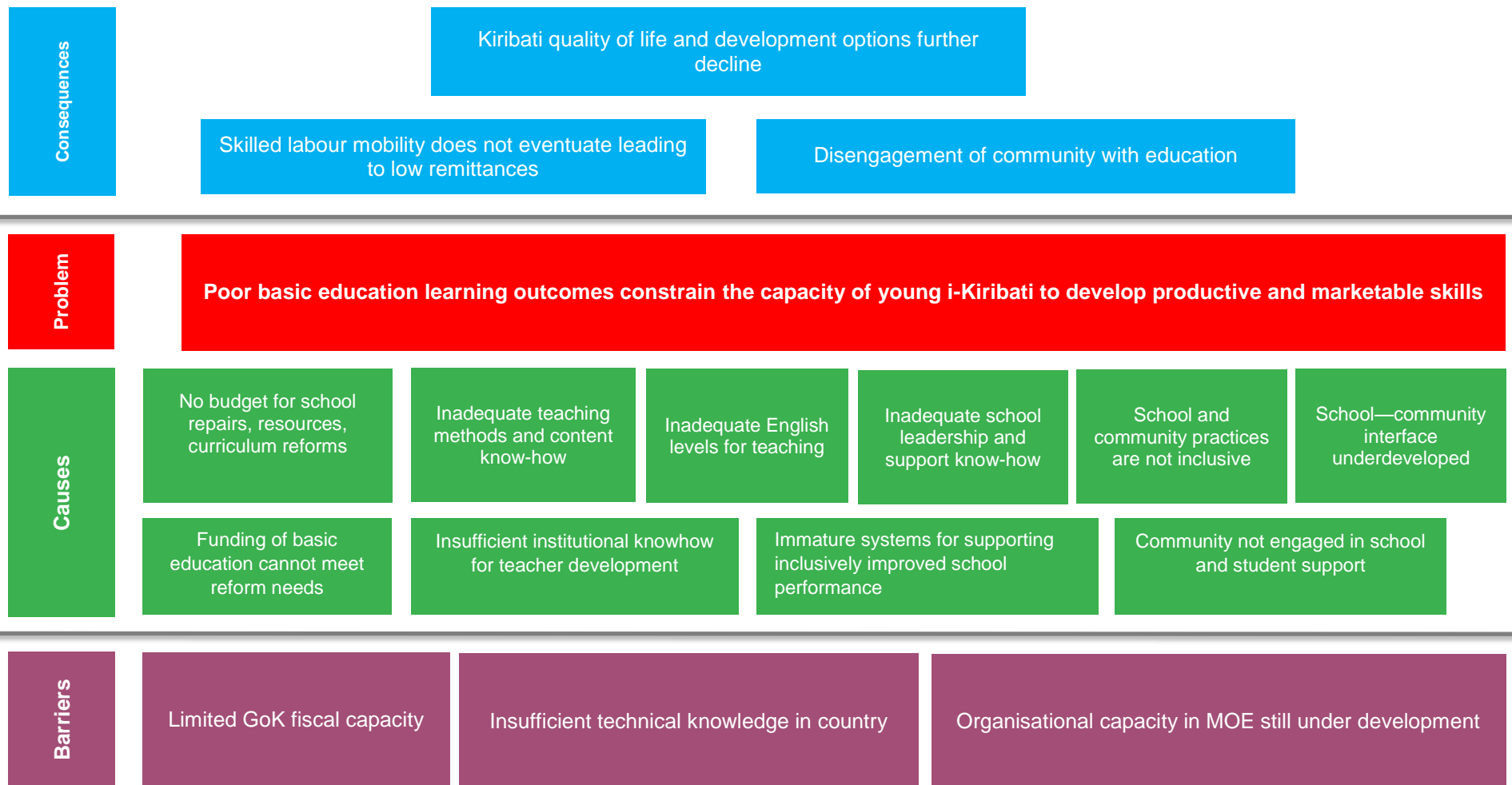
Mechanisms to support Ministry leadership. Australian support will continue for the position of Education Strategic Planning Adviser (ESPA) to the MoE⁴², a position that sits outside the KEF framework. This position has proven an effective way of supporting MoE's leadership of the reforms, while retaining their necessary pace. Its separateness from the KEIP managing contractor/KEF team enables it to mentor MoE leaders in system building, so they can deliver the reforms and sustain quality education systems, and to help the Ministry identify and attract other sources of support to achieve its goals through an effective EPiK.

Incentives for behavioural change. These incentives are present, in the political economy of Kiribati, in effective forms. Strong evidence of this lies in the responsiveness of the Kiribati leadership to community concern about the quality of their education. Kiribati's small system and the habits of leadership travel between the islands and facilitates a very effective form of monitoring and incentivising school performance. STAKi issues report cards for every school on students' performance in the national assessment, and MoE leaders' ready use of them, has established the expectation of scrutiny.

MoE has adopted instruments to measure effectiveness at the school level. This includes reports on school plans, curriculum standards and the teacher service standards, though present rates of reporting need improvement. The ESSP's inclusion of performance-contingent teacher registration is also evidence of the acceptability of incentives for performance.

Figure 1 (below) sets out the development problem, its consequences, and barriers to its amelioration by the GoK.

⁴² Formerly known as the Senior Education Management Specialist (SEMS) from 2011-2014.



In summary, Australia's specific value add to the reforms to improve basic education learning outcomes in Kiribati will be to address the following barriers through financial and technical assistance and through leveraging the enabling factors in the education environment.

1. GoK's incapacity to finance all elements of a functioning education system within available resources.
2. Limited MoE capacity to manage all critical elements of a quality education system, namely
 - Organisational development
 - Policy development and delivery
 - Quality teaching and learning (infrastructure, curriculum and resources, teacher development and support)
 - Community understanding of the value of education for all girls and boys.

8.5 What success would look like for the investment

As a result of this investment, through appropriate financial and technical support, MoE will have inclusively improved basic education learning outcomes, and be able to better sustain their improvement. Success would therefore entail a demonstrable and sustainable difference to the level of learning, knowledge and skills attainment of Kiribati's graduates from basic education. Securing the sustainability of the reforms ultimately depends on the extent of the GoK's ownership of them. Success therefore will also be the attainment against the goals of the GoK's ESSP 2016-2019, with which the KEIP Phase III design closely aligns.⁴³

The extent of the difference made will also be conditioned by the extent of the resourcing that KEIP can provide. Australia will provide in the order of AUD8.5 million per year to support the MoE reforms for the next four years. There are clear limitations of what this level of resources can cover, especially given existing commitments of around AUD2.5 million per year to maintain the annual KEIP expenditure on improving school infrastructure. The strategies and activities that have been selected for inclusion in this IDD are those that are considered indispensable to consolidate existing reforms, while expanding these current reforms into the JSS.

Some developments that would help the quality and sustainability of the intervention are beyond the funding envelope of KEIP Phase III. The main areas concern interventions related to pre-school access; the roll-out of equipment and facilities for all disability inclusion to all mainstream schools; the qualifications upgrading for teachers and principals; full ICT roll-out to all primary and JSS schools of pre-loaded tablets, solar power and increased connectivity; WASH facilities for all children; and the institutional development of KTC to fulfil its potential roles in sustaining teacher development, including through English language.

Australia will help further these agendas through related policy dialogue and through the development and encouragement of donor activity that aligns with the ESSP and KEIP.

⁴³ In GoK planning, the Kiribati Education Sector Strategic Plan (ESSP) is intended to reflect and support the priority objectives of the GoK Development Plan's Key (KDP), Performance Area 1: Human Resources Development. The KDP for 2016-19 is still being finalised, but is being informed by the 2016-19 Education Sector Strategic Plan (ESSP), which is also currently in draft form.

9 Government reform priorities: the 2016-19 ESSP and KEIP Phase III alignment

The 2016-19 ESSP emphasises education as “a critical preparation for life beyond school for all I-Kiribati young people”.⁴⁴ As the priorities for education, it identifies the two core areas that will determine success for students.

The first is ***to bring a strategic imperative to literacy, numeracy, and English acquisition***, as the basis for young people who are leaving the school system to go on to acquire internationally recognised knowledge, attributes, skills and employability. There is a particular stress on the importance of English acquisition. Goal strategies include accelerating transition to English in Years 4, 5 and 6.

The second priority singled out is encouragement of **accelerated strengthening of pathways to tertiary, vocational education and employment-focused skills acquisition**. With this priority the ESSP has included post basic education in its scope, thereby becoming a full sector plan. The priority is also highly relevant to basic education. The existing structure does not provide a pathway through to any form of training or tertiary study alternatives for the majority of JSS graduates.⁴⁵

As stated earlier, the ESSP 2016-2019 is concerned with improved governance and management of education in areas that are crucial to sustainability of the reforms. The first ESSP goal relates to strengthened policy leadership, focusing on more effective use of monitoring data (Goal 1). Improved management of the needs of schools is another priority (Goal 5).

Goal 9 is for strengthened collaboration of stakeholders through the EPiK. In the ESSP, EPiK is given definition as a platform for support of the sector plan by the education development partners. This definition includes strengthening the specification of partnership activities, such as overseeing activity design, joint monitoring of progress and identifying alternate sources of funding.

10 Lessons learned

The following lessons have been learned through supporting the MOE in the implementation of KEIP Phases I and II, from learning from other education programs across the Pacific, and also from the international research.

10.1 Lessons for learning

The lessons most relevant to improving student outcomes relate to the issues of students' learning in a second language.

International reports and research make it clear that enabling students to learn in English is an enormously challenging undertaking, when it is not their first language, when teachers do not speak it well and when it is not in common use in the environment.⁴⁶ These constraining factors describe the situation as it exists in Kiribati. The lessons drawn from successful international practice are that high levels of resourcing are necessary, and that these resources have to target specific, critical stages in the trajectory to learning and language proficiency.

⁴⁴ Kiribati Education Sector Strategic Plan 2016-2019 (draft), p.1

⁴⁵ This recognition was featured in Ministry consultations in April 2015, preparatory to the formulation of the ESSP.

⁴⁶ Agatha van Ginkel, SIL International. Transitions: Presentation Accessed 6 November 2015
<http://www.mlenetwork.org/sites/default/files/All%20Children%20Reading%20-%20Transition.pdf>

With the majority of instruction in English starting from Year 5, Kiribati's language policy is a relatively early exit model from learning in children's first language. Early exit is associated with less success for mastery of English in later years than for a later exit. For language acquisition to succeed, the international evidence suggests that particular sequences and provisions are vital. The first need is to ensure that young children are orally fluent in their own language in the early grades. This facilitates comprehension and use of language for a later transfer to a second language.

Secondly, students need to know the language that they are to learn in, before they start learning in it. The figure of 95% of the vocabulary of a passage known is frequently cited as the measure of the vocabulary knowledge necessary for comprehension. Research from African countries for example suggests that for reading school books at around Year 5 level, a vocabulary of around 3,000-5,000 words is necessary.⁴⁷

Thirdly, the years of bridging to English are the most critical years. Teachers handling the transition to English (in Kiribati in Year 4) need to know English well and also have the ESL skills to understand and teach it as a second language. This is necessary to facilitate transfer of the skills that students use to learn to read in their own language, to reading in the second language. Both of these points have implications for the curricular preparation of children over the bridging years.

Fourthly, language skills (vocabulary, syntax, text structures) are necessary to understand subject content. That means that literacy and language learning need to be explicitly addressed in teaching at higher years, right through to the end of JSS.

All of these lessons provide indications for strengthening the curriculum for language learning, both for Te-Kiribati and for English, throughout the new basic education curriculum. If there is evidence that existing changes have not made enough difference to outcomes, then early adjustments can be made in KEIP Phase III.

A particular challenge that Kiribati has faced in students' successful mastery of English is the teachers' own low English proficiency and their ability to deliver instruction in the language. There have been important lessons learned from previous, large investments in raising teachers' proficiency (the Kiribati English Language Program (KELP) program during KEIP Phase II and the Language Education Pilot Project (LEPP) in 2009). While KELP produced a reasonable pass rate, subsequent testing has shown that language deteriorates quickly if not kept in use. Usage depends on access to resources and communities of speakers. It also depends on the individual's motivation to maintain mastery. Mechanisms for incentivising teachers' maintenance of their own English skills are needed, such as the inclusion of English language competence amongst teacher service standards and for teacher registration. Such a policy would, in turn, imply the need for Kiribati to acquire the required institutional capacity to support language upgrade and for undertaking continuous testing. This expensive testing process has been conducted externally to date.

There is also a role for school leadership in motivating English language usage. Maintaining proficiency is an issue of teacher professionalism and as such should fall within the scope of teacher appraisal by their principals and DEOs. It would also be incumbent on the principal to foster an environment in the school where English language usage is normative and feasible. Principals' own leadership on their staff English capability might be incentivised through its inclusion in the school leadership service standards.

A lesson that Kiribati has already learned is the importance of including the pedagogy of teaching in English in teacher skills. From early in 2015, the KTC-developed TESOL program has been rolled out for Year 4 teachers implementing the curriculum reforms, with the intention of extending the training to higher grades. This program aims at a balance between improving language proficiency and language teaching

⁴⁷ Agatha van Ginkel, SIL International, Transitions.

skills. It will be important to ensure that this program reflects what is known about the importance of academic language acquisition for students' successful learning in English.

Other countries in the Pacific are facing the same problems as Kiribati in this transition (Vanuatu, Solomon Islands), as the Year 6 PILNA literacy results indicate. Enabling the sharing of successful strategies and lessons learned would be a support to GoK in refining its language, curriculum and teacher policies. An important lesson from KEIP Phase II is that knowledge building around program components was underdeveloped, leaving assumptions about central initiatives untested.

Finally, in view of the lessons about early exit from learning in children's own language from international experience in contexts similar to Kiribati, it should be noted that the ESSP leaves open the possibility of a revision to the language policy in relation to time allocations for Te-Kiribati and English.⁴⁸ It does not indicate in which direction the allocations might be revised — whether for longer or shorter Te-Kiribati exposure.

Any development of language policy in the direction of revisions should be prepared to take advantage of a lengthier exposure to Te-Kiribati — and guard against shortening it— on the grounds that with strong English teachers in place in higher grades, late exit (for example, Year 6) is the best route to students' gaining their English mastery.

10.2 Lessons for leadership

Both the 2016-19 ESSP and the 2015 Education Sector Review stress the need for executive leadership in the Ministry to frame and sustain the reform process. The current 2011-15 ESSP was not supported by an expenditure framework and the MoE divisions did not plan to its performance framework. The KEIP Independent Evaluation found that "for MoE, the ESSP, and its associated Monitoring and Evaluation Framework (MEF), are viewed more as passive documents rather than active tools."⁴⁹ One of the reasons the Inclusive Education policy has not been operationalised is because there was no accountability for it against an expenditure framework for the ESSP. Without a change, this lack of financial expenditure planning against specific goals may well continue into the ESSP 2016-2019. An expenditure framework for the ESSP 2016-2019 is necessary for identifying GoK's priorities for its financing of ESSP; this would motivate MoE expenditure efficiencies, and would set a basis for negotiating additional financing from other partners.

As KEIP Phase III is supporting much of the agenda of the ESSP, it would be timely to develop the role of the EPiK to support this reform agenda. While the fact that Australia is the only major donor in basic education in Kiribati reduces the significance of the EPiK as a donor forum, its cross-governmental membership and community representation make it an invaluable forum for developing shared and coordinated priorities and for policy advocacy. In regard to other agencies, strengthened partnership through the EPiK platform for the implementation of the ESSP may result in a more purposeful collaboration of DFAT with UNICEF and UNESCO around sectoral areas of common interest in KEIP, such as Education Management Information System (EMIS) development, including electronic data collection, data based policy analysis; and joined-up approaches to early learning and health initiatives in schools.

Lessons from the progress made in the organisational development of MoE during 2012-14 indicate that the role of the Education Sector Planning Adviser (ESPA) is also of central importance to supporting and strengthening MoE strategic planning and management, as well as to the MoE relationship with EPiK as an instrument of accountable governance. The MoE senior management team has ongoing need for capacity strengthening, including through mentoring and embedded collaboration. The ESPA support complements the professional development and technical assistance support provided to the MoE leadership under the KEIP program.

⁴⁸ Kiribati Education Sector Strategic Plan 2016-19 (draft), Goal 2 Strategy, p. 16

⁴⁹ DFAT 2014. KEIP Phase II Independent Evaluation, p.38

10.3 Lessons for sustainability

A lesson especially relevant to KEIP Phase III is the issue of the weight of technical assistance (TA) and the importance of knowledge transfer. As with other programs attempting the transformation of teaching and learning in the Pacific, KEIP to date has been heavy with applying TA. Its quality of TA and approach was recognised by the KEIP Independent Evaluation as one of the reasons for the success of the implementation of the teaching and learning reforms. But the Evaluation also found evidence that some units in the Ministry had felt overwhelmed by the TA and wanted more control by the Ministry in its focus and deployment.⁵⁰

The proposed support to JSS will include major reform of an untouched sub-sector within a shortened space of time. Ways of increasing ownership, while mitigating loss of control by the Ministry, should be a priority in the management of TA in the intervention. Over KEIP Phase II, the importance of including a wider group of stakeholders in the engine room of curriculum change was recognised, and advisers have advocated for more inclusion of stakeholders such as teachers and principals, who bear the brunt of change.⁵¹ An inclusion of new talent from skilled teachers and principals also makes possible a more distributed approach to the labour of curriculum change, being in itself an excellent form of professional development and knowledge transfer.

As this is the final phase of KEIP, capacity building for sustainable leadership of the reforms should be made an explicit function of external technical assistance. Consideration should also be given to the future capacity of the institution which houses Kiribati's resources for teacher development — the Kiribati Teachers College (KTC). This includes opportunities to increase mentoring, through internal support within KEIP, and through scholarship support outside it. This will focus on developing technical leadership in the widening number of specific skills required for teacher development in the reformed context.

10.4 Lessons for community engagement

An important lesson learned is the disequilibrium between technical support of teaching and learning reform and support of school communities to ensure that reforms are implemented.⁵² In addition to the technical resourcing of school leadership for their implementation, there is need for outreach to communities on the rationale of these reforms. Relative inattention to the school communities has slowed down the understanding of non-participation in schooling. The positive reception of the reforms by school communities is also vital in the case of the language policy adoption of mother tongue in the first grades, which continues to be a source of confusion in some communities.

In KEIP Phase III there remains the imperative to develop communities' understanding of the purpose of JSS reforms, the Inclusive Education policy in regard to disability inclusion, and also the School Wellbeing policy in relation to encouraging respectful gender relationships. In the JSS curriculum reform, leadership from the community — including community-based NGOs such as *Live and Learn* — will be indispensable for giving shape and impetus for an applied curriculum integrated with the improvement of the communities' quality of life. Equally, engagement of leaders from Kiribati's Disabled People's Organisation will be indispensable to engaging grassroots support for educational provision for children with disabilities.

⁵⁰ DFAT 2014. KEIP Phase II Independent Evaluation

⁵¹ Kiribati Concept Note Mission discussions, June 2015

⁵² DFAT 2014. KEIP Phase II Independent Evaluation

11 Rationale for Australia's engagement

Education is a key priority in Australia's *Aid Investment Plan* for Kiribati for 2015/16–2018/19, which recognises Australia's critical interest in supporting Kiribati to improve its economic prospects and its social resilience. Australia has committed to continuing to work with the GoK to build a better educated and more skilled population, and to increase labour mobility. The Aid Investment Plan includes performance benchmarks to:

- Improve enrolment and retention rates for girls and boys (including for those with a disability) from Primary through to the end of Junior Secondary School; and
- Increase the number of female and male I-Kiribati supported to access domestic, regional and international employment opportunities.

The proposed support under KEIP Phase III also aligns with priorities set out in the *Strategy for Australia's aid investments in education 2015-2020*. As with the *Strategy*, its substantive focus is on learning improvement. Key strategies in this design are for systems support, policy dialogue and developing capacity for knowledge-informed policy making.⁵³ Having originally been developed alongside Australia's strategic thinking for education in the Pacific, KEIP remains very close to the *Pacific Education and Skills Development Agenda* (PESDA). This includes a focus on developing skills from the start of education, and on strategies to maintain them.⁵⁴

Australia's ongoing investment in improving the quality of basic education for all in Kiribati will continue to complement other targeted investments in Kiribati's human resources, such as the Kiribati Technical and Vocational Education and Training Sector Strengthening Program, the Australia-Pacific Technical College, Australia Awards Scholarships, Australian Volunteers for International Development; a new pilot program for workers from Pacific Microstates; and initiatives to help improve access to the Seasonal Worker Program.

As Kiribati's major international development partner, with close relationships and offering potential for employment opportunities, Australia is in a unique and valued position. It can assist the GoK realise its strategy for developing the potential of its young women and men, in order to better promote growth and poverty reduction.

Australia is the only major donor in basic education and investments in the sector dates back to 1998. The partnership with the MoE is strong, and Australia's support is highly valued by the GoK. This long-term partnership has shown positive results already, and the GoK's own commitment to improving the quality of education is clear. The proportion of the total GoK annual budget allocated to education has increased steadily to 17.4% in 2015 (AUD \$20.3 million), which is comparable to other countries in the region. During the current KEIP Phase II, the MoE has demonstrated the organisational capacity to carry forward complex and wide-reaching curricular, teaching and school reforms.

There is still much more to do in the basic education sector. The MoE has developed a comprehensive and ambitious ESSP for 2016-19, which expresses continuing commitment to providing "basic education of quality for all, regardless of gender, wealth, location, language or ethnic origin," as per Millennium Development Goal 2 and the commitments of the regional Forum Pacific Education Development Framework (PEDF). The passage of the Inclusive Education Policy attests to the MoE's commitment to promoting and modelling equity and social inclusion.

Australia's prioritisation of equity enables it to help the GoK develop educational opportunity inclusively, particularly in relation to disability inclusion and gender. In line with *Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia's aid program*, Australia can help

⁵³ DFAT, 2015. *Strategy for Australia's aid investments in education 2015-20*, pp. 9-12.

⁵⁴ Pacific Education and skills Development Agenda. 2011.

the GoK implement its Inclusive Education Policy by enabling children with disabilities to learn in mainstream classrooms through strategies adapted for the Kiribati context. Australia has already laid some of the base in the specialist support it has provided through Australian Volunteers for International Development (AVID). Important work has been done for the adaptation of the curriculum to include standards of attainment accessible by children with disabilities. In its support for the Centre and School for Children with Special Needs, Australia has helped make potentially available to the Ministry and island communities a cadre of specialist teachers and facilities to draw on, in the roll-out of the Inclusion Policy.

Through KEIP Phase III, Australia can also help promote gender equality and counter gender-based violence. DFAT has insights into contextually relevant approaches to improving outcomes for women and girls through the initiative for *Pacific Women Shaping Pacific Development*, which stresses the role to be played by education.⁵⁵ Australia can assist the further development of Kiribati's School Wellbeing program and contribute to making the Junior Secondary School a site in which Kiribati's adolescents develop the self-worth and agency that underpin respectful gender relationships in life and in work.

KEIP will take advantage of Australia's regional and country engagements in the Pacific for increasing the engagement of Kiribati's leaders with regional efforts to improve education. Most important among these are several investments for improving data collection and regional performance against benchmarks. The Forum of Education Ministers' Meeting (FedMM) has supported the regional Pacific Islands Literacy and Numeracy Assessment (PILNA) and the publication of regional results. This development provides for comparison of performance against Pacific averages and a basis for regional impetus for their improvement. Australia is supporting the Australian Centre for Education Research (ACER) to improve the capacity of the administering agency, the *Education Quality and Assessment Program*—EQAP (formerly SPBEA) to develop future assessments which can extract more diagnostic information from testing.

As a complement to the existing Education Management Information System (EMIS), the Facility program run by the SPC, Australia is supporting UNESCO's Institute of Statistics to improve the assessment of data systems and processes in Pacific countries. This includes Kiribati, through the provision of rapid web-based self-assessments and targeted support that is available to a selection of Pacific countries on demand to address weaknesses in their individual data systems.

Australia has also subscribed to a Pacific application of the World Bank's *Systems Approach for Better Education Results* (SABER). This is a set of diagnostic tools that countries can use to investigate the adequacy of policy frameworks—highly relevant when Ministries are embarking on sectoral development or reform. The experience of this audit in relation to ongoing teacher development and management in the Solomon Islands and Samoa in particular would be particularly valuable in working for the sustainability of Kiribati's teacher improvement.

Similar bilateral experiences are invaluable. Kiribati, Vanuatu and the Solomon Islands are all engaged in learning improvement reforms featuring pioneering language of instruction changes and teacher skilling. Fiji's Access to Quality Education Program (AQEP) success in disability inclusion is recommended by CBM Nossal for study by Kiribati's education leaders.

11.1 Interactions with other development partners and the private sector

Other development partners engage with the MoE through the EPiK process and alignment with the ESSP is a foundation point. In addition to the existing donors there is potential for other stakeholders to engage collaboratively with the KEIP Phase III agenda, including the private sector.

⁵⁵ DFAT 2012. *Pacific Women Shaping Pacific Development Delivery Strategy*

The KEF Team Leader will jointly monitor opportunities for this form of private sector engagement, in liaison with MoE's PPD Director and through other relevant MoE senior staff. Several existing and potential stakeholder relationships and possibilities are described below.

UNICEF will take the lead in supporting the ESSP in its early childhood education agenda, which if realised, will enhance children's cognitive capacity and learning outcomes. The opportunity exists for KEIP to contribute knowledge accumulated from the early grades sector to that work. In addition UNICEF's WASH program, if extended beyond South Tarawa, may improve learning outcomes by reducing absenteeism due to sickness from poor hygiene practices.

UNESCO support for data improvement has already been noted.

The **Government of Taiwan** has made a significant impact on access by the provision of trucks and other support on the islands to facilitate transporting children to the school. It may be a potential supporter of Kiribati's school refurbishment and infrastructure agenda, as it has contributed in this area in the past.

The **Government of New Zealand** contributed to the KEIP school infrastructure rehabilitation program in 2015, under a Delegated Cooperation Agreement with DFAT.

The **German International Cooperation Agency (GIZ)** together with SPC has been supporting the 'Coping with Climate change in the Pacific Islands Region' (CCCPIR) program which aims to strengthen the capacities of Pacific member countries and regional organisations to cope with the impacts of climate change. GIZ has been providing support to the MoE through curriculum development and teacher training on Climate Change and Disaster Risk Management.

ANZ Kiribati is prepared to engage with the MoE through the delivery of short "money management" training, a group training program especially designed for adolescents. The course, delivered to students in their schools by qualified ANZ staff, would emphasis personal goals to encourage girls and boys to better understand the benefits and ways to save money and achieve their personal ambitions.

Live and Learn is a local NGO that works with communities and individuals, to increase their income generation opportunities through productive approaches to market gardening and pig husbandry and to benefit from own grown produce for a healthier lifestyle. This holistic approach to individual potential and wellbeing is already being delivered in faith based Senior Secondary Schools and has relevance to improving the skills, wellbeing and opportunities of school leavers.

Perhaps the development partners able to make the largest impact on improving learning conditions are those associated with accelerating Kiribati's internet connectivity and facilitating the usage of electronic-based learning resources. Since the opening of telecommunications to the private sector, the **World Bank** will potentially support increased access to internet and ICT options across Kiribati. **Tenicom**, a local company owned by the Moel family, is considering the viability of establishing internet "hot Spots" around Kiribati, including in the outer islands. Should they be successful, there may be options for working with Tenicom to provide alternative sources of information and learning materials for use in the classrooms.

While KEIP is envisaging pre-loaded tablets as a strategy for giving teachers and students adequate access to learning resources, these will require access to electricity supplies for sustained usage. KEIP Phase III piloting of tablet utility will be at schools where a power supply is assured. For those schools with little or no power, there are two potential sources of assistance for the MoE. The Japan International Cooperation Agency (**JICA**) is supporting solar panels to increase access to power and to promote self-sufficiency on the remote islands. There may also be future opportunities where JICA could become more involved in support of solar panels to schools in island communities.

The Green Climate Fund is a source of support for many countries, used for activities and action that will support both mitigation and adaptation. There may be opportunities to support MoE in making a submission - through the Ministry of Finance and Economic Development – for additional funding under the Green Climate Fund, including for solar powered sources of electricity for schools and classrooms.

11.2 Innovative approaches

Where possible, innovative approaches and using the most cost effective strategies will be applied to maximise the education reform effectiveness and support the delivery of a quality education in schools and classrooms across Kiribati.

One such innovation proposed is the piloting and monitoring of pre-loaded tablets in the classroom, while evaluating their impact on teaching, learning and results. These low-cost tablets can be loaded with subject text, learning materials, supplementary materials and information / series that are delivered in English. The use of tablets has the potential to reduce the cost of printing text and materials, to greatly expand the learning resources available, to aid teacher and student learning and retention of English language, as well as enable a degree of self-paced learning. The pilot will be rigorously evaluated as part of any decision to recommend scaling up tablet use in classrooms and in schools. The pilot will also include children with disabilities, to explore how the tablet platform could particularly assist children with learning related disabilities.

Another innovation attributable to the KEIP program is the school classroom Kitset. The KitSet design will continue to be used for the school building program, providing secure cost-effective structures and local employment. One of the breakthroughs of KEIP Phase II was the design and development of the Kitset form of classroom layout and construction, leading to an agreement on the structural and architectural form of building that would meet the GoK regulatory, school community and classroom needs, in a cost-effective way. The KitSet involves importing materials to Kiribati, where the prefabricated sections of the school are then assembled locally and subsequently transported to the school site. The materials used, and the design, well suits the Kiribati environment and provides a structurally sound, airy, well-lit and secure environment. The KitSet schools are elevated from the ground, so that they are less susceptible to flooding. The concrete foundations and lack of contact between the wooden elements and the ground means far less damage and rotting of foundations.

Teacher development and qualifications are also areas that will require innovative approaches and solutions. These are within the policy mandate of the MoE and any suggestions made would require policy change. During the design, conversations were held on strengthening incentives for teacher professional development (PD), including their acquisition of language content and their building and retaining of English language skills. One approach to teacher PD would be to link the maintenance of learning gained to a Kiribati teacher registration system. As an example, a level of proficiency for English language could be a requirement of teacher registration / registration renewal.

A second policy to teacher PD could be introducing a new Diploma course that incorporates (and provides credit for) the MOE in-service courses and training provided. Together with additional core subjects, the in-service activities could be packaged as an accredited Diploma. While professional development content would be available to all teachers as part of the curriculum roll-out, acquiring a qualification upgrade through additional work could be an additional incentive for the individual. Given teacher salary increase follows qualification upgrade, this may be an appropriate mechanism and incentive for teachers to improve their professional knowledge and skills.

Investment description

12 Logic and Expected Outcomes

The program logic identifies how KEIP Phase III will create the sequence of change. A diagrammatic representation (Annex 3) shows how the program's outputs will culminate in a hierarchy of outcomes to achieve the End-of-Program Outcomes. The logic, therefore, reflects the rationale of the program, forms the basis for activity planning and resource allocation, and is the foundation for the design of the program's monitoring and evaluation framework.

Although the MoE has been fully involved in the development of the IDD, details of the program logic, the implementation scheduling and the resourcing are yet to be fully workshopped with MoE senior staff. This would form part of confirming the approach and formulating the required activities for the four years of KEIP Phase III.

A MoE and Adviser workshop will be held in quarter one 2016, in order to build on existing stakeholder ownership, to identify any theory gaps that need addressing and to jointly formulate the sequence of activities in detail for 2016 and progressively set the direction until 2019. Key stakeholders who should attend include the Ministry Executive Management, Heads of Departments, Activity Managers, KIT leadership, UNICEF, UNESCO and KEIP Phase III Advisors. The workshop output will include a short report explaining any further enhancements to the Logic and the Monitoring and Evaluation Framework (MEF), and contributions to the Annual Planning of KEIP Phase III activities.

It will be important also to consider the focus and sequence of the program monitoring to ensure important performance information is available to MoE, collected from reliable sources, and used in order to inform key decision-points and program reporting.

KEIP Phase III has been designed to align with the ESSP 2016-2019, which represents the Ministry's contribution to the Government of Kiribati's priority in the draft Kiribati Development Plan (2016–2019) performance area of Human Resources Development. KEIP Phase III is therefore supporting the GoK's global commitments to Millennium Development Goal 2 (better and more equitable education); the six Education For All (EFA) goals; and the Forum Pacific Education Development Framework (PEDF) objective "to ensure basic education of quality for all, regardless of gender, wealth, location, language or ethnic origin".

KEIP Phase III will support MoE address its key development objective of improving the knowledge, skills, choices and opportunities of i-Kiribati girls and boys.

KEIP Phase III will contribute directly to this objective via the following **seven of the draft ESSP 2016-19** goals:

1. Strengthen the Ministry's leadership and policy management capability
2. Develop a committed, competent and effective education work force
3. Establish the skills and capability to progress to a productive future for all students leaving the school system
4. Provide a conducive learning environment in Kiribati schools
5. Ensure Ministry support services efficiently match the needs of schools
6. Effective implementation of the Inclusive Education Policy
9. Strengthen the commitment and collaboration of stakeholders vital to delivery of ESSP goals and strategies

KEIP Phase III will also contribute indirectly to ESSP goal 7 (Establish an enabling legal environment for the development of the Kiribati Education Sector) and goal 8 (Foster the development of early childhood

education) through sharing technical knowledge for developments in these areas that help support the achievement of the outcomes of KEIP Phase III.

Working with MoE, KEIP Phase III will achieve the following key outcomes.

End of Program Outcome One: Improved learning outcomes for basic education for I-Kiribati girls and boys, including children with a disability.

- Intermediate Outcome 1: Reformed curriculum that supports improved student knowledge, skills, engagement and self-development
- Intermediate Outcome 2: More children learning in conducive environments
- Intermediate Outcome 3: Improved access for girls and boys, including children with a disability
- Intermediate Outcome 4: Improved participation for girls and boys, including children with a disability
- Intermediate Outcome 5: Improved retention for girls and boys, including children with a disability
- Intermediate Outcome 6: Improved quality of basic education teaching and learning for boys and girls, including children with a disability.

End of Program Outcome Two: The Ministry effectively plans, resources and manages priority sector activities.

- Immediate Outcome 10: Policies, regulations, standards developed that support learning improvement
- Immediate Outcome 11: Activities reflect ESSP priorities and are planned and resourced in advance
- Immediate Outcome 12: Activities are delivered on-time, to quality, within budget
- Immediate Outcome 13: Policy, Planning and Development Unit provides policy relevant evidence
- Immediate Outcome 14: The Ministry effectively manages EPiK including an annual joint ESSP review.

The program logic diagram (see Annex 3) illustrates the relationships behind the theory of change expounded below, and how each element progresses the development of staff and systems towards the KEIP Phase III goal.

13 Theory of Change

The Kiribati Education Improvement Program (Phase I-III) is a critical component of the Ministry's reform of basic education. The program is designed to support achievement of the key sector strategic priorities by providing funding and technical capacity to enable key aspects of the system to be reformed.

The second phase of KEIP provided the foundations of a decentralised and strengthened education system. KEIP Phase III is focused on embedding the previous reforms; extending the reforms into the junior secondary sector; and on ensuring the Ministry has the capacity and capability to sustain the benefits from the KEIP program and to continue to develop the quality of education service delivery.

On-going improvement of the basic education sector requires a long-term and effective approach to sector planning and development. The MoE needs to further develop their capacity to formulate effective policy and to plan strategically so their efforts are focused on sector priorities that will maximise sector performance; and to effectively manage timely cost-effective delivery of the most important activities. Better MoE planning for the use of scarce resources including the imperatives of school rehabilitation and resourcing of teaching and learning would lead to better achievement of the short and medium term learning outcomes required. Value for money could also easily be undermined through insufficient attention to key dependencies. For example, insufficient development of school leader teaching and learning leadership could undermine the continued professional development of school based teachers.

The MoE also needs the capacity to provide and/or access evidence that supports the best possible education policy options, that identifies when initiatives are working and when they are not, and the ability to report against the ESSP. So that all sector stakeholder are aware of system improvements, critical gaps in planning and resourcing, and how they can help the Ministry meet their objectives. These changes require technical assistance and the embedding of effective leadership and management practices

through repeated processes. Central Ministry reforms under KEIP Phase III will provide a foundation for more Ministry autonomy in managing future reforms and for gaining improved sector performance.

Poor educational performance is also predicated on English language difficulties. The education system has been based on English delivery and resources. Teachers with low English language proficiency have struggled to convey to students the key concepts and understandings required for ongoing learning. KEIP Phases I and II have addressed this by reinforcing the need for the early years of primary school to be taught in Te-Kiribati so the children have the foundations they need. Teachers involved in the new curriculum rolled-out to-date have all received English language training. While they have been supported, evidence accumulated during KEIP Phase II that much more support is needed even for these teachers to consolidate their knowledge and skills, as well providing as extension of the English language support and pedagogy to teachers of Years 5-9.

Poor educational performance has also resulted from the MoE having insufficient resources and technical capacity to improve the building blocks of teaching and learning: a quality and relevant curriculum, effective teaching practices, strong school-based management, and the effective monitoring of school performance. The resourcing and technical capacity support under KEIP Phase III will continue to build capacity for teaching and learning and effective school support; and extend the reforms into the junior secondary school system.

Continuous improvement of teaching and learning in the school environment is critical if educational performance is to reach the aspirations of the Government of Kiribati. KTC is the technical repository of effective teaching practice and involved in both pre service and in service teacher training. Strengthening the technical and professional capacity of KTC lecturers will enable the staff to provide specialised teaching professional development for teachers, school leaders and IECs, including in the mastery of English language. Lecturers will be supported by advisors to deliver professional development to teachers, school leaders, and IECs. By this means the quality of the Ministry's own technical capacity and professional development system will be further developed. This support will include assisting KTC in its project of attaining regional accreditation of its courses; and helping MoE to develop a strategic future for the college in the maintenance of independent professional capacity in the sector in Kiribati.

Cooperation and complementarity between KTC and the USP campus in Tarawa will also need to be developed, if the extensive teacher upgrading needs of the Kiribati teaching force are to be met. This applies particularly to teachers from upper primary-JSS who would profit from a degree-level qualification for their subject strengthening (maths, science, English), which USP is qualified to offer. Such a cadre would be valuable assets to the Ministry as subject coordinators/ advanced skills teachers in ongoing peer professional development in the primary sector and JSS subsectors.

A Government of Kiribati proposal seeking support for providing 25 primary teachers with training at the USP has been developed. In the context of subject strengthening this provision would complement KEIP's teacher improvement efforts in an area that lie outside its scope. Ensuing collaboration would also provide an entry point for discussion on credit at the diploma level for participating teachers.

Community involvement in schools is also an important element for fostering a high performing education system at the national and the community levels. Community members need to understand the value of education, what educators and education policies are trying to achieve; and how the community and parents can support children's education and performance. In respect of improved student participation generally in school, the initiatives to strengthen community engagement in Primary Schools under KEIP Phase II appear to have been effective. The challenge will be greater for JSS, as the high schools are less geographically connected with their communities (fewer communities host JSS schools and students generally have to travel further to attend them).

In regard to developing understanding of the need for inclusion of students with disability, the work with communities and parents is still to be completed in KEIP Phase III, in both primary and JSS. This is also the case with optimising the potential of the school system to make a difference to gender relationships through programs of respect and the countering of home and school violence. Technical support and resourcing will be necessary to explore effective community strategies for increasing inclusive participation, and increasing local demand for improved school performance.

Continuation of the school rehabilitation component will address the worst of the school learning environments, as well as those schools with the fastest increasing school enrolments. Only ten of the 94 primary schools have been rehabilitated. All of the remaining 84 primary schools are in poor condition or are local schools made with perishable materials that do not secure the children or school resources from wind, coral dust and rain water damage. Only renovated schools have the furnishings and fixtures that are deemed necessary for a conducive learning environment under the National Infrastructure standards.

During the wet season, when storms are frequent, children often get wet and the classrooms are considered inadequate to provide sufficient protection from falling vegetation, so the children are often sent home.

KEIP Phase III will continue to balance the need for improvements in teaching and learning with the school rehabilitation program by continuing the school rehabilitation component at the same level of financial allocation as under KEIP Phase II.

14 Monitoring and Evaluation

14.1 System Alignment

The KEIP Phase III M&E Framework is intended to be based on the Ministry's own M&E information and reporting system. The Ministry Monitoring and Evaluation Framework (MEF) is concerned with the monitoring of the ESSP. Monitoring of the ESSP is intended to cascade into quarterly departmental operational plan reporting. Source data to support this system comes from KEMIS (annual school and teacher surveys), term-based school reports, DEO school visit reports, and data collected by departments to report specifically against departmental plans. The ESSP 2016-19 was only finalised in early November 2015 and the activities, indicators and data collection systems will be redeveloped between November 2015 and March 2016. In consequence, the MoE has only partial knowledge at this stage of information needs against indicators, and will not know the broader range of data likely to be available through the Ministry's own M&E system until early 2016.

The KEIP Phase III M&E system will use the Ministry's data (and reporting system) where the available information aligns with robust measurement of KEIP Phase III results. Where the information needs between KEIP Phase III and the MoE don't align (but there is mutual agreement on the collection and use of the additional information) KEIP Phase III will assist the Ministry develop these information channels. Where the information will only be used by KEIP (infrequent), separate data collection will be reported through KEIP Activity Managers' six-monthly reports.

The approach to M&E involves a strong focus on using information: fostering the demand-side from the MoE. It will develop data flows and analysis progressively from the supply-side so supply does not out-strip demand. This approach is likely to be the most beneficial as it will foster the cultural change needed in MoE and in the schools to underpin sustained use of performance information within the system, for both decision making and for planning.

The Ministry's use (demand-side) of performance information is currently under-developed, with donors, regional agencies and ad hoc external analysis being the extent of sector reporting. Departmental planning has improved under KEIP Phase II but performance indicators still lack validity and a results-focus. Departmental reporting is not timely, and the link with decision-making needs to be more evident. There is also a need for greater transparency in levels, including through publishing of a MoE Annual Report. The further development of the MoE's management system will occur under KEIP Phase III End-of Program-Outcome Two.

Most Activity Managers (under KEIP Phase II) are in-line MoE staff with dual reporting responsibilities. During quarter one 2016, the KEF M&E Advisor and Team Leader, will work with the MoE to better align the Ministry's departmental and KEIP Activity Manager reporting.

The KEIP Phase II reporting against the KEIP Gender and Disability Strategy has been a separate periodic data collection from outside of the main KEIP data collection process. The integration of the data collection and use of gender and disability progress reporting within Activity and Advisors reporting will ensure a greater focus on gender and social inclusion results. Accordingly, the Gender and Disability Strategy monitoring requirements have been integrated into the KEIP Phase III MEF, with assigned responsibilities to Activity Managers and Advisors (supported by the Gender Advisor).

Sector data quality is a significant on-going issue and an area of limited progress under Phase III. KEMIS data and statistical reporting has been 12-18 months behind schedule under Phase II, with little analysis and no available explanations for data anomalies. The Ministry did not collect data for several of the ESSP 2012-15 indicators and the Ministry has not reported against the ESSP MEF, including as part of considering ESSP 2012-15 review processes.

School reporting, a vital source of information on school improvement planning and progress, and student attendance and performance, is barely operational. Approximately one-third of reports for last year are on-file. DEO school inspection reports are a key part of the Ministry's information on system performance. However, the reports are mostly qualitative and it is not clear whether consistent criteria and standards are being applied. Assessment against the professional standards, a key function of inspections, has been generous; and requires enhanced objectivity, as well as an updating of criteria and standards. The PPD will be supported under KEIP Phase III to provide guidance across the MoE on research, monitoring and evaluation, and reporting. The PPD's capacity development will be supported through the KEIP M&E Advisor (primarily) but it will also be important for all KEIP Advisors and Activity Managers in order to focus on supporting the MoE to improve the availability and use of performance information.

The KEMIS data quality and business systems have not improved under KEIP Phase II, with too much Advisory attention being diverted to providing hardware support. The Secretariat for Pacific Countries (SPC) also has potential to support Education Information Management Systems across the Pacific, including Kiribati. These systems share many of the same characteristics, problems and potential solutions. The SPC has recently taken up a MoE-KEIP invitation to scope and negotiate their potential support to MoE over the next few years. The proposed actions are focused on strengthening KEMIS data quality and the associated staff capacity building in relation to data collection, analysis and reporting.

SPC is well placed to progress this work with MOE, while working in collaboration with KEIP advisers who have broader business knowledge and therefore a better understanding of the relevance of MoE business intelligence.

14.2 Monitoring and Evaluation Focus

The KEIP Phase III program logic and theory of change presents the rationale for the Program for the next four years. It is important for the KEIP Phase III M&E system to focus on the most important change processes to measure rather than collecting information too broadly. The program logic also identifies the biggest gaps in knowledge (assumptions) about success. Taking into account the important change processes and assumptions, the following over-arching evaluation questions have been formulated to guide the focus and development of the Phase III M&E system. To what extent:

1. Are the reforms leading to better learning outcomes in basic education for Kiribati boys and girls, and children with disabilities?
2. Is basic education classroom teaching improving, including for struggling students and those with a disability?
3. Are school leaders making a difference to the teaching and learning in their schools?
4. Are classroom and school strategies to improve mutual respect and interpersonal skills making a difference to the confidence of girls and boys?
5. Is community engagement helping to foster increased access and participation in schools, particularly at key student drop-out points; and particularly in relation to disability?
6. Do computer assisted devices (tablets) lead to better learning and educational management outcomes in a Kiribati school context?

The Monitoring and Evaluation Framework (MEF) is included as Annex 7. The MEF is focused on measuring the achievement of the outcomes, and causal linkages, associated with these six key evaluation questions. Measuring the casual linkages (key causes-and-effects or change processes) is important as this will help indicate if the intention of how change is to occur is in fact happening (e.g. teachers with better English language and teaching skills are getting more significant improvements in learning outcomes).

It is expected that progress towards the broader array of outcomes and outputs (i.e. those not mentioned in the MEF but featuring in the Logic) will be reported on through descriptive analysis by advisors in the six-monthly reports.

14.3 A Focus on Learning Outcomes

The KEIP is about undertaking reforms to create sustained improvements in relevant learning outcomes. It is therefore vital that expected changes in learning outcomes and achievement⁵⁶ are measured at the right time. All the KEIP Phase I-III activities are designed to make a contribution to this, but it is necessary to have measures that reflect when improved learning outcomes are expected. For example, teachers take 2-3 years working with a new curriculum and engaging with their colleagues to develop their competence with the new curriculum. School Improvement Plans (SIP) were introduced with a focus on the physical school environment to help foster community involvement and commitment to the schools. The physical environment is linked to better learning, but the purpose and next step of the SIP process is to increase the focus on pillar one, which relates to raising educational quality.

It will take several more years for SIPs to contribute to effective parent-teacher engagement about children's educational performance. It will take three or four years, coupled with School, IEC, Island Council initiatives, before community engagement in educational performance starts to build.

Given the iterative nature of educational improvement, different measures feature in the MEF, as follow:

Monitoring the effectiveness of the teaching and learning reforms.

A key assumption of the whole KEIP investment has been that the rollout of the reformed curriculum (including language policy) and associated teacher professional development will make the biggest contribution to improved learning outcomes. To test this assumption, early in 2016, **a representative sample of Year 1-2 students will be assessed for the skills expected for reading and numeracy acquisition** at each of these stages. Feedback will enable any adjustments to curricular, training or policy inputs to be made with the aim of reaching levels of performance in both learning areas regarded as regionally attainable by these grade levels.

A simple representative sample will also be conducted in 2016 of performance of Years 7-8 JSS students on standards of regional attainment, with the objective of establishing a baseline against which to compare performance in 2019. The endline survey will be of Years 7-8 in 2019 on regional standards of attainment. The endline results will indicate what difference in learning outcomes has been achieved in the interval of the reforms.

The 2017 STAKI results for Year 4 (the cohort who entered Year 1 in 201) are also expected to indicate whether the KEIP reforms have improved student learning. These students will have experienced the rollout of the reforms from commencement in 2013. While the reforms were still embedding during these

⁵⁶ 'Achievement' refers to national examination results and learning outcomes refers to what is learnt and attained (e.g. benchmarks) in the classroom.

years, a small improvement in STAKi results can be expected compared to the previous (2013) STAKi results (from 2013).⁵⁷

There will be an independent mid-term evaluation of KEIP Phase III in order to appraise system capacity to absorb the rate of JSS reforms, and to begin to plan for a follow-up to the end of the KEIP intervention an independent evaluation will be conducted mid-way through KEIP III. Findings will influence planning, pace and prioritisation for the remainder of the KEIP III program.

Monitoring of learning

The new basic education curriculum caters for regular in-class assessment of student progress to help inform teaching and learning including of the individuals. This information is intended to be reported through school reports at the end of each term so DEOs and Ministry staff can gauge outcomes and performance. This system, while requiring further development, provides a valuable opportunity for monitoring the effectiveness of the reform implementation and particularly the rate of progress over time as the KEIP initiatives are further embedded.

Further development of learning monitoring required is in the area of more standardised assessment, systematic and consistent recording and reporting of results, and higher compliance in submission of school reports and information use) to provide a basis for ESSP and KEIP Phase III monitoring.

Systemic diagnostics and national examinations

National examination results are useful for gauging long-term improvement at the national level and guiding systemic decision making about student performance. The KEIP Phase III includes supporting the MoE to introduce national exams for years 7 and 8, which will complement the end of JSS exam in year 9. The schedule for the introduction of these exams is not currently known but, at best, is likely to involve introducing the exams one year before curriculum rollout. This means that it may be possible to compare the 2012 new entrant cohort performance through years 7 and 8 with the performance of the 2011 new entrant cohort.

However, it is unlikely that observable improvements will be seen because:

- The teachers will still be developing their use of the new curriculum;
- Improvement year on year is unlikely, as national exam results tend to improve over a longer timeframe, and
- The 2011 cohort will have already been exposed to new curriculum while in working multigrade classrooms (e.g. a spill-over effect).

For this reason, significant improvements should not be expected as the 2012 cohort progresses through year 7 and 8. The new curriculum will be introduced for year 9 students in 2020, after the end of KEIP Phase III.

Given the limitations of national exam results and comparisons, the inclusion of progress tracking in this phase, will require the introduction of enhanced school reporting of progress (planned but not embedded under Phase II), analysis and reporting. This is a minimal investment for considerable benefit for early information on how interventions are affecting student progress.

It is also proposed that, from 2016, KEIP Phase III fund the salary costs of two local research assistants to support the MoE in organising and managing information for targeted research, M&E and reporting purposes. Their TOR will reflect their role in gathering data and producing reports on progress made under KEIP, including in literacy and numeracy.

⁵⁷ The STAKi will not be measuring the same cohort so the test results will not take into account differences between the 2013 and the 2017 cohort caused by other factors than the KEIP reforms.

14.4 Further Developments

Joint research has been rolled-out by MoE (governance) and KEIP (design and management) over the last six-months of KEIP Phase II to provide key survey data describing the Kiribati education system - for example, on the extent and reasons for children being out-of-school. The KEIP Phase III MEF makes use of this information in indicator selection and, once the data has been analysed, analysis will be undertaken to formulate baseline data and targets.

As in all complex and evolving reforms, the formulation of targets can be problematic. For the MEF to operate to track and foster KEIP Phase III performance well, it is necessary to include stretch but realistic performance targets. This requires sound knowledge about the expected rate (given resources, starting point and propensity) of behaviour change (e.g. rates and limits of teaching and learning improvement). Reliable statistical estimates about behaviour in schools are not available. As such, the targets have been formed based on Adviser and MoE experience with reform to date in the Kiribati system. They should be considered indicative and the MEF (and PAF) should be updated with DFAT agreement when better information or estimates become available, part of an adaptive approach to continual improvement and the Rolling Annual Planning process.

The KEIP Phase III MEF integrates gender and social inclusion measurement in-line with the Gender and Social Inclusion Strategy. This will be updated when the Strategy is updated and also as the result of lessons learned. The MEF also disaggregates data by gender, disability and island location in most instances. The only time data is not disaggregated is when population sizes would not allow for meaningful percentages to be reported (very small denominators). This is most common for teacher and school leader gender disaggregated statistics where there are very few males.

The costs associated with KEIP M&E are the Ministry's cost of developing their M&E System (rather than the KEF developing it), specifically, MoE's staff costs within the Research Unit. KEF's contribution will be by way of funding Advisor support (M&E Advisor) and (as previously mentioned) the salary costs of two MoE research assistants to work on appropriate research and M&E associated with the ESSP and the KEIP Phase III. Funding for any review missions to monitor the ESSP or KEIP Phase III implementation will be met by the individual organisations, and an allowance for the DFAT contribution to these costs has been included as a lump sum budget line in the KEIP Phase III costing.

15 Australia's investment in KEIP Phase III

Over the next four years 2016-19, KEIP Phase III will support the MoE to achieve its goals for basic education in the ESSP 2016-19.

The goal of KEIP Phase III is Young I-Kiribati finish basic education with skills to contribute to a productive and resilient Kiribati community.

To support the achievement of this goal, KEIP Phase III will focus on the consolidation of the primary reforms already undertaken in 2013-15, their extension into Years 5-6 and the subsequent roll-out of curriculum and teaching and learning reforms to the Junior Secondary system.

15.1 KEIP Phase III Prioritisation

The KEIP has been a major transformation of the educational system and ways of learning, including at the most fundamental level of the language of learning. It is ambitious and has a relatively short time frame for a Year 1-9 scope. In addition, KEIP Phase III will conclude before the JSS reform and curriculum rollout is complete. Australia recognises that ongoing support to the MoE will be necessary to accomplish the sustainable improvement in the JSS sector; and KEIP Phase III envisages an early review of progress against the design, to in order to give time to plan the contours of further support after 2019.

Where the MoE and the reform currently stand, the success of reforms relies on getting the following elements right:

1. MoE's orientation to the effective implementation of the ESSP, the development of evidence-based planning and monitoring, and the SIU's focus on sustainable school, teacher and student learning improvement
2. the adequacy of the early grades foundations
3. the development and maintenance of teachers' proficiency in delivering the curriculum in English
4. the successful transformation of the JSS to an applied curriculum, delivering skills
5. strengthening the instructional leadership of school principals and their capacity for developing inclusive school environments
6. positioning the IEC as the champion of "education for all" in the island communities with a particular responsibility for developing community commitment to the participation of girls and boys with a disability and to the campaign for respectful gender relationships in school communities.

The main targets are therefore the Executive Management Team of MoE, staff of the PPD, SIU and DEOs; and Curriculum Development and Assessment divisions; teachers across basic education, principals and deputy principals, IEC, and staff of the KTC involved on the reform professional development and TESOL training.

The hierarchy of outcomes (end of program, intermediate and immediate) is set out in the program logic diagram at Annex 3. The outcomes are described in detail in the following sections.

15.2 End of Program Outcome 1: Increased learning outcomes for basic education for I-Kiribati girls and boys, including children with a disability

The intermediate outcomes leading to this End of Program Outcome (EOPO) include improvement in learning environments; improved access and participation and retention for all girls and boys including those with a disability; students' skills development through relevant and outcomes-oriented curricula and teaching, including in English; and through the development of young people's self-confidence, agency and capacity for respectful gender relationships.

15.2.1 Intermediate Outcome 1: Reformed curriculum that supports increased student knowledge, skills, engagement, and self-development

KEIP Phase III will see the completion of the primary curriculum reform with the redevelopment of the Year 6 curriculum, the final year of primary year. Care will be taken to promote continuity of approach with the preceding years; and with the following JSS curriculum, through a focus on the acquisition of the literacy, numeracy and English skills necessary for subject learning.

The new curriculum element in KEIP Phase III is the redevelopment of the JSS curriculum. The objective is to make learning at JSS level, which is part of compulsory basic education, accessible and relevant to all. The reform is intended to equip all young people with skills for employment, and for improving lives and livelihoods within Kiribati communities.

The JSS curriculum redevelopment would open pathways from JSS to work, skills or further study. This is not to imply that it would become anything like a pre-vocational curriculum. Knowledge and skills for living and for social capital are outcomes of a general education and are increasingly being seen as the

way preparation for post-school productivity can link equitably with the school sector in isolated and rural contexts where work opportunities are scarce.⁵⁸ The new Education Sustainable Development Goal also emphasises the importance of acquiring lifelong skills as an outcome of a quality primary and secondary education.⁵⁹

Consideration should also be given to preparing students with foundations relevant to the TVET offerings at KIT that could be accessed from JSS—the maths and science to support business and automotive studies, for example. Employability skills—communication, team work, problem solving, planning and organising, initiative and enterprise, self-management, learning and technology—would be part of the assessable curriculum.⁶⁰ The development of personal attributes, also pre-requisite for employability, and the promotion of respectful gender relationships between young people, would be explicit in the curriculum and reinforced through the inclusion in school programs of extra-curricular school activities.

The redevelopment of the JSS curriculum would be accompanied by development of a JSS STAKi assessment at Year 9 linked to the new curriculum in English, Te-Kiribati and maths.

The roll out of the JSS curriculum redevelopment will commence but will not be completed under KEIP Phase III. In addition, more time is needed than KEIP's four years for the MoE to be able to consolidate reform in this area. Australia expects to continue support for education reform in Kiribati beyond the conclusion of KEIP. This likelihood will enable KEIP Phase III to pace the JSS curriculum re-development effectively. To help target the absorptive capacity of those involved in the new approaches, an early review of progress from the baseline should be undertaken, so that planning can be put in place as early as feasible for post-KEIP support for the JSS reforms.

15.2.1.1 Immediate Outcome 1: Year 7-9 curriculum with a broader and applied curriculum focus

With its emphasis on skills and applying knowledge, the reformed JSS curriculum will be a demanding learning curve for JSS teachers. Strong engagement will be needed with JSS teachers who regard this sub-sector as primarily the academic pathway to the next level of education. Technical assistance with this reform should draw on the experience of Kiribati's skilled JSS teachers to promote greater relevance and ownership.

Outputs

OP 1.1 Baseline survey completed of JSS student performance in Year 7, 8 and 9 in Te-Kiribati, English, and Maths

OP 1.2 Review of the JSS curriculum

OP 1.3 Capacity building of curriculum writers for Year 6 and for JSS

OP 1.4 Re-development of the Y6 and JSS curriculum

OP 1.5 Teachers' guides and learning materials developed to support new curriculum

OP 1.6 Development of an appropriate STAKi test for Yr. 9

⁵⁸ UNESCO 2014. Unleashing the Potential: Transforming Technical and Vocational Education and Training

⁵⁹ Sustainable Development Goal 4: Ensure inclusive and quality education for all and promote lifelong learning. Target 4: By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship

⁶⁰ Core Skills for Work Developmental Framework (CSfW)

15.2.2 Intermediate Outcome 2: More children learning in conducive environments

The support to school refurbishment/classroom replacement has been an ongoing priority since commencement of the KEIP program. The key issues include lack of adequate classroom space, providing shelter from the rain, improving personal and materials security, and the supply of basic classroom furniture and learning resources including blackboards, desks and chairs.⁶¹ There is international evidence that physically conducive learning environments improve enrolment, attendance and motivation to learn.

There is a priority list jointly agreed between GoK and Australia for the refurbished or rebuilt schools. This list is used to progressively address the individual school building program, in accordance with MoE approvals and the available budget.

The inclusion of WASH facilities also improves the school environment, especially for girls. Having fresh water and sanitation in the school environment leads to a far healthier environment that reduces sickness as a barrier to access. Participation data from UNICEF's WASH program in Kiribati shows linkages between sanitation-related illness and dropout. Water tanks and piping also improve water security and enable a significant volume of fresh water to be captured and used for school (and potentially community) needs. An allocation via the process of annual planning will be made to provide toilets and water tanks to an agreed quantum of schools which have neither; and which are adjacent to schools undergoing rehabilitation.

A concern identified by the KEIP Independent Evaluation was the lack of lockable cupboards in classrooms for housing the materials that support the new curriculum; and their vulnerability to rapid deterioration and loss. In addition, the Independent Evaluation noted the difficulty that a widespread lack of desks, chairs and blackboards caused children in doing their work, and for the teachers in managing their classes and the learning. These will also be addressed through KEIP Phase III.

Capacity building support will also be provided to the MoE Facilities Management Unit for school and asset maintenance; and for their role of managing construction contracts.

15.2.2.1 Immediate Outcome 2: Rehabilitated schools meet National Infrastructure Standards

DFAT intends to maintain the KEIP school infrastructure budget at its current level. As appropriate, ad hoc support and information can also be provided by KEIP Phase III staff to GoK or DFAT, if there are opportunities to leverage financial assistance for the MoE infrastructure program from other donor sources.

Schools will be built that meet the National Infrastructure Standards, reflect the agreed universal design principles and be sensitive to the local context and environment.

Outputs

OP 2.1 School building and rehabilitation program completed

OP 2.2 Infrastructure for toilet and water tank supply provided to targeted schools

OP 2.3 Secure school cupboards in all schools for storage of learning resources and secure storage of school tablets

⁶¹ DFAT 2014 KEIP Phase II Independent Evaluation, pp.19-20

15.2.2.2 Immediate Outcome 3: Schools maintained by the Facilities Management Unit

KEIP Phase III will also maintain support to the Facilities Management Unit to assess and address the rehabilitation needs across all schools.

Output

OP 3.1 Capacity building of MoE and FMU staff for effective provision for and delivery of school maintenance.

15.2.3 Intermediate Outcome 3: Improved access for boys and girls, including children with a disability

KEIP has three main approaches to improving access: building better knowledge about student participation, supporting the Island Education Coordinators (IECs) to improve the engagement of communities with schools; and the implementation of the Inclusive education policy, particularly in relation to disability inclusion.

As a priority, the MoE and KEIP Phase III will review access improvement strategies, by building on preliminary analytical work to identify the barriers to participation. The IECs will monitor and encourage participation in schooling of boys and girls. They will contribute to knowledge building through an innovation fund provided for this purpose. They will receive capacity building in developing innovative action research for solutions which will provide MoE with options for application in other areas of Kiribati. Sharing of this knowledge building in a national education forum would have the added benefit of raising public interest and deeper engagement in Kiribati basic education.

The Inclusive Education policy recognises the distinctive needs of those with a disability. One of its objectives is "to increase the percentage of students with disabilities in schools by providing appropriate support services".⁶² This refers to the mainstream option as well special school or program provision, community versions of which will be most appropriate on the outer islands. Both the Inclusive Education Policy and the ESSP recognise the responsibility of the MoE to provide the curriculum, resources, teacher training, building and facilities needed for inclusion objectives to be met.

The IECs will play a proactive role in solutions for community based provision of education for children with a disability who cannot be included in mainstream schools on the outer island. In this activity they will work in consultation with Disabled Person's Organisation (DPO) leaders.

The IECs will also have an important role in engaging the community with the curriculum policy reforms that may affect families' motivation for their children's participation. This includes ongoing explication of the value of the language policy in relation to the Te-Kiribati start, and its later benefits for English; the intentions behind the JSS applied curriculum; the new focus of schooling on the whole development of girls and boys and the ways this can benefit community life. This will include gaining the support of the community for MoE's School Wellbeing program and linking this agenda to the GoK's national campaign against gender based violence.

To meet all of these roles it will be necessary to build the capacity of the new IECs by their inclusion in all the different kinds of technical training of teachers and principals in KEIP Phase III. It will also be important to include DPO leaders and trainers in training undergone by IEC in disability inclusion and the School Wellbeing agenda.

⁶² Kiribati Inclusive Education Policy, p.3

15.2.3.1 Immediate Outcome 4: Community engagement in school participation

Key outputs will be capacity development for community engagement and action research. Capacity building will involve community leaders as supporters of basic education.

IEC action research will have a focus on identifying barriers to participation (ill-health, poverty, boys' engagement, adverse attitudes to the schooling of children with disabilities, family and school violence and bullying); and on enablers, such as the effect of local early childhood education provision, and free transport and supplies.

It will have a focus on solutions. In relation to disability it will result in mainstreaming of children with disability or the development of community solutions for children with special needs that cannot be catered for in the local mainstream schools.

Outputs

OP 4.1 PD for IECs, School Leaders and DEOs in effective community engagement.

OP 4.2 IECs supported and resourced to undertake research to improve community engagement in school participation and for children's learning.

OP 4.3 IEC Field reports on community and participation presented in a national education forum

15.2.4 Intermediate Outcome 4: Improved participation in learning for boys and girls, including children with a disability;

15.2.5 Intermediate Outcome 5: Improved retention for boys and girls, including children with a disability; and

15.2.6 Intermediate Outcome 6: Improved quality of basic education teaching and learning for boys and girls, including children with a disability

These three intermediate outcomes have several immediate outcomes and outputs in common, and a focus on students with difficulties in learning. The common element to all three is *all* children learning through conducive curricula, learning environment and teaching, all the way through to the end of JSS.

Learning for all struggling students. Drop out is often an indicator of children failing to learn. In Kiribati children struggling to learn are often given less support than high performers. Classes may be streamed and low performing children grouped together with teachers that do not have the skills to manage their learning. Recently Kiribati has had success in getting many out-of-school children to return. But often schools do not have strategies to cater for students who have fallen behind. Without them, students' re-engagement in school life is likely to be short lived. At a minimum, principals should avoid streaming classes and ensure that students performing at the lower end of the ability scale have access to competent teachers.

KEIP Phase II prepared teachers well for inclusive teaching in respect of the principle of differentiating learning for each child by the practice of regular diagnostic assessment. A further need is a professional development focus on differentiated lesson planning as well, in order to better include children with learning related difficulties. This will benefit every child. It is also an imperative to help the teachers of the many multi-grade classes on the outer islands who do not know how to adapt a lesson for different grades in the one classroom, especially in the new curriculum.⁶³ Differentiated teaching to the needs of each child is the fundamental characteristic of good practice. The maintenance of individual student profiles by the

⁶³ This is a finding of the school case studies in KEIP Phase II's 2015 participation research

school - with the oversight of the school principal - will also reduce the pattern of drop out, where struggling students give up on learning and attending school.

Inclusion of children with disability. The aim of the Kiribati Inclusive Education (IE) Policy is "to ensure that **all** school aged I-Kiribati children have full access to relevant quality education participate in all school activities and have their educational, social, cultural, physical, emotional and spiritual needs met." ⁶⁴ The need to meet the GoK's "emerging commitment" to inclusive education — long intended but yet to be operationalised — is one of the challenges highlighted by the ESSP 2016-19.⁶⁵ As part of supporting the Inclusion Policy, the KEIP Phase III will develop a mainstreaming pilot in a number of schools on the model of the Access to Quality Education Program (AQEP) in Fiji. The pilot will include provision of devices to support the inclusion of children with disabilities contextualised by school need and drawing on local solutions for such support.

Kiribati also already has some quality resources that can facilitate improvement in the learning of children with disability. These improvements include supplementing the primary curriculum for the needs of learning disabled children, undertaken by Australian volunteers in Kiribati. KEIP Phase III will build on this base to support development of primary and JSS curriculum content and standards of attainment achievable by students with learning disabilities, to be developed and recognised by MoE.

The know-how and experience of the NGO *Centre and School for Children with Special Needs* is also a resource for developing teachers' skills for different kinds of disabilities. KEIP Phase III will seek to partner with this NGO for provision of this training.

Developing confident learners. In consultations for the KEIP Phase III design on the skills young i-Kiribati need to be able to compete for off-shore work, a frequent refrain was that i-Kiribati girls and boys tend to lack the confidence that goes with success and achievement. Self-belief plays a great part in capacity and motivation to learn. It is also vital for girls' future capacity to avoid subordinating relationships. It quickly withers in discriminatory, disrespectful or intimidating learning environments.

A whole school approach to empowering young people is central to improving the outcomes of basic education for young i-Kiribati. KEIP Phase III will support all primary and JSS principals to implement and extend the GoK's School Wellbeing policy. There will be a particular emphasis on developing codes of conduct, including for teachers, to eliminate school violence, sexual harassment and bullying; and on the principals' capacity to develop programs for students that foster agency and initiative; and respectful peer relationships, between girls and boys; and between children with and without disabilities. Capacity development for principals would include child protection issues, particularly for inclusion in mentoring teachers in childsafe codes of conduct. Measures for implementation of an expanded School Wellbeing program will be included in School Improvement Plans and monitored and reported on by the DEO and the SIU.

Measures for implementation of an expanded School Wellbeing program will be included in School Improvement Plans and monitored and reported on by the DEO and the SIU.

15.2.6.1 Immediate Outcome 5: Improved teaching and assessment of all struggling students, including children with a disability

This outcome captures all of the aims of KEIP Phase III for equalising the learning opportunities of i-Kiribati children. It is one of the most important outcomes in the program. It complements the curricular focus of other learning outcomes by its focus on the individual needs that children bring with them into the classroom that so condition their ability to learn. The lynchpin in this outcome is the Inclusive Education Strategy. It is interpreted as specifically applying disability inclusion: many outputs underneath it relate to

⁶⁴ Government of Kiribati, Kiribati Inclusive Education Policy, p.2

⁶⁵ Kiribati Education Sector Strategic Plan 2016-19 (draft), p.4

improved understanding and facilitation of disability inclusion on the part of the educational leadership, teachers and schools.

Inclusive education is also more widely interpreted as enabling teachers to encompass all struggling students who risk drop out; and through the development of inclusive school cultures and environments where all girls and boys can flourish.

Outputs

OP 5.1 Development of curriculum standard/s which can be attained by students with learning related difficulties

OP 5.2 PD for school principals, IECs, DEOs and all basic education teachers in the Kiribati's Inclusive Education policy

OP 5.3 PD for school principals, IECs, DEOs and all basic education teachers in inclusive classroom teaching and differentiated planning and assessment

OP 5.4 Expert training for selected teachers working with vision and hearing impaired students completed

OP5.5 MoE leadership study tour of Fiji's AQEP program's for disability inclusion in mainstream schools

OP5.6 Mainstreaming of children with disabilities piloted in schools in South Tarawa.

OP5.7 School Improvement Plans developed to include School Wellbeing measures that are monitored by SIU.

15.2.6.2 Immediate Outcome 6: Year 1-4 teachers continue to improve their teaching and learning with the new curriculum

A key finding of the Independent Evaluation of KEIP was that early grades teacher understanding needs deepening to develop basic literacy, numeracy and reasoning skills. Numeracy received less emphasis than literacy in the 2012-15 Teacher Professional Development (TPD) roll-out; and teachers' needs to understand the numeracy reforms and related teaching strategies are even greater than in literacy.

To see whether foundations for literacy and numeracy have developed since the KEIP Phase II early grades curriculum and pedagogy reforms, a representative sample of Year 1-2 students will be assessed for the skills expected for reading and numeracy acquisition at each of these stages. Any weaknesses which need to be targeted will be addressed through curriculum adjustment; with care taken to maintain consistency with the overall approach to literacy and numeracy adopted in the KEIP Phase II reforms. It will be important that this reading and numeracy assessment is undertaken by assessment experts with a specialisation in early reading and numeracy; given the specific nature and of the component skills for establishing fluency and comprehension by end of the early years.

The priority for professional development will be in the competent teaching of literacy and numeracy; particularly Years 1-3; and for teachers bridging to literacy and numeracy in English in Year 4. Year 3 and 4 teachers who have the vital role of bridging to English will need a strengthened understanding of the specific methodologies associated with transition to English. Their professional development was implemented under greater time pressure in the KEIP Phase II reform implementation than those teaching in early years. Writers and trainers servicing Year 3-4 teachers, responsible for bridging from Te-Kiribati to English should also be included in the strengthening of early years' literacy and numeracy so they too understand the processes of replicating early literacy strategies in bridging to English.

This professional development will be also an opportunity to include ongoing contract teachers in the early years, who because of their contract status missed out on the initial training. There may be significant numbers of such teachers, whose exclusion is inequitable for those children they teach and whose lack of understanding will undermine the quality of the result of the early reforms. An interim finding from the case

studies attached to KEIP Phase II survey research on participation was that as many as 50% of early years teachers in the case schools were contract teachers.⁶⁶

Outputs

OP 6.1 Sample assessment of Years 1-3 literacy and numeracy performance

OP 6.2 Refresher training of KTC trainers, TPD coaches; and curriculum writers responsible for Y 1-4 curriculum

OP 6.3 Revised teacher guidelines

OP 6.4 PD for primary teachers Yrs1-4, head teachers, DEOs and IECs in early year literacy and numeracy

15.2.6.3 Immediate Outcome 7: Year 5-8 teachers with the knowledge and skills to apply the new curriculum

The training for upper primary and JSS teachers will continue the primary sector focus of developing skills outcomes from the core curriculum; particularly to reinforce literacy (subject specific), numeracy, English, communication and reasoning skills. Professional development arrangements will continue the efficient and effective model used in lower primary in KEIP Phase II: delivered by KTC staff and coaches, fortnightly after-school in-service training sessions, with follow-up mentoring to school sites. Pre-tests and mid-line tests will determine the duration of training.

Teacher trainers have a vital role to play in the quality of the professional development. Attainment of the outcome will require strengthening of relevant KTC lecturers in respect of subject pedagogy knowledge.

The targets of PD will be teachers, principals, and deputy principals. DEOs, IECs, and SIU officers will be included in the all the teacher professional development programs to ensure they understand the technical import of the teaching and learning reforms.

Outputs

OP 7.1 Subject pedagogy development; and training in delivering skills-based PD for KTC lecturers and coaches undertaking Year 6 and JSS TPD

OP 7.2 PD of all Year 6 and JSS teachers, principals, DEOs and IECs in the new curriculum

OP 7.3 PD of all principals, DEOs and IECs in 'soft skills' & personal development and life skill programs

15.2.6.4 Immediate Outcome 8: Improved English language teaching skills of Year 3-9 teachers

In line with the MoE's Language Policy, from Year 5 English becomes the dominant language of instruction.⁶⁷ Teaching subject content effectively in English, especially to students with weak English language skills will require a great deal of support.

Both teacher English language proficiency and skills in teaching English as second language are required for teachers to successfully deliver the curriculum in English. The key strategies for improving English

⁶⁶ Interim KEIP Phase II participation survey case study report, 2015.

⁶⁷ Kiribati 2011. National Curriculum and Assessment Policy

language teaching are skilling teachers to deliver the curriculum in English; and developing and sustaining their own English language proficiency.

Training. The Teaching English to Speakers of other Languages (TESOL) program at KTC was developed for the start of 2015 to meet Kiribati teachers' needs in this area; and during 2015 trained Year 4 teachers.

Given the dependence of teachers' effectiveness on this program it will be important to have the TESOL program undergo a quality assurance review from an external source. It is particularly important to ensure that the program is developed in order to support subject learning in English as a second language—that is to say, reflects the methodology of Content and Language Integrated Learning (CLIL) to aid students' grasp of vocabulary and concepts.⁶⁸ Attention should also be paid to the adequacy of its approach to developing teachers' own language proficiency.

The extent of need and the cost of the investment suggest that selection of teachers for this program should be strategic. Teachers bridging from Kiribati to English (Yr 4); and teachers from the curriculum level where the majority of instruction is in English (Years 5-9) should be prioritised. The inclusion of the former is very important because strategies taught in bridging to English will assist students to transfer literacy acquisition skills from Te-Kiribati to English.

Consideration should also be given to selecting teachers with relative proficiency in English in order to get value from the investment. Such teachers could be deployed to subject levels where English comprehension is essential. Activities to provide an initial acceleration—such as intensive delivery of the TESOL training in summer camps to maximise teachers' capacity before term starts—would be useful. Students in Year 4 in 2015/16, where the bridging program started later than anticipated, would also profit from summer camps in English so that their remaining upper primary years prepare them more adequately for the challenges of the academic curriculum delivered in English in JSS.

Resourcing language proficiency development. A wealth of resources is needed to develop learning in English. In order to assist teachers to meet the challenge of successful teaching in English, it is proposed to supply every basic education teacher with a tablet loaded with English resources. This will help to create an English-rich environment among teachers at schools and facilitate a culture of English use among teachers in the school community. Materials chosen and loaded onto these tablets will target and facilitate language development. This includes audio and video exposure to native speakers, inclusion of e-books with embedded glossaries, as well as grammar and dialogue drills for self-testing. Materials are available from (for example) the Commonwealth of Learning (COL) and suitable content will be reviewed by the MOE to align with the Kiribati educational context, and also enable MOE to gain the necessary usage permissions.

Accompanying this resourcing will be an emphasis on the role of school principals in making the school an environment where teachers can become fluent in English. School based and monitored language practice by teachers is more effective than establishing expensive and inaccessible resource centres. Principals, as appraisers and instructional leaders of their staff, have the mandate and the means to normalise English language practice by teachers.

Students equally need access to an abundance of resources for English, but an investment in tablet-assisted learning for students is far larger and more complex. In order to ground any such provision on evidence that effective design can make a difference; and on value for money, it is proposed to pilot student tablet-assisted learning of English to measure the benefits and improvement in teaching and learning.

The development of a tablet to assist students' learning of English in KEIP Phase III will be informed by the extensive literature on such devices, and accelerating global experience with them, particularly for

⁶⁸ Content and Language Integrated Learning (CLIL) is a competence-based teaching approach that teaches both the subject and the language. CLIL encourages the use of curricula which promote the right interpersonal skills, cultural sensitivity and communication and language abilities which are in demand by today's employers.

remote locations.⁶⁹ Amongst the most important lessons for their success are: the quality of design of the materials and pedagogy; contextual relevance; teacher training to integrate tablets in teaching; secure equipment storage; maintenance arrangements and socialisation with the community, with benefits emphasised.⁷⁰

Pre-loaded tablets avoid the safeguard and content problems of connectivity and also those associated with the very limited current internet capability in Kiribati. An efficient and a self-sustaining electricity supply to support usage of such tablets could also be provided through solar panel installation.

The tablet pilot for students will be based in twelve classes across Year 4. This will enable it to link to the new curriculum and target a year in which acquisition of English is critical; including an adequate vocabulary and facility in English comprehension. The pilot schools will include trialling tablets with material and navigational systems adjusted for children with learning related disabilities, as tablets are increasing being seen as a way of helping children with disabilities to learn. The pilot will be designed around a robust evaluation such as a randomised control trial to establish whether this investment will adequately advance student learning in relation to its cost.

If the pilot is successful, the intention is to recommend that MOE seek external funding means to progressively scale up the provision of pre-loaded tablets across the system, for use in all Year 4-9 basic education classrooms. Rigorous proof of the effectiveness of the tablets will also be of significant value to DFAT, as evidence of an innovation with potentially a high applicability to many of its development contexts. For this reason, DFAT's Innovation Fund may also be interested in supporting the tablet scale up, should the pilot indicate that the educational gains are significant in the Kiribati context. The cost of any decision to extend student tablets to every classroom in Kiribati is beyond the budget allocated to KEIP Phase III.

Resourcing institutional capacity for English language education. Local institutional capacity at KTC is needed to take a lead in developing a professional culture of using and maintaining English. This capacity should extend to periodic language proficiency testing. Needs of this kind will require further resourcing of lecturer language capacity at KTC; and access to expanded resources and outreach through improved internet connectivity.

Outside of KEIP, consideration could be given to use of scholarships, fellowships or other means for lecturer up skilling in the area of English as a second language and as a language of instruction.

Outputs

OP 8.1 Review of the TESOL program

OP 8.2 TESOL adjustment completed

OP 8.3 Targeted TESOL training for teachers selected completed

OP 8.4 Evaluation of preloaded tablets (Year 4)

OP 8.5 KTC capacity building for English proficiency testing of teachers' English/TESOL skills

OP 8.6 ICT resourcing of KTC for leadership of English language education

⁶⁹ OECD, 2015. Students learning and computers: Making the Connection; AusAID Education Resource Facility: 2011; One Laptop Per Child in the Pacific; UNESCO Institute of Statistics 2014. Information and Communication Technology in Education in Asia; A comparative analysis of ICT integration; Acer 2010 Evaluation of One Laptop Per Child (OLPC) Trial project in the Solomon Islands

⁷⁰ OECD 2015; Walsh, C., Shrestha, P. and Hedges, C. (forthcoming) 'Mobile phones for professional development and English teaching in Bangladesh', International Journal of Innovation and Learning.

15.2.6.5 Immediate outcome 9: Effective coaching and management of teachers by school leaders

In decentralised settings, Principals who have the capacity to be instructional leaders are usually the only source of ongoing professional improvement for the school based teachers. But during the 2013-15 curriculum and teaching reform roll-out, principals' training in the new curriculum and pedagogy was not integrated with that of the teachers, with the result that they had a less clear grasp of the nature of the teaching and learning reforms; and also on how they could best lead their schools in support of them. The lack of follow up monitoring by principals of their teachers' implementation of the new methodologies may have weakened impacts on teaching and learning.

In addition, the technical capacity of principals in Kiribati is low overall, as indicated by qualification levels. Only 8% of primary head teachers and 30% of JSS principals have teaching diplomas. This creates a challenge for raising capacity to the extent required for instructional leadership of teachers. It will be important for all principals to participate in the entire Teacher Professional Development program alongside teachers so they know how to lead their school staff in the implementation of what has been learnt.

In addition, explicit and specific capacity building is required in how to assist teachers improve their teaching and students' learning. There is much evidence across development environments that principals often lack the educational knowledge and confidence to monitor and mentor teachers; and that this aspect of their work is the least well performed. Modules to coach principals in classroom observation; in the tracking of students' performance on the basis of the fortnightly student assessments; and in processes of objective teacher appraisal are three components of instructional leadership that are within the capacity of school principals to master and implement, regardless of their level of qualification.

DEOs, who are responsible for the formal appraisal of teachers through methodologies that include classroom observation, will also be included in the instructional training, as will IECs to better understand principal and teacher professional accountabilities.

In order to institutionalise these principal duties, the service standards for school leadership should be revised to include them and included in principals' appraisal. Monitoring and reporting on school improvement by the SIU should include these components of principals' leadership.

Outputs

OP 9.1 Support to KTC/SIU for the development of school instructional leadership modules

OP 9.2 Instructional Leadership modules developed by SIU with TA support

OP 9.3 Training of trainers for the delivery of the modules

OP 9.4 Training of school leaders, DEOs and IECs in the leadership modules

OP 9.5 Annual appraisal by school leaders of teachers conducted

OP 9.6 Support to DEOs & SIU to strengthen school monitoring and reporting on school principal, teacher and student performance

15.3 End of Program Outcome 2: Effective and efficient decision making and delivery

Key findings of the KEIP Phase II Independent Evaluation in 2014 influenced the investment choices for the focus of this EOPO area.

One was that the structural reforms of the MoE under KEIP Phase II are a very significant achievement, but the reforms are still vulnerable because of their newness and broad scope.⁷¹ In particular the evidence based planning role of the PPD is critical. The Independent Evaluation found that there was need to improve data coordination, collection and analysis. In addition to the SPC initiatives in EMIS strengthening, opportunities are available for Kiribati's engagement in the UNESCO Institute of Statistics' regional Pacific initiative for support for data improvement and policy analysis. This initiative is being supported in the Pacific by DFAT.

MoE's financial management needs to align allocation and expenditure with the ESSP; and to improve budget execution and financial/budget monitoring and reporting. In 2013, unspent MoE funds were returned to the GoK general revenue, which is an indication of inefficiency and an opportunity cost for both the MoE and the achievement of ESSP goals.

In respect of governance, the Evaluation also found the EPIK forum to be a promising mechanism for coordinated GoK leadership of the reform process with stakeholders and development partners.

The design's approach to strengthening the quality and processes of decision making in the MoE, assumes the continuation of the position of the Education Strategic Planning Adviser (ESPA), reporting directly to the Ministry. The key function of that position would be to support the Executive team and the PPD to resource MoE's focus on operationalising the ESSP and servicing the agenda of the EPIK.

15.3.1.1 Immediate Outcome 10: Policies, regulations and standards that support learning improvement

The development of certain linked policy areas would sustain the learning improvements for which the KEIP Phase III investment is aiming.

Teacher development policy. MoE needs a teacher development policy. The ESSP 2016-2019 and the Sector Analysis both stress the need for a teacher development policy for ongoing support of the quality of Kiribati's education workforce; to address capacity gaps in principals and teachers in response to monitoring; and new skills areas as Kiribati's education sector continues to grow. Such policy would need to be based on accurate workforce planning and deployment, a merit based career structure that incentivises continuous professional development by links to appraisal registration and promotion, identified responsibility within the MoE for management of professional improvement systems, and strategic planning and budgeting for ongoing provision.

In KEIP's final phase supporting such a development would be the most effective way of sustaining the KEIP Phase III investment in teaching and learning improvement.

The institutional future of KTC. A related area requiring policy development is the future role of the KTC in supporting the quality of basic education in Kiribati.

The KTC itself envisages the need for institutional development and is seeking regional accreditation from the SPC's Educational Quality and Assessment Program (EQAP) for its teacher training courses, the Diploma of Education and the Certificate. Regional recognition of KTC's courses raises the profile and status of the KTC commensurate with its role as Kiribati's main provider of teacher development.

⁷¹ DFAT 2014 KEIP Phase II Independent Evaluation, p.7.

There are several reasons for KEIP Phase III to support KTC's institutional development. One is the need for independent quality assurance of its key course offerings. A second is the importance of attaching leadership in English for education to the institution, if Kiribati is to succeed in changing teacher culture in the use of English. A third is the need for institutional capacity development (personnel and resources) that KTC's multiple roles require if it is to sustain ongoing teacher development with quality after the end of KEIP Phase III, and become the MoE's key resource for educational expertise.

KEIP Phase III has an immediate need for this capacity development of KTC. Present staff and facilities are overstretched and there are significant qualifications and sectoral expertise gaps in its workforce. This will become an issue when it takes on the added responsibility for the quality of JSS teaching and learning. In addition, the ESSP has in mind developing into other specialisations, such as early childhood educators.

The accreditation process offers opportunities for incentivising teachers to seek further professional development. Part of the process of accreditation could be the innovative development of an in-service diploma out of the combined TPD and TESOL offerings that the KTC is providing to sections of the teacher workforce. Advanced standing in an in-service diploma for participation in these courses would provide motivation to teachers to progress their own proficiency by the further study units required of a diploma.

Accredited courses such as the Diploma would enable KTC to enter into partnership with other tertiary institutions (e.g. USP's Kiribati campus) for augmenting the subject offerings available. This concept of pathways and credits links directly with the proposed NZ funding for 25 teachers to be provided with a scholarship to USP to complete a degree qualification. The engagement of USP in Kiribati teacher training provides a strong entry point for discussion with KTC on how best to develop pathways and credit, so that more teachers are provided with opportunities to gain an accredited award.

Incentivising quality improvement. The KEIP Phase III investments in capacity building need to be balanced by incentives to behaviour change. Performance improvement is a shared responsibility of MoE and its staff. Policies that incentivise performance should be developed in areas that are vital to the success of the KEIP strategy: English language investment and teachers and principals' implementation of the reforms in their schools. Examples of relevant incentives for teachers would be renewable teacher registration contingent on the individuals meeting teacher standards including in English language and TESOL.

For principals it would be routine publication of reporting on improvements in school performance on the criteria of inclusion, learning and participation improvement, and school environments that supported GoK's School Wellbeing Program.

Outputs

OP 10.1 Facilities and technical support provided for KTC institutional development

OP 10.2 MoE teacher development policy completed

OP 10.3 Policy/regulation on teacher registration renewal contingent on teacher competency including English language proficiency

OP 10.4 Publication in MoE's annual report of improvements in school performance in disability inclusion, participation, learning and school Wellbeing

15.3.1.2 Immediate Outcome 11: Activities reflect ESSP priorities, and are planned & resourced in advance; and

15.3.1.3 Immediate Outcome 12: Activities are delivered on-time, to quality, within budget

These two outcomes share the same outputs.

Sector management aligned with the sector plan requires a cycle of planning and budgeting, timely monitoring of implementation, and adjustment for subsequent planning. Under KEIP Phase III, MoE needs to develop its capacity for planning, budgeting monitoring and reporting, supported by quality and timely

performance information. This applies to planning at the sectoral level for effective implementation of the ESSP; and planning at the operational level for results driven service delivery.

Effective implementation of the ESSP. There are two major gaps in MoE's planning around the implementation of the ESSP. One is no expenditure framework for the ESSP against which to identify priorities and gaps and to allocate funding. Such a framework would also encourage MoE to be pro-active in seeking support from other possible backers for some of MoE's ESSP core priorities, for example, from the Green Climate Fund for extending funding for solar panels for island schools; or from the World Bank for funding for public private partnerships to extend internet connectivity to schools.

A prerequisite for developing an expenditure framework is completion of Workforce Planning for 2016-19. This plan has been underway since 2015 and is indispensable for informing the MoE on present and future workforce needs. As the salaries expenditure constitutes 70% of education expenditure it is impossible to rank and sequence priorities in the ESSP without having accurate data on the education workforce and projections.

A second major gap is that there is no annual report of progress to be able to identify performance and thereby address gaps. The PPD's core business is to develop the Ministry's annual plan that operationalises the ESSP agenda. This includes coordinating and integrating divisional planning, also aligned, and evaluating progress against the ESSP and disseminating the report to stakeholders.

Divisional effectiveness in planning and use of data. In KEIP Phase III besides the PPD two other divisions are targeted for improved results based planning: the School Improvement Unit (SIU); and the Deputy Secretary's Division (Accounts).

Results-based operational planning, monitoring and reporting are critical for the SIU. Within the MoE structure, the SIU has a mandate to support the development of leadership, administration, teaching and learning within schools. The SIU collects information and data to monitor delivery and outcomes, as well as for use in MoE decision making.

The effectiveness of the SIU is indispensable to reforms being sustained in schools. The Kiribati school system is small enough for the performance profile of every school to be on the "radar" of officers in the SIU.⁷² However the school monitoring is not yet based on the collection and use of the data from these instruments and activities.

While instruments have been developed to enable the SIU to monitor the extent to which schools are supporting students' learning and participation, the instruments themselves need re-development to be more effective. They need improvement to yield more accurate and diagnostic information on participation (student and teacher absenteeism, drop out and re-entry), principals' and teachers' appraisal data, teaching and learning performance and the inclusion of MoE policy priorities in school improvement plans (Inclusion policy; School Wellbeing agenda).

The collection of school census data and school improvement plans is not yet facilitated or systematised through electronic upload (which can be done without individual school connectivity) and analysis in the SIU. Instruments could be designed to facilitate data collection on tablets which enable error checking, and timely collection by USB from schools for SIU.

To facilitate this efficiency, all primary and JSS schools (principals) will be provided with a tablet to facilitate the collection of administrative data. All school principals, DEOs, IECs and SIU officers, will have training in the application of the improved instruments and in data entry into digital documents. Liaison

⁷² A single training was linked to the development of the MoE Leadership and Management Handbook for Principals and Island Education Coordinators. This manual provides a comprehensive set of instruments for effective School Management Manual includes School Improvement Planning (SIP), teacher appraisal, school reporting and community partnerships

with UNICEF will be undertaken to avoid overlap with UNICEF-supported schools in South Tarawa where tablets are in use for administrative purposes.

The professional capacity of the district education officers (DEOs) to monitor the schools effectively is mixed, particularly in relation to teaching and learning; analysing quantitative data and providing advice back to schools. New DEOs in particular need capacity building.

Systemic usage of learning assessment data in particular is necessary if regular student assessment is to survive at the school level. Without the visible importance of this information to MoE, school principals will not be motivated to run their schools on the basis of tracking student and teacher progress. And assessment itself, the key to inclusive teaching, will not survive long in practice unless the data is collected and used by decision makers.

Finally, bottom-up information from schools should better inform the development and implementation of the SIU divisional plan for improving school outcomes in line with ESSP goals.

Outputs

OP 11/12.1 Executive Management supported to develop an ESSP expenditure framework

OP 11/12.2 PPD and MoE staff coached in planning, implementation and annual reporting on progress against the ESSP

OP 11/12.3 2016-19 Workforce planning completed

OP 11/12.4 Development of a costed strategy for the implementation of the Inclusive Education Strategy, particularly disability inclusion

OP 11/12.5 PPD capacity assessment completed

OP 11/12.6 Technical capacity of SIU staff developed for monitoring of schools

OP 11/12.7 Tablets and USBs provided to school administrators and DEOs for the timely collection and reporting of school performance data

OP 11/12.8 Accounting support for Deputy Secretary's office

OP 11/12.9 FMU supported in planning, budgeting, costing, procurement of school maintenance, asset maintenance and ration provision

15.3.1.4 Immediate Outcome 13: PPD provides policy relevant evidence

It is PPD's role to undertake ongoing sector analysis to advise MoE on policy development. A target of the ESSP for PPD related to these functions is the rationalisation of data systems. Data relevant to the performance of the education system need to flow into the Information Technology and Statistics unit from all divisions.

The ESSP also nominates the development of research capability in the PPD. Questions will arise from annual monitoring of the ESSP that will indicate the need for further knowledge building or testing of assumptions on which the ESSP is built; and by extension KEIP.

A major activity to be undertaken by MoE during KEIP Phase III is research to inform implementation of its Inclusive Education Policy in regard to students with a disability. Preparation for this will require the development of a database on disability incidence in the school age population, along with accompanying

methodologies for population survey to ensure that the range of disabilities represented through the work of the Washington Group on Disability Statistics⁷³ is captured.

In addition, ongoing research is needed into inclusive school and classroom practices for the range of disabilities of children who can be included in mainstream schooling. This will include an emphasis on practices that teachers have already successfully developed in the Kiribati context. This research should inform guidelines for Kiribati schools.

Research activity should include PPD's supporting knowledge generating activity in other divisions and allocations to further it. An identified activity of this sort supported by KEIP is the knowledge generation of the IEC on community participation issues. For the process to be a quality one there needs to be a systemic approach to problem framing, guidelines for the action research activity and also a dissemination plan for findings.

Evidence from researched activities also has an important role to play in policy communication and advocacy. The development of research capacity equips MoE to raise public and professional awareness about education issues and policies. One disturbing finding of the case study research attached to the participation survey was the extent of ignorance on the part of contract teachers in the case study schools that the language policy for years 1-2 was Te-Kiribati; with a resultant total discontinuity of approach facing the children entering higher years. This finding points to a significant failure of communication of a core policy *within* the teacher work force.

KEIP Phase III will encourage the PPD to use its research support to include an annual focal event - a national education forum - to communicate to a wide public and professional audience evidence based developments in education. This will be an opportunity for knowledge sharing from regional initiatives for improving teaching and learning and language learning as well as the field results of IEC action research.

Outputs

OP 13.1 PPD support to develop and deliver a strategic policy research program

OP 13.2 PPD supported to provide research advice across MoE

OP 13.3 PPD supported to undertake monitoring and research relevant to KEIP progress reporting

OP 13.4 Development of a data base of disability incidence in Kiribati

OP 13.5 Research completed examining in depth education inclusion strategies for children with disabilities

15.3.1.5 Immediate Outcome 14: MoE effectively manage EPiK role, including an annual joint ESSP review

The EPiK fulfils the function of providing a steering or reference group for MoE in its implementation of the ESSP. The importance of this kind of external body for improving accountability and guidance was identified by the Kiribati Education Sector Public Financial Management Systems Assessment.

An appropriate role for the EPiK to play as a forum for partnership with the MoE on implementation is supporting accountability processes. While Australia is the only major donor in basic education, the EPiK's membership includes government stakeholders, agencies and other donors and partners who all have an

⁷³ The mandate for the Washington Group on Disability Measurement grew out of the initial work begun at the United Nations International Seminar on Measurement of Disability in New York on June 4-6, 2001. The U.N. meeting brought together a broad array of experts in disability measurement for statistical reporting from developed and developing countries

interest in MoE's efficient, monitored implementation of planned and budgeted priorities as the basis for ongoing improvement. Therefore, a relevant development of the EPiK during KEIP Phase III would be to establish the routine of a joint annual review of progress against the ESSP by the EPiK membership. Its point of departure would be MoE's annual report; and its findings would feed back into MoE's subsequent annual planning and ongoing policy dialogue around the education agenda.

The importance of developing the EPiK with this steering or reference group function reinforces the importance of the ESPA position to directly assist the Ministry and the executive level staff.

Outputs

OP 14.1 MoE supported to conduct analysis and dissemination of findings for an annual review of ESSP by EPiK partners

OP 14.2 MoE supported to manage their planning and reporting relationship with EPiK

16 Resources

DFAT's planned budget for KEIP Phase III is up to AUD \$8.5 million per year for four years, a total investment of up to AUD \$34 million⁷⁴. Of this, around AUD \$2.5 million per year will be allocated to school infrastructure and classroom improvement (plus the costs of associated technical support). The budget envelope sets a finite boundary around the resources available from DFAT to support the MoE in implementing the ESSP, and priorities are proposed in this IDD for the level and form of support to be planned and implemented.

The Implementation and Resource Schedule is included at Annex 4. It indicates the proposed Technical Assistance resources assigned to the various outcomes, and the anticipated scheduling. The Implementation and Resource Schedule attempts to assign resources across the outcomes, in line with MoE and ESSP priorities and within the available KEIP Phase III budget. Unallocated months of STA can be jointly defined and approved, according to agreed MoE and ESSP priorities, and part of the Annual Planning discussions.

The *Budget and Cost Estimates Summary* for KEIP Phase III, based on the proposed levels of support and the Implementation Schedule, is included as Annex 6. In the resource costing, estimates have been made and allowances have been included for implementation activities that can be further detailed in the Annual Planning process and after additional implementation consultation with MoE. These resources will be confirmed during the Annual Planning process and thereby form the request from DFAT approval to proceed.

Implementation arrangements

17 Management Arrangements

Australia has successfully delivered support for KEIP Phases I and II through the Kiribati Education Facility (KEF), by a managing contractor. It is proposed that this delivery approach is continued for KEIP Phase III, with the existing managing contractor.

⁷⁴ However, it is anticipated that the commencement of KEIP Phase III will be delayed to April 2016. If this is the case, KEIP Phase II will be extended to 31 March 2016, and the 3-month extension period will have a budget of approximately \$2 million. KEIP Phase III will then run from April 2016 to December 2019 – a period of 3.75 years, with a budget of approximately \$32 million.

17.1 The Kiribati Education Facility

KEF will use an annual planning process that flexibly identifies the scope, nature and amount of support that is available. This planning process enables KEF to respond to emerging priorities and to incorporate the lessons learned. (Where urgent needs emerge outside the annual planning process, these can be considered by the MoE, DFAT and KEF team on an ad hoc basis, and adjustments made to the work plan.)

KEIP Phase III, as with KEIP Phase II, will be implemented under an Activity Manager model whereby all the contracted outputs are assigned to individual Managers. The KEF office will provide management, procurement, financial and reporting support. The KEF Team Leader will work with senior MoE managers to maintain the alignment of Australian funded support with the ESSP and the approved plans and priorities, be responsible for in-country delivery, and will be the in-country liaison with DFAT Post.

The Program will be delivered in partnership with the Ministry and in accordance with the agreed Annual Plans. The Ministry Executive will provide leadership on key decisions and endorse the Annual Plan for implementation. Ministry counter-parts will be assigned, either Division or Unit, and will be the main counter-parts and the key focal point for capacity building through advisory coaching and support.

Within the MoE, Activity Managers will be assigned to work with the KEF staff and the appropriate Technical Adviser, to allow the MoE to take leadership on implementing the goals outlined in the ESSP 2016 -2019. The Advisors will also identify and pursue opportunities to provide capacity development initiatives or experiences for their relevant MoE Activity Managers.

17.2 Role of government systems

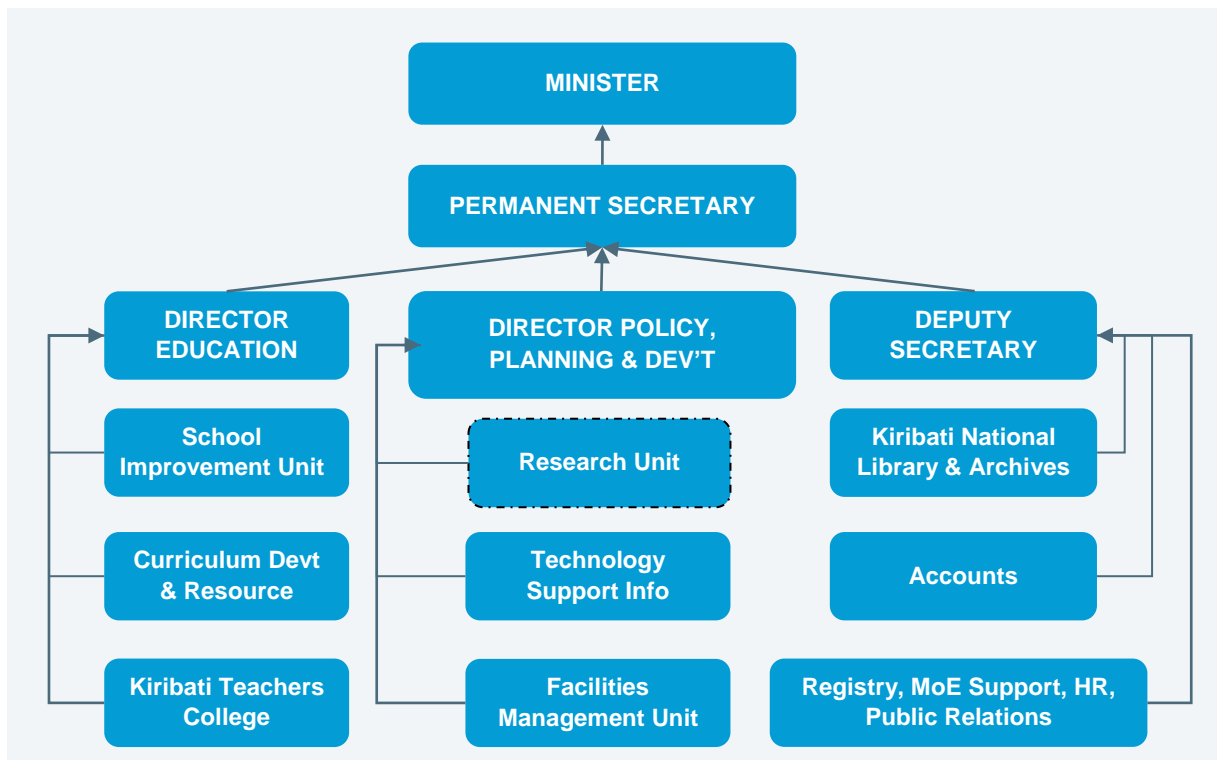
KEIP Phase III will use the Government's M&E frameworks and data resources. However, at this stage, DFAT does not intend to implement through MoE financial systems. The March 2015 assessment of the Kiribati Education Sector Public Financial Management Systems (PFM) considered "the residual risks of channelling DFAT funds through GoK and MoE downstream systems are not manageable in the short term". This position may be reviewed in the future, following a strengthening of MoE financial systems.

The Kiribati Education Sector PFM Assessment Report is included as Annex 10. In regard to procurement, a Facility approach also allows for the effective procurement and management of activities and the contracting of resources.

17.3 MoE management structure

Below is the current structure of the MoE, with KEF staff providing direct support to their MoE partners and counterparts in the agreed professional and technical functions.

Ministry of Education Management Structure



Advisers and technical specialist working on KEIP Phase III will report to the relevant Director or Head of Division. This arrangement ensures that the support provided through the KEF aligns with Ministry policies, plans and available resources.

17.4 Reporting Requirements

During the KEIP Phase I and II, the reporting arrangements have been developed and refined, so that the relevant information is available to the key stakeholders (MoE and DFAT) as well as providing to the EPiK any relevant information on implementation, achievements and constraints. This level of activity and financial reporting will continue and comprise:

- The Annual Plan, which describes in detail the projected activities, outcomes and expenditure for the following 12 months, will be delivered in draft form to DFAT and MoE at the agreed time each year. Once the Annual Plan is agreed and approved, it becomes the basis for activities, expenditure and monitoring, as well as defining the anticipated outcomes and achievements;
- Six-Monthly reporting on activities, progress, outcomes and any constraints to implementation.
- Quarterly financial reporting to DFAT against the annual budget and expenditure;
- Ad hoc and Exception reporting to DFAT Tarawa as required;
- Ongoing dialogue and engagement between MoE, KEF and DFAT staff, in order to identify, discuss and resolve any planning or implementation issues or matters to do with KEIP.

18 Governance Arrangements

18.1 Policy dialogue and the role of EPiK in the achievement of KEIP outputs

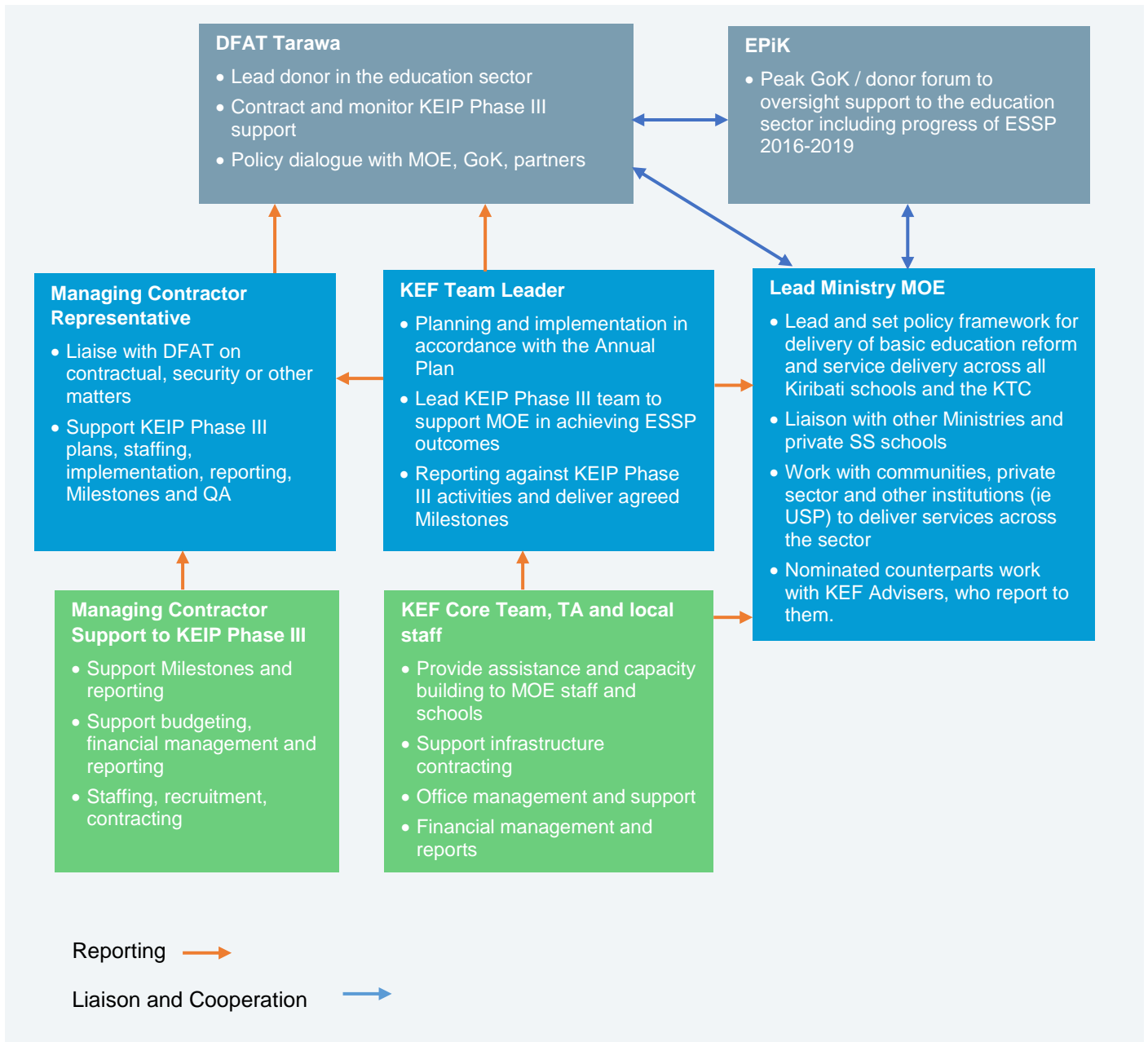
The EPiK is the platform where dialogue on further policy and strategy refinement on MoE's education agenda and particularly the basic education sector can take place. As stated in Immediate Outcome 14 EPiK is also the appropriate forum for partnership monitoring of progress against the ESSP to feed into subsequent MoE annual planning.

There are many areas of support under the scope of KEIP Phase III that require policy dialogue between MoE and its development partners. Some are:

- Redeveloping the JSS curriculum and opening up pathways from JSS level to skills training and further study. This will need policy input, buy-in, innovative thinking and technical contributions from many EPiK stakeholders, including MLHRD, Ministry of Women Youth and Social Affairs, DPO representatives, the senior secondary sector and private sector partners.
- Implementation of the Inclusive Education Policy for disability inclusion. The ESSP seeks to provide for girls and boys in mainstream schools. DFAT has and will support many of the prerequisites for that mainstreaming. However a comprehensive provision across the school system and for the range of physical needs will require more strategy discussion and more partners to support it, not least in infrastructure; including on the nature of support for children who are not able to be mainstreamed.
- The provision and trialling of tablets for student use in the classroom, to see if they can accelerate learning through access to technology and quality resources. Following the trial, and if successful, discussions between the major stakeholders would explore options for scaling up, including provision for solar panel support.
- Teacher development policy, including provision for ongoing PD of teachers to support and extend professional development gains already made; and catering for the range of teacher specialisations that the ESSP envisages for expanded sector needs. These include early childhood education, literacy, numeracy, English language teaching and proficiency testing. Teacher development policy should take place within the framework of workforce planning including performance incentives; and strategic planning for the institutional development of the KTC, the institution on which Kiribati will depend for the quality of its education workforce.

The following diagram illustrates the governance and functional relationships for KEIP Phase III and indicates how the KEF advisers and staff work with their MoE partners in activity planning and management.

Table 4 – KEF Governance and functional relationships



19 Implementation Schedule

The *Implementation and Resource Schedule* is included as Annex 4. The Implementation and Resource Schedule identifies the proposed timing and resources (including technical assistance) that will be implemented in support of the MoE priorities and initiatives implemented to achieve the ESSP Goals.

The draft Terms of Reference for the proposed KEIP Phase III key positions are included as Annex 5.

20 Procurement Arrangements

This is the third Phase of DFAT support to basic education in Kiribati under KEIP. The delivery modality will continue to be through the existing managing contractor, with the KEF activities and inputs in direct support of MoE initiatives and the ESSP 2016-2019 goals. KEIP was originally tendered on the open market as a nine year program (2011-2019), and the contract with the existing managing contractor includes an option to extend it for the final four years for the implementation of KEIP Phase III.

It is anticipated that this option will be exercised, and the approved KEIP Phase III IDD will form the basis of a contractual negotiation between DFAT and the managing contractor, in order to enable the implementation to commence in 2016.

21 Sustainability

The sustainability context in Kiribati is complex and affected by many factors that include a limited revenue and skills base, limited opportunities for investment, high costs of importing all commodities and manufactured goods, as well as the extreme geographic isolation.

There is fiscal difficulty for Kiribati in education. It faces an increasing demand for budget allocation to basic education – which is already running at around 17.4%, comparable to other countries in the region – with limited capacity to significantly increase the proportion of funding available for education. The implications of this financial limitation are that, to whatever extent is agreed in future, Australian assistance will continue to be central to quality improvement and to supporting service delivery. Within this context, it is anticipated that external support will be required for the foreseeable future and that the internally generated revenue will not be enough to provide services at the level that would lead to a secure, healthy and educated population.

Australia has therefore committed to a long term education partnership with Kiribati. Within this context, *fiscal* sustainability for Kiribati basic education (and for TVET) - in the absence of donor support for the kinds of MoE development priorities and expenditure as outlined in the ESSP - is highly unlikely.

However, in respect of the *systemic* sustainability of the reforms, the prospects are encouraging. During Phases I and II of KEIP, MoE developed all of the policy and standards frameworks necessary to underpin implementation of the reforms. The Independent Evaluation in 2014 found a high degree of consistency and alignment in the implementation of reforms at all levels. In KEIP Phase III there is a focus on further systemic development and institutionalisation.

This design aims to sustain teachers' and principals' improved practice by basing it on adequate professional understanding of the reforms and their role in it. Mechanisms are proposed for sustaining English language gains. Accountability processes for incentivising comprehensive and systematic school improvement have been developed. The capacity of the divisions and officers crucial for evidence-based improvement and support of schools and communities will be increased.

As appropriate to the end phase of KEIP, there is a particular focus on ensuring that basic processes for effective sector management are in place: an expenditure framework for ESSP, pre-requisite for the realisation of ESSP goals; annual reporting and evaluation of progress against the goals of ESSP; and the development of EPIK as a platform for accountability by government to stakeholders; and for coordinated policy advice from supportive partners in areas necessary to sustain and extend the KEIP investment.

22 Gender Empowerment

DFAT's Delivery Strategy *Pacific Women Shaping Pacific Development* highlights the significance of local variation in political and social context in relation to interventions to improve gender equality.⁷⁵

In Kiribati, there are three salient outcomes produced by gender inequality and disempowerment that KEIP will work to mitigate. These are gender based violence; very low learning outcomes on the part of boys; and girls' low participation in the work force in spite of the fact that their school performance is higher than boys. Two are outcomes that DFAT policy targets for women and girls: countering gender based violence; and helping girls' economic empowerment by positioning them to compete for skilled work and further training opportunities.

Countering gender based violence. The prevalence of gender based violence in homes in Kiribati and the prevalence of violence (including gender based violence) both in homes and schools, is likely to be mutually reinforcing. The Government of Kiribati has seen schools as playing an important part in changing the culture of violence and gender based violence in its advocacy campaigns for the Family Peace Act. Guidelines for reporting on both kinds of violence have been developed for schools and the adoption of counsellors within schools also advocated. Principals and KTC lecturers have been trained in these guidelines.

KEIP Phase III will provide technical assistance to work with the inter-ministerial working group on gender equality established during KEIP Phase II between MoE and the Ministry of Women, Youth and Social Affairs. The School Wellbeing guidelines will become the basis for an extended approach to developing respectful gender relationships and developing young people's agency and self-esteem in schools. This approach will draw on the research-based recommendations of the UN Girls Education Initiative country studies on school related gender based violence in the Asia Pacific Region for appropriate approaches to countering gender-based violence in schools.⁷⁶

Through capacity building principals, DEOs and IECs will be enabled to develop and incorporate these strategies for the elimination of gender violence in school improvement plans. They will be encouraged to monitor the wellbeing of their staff as well as students in respect of domestic gender violence. For example principals will be asked to explore the relationship between domestic violence and teacher absenteeism; and to raise frequencies in school reporting to SIU so that the profile of the issue can be raised within the senior management of MoE.

Principals will also be expected to establish monitored codes of conduct for teachers and students, in order to build a school environment that is safe from violence of any sort. Strategies such as anti-bullying programs which help to combat gender based violence and violence in schools will become part of the school improvement plan and included in indicators of progress.

Addressing Boys' low learning performance. The low performance of boys in comparison with girls in score attainment, higher rates of dropout and low rates of transition means that the education system is not meeting the basic requirements of many boys.⁷⁷ No Kiribati study has been undertaken specifically into the pattern of behaviours producing this kind of performance. Community perceptions are that the problem is due to interrupted attendance by boys.⁷⁸ Research conducted by UNICEF in the Asia Pacific region suggests a series of factors are possibly applicable in Kiribati. The prevalence of physical punishment is one. Boys are more likely to be subjected to it than girls and it provokes a more defiant reaction—in the

⁷⁵ DFAT Delivery Strategy: Pacific Women Shaping Pacific Development 2012-2022, p.4.

⁷⁶ UNESCO 2014. United Nations Girls Education Initiative School related gender based violence in the Asia Pacific Region, p.35-6.

⁷⁷ Why are Boys Under-performing in Education? Gender Analysis of Four Asia-Pacific Countries http://www.unicef.org/eapro/report_why_are_boys_underperforming_FINAL.pdf

⁷⁸ Community consultations during the KEIP Phase II Independent Evaluation, 2014.

form of school refusal. Teachers' lack of classroom management strategies often result in teaching to high performers and ignoring children struggling with learning—girls as well as boys.

The situation is exacerbated by classrooms without desks and chairs, which makes student disruption much harder to control. In Kiribati, this context often results in poor learners being herded into a single hard-to-teach stream, with no serious further interest in them being taken by the school.

Behind such behaviours can lay a social construction of gender in which school is for girls; and boys are not learners, but are independent and able to get a living.⁷⁹ Lower rates of transition by boys to the next stage of schooling are often associated with their finding it easier to get paid work than girls.

KEIP's strategies for addressing boys' performance are integrated into several of its main activities. The main one is through teachers' and principals' training for the implementation of Kiribati's Inclusive Education policy. As well as a focus on mainstreaming for disability inclusion, inclusion training will be on teaching and assessment practice which is differentiated according to students' needs and styles of learning. Part of the inclusion strategy is to build up the role of the IEC in working with communities on understanding issues of participation and ways of improving it. Working with families and carers on boys' attendance will be part of this. Boys will also be beneficiaries of the anti-violence strategies that principals establish in schools as part of the School Wellbeing agenda.

A third strategy is the increasing emphasis on knowledge and skills within a more applied curricula. This will result in much more problem solving, activity based learning, likely to be more appealing to boys than straight academic learning. The greater connection of the JSS sector to work prospects may also result in more effort by boys to perform, in order that they can better access skilled work opportunities.

Helping girls' economic empowerment. The skills focus of the JSS and the creation of pathways from it to skills training will also widen the access of girls to a range of skilled employment and enhance their chances of economic empowerment. Careful monitoring of the process of the JSS curriculum redevelopment will necessary to ensure that it is an opportunity for reinforcing women and girls' agency in topic and textual presentation. It will be important to avoid a gendered approach to skills and opportunities in the orientation of the JSS curricula to employability skills and practical applications in maths and science.

Part of the work of principals in the gender-related aspects of the School Wellbeing agenda will be to encourage girls to aspire to off-shore opportunities in non-traditional sectors such as seasonal work, where they have been poorly represented to date.

23 Disability Inclusiveness

The inclusion of girls and boys with a disability in learning is a priority of KEIP, as it is of the ESSP 2016-19. A systematic approach will be taken to support the implementation of Kiribati's Inclusive Education Policy. KEIP will support ESSP's mainstreaming option. It will establish a database of disability incidence in order to better understand how to resource support. The MoE and KEIP Phase III will draw on resources already developed, beginning with a start made on adapting Kiribati's primary curriculum for disability inclusion and the development of accompanying standards of attainment. KEIP Phase III will continue this process and ensure that it is replicated in the redevelopment of the JSS curricula.

All basic education teachers, principals, DEOs and IEC will be trained in disability inclusive pedagogies and school management, including outreach to parents of children with disabilities to encourage and facilitate their participation in school. It will be the role of the IEC in particular to work with village

⁷⁹ UNESCO 2014. United Nations Girls Education Initiative School related gender based violence in the Asia Pacific Region p.28.

communities on their children's participation, including seeking resources for community solutions for children who are not able to participate in mainstream schools.

For such contexts and for children with physical disabilities that require specialist knowledge on the part of teachers, KEIP will provide support to help broker a partnership between MoE and the NGO *Centre and School for Children with Special Needs* to support teacher training with the developed facilities and know-how at the Centre.

KEIP will help support the leadership of MoE to remain committed to the disability inclusion agenda and will help build capacity by organising study of Fiji's AQEP program. To demonstrate the feasibility of mainstreaming KEIP will support some pilot schools with training and facilities; and will keep the full roll-out of mainstreaming in equipped schools on the policy dialogue agenda of EPIK.

24 Private Sector Engagement

While the private sector in Kiribati is small and with very constrained opportunities for growth, there are ways for KEIP Phase III and the MoE to engage with, and receive support from, the private sector for growth and skill formation. The private sector also has expertise and innovation that can contribute to improving teaching and learning in basic education.

The engagement with the private sector can be classified into two distinct areas. One is the way that the private sector can contribute to achieving success and higher quality in basic education, through their provision of services, infrastructure, course or school accreditation / certification, or through providing additional employment or training opportunities for school graduates.

The second is the impact that the KEIP Phase III procurement and implementation opportunities can have on the local private sector, and how the opportunities provided through KEIP can flow through to employment, skill formation and raising service level standards.

The following tables identify a) how the private sector can be approached to support the effectiveness and quality of education and influence student opportunities; and b) how the Kiribati private sector will benefit from KEIP Phase III activities, especially in relation to employment opportunities and skill formation for staff.

It is proposed that the MoE PPD, with support from the KEF Team Leader, take the lead in progressing these potential arrangements with the Kiribati private sector.

Table 5 - Kiribati and Regional Private Sector Engagement in Basic Education

Private Sector Detail	Contribution to Kiribati Basic Education	Benefits
Kiribati private / faith based schools	These schools provide the majority of secondary school places and opportunities for Kiribati students	Through improved curriculum and school leaver pathways, improve the education quality and the opportunities available for senior secondary school students.
ANZ Bank Tarawa	ANZ qualified staff can provide money management training to Junior Secondary students through workshops and engagement in the schools	Increased young men and women's awareness of the importance of management and saving of their money as part of achieving their personal goals
Local ICT providers	Through greater internet access in Tarawa and on the outer islands, increased ICT access at schools	Greater availability of information and content for teaching and learning in the school and classrooms

Private Sector Detail	Contribution to Kiribati Basic Education	Benefits
Regional private sector employers	Private sector engagement through employment opportunities in the region under labour mobility arrangements	Work experience and income for young men and women who are leaving school and seeking careers and additional skills
Regional private education institutions	Private schools (and links to enterprises in Fiji) operating the SS system	Benchmarking against other schools encourages higher quality education standards and provides regional linkages for JSS and SS schools and students

Table 6 - Local Employment Generation through KEIP Phase III Activities

Private Sector Detail	Role in KEIP Phase III	Benefits
Local business and agents providing goods and services	Preferred supplier model to maximise local participation, quality improvement and VfM	Provides opportunities for local companies and traders to provide goods or services to KEIP, while at the same time better understanding the quality requirements and warranty obligations
Local private building and construction companies	Assemble the KitSet school components locally, through Kiribati companies, then tender out the contracts for builders to undertake the site preparation and construction, including WASH facilities and water tanks	Increased employment and skill formation for local staff. The KitSet design is also suitable for non-education buildings, so can provide increased marketing options for local suppliers and builders in residential or commercial buildings
Local installers and island based semi-skilled labour	Local labour and support is hired to install the proposed water capture and storage tanks /WASH facilities at the schools	Short term employment opportunities and associated skill formation, for work on installing and maintaining water capture and storage and the WASH facilities.
Local suppliers and technical staff	Procurement and ongoing local support for tablets and for installing solar power systems in schools	Provides opportunities for local companies and traders to provide goods or services to KEIP
Local hotels, guest houses and rental home owners	Suppliers of accommodation and hospitality services to KEIP and managing contractor staff in country	Increased business turnover, opportunities for employment and for staff training

25 Risk Management and Safeguards

A Risk Register and associated Safeguards summary is included as Annex 8.

This risk assessment has been informed by stakeholder consultation in the design process, as well as the successful KEIP Phase II risk management experience of the MoE, DFAT and managing contractor.

The risk assessment process and updating is an ongoing process during implementation. The Implementation Risk Assessment and associated actions will be updated every six months and included in the Six Monthly Report. This also aligns with the EPIK meetings and enables emerging or ongoing risks to be identified, monitored and actions agreed. The close relationship that exists between the major

stakeholders will ensure that ongoing communication and dialogue is maintained in relation to each element of the KEIP Phase III design and implementation activities. This close communication will identify risks and constraints that can be factored in to KEIP Phase III planning and implementation

There may be sudden changes in implementation circumstances or rapid developments that impact on KEIP Phase III implementation, including major staff issues, natural disaster, change to GoK policy or change to DFAT requirements. The managing contractor will summarise the new risk and then suggest mitigation methods to DFAT and MoE. Measures will need to be embedded in the management support provided to senior MoE staff, in order that it is spread over multiple officers to reduce the risk and loss of expertise through retirement.

The Safeguards summary will also be monitored and updated by the managing contractor, in order to maintain vigilance and awareness of all potential issues that may arise from implementation. Safeguards monitoring, based on the safeguard issues as identified in the Concept Note (and included in Annex 8) will include child protection, displacement and resettlement and environmental risks and nominate how each will be addressed, monitored and reported during KEIP Phase III.

Annex 1

Basic Education Sector Summary

Participants	Totals	Female	Male
Students	All basic education: 22,982	11,623	11,359
	Primary: 16,194	8,006	8,188
	JSS: 6,788	3,617	3,171
	Combined schools		
	• JSS: 909	508	401
	• SS: 2,410	1,331	1,079
	Non-starting when eligible: between 500-700 *		
Teachers	All basic education: 990	728	272
	Primary: 614	506	108
	JSS: 376	222	154
	Combined JSS/SS: The MoE funds up to 12 staff positions per JSS school		
School leaders	Basic Education Government Schools: 118	76%	24%
KTC staff	Lecturers: 24; Coaches: 5 (subset of lecturers)		
MOE staff	Island Education Coordinators (IECs):13 appointed (not yet deployed); Senior Education Officers (SEO): 4; MoE Directors: 3		

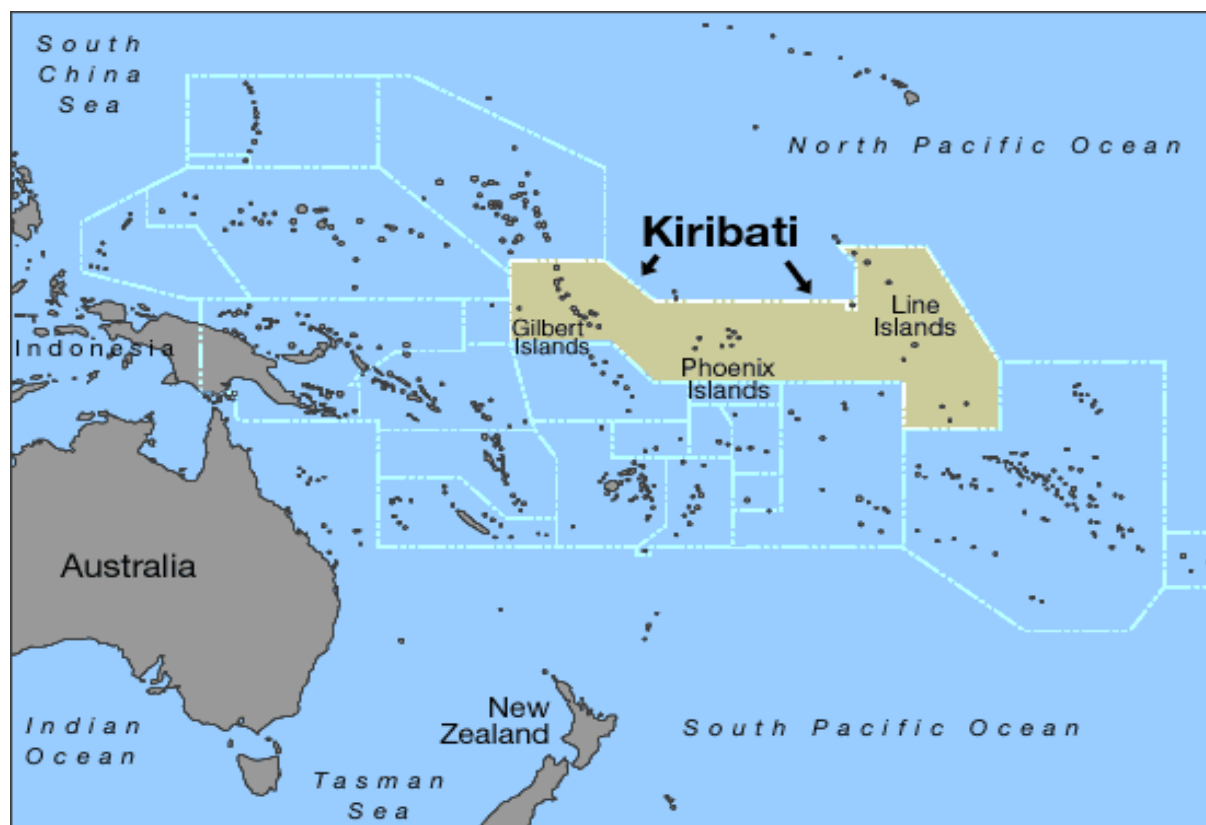
MoE has, amongst other things, the responsibility for the (i) management of resource planning and policy development related to education and training, (ii) provision of program support to education and training institutions, (iii) regulation and recognition of education and training providers (Years 1-13), (iv) accreditation of instructional programs, and (v) accounting for the resources allocated by Government to the education system.

It is highly centralised, with an organisational structure comprising divisions and units covering, for example: assessment, examination and standards, curriculum development, personnel, finance, management and administration.

The Kiribati school sector is small: 136 schools; 1,322 teachers and 29,905 students, which to some extent compensates for the wide dispersal of schools on the islands.

Annex 2

Map of Kiribati



Annex 3

Theory of Change / Program Logic Diagram

Problem statement: Poor basic education learning outcomes constrain the capacity of young I-Kiribati to develop productive and relevant knowledge and skills

Program goal: Young I-Kiribati finish basic education with the knowledge and skills to contribute to a productive and resilient Kiribati community

End of Program Outcomes

EPO1: Improved learning outcomes for basic education for I-Kiribati girls and boys, including children with a disability

EPO2: MoE effectively plans, resources and manages priority sector activities

Immediate to intermediate Outcomes

INO1: Reformed curriculum that supports improved student knowledge, engagement, skills and self-development

INO2: More children learning in conducive environments

INO3: Improved access for girls and boys, including children with a disability

INO4: Improved participation in learning for girls and boys, including children with a disability

INO5: Improved retention for girls and boys including children with a disability

INO6: Improved quality of basic education teaching and learning for girls and boys, including children with a disability

IMO1: Yr 7-9 curriculum with a broader and applied curriculum focus (& Yr 6)

IMO2: Rehabilitated primary schools (agreed priorities) on South Tarawa meet NIS

IMO3: Schools maintained by FMU

IMO4: Community engagement in school participation and educational performance

IMO5: Improved teaching and assessment of all struggling students, including children with a disability

IMO6: Yr 1-4 teachers continue to improve their teaching and learning with the new curriculum

IMO7: Yr 5-8 teachers with the knowledge and skills to apply the new curriculum

IMO8: Improved English language teaching skills of Yr 3-9 teachers

IMO9: Effective coaching and management of teachers by school leaders

IMO10: Policies, regulations and standards that support learning improvement

IMO11: Activities reflect ESSP priorities, and are planned and resourced in advance

IMO12: Activities are delivered on-time, to quality, within budget

IMO13: PPD provides policy relevant evidence

IMO14: MoE effectively manage EPIK role including an annual joint ESSP review

Outputs

OP1.1: Baseline survey of JSS student performance in Yr 7, 8 & 9 in Te-Kiribati, English and Maths

OP1.2: Review of the JSS curriculum

OP1.3: Capacity building of curriculum writers for Yr 6 and for JSS

OP1.4: Redevelopment of the Yr 6 and JSS curriculum

OP1.5: Teachers' guides and learning materials developed to support new curriculum

OP1.6: Development of an appropriate STAKi test for Yr 9

OP2.1: Agreed school building and rehabilitation program completed

OP2.2: Infrastructure for toilet and water tank supply provided to targeted schools that are nearby to classrooms being rehabilitated under KEIP III funding

OP2.3: Secure school cupboards for storage of learning resources and secure storage of school tablets

OP3.1: Capacity building of MoE and FMU staff for effective provision for and delivery of school maintenance

OP4.1: PD for IECs, School Leaders & DEOs in effective community engagement

OP4.2: IECs supported and resourced to undertake research to improve community engagement in school participation and children's learning

OP4.3: IEC Field Reports on community and participation presented in a national education forum

OP5.1: Development of curriculum standard/s which can be attained by students with learning related difficulties

OP5.2: PD for school principals, IECs DEOs and all basic education teachers in the Kiribati's Inclusive Education Policy

OP5.3: PD for school principals, IECs, DEOs and all basic education teachers in inclusive classroom teaching and differentiated planning and assessment

OP5.4: Expert training for selected teachers working with vision and hearing impaired students

OP5/6.5: MoE leadership study tour of Fiji's AQEP program's for disability inclusion in mainstream schools

OP5.6: Mainstreaming of children with disabilities piloted in schools in South Tarawa

OP5/6.7: School Improvement Plans developed to include School Wellbeing measures that are monitored by SIU

OP6.1: Sample assessment of Yr 1-3 literacy and numeracy performance

OP6.2: Refresher training of KTC trainers, TPD coaches, and curriculum writers responsible for Yr 1-4 curriculum

OP6.3: Revised teacher guidelines

OP6.4 : PD provided for primary teachers, head teachers, DEOs and IECs in early grade literacy and numeracy

OP7.1: Subject pedagogy and training in skills-based PD delivery for KTC lecturers/coaches and coaches undertaking Yr 6 and JSS TPD

OP7.2: PD of all Yr 6 and JSS teachers principals, DEOs and IECs in the new curriculum

OP7.3: PD of all principals, DEOs and IECs in 'soft skills' & personal development and life skill programs

OP8.1: Review of the KTC TESOL program

OP8.2: KTC TESOL adjustment completed

OP8.3: Targeted TESOL training for teachers selected completed

OP8.4: Evaluation of preloaded tablets completed (Yr 4)

OP8.5: KTC capacity building for English proficiency testing of teachers' English/TESOL skills

OP8.6: ICT resourcing of KTC for leadership of English language education

OP9.1: Support to KTC/SIU for the development of school instructional leadership modules

OP9.2: Instructional Leadership modules completed

OP9.3: Training of trainers for the delivery of the modules

OP9.4: Training of school leaders, DEOs and IECs in the leadership modules

OP9.5: Annual appraisal by school leaders of teachers conducted

OP9.6: Support to SIU to strengthen school monitoring and reporting on school principal, teacher and student performance

OP10.1: Facilities and technical support provided to KTC for institutional development

OP10.2: MoE teacher development policy completed

OP10.3: Policy/regulation on teacher registration renewal contingent on teacher competency including English language proficiency

OP10.4: Publication in MoE's annual report of improvements in school performance in disability inclusion, participation, learning and School Wellbeing

OP11/12.1: Executive Management supported to develop an ESSP expenditure framework

OP11/12.2: PPD and MoE staff coached in planning, implementation and annual reporting on progress against the ESSP

OP11/12.3: 2016-19 Workforce planning completed

OP11/12.4: Development of a costed strategy for the implementation of the Inclusive Education Strategy, particularly disability inclusion

OP11/12.5: PPD capacity assessment completed

OP11/12.6: Technical capacity of SIU staff developed for monitoring of schools

OP11/12.7: Tablets and USBs provided to school administrators and DEOs for the timely collection and reporting of school performance data

OP11/12.8: Accounting support for Deputy Secretary's office

OP11/12.9: FMU supported in planning, budgeting, costing, procurement of school maintenance, asset maintenance and ration provision

OP13.1: PPD supported to develop and deliver a strategic policy research program

OP13.2: PPD supported to provide research advice across MoE

OP13.3: PPD supported to undertake monitoring and research relevant to KEIP progress reporting

OP13.4: Development of a database of disability incidence in Kiribati

OP13.5: Research completed examining in depth education inclusion strategies for children with disabilities

OP14.1: MoE supported to conduct analysis and dissemination of findings for an annual review of ESSP by EPIK partners

OP14.2: MoE supported to manage their planning and reporting relationship with EPIK

Key assumptions

- Technical capacity and resourcing are the principal constraints to the delivery of education services and the MoE achieving improved national performance.
- Improved Infrastructure is a key constraint to access, participation and retention in school and to more effective teaching and learning.
- Improved English instruction in schools will be sufficient to contribute to improved student English language and curriculum learning outcomes.
- Teacher professional development will be sufficient to support improved learning outcomes including for struggling students.
- Community engagement will directly support the basic education reforms and thereby have a positive impact on student access, participation, retention and behaviours.

Annex 4

Implementation & Resource Schedule

			2016										2017										2018										2019										Total KEIP Phase III inputs (months)						
			KEIP Phase III Technical Adviser Support to Outputs										Ap	M	Jn	Jl	Au	S	O	N	D	J	F	M	Ap	M	Jn	Jl	Au	S	O	N	D	J	F	M	Ap	M	Jn	Jl	Au	S		O	N	D			
END OF PROGRAM OUTCOME 1	INTERMEDIATE OUTCOME 1	IMO1: Y7-9 curriculum with a broader and applied curriculum focus (& Y6)																																															
		OP1.1: Baseline survey of JSS student performance in Y7, 8 & 9																																															
		OP1.2: Review of the JSS curriculum																																															
		OP1.3 Capacity building of curriculum writers for Year 6 and for JSS																																															
		OP1.4: Redevelopment of Y6 and JSS curriculum																																															
		OP1.5: Teachers' guides and learning materials developed to support new curriculum																																															
		OP1.6: Development of an appropriate STAKi test for Grade 9																																															
		JSS Curriculum and Management Reform Adviser (STA)								1	1				1	1	1	1			1	1	1					1	1	1				1	1	1			1	1	1					21			
		Assessment Adviser (STA)	1	1	1										1	1	1	1	1							1	1			1	1	1					1	1								14			
	INTERMEDIATE OUTCOMES 2, 3 & 4	IMO2: Rehabilitated primary schools (agreed priorities) and meet NIS																																															
		OP2.1: Agreed school building and rehabilitation program																																															
		OP2.2: Toilet and water supply infrastructure in adjacent schools																																															
		OP2.3: Cupboards and secure storage in all schools for learning resources																																															
		KEF Infrastructure Implementation Adviser (LTA)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	45
		IMO3: Schools maintained by FMU																																															
		OP3.1: Capacity building of MOE and FMU staff for effective provision for and delivery of school maintenance																																															
		KEF Infrastructure Implementation Adviser (LTA)																																															
		IMO4: Community engagement in school participation and educational performance																																															
		OP4.1: PD for IECs, School Leaders & DEOs in effective community engagement																																															
		OP4.2: IECs supported and resourced to undertake research to improve community engagement in school participation																																															
		OP4.3: IEC Field reports on community and participation presented in a national education forum																																															
		School Based Leadership and Management Adviser (STA)	1	1																																											2		
		School Based Leaership and Management Adviser (LTA)					1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	41	
	INTERMEDIATE OUTCOMES 4 & 6	IMO5: Improved teaching and assessment of all struggling students, including children with a disability																																															
		OP5.1: Development of curriculum standard/s which can be attained by students with learning related difficulties																																															
		OP5.2: PD for school principals, IECs DEOs and all basic education teachers in Kiribati's Inclusive Education policy,																																															
		OP5.3: PD for school principals, IECs DEOs and all basic education teachers in inclusive classroom teaching and differentiated planning and assessment																																															
		OP5.4: Expert training for selected teachers working with vision and hearing impaired students																																															
		OP5/6.5: MOE leadership study tour of Fiji's AQEP program's for disability inclusion in mainstream schools																																															
		OP5.6: Mainstreaming of children with disabilities piloted in schools in South Tarawa.																																															
		OP5/6.7: School Improvement Plans developed to include School Wellbeing measures that are monitored by SIU.																																															
		School Based Leadership and Management Adviser (STA)																																															
		School Based Leaership and Management Adviser (LTA)																																															
		JSS Curriculum and Management Reform Adviser (STA)																																															
		Curriculum Implementation Adviser for Primary x 2 (STA)			1	2	2	1					1	1	1	1			1	1	2	1				1	1			1			1	1												20			
		Classroom and Schools Focused Disability Inclusion Adviser (STA)					1	1					1	1				1	1						1	1			1	1			1	1												14			

[illegible]

[illegible]

1 indicates one month of input by nominated Technical Adviser.

LTA indicates Long Term Adviser (DFAT Adviser Remuneration Framework).

* Nominated input months for each Technical Adviser are indicated against the calendar month of each year.

*** Each Technical Adviser has been allocated a different colour to enable reference of that Technical Adviser's individual inputs across the chart of Technical Assistance resourcing.

Total Technical Assistance (months)	329
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Annex 5

Key Position Descriptions

Core KEIP Phase III Team Positions

KEF Phase III Team Leader
KEF Infrastructure Implementation Adviser
Classroom and School-focused Disability Inclusion Advisor
KTC and Teacher EL / TESOL Program Specialist
JSS Curriculum and Management Reform Adviser
KEF Monitoring and Evaluation Specialist

Specialist Short Term Positions in support of MoE and the ESSP

School Based Leadership and Management Adviser
Curriculum Implementation Advisers for Primary
KTC Teacher and Trainer-training Specialist
Assessment Adviser
Finance and Budgeting Adviser
Gender and Inclusion Specialist
ITC / Tablet Use School-based Specialist
Database Management Adviser

Position Description

Position Title	KEF Phase III Team Leader
Reports to	Contractor Representative
Accountable to	DFAT
Location	Tarawa, Kiribati
Duration of Assignment	Full-time (initially for a contract period of up to 24 months)
Adviser Remuneration Framework	Category D Level 4
<ul style="list-style-type: none"> • Objectives • Coordinate and manage technical and other support to the Ministry of Education (Government of Kiribati), in support of: • MoE priorities for effective ESSP 2016-2019 implementation. • Facilitating donor coordination and improved aid effectiveness, including annual joint-reviews of ESSP implementation led by MoE; harmonised donor approaches to ICT infrastructure relating to tablets (ITC and solar panels); strategic policy and planning; in particular for disability inclusion; and for teacher development and KTC institutional development. • MoE's new engagements with the Kiribati private sector. • Sub-contractor and TA procurement, management and results. • MOE and DFAT officers, through providing ad hoc advice on emerging issues. • • Outcomes • The expected outputs/outcomes of this placement include: • Efficient and effective management of the Managing Contractor's component of the Kiribati Education Improvement Program (KEIP) Phase III; • Providing effective support and professional advice to the MoE at all times; • Quality and timely reporting of progress to the MoE, DFAT, Managing Contractor and the EPiK committee (and Donor Partners) as require; • Rapid identification of risks to program implementation and mitigation of those risks; • Monitoring KEF Adviser conduct and professional engagement with the client, as part of delivering consistent and quality support across all elements of KEIP Phase III; • Building and supporting new relationships between MoE and the private sector in support of basic education; • Timely preparation, in collaboration with senior managers in MoE, of Annual Work Plans which reflect support to the MoE ESSP priorities and Ministry Operational Plans; • Performance management of KEF Advisers contracted by the Managing Contractor to KEIP in accordance with DFAT structures and requirements; • Effective oversight of the sub-contracted activities conducted under KEIP Phase III. • • Accountability and working relationships • This position reports to the Managing Contractor's Contractor Representative; • This position engages with MoE management and DFAT Tarawa on an ongoing basis. • • Qualifications • A higher degree in a relevant field is essential. • A relevant post-graduate qualification in Education or Management is highly desirable • • Experience • Extensive experience of delivering high level advice on evidence-based strategic planning, 	

financial planning, policy development and policy implementation in an educational context in a development environment is essential.

- High level understanding of development principles and good practice is essential.
- Demonstrated experience in developing and maintaining effective working relationships with counterparts and partner stakeholders is essential.
- Experience in management of staff and specialists, including overseeing outputs and performance is essential.
- Proven experience in the writing of reports for clients and key stakeholders is essential.
- Experience working in Kiribati is desirable.

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- **Knowledge**

- Detailed understanding of the delivery of development assistance to the education sector through Program and Sector Wide approaches.
- Understanding of HIV/AIDS, fraud, child protection and a preparedness to incorporate awareness of these policies into Program planning and support activities.
- Understanding of Gender mainstreaming and a commitment to it in all activities.
- Understanding DFAT development and education policies, as well as broader objectives.

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- **Personal skills and abilities**

- High level interpersonal and relationship-building skills.
- Ability to communicate effectively with persons of various cultures and disciplines.
- Excellent written communication skills.
- Demonstrated skills in client service delivery.
- High-level negotiation skills and ability to manage conflict.
- Skills in problem identification and resolution.
- Ability to identify risks and to develop strategies to mitigate them.
- Ability to determine and review priorities and meet deadlines.
- Ability to think clearly and logically and work productively as a flexible member of a team.
- Ability to work independently in remote locations under adverse conditions.
- Management & leadership skills including coaching and mentoring.
- High quality computing skills.
- Willingness to undertake travel within Kiribati as required.

Job Specifications

The responsibilities of the KEF Phase III Team Leader are outlined as follows:

Management and Coordination

As Team Leader:

- support the MoE Secretary and MoE Senior Management Team in coordinating technical assistance inputs provided to the MoE, and other relevant parts of GoK;
- facilitate assistance to MoE partners, and cooperate with the Education Strategic Planning Adviser (ESPA), to identify, develop and manage prioritised capacity development initiatives, aimed at sustainable professional development and institutional strengthening;
- support the Secretary and Senior Management Team in the planning for KEIP Phase III, including approaches, sequencing and resourcing, as well as any opportunities for private sector contribution;
- develop and maintain effective collaboration with the ESPA, in order to ensure the success of KEIP Phase III in providing complementary support to MoE; and
- ensure that KEIP is not only driven by outputs, to the detriment of much needed capacity development at MoE and schools levels.

Aid effectiveness and development partner coordination

The Team Leader will:

- Support the MoE Secretary and Senior Management Team in proactive donor coordination, and in the ongoing alignment and harmonisation to maintain aid effectiveness; particularly in facilitating the joint annual review of ESSP implementation and harmonised donor approaches to ICT infrastructure relating to potential use of tablets (the ITC and solar panels;
- Cooperate with the ESPA to support the MoE and development partners, in line with the Paris and Accra agreements and the ESSP 2016-2019 priorities, in order to:
- expand GoK leadership and accountability;
- Maintain development partner alignment with GoK policies, priorities, strategies, operational plans and PFM systems, particularly in relation to wherever practicable and particularly in relation to disability inclusion; and for teacher development and KTC institutional development.
- Report jointly to DFAT Tarawa and to the MoE Secretary. The KEIP Team Leader, together with the MoE Secretary (or the Secretary's delegate), will meet with DFAT at least monthly.

Position Description

Position Title	Infrastructure Implementation Adviser
Reports to	KEF Team Leader
Accountable to	Head of the MoE Facilities Management Unit (FMU)
Location	Tarawa, Kiribati
Duration of Assignment	Full time
Adviser Remuneration Framework	Category C Level 3

Objectives

Assist the Ministry implement the KEIP Phase III rollout of the School Rehabilitation Plan (PSRP) for 2016-2019. Provide leadership and support for the Head of the Facilities Management Unit (FMU) to implement processes to meet PSRP targets in a timely and cost-effective manner. Through management and technical skills, build capacity within the FMU to plan, manage, monitor and quality assure complex infrastructure and school maintenance programs.

Outcomes

The expected outcomes of this KEIP placement are:

- Schools constructed and / or refurbished to meet National Infrastructure Standards;
- KEF budget for infrastructure is expended in a managed, effective and Value for Money manner to achieve the annual target of classrooms, WASH facilities and water tanks;
- Improved capacity of FMU to plan, manage and monitor MoE infrastructure projects;
- Improved capacity of the local building industry to plan, tender, finance, manage, build and certify infrastructure facilities;
- Planning and provision of WASH facilities and water tanks (contingent on budget availability and MoE priorities for improving access) and for oversight of any KEIP solar panel support at schools.

Accountability and working relationships

- The Infrastructure Implementation Adviser is accountable to the Secretary through the Head of the Facilities Management Unit.
- The Adviser reports to the KEF Team Leader for the planning and management of their placement and the delivery of the agreed infrastructure outputs within the specified time-frame.
- Provide mentoring and support for the Infrastructure Manager to coordinate and supervise the day to day work of the Rehabilitation Team.
- Work closely with - and draw upon the expertise from - the Infrastructure Support staff, including when managing for additional technical inputs and 'surge capacity' when required.

Job Specification

The Infrastructure Implementation Adviser will use mentoring, coaching and other capacity enhancement strategies to assist the Facilities Management Unit and Infrastructure Working Group to:

- provide advice to the Secretary and senior management on strategic, financial, operational, structural and administrative options for the implementation of the Primary School Rehabilitation Plan (PSRP).
- manage the roll-out of the PSRP through approved processes for tendering, contract formation, contract administration and construction supervision.
- on a regular basis, review and revise the PSRP using data collected from a wide range of sources to ensure the rehabilitation priority list remains current and within MoE priorities.
- support to the orderly tendering, construction, commissioning and maintenance of infrastructure, so that a predictable number are completed each year to the required high quality.

- monitor the type of materials being used to ensure that all infrastructure is of a high quality and that the logistics associated with getting the materials to site are orderly and complete.
- establish realistic ongoing budgets for maintenance of 'rural' and 'urban' schools.
- Maintain and contribute to the schools refurbishment database, supplemented with new data as available.
- liaise with government and donor agencies to ensure that all new and proposed activity related to school infrastructure is fully documented for warranty and audit purposes.
- build capacity in the local building industry by coordinating contract requirements to suit local banks and insurance products and conducting pre-tender briefings and public tender openings.
- consider and incorporate key development issues such as gender equality, disability, inclusive education, WASH, HIV and AIDS and environment into the infrastructure program implementation.

Qualifications

- Building qualifications and certification as an approved builder
- Proven history in successfully managing the implementation of building projects.

Experience

- Experience of managing all stages of complex construction projects in developing country is essential.
- Demonstrated experience in managing and coordinating the tendering, assessment, documentation, monitoring, quality assurance and signing off of new construction is essential.
- Experience in building the capacity of counterparts to manage implementation of all stages of large infrastructure projects and ongoing maintenance programs is essential.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Knowledge of building design and construction, specifications, standards and quality levels, construction techniques and scheduling, bills of quantity, requirements of Certificates of Practical Completion is essential.
- Sound knowledge of the logistics of construction projects, including the complexities when working in remote island locations is essential.
- Sound knowledge of the appropriate WASH facilities, the placement and installation of solar panels, and the installation and use of water collection and storage.
- Demonstrated understanding of aid effectiveness principles.
- Demonstrated understanding of DFAT and Kiribati policies in relation to cross cutting issues relating to physical infrastructure, including gender equality, disability, child protection and the environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Fluent command of spoken and written English;
- Ability to think clearly and logically and to allocate and review priorities to meet deadlines;
- An ethical and transparent approach to all aspects of the construction cycle.
- Ability to provide regular verbal and written progress reports is essential;
- Ability to analyse infrastructure risks and develop appropriate management strategies;
- Advanced level communication skills, particularly active listening and facilitation skills in cross-cultural settings is essential;
- Proven ability to develop and maintain close and genuine professional partnerships with a variety of stakeholders;
- Ability to handle multiple tasks at strategic and implementation levels with high attention to detail to

ensure quality outcomes are achieved;

- High-level negotiation skills and ability to manage conflict.
- Ability to mentor local professional / technical colleagues and local building industry.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	Classroom and Schools Focussed Disability Adviser
Reports to	KEF Team Leader
Accountable to	Director of Education
Location	Tarawa, Kiribati
Duration of Assignment	Part Time
Adviser Remuneration Framework	Category B Level 4

Objectives

Assist the Ministry develop and implement its Disability Strategy as part of the ESSP 2016-2019. Provide leadership and support for the Secretary and Director of Education to implement programs that highlight the importance of community and school support to the disabled. Through management and technical skills, build staff capacity within the MoE, KTC, teachers and schools to plan, manage and monitor increased access, learning and increased engagement with young disabled people at schools.

Outcomes

The expected outcomes of this KEIP placement are:

- Development of a data base of disability incidence in Kiribati in school aged children.
- Preparation of a costed strategic plan for mainstreaming disability inclusion developed and policies approved.
- Greater advocacy with MoE leadership and with local communities for students with a disability and those girls and boys with learning difficulties, through positive actions towards inclusion in mainstream schools.
- School leaders, education managers and teachers trained in how to manage the learning and provide support to disabled students.
- Practical measures and approaches developed for classroom use and promoted / monitored through workshops and mentoring.
- MoE supported for developing a mainstream school pilot for disability inclusion on the model of the Access to Quality Education Program (AQEP).

Accountability and working relationships

- The Classroom and Schools Focussed Disability Adviser is accountable to the Director of Education and will liaise with other members of the MoE Executive as required.
- The Adviser reports to the KEF Team Leader for the planning and management of their placement and the delivery of the agreed disability policy and classroom practice outputs within the specified time-frame.
- Provide mentoring and support for the MoE managers, educational leaders, Principals, teachers and engage as appropriate with local communities.
- Work closely with - and draw upon the expertise from – other advisers and specialists who are working with MoE and schools, as well as NGOs and disability advocacy groups.

Job Specification

The Classroom and Schools Focussed Disability Adviser will use mentoring, coaching and other capacity enhancement strategies to:

- Provide advice to the MoE Secretary, Director and senior management on Disability policy and practice
- Provide advice to PPD on development of a disability data base for Kiribati school aged children
- Provide advice to MoE Secretary, Director, relevant curriculum standards authority, & CRDC for developing, modifying and implementing curriculum including inclusion of attainment standard/s for

students with learning related disabilities, teachings materials, assessment and exams for students with different disabilities, impairments and learning needs

- Provide advice to Secretary, Director and senior management for development of a mainstreaming disability pilot in schools based on AQEP model
- Advise and develop capacity of KTC lecturers, school teachers, relevant MoE staff e.g. Island Education Coordinators and DEOs, parents/grandparents/guardians and school communities on;
 - development, dissemination and promotion of general inclusive strategies for schools and classrooms
 - disability specific teaching and assessment approaches and practices to assist students with different disabilities, impairments and learning needs
 - Working with the Kiribati DPO and NGOs and regional / Kiribati groups that currently advocate and support disabled students
 - refining curriculum and process for transitioning of students with disabilities from the special school to mainstream schools identifying, developing, modifying and using assistive aids to support access to schools, classrooms and other learning environments
- Mentor the local KEF disability and inclusion advisor in the implementation of KEIP's disability and inclusion agenda, including on the intersection of disability and gender disadvantage
- Provide advice during the development of the pre-loaded tablets on the inclusion of relevant age-specific materials and apps to better facilitate learning for children with learning related disabilities through the use of tablets; and on the inclusion of children with disability in the pilot RTC.
- Support MOE in liaising with the School and Centre for Children with Special Needs for the training of a cadre of specialist teachers in supporting vision and hearing disabilities and giving advice on assistive devices which should be available in mainstream schools.
- Liaise with government, Kiribati DPO, NGOs and donor agencies as appropriate to promote the MOE Disability Strategy and identify areas where other interested parties can support MOE implementation.
- Consider and incorporate key development issues such as gender equality, disability, inclusive education, HIV and AIDS and environment into the infrastructure and program implementation.

Qualifications

- A relevant tertiary qualification in education, management, health science or other appropriate discipline
- Proven history in successfully developing policies, practice and successful field based support for improving the access, learning environment and the educational opportunities of young disabled persons.

Experience

- Experience teaching, training and mentoring in inclusive education at classroom level is essential
- Demonstrated experience in developing and implementing policy that advocates and improves access to learning.
- Experience in working with teacher trainers, communities, education leaders and schools to advocate, pilot and embed strategies and actions in support of disabled students is essential.
- Experience in building the capacity of partners, counterparts teachers and teacher-trainers to plan and manage an inclusive curriculum designed for the abilities of disabled young people.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Knowledge of the complexities associated with increasing access to, and the quality of, education for young people with some form of disability that inhibits participation and engagement with learning is essential.
- Knowledge of indicators and measures used to identify the range of disabilities in the community
- Sound knowledge of the effect and constraints that remote locations have on access and service

levels for disabled people and ways that can be piloted to help overcome these constraints.

- Demonstrated understanding of aid effectiveness principles.
- Demonstrated understanding of DFAT and Kiribati policies in relation to cross cutting including gender equality, disability, child protection, accessible infrastructure and classrooms, and the environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Fluent command of spoken and written English;
- Ability to think clearly and logically and to allocate and review priorities to meet deadlines;
- An ethical and transparent approach to all aspects of working with young, disabled people and the people that teach and nurture them.
- Ability to provide regular verbal and written progress reports is essential;
- Advanced level communication, particularly active listening and facilitation in cross-cultural settings essential;
- Proven ability to develop and maintain close, genuine professional partnerships with variety of stakeholders;
- Ability to handle multiple tasks at strategic and implementation levels with high attention to detail to ensure quality outcomes are achieved;
- High-level negotiation skills and ability to manage conflict.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	KTC and Teacher English Language / TESOL Program Specialist
Reports to	Director Curriculum & Assessment Division / Secretary MoE / Director KTC
Manage by	KEF Team Leader
Location	Tarawa, Kiribati and remote deployment
Duration of Assignment	Short term adviser, periodic inputs
Adviser Remuneration Framework	Category B Level 3

Objectives

Assist the Ministry of Education (MoE) to implement its language-in-education policy for enhanced teacher capability for the transition to English (Grades 4-5); to enable students to understand subjects taught in English (Yrs 4-9) and to strengthen students' communication skills in English. The Adviser will work with the Curriculum Development and Resources Centre (CDRC) and the Kiribati Teachers College (KTC) to strengthen existing teacher guides and curricular materials from Grade 4-6; and to guide development of the English language delivery of the JSS curriculum; and related TPD. The Advisor will also advise MoE and the leadership of KTC on the implementation of an external quality review of the current TESOL program to ensure that it can deliver language teaching and learning that enables comprehension of subject content.

The Advisor will assist MOE and the KTC leadership in the development of a strategic plan for the institutional development of KTC to lead sustainable English language proficiency and use by Kiribati's teacher workforce; and Support MoE advocacy efforts related to the language policy, to ensure it is supported by the wider population as well as the educational establishment.

Outcomes

The expected outputs/outcomes of this placement include:

- Strengthened curriculum and assessment materials supporting language of instruction transition to English
- Curriculum and assessment materials at upper primary and JSS that support subject content comprehension and practice in English
- Teachers (in pre-service and in-service courses) with understanding and skills for transition to English and teaching subject learning in English as a second language
- A TESOL program that assists teachers' own subject proficiency, and provides for CLIL skills
- wide-spread community understanding and acceptance of advantages of best practice in bilingual education

Accountability and working relationships

- The KTC and Teacher EL / TESOL Program Specialist is accountable to the Secretary through the Director Curriculum and Assessment, as well as working with KTC Director, for the technical outcomes of the assignment.
- The Specialist will report to the KEF Team Leader for the planning and management of their placement and the delivery of the agreed outputs within the specified time-frame.
- The Specialist will work collaboratively with MoE Senior Managers, CDRC and KTC staff in support of best practice in language-in-education implementation, including providing English Language teaching and TESOL advice to KTC staff.

Job Specifications

The responsibilities of the KTC and Teacher EL/TESOL Program Specialist are outlined as follows:

- Assist MoE staff to reach common understandings of the principles, scope and sequence, and

challenges of implementing the language policy, specially related to bilingual education and mother tongue teaching, learning in the early years.

- Work collaboratively with CDRC and KTC to review early year's language curriculum materials to ensure they support implementation of the language policy in classrooms.
- Provide advice and support in the development, design and delivery approach of the KTC pre-service teacher education program, including how best to initiate and maintain English language mastery.
- Advice / support to delivery and evaluation of KTC professional development program.
- Advice and support in the delivery and evaluation of TESOL (or other relevant) EL program.
- Assist MoE in its community awareness campaign to promote wide-spread community understanding and acceptance of best practice in bilingual education and English tuition.

Qualifications

- A higher tertiary qualification in Education or relevant field.
- A relevant post-graduate qualification relating to English Language teaching is essential.

Experience

- Demonstrated relevant experience as a language educator is essential, preferably in the basic education sector.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds is essential.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Work experience in the Pacific or another developing country is essential.

Knowledge

- Demonstrated knowledge of relevant bilingual and learning strategies, including teacher education methodologies.
- Demonstrated knowledge of bilingual teaching, especially the use of TESOL.
- Understanding of aid effectiveness principles, including DFAT delivery of development assistance.
- Demonstrated understanding of DFAT and GoK policies in relation to cross cutting issues including inclusive education, gender equality, disability, child protection and environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to undertake activities in a participative and consultative manner, ensuring counterparts and stakeholders actively participate and develop understanding and ownership.
- Ability to maintain a high level of personal organisation combined with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.
- Ability to effectively self-manage the allocation of priorities, deadlines and budgets with minimal supervision.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	JSS Curriculum and Management Reform Adviser
Reports to	SEO Basic Education Division / Secretary MoE
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration of Assignment	Short term, periodic inputs
Adviser Remuneration Framework (ARF)	Category B Level 3

Objectives

Assist the MoE to review and reform the curriculum form and content through the JSS school years, in a way that transforms the curriculum to one more aligned with the GoK strategy for improved self-development, employability and labour mobility of JSS graduates. Support the MoE to develop a curriculum that is more aligned to acquiring skills from a curriculum that is oriented to applied knowledge. These skills are the foundation skills for employability and further study, of numeracy and literacy, reasoning and problem-solving; as well as skills for promoting respectful gender relationships and contributing to the quality and productivity of community living.

Support the JSS curriculum review and assist in planning and managing the development of materials and the training and mentoring of teachers and educational managers.

Support the MoE to identify alternate pathways for JSS graduates and liaise with TVET and other relevant organisations to ensure that the JSS reforms align with external stakeholder needs.

Work with education leaders and managers (principals, IEC DEOs) so they become change agents and supporters of organisational change, essential to achieve lasting curriculum and assessment reform.

Outcomes

The expected outputs/outcomes of this placement include:

- A JSS curriculum that has been reviewed and transformed into one that has the best balance of knowledge and skills that can support JSS students to live productive lives, have respectful relationships, potential options for further study and skills and language suitable for employment.
- A cohort of school leaders and education managers that understand and promote JSS reform; and that monitor quality and implementation in schools — in formal curriculum and school culture— to ensure consistency, quality and a supportive and inclusive environment for students' development.
- Learning materials and alternative sources of information, course content and access to English language materials, as well as improved teaching and learning practice across JSS.
- Alternate pathways between JSS and TVET are formed by MoE and MHRDT, so that more JSS students can progress their education and enhance their employment prospects.
- Development of programs and processes in the school in support of the School Wellbeing agenda to foster positive gender relationships and combat bullying and discrimination.
- Improved JSS reporting and increased information on students and teachers' performance gathered at JSS school level in a form suitable for decision making.

Accountability and working relationships

- The JSS Curriculum and Management Reform Adviser is accountable to the Secretary of Education
- The Adviser reports to the KEF Team Leader for the planning and management of their placement and for the delivery of the agreed JSS outputs within the specified time-frame.
- The Adviser will work collaboratively with other divisions of the Ministry and as a member of the KEIP Adviser Core Team, especially in relation to the transition from Primary to JSS and the required school leadership, staff development and learning materials

- The Adviser will provide reports, updates and data as required by the Team Leader.

Job Specifications

The JSS Curriculum and Management Reform Adviser will use mentoring, coaching, training, workshops and other capacity enhancement strategies to assist the Director of Education and the relevant stakeholder groups to:

- provide advice to the Secretary, Director of Education and to senior management on the existing structure and content of the JSS curriculum and options for its restructure and reform.
- Work with the MOE to identify the constraints to a successful JSS reform including resistance from school management, limitations on teacher qualification and experience, as well as entrenched views of what JSS is.
- support MOE to plan, implement and monitor its JSS reform process, building and extending the capacity of education leaders and managers, including how to plan their JSS for the transition.
- Participate in MOE community and stakeholder consultative processes in relation to JSS reform.
- Support MOE development of JSS through building school management capacity;
- Support to school leadership and teachers in developing curriculum and introducing new content and delivery methods, to assist in a smooth transition for stronger teaching and learning outcomes for JSS graduates.
- support capacity building of school principals both primary and JSS to integrate students' self-development and the principles and processes of School Wellbeing into the curriculum and school culture.
- assist the MoE consider and incorporate key development issues such as gender equality, social inclusion, disability, HIV and AIDS and environmental issues into JSS curriculum and teaching.

Qualifications

- A degree in education or training, or a related field, is essential.
- A relevant post-graduate qualification in TVET or skill formation is desirable
- Experience as a JSS principal is highly desirable

Experience

- Extensive experience of delivering high level advice to central managers and school leaders on secondary education and its linkages to further study or employment
- Deep understanding of secondary curriculum and assessment, including the balance between academic and applied subjects and their role in a comprehensive education
- Deep understanding of gender dynamics and positive gender relationship formation during adolescent years
- Experience in working with remote schools and in accommodating their unique teaching and learning and materials needs into planning and management systems.
- High level experience of applying evidence-based approaches to curriculum reform, strategic planning, policy development and policy implementation in secondary and / or post-secondary educational context is essential
- Demonstrated experience in the writing of high quality, succinct reports for clients and key stakeholders.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social cultural backgrounds essential
- Working experience in the Pacific educational context is desirable

Knowledge

- Understanding of HIV/AIDS, fraud, child protection and a preparedness to incorporate awareness of these policies into Program planning and support activities
- Understanding of Gender Mainstreaming and a commitment to it in all activities
- Understanding DFAT development and education policies, as well as broader objectives.

Personal skills and abilities

- High level interpersonal and relationship-building skills
- Ability to communicate effectively with persons of various cultures and disciplines
- Demonstrated skills in client service delivery
- High-level negotiation skills and ability to manage conflict
- Skills in problem identification and resolution
- Ability to identify risks and to develop strategies to mitigate them
- Ability to determine and review priorities, meet deadlines and think clearly and logically
- Ability to work productively as a flexible member of a team
- High quality computing skills.

Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	Monitoring & Evaluation Adviser
Project	Kiribati Education Improvement Program
Reports to	MoE Senior Management Team / KEF Team Leader
Managed By	KEF Team Leader
Location	Tarawa, Kiribati
Duration of Assignment	Short term, periodic inputs.
Adviser Remuneration Framework	Category C Level 3
<p>Objectives</p> <p>Provide assistance to MOE in delivering an integrated, cost effective and efficient M&E Framework with a systems approach that aligns with the Ministry operational plan and the broader Education Strategic Sector Plan (ESSP 2016-2019). Facilitating and providing technical support to review the existing approach to M&E, liaising with the MOE, its various Directors and Heads of Division and other partners and stakeholders; and finalizing an M&E Framework agreed upon by all stakeholders.</p> <p>Design key components of the MoE M&E system to be established including an annual costed work plan with the key M&E activities to be implemented. TA will be provided using a common approach for the DFAT funded Kiribati Education Facility (KEF) M&E annual work plan. This work plan should be consistent with the Ministry M&E work plan in that all KEF funded activities are structured around agreed strategies with clear and achievable milestones that align with the goals of the ESSP 2016-2019. Provide M&E reports on ESSP and KEF achievement each 6 months as part of DFAT Reporting. Other reports, as may be required by MoE, DFAT or KEF, will be provided in an ad hoc basis.</p> <p>Liaise with the Ministry Technical Services and Information Management Unit (TSIMU) in order to align the education-related indicators to the education management system.</p> <p>Assist the MOE in the ongoing development and implementation of the MEF, which will assess the effectiveness of the MoE Education Sector Strategic Plan (ESSP).</p> <p>Outcomes</p> <ul style="list-style-type: none"> • MoE's MEF established and utilised, to measure and report progress and impact of the MoE Education Sector Strategic Plan 2016-2019. • Strengthened collection of performance data in education sector in support the updating the ESSP. • M&E data is timely and disseminated, contributing to the ongoing development of the ESSP, its implementation strategy and the budgeted rolling plan of assistance by donors • Performance data used by the MoE in the identification, research, analysis and dissemination of best practices in the education sector in Kiribati • Effective management and analysis of data from the Joint Annual Review of the ESSP • The performance of KEIP program monitored through KEIP M&E and provide regular feedback (3 monthly) to all stakeholders to feed into program decision points and process for identifying needs for program knowledge building • KEIP III baselines and end line assessments developed and used in KEIP Phase III reporting • Analysis, reports and updates provided as required, for both KEF progress against its mandate, as well as ESSP. • Through training, MoE staff have the necessary knowledge and skills to record, analyse and report M&E data. <p>Accountability and working relationships</p> <ul style="list-style-type: none"> • The Monitoring and Evaluation Adviser is accountable to the Secretary through the Director Policy and Planning (or MoE nominated equivalent) for the technical outcomes • The Adviser will report to the KEF Team Leader for the planning and management of their placement and concerning the delivery of their agreed outputs within the specified time-frame 	

- The Adviser will work collaboratively with MoE Secretary and Senior Managers and donor partners, particularly UNESCO, in identifying and reporting on outcomes.

Job Specifications

The M&E Adviser will use mentoring, coaching and other capacity enhancement strategies to assist the policy and planning section of MoE to:

- Develop templates for KEF annual work plan and 6-monthly progress reports
- Develop templates for adviser work planning and reporting
- Deliver workshops and training on the MEF reporting templates and use of performance data in program work planning and reporting
- Support the KTC KEF data collection to ensure the research data and results are used in planning, KEF reporting, and research on best practices
- Provide analysis, summaries and reports on ESSP and KEF progress and outcomes as required, including development of the KEF 6-monthly report
- Support the development of the KEF annual work plans
- Assist MoE develop best practices framework and strategy for using best practice research in policy development
- Assist in the development of the Joint Annual Review of the ESSP and analysis of findings
- Assist in the development of KEIP program baselines and forward planning
- Support use of performance data by EPiK working groups
- Support the production and dissemination of best practices research
- Draw lessons learned from ESSP and KEIP Phase III for use in program planning

Qualifications

- Advanced Tertiary qualification in Development, Education, Management,
- Post-graduate qualifications in M&E are highly desirable.

Experience

- Demonstrated experience in developing and implementing appropriate and sustainable M&E frameworks, systems and strategies is essential.
- Experience in the development of effective gender appropriate M&E tools is essential.
- Demonstrated experience developing and maintaining effective working relationships and providing specialist, appropriate levels of training for local staff and specialists.
- Demonstrated experience preparing timely, high quality outcomes-based reports for clients / stakeholders.
- Work experience in the Pacific region is desirable.

Knowledge

- Demonstrated knowledge of effective M&E strategies for developing countries is essential.
- An understanding of the Pacific regional context and how M&E can contribute to policy is desirable.
- Understanding of development effectiveness principles and cross-cutting themes is highly desirable.
- Demonstrated understanding of a range of capacity building approaches and their applicability to different contexts and needs is essential

Personal skills and abilities

- Demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to undertake activities in a participative and consultative manner, ensuring counterparts and

stakeholders actively participate and develop understanding and strong ownership of MEF and outputs.

- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	School Based Leadership and Management Adviser
Reports to	SEO Basic Education Division / Secretary MoE
Location	Tarawa, Kiribati
Duration of Assignment	Short term, periodic inputs
Adviser Remuneration Framework (ARF)	Category D Level 3
<p>Objectives</p> <p>Assist the Ministry of Education (MoE) to implement school-based management and instructional leadership as a means to improve the quality of education delivery at the school and classroom level. Assist MoE implement the School Improvement Program (SIP) including development of an empowering environment for all students, and community engagement. as part of School Improvement Plans.</p> <p>The Adviser will assist the Basic Education Division to improve the School Leader Professional Development Program (SLPD) to develop the skills needed by District Education Officers (DEOs), Island Education Coordinators (IECs), school leaders and school committee members to improve and strengthen school-based management, including in relation to more comprehensive performance reporting, including learning and participation disability inclusion and support of GOK's School Wellbeing program</p> <p>The Advisor will assist the IECs in their outreach to communities for community engagement with student participation, including of children with disabilities; and in particular will support IEC in their development of innovative and evidenced-based community engagement strategies.</p> <p>The Adviser will also assist the Ministry in strengthening school level instructional leadership and decision making, through support for the implementation of instructional leadership training particularly for school processes to improve participation, learning performance and teacher competency development.</p> <p>Provide flexible and targeted support to meet the leadership needs of groups and individuals, to ensure that the training and mentoring aligns with the context and unique needs of the school.</p> <p>Outcomes</p> <p>The expected outputs/outcomes of this placement include:</p> <ul style="list-style-type: none"> • School-based leadership and management embedded in MoE and schools, including clear roles and responsibilities of the relevant parties. • Increased capacity of School Leaders, School Committees, Island Education Coordinators (IECs) and District Education Officers to carry out their roles and responsibilities for school-based management. • Improved reporting and increased information on students and performance provided from schools to MOE in a form suitable for decision making. <p>Accountability and working relationships</p> <ul style="list-style-type: none"> • The School-based Leadership and Management Adviser is accountable to the Secretary through the SEO Basic Education • The Adviser reports to the KEF Team Leader for the planning and management of their placement and for the delivery of the agreed outputs within the specified time-frame. • The Adviser will work collaboratively with other divisions of the Ministry and as a member of the KEIP Adviser Core Team • The Adviser will provide reports, updates and data as required by the Team Leader <p>Job Specifications</p> <p>The School-based Leadership and Management Adviser will use mentoring, coaching, training,</p>	

workshops and other appropriate capacity enhancement strategies to assist the Basic Education Division and relevant groups to:

- provide advice to the Secretary, Director of Education and senior management on strategic, financial, operational, structural and administrative options for the implementation of the quality teaching and whole school improvement components of the ESSP
- plan, implement and monitor MoE's school-based instructional leadership and improved management strategies and the capacity of education leaders and managers, including for the achievement of a supportive school environment for student self-development.
- implement appropriate capacity building strategies to ensure IECs and school leaders have the skills needed as the focus moves towards an island managed form of support;
- support IEC in the development of their role of bridging school and community, particularly in relation to student participation. Implement community and stakeholder consultative processes which strengthen the enabling environment for school-based management and improvement.
- support MOE development of basic education services supporting system development and through building school management capacity needed at SIU level;
- support the strengthening of evidence-based planning and policy development for school-based management and education / classroom quality improvement
- support to school and educational leadership to analyse and report against
- assist the MoE consider and incorporate key development issues such as gender equality, social inclusion, disability, HIV and AIDS and environmental issues into school improvement programs and their implementation.

Qualifications

- A higher degree in a relevant education, management or leadership field is essential.
- A relevant post-graduate qualification in management is desirable
- Experience as a school principal is essential.

Experience

- Extensive experience of delivering high level advice about quality teaching and whole school improvement in a development environment is essential.
- Experience in working with remote schools and in accommodating their unique needs into management training and mentoring is essential.
- High level experience of applying evidence-based approaches to strategic planning, financial planning, policy development and policy implementation in an educational context is essential
- Demonstrated experience in the writing of high quality, succinct reports for clients and key stakeholders is essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social cultural backgrounds essential
- Working experience in the Pacific educational context is desirable

Knowledge

- Detailed understanding of the delivery of development assistance to the education sector through Program and Sector Wide approaches
- Understanding of HIV/AIDS, fraud, child protection and a preparedness to incorporate awareness of these policies into Program planning and support activities
- Understanding of Gender Mainstreaming and a commitment to it in all activities
- Understanding DFAT development and education policies, as well as broader objectives.

Personal skills and abilities

- High level interpersonal and relationship-building skills
- Ability to communicate effectively with persons of various cultures and disciplines

- Excellent written communication skills
- Demonstrated skills in client service delivery
- High-level negotiation skills and ability to manage conflict
- Skills in problem identification and resolution
- Ability to identify risks and to develop strategies to mitigate them
- Ability to determine and review priorities, meet deadlines and think clearly and logically
- Ability to work productively as a flexible member of a team
- Ability to work independently in remote locations under adverse conditions
- Management & leadership skills including coaching and mentoring
- High quality computing skills.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	Curriculum Implementation Adviser(s) Primary Education – 2 positions - (One position supports Primary education literacy and learning: One position for Primary education numeracy and learning)
Program	Kiribati Education Improvement Program
Agency report	Manager C&A Division / Secretary MoE
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration	Short term, periodic inputs for both positions
Adviser Remuneration Framework (ARF)	Category B Level 3
<p>Objectives</p> <p>The objective of these assignments is to support the Curriculum Development and Resource Centre and in-service teachers with the curriculum reform process in line with the approved National Curriculum and Assessment Framework (NCAF) and CDRC's Curriculum Management Plan.</p> <p>The Curriculum Implementation Advisers will focus on assisting MoE to achieve improved student literacy (Adviser 1) and numeracy (Adviser 2) outcomes in the early years by ensuring that the early grades curriculum is revised and strengthened if findings indicate weaknesses in early grades literacy and numeracy performance; that quality curriculum is established for Years 5-6, that all schools have sufficient and appropriate materials to teach the curriculum, and the curriculum content and methodologies are clearly understood by teacher educators and managers responsible for curriculum in schools and for delivering PD to teachers. The advisers will each support CDRC to monitor the implementation and effectiveness of the curriculum – and the performance of students in literacy and in numeracy - using data collected through STAKI and regional assessments that MoE engages in such as PILNA.</p> <p>The advisors will also support MOE and the disability advisor in the development of curriculum standards that students with learning related difficulties can attain.</p> <p>The advisors will also provide technical support and advice for the development of materials and learning approaches for a major pilot of pre-loaded tablets to be initiated in a number of schools at Grade 4 level.</p> <p>Outcomes</p> <p>The expected outcomes of these placements are:</p> <ul style="list-style-type: none"> • Early grades curriculum and materials (supplementary) strengthened if early assessment indicates weakness in early grades literacy and numeracy performance. • Year 5-6 syllabus, teachers' guides and resources developed and produced, with a focus on the most effective ways to improve literacy and also student numeracy. • Curriculum managers and developers have the understanding and skills for planning, implementing, monitoring and evaluating quality curriculum materials for schools. • The materials used to support teachers in the classroom are fit for purpose, can support literacy and numeracy and access print and non-print materials that teachers and children can best use. <p>Accountability and working relationships</p> <ul style="list-style-type: none"> • Both Curriculum Implementation Adviser(s) are accountable to the Director of Education through the Director of Curriculum and Assessment • Both Advisers report to the KEF Team Leader for planning and management of their placement and the delivery of the agreed outputs within the specified time-frame • Both advisers will work collaboratively with other divisions of the Ministry and as members of the KEIP Phase III Adviser Core Team, providing advice on improving literacy and numeracy. 	

- Both Advisers will work collaboratively with the Assessment Adviser and any short-term language or subject specialists to ensure that CDRC receives integrated, coordinated support.

Job Specification

The Curriculum Implementation Literacy and the Numeracy Advisers will use mentoring, coaching and other appropriate capacity enhancement strategies to assist the Director Curriculum and Assessment, the CDRC management team and relevant working groups to:

- Provide advice to the Secretary, Director of Education and senior management on technical and implementation options for the literacy and the numeracy curriculum strategies in the ESSP
- Help with revisions to the early grade literacy and numeracy curriculum if required and strengthen the literacy and numeracy focus of the Year 5-6 curriculum.
- Assist in developing and producing supplementary/revised literacy and numeracy teachers guides that support materials in schools and enable teachers to more effectively teach these basic skills
- Assist in the development of curriculum standards that students with learning related difficulties can attain.
- Provide capacity building in the literacy and in numeracy approaches and techniques in the curriculum, including to school leadership and through teacher professional development.
- Coordinate with other technical inputs from short-term assessment and subject specialists to ensure literacy and numeracy are identified as key priorities in the curriculum reform.
- Monitor literacy and numeracy results delivered via through the early grades assessment of literacy and numeracy; STAKI and relevant regional assessment tools such as PILNA.
- Provide technical support for the development and delivery of materials for a major pilot of pre-loaded tablets to be conducted at several schools at Grade 4 level.
- Consider the key development issues such as gender, disability, inclusive education, HIV&AIDS and environment in relation to curriculum and assessment planning for literacy and numeracy.

Qualifications

- Each of the Literacy and the Numeracy Curriculum Implementation Advisers will require a high level tertiary qualification in Education or in a relevant field.
- A relevant post-graduate qualification in literacy and in numeracy is also essential.

Experience

- Demonstrated experience in management and implementation of major curriculum development initiatives or reforms at basic education level in a developing country is essential.
- Demonstrated and successful experience and technical expertise in driving improvements in literacy and in numeracy, within an education department or similar environment, is essential.
- Experience in writing high quality, succinct reports for clients and key stakeholders essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social cultural backgrounds essential
- Working experience in the Pacific educational context is desirable

Knowledge

- Demonstrated knowledge of best development practice in school level curriculum issues in developing countries essential, including specialist technical areas of literacy and of numeracy.
- Understanding of HIV/AIDS, fraud, child protection and a preparedness to incorporate awareness of these policies into Program planning and support activities
- Understanding of Gender Mainstreaming and a commitment to it in all activities
- Understanding DFAT development and education policies, as well as broader objectives.
- An understanding of the Kiribati context and the environment is desirable

Personal skills and abilities

- High level interpersonal and relationship-building skills
- Ability to communicate effectively with persons of various cultures and disciplines
- Excellent written communication skills and demonstrated skills in client service delivery
- High-level negotiation skills and ability to manage conflict, problem identification and resolution
- Ability to identify risks and to develop strategies to mitigate them
- Ability to determine and review priorities and meet deadlines
- Ability to think clearly and logically and to work productively as a flexible member of a team
- Ability to work independently in remote locations under adverse conditions
- Management & leadership skills including coaching and mentoring
- High quality computing skills.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	KTC Teacher and Trainer-training Specialist
Reports to	KTC Director
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration of Assignment	Short term – periodic inputs
Adviser Remuneration Framework	Category B Level 3

Objectives

Assist the Ministry of Education (MoE) and Kiribati Teachers College to strengthen the in-service and pre-service teacher training program; increase the focus on literacy and numeracy in both; and develop curricular linkages between them for efficiencies and better preparation of beginning teachers.

Subject to MOE's support, assist KTC to develop and quality assure an in-service diploma based on recognition of prior learning for TPD and TESOL participation, with the addition of qualification level assessment tasks

Support KTC to upgrade its systems, equipment and materials to introduce new ways of delivering teacher training, including the use of ITC in the development or use of course materials and also in delivery methods.

Support KTC to increase its role in English language teaching and seek options on how it could become an assessor of English language levels. This may happen in cooperation with other institutions, including USP.

Work with MOE to identify develop a strategic plan for the institutional development of KTC, ongoing funded provision for teacher development and for facilities and staff upgrade to meet needs of developing specialisations in the education workforce (early childhood, literacy and numeracy, English language, upper primary and JSS subjects.)

Outcomes

The expected outcomes of this KEIP placement are:

- The quality of teaching and learning KTC pre-service and in-service provision is improved
- KTC systems and capacity to deliver its program through better use of technology has been strengthened,
- KTC strengthens its role in the delivery and maintenance of English language tuition for MOE staff and uses new technologies to provide English language rich materials to teachers and into the classrooms.
- KTC liaises with other institutions (i.e. USP) and uses more diverse technology and classroom teaching and learning approaches in its pre service and in-service programs for teachers, and participates in the classroom trial of Tablets at school level.
- Subject to MOE agreement, development of a fee-paying in-service diploma for teachers
- Costed strategic plan for KTC institutional development for the ongoing provision of teacher development.

Accountability and working relationships

- The KTC Teacher and Trainer-training Specialist is accountable to the KTC Director for technical outcomes.
- The KTC Teacher and Trainer-training Specialist will report to the KEF Team Leader for planning and management of their placement and the delivery of agreed outputs within the specified time-frame.
- The KTC Teacher and Trainer-training Specialist will work in a mentoring/coaching relationship with the KTC Director and staff, as well as collaboratively with other sections of the College and MoE.

- The KTC Teacher and Trainer-training Specialist will liaise closely with the KEF Curriculum, Assessment and Inclusion Advisers to maximise opportunities to promote good practice and utilise relevant materials, media, access policies and appropriate technology in teacher training and upgrading.

Job Specifications

The KTC Teacher and Trainer-training Specialist Adviser will use mentoring, coaching and appropriate capacity enhancement strategies to assist the KTC Director and staff strengthen the College's use of technology, delivery of TESOL and development of pre-service and in-service options for teachers.

- Use approaches, systems and technology to improve program delivery by KTC; and improve the focus on teachers achieving student outcomes in literacy and numeracy.
- Support improvements to EL and TESOL programs, including the options for KTC to one day be an institution that is accredited to certify English language levels of individuals (including MOE teachers);
- Support the Director to implement plans that increase the capacity of KTC to access ITC and internet access, and to use this new technology as part of teaching and learning, trainer training and for both pre-service and in-service programs.
- Support the Director to liaise with MOE, Schools and other institutions (including USP Tarawa) to provide options for students to gain credits towards a KTC qualification through approved courses or PD activities successfully undertaken and completed: and,
- Consider and incorporate key development issues such as gender, disability, inclusive education, HIV&AIDS, respectful relationships and the environment in KTC program planning and delivery.
- Support the development of a costed strategic plan for KTC institutional development for ongoing provision of teacher development.

Qualifications

- A higher degree for a tertiary institution in Education or appropriate field.
- A relevant post-graduate qualification in ITC or learning materials development is highly desirable.

Experience

- Demonstrated senior level experience in teacher training and PD programs.
- Demonstrated extensive experience in developing, implementing and managing teacher education for both pre-service and in-service, ideally where TESOL is also used.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Demonstrated knowledge of international developments in school curriculum, assessment techniques and the requirements for certification is essential.
- Demonstrated knowledge of the issues of teaching English as a second language for curriculum delivery
- Demonstrated understanding of aid effectiveness principles, including knowledge of DFAT delivery of development assistance.
- Demonstrated understanding of DFAT and GoK policies in relation to cross cutting issues including inclusive education, gender equality, disability, child protection and environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations,

governments, agencies, etc.

- Ability to undertake activities in a participative, consultative manner, ensuring counterparts and stakeholders actively participate and develop their understanding and ownership.
- Ability to maintain a high level of personal organisation, with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.
- Ability to effectively self-manage the allocation of priorities, deadlines and budgets with minimal supervision.
- Proficient computer and technological skills.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Title	Assessment Adviser
Reports to	MoE Director Curriculum & Assessment/ Secretary MoE
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration	Short term inputs
Adviser Remuneration Framework	Category B Level 3

Objectives

Assist the Ministry of Education (MoE) to implement the Assessment and Reporting Policy of the National Curriculum and Assessment Framework (NCAF).

The adviser will assist the Director Curriculum and Assessment and the Examinations and Assessment Unit (EAU) to re-develop and implement processes for assessment, examinations, reporting and certification for the new standards-referenced national curriculum.

Assist the ministry in the undertaking of a sample assessment of Grades 1-3 in literacy and numeracy early in KEIP 3.

Assist the Ministry in the development of assessments for children with learning-related disabilities

Assist the Ministry to develop an appropriate STAKI test at Grade 9 aligned with the reformed JSS curriculum.

Assist the Ministry to improve the capacity of the Ministry, schools, teachers and other stakeholders to use assessment for monitoring, reporting and planning for improved student learning, with a strong focus on literacy and numeracy outcomes.

Outcomes

The expected outcomes of this KEIP placement are:

- Valid and reliable data about student performance is used to monitor literacy and numeracy outcomes in the early years of schooling and inform ongoing planning for improvements in teaching and learning.
- STAKI Grade 9 test based on the reformed JSS curriculum
- Valid and reliable data about student performance in JSS and the rationalization of assessment tools and methods to align with MOE and GoK education priorities.

Accountability and working relationships

- The Assessment Adviser is accountable to the Director of Curriculum and Assessment through the Senior Assessment Officer, EAU, for technical outcomes.
- The Assessment Adviser will report to the KEF Team Leader for planning and management of their placement and the delivery of agreed outputs within the specified time-frame.
- The Adviser will work in a mentoring/coaching relationship with the Senior Assessment Officer and assessment team in EAU, working collaboratively with other sections of the Ministry. The Adviser will also liaise closely with the KEF Curriculum and Inclusion Advisers to maximize opportunities to reach accurate and reflective assessment tools.

Job Specifications

The Assessment Adviser will use mentoring, coaching and other appropriate capacity enhancement strategies to assist the Director Curriculum and Assessment, the Examinations and Assessment Unit and relevant MOE and other staff to:

- Use systems and processes for assessment, examinations, reporting and certification to support the implementation of the Assessment and Reporting Policy of the NCAF;
- implement improvements to EAU analysis and feedback on student performance to the Ministry, schools, teachers and external stakeholders;

- implement strategies to improve the capacity of the Ministry, schools, teachers and other stakeholders to use assessment for monitoring, reporting and planning for improved student learning at Primary education and moving into JSS level;
- Support planning and implementation of a portfolio of monitoring assessments for literacy and numeracy in the early years of schooling, including through STAKI and the possible regional assessment such as PILNA.
- Assist the ministry in the undertaking of a sample assessment of Grades 1-3 in literacy and numeracy early in KEIP 3.
- Assist the Ministry in the development of assessments for children with learning-related disabilities
- Assist the Ministry to develop an appropriate STAKI test at Grade 9 aligned with the reformed JSS curriculum.
- Work collaboratively with other divisions to ensure integration and alignment of curriculum, assessment, professional development and literacy and numeracy improvement initiatives, in Primary and JSS; and;
- Consider and incorporate key development issues such as gender, disability, inclusive education, HIV&AIDS, respectful relationships and the environment in assessment planning and implementation.

Qualifications

- A relevant tertiary qualification in Education or appropriate field.
- A relevant post-graduate qualification in education assessment is highly desirable.

Experience

- Demonstrated senior level experience in Assessment and Examinations in a Board of Studies or similar.
- Demonstrated extensive experience in developing, implementing and managing Assessment and Examination systems and operations in basic education.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Demonstrated knowledge of international developments in school curriculum, assessment techniques and certification is essential.
- Demonstrated understanding of aid effectiveness principles, including knowledge of DFAT delivery of development assistance.
- Demonstrated understanding of DFAT and GoK policies in relation to cross cutting issues including inclusive education, gender equality, disability, child protection and environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to undertake activities in a participative, consultative manner, ensuring counterparts and stakeholders actively participate and develop their understanding and ownership.
- Ability to maintain a high level of personal organisation, with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.

- Ability to effectively self-manage the allocation of priorities, deadlines and budgets with minimal supervision.
- Proficient computer and technological skills.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Title	MoE Finance and Budgeting Adviser
Reports to	Director Curriculum & Assessment/ Secretary MoE
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration	Short term – periodic inputs
Adviser Remuneration Framework	Category 3 Level 3

Objectives

The adviser will assist the Secretary and the Executive Management Team to develop an expenditure framework for the ESSP.

The adviser will assist the Ministry of Education (MoE) to plan, manage and report against annual ESSP implementation through annual budgets.

Assist the Director of Education to review and strengthen budget management and the orderly expenditure of funding to achieve maximum value for money and to manage the Ministry and Departmental cash flow.

Assist the Ministry to improve their staff capacity of to manage the annual budget effectively and to work with central Ministry of Finance to identify funding levels and to expand funds across the Ministry in accordance with the overall budget and within the MOE priorities.

Outcomes

The expected outcomes of this KEIP placement are:

- Expenditure framework for the ESSP developed
- MOE finance staff expend and report on the annual budget allocation accurately and with minimum over or underspend
- Valid and reliable financial data and remaining funds by budget line available at all times to MOE decision makers
- MOE finance staff trained and strengthened in their capacity to report accurately and to provide MOE with advance notice of any over or underspend to enable resource allocation as required.

Accountability and working relationships

- The Finance and Budgeting Adviser is accountable to the Director Policy and Planning for technical outcomes.
- The Finance and Budgeting Adviser will report to the KEF Team Leader for planning and management of their placement and the delivery of agreed outputs within the specified time-frame.
- The Finance and Budgeting Adviser will work in a collaborative relationship with the ESPA and the finance team, as well as with other sections of the Ministry.

Job Specifications

The Finance and Budgeting Adviser will use mentoring, coaching and other appropriate capacity enhancement strategies to assist the relevant MOE Directors and finance staff to:

- Use systems and processes for collecting, monitoring and assessing budget and financial information to support the MOE implementation of its annual priorities;
- Support improvements to MOE financial analysis, feedback to Ministry staff and reporting, to internal and external stakeholders;
- implement strategies to improve the capacity of Ministry staff to for monitor, report and plan for improved budget management and the effective use of available funds;

- Work collaboratively with other divisions to ensure integration and alignment of financial planning, allocation and reporting across all levels of the MOE mandate.
- Support MOE consider and incorporate key development issues such as gender, disability, inclusive education, HIV&AIDS, respectful relationships and the environment into financial / resource allocation.

Qualifications

- A relevant tertiary qualification in Finance and / or Accounting is essential.
- A relevant post-graduate qualification in education assessment is highly desirable.

Experience

- Demonstrated senior level experience in educational financial and budget management at the system level.
- Demonstrated extensive experience in developing, implementing and managing finances for schools, education sectors and in financial forecasting and reporting.
- Demonstrated experience in the writing of financial summaries, succinct reports and budget statements for clients and key stakeholders is essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Demonstrated knowledge of international developments in educational financing and methods of reporting against allocated budgets.
- Demonstrated understanding of aid effectiveness principles, including knowledge of DFAT delivery of development assistance.
- Demonstrated understanding of DFAT and GoK policies in relation to cross cutting issues including inclusive education, gender equality, disability, child protection and environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to undertake activities in a participative, consultative manner, ensuring counterparts and stakeholders actively participate and develop their understanding and ownership.
- Ability to maintain a high level of personal organisation combined with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key Ministry finance staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.
- Ability to effectively self-manage the allocation of priorities, deadlines and budgets with minimal supervision.
- Proficient computer and technological skills.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	Gender & Social Inclusion Adviser
Reports to	KEF Team Leader
Accountable to	DFAT
Location	Home base and Tarawa
Duration of Assignment	mentoring from home base and annual time in Tarawa
Adviser Remuneration Framework	Category B Level 3

Objectives

Support the work of the Kiribati Education Improvement Program (KEIP), including Advisers and Program staff, to ensure Gender and Social Inclusion, and disability inclusion issues are identified and to provide advice, support, mentoring and training on appropriate strategies. Includes the constraints and barriers to school access to the girls and boys attainment in Primary and Secondary.

Outcomes

The expected outcomes of this KEIP placement are:

- Gender and social inclusion and disability issues are identified and incorporated into all aspects of KEIP, in particular, legislative and policy review, curriculum reforms and infrastructure work.
- Increased capacity of Advisers and Program staff, and Partners to address gender and social inclusion and disability issues in their specific activities and implement social Inclusion practice.
- Increased coordination with stakeholder groups and schools to address gender and social inclusion issues in the education sector, especially in the classroom practice and wider school and community context.
- MOE supporting schools to implement the School Wellbeing and develop policies and regulations to maintain a environments free of discrimination, harassment and violence and to support students self-development and agency; and in line with the GOK School Wellbeing policy.

Accountability and working relationships

- The Gender & Social Inclusion Mentor will work in a mentoring/advisory role to the Ministry's gender equality and social inclusion working group. The Adviser will also work closely with all KEF Advisers and Program Staff, in particular the Team Leader, the Curriculum, Implementation and Infrastructure Adviser.
- Accountable to the KEIP Team Leader for the planning and management of the in-country Inclusive Education program and delivery of agreed outputs within the specified time-frame.

Job Specifications

The responsibilities of the Gender & Social Inclusion Mentor are outlined as follows:

- Raise awareness of gender and social inclusion issues which impact directly and indirectly on the KEIP and the Education Sector in Kiribati.
- Assist MOE to support schools to implement the School Wellbeing policy and develop policies and regulations to maintain a environments free of discrimination, harassment and violence and to support students self-development and agency
- Support training for school principals DEOs IECs and teachers in developing programs for student agency and for student self-development based on respectful gender relations.
- Work with the KEIP team, including Advisers and Program staff to identify and incorporate specific gender and social inclusion measures, including for domestic violence and for disability access into the work plans.
- Facilitate training and workshops to KEIP team on gender and social inclusion policy and practice,

using appropriate questioning techniques and develop options for consideration.

- Support the KEIP team to include gender and social inclusion in all capacity building work and training, encouraging linkages with other programs in Kiribati to enhance coordination of approaches (e.g. UNESCO).
- Provide support to the development of the KEIP MEF, including advice on gender and social inclusion sensitive indicators, and the access and test results of girls and boys in schools.
- Support the KEIP team to identify opportunities and avenues for local groups such as women's groups and disabled people's organisations to engage with and contribute to the MOE Inclusion Policy and Program.
- Provide follow-up inputs, in particular in supporting evaluation GESI processes
- Ongoing mentoring and advice to KEIP Team Leader and team members as required.

Qualifications

- Advanced Tertiary qualification in gender studies, development studies social studies, political science or a similar field relevant to the position is essential.
- Post graduate qualification in M&E, data analysis or education management desirable.

Experience

- Demonstrated experience in the development and implementation of Gender and Social Inclusion related policies and programs in a developing country, is essential.
- Demonstrated experience in working across cultures is essential.
- Proven experience in writing succinct, high quality reports for clients is essential.
- Demonstrated practical experience in Gender and Social Inclusion initiatives in the Pacific is highly desirable.
- Demonstrated experience facilitating training and workshops is highly desirable.

Knowledge

- Knowledge of current international thinking on gender and cross cutting development issues is essential.
- Demonstrated knowledge of the Australian Government Aid Program and DFAT's Gender Policy, Disability Policy and other related policies is desirable.

Personal skills and abilities

- Advanced level communication skills, particularly verbal and active listening skills, and including excellent written communication.
- High level interpersonal and collaborative skills, combined with ability/experience in working in close and genuine partnership with stakeholders.
- Sound cross cultural skills.
- High-level negotiation skills and proven skills in problem identification and resolution.
- Ability to allocate and review priorities to meet deadlines.
- Ability to think clearly and logically.
- Ability to mentor and coach staff to achieve on-going growth and development.
- A willingness to undertake travel within and throughout Kiribati as required.

Position Description

Position Title	ITC / Tablet School-based Pilot Specialist
Reports to	Director / Secretary MoE
Manage by	KEF Team Leader
Location	Tarawa, Kiribati and remote deployment
Duration of Assignment	Short term adviser, periodic inputs
Adviser Remuneration Framework	Category B Level 3
<p>Objectives</p> <p>Assist DFAT and the Ministry of Education (MoE) to identify cost effective and educationally appropriate approaches and equipment to strengthen in-classroom teaching across all Primary and JSS schools.</p> <p>Assist MOE identify the best options for ITC support in classroom, including for schools connected and not connected to the internet. This will include trialling the use of pre-loaded Tablets that can be used as a resource for teachers and students, including in hearing English mother-tongue speakers delivering the content.</p> <p>To identify the most effective and value for money platform, from which to provide pilot classrooms with a “flood” of educational materials, focussing on early support of English language development, to supplement (and in some cases partly replace) expensive print based materials.</p> <p>Assist MOE in the identification of an external specialist in Randomised Control trial design of pilots in the field of computer assisted learning; and support the specialist team in the development of the pilot design, including the equipment, power supply, security and care.</p> <p>Support MOE and work with the EL / TESOL specialist, to identify and adapt the materials from agreed sources including existing MOE curriculum materials, which support interactive and self-paced learning to strengthen English language mastery. Commonwealth of Learning, other public domain content deemed suitable, and materials in Kiribati and in English.</p> <p>Design the navigation of materials and forms of content to support students’ independent and effective use of tablets for learning</p> <p>Work with the Disability inclusion specialist to identify tablet materials to assist children with learning related disabilities or barriers to learning.</p> <p>Support MOE evaluate the implications of the outcomes of the pilot for possible scale up to all basic education schools. This includes the cost of setting up the Tablets in schools, with the required solar power and other equipment to enable Tablets to work without a reliable mains power supply; maintenance capacity; and cost versus vs. the use of print only materials. It also includes the development of comprehensive teacher training to understand use of digital material and its integration with classroom teaching and assessment.</p> <p>Outcomes</p> <p>The expected outputs/outcomes of this placement include:</p> <ul style="list-style-type: none"> • Options for use of appropriate ITC and materials provided to MOE for approvals. • RCT pilot of pre-loaded Tablets to assess the effectiveness, utility and cost effectiveness of tablets as a provision of learning material. • Suitable learning materials identified adapted and approved • Student-friendly navigational systems and interactive self-paced learning modifications of MOE curricular material designed focussed on English language mastery for students learning in a English as a second language. • Teacher training of teachers of pilot classrooms in the integration of tablets into teaching and assessment plans • If the trial is successful, MOE supported to appraise scale up the use of Tablets and the learning materials to other grades and schools, as well as the KTC. 	

Accountability and working relationships

- The ITC / Tablet School-based Pilot Specialist Language Policy Implementation Adviser is accountable to the Secretary for the technical outcomes of the assignment.
- The Adviser will report to the KEF Team Leader for the planning and management of their placement and the delivery of the agreed outputs within the specified time-frame.
- The Advisor will work collaboratively with MoE Senior Managers, School leaders and KTC staff in support of best practice in the use of technology to support classroom learning.

Job Specifications

The responsibilities of the ITC / Tablet School-based Pilot Specialist are outlined as follows:

- Assist MoE staff to reach common understandings of the options for using ITC and materials on classrooms, including the role of the teacher and the student management implications.
- Assist in identifying the hardware, proposed learning materials, ITC connection options and teacher training in the piloting of the technology.
- Support the comprehensive RCT pilot of pre-loaded Tablets to assess the effectiveness, utility and cost effectiveness of tablets as a provision of learning material.
- Assist MOE identify suitable learning materials linked to the curriculum and receive the necessary approvals to use.
- Advise MOE on the requirements for training of the teachers of the pilot schools in tablet use and provide inputs to the training
- Design student-friendly navigational systems, and interactive self-paced learning modifications of MOE curricular material focussed on English language mastery for students learning in a English as a second language.
- If the trial is successful, support the MOE to appraise the potential for scale up the use of tablets and the learning materials and work with MOE to identify options and direction

Qualifications

- A tertiary qualification in computing or educational media.
- A tertiary qualification in education, preferably curriculum/curriculum materials development
- A relevant post-graduate qualification relating to ITC is desirable.

Experience

- Demonstrated experience in using ITC as an educator / educational manager is essential.
- Demonstrated understanding of teaching and learning issues in using computers/tablets/ITC
- Demonstrated experience in the design of instructional and learning material for computer/tablet assisted learning
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds in ITC options is essential.
- Demonstrated experience in writing of reports for clients and key stakeholders is essential.
- Work experience in the Pacific or another developing country is essential.

Knowledge

- Demonstrated knowledge of relevant technologies and opportunities to apply appropriate levels of ITC in the classroom
- Demonstrated knowledge of school level curriculum and available learning materials, their application in classroom learning, and the options for using them in Primary and Secondary classroom settings.
- Understanding of aid effectiveness principles, including DFAT delivery of development assistance.
- Demonstrated understanding of DFAT and GoK policies in relation to cross cutting issues including inclusive education, gender equality, disability, child protection and environment.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to undertake activities in a participative, consultative manner, ensuring counterparts and stakeholders actively participate and develop understanding and ownership.
- Ability to maintain a high level of personal organisation combined with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.
- Ability to effectively self-manage the allocation of priorities, deadlines and budgets with minimal supervision.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required.

Position Description

Position Title	MoE Database Management Adviser
Reports to	MoE Senior Statistics Officer/ MoE Secretary
Managed by	KEF Team Leader
Location	Tarawa, Kiribati
Duration of Assignment	Short term - periodic inputs
Adviser Remuneration Framework	Category B Level 3

Objectives

Provide ongoing support for the Ministry to maintain and refine the KEMIS so that it can be effectively utilised as a monitoring tool for the Education Sector Strategic Plan (ESSP2016-2019) and meets the ongoing requirements for planning, coordination and delivery of MoE education services.

The adviser will provide mentoring and training support to the Senior Statistics Officer and MoE division heads to implement the MOE KEMIS capacity enhancement plan, focusing in particular on setting up robust mechanisms for the collection, storage, management and analysis of the data both within schools, the operational divisions and through the Statistics Unit.

Outcomes

The expected outcomes of this KEIP placement are:

- KEMIS fully functional as a mechanism to assist evidence-based planning, coordination, monitoring and evaluation of the delivery of MoE educational services.
- MoE managers with the necessary understanding and skills in data management, analysis and reporting for evidence based planning, monitoring and evaluation.
- Templates for School principals, DEOs and SIU officers so they can start using tablets to regularly collect school performance data and report it to the MoE.

Accountability and working relationships

- The Data Management Adviser is accountable to the Secretary through the Director Policy and Planning (or MoE nominated equivalent) for the technical outcomes of the assignment
- The Adviser will report to the KEF Team Leader for the planning and management of their placement and the delivery of the agreed outputs within the specified time-frame
- The Adviser will collaborate with other technical advisers and the Education Strategic Planning Adviser (ESPA) whenever possible, to seek operational and policy efficiencies for the MoE.

Job Specifications

The Data Management Adviser will use mentoring, coaching and other capacity enhancement strategies to assist MoE's Policy and Planning section, the Senior Statistics Officer (SSO) and the KEMIS Strengthening Working Group to:

- provide advice to the MOE Secretary and senior management on strategic, financial, operational, structural and administrative options for maintaining the KEMIS as an effective tool for evidence-based planning and ESSP monitoring. This will include the use of tablet-collection of school performance data by principals, DEOs and SIU officers.
- implement the KEMIS capacity enhancement plan;
- implement sustainable mechanisms for collection, storage, analysis and reporting against the Education Sector Strategic Plan (ESSP) target values and outputs;
- manage an ongoing program of training for MoE divisional heads in use of KEMIS and other data for evidence-based planning, analysis and reporting;
- in collaboration with the School based management advisors, provide training for school principals, DEOs and SIU officers in the use of tablets for collecting and reporting against school

performance data;

- provide analytical reports to the MoE executive and other stakeholders on recent trends and highlights from the MoE's annual Statistics Digest;
- upgrade and maintain KEMIS hardware including tablets for administrative use to support data security and reliability; and
- consider and incorporate key development issues such as gender equality, inclusive education, disability, HIV and AIDS and environment into the implementation of the KEMIS.

Qualifications

- A tertiary qualification in computing, Data Management, Public Sector Management or relevant field.
- A relevant post-graduate qualification in computing or data management is desirable.

Experience

- Demonstrated senior level experience in a broad range of data management functions in a large government department or similarly complex organisation.
- Demonstrated experience undertaking strengthening of large scale data management systems (preferably EMIS) is essential.
- Demonstrated experience in the writing of reports for clients and key stakeholders is essential.
- Demonstrated experience working in teams and mentoring and coaching professional colleagues from different social and cultural backgrounds is essential.
- Work experience in the Pacific is desirable.

Knowledge

- Demonstrated knowledge of modern information systems, communications and related technology.
- Demonstrated understanding of applying appropriate technology solutions in line with organisational resources and capacity.
- Demonstrated understanding of development themes and cross-cutting issues such as gender, disability, HIV/AIDS and environment.
- Understanding of SWAp modality of aid delivery.
- An understanding of the Kiribati context and the environment is desirable.

Personal skills and abilities

- Ability to demonstrate appropriate interpersonal skills to relate, communicate and negotiate effectively with a diverse range of people and cultures, representing client organisations, governments, agencies, etc.
- Ability to work in a participative and consultative manner, ensuring counterparts and stakeholders actively participate and develop understanding and ownership.
- Ability to maintain a high level of personal organisation combined with ability to effectively plan and monitor activities.
- Ability to plan and conduct adult learning programs for the successful transfer of knowledge and skills to nominated key staff.
- Ability to approach problem solving in a culturally sensitive manner to ensure ownership and acceptance.
- Ability to effectively self-manage the allocation of project priorities, deadlines and budgets with minimal supervision.
- Proficient keyboard skills and the ability to operate word-processing programs.
- Ability to maintain high ethical standards when representing the KEIP in any capacity in accordance with relevant codes of practice.
- Willingness to undertake travel within Kiribati as required

Annex 6

Budget and Cost Estimates Summary

KEIP Phase III Budget and Cost Estimates Summary

[illegible]

[illegible]

Category	Apr 2016 - June 2016 (3 months) (AUD)	July 2016 - June 2017 (12 months) (AUD)	July 2017 - June 2018 (12 months) (AUD)	July 2018 - June 2019 (12 months) (AUD)	July 2019 - Dec 2019 (6 months) (AUD)	Maximum Amount Payable (AUD)
IMO11: Activities reflect ESSP priorities, and are planned and resourced in advance						
IMO12: Activities are delivered on-time, to quality, within budget						
OP11/12.1: Executive Management supported to develop an ESSP expenditure framework	\$107,219.00	\$406,424.00	\$481,920.00	\$483,665.00	\$200,170.00	\$1,679,398.00
OP:11/12.2 PPD and MOE staff coached in planning, implementation and annual reporting on progress against the ESSP						
OP11/12.3. 2016-19 Workforce planning completed						
OP11/12.4. Development of a costed Strategy for the implementation of the Inclusive Education Strategy particularly disability inclusion						
OP11/12.5: PPD capacity assessment completed						
OP11/12.6: Technical capacity of SIU staff developed for monitoring of schools.						
OP11/12.7. Tablets and USBs provided to school administrators and DEOs for the timely collection and reporting of school performance data						
OP11/12.8: Accounting support for Deputy Secretary's office						
OP11/12.9: FMU supported in planning, budgeting, costing, procurement of school maintenance, asset maintenance and ration provision						
IMO13: PPD provides policy relevant evidence						
OP13.1: PPD support to develop and deliver a strategic policy research program	\$112,221.00	\$409,424.00	\$382,420.00	\$607,665.00	\$230,670.00	\$1,742,400.00
OP13.2: PPD supported to provide research advice across MOE						
OP13.3: PPD supported to undertake monitoring and research relevant to KEIP progress reporting						
OP13.4: Development of a data base of disability incidence in Kiribati						
OP13.5: Research completed examining in depth education inclusion strategies for children with disabilities						
IMO14: MoE effectively manage EPiK role including an annual joint ESSP review						
OP14.1: MoE supported to conduct analysis and dissemination of findings for an annual review of ESSP by EPiK partners	\$105,719.00	\$368,430.00	\$350,427.00	\$339,665.00	\$158,670.00	\$1,322,911.00
OP14.1: MoE supported to manage their planning and reporting relationship with EPiK						
Total (excluding GST)	\$2,088,849.00	\$8,751,018.00	\$8,668,967.00	\$8,604,648.00	\$3,960,212.00	\$32,073,694.00

*Budget and cost estimates for KEIP Phase III are presented against Program Immediate Outcomes.

**Budget and cost estimates for KEIP Phase III are calculated upon 45 months of implementation April 2016 - December 2019 based upon information available at the time of the Design regarding KEIP Phase III

***Detailed budget and cost estimates for KEIP Phase III will be updated based upon financial year allocations and during the KEIP Phase III Annual Work Plan process.

Annex 7

Monitoring & Evaluation Framework

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
EPO1: Improved learning outcomes for basic education for I-Kiribati girls and boys, including children with a disability	<p>EPO1.1- increased proportion of Y4 and 6 students meet or exceed the expect level for STAKi (boys, girls, island)</p> <p>Base:</p> <p>Target: to be agreed after the 2015 results are available</p> <p>EOP1.2-increased proportion of Y7 & Y8 reaching the curriculum benchmarks (boys, girls, children with disabilities, island)</p> <p>Base: determined through the 2016 JSS Y7-9 survey</p> <p>EOP1.3- student assessment for Y3-7 shows that that students are increasingly reaching curriculum benchmarks (by boys and girls, disability, island)</p> <p>Base: to be developed</p> <p>Target: to be agreed once assessments have been developed</p> <p>EOP1.4- proportion of Y-1-3 children reaching the literacy and numeracy standards at each grade level</p>	<p>Learning outcomes: refers to basic education students increasingly meeting the expectations under the curriculum. Their achievement and progression is measured through national exams (achievement) and through regular assessment to establish their progress compared to the curriculum benchmarks (progress expectations). Phase III utilises both MoE approaches to provide early measurement (progress) and through national exams which where results take longer to show in examination.</p> <p>Basic education: from year 7-9. Year 9 (Form 3) new curriculum will not be introduced until the 2020, after Phase III finishes. For this reason, benefits for JSS will be measured with regards to only years 7 and 8.</p> <p>Comparative STAKi (bi-annual) results will be available from the start of 2018. Both the Y4 and Y6 results will be interesting as the Y4 students will have been exposed to KEIP interventions that have been in-place for longer.</p> <p>The utilisation of the regular in-class assessment system to identify improvements is a more reliable measure of the spread of improvement and its relationship with teaching. This data will be recorded by the school principal and collected by the SIU from term school reports.</p> <p><i>Development:</i></p> <p>Currently it isn't possible to tag exam results with disability markers. With the development of standards of attainment for children with learning related disabilities, assessments will be introduced into school administration from the start of 2017,</p>	<p>Examinations and Assessment Unit</p> <p><i>Supported by:</i></p> <ul style="list-style-type: none"> - Examinations and Assessment Advisor -M&E Advisor <p><i>Reported:</i></p> <ul style="list-style-type: none"> 1.1 STAKi reports 1.2 EAU special report 1.3 Through school reports each term 1.4 EAU special report <p><i>Development:</i></p> <ul style="list-style-type: none"> 1.1-3 Disability tags-SIU 1.1: national year 7 and 8 exams 1.2 Survey tool-EAU 1.3 Standardised assessment-EAU and CDRC 1.3 Data collection and reporting-SIU 1.4. Survey tool-EAU 	<p>National exams may not be sensitive enough to show statistically significant change overtime despite good program performance</p> <p>Spill-over effects may mean that Y7-8 national exams results provide a false-negative</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
		<p>making statistical analysis possible from 2018</p> <p>1.2. JSS Y7-9 survey developed and administered at the end of 2016 and 2018.</p> <p>1.3 Standardised assessment will need to be introduced, along with data collection systems. The assessment will be developed in 2016 and introduced from 2017. The baseline survey in 2016 of Y7-9 will be used as the main point of comparison</p> <p>1.4 Y1-3 literacy and numeracy assessment developed and applied in 2016</p>		
<p>IMO6: Y1-4 teachers continue to improve their teaching and learning with the new curriculum</p> <p>IMO7: Y5-8 teachers with the knowledge and skills to apply the new curriculum</p>	<p>IMO6/7.1 proportion of DEO classroom observations rating new curriculum teaching as 'satisfactory' or better (Y1-4, Y5-8, school, island, disability) Base: TBD</p> <p>IMO6/7.2 Proportional change in the attendance of Y5-8 students compared to the same time the previous year (year, boys, girls, disability) Base: from MoE-KEIP Research – analysed in 2016; from school reports from 2017 Base: TBD</p> <p>IMO6/7.3 Proportion of teachers identifying that the new curriculum has increased student engagement, skills and self-development (IMO6, Y1-4 teachers)</p>	<p>Effective delivery of the new curriculum is a pivotal aspect of KEIP. The Program and MoE need to know if the extent of the curriculum PD (training, coaching, and IEC support) is sufficient to get in-class results. DEOs' school inspections will be used to identify situations where further targeted PD will be required to obtain the step-change required.</p> <p>Attendance is also a useful proxy for the teaching with the new curriculum being more engaging and the changes occurring in-accordance with the curriculum rollout will also be tracked, and recorded in school reports.</p> <p>Teacher perceptions, as with Phase II, will be used to gauge teachers overall experience with the new curriculum, complemented by case studies examining the broader in-class change process.</p> <p><i>Development:</i> IMO6/7.1 DEO inspection reports, collation and reporting through DOPs (SIU, SBM Advisor)</p>	<p>IMO6/7.1- SIU reported through DOPs</p> <p>IMO6/7.2 PPD to help with analysis (supported by M&E Advisor) and SIU reported through DOPs</p> <p>IMO7/6.3-4- PPD to lead (supported by M&E Advisor)</p> <p>IMO6/7.5- KEIP Advisors and Activity Managers</p>	<p>Improved curriculum teaching and learning can be achieved, including for struggling students, with the planned Phase III level of assigned professional development</p> <p>Teachers receiving professional development will be deployed where relevant</p> <p>Only new curriculum trained teachers will be teaching the new curriculum</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
	<p>Base: NA – determined through retrospective baseline</p> <p>IMO6/7.4 Comparative case study examining how the curriculum is being used in the classroom and what mechanisms appear to be fostering learning improvements</p> <p>IMO6/7.5 Assessment of Gender and Social Inclusion Targets 1.1.1</p>	<p>IMO6/7.2-school reports (SIU, SMB Advisor), analysis approach (PPD)</p> <p>IMO6/7.2- Information will not be available on children with a disability until the development of standards of attainment for children with learning related disabilities, assessments but administrative tags will be introduced during KEIP III to allow better administrative information over time. It may be possible to examine increased enrollment of people with a disability from 2017 (reporting 2018)</p>		
<p>INO2:</p> <p>More children learning in conducive environments</p> <p>IMO2:</p> <p>Rehabilitated primary schools (agreed priorities) on South Tarawa meet NIS</p> <p>IMO3:</p> <p>Schools maintained by FMU</p>	<p>INO2.1- Number of new or rehabilitated classrooms (KEIP, FMU)</p> <p>INO2.2- Number of children learning in schools with new and rehabilitated classrooms (KEIP and FMU, boys and girls)</p> <p>INO2.3- Number of children with access to new or renovated toilets (in rehabilitated/adjacent schools) (KEIP and FMU, boys and girls)</p> <p>INO2.4- Number of children with access to rainwater (in rehabilitated/adjacent schools) (KEIP and FMU, boys and girls)</p> <p>INO2.5 Assessment of Gender and Social Inclusion Targets 1.3.1</p>	<p>The rehabilitation projects address all or most classrooms in a school. Therefore, the data reported will be the school population before and after rehabilitation. Enrolment numbers change for many reasons and can vary by the school.</p> <p>The indicators should be treated as indicative rather than verified indicators of performance, whereby school rehabilitation is leading to better access or participation.</p>	<p>INO2.1-4- FMU, reported through DOPs</p> <p>INO2.5 KEIP Infrastructure Advisor and Activity Manager</p>	Classroom conditions impact on effective teaching and learning
<p>INO3:</p> <p>Improved access</p>	<p>INO3.1 proportion of primary aged children enrolled in school (aged</p>	<p>The census population data is not accurate enough for enrolment rate statistics. As such, the</p>	<p>3.1-3 PPD, supported by M&E Advisor</p>	T

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
for girls and boys, including children with a disability	<p>five-six, aged 5-12, boys, girls, disability)</p> <p>Base: determine in 2016 (research analysis)</p> <p>INO3.2 proportion of JSS-aged children enrolled in school (boys, girls, disability)</p> <p>Base: determine in 2016 (research analysis)</p> <p>INO3.3 (interim indicator) Comparison of the proportional change in enrolments compared to population increases (indicative) (boys, girls, school-community, island)</p> <p>INO3.4 Proportion of schools with a disability inclusion strategy in school improvement plan</p>	<p>proportion of children accessing school will be measured through repeating the MoE-KEIP 2015 household survey. The survey also provides the opportunity to accurately identify what proportion of children with a disability are / not in school.</p> <p>Key definitions: `Access' equals enrolled; `disability' equals ability assessment as per the Washington Institute questions used in the 2015 Survey.</p> <p>INO3.3 is (very) indicative given difficulties with Census data but it will be important to gain a sense where access is improving in years 2 and 4 of KIII</p>	<p>Reported through a 2019 Research report</p> <p>3.3 Reported by SIU, supported by the M&E Advisor</p>	
INO4: Improved participation in learning for girls and boys, including children with a disability	<p>INO4.1 Proportion of students attending at least 90% of the time (Y1-3, Y4-6, F1, F2, F3, boys and girls, island, disability)</p> <p>INO4.2 Proportion of timely attendance by students (Y1-3, Y4-6, F1, F2, F3, boys and girls, island, disability) – from 2017</p> <p>INO4.3 Proportion of schools with a School Wellbeing strategy in school improvement plan</p>	<p>Definition: `attendance' equals marked in the class register as being present for part of the day (morning or afternoon). Timely attendance' is determined as the proportion of enrolled students marked as in-class when the morning attendance is taken</p> <p><i>Development:</i></p> <p>Updated class registers (disability, `late', `sick') – SIU/SBM Advisor. School reporting (business process and templates) – SIU/SBM Advisor. PPD analytical ability – M&E Advisor</p>	<p>PPD, supported by M&E Advisor. Reported through school reports and summarised in the MoE Annual Report</p>	<p>Increased time in the classroom will be associated with improved learning outcomes in the Kiribati context</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
INO5: Improved retention for girls and boys, including children with a disability	<p>INO5.1 proportion of students being retained from Y1 to Y2 (boys, girls, disability) Base: 93 pct, all; 96 pct, female; 90 pct, male (5yr avg). Target: 98 pct, all; 98 pct, female; 94 pct, male</p> <p>INO5.2 proportion of students being retained from Y4 to Y5 (boys, girls, disability) Base: 96 pct, all; 96 pct, female; 96 pct, male (5yr avg). Target: 99 pct, all; 99 pct, female; 99 pct, male</p> <p>INO5.3 proportion of students transitioning from Y6 to 7 (boys, girls, disability) Base: 89 pct, all; 94 pct, female; 83 pct, male (5yr avg) Target: 95 pct, all; 96 pct, female; 90 pct, male</p> <p>INO5.4 proportion of boys being retained from Y7 to 8 (disability) Base: 97.8 pct (5yr avg). Target: 100 pct</p> <p>INO5.5 proportion of students staying for 5 years through until the end of JSS (completion report indicator)</p>	<p>The indicators are targeted at known basic education dropout points, plus an overall survival through to Y9. Retention (and survival) rates can only be calculated by compare enrolment number from one year to the next year and grade and therefore don't reflect individual drop out and re-entry.</p> <p>Note: a higher target has been set for boys to reflect the need to focus on a pattern of 'dip-in, dip-out' which may be contributing to boys overall pattern of lower performance in education. Slightly lower targets are set for INO5.5 as the indicator will be less sensitive to change due to the five-year timeframe.</p> <p>Results will be compared year-on-year rather than against a five year average.</p> <p>Disability disaggregated data will be developed before 2018.</p> <p><i>Development:</i> Disability disaggregated enrollment data by 2018-TIMU, SPC</p>	PPD, supported by M&E Advisor. Reported through school reports and summarised in the MoE Annual Report	

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
	<p>Base: 89 pct, all; 97 pct, female; 82 pct, male (5yr avg)</p> <p>Target: 96 pct, all; 99 pct, female; 89 pct, male</p>			
IMO4: Community engagement in school participation and educational performance (boy, girl, island, disability)	<p>IMO4.1 Proportion on students who parent's attended at least one parent teacher interview about education performance each year (boy, girl, island, disability)</p> <p>Base: MoE-KEIP Research – analysed in 2016</p> <p>IMO4.2 Assessment of Gender and Social Inclusion Targets 2.1.1 and 2.1.2</p>	<p>The indicators chosen focus on the engagement of the community in education quality rather than participation. IEC and school leaders will provide reports on strategies to boost participation, and enrolment and attendance data, coupled with researched innovations, will identify is these strategies are working.</p> <p>The focus of the indicators for this outcome is therefore on community engagement in students' educational progress and achievement. This will be available from 2017.</p> <p><i>Development</i></p> <ul style="list-style-type: none"> - Inclusion of parent-teacher meeting attendance in class register books (SIU) - Template for school reports (SIU) 	<p>Collated and reported by SIU through DOPs</p> <p>IMO4.2 SIU and SBM Advisor</p>	<p>That community engagement will have sufficient impact to effect JSS access and participation, particular on South Tarawa</p>
INO6: Improved quality of basic education teaching and learning for girls and boys, including children with a disability	<p>INO6.1 Proportion of classroom observations by DEOs that rate teaching quality as 'high' or equivalent (by Year)</p> <p>Base: TBD</p> <p>INO6.2 Innovations identified by IECs through better learning outcomes (assessment benchmarks) (qualitative indicator)</p> <p>INO6.3 Comparative case study examining effective innovations</p>	<p>The Ministry's system is to assess teacher and school performance through DEO evaluations. This includes classroom observations at least twice a year. Currently classroom observation tools are highly qualitative with criteria and standards that need to be improved.</p> <p><i>Development:</i></p> <p>6.1 Improvement criteria and standards for classroom observation (SIU, SBM Advisor);</p> <p>6.2 Analysis of learning outcomes IECs, DEO (supported by PPD), reporting through school reports – SIU;</p>	<p>INO6.1 Data collection, analysis and reporting through DOPs (DEOs, SIU)</p> <p>INO6.2 DEOs and IECs – from 2018 (supported by PPD, SBM and M&E Advisor)</p>	<p>Planned Phase III professional development will be sufficient to impact on teaching and learning quality in the classroom</p> <p>Teachers receiving professional development will be deployed where relevant</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
	<p>INO6.4 Assessment of Gender and Social Inclusion Targets 1.2.1-1.2.4</p> <p>IMO6.5 Proportion of committees participating in implementing school disability inclusion & Wellbeing strategies</p> <p>IMO6.7 Proportion increase in girls' and boys' sense of wellbeing over baseline as measured by appropriate instrument</p>	<p>6.3 PPD in 2019;</p> <p>6.4 KEIP Advisors and Activity Managers</p>		
<p>IMO5: Improved teaching and assessment of all struggling students, including children with a disability</p>	<p>IMO5.1 Proportion of lessons observed by DEOs during school inspections where the teacher has sufficiently demonstrated planning and delivery tailored to individual assessment</p> <p>IMO5.2 Development of curriculum standard/s attainable by students with learning related difficulties</p> <p>IMO5.2 Y3-7 students being assessed via in-class assessment as 'well below' the curriculum benchmark show a faster of progress than other students (boys, girls, disability) Base: to be developed Target: to be agreed once assessments have been developed</p> <p>IMO5.3 Innovations identified by IECs and used for learning case studies</p>	<p>Data from DEO's school inspections will be used to monitor whether teachers are increasingly using assessment more effectively in lessons. This is a vital step in being able to identify struggling students and the key areas of weakness/opportunity.</p> <p>With regards to IMO 5.2, from 2017 on-wards it will be possible to analysis student progress at the individual level using reported assessment information. It will therefore be possible, to identify struggling students and to compare their rate of progress against the broader student population for their given year. This analysis can be sampled if resources are not available.</p> <p>This also provides an excellent evidence-based foundation for identifying good practice for sharing within the Ministry.</p> <p><i>Development: (all supported by M&E Advisor)</i></p> <p>5.1 DEO School Inspection Reports, SBM Advisor</p> <p>5.2. Curriculum assessment – EAU and CDRC (Assessment Advisor); school reporting-SIU (SBM Advisor); shared learning-IECs (SMB Advisor)</p> <p>5.2 Analysis and reporting-PPD</p>	<p>5.1 DEO Observation reports</p> <p>5.2 Data from school reports would be collated, analysed and reported (via School Reports) by SIU</p> <p>5.3 IEC reports</p>	<p>That the Program can get the level of improved curriculum teaching and learning required, including for struggling students, achieved an observable increase learning and skill outcomes</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
IMO8: Improved English language teaching skills of Y3-9 teachers	<p>IMO8.1- Number of Y3-9 teachers completing TESOL training.</p> <p>Base: to be determined each year</p> <p>IMO8.2 Average increase in English</p> <p>Language proficiency scores of Y3-9 teachers completing a full TESOL training</p> <p>Base: estimated to be half a band-increase by the end of training</p> <p>IMO8.3. Proportion of TESOL graduates completing their extra-curriculum activities within the specified time period</p> <p>Base: 2016 baseline will be determined from statistics 2015</p> <p>IMO8.4 Sample re-proficiency testing of TESOL graduates that completed their activities and those that did not (men, women) – if resources allow</p> <p>Base: new indicator</p> <p>IMO8.5 Average learning outcomes progress of students who completed TESOL compared to those that were not selected</p> <p>Base: to be determine from LO data</p>	<p>English Language ability of teachers is considered critical to the success of KEIP. For this reason, the indicators measure both the English Language attainment of trained teachers but also the effect of an extra-curriculum new program component to see if this additionally to making a difference. It also compares the student learning outcomes of comparative teachers to those that have completed TESOL successfully to estimate the contribution of the TESOL training.</p> <p>The data is not broken down by gender as male population sizes will be too small for statistical reporting.</p> <p><i>Development:</i></p> <p>IMO8.3- reporting on complete extra-curriculum activities</p> <p>IMO8.5- assessment reported through school reports from 2017-SIU</p>	<p>Information to be collected and reported by the TESOL Activity Manager.</p> <p>SIU will support to identify LO data for TESOL teachers and to obtain any missing TESOL teachers reports</p>	<p>That a step-change in teacher English language proficiency can be sustained in the Kiribati context</p> <p>That the English language and TESOL training is valued by teachers who work to retaining their proficiency</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
Piloting of computer tablets for teaching and learning of English	Estimate difference between the improvement in learning outcomes of students using a tablet compared to a control or comparison group of those not using a tablet	There is considerable risk associated with the successful introduction of tablets and whether they contribute to improved learning. As such, a pilot with a quality assured quasi/experimental design will be used to establish if the tablets improve learning outcomes over-and-above the normal classroom situation and control group	Research design: M&E Advisor (supported by PPD) Research implementation: PPD, supported by IECs Reporting: M&E Advisor, supported by PPD	That the assisted devices (tablets) will support improved learning outcomes for students
IMO9: Effective coaching and management of teachers by school leaders	<p>IMO9.1 Number of school principals identified as meeting a 'high leadership standard' in DEO school evaluation Base: to be determined</p> <p>IMO9.2 Proportion of school leaders completing at least one class room observation with each permanent and contract teacher each fortnight Base: to be determined</p> <p>IMO9.3 Proportion of teachers spending at least one hour one-on-one discussing effective teaching Base: to be determined from the MOE-KEIP research data</p>	<p>It is important that school leaders for-front effective teaching and learning in their schools. The indicators measure whether coaching and management activity is increasing (9.2 and 3); existence of teacher codes of conduct; measures incentivising teachers' practice of English; measures for implementation of School Wellbeing program; and leadership effectiveness through DEO school inspections.</p> <p><i>Development:</i> IMO9.1- Upgrading of DEO school assessment tools IMO9.2- Development of school reporting-SIU</p>	<p>DEOs will complete the school assessments and report the information through DOPs IMO9.2- Reported through school reporting from 2017 IMO9.3- PPD to repeat the Teacher survey undertaken in 2015 in 2019</p>	That the level of school leader professional development will be sufficient for school leaders to have an impact on teaching and learning quality
EPO2: MoE effectively plans, resources and manages priority sector activities	<p>EOP2.1 Estimate of MoE management capacity determined by MoE senior leadership and management (Participatory assessment) Base: to be determined</p>	A participatory assessment is to be undertaken to build MoE ownership, and a shared understanding of what changes are required. The assessment would be repeated in 2019 to gauge before and after.	<p>EPO2.1 Designed by M&E Advisor Facilitated by the KEIP Team Leader EPO2.2 M&E Advisor</p>	The MoE has sufficient control over budget allocation and financial planning to manage effectively

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
	EOP2.2 Assessment of Gender and Social Inclusion Targets 2.2.1			
IMO 10: Policies, regulations, and standards that support learning improvement	<p>IMO 10.2 MOE teacher development policy</p> <p>IMO 10.3 Policy/regulation on competency based teacher registration renewal</p> <p>IMO 10.4 Proportion of school improvement plans reporting implementation of participation, disability inclusion learning improvement and School Wellbeing measures</p>	<p>The policy would be aimed at making systems, institutional and budget provision for ongoing teacher and principal professional development. Institutional developments would include a strategic plan for the development of KTC quality for leadership of Kiribati's teacher training and language education including testing.</p> <p>This policy regulation is essentially designed to incentivize teacher maintenance of English language skills after training; and could be extend to apply to other competencies</p> <p>The data for this measure would be collected by DEO in twice-yearly</p>	<p>MOE; supported by ESPA and KEF Team leader and KTC advisor</p> <p>MOE; supported by SBM advisor</p>	<p>Budget is available for quality development either GOK or donor sourced.</p> <p>KTC lecturers have requisite technical capacity</p> <p>MOE annual report or other annual report for public dissemination</p>
IMO 11: Activities reflect ESSP priorities, and are planned & resourced in-advance	<p>IMO 11/12.1 ESSP expenditure framework</p> <p>IMO 11/12.2 MOE annual education report</p> <p>IMO 11/12.6 100% of budget expended in a timely way</p>	<p>This framework would be based on known resources including those of DPs.</p> <p>MOE annual report evaluating progress against ESSP based on divisional reports also aligned with ESSP. An intention for the report would be for its guiding subsequent annual planning; & joint</p>	<p>MOE Executive management</p> <p>PPD</p> <p>Deputy Secretary, Accounts section and MEED education</p>	<p>Adequate financial and other input data for developing projections</p> <p>Divisional planning and reporting is</p>

Outcomes / outputs	Indicator, baseline, targets	Descriptions, definitions and notes	Responsibilities	Assumptions
IMO 12: Activities are delivered on-time, to quality, within budget				
IMO 13: PPD provides policy relevant evidence	<p>IMO 13.1: Number of field studies produced by MOE staff studies used for policy or strategy development</p> <p>IMO 13.4: Development of a data base of disability incidence in Kiribati</p>	<p>This activity will include the scheme to fund IEC action research into strategies for strengthening community engagement in students' participation and learning</p> <p>The data base will be the main product of the research activity of the PDD</p>	<p>PDD, IEC, SIU and other participation divisions</p> <p>PDD, with CBM Nossal & KEF advisor support</p>	<p>IEC have adequate technical capacity for this action research role</p> <p>Accurate data on disability is retrievable</p>
IMO 14: MoE effectively manage EpiK role, including an annual joint ESSP review	IMO14: Joint annual review of progress of ESSP implementation	This will include discussion of MOE's annual review, and consultations with stakeholders	Executive management esp. PPD.	Availability of joint annual review and stakeholder participation

Annex 8

Risk Register and Safeguards Summary

Risk	Risk rating			Proposed treatment	Entity(ies)	Residual Risk Rating
	Likelihood	Impact	Rating			
Risks in the Operating Environment						
Loss of Government of Kiribati support for the basic education reforms underway, including because of changes caused through the National elections in late 2015.	Possible	Major	High	Support to MoE in proposed basic education reforms are in the national interest and a priority of any government. Maintain contact with key decision makers on basic education reform progress, awareness raising and clarification of MoE ESSP and intended outcomes. Ensure any new Minister or official is briefed after the election to explain the program and offer any additional information	AHC KEF	Moderate
Loss of institutional memory and/or consistency via high turnover of senior MoE decision makers, administrators, teachers, via compulsory retirement age of 50. Senior staff have often only been a few years in positions before being required to retire.	Likely	Major	High	Maintain contact with MoE, brief on KEIP Phase III plans and progress, so there is understanding on ESSP and KEIP priorities, MoE resources, activities, outcomes. Work with a number of senior MoE people, to reduce risk created by sudden departure. Information, plans and priorities communicated at 6 monthly EPiK meeting, so MoE staff and donors are briefed and can accommodate MoE staff change.	AHC KEF	Moderate
Non-compliance with Kiribati environmental protection regulations and laws during school infrastructure rehabilitation, with damage to environment if there are poor site-works or planning. Also health and safety issues for students, staff and communities.	Unlikely	Moderate	Moderate	New or refurbished schools built to GoK approved KitSet design comply with building regulations. Design is appropriate and provides children and community with a safe, weather resistant building. Monitor disposal of materials (including asbestos), safe design of WASH, appropriate materials, building layout, construction methods that minimise vulnerability to a natural disaster.	MoE MC	Low
Relationship damage between DFAT, MoE / other partners if KEIP Phase III is not aligned with GoK priorities and expectations. Loss of cohesion if partners supporting Kiribati basic education are not aligned (or hold differing views) on the development options supported.	Unlikely	Minor	Low	ESSP 2016-2019 and the associated goals provides foundation of support to reforms of basic education. DFAT a strong supporter of ESSP and has funded personnel to assist with the development of the 2015-2019 ESSP. The EPiK meetings provide a forum for confirmation of plans and priorities between stakeholders. This ongoing engagement ensures there are no misunderstandings or diversion away from the ESSP.	MoE DFAT	Low
Further reductions in the Australian Aid program budget further limit options available through KEIP Phase III.	Possible	Moderate	High	DFAT Tarawa will advocate the importance of the flagship investment against further reductions in the available budget.	DFAT	Moderate

Risk	Risk rating			Proposed treatment	Entity(ies)	Residual Risk Rating
	Likelihood	Impact	Rating			
Limited support from private sector or civil society in achieving quality basic education outcomes.	Possible	Minor	Low	Commitments have been made during the design process. The MC will follow up with the private sector opportunities during the planning and early implementation of KEIP Phase III.	MC	Low
Risks Achieving KEIP Outcomes						
Lack of leadership from the EPIK reduces the effectiveness of monitoring the ESSP 2016-2019 reforms and also the potential for harmonising existing donors (and in attracting new ones).	Unlikely	Moderate	Moderate	Support to MoE through specialist TA and via the KEF Team Leader to provide policy support. The DFAT-funded (external to KEF) Education Strategic Planning Adviser is attached to the MoE and has a vital role to play in linking the MoE reporting and ESSP Goal outcomes to the 6 monthly EPIK meetings, so that EPIK has the information required to make recommendations.	TL DFAT	Low
2017 Year 4 STAKi results indicate student performance does not show anticipated improvement. Loss of GoK confidence that reformed curriculum can deliver expected improvement, leading to MoE policy change or review of KEIP Phase III support.	Possible	Moderate	High	Support MoE in curriculum, methods and teacher understanding of student results including by STAKi. Use results of early testing to monitor problems, feed into teacher PD priorities and KTC in-service training. Encourage more materials in classrooms, providing information and experiences for teachers and students. Pilot the use of pre-loaded ICT resources/tablets rich in content, examples and in learning materials using English.	MoE KEF	Moderate
Teachers unable to deliver upper Primary years' curriculum in English or achieve standards leads to review of introducing English in Primary school. Students, especially Years 4-6, do not achieve skills to learn effectively in English before they graduate into JSS.	Possible	Major	High	Review of the KTC TESOL program on completion of the first full cycle of teacher training to assess its success and value for money. Support MoE to strengthen schools and KTC to maintain focus on English language and TESOL capacity of teachers and school Principals, including with USP and their teacher training program. Support KTC to strengthen capacity in English language training and language assessment.	MoE KEF	Moderate
Limited quantity and quality of the learning materials available in classrooms remains a core teaching problem, leading to limited child access to content, information and English language resources.	Possible	Moderate	High	Pilot opportunities for MoE to provide comprehensive information into classrooms, including use of tablet resources with pre-loaded programs that can support teaching and also understanding of English. This pilot would explore power sources (solar), teacher use and management of tablets; student use and effectiveness in improving learning; and in assessing the value of the teaching and learning improvement before any scaling up is endorsed by MoE.	MoE KEF	Moderate

Risk	Risk rating			Proposed treatment	Entity(ies)	Residual Risk Rating
	Likelihood	Impact	Rating			
Large volume of Technical Assistance (TA) in the management and the implementation of support to the MoE and to the schools, teachers, administrators, systems and KTC leads to dependency model.	Possible	Moderate	Moderate	Limited numbers of experienced staff in MoE with the background and expertise required for specific elements of the reform and new policy development. Where feasible, alternatives to TA will be considered, working with MoE to identify other suitable approaches. Most of the TA are short-term and are required to mentor and support counterparts and partners as part of capacity building. In future, it is anticipated that the MoE and EPIK will take a more active role to recommend the priority areas of TA support, as part of planning for MoE to increasingly manage their attainment of the ESSP goals.	MoE KEF DFAT	Low
Risks in Facility Management						
Potential loss of KEF staff due to uncertainty and timing of Phase III contract, leading to loss of existing relationships and the implementation momentum.	Possible	Minor	Moderate	Maintain good communication with all staff and stakeholders during the transition into KEIP Phase III. Use no-cost contract extension to bridge the time between Phase II completion on 31 December 2015 and Phase III commencement on April 1 2016.	DFAT MC	Low
Child protection and code of conduct breaches by Advisers and contracted staff working with Principals and Teachers at schools and also residing in proximity with families that may have young children / youth.	Possible	Major	High	KEIP contractors, advisers and staff sign code of conduct and Child Protection declarations and aware of obligations. There is zero tolerance for any Child Protection or other substantive mis-conduct matter. KEF Advisers undergo background police checks prior to contacting, with senior MC and KEF managers key contact points. Training in Child Protection and the MC employment code of conduct provided to all staff at commencement and at regular intervals throughout their engagement.	MC	Low
Fiduciary Risk						
Misdirected or loss of Commonwealth funds or the KEIP Phase III resources through use of Government systems.	Possible	Moderate	High	KEIP funding will not be channelled through MoE systems, as recommended in recent PFM assessments. Risk of fraud rests with the MC for allocation, payment or receipt of funds. MC responsible for financial management / reporting against all budget and expenditure lines.	MC	Low

Risk	Risk rating			Proposed treatment	Entity(ies)	Residual Risk Rating
	Likelihood	Impact	Rating			
Risk of funds misapplied or redirected for personal gain leading to loss of Commonwealth funds and equipment intended for support to KEIP.	Unlikely	Minor	Moderate	Compulsory fraud training and monitoring / detection by MC, so expenditure continually matched against approvals and plans. Zero tolerance for any fraudulent act involving Commonwealth property or resources. Oversight of all KEIP financial planning, reporting and nature of transactions by MC Project Manager. Program level internal audit each year by qualified MC finance and audit staff.	MC	Low

Likelihood - Impact	Negligible	Minor	Moderate	Major	Severe
Almost certain	Moderate	Moderate	High	Very High	Very High
Likely	Moderate	Moderate	High	High	Very High
Possible	Low	Moderate	High	High	High
Unlikely	Low	Low	Moderate	Moderate	High
Rare	Low	Low	Moderate	Moderate	High

Safeguards Screening Checklist

	Yes	No	Not Sure
Child protection			
1.1 Did the outcome of the child protection risk context assessment indicate a full assessment is required?		No	
1.2 Is the investment likely to involve contact with or access to children (0-18 years old) due to the nature of the activity or the working environment?	Yes		
1.3 Will the investment involve personnel working with children?		No	
Displacement and resettlement			
2.1 Does the investment involve construction on: exclusion from: or repurposing of land that is occupied, accessed to generate livelihoods or of cultural or traditional importance?		No	
2.2 Does the investment's success depend on other development activities that may involve construction on; exclusion from; or repurposing of land that is occupied, accessed to generate livelihoods; or of cultural or traditional importance?		No	
2.3 Does the investment involve planning for, advising on or designing the economic or physical displacement of people to make way for infrastructure development, disaster risk reduction or exclusion of the local population from land accessed to generate livelihoods?		No	
Environment			
3.1 Will the investment support any of the following: <ul style="list-style-type: none"> • medium to large-scale infrastructure such as roads, bridges, railways, ports, infrastructure for energy generation; or • development of irrigation and drainage, diversion of water; or • land clearing, intensification of land use; or • hazardous materials and wastes; or • activity in mining, energy, forestry, fisheries, water supply, urban development, transport, tourism or manufacturing sectors? 		No	
3.2 Will the investment support any of the following: <ul style="list-style-type: none"> • small to medium scale infrastructure such as localised water supply and/or sanitation infrastructure; irrigation and drainage; rural electrification, rural roads; or • construction/renovation/refurbishment/demolition of any building for example: schools, hospitals or public buildings; or • localised use of natural resources, including small-scale water diversion, agriculture, or other types of land-use change? 	Yes		
3.3 Will the investment contribute to, directly or indirectly, or facilitate, activities such as those listed above, including through: <ul style="list-style-type: none"> • trust funds, procurement facilities; or • co-financing contributions; or • support for planning, change to regulatory frameworks, technical advice, training or; • applied research? 		No	
3.4 Has an environmental review of the proposed investment already been, or will be completed by an implementing partner or donor?		No	
3.5 Does this investment need to meet any national environmental standards or requirements?	Yes		

Annex 9

ESSP 2016-19 Principles and Goals

ESSP Principles and Goals

The development of the ESSP 2016-2019 is underpinned by the following principles:

- a. Reflects and supports national policy priorities for human development (KDP 2016-2019 KPA 1)
- b. Provides a strategic, targeted and measurable framework for efficient delivery of school-based education
- c. Brings a strategic imperative to:
 - literacy and numeracy, and
 - English acquisition
- d. Encourages accelerated strengthening of pathways to tertiary, vocational education and employment focused skills acquisition
- e. Compels elevation of leadership and policy management capability to meet the planning horizon for ESSP 2016-2019 goals and strategies
- f. Enables implementation of an effective monitoring, evaluation and reporting framework addressing education system capability and performance
- g. Provides an effective framework for development partner collaboration, support, activity design and funding

Theme: education is everyone's business

The theme of this ESSP recognises the vital importance of committed engagement of parents, communities, governments and employers in the development and outcomes of the Kiribati education system.

Goals of the ESSP - 2016-2019

The Goals and Strategies of the ESSP 2016-2019 will guide the work of the Ministry for planning and delivery of quality education for each and every I-Kiribati child.

Goal one: Strengthen the Ministry's leadership and policy management capability

Goal two: Develop a committed, competent and effective education work force

Goal three: Establish the skills and capability to progress to a productive future for all students leaving the school system

Goal four: Provide a conducive learning environment in Kiribati schools

Goal five: Ensure Ministry support services efficiently match the needs of schools

Goal six: Effective implementation of the Inclusive Education Policy

Goal seven: Establish an enabling legal environment for the development of the Kiribati Education Sector

Goal eight: Foster the development of early childhood education

Goal nine: Strengthen the commitment and collaboration of stakeholders vital to the delivery of ESSP goals and strategies

Annex 10

Education Sector Public Financial Management Assessment

Assessment of the Education Sector Public Financial Management Systems

Kiribati

Final Report

March 2015

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Abbreviations

ACG	Accountable Cash Grant
ADB	Asian Development Bank
ANS	Assessment of National Systems
CSO	Civil Society Organisation
BNPL	Basic Needs Poverty Line
DFAT	Department of Foreign Affairs and Trade (Australia)
DP	Development Partner(s)
DSA	Debt Sustainability Analysis
EMT	Executive Management Team (of MoE)
EPIK	Education Partners in Kiribati
EU	European Union
ERP	Economic Reform Plan
ESSP	Education Sector Strategic Plan
FMIS	Financial Management Information System
GDP	Gross Domestic Product
GFS	Government Financial Statistics
GoK	Government of Kiribati
HDI	Human Development Index
IFAC	International Federation of Accountants
IFMIS	Integrated Financial Management Information Systems
IMF	International Monetary Fund
IPSAS	International Public Sector Accounting Standards
KEIP	Kiribati Education Improvement Program
KEMIS	Kiribati Education Management Information System
KNAO	Kiribati National Audit Office
LPO	Local Purchase Order
MAPS	Methodology for Assessment of Procurement Systems
MFED	Ministry of Finance and Economic Development
MoE	Ministry of Education
MTEF	Medium Term Expenditure Framework
MTFF	Medium Term Fiscal Framework
MTFS	Medium-Term Fiscal Strategy
NGO	Non-Government Organisation
NZAP	New Zealand Aid Program
OAG	Office of the Auditor General
PAC	Public Accounts Committee
PAF	Performance Assessment Framework
PDD	Project Design Document
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management

PFM	Public Finance Management Plan
PGS	Partner Government Systems
PI	Performance Indicator
PPDD	Policy, Planning and Development Division (of MoE)
PSO	Public Service Office
RERF	Revenue Equalisation Reserve Fund
SOE	State Owned Enterprise
TA	Technical Assistance
TOR	Terms of Reference
UNDP	United Nations Development Programme

1 Executive Summary

The Government of Australia, the Government of Kiribati (GoK) and the GoK Ministry of Education (MoE) share a commitment to improved educational outcomes as set out in the Education Sector Strategic Plan (ESSP), consistent with the Kiribati-Australia Partnership for Development 2009 (see Outcome 1 “Improved standards in basic education”). Australia, through its aid program administered by the Department of Foreign Affairs and Trade (DFAT), has supported the implementation of the ESSP through the Kiribati Education Improvement Program (KEIP), Phases I and II. As Australia considers the design of KEIP Phase III, DFAT requires an assessment of GoK and MoE public financial management (PFM) and procurement systems to assess and manage the risks of using those systems, and this report summarises the risk assessment that was carried out in February and March 2015.

This assessment has found that MoE’s capacity to effectively deliver on the outcomes and goals set out in the ESSP is significantly constrained by weaknesses in downstream budget execution, procurement, accounting and financial reporting systems. These are national systems, and MoE operates with the legislative, institutional, procedural and IT frameworks of these systems. There are certainly also capacity constraints in PFM and procurement in MoE, and these can be and should be addressed over the medium term.

There is a low to medium risk of corruption in GoK. No cases of fraud in MoE have been reported in any of the reports reviewed, or during meetings with officials and partners over the course of this assessment. Based on meetings with GoK officials, development partners and KEIP advisers, the prevailing view is that technical capacity limitations pose a greater risk to GoK and development partner funds than does corruption.

There are significant benefits for MoE and DFAT if the use of GoK and MoE systems can be increased. These benefits are discussed in section 4 of this assessment report, and include a more effective policy dialogue, strengthened systems and procedures, and lower transaction costs. However, in many cases these benefits cannot be realised until reforms to national level downstream PFM and procurement systems are implemented by GoK over the medium term.

The most significant fiduciary risks are summarised in the Risk Matrix at Figure 1 below, together with recommended various risk mitigation measures. Medium term capacity building risk mitigation measures are proposed where the relevant risks are considered to be manageable, and where the measures will have some medium term impact.

More intrusive short term control measures were considered for some of the risks in downstream systems, but the weaknesses concerned are interconnected and are evident across all downstream systems (other than External Audit). Further, these weaknesses are not peculiar to MoE, they are weaknesses in national systems that significantly impact on MoE.

For budget execution (including Warrant control for the Development Fund and cash management for Account 4), procurement, accounting and financial reporting, there are no short term non-intrusive controls that can be used to manage the risk. Whilst MFED is well aware of these risks and are taking steps to address them, the risk is too high to wait for a medium term solution. Until MFED and GoK are able to make measurable (i.e. using tools such as the PEFA, MAPS or ANS) progress in strengthening these downstream PFM and procurement systems, DFAT should employ other modalities to support GoK and MoE in the implementation of the ESSP.

The terms of reference require a recommendation on whether or not, having regard to both risks and potential benefits, the risks identified during the assessment are acceptable and/or manageable in relation to the implementation of KEIP Phase III, using *MoE* systems and procedures in whole or in

part, if supported by the recommended short-term controls and longer-term capacity development measures summarised in the Risk Matrix below.

This assessment recommends that MoE systems and procedures can only be used in part. The risks are manageable in respect of planning, budgeting and Parliamentary approval of the budget. However, whilst some of the risks of using downstream systems can be managed, others cannot be managed in the short term. It would not be prudent to use the budget execution, procurement, accounting or financial reporting systems until GoK has made further and measurable improvements through their reform plans. DFAT should support GoK's medium term efforts to reform these national systems, but outside of the KEIP III framework.

Recommendation if risk mitigation measures are implemented:

The recommendation of this PFM assessment is that the residual risks of channelling DFAT funds through GoK and MoE downstream systems are not manageable in the short term in relation to the implementation of KEIP Phase III

Figure 1: Risk Matrix

Ref.	Identified Risk	Risk rating ¹	Manageable in the short-term?	If manageable, what medium term capacity building measure or short term control measure should be applied?	Benchmark or verifiable indicator	Residual risk rating if measure is applied
Upstream Risks						
Planning and Budgeting						
3.14.2	Weak links between plans and budgets create a risk that funding will not be coordinated and that funds will be applied towards the wrong priorities	Possible Moderate High	Yes	1. MoE should establish a Planning & Budget Committee (PBC) led by the Deputy Secretary, with both PPDD and Accounts Division members, responsible for leading recurrent and development budget preparation and for monitoring budget implementation 2. KEIP III should include technical support to ensure that there is consistency across strategic plans, operational plans, budgets and progress reports in terms of framework, costing and chart of accounts	TOR for the PBC approved by the MoE EMT KEIP III design makes provision for the support and TOR accurately reflect the role	Unlikely Moderate Moderate Unlikely Moderate Moderate
Downstream Risks						
Budget Execution						
3.12	Warrant control and cash management for Account 4 are not yet strong enough to prevent ACG project overspends, or diversion of funds from agreed budgets	Likely Major High	No	MFED should continue to pursue national PFM system assessments and reform plans over the medium term	NA	NA
Procurement						
3.16	Weaknesses in legislation, institutional framework and skills for procurement create a significant risk that poor value for money will be achieved, and/or that misappropriation could occur	Likely Major High	No	MFED and Office of the President should continue to pursue national level procurement assessments, action plans and reforms over the medium term	NA	NA
Accounting & Reporting						
3.9.2 3.15.1 3.17	Financial reporting available to the MoE EMT does not address budget departures or implications for plan implementation, and does not address high risk areas of outstanding travel	Almost certain Moderate High	Yes	KEIP III should include technical support to ensure that monthly and quarterly financial reporting templates address the implications for plan implementation, and that they include additional tables for travel imprests and arrears	KEIP III design makes provision for the support and TOR accurately	Unlikely Moderate Moderate

¹ See Risk Rating Terminology is explained further at Annex 3. This column and the residual risk column combines Likelihood of the risk with Consequences of the risk to arrive at Impact

Ref.	Identified Risk	Risk rating ¹	Manageable in the short-term?	If manageable, what medium term capacity building measure or short term control measure should be applied?	Benchmark or verifiable indicator	Residual risk rating if measure is applied
	imprests and accumulated arrears or liabilities to suppliers				reflect the role	
3.19	DFAT Accountable Cash Grant financing agreement template could be improved by ensuring that the attached budget uses the same Item Code and Description as is used in the GoK chart of accounts	Likely Minor Moderate	Yes	DFAT could develop a template for the attached budget annex to Accountable Cash Grant agreements that shows a table using an abbreviated GoK Item Code listing	Copy of amended ACG funding agreement	Unlikely Minor Low
Internal Audit						
3.20	Internal audit capacity and coverage available from MFED is not risk based and creates a risk that break downs in control or possible fraud may not be detected	Possible Moderate High	Yes	Provide technical assistance to MFED internal audit function to assess needs, develop a reform roadmap and build internal audit capacity	TOR for technical support to internal audit function in MFED	Unlikely Moderate Moderate
External Audit						
3.21	KEIP has not been subject to external audit by the KNAO and this increases the risk that poor value for money or fraud may go undetected, or that that funds may not be applied for the purposes of the grant	Likely Moderate High	Yes	Financing agreements between DFAT and GoK should provide DFAT with the option to request that KNAO audit the relevant projects, or that DFAT reserves the right to appoint an independent external auditor if KNAO does not have sufficient resources to carry out that audit	Copy of revised financing agreement between DFAT and GoK	Unlikely Moderate Moderate

2 Background and Terms of Reference

2.1 Background

The background to this Sector Assessment is summarised in the terms of reference, and this section of the assessment is based in the information provided in the terms of reference. DFAT is about to commence the design for Phase III of the Kiribati Education Improvement Program in consultation with the Kiribati Ministry of Education. The purpose of this sector assessment is to assess the Public Financial Management capacity of the Government of Kiribati in the education sector, to inform the design of KEIP Phase III about the use of partner government systems (PGS) and the management of fiduciary risk.

KEIP is the framework through which Australia (and other development partners) are providing support to MoE to implement its Education Sector Strategic Plan². The KEIP is a nine year program (2011 – 2019) being implemented in three phases (Phase I: 2011- 2013, Phase II: 2013 – 2015 and Phase III: 2016 – 2019). The phased approach aims to permit close alignment with the GoK and MoE four-year planning cycle with the intention that over time Australian support for the education sector can progressively move towards a Kiribati led sector program. It is preferable to use those components of the GoK PFM systems where the fiduciary risks can be satisfactorily managed.

The long term goal of the KEIP is that (a) All children in Kiribati achieve functional literacy and numeracy after six years of basic education; and (b) All children have access to a relevant and quality education at all levels of the system (primary and secondary).³

Phase I was focussed on laying the foundation for Phases II and III by strengthening the operating environment and policies of MoE, in four key areas: (i) physical facilities, (ii) legislation and policy, (iii) workforce development and (iv) curriculum and assessment. The current Phase II is focused on improving access, and supporting improvements to teaching and learning outcomes in Years 1 – 4. This has been supported by: (i) providing relevant curriculum materials, (ii) improving the teaching quality, (iii) improving school learning environment through upgrading infrastructure, (iv) enhancing school and community partnership and (v) strengthening MoE institutional capacity. Phase III is expected to focus on Year 5 – 6 and Junior Secondary Schools.

Since the commencement of KEIP, Australia has used several mechanisms to support MoE to implement its strategies under the ESSP:

- a. The Kiribati Education Facility is managed and administered by Coffey International Development and delivers the bulk of KEIP activities.
 - For KEIP Phase II, the funding for most of the activities (including procurement) is being managed through the Coffey financial management systems
 - Some of the funds are being channelled through GoK Development Account no.4, for in-country activities, although weaknesses in the management of funds through this account have limited its use since mid-2014.
- b. Funding agreements with UNICEF and UNESCO to provide technical assistance in areas of comparative advantage have been used. The arrangement with UNICEF came to an end during Phase II and was not renewed.
- c. Australia has had direct funding arrangements with the Government of Kiribati to support institutional strengthening activities. These arrangements came to an end during Phase II and were not renewed.

² The current Education Sector Strategic Plan (ESSP) 2012-15 will finish at the end of 2015. Planning is underway for the development of the next ESSP (2016-19).

³ Partnership for Development Implementation Schedule July 2012 to June 2015.

- d. Australia continues to engage a Senior Education Management Specialist to support the MoE senior executive team with sector strategic planning expertise.

2.2 Terms of Reference

DFAT has developed a set of guidelines to assist its own program officers, practitioners and partner governments manage the transition to greater use of partner government systems (PGS), and in particular to identify and manage risks associated with using PGS in any given jurisdiction. These guidelines require, among other things, that an assessment of national PFM and procurement systems (an ANS) be carried out. The first ANS for Kiribati was carried out in 2012, and a second ANS update was carried out in late 2014. The ANS update report is expected to be finalised early in 2015.

Under the guidelines, if the ANS concludes that risks are manageable and that it is feasible for some DFAT programs to use partner government systems, then further more detailed assessments should be carried out in the specific sectors in which those programs will operate. These more detailed sector based assessments of PFM and procurement systems are also required to be carried out in accordance with DFAT guidelines. The terms of reference for this Sector Assessment of MoE are based on these guidelines, and are attached at Annex 2. In summary, the objective of the PFM assessment is to enable DFAT to determine:

- a. Whether, having regard to potential benefits, the risks of selected activities under KEIP Phase III being conducted by the Ministry of Education using one or more components of their own financial management systems and procedures under the umbrella of the national legislation, regulations, systems and procedures of Kiribati are acceptable and manageable, and/or
- b. Whether any special measures should be taken to strengthen the efficiency, effectiveness and probity of the financial management systems and procedures of the Ministry of Education.

3 Assessment of Findings on Fiduciary Capacity and Risks

This section sets out the findings from the application of the PFM Diagnostic and the analysis of other documents. For each section of the diagnostic there is a discussion of issues arising, risk arising and possible risk mitigation measures.

3.1 Approach

The terms of reference required an approach to the assessment which includes both an assessment of the fiduciary capacity of the education sector, and an assessment of the fiduciary risks to DFAT's funds and to the achievement of development outcomes in Kiribati. The ToR also required that the assessment make use of a Financial Management Assessment Diagnostics Tool and a Potential Benefits Assessment Tool, both of which were provided by DFAT.

These tools were therefore used to guide the analysis of documentation provided by GoK-MoE and to guide the discussions with Government of Kiribati officials and development partners (DPs) during the course of the mission. The mission was carried out in Kiribati from 23 February to 5 March 2014.

Consistent with DFAT guidelines, this sector level assessment has also relied upon earlier assessments and diagnostics including the 2009 PEFA, the 2012 ANS and the 2014 ANS Update, as well as independent assessments of corruption.

The findings from the PFM assessment of fiduciary capacity and risks for the education sector are set out below. The sub headings below are adopted from the diagnostic tool provided by DFAT, to

facilitate future discussion and risk management. In each of these sub sections, findings are discussed, potential risks (if any) are identified, and risk management measures proposed. The discussion of potential benefits follows in a later section of the report.

3.2 General Development Context⁴

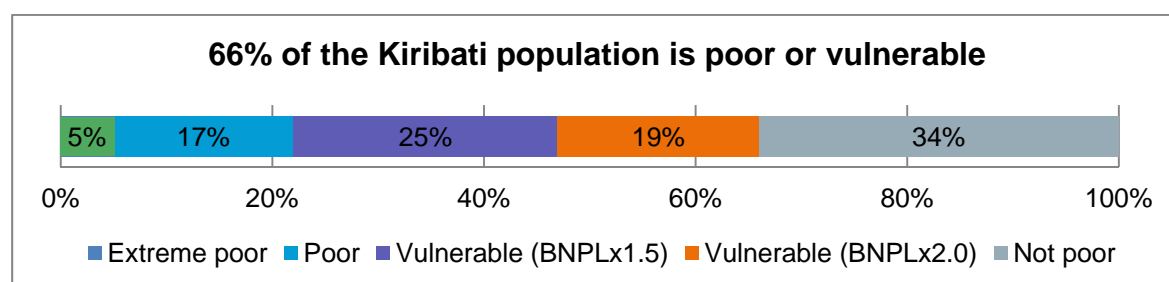
The Republic of Kiribati consists of 33 atolls and islands situated in the central Pacific Ocean around where the Equator intersects the International Date Line (refer to the map at Annex 1 - small map, lower right). The Gilbert Islands include 16 atolls, the Phoenix Islands eight atolls and coral islands, and the Line Islands eight atolls. The western-most Island of Banaba (formerly known as Ocean Island) is the only true island; it is not visible on the map, but is located south-west of Tarawa and due west of Nonouti. Kiritimati (Christmas) Island in the Line Islands is the world's largest atoll.

Of the 33 atolls and islands, 21 are inhabited. At the 2010 national population census, the total population was recorded as 103,058. The distance from the western end of the country to the eastern end is more than 5,000 kilometres. The total area within Kiribati's maritime boundaries is more than 3.5 million square kilometres, but the total land area is just 811 square kilometres. The capital and seat of government is located at Bairiki on Tarawa atoll (Annex 1 - small map, lower left).

Kiribati is one of the poorest countries in the Pacific, and one of the most geographically isolated in the world. The Kiribati economy is volatile and extremely vulnerable to external financial influences. It is highly dependent on official development assistance (amounting to 43 per cent of current gross domestic product [GDP]), the sale of fishing licenses to foreign fleets, earnings from the Revenue Equalisation Reserve Fund (RERF),⁵ and offshore remittances. Export earnings (mainly from copra) are minimal. Many staples – including food, water and fuel – are imported (often at considerable cost).

- Kiribati has a fragile environment, rapidly growing urban population and uncertain economic growth, and is susceptible to a rise in mean sea level and extreme weather events (for example, as a result of climate change); two-thirds of the population are classified as poor or vulnerable to poverty.

Figure 2: Proportion of population classified as poor or vulnerable in relation to basic needs poverty line, Kiribati, 2006



Source: DFAT (Kiribati Program Poverty Assessment [Draft], 2013); BNPL = basic needs poverty line: A\$16 per person per week nationally, A\$24 in South Tarawa, A\$13 elsewhere in the Gilbert Islands and A\$20 in the Line & Phoenix Islands (UNDP: Household Income & Expenditure Survey, 2006)

The population of 103,058 is young and increasingly urban. Life expectancy at birth is 67 years. The median age is 22 years, with 34.9 per cent of the population aged 0-14 years and just 5.6 per cent

⁴ This section of the assessment draws heavily on the Health Public Expenditure Review Concept Note, and on "Options for Australian and New Zealand development assistance in health, Kiribati", Rob Condon, 2014, Health Resource Facility.

⁵ The RERF is the GoK sovereign wealth fund created in 1956 to act as a financial buffer fund, initially capitalized with the proceeds of mining now-depleted phosphate reserves.

aged 60 or above. The South Tarawa atoll has become the most densely populated in the Pacific, with more than 50,000 people living on a total land area of 16 km².

3.3 Macro Economic Context⁶

Kiribati is a small, isolated and undiversified economy. The economy is dominated by a large public sector that provides around two thirds of all formal employment, with Government expenditure equivalent to 118 percent of GDP. Economic growth has averaged 2.9 percent over the past three years, driven by large donor-financed infrastructure projects. Public investment has fed into a vibrant retail and services sector. Medium-term growth prospects are heavily reliant on continued implementation of major infrastructure projects.

Consumer price inflation increased from -1.5 percent in 2013 to 3.4 percent in 2014, driven by the depreciation of the Australian dollar and the implementation of a new value-added tax. Heavily reliant on food and fuel imports, Kiribati remains vulnerable to external price shocks. In 2014, the current account deficit was equal to 26.9 percent of GDP with the trade and service deficits (equal to 85.7 percent of GDP) partially offset by factor income from fishing license sales.

Kiribati experienced a period of extremely large and unsustainable fiscal deficits following the global economic crisis, peaking at 21 percent of GDP in 2011. Deficits reflected expenditure growth, especially to finance a poorly performing state owned enterprises (SOE) sector, and declines in tax revenues due to deteriorating compliance and enforcement. These deficits were financed by drawdowns from the RERF. The combination of poor investment performance and large drawdowns in the post-GEC period led to reduction in the real per capita value of the RERF and undermined the long term fund objectives of sustainable budget support and intergenerational wealth transfer.

Recent fiscal developments have reflected improved revenues from fishing license sales. In 2012, the deficit narrowed to 6.9 percent of GDP, reflecting historically high fishing license fee income. In 2013 and 2014, Government has experienced large surpluses (9.7 and 11.6 percent of GDP respectively) driven by unexpectedly high fishing license receipts. Government made RERF replenishments of AUD10 million in 2014 using the 2013 surplus while paying down accumulated SOE debt, and is expected to use the majority of the 2014 surplus to replenish the RERF. The Government is taking an appropriately prudent approach to management of recent revenue growth, with total government expenditure allocations declining in 2015 (due to large one-off items such as SOE debt repayments in 2014) and limited nominal growth in recurrent expenditure and payroll (less than 2 percent). Tax revenue performance continues to be disappointing, with no significant improvements in tax revenues despite strong imports and retail and commercial activity, largely due to weaknesses in compliance and enforcement for both inland and customs revenue collection. Implementation of a VAT during 2014 has disrupted revenues in 2014, with one-quarter of revenues lost due to the implementation of the required quarterly lag in receipts, and the introduction of several ad hoc exemptions by government in response to concerns regarding price impacts.

If fishing license fees continue at current levels, it will be important for Government to develop a fiscal framework that balances the need for sustainability with immediate and pressing service delivery and infrastructure investment pressures while taking account of inherent risks associated with further reliance on fishing license fee revenues. In this context, there may be scope for some increased expenditure on core public services such as health and education over coming years. It will be important to ensure that any increase in resources to these sectors does not undermine the capacity of government to pursue future fiscal consolidation should fishing license receipts fall back towards historical levels.

⁶ This Macro Economic Context section of the assessment has been reproduced from the Kiribati Health Financing Note, World Bank, 2015 (draft) (courtesy of World Bank staff Tobias Haque).

3.4 Corruption

The 2012 ANS assessed the overall level of risk of corruption in Kiribati as low to moderate. Based on meetings with GoK officials, development partners and KEIP advisers, the prevailing view is that technical capacity limitations pose a greater risk to GoK and development partner funds than does corruption. However, there is a significant case of possible fraud currently under investigation by GoK with assistance of the Australian Federal Police. This concerns Taiwanese Government funds provided to GoK in 2014 for the purchase of a landing craft vessel. AUD800,000 of these funds was transferred to an overseas bank account, which is apparently not the bank account of the boat builder. The outcome of this investigation and its implications for funding channels should be further considered when it becomes available. However, at this stage, it is known that the Taiwanese funds did not flow through the GoK Development Account No. 4, i.e. the bank account through which Australian accountable cash grants (ACGs) have been channelled to GoK. Weaknesses in the reconciliation of Account No. 4 and their implications for Australian aid funds are discussed in section 3.12 below.

Transparency International's Corruption Perception Index 2011 ranks Kiribati 95th out of the 182 countries and territories assessed, with a score of 3.1 on a scale of 0-10 where 0 means that a country is perceived as highly corrupt and 10 means that a country is perceived as very clean. A Transparency International report (Wickberg, 2013) notes that 'Political corruption and nepotism seem to be the main corruption issues in Kiribati, and the economic importance of the fishing industry and fishery management increasingly makes it a corruption-prone area.' It goes on to say 'The country's small population and limited resources are obstacles to setting up fully functioning governance and oversight mechanisms. Kiribati still lacks many essential attributes of an efficient anti-corruption system.'

The World Bank's Country Policy and Institutional Assessment ratings for Kiribati from 2008 to 2013 are summarized in the table below (1 low to 6 high):

Figure 3: World Bank CPIA Ratings 2008 - 2013

Dimension	2008	2009	2010	2011	2012	2013
Equity of Public Resource Use	3	3.5	4	3.5	3.5	3.5
Fiscal Policy	2	3	3	3	2.5	2.5
Macro Economic Management	2.5	2.5	2.5	3	3	3
Quality of Budgeting and Financial Mgt.	3	3	3	3	3	3
Quality of Public Sector Management and Institutions	3.1	3.1	3.1	3.3	3.2	3.2
Quality of Public Administration	3	3	3	3	3	3
Transparency, Accountability and Corruption in the Public Sector	3	3	3	3.5	3.5	3.5

Source: www.worldbank.org

On the Control of Corruption indicator in the World Bank Governance Indicator set, Kiribati has seen its percentile ranking improve from 45 in the year 2000, to 57 in 2013.

3.5 Partner Government Appetite for PFM Reform

Following the release of the 2009 PEFA report early in 2010, a GoK PFM reform plan was prepared for GoK and approved by Cabinet in 2011. While the GoK has demonstrated strong commitment to the Kiribati Economic Reform Plan (ERP), there is little evidence of any high level GoK commitment to PFM reforms and limited progress has been made against the 2011 PFM Plan (PFMP). Whilst there has been a PFM adviser to support GoK implementation of the PFMP, there has not been a strong governance framework to support its implementation. There is no oversight or steering committee to monitor progress of the reforms or to provide opportunity for line ministries, DPs or civil society to review priorities, progress or impact. The PFMP did not include a monitoring and evaluation framework, devoting only one sentence to monitoring, and one paragraph to risk management. Since 2011 there have been no formal annual reviews of progress, no annual review workshops and no opportunity for line ministries to provide feedback on priorities and progress.

The current advisory support for the PFMP will come to an end in March 2015. A new EU funded treasury adviser has been appointed late in 2014. Encouragingly, his inception report proposes the establishment of an oversight committee or reference committee with line ministry representation, including from MoE. The workplan attached to the inception report has identified most of the key issues and weaknesses identified and discussed in this sector level risk assessment. On the other hand, it is very ambitious in its scope and projected timeframes for implementation of the relevant reforms. In particular, the timelines for piloting and establishing and government wide area network, and for the expanded rollout of Attaché are optimistic.

Quite separately, MFED is also considering exploring replacement options for Attaché, a commercial off-the-shelf application not well suited to government budget and commitment control requirements. MFED is also considering conducting a formal review in 2015 of procurement institutions and capacity to identify priority areas of reform for procurement.

There is no Ministry of Education level PFM reform plan or roadmap. Some short term technical assistance is being provided through KEIP II. Whilst the design of KEIP III will need to address financial management capacity issues in MoE, the challenge will be harmonising these with the national policies and priorities for PFM reform, i.e. those currently being facilitated through the EU treasury adviser, as well as any other FMIS and procurement reforms that MFED may develop over the course of 2015.

3.6 Legislative and Regulatory Framework

Chapter XIII of the Constitution sets out the provisions with respect to the Consolidated Fund, Special Funds and the authorisation of expenditure. The 1976 Public Finance (Control and Audit) Act (as amended) governs the control and management of the Consolidated Fund and public finances of Kiribati, as well as for the collection, issue and payment of public moneys. There are also finance and stores regulations in place, but these are out-dated (1976) and do not reflect current business practices.

The office of the Auditor General is also established under the Constitution (s.114 (1)). The duties and powers of the Auditor General in the audit and examination of public accounts and of the accounts of statutory bodies are set out in Parts V to VIII of the Public Finance Control and Audit Act.

The Public Accounts Committee is established under the Constitution (S 115 (1)), whilst the conduct of proceedings of the national assembly are set out in the rules and procedures of parliament.

The Procurement Act 2002 specifies the methods of procurement and their conditions for use, tendering procedures, and the principal methods to be used for the procurement of services. It applies to all central government bodies, statutory corporations and government owned companies, but does not apply to procurement for purposes of national defence and security, or procurement excluded by the Plant and Quarantine Act. Significantly, no regulations have been issued under the Procurement

Act. Whilst there is a procurement manual in existence, dated 2002, no officials in MoE or MFED could produce a copy, and it is certainly not used within government as a guide for procurement. Only the Auditor General's office was able to provide a hard copy of the manual.

The Income Tax Act 1990, as amended, and its supporting regulations provide the basis for the assessment and collection of personal and corporation tax. The Customs Act (2004) provides for the establishment of the Kiribati Customs Service, the powers of its officers, customs control, the movement of goods into/out of Kiribati and the 'management' of import duties.

3.7 Budgeting and Resourcing

At the national level, the responsibility for overall fiscal control rests with MFED, who also leads the annual budget process. The 2009 PEFA assessment has acknowledged MFED's capacity to maintain aggregate fiscal control, (with an A rating for PI-1), and for control of line ministry expenditure, with a B rating for PI-2. Further analysis of MoE's capacity to manage their budget within ceiling is provided in section 3.15 below.

The development budget is presented to Parliament as a separate document to the recurrent Estimates. The development budget is presented by ministry by project, and includes estimates for both in-kind and cash grants to the Development Fund from development partners. There is no appropriation required for the development budget, although GoK's own contributions to the Development Fund are included in the recurrent estimates for the relevant ministries, and these do require an appropriation from the Consolidated Fund. Under the Public Finance (Control and Audit) Act no withdrawals or payments may be made from the Development Fund without the issue of a Warrant. Warrants are normally issued by MFED at the commencement of each year, but further Warrants can be released if additional cash grant funding is made available by DPs.

3.8 Accountability Structures and Processes

The roles of and responsibilities of MoE, MFED and the Auditor General are clearly laid out in the Public Finance (Control and Audit) Act, (1981 as amended), and in the Financial Regulations 1974. However, this regulatory framework is based upon manual systems, vote books, imprest and asset registers etc. The regulatory framework does not recognise the Attaché accounting system or the Access based databases, the manual procedures and controls that support these systems, nor the role these systems are meant to play in expenditure control and internal control.

There is no financial procedures manual available to simplify or explain how the financial management regulatory framework is structured and how it is to be implemented in the context of Attaché, Access commitment control systems, and other manual registers. There are no explanations available to accounting staff of what the role of these systems are.

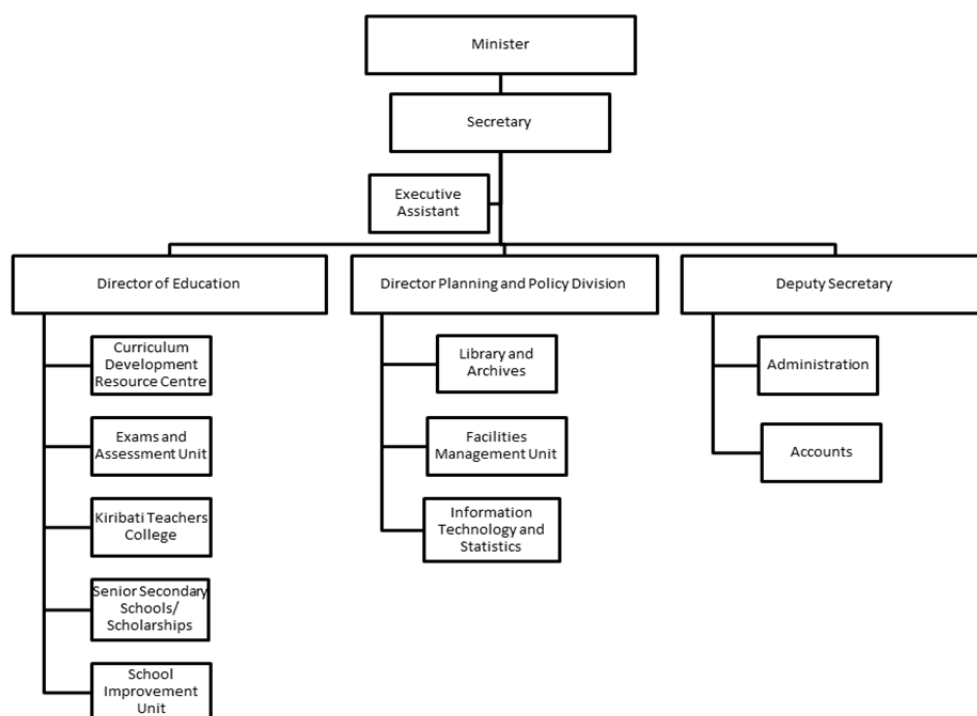
It is also worth noting that the positions of Senior Accountant and Accountant in MoE, although held against MoE establishment, are part of a government wide accounting cadre (this is the same for all line ministries). The Senior Accountant reports to the Accountant General in the Ministry of Finance. Senior Accountants and Accountants can be and are regularly rotated between ministries, usually every one to two years. This has implications for capacity building in financial management or procurement at line ministry level, in that improvements to systems or procedures and any associated training needs to be inclusive of a broader group of MoE senior officials and managers.

3.9 Entity Management

3.9.1 Organisational Structure

The organisational structure of MoE is summarised in the diagram below.

Figure 4: Ministry of Education Organisational Structure



Total establishment for MoE in 2014 was 1,436 positions, of which 1289 positions are occupied and 147 are vacant, i.e. around 10%. However, most of these vacancies (110) are in teaching positions.

3.9.2 Strategic Management

There is a functioning Executive Management Team (EMT) that meets monthly, and is comprised of the Secretary, the Deputy Secretary, the Director of Education and the Director of Policy and Planning. The EMT reviews a financial management report each month, which is derived from an Excel database maintained by the Senior Accountant. The financial report is comprised of Excel tables, but there is no commentary or narrative from the Accounts Division on the implications of rates of spending against budget for payroll or operating expenditure.

Heads of Divisions do quarterly progress reports against their operational plans. These are aggregated by Director of Policy and Planning and discussed at EMT meetings. However, they appear to be irregular, and not all of the divisional progress reports are clearly linked to the Education Sector Strategic Plan.

The EMT also receives and considers an annual digest of education statistics produced from the Kiribati Education Management Information System (KEMIS). There is no medium or long term workforce plan, but the Deputy Secretary advises that a workforce plan is currently being developed.

There is no formal annual review of progress against the Education Sector Strategic Plan, and MoE does not publish an annual performance report.

3.10 PFM Staff Resources

The MoE Accounts Division is headed by the Senior Accountant. At headquarters there are also 2 Accountants and 4 Accounting Officers. There are 5 additional Accounting Officers, one each located

at Kiribati Teachers College, King George V school, Curriculum Development Resources Division, Teabike College and Meleange College. All Accountants and Accounting Officers report directly to the Senior Accountant.

It was apparent during the assessment that the resources of Accounts Division struggle to keep up with the demands made upon them. This seems to be as a result of the multiple databases, spreadsheets and manual registers that need to be maintained, whereby the same data from purchase orders and payment vouchers have to be manually entered several times (the same data for payment vouchers also have to be entered twice again into an Access database and the Attaché accounting system maintained at MFED). This manual entry of data multiple times is prone to error, and causes problems when MoE needs to prepare their monthly reconciliations for MFED of their Access commitment control register with the Attaché accounting system record of payments. Time pressures on staff mean that some purchase orders do not get entered into all registers or databases, and some imprest acquittals are not recorded in the relevant register (see further discussion below). These problems are common across most GoK ministries.

Accounts Division staff learn on the job, there is no formal training course for government accounting officers, and there are no accounting or financial procedures manuals.

3.11 MoE PFM Systems

3.11.1 Fund Accounting

MoE's PFM systems are largely determined by MFED, both in terms of the legislative framework within which all ministries must operate, as well as through the Attaché accounting system and the Access based commitment control and reporting system. However, MoE have also established and maintain their own Excel based recording system to improve the quality of financial reporting available to the EMT and division heads.

GoK financial management relies on a series of funds authorised and regulated through the Public Finance (Control and Audit) Act and the financial regulations - the Consolidated Fund and various Special Funds. The most relevant Special Fund is the Development Fund, supported by its own bank account. Expenditure from the Consolidated Fund (including GoK contributions to the Development Fund) must be authorised by Appropriation, followed by a single Warrant release. Expenditure from the Development Fund does not require Appropriation, but it must be authorised by Warrant. Within GoK, the Consolidated Fund is referred to as Account No. 1, and the Development Fund is referred to as Account No. 4.

In addition to GoK contributions to the Development Fund, various Development Partners may also contribute accountable cash grants into the Development Fund. Generally these DP contributions are included in the annual budget estimates (i.e. on-budget) where they appear as discrete 'projects', but often these can also arise in-year, at which time a further Warrant must be released to authorise the relevant ministry to use or spend the accountable cash grant. Importantly from a DP perspective, there is no regular reconciliation of the bank balance for Account No. 4 with the unspent balances for each project.

3.11.2 Attaché Accounting System

The primary and authoritative means of accounting for expenditure from the Consolidated Fund and the Development Fund is the Attaché accounting system. Attaché is a commercial off-the-shelf package that does not support budget control or Warrant control at any level (head, sub head, project or item), and is not networked to line ministries or other islands. Cheques are produced manually (different cheque books for different Funds), and payment voucher details are manually entered into Attaché after a payment is made.

Because Attaché does not produce or record purchase orders, or control spending against budget or Warrant, there have been several attempts in recent years by MFED and line ministries to create parallel Excel based or Access based systems to track purchase order commitments against budget.

These systems inherently have limitations when compared to fully integrated financial management information systems (IFMIS), and MFED are well aware of these limitations.

Excel/Access systems require that data be entered multiple times, i.e. in addition to being entered into Attaché. There can be no guarantees that the two (or three or four) systems will reconcile. Excel/Access systems have poorer security, and weaker or soft controls. A well configured IFMIS will not permit the printing of a purchase order or the payment of a supplier if that transaction will result in budget or Warrant being exceeded. Excel/Access systems will advise the operator of a potential overspend or over commitment, but cannot prevent the manual preparation of a purchase order or writing of a cheque. Similarly, on Excel/Access based systems formulae can be accidentally or deliberately overwritten. Also, there is always the possibility that the amount finally recorded on a cheque and in Attaché may be different to the amount entered on the payment voucher by the line ministry – and combined with timing differences (all line ministry documents must be physically carried to MFED for future entry to Attaché, and then all Attaché reports physically transported) this means that regular monthly reconciliation is required. This is time consuming for MoE Accounts Division, as it is for other ministries.

MFED is currently considering options to replace Attaché, as well as the affordability of networking Attaché or its replacement. There is currently no government owned wide area network, and attempts to run Attaché over what is a limited telecommunications and internet infrastructure in Kiribati have failed. MFED plan to pilot a dedicated microwave link early in 2015.

3.11.3 Chart of Accounts

Attaché has been configured using the following chart of accounts structures for recurrent and development expenditure:

Figure 5: Chart of Accounts Recurrent

Component	Ledger type	Head (Ministry)	Sub Head (Division)	Program/ Activity	Item Code
Example	E	2 3	0 4	0 0 0 0	2 3 1
Current use	Recurrent Expend.	Ministry of Educ.	KGV & EBS	Program Number – not used	Communications

Figure 6: Chart of Accounts - Development

Component	Ledger type	Head (Ministry)	Sub Head (Division)	Program/ Project	Item Code
Example	H	2 3	0 3	D101	2 3 1
Current use	Development Expend.	Ministry of Educ.	Junior Secondary	D = Year of project commencement 101 = Project No.	Communications

MFED has now standardised across all ministries the version of Access being used for budget or Warrant control. Until the end of 2014, this MFED owned Access system only required Development Fund expenditures to be entered at whole-of-project level, i.e. no expenditure item code was required, and no Warrant control or reporting at item code level within a project was available. MFED is currently rolling out a new version of the Access database that will require entry of an item code for all Development Fund expenditures. However, at the time of this risk assessment, MoE had not received

the new version and had not been trained on its use. MoE continue to enter transactions into both their Access and Excel based systems.

3.12 DFAT Accountable Cash Grants

The chart of accounts structure, the functional limitations of Attaché, and the current implementation of an improved Access database for recording project expenditures at line item level are particularly relevant to DFAT's use of Accountable Cash Grants (ACGs) through the Development Fund.

As mentioned earlier, the Development Fund bank account balance is not regularly reconciled to the unspent balances of each of the projects or accountable cash grants (from many donors and from GoK), that comprise the Development Fund. Because of the absence of hard ex ante Warrant control, it is possible for spending on any given project to exceed the amount of the donor grant(s) available to support that project, as the difference will be subsidised from cash available from other projects. Also, within any given project funded by a single ACG, it is possible for a budget line item to be overspent relative to the budget for that line item, as the Warrant only applies to the project as a whole.

In any event, the Warrant is a legal requirement that is not supported by Attaché. Similarly, Access can only track or record expenditure or commitments against Warrant, it cannot prevent purchase orders being raised, cheques being written, contracts with suppliers or construction firms being signed, or casual staff being employed. The legal requirement for Warrant control of spending was and still is supported by another legal requirement to maintain manual Vote Books. However, these were poorly maintained by all ministries, and the various Excel and Access versions of these have attempted to improve the level of budget control and Warrant control. However, all of these manual Vote Book and database type systems rely on strong ex ante internal controls, manual controls, for them to be effective. A fully integrated IFMIS on the other hand will simply not print a purchase order, or print a cheque, or allow a payroll increment, or allow creation of a new employee etc. if there is insufficient unused Warrant to cover that new commitment.

The new 2015 version of Access currently being rolled out to line ministries and MoE has the potential to improve budget control, as well as reporting to DPs for projects at line item level. However, the risk of overspending on individual projects, and the risk of funds being applied to line items not covered by the ACG funding agreements between GoA and GoK, will remain.

The potential for overspending on DFAT funded projects, or of DFAT funds being used to subsidise overspending on other DP projects, could be reduced if a separate DFAT dedicated bank account were created and used by GoK. However, this of course will involve yet another set of procedures, controls, reconciliations etc for line ministries including MoE, and partly defeats the purpose of using GoK systems in the form of Account No. 4. Even then, it would not prevent one DFAT project from subsidising an overspend on another DFAT project, and it would not prevent overspending on line items within a given DFAT project.

It is difficult to see how this risk can be managed in the short term in a way that would still permit use of GoK systems applicable to Development Fund expenditures through Account 4. Even if a financial adviser or controller were inserted into Accounts Division with the agreement of MoE, they would still need to work within the limitations of existing systems applicable to Account 4 and the Development Fund.

3.13 Planning Systems

The ESSP 2012-2015 clearly sets out an overall goal, desired outcomes, 7 goals required to achieve the desired outcomes, and a set of outcome level targets/indicators as well as targets or indicators for the seven goals.

MoE is currently working on the next ESSP, for 2016-2019. A working group has been established to ensure that the new plan is put in place in time to inform the preparation of the 2016 budget. MoE is also receiving technical assistance through KEIP to improve the monitoring and evaluation framework

to support the strategic plan. The following observations are made concerning the existing ESSP 2012-2015 and the framework surrounding its implementation.

- The current plan does not set out a governance framework for implementation of the plan. Whilst an Education Advisory Committee is mentioned once, it is not clear what its membership is, whether it includes external civil society representatives, what is the role of DPs and EPIK, what is the frequency of meetings, what are the key decision points for the Committee in the annual planning and budgeting cycle, and how an annual review of progress of ESSP implementation will be carried out
- The monitoring and evaluation framework for the ESSP needs to be more clearly set out. The current set of targets or indicators are relevant, but there are no baselines and it is not clear who is responsible for measuring and reporting on the targets.
- Similarly, for each of the Goals, it is not clear which head of division or other stakeholder is responsible for leading that goal, how often they will report on progress and how they will report
- In theory, the quarterly divisional operational reports should provide the EMT with some measure of progress against the ESSP. However, the divisional quarterly reports are irregular, use inconsistent formats, and do not show strong links to the ESSP
- The plan itself has not been costed, which the ESSP acknowledges on page 15. Even so, there has been no attempt to identify major spending pressures over the medium term. The flip side of costs is resources available to fund those costs – the ESSP does not discuss education partner contributions whether in-kind or budget support, and where the impacts of gaps in funding are likely to appear

Nevertheless, DFAT should continue to make every effort to ensure that their own support is on-plan, i.e. that the next ESSP includes indicative areas of support and funding levels, and that annual divisional operational plans also show which activities will be supported by DFAT and/or KEIP.

During the course of this assessment a report titled “A Strategy for Managing Development Partners Support for Education in Kiribati” (November 2014) was made available. This sets out proposed governance mechanisms to strengthen the level of coordination between DPs and with MoE, through Education Partners in Kiribati (EPIK). However, the report says that the secretariat support for EPIK will be provided by PPDD in MoE. The PPDD is not currently resourced to provide this level of coordination and support to EPIK.

3.14 Budgeting

3.14.1 Credibility of Budgeting

The credibility of MoE budgeting can be partly assessed by comparing budget outturn with approved budget. The diagram below shows outturn against budget from 2008 to 2013. For the PEFA indicator on composition of expenditure at ministry level, an A score can be achieved if outturn exceeds budget by 5% in no more than one of the last three years. MoE meets this requirement, with only one year, 2011 showing a 7% variation. Based on early indicators, the 2014 outturn will underspend budget by approximately 2%. On the other hand, this means that for 2013 and 2014 is handing back to MFED around AUD300,000 to AUD500,000 of unused funding – a significant amount when compared with the total level of operational budget for MoE, which was around AUD3.1 million in 2014.

Given the shortage of funds for urgent maintenance etc, this is not a good outcome. However, it is not surprising given that MoE has to work within the limitations of the financial management reporting available from Attaché and Access, where both accuracy and timeliness are a problem. MoE is not able to reconcile its spending to Attaché records of spending in MFED until 2-3 months into the new financial year, so must adopt a cautious approach to spending and commitments towards the end of each financial year.

Figure 7: Ministry of Education – Budget Outturn against Approved Budget – 2008 to 2013

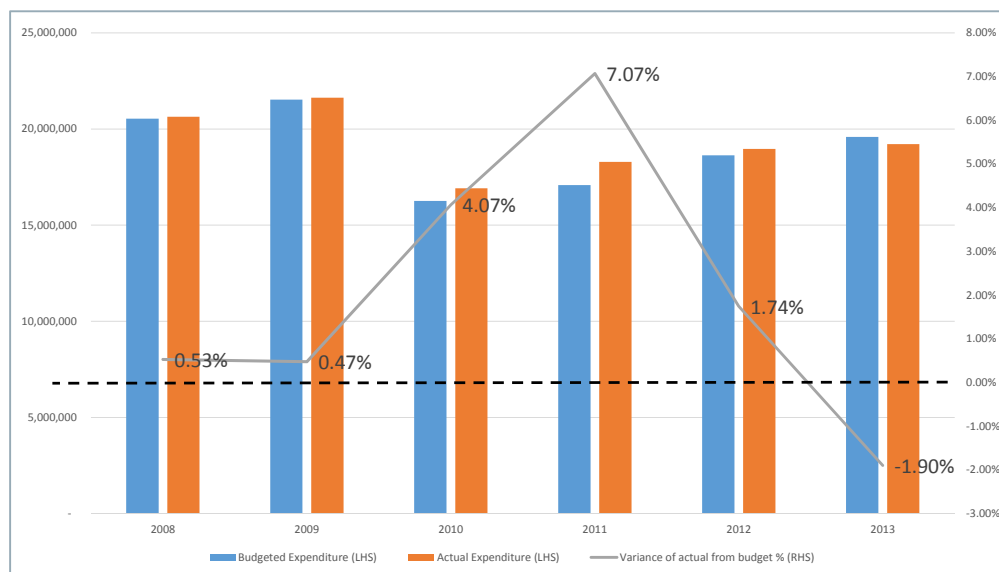


Figure 8 below shows that compared with other ministries, MoE has benefited from a steady increase in its budget ceiling (in 2010 one of the MoE functions was transferred to another ministry). Ceilings for all other ministries have remained flat, apart from the increase in subsidies to SOEs (included in the Other Government Expenses category). However, this increase in ceiling for MoE has not been available to improve service delivery.

Figure 9 shows that this increase in ceiling has been almost entirely absorbed by the growth in payroll spending, principally annual increment increases in salaries.

Figure 8: Trends in ministry funding levels since 2009

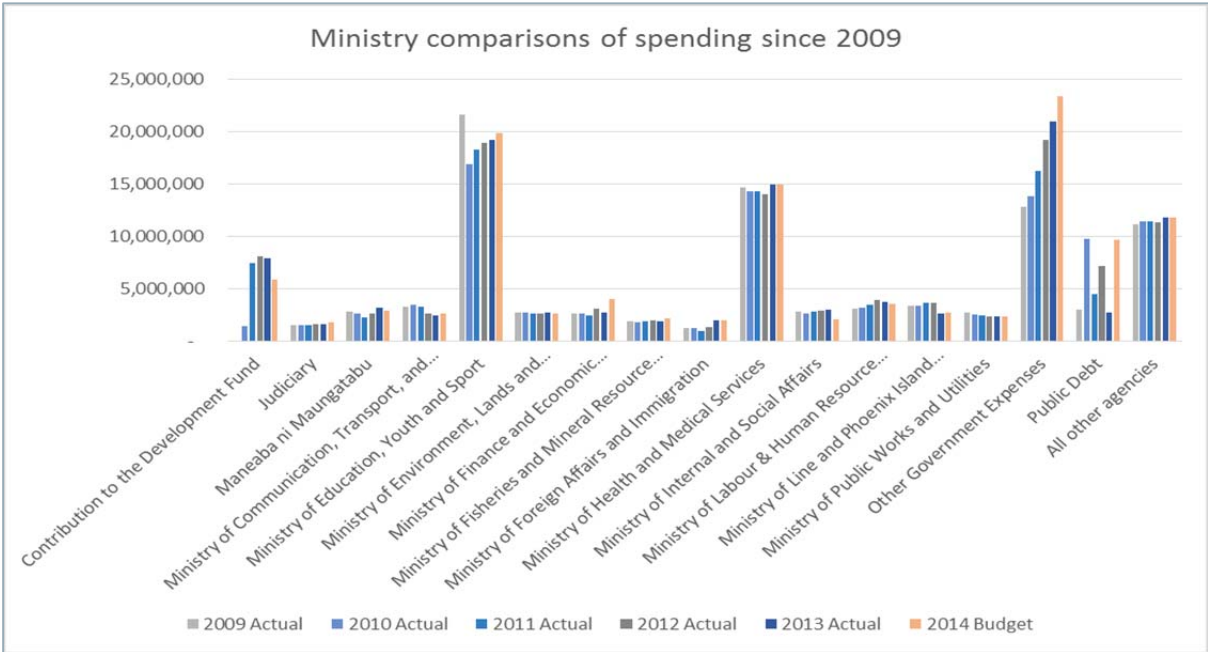
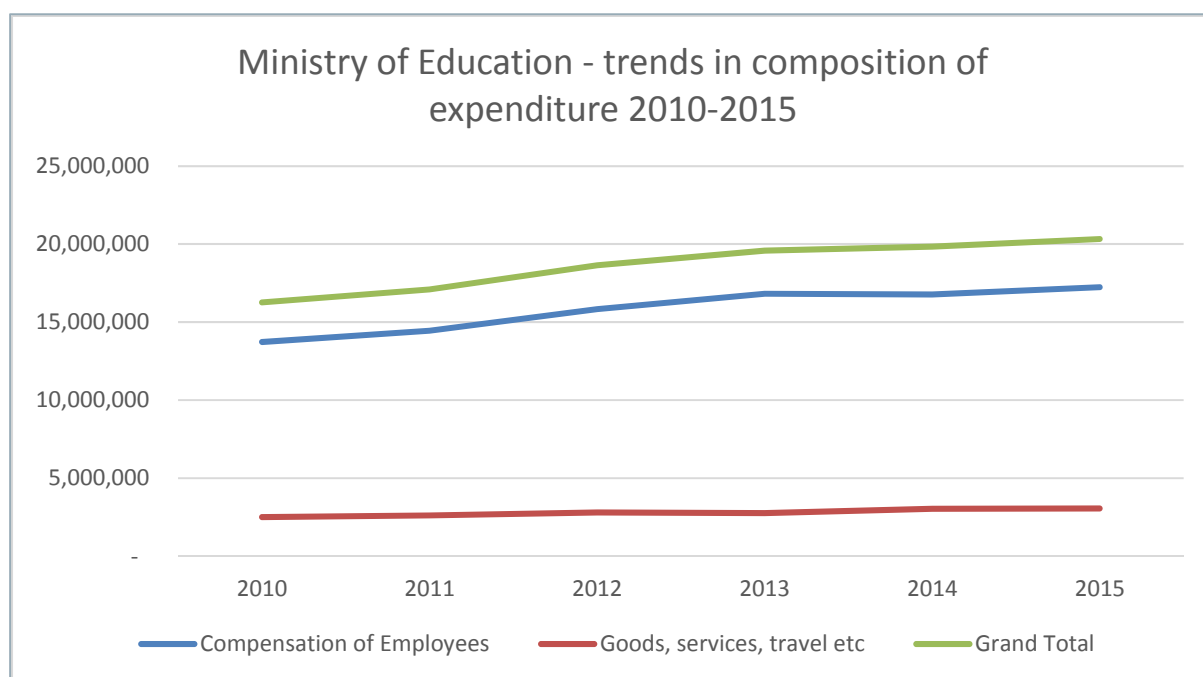


Figure 9: Trends in Composition of MoE expenditure



3.14.2 Budgeting Process

The Policy, Planning and Development Division (PPDD) of MoE was created in 2013, and as a result has not played a leading role in the budget preparation process. To strengthen the linkages between annual budgets and strategic plans, the PPDD need to play a stronger role in budget preparation. This will help to ensure that EPIK partner funding and support is also better integrated into strategic planning and annual budget processes.

MoE would benefit from the formation of an MoE Planning & Budget Committee, with the Deputy Secretary providing executive level leadership, and PPDD providing strong analytical and secretariat support. The Senior Accountant has an important role to play also given her immediate access to financial information available from Access and MFED. However, as mentioned above, she is primarily accountable to the Accountant General, is subject to regular rotation out of MoE, and therefore does not have the same medium term outlook and ownership that the Deputy Secretary has. In addition, so much of her time is absorbed by transaction processing and reconciliation activities.

The MoE budget preparation requires a medium term outlook with stronger links to the ESSP. PPDD are well placed to maintain these linkages, and are also better informed as to where EPIK partner funding can best be relied upon to support the ESSP. Even so, PPDD will require some technical support to ensure that the MoE plans and budgets use consistent frameworks, terminology and templates. Division annual operational plans are the correct channel for linking plans to budgets, but technical assistance will be required to ensure that these plans and the quarterly reporting formats that support them are consistent with the ESSP framework of goals and activities on the one hand, AND with the budget framework of heads, sub heads and items of expenditure on the other. It is recommended that any future phase of KEIP make provision to provide such technical assistance. This would require initial inputs to agree on formats and templates, and subsequent inputs to support budget preparation for at least two further budget cycles. Again however, the technical assistance should be targeted to strategically support the Deputy Secretary and PPDD as key users of the information, and not at the Senior Accountant level who is able to provide only part of the information required.

In the medium term, consideration should also be given to making use of the currently unused Program/Activity field in the chart of accounts to improve the linkages between the new ESSP, the

annual budget and operational plans. But this should not extend to recording actual expenditure by program/activity, as it will take several more years before MoE has the technical capacity to support such an approach.

3.15 Budget Execution

3.15.1 Warrant release and control

Following approval of the budget and the Appropriation by Parliament, MFED releases a single annual Warrant for the recurrent budget for each ministry. In some countries this could create a risk of exhausting the operating budget many months before the end of the financial year, and the build-up of unsustainable arrears of liabilities to suppliers. This does not appear to be the case for MoE where a small number of utility invoices for electricity and telephone may be carried from one financial year to the next. Nevertheless the PEFA was unable to score PI-4 on arrears because there is no formal system in GoK to monitor the level of arrears outstanding. The MoE Senior Accountant and Deputy Secretary should consider modifying the monthly financial report which is currently a set of Excel tables, so that it also shows a summary of outstanding invoices (categorised by Utilities, Payroll and Allowances, and Other Suppliers). This information is not available from Attaché or Access, and will require that the Senior Accountant track and record these separately. The report should also include a table on the level and age of outstanding travel imprests (see below).

For the development budget, Warrants should be issued for each project (including accountable cash grants) at the commencement of each financial year. However, MFED can withhold these from ministries at the commencement of the new financial year if the ministry has not reconciled their Vote Book for that project in the previous financial year. At the time of this assessment, in the first week of March 2015, MoE had not received its development Warrants for 2015 because it was still reconciling projects for 2014. Depending on the nature of the projects and the type of procurement involved, these delays can adversely delay project implementation. Certainly for any procurement of construction or works, delays in contracting builders or in paying builders caused by late release of Warrants could incur damages and/or further delay construction.

If future phases of KEIP or other DFAT support are to involve infrastructure works of any kind, these delays with Warrant release create a risk of unnecessary delays and possible use of funds to pay penalties or damages. The related issues of procurement capacity and contract management capacity are discussed in the section on procurement below.

3.15.2 Revenue and Cash Management

MoE does not manage any bank accounts of their own. Bank accounts for the Consolidated Fund and the Development Fund have been discussed in section 3.12 above.

Revenue flows for GoK were discussed in the section on the Macro Economic Context at 3.3 above. MoE itself has only a small revenue budget for fees and charges, with a revised budget of AUD233,000 in 2014, mainly from primary and secondary school fees.

3.16 Procurement

3.16.1 Regulatory Framework, Institutions, Systems and Procedures

The last recognised assessment of procurement in Kiribati was the 2009 PEFA assessment. Although this is now more than five years old, there have been no significant changes to the regulatory framework, institutional arrangements for GoK procurement, management capacity for procurement, procurement operations, transparency of procurement, or to complaints mechanisms. The 2009 PEFA scored the relevant indicator PI-19 as D+, and the three sub indicators as follows:

Last formal assessment of Procurement - PEFA 2009 assessment – Score of D

- **Competitive bidding** - There is no monitoring on the use of open competition or requirement in the law for the production of the data. Score D
- **Justification of non competitive bidding** - Preferred use of open competition is not clear from the legislation and no analysis of actual practices is produced. Score D
- **Procurement complaints mechanism** – Legislation provides for review by the Minister of Finance, but there are no regulations to support the process, and private sector questions its effectiveness. Score C

After noting the lack of any procurement regulations to support the administration of the Procurement Act, the PEFA also noted the existence of Financial Stores Regulations, but observed:

“Developed in the mid seventies prior to independence, they do not reflect current business practices. The Public Accounts Committee noted that the regulations governing Public Stores and Funds are currently outdated and urgently require up dating. The Kiribati National Audit Office has also noted that there are sections of the regulations that are inconsistent with the Public Finance (Control and Audit) Act and the Constitution. As noted earlier, procurement regulations are not in place and despite the existence of procurement guidelines in the Ministry of Finance & Economic Development (MFED), specified personnel e.g. chief procurement officers have not been appointed.”

The following observations were also made during the course of this education sector risk assessment:

- No regulations have ever been issued under the Procurement Act 2002, even though the Act envisaged the need for such regulations.
- The Act (section 5) also required that all regulations, rulings and directives on procurement be made widely available to the public, and kept up to date. However, there is no GoK procurement website to facilitate this.
- Whilst some officials were aware of the existence of a Procurement Manual, most have never heard of it or seen a copy. Only the office of the Auditor General was able to produce a copy when requested.
- There is no central procurement advisory unit to maintain standards, bidding documents, deliver training to line ministries, or provide advice to line ministries on procurement or contract management.
- There is no central GoK website on release of tenders, awarding of contracts, progress on contract implementation.
- Line ministries do not have designated procurement or purchasing specialists. This means that in some ministries, including MoE, heads of divisions deal directly with suppliers, which increases the risk of poor value for money and possible fraud.
- The current local purchase order form used across all ministries does not set out the terms of supply, delivery or payment. This means that once accepted by a supplier, at which point the purchase order becomes a contract, the terms of the contract are not documented.

3.16.2 Development Partner Support for Procurement

Given these weaknesses it is surprising that GoK have not initiated a more formal review of procurement using a recognised diagnostic such as the Methodology for the Assessment of Procurement Systems. In the absence of such an assessment and of any strategy to address agreed weaknesses identified in such as assessment, various development partners have put in place alternative arrangements to carry out major procurements that they finance in Kiribati. These include project management units in different sectors, as well as the Kiribati Fiduciary Services Unit (KFSU).

Various World Bank and ADB funded projects are currently financing individual positions in the KFSU, which is physically housed in MFED, but which does not form part of the establishment of MFED or of any other GoK ministry. The KFSU provides procurement management and contract management services in support of ADB and World Bank funded projects. The KFSU does not formally provide

such support to GoK funded procurements undertaken by line ministries. Under current arrangements, when the individual projects supported by KFSU come to an end, the relevant official(s) will no longer be funded.

MFED, in consultation with the Office of the President (which currently supports the Central Procurement Board) should consider more permanently establishing⁷ this unit so that it can support both DP funded and GoK funded procurements (including budget support funded procurements). Even then, it is likely that an established procurement support unit in MFED would require technical support to develop a roadmap in response to any procurement review, and to progressively implement reforms to legislation, bidding documents, institutions, appeals mechanisms etc. Even if MFED and the Office of the President agree to such a strategy, it will take at least 3-5 years before MFED is able to provide effective support to line ministries undertaking major procurements.

In the meantime, it is recommended that any DFAT funded procurements through the education sector rely on other more direct risk mitigation measures. These might include the use of 'no objection' provisions in financing agreements, managing contractor arrangements, or the use of procurement and/or infrastructure advisers attached to MoE.

The use of 'no objection' requirements would require an annex to DFAT funding agreements setting out the decision points and value thresholds that require no objection clearance from DFAT. DFAT program officers at Post would need training on what criteria to apply to inform their decision. However, there are other more serious risks to using no objection provisions in MoE in Kiribati. The experience in the Solomon Islands health sector was that the no objection provisions of the funding agreement did not prevent fraud, because the fraudulent decisions by officials were never placed in front of DFAT program officers for their no objection consideration. Further, even if there is no fraudulent intent, the use of no objection procedures assumes at least a basic level of procurement capacity or expertise in MoE. There are no designated procurement officials in MoE who will manage the procurement and who can make the judgement about which of their decisions have to be submitted to DFAT for no objection clearance. Who in MoE would prepare the annual procurement plan, and monitor the progress of individual projects, make judgements as to rates of spend and likely underspend on various projects, and work with DPs to adjust budgets and cash flow projections, and make adjustments to current and future year project budget projections etc?

It is difficult to see how procurement risk can be managed in the short term in a way that would still permit use of GoK procurement systems. Even if a procurement and/or infrastructure adviser were inserted into the MoE Facilities Management Unit with the agreement of MoE, their effectiveness would be severely restricted by the legislative, institutional and capacity limitations of national level procurement systems.

Depending on the direction of the design for the next stage of KEIP, the combined constraints of the lack of national level institutional support for procurement, and the lack of procurement and contract management capacity in MoE, suggest that significant procurements or infrastructure programs should be managed by a managing contractor. The procurement and infrastructure support provided by a managing contractor could at the same time work with MoE officials (e.g. in the Facilities Management Unit) to build their skills and capacity for procurement and contract management. However, it should be recognised that given the scarcity of such skills across GoK, any newly skilled officials would quickly be recruited to a higher paying role with an NGO or DP or PMU.

⁷ The Ministry of Finance in Samoa followed a similar transition strategy when establishing their own government procurement unit in 2012/13, i.e. DPs funded key positions until MoF was able to work with the Public Service Commission to establish the positions, and to secure funding through the national budget for those positions.

3.17 Spending Controls

The 2009 PEFA assessment identified the same spending control weaknesses that have been discussed above. These included lack of commitment control, delays or weaknesses in reconciliations of MFED Attaché records with ministry level Vote Books, lack of regulation and guidance on procurement.

The 2014 MFED Internal Audit Report for MoE also identified numerous unacquitted travel imprests between 5 to 6 months old. During this education sector risk assessment, a quick review of the manual register of imprests revealed that the register is not kept up to date – imprests are entered, but acquittals are often not recorded prior to being submitted to MFED. Whilst MFED itself maintains a parallel register, MoE itself is not kept informed on the level and age of outstanding imprests. The Senior Accountant should include in her monthly report to the Deputy Secretary and to the EMT a summary of outstanding imprests, and attach a list of names of officials and the corresponding amounts outstanding.

Payroll controls

The 2009 PEFA scored the effectiveness of payroll controls (PI-18) as D+. The 2014 MFED Internal Audit Report for MoE also identified numerous cases of MoE teachers receiving allowances to which they were no longer entitled, including some cases where allowances were being paid to officers who were studying overseas. This is consistent with the PEFA observations of failures to reconcile personnel records to payroll data, and poor timeliness on changes to personnel records and payroll data.

3.18 Assets Management

The MoE assets register is a large paper register, which is physically in a poor state of repair. It has not been kept up to date. The register does not record the original purchase price of the asset. Only the MFED internal auditors are permitted to record assets as lost, stolen or destroyed. However, no regular stocktakes are carried out to compare physical assets with the assets shown in the register.

3.19 Accounting and Reporting

3.19.1 Accounting

The weaknesses in accounting have been covered in various section above. They largely derive from two key and related constraints on MFED and the client ministries:

1. The lack of an integrated FMIS configurable for government appropriation, Warrant and commitment control requirements. Attaché and the various Access and Excel databases collectively still do not provide this functionality, but do impose significant obligations and workloads on line ministries to enter the same data into multiple databases several times. When transactions were few, manual Vote Books in line ministries might have been adequate, and Attaché could provide a basic level of ex post transaction recording and reporting. An integrated FMIS only requires that data be entered once, at which time all related modules and databases are updated, accurately.
2. The lack of networked access to Attaché or any other MFED owned financial management system. The need for payment vouchers to be physically carried to MFED, manual cheques produced, and details manually entered into Attaché creates delays and inconsistencies with data maintained at the line ministry level.

MFED are currently exploring the costs and benefits of addressing both of these constraints. This MFED initiative should be supported by relevant development partners with any necessary technical support. However, IFMIS implementation projects take many years to design, specify and implement. It is unlikely any solution will be in place to provide any degree of risk mitigation or assurance to DFAT during the next phase of support to the education sector.

3.19.2 Reporting

The weaknesses in financial reporting, especially in relation to Accountable Cash Grants, have been partly discussed in section 3.12 above. For the Development Fund, Account No. 4, the older 2014 Access based Warrant and commitment control register for projects does not record line items for expenditure transactions, and therefore does not report by line item. The MoE Senior Accountant is only able to print off a transaction listing by project. Whilst there is a new 2015 version of the Access based Warrant control register currently being rolled out by MFED, MoE does not yet have it, and it is not clear what format of reporting will be available to DFAT for MoE projects or accountable cash grants.

The MFED National Economic and Planning Office has also taken steps to address the need for line item monitoring of project spending by modifying their acquittal forms for accountable cash grants. These now require line ministries to acquit their spending at line item level – a significant enhancement.

Awareness of the need for line ministries to track spending of projects at line item level would be improved if DFAT funding agreements attached indicative budgets using the same GoK line item codes and descriptions as are used across GoK.

Given the limitations of financial reporting available from Attaché, Access and Excel databases, and the lack of any reporting template that includes narrative on budget implications, the next phase of KEIP could usefully provide support to the Deputy Secretary and the Accounts Division to improve the usefulness of the report, and at the same time include basic tables on the level of outstanding travel imprests and arrears to suppliers (see section 3.15.1 above).

3.20 Internal Audit

The 2009 PEFA assessment scored Effectiveness of Internal Audit (PI-20) as D+, marking the score down because of: the lack of an internal audit charter; not following international internal audit standards; focussing on irregularities and checking of transactions rather than verification of systems and management of risk; and no evidence of a systematic follow up and response to internal audit findings.

Internal audit of line ministries in GoK relies on an internal audit function centralised in MFED, which has an established staff of 5 – the Senior Internal Auditor, 3 Internal Auditors and 1 Assistant Internal Auditor. Given the limited resources available to the unit, the level of coverage (16 ministries in 2014) is impressive. However, the 2014 annual audit plan is not based on any clear risk assessment, with the same set of five functions audited in each ministry.

The 2014 audit of MoE focused on an inspection of the Vote Book (regarding vote balance and documentation in support of payments), outstanding imprest for officials undertaking travel, unused bus tickets and register, deposits books and revenue received from the public, drivers log book and uncollected payments. It did not audit accountable cash grants or the procedures surrounding their disbursement or acquittal. There was no audit of assets or the assets register.

The 2012 ANS recommended the provision of technical assistance to GoK to develop a medium term strategy to improve the capacity of internal audit to evaluate and improve risk management and internal control systems across government. The draft 2014 ANS update reinforced that recommendation. This education sector risk assessment agrees with that recommendation.

3.21 External Audit and Scrutiny

The 2009 PEFA scored External Audit at C+, because at that time the Kiribati National Audit Office (KNAO) was only resourced to achieve a coverage rate of 50%. The timeliness of submission of audit reports to Parliament was scored at B, and evidence on follow up on recommendations was scored at

C. However, since 2009, the staff resources in KNAO have been increased, and they are now able to audit every ministry every year.

The Public Accounts Committee (PAC) of the current government is currently reviewing the 2012 audited financial statements and audit report. This represents an approximate one year delay if all financial statements and audits were up to date. The Auditor General expects to submit the 2013 audited financial statements to the Speaker in April 2015, at which time the PAC can then review the audit findings and question government officials. This will represent a significant improvement in accountability, as it is more likely that the officials responsible for any weaknesses or failings will still occupy the relevant posts.

Even though the Auditor General's report has been tabled in Parliament and has been considered by the PAC, the report is not available to the public or other stakeholders until the PAC completes its review, produces its own report, and has its own report tabled and debated in Parliament. Unfortunately, neither the 2010 nor the 2011 Audit Reports or PAC Reports have yet been debated in Parliament. This represents a significant failing in public accountability, in that the Auditor General's findings are not made available to the public, civil society or other stakeholders until 3 or more years after the relevant year. GoK should consider amending the Public Finance (Control and Audit) Act to allow the Auditor General to publish her reports as soon as they are first handed to the Speaker⁸.

The Auditor General advises that KNAO audits of line ministries include their own contributions to the Development Fund, but do not normally include projects funded by DP contributions to the Development Fund. The KNAO will only audit DP funded projects if requested to do so, and if the KNAO is provided with a copy of the financing agreement against which the audit can be carried out. The KNAO has never received a request to audit KEIP. The KNAO advises that they have sufficient resources to audit DP funded projects, but that if the audit requires travel to other islands they would not have the operating budget to cover that. KNAO audit reports on DP funded projects can be made available to the relevant ministry and to the relevant DP without having to wait for these reports to be tabled in Parliament.

Financing agreements between DFAT and GoK should provide DFAT with the option to request that KNAO audit the relevant projects, or that DFAT reserves the right to appoint an independent external auditor if KNAO does not have sufficient resources to carry out that audit. The KNAO advise that it is appropriate for requests for audits of projects to come from DFAT in Kiribati direct to the KNAO

4 Assessment of potential benefits of using PGS

This section of the assessment discusses the various benefits that may accrue to GoK and DFAT (and other DPs) through the use of PGS. The discussion is summarised under the various headings of the DFAT Potential Benefits Assessment Tool – PFM. It concludes that there is a **low to medium** likelihood that the education sector support program's use of PGS will deliver significant development benefits.

Using the DFAT Potential Benefits Assessment Tool for PFM, the likelihood in the GoK-MoE context that the relevant benefit will be realised is summarised at the beginning of the various benefit dimensions discussed. The benefits are summarised in a matrix in Annex 4. Annex 4 expands these benefit assessments across the various upstream and downstream components of the GoK-MoE PFM system.

⁸ Similar amendments were made in Samoa in 2014 to their own Audit legislation to make the Controller and Chief Auditors reports available to the public much earlier.

4.1 Policy Alignment

The likelihood that DFAT can improve the alignment of its programs with GoK policies in the education sector and to improve the focus on those policies is assessed as **medium**.

There appears to be a good alignment of policy between DFAT and MoE in that there has been an agreed focus on curriculum and teacher development, and on student learning in primary and junior secondary education. However, the capacity of MoE, the resources available to MoE and the financial management systems available have constrained their ability to deliver on those agreed policy priorities. The establishment in 2014 of EPIK should improve the quality of dialogue if it is supported by a strong and resourced secretariat and coordination function in MoE in 2015 and beyond. The policy priorities have remained consistent over the period of the ESSP and the first two phases of KEIP. It is likely that this consistency in policy and approach will be maintained with the 2015 review and revision of the ESSP, and the design of the next phase of KEIP.

The establishment of meaningful links between policy priorities and funding levels is made difficult by the need for a stronger monitoring and evaluation framework to support the ESSP, and a lack of congruence between the structure and formats of the ESSP, operational plans, progress reporting formats and the structure of the budget.

With limited GoK non payroll operating budget available to MoE, it is critical that DP resources be better coordinated in partnership with MoE if the agreed policy priorities are to be realised within a reasonable timeframe.

The constraints of the financial management information systems and the need for stronger governance, monitoring and evaluation to support the ESSP reduce the probability that these policy priorities will be realised.

4.2 Systems Alignment

The likelihood of DFAT achieving greater alignment with GoK and the education sector PFM and performance assessment systems is assessed as **low-medium**.

The 2015 Estimates show that DFAT funding (AUD8.2 million) comprises some 26% of total MoE funding available (AUD31.4 million), with other DPs providing around 3%. Around 55% of total resources available to MoE are absorbed by payroll costs, so in this sense, the DFAT funding is leveraged so that it can have very significant impact on the sector.

The risk mitigation measures proposed in this assessment will encourage continued and increased use of upstream GoK systems, as well as of the External Audit function, but will significantly limit alignment with and use of downstream systems until those systems are strengthened – particularly in budget control, procurement, cash management, accounting and reporting.

There has been strong alignment between the ESSP goals and strategies, and those of KEIP. However, the limitations of the monitoring and evaluation framework in the ESSP means there is not strong alignment between MoE and KEIP performance benchmarks. The budget and accounting systems do not support or help to improve alignment because of the limitations in the chart of accounts, and because of the lack of harmonisation in formats between plans and budgets.

4.3 Ownership & Accountability

The likelihood of an increased GoK ownership of the program, and improved use of GoK accountability channels is assessed as **low to medium**.

The MoE Policy, Planning and Development Division was only established in 2013. In early 2015 it is taking the lead in the review of the ESSP and the development of the next ESSP, including an

improved monitoring and evaluation framework. This should improve the level of ownership of the program. Similarly, as EPIK becomes better established and more integrated into the MoE planning, budgeting, monitoring and evaluation cycle, ownership and accountability by MoE should further improve.

There would be little or no change to the extent of use of PGS based on the risk mitigation measures discussed in this assessment. The benefits of using budget execution, procurement, accounting and reporting systems will not be realised until those systems are further strengthened. Nevertheless, by maintaining stronger and closer dialogue in areas such as operational planning, budgeting, monitoring and evaluation, MoE can still be closely involved in decisions on spending priorities, timing, procurement and financial accounting and reporting from KEIP.

External audit and Parliamentary oversight could be further strengthened by increased use of those systems by DFAT funded education sector programs, as the risks are low. However, much of the benefits of Parliamentary oversight is lost because of the significant delays to publishing Auditor General and PAC reports.

4.4 Strengthening Systems

The likelihood that GoK and sector agency PFM systems will be strengthened, achieving improved efficiency of public expenditure, is assessed as **low to medium**.

Whilst GoK was adversely affected by the economic impacts of the global financial crisis, its macro-economic stability and its fiscal position are progressively being restored. If revenues from fishing licences continue to improve, and if tax efficiency and compliance can be restored, then it is possible that MoE could compete for an increase in its ceiling.

Whilst GoK has a PFM reform Plan, technical support for this program comes to an end in March 2015. The EU commenced a program of technical assistance through a new Treasury Adviser late in 2014. However, the governance and accountability framework for this PFM Plan has been weak, and there has been no formal evaluation of its progress that provides line ministries, DPs, CSOs and other stakeholders with an opportunity for input to prioritisation of reforms or the evaluation of progress. Also, there is an urgent need for further technical support at the national level for procurement and internal audit capacity.

The MoE itself has no formal PFM and procurement reform program. This assessment has recommended that in the next phase of KEIP, DFAT provide support to MoE PPDD and the Deputy Secretary to strengthen links between plans and budgets, and to internally improve the quality of financial management reports until MFED systems are improved.

Other DPs providing budget support to GoK could also consider providing financial incentive to increase the focus and pace of PFM and procurement reform by incorporating appropriate policy or activity triggers in the policy action matrix.

Continued and increased use of upstream systems by DFAT will support existing GoK and MoE policy and program priorities, but significant risks remain for use of downstream systems, apart from external audit. The design of the next phase of KEIP should ensure that it is coordinated and harmonised with MoE upstream systems, preferably as part of a broader sector wide approach, whilst at the same time helping to further strengthen MoE's own downstream systems.

4.5 Good Donorship

The likelihood of improved overall impacts in the sector arising from improved harmonisation among donors, greater predictability of funding, and sustainability of donor programs is assessed as **medium**.

There is every reason to expect that GoK, MoE and DFAT can further improve the level of policy dialogue. As discussed above, there is a good level of congruence between high level goals and strategies, and there is good faith on both sides to work more closely to realise those goals. Unfortunately, the quality of the dialogue has been limited by the lack of supportive financial management systems and controls and by poor quality financial reporting. The lack of regular and easily understood financial reporting creates uncertainty and can damage trust unless good communication is maintained in other ways, e.g. through more frequent EPIK meetings and joint efforts to produce financial reporting outside of the limitations of Attaché and MoE Vote Books.

MFED has indicated that they intend to initiate their own review of procurement systems, and are also planning to initiate a new PEFA assessment. At the national level, this will help to reduce duplication of assessment and monitoring activities. A stronger monitoring and evaluation framework for the ESSP could also help to avoid the need for independent evaluations of progress, and allow a joint approach to annual reviews.

4.6 Transaction Costs

The likelihood of lower transaction costs for donors and GoK, and increased absorption capacity within GoK arising from this program is assessed as **low**.

There is unlikely to be any reduction in transaction costs for either DPs or GoK or MoE in the short to medium term, especially in downstream systems. The current weaknesses in budget execution, procurement, accounting and financial reporting are progressively being addressed by MFED, but the expected benefits from these reforms are unlikely to be measurable during the course of the next phase of DFAT support. Nevertheless, some of the risk mitigation measures proposed in this assessment will also help to build financial management and procurement capacity in both MFED and MoE during the next phase of support. This will ultimately improve GoK and MoE capacity to absorb increases in aid inflows should these become available.

5 Recommendations

5.1 If current significant risks are not addressed

The terms of reference require an assessment of whether or not, having regard to both risks and potential benefits, the risks identified during the assessment are acceptable and/or manageable in relation to the KEIP Phase III, using MoE systems and procedures in whole or part as they currently operate (i.e. without any additional short term control measures or capacity development measures in place).

The assessment of the findings from the application of the PFM diagnostic in section 3 above identified several areas of weakness and possible risk, mainly in downstream systems. Whilst some of these risks could be managed and capacity building measures implemented in parallel with KEIP III, some other risks in downstream systems are not considered to be manageable in the short term (see further discussion below).

Recommendation if current significant risks are not addressed:

The recommendation of this PFM assessment is that KEIP Phase III should not use GoK and MoE downstream systems and procedures as they currently operate, (apart from External Audit where the risks can be managed and where clear benefits can be realised).

5.2 Recommended Risk Mitigation Measures

The Risk Matrix in Figure 1 the Executive Summary summarises the most significant risks identified in this education sector risk assessment, and recommends various risk mitigation measures. Medium term capacity building risk mitigation measures have been proposed where the relevant risks are considered to be manageable, and where the measures will have some medium term impact.

More intrusive short term control measures were considered for some of the risks in downstream systems, but the weaknesses concerned are interconnected and are evident across all downstream systems (other than External Audit). Further these weaknesses are not peculiar to MoE, they are weaknesses in national systems that significantly impact on MoE.

Even if DFAT could reach agreement with GoK and MoE to insert a financial controller and/or technical adviser into MoE Accounts Division, they and their MoE counterparts would have to work with existing PFM systems. MoE, even with technical advice or controllers, would not have access to reliable budget execution and control systems, or to integrated and accessible accounting systems, or to reliable financial reporting. A technical adviser could work with MoE to establish yet another parallel warrant control, accounting and reporting system, to be applied to MoE projects using Account 4, but this would not be desirable or acceptable.

Similarly, even if DFAT could agree with GoK and MoE to insert a procurement and/or infrastructure adviser into the MoE FMU, they would have to work within the existing procurement framework with all of the weaknesses outlined, or set up new procurement systems only applicable to Account 4 funds. Again, it is not desirable to establish parallel systems within GoK itself, applicable to just one sector.

For these two areas of risk, there are no short term non-intrusive controls that can be used to manage the risk. Whilst MFED is well aware of these risks and are taking steps to address them, the risk is too high to wait for a medium term solution. Until MFED and GoK are able to make measurable (i.e. using tools such as the PEFA, MAPS or ANS) progress in reforming these downstream PFM and procurement systems, DFAT should employ other modalities to support GoK and MoE in the implementation of the ESSP.

5.3 Recommendation – If risk mitigation measures are implemented

The terms of reference require a recommendation on whether or not, having regard to both risks and potential benefits, the risks identified during the assessment are acceptable and/or manageable in relation to the implementation of KEIP Phase III, using *MoE* systems and procedures in whole or in part, if supported by the recommended short-term controls and longer-term capacity development measures summarised in section 5.2 above.

This assessment recommends that MoE systems and procedures can only be used in part. The risks are manageable in respect of planning, budgeting and Parliamentary approval the budget. However, whilst some of the risks of using downstream systems can be managed, others cannot be managed in the short term. It would not be prudent to use the budget execution, procurement, accounting or financial reporting systems until GoK has made further and measurable improvements through their reform plans. DFAT should support GoK's medium term efforts to reform these national systems, but outside of the KEIP III framework.

Annex 11

KEIP Phase III Design Terms of Reference

Terms of Reference for Kiribati Education Improvement Program Phase III Design

1. Purpose

This Terms of Reference (TOR) articulates DFAT's requirements¹ for developing a concept and design for Phase III of the Kiribati Education Improvement Program (KEIP). This process will be led and managed by Coffey International Development as required under its current contract with DFAT.

2. Background

2.1 Policy context

Australia's strategic framework for the aid program identifies investments in human development as a key pillar to improve sustainable economic growth and poverty reduction. It highlights that Australia's investments in education will primarily focus on supporting changes to the systems and policies that deliver better education, and will promote learning for all with a special focus on girls, disadvantaged children and those with disability, through teacher training, curriculum development and education infrastructure.²

Improved Basic Education is one of four priority outcome areas agreed under the Kiribati-Australia Partnership for Development. The Governments of Kiribati (GoK) and Australia in 2009³ committed to improve the standard of education provided in Kiribati's 118 Primary and Junior Secondary schools, through the Kiribati Education Improvement Program (KEIP).

The KEIP was designed in 2010 as a framework for the key donors engaged in the sector at the time (DFAT, UNICEF, UNESCO) to support the Ministry of Education (MoE) to implement planned reforms. Australia's support to KEIP to date has been guided by the Pacific Education and Skills Development Agenda (PESDA) and the MoE's Education Sector Strategic Plan (ESSP) (2012-15).⁴

Australia's investment in basic education in Kiribati remains highly relevant. Human resource development, a priority under the Australian aid policy, is especially critical in Pacific microstates such as Kiribati to help prepare for labour migration (both temporary and permanent). KEIP is a broad-reaching program that aims to lift the standard of education for all children. It complements more narrowly targeted Australian human resource investments in Scholarships, TVET Sector Strengthening Program, Australia-Pacific Technical College, and the Seasonal Workers Program.

¹ DFAT requirements for Investments with values exceeding \$10 million include a need to develop an Investment Concept Paper and an Investment Design Document. The design process is context-specific, informed by evidence, supported by analysis and shaped by who is leading the design, its financial value, the level of flexibility, responsiveness and innovation sought and the nature and degree of the types of risk.

² Australian aid: promoting prosperity reducing poverty, enhancing stability p19.

³ Partnership for Development Priority Outcome 1.

⁴ PESDA has been revised for the period 2013-2021 and is still currently in draft. While this is the case, it is unlikely that the strategic intent of this document will significantly change. The ESSP (2012 - 2015) is close to an end and will be reviewed in early 2015 to inform the development of the next ESSP (2016 – 2019).

2.2 Kiribati Education Improvement Program – Phases I, II and III

The KEIP is a nine year program (2011 – 2019) being implemented in three phases (Phase I: 2011-2013, Phase II: 2013 – 2015 and Phase III: 2016 – 2019). The phased approach aims to permit close alignment with the GoK and MoE four-year planning cycle with the intention that over time Australian support for the education sector can progressively move towards a Kiribati-led sector program.

Since the commencement of KEIP, Australia has used several mechanisms to support the Ministry of Education implement its sector plan. The Kiribati Education Facility is managed and administered by Coffey International Development and delivers the bulk of KEIP activities. Funding agreements with development partners UNICEF and UNESCO to provide technical assistance in areas of comparative advantage have also been used. Australia also had direct funding arrangements with the Government of Kiribati to support institutional strengthening activities. However, in Phase II of the KEIP the arrangement with UNICEF and direct funding arrangements with the GOK came to an end and were not renewed. In addition, Australia continues to engage a Senior Education Management Specialist to support the MoE senior executive team with sector strategic planning expertise.

The long term goal of the KEIP, as agreed in the Kiribati-Australia Partnership for Development, is that (a) All children in Kiribati achieve functional literacy and numeracy after six years of basic education; and (b) All children have access to a relevant and quality education at all levels of the system.⁵

Phase I (2011 – 2013) was focussed on laying the foundation for Phases II and III by strengthening the operating environment and policies of the Ministry of Education, in four key areas: (i) physical facilities, (ii) legislation and policy, (iii) workforce development and (iv) curriculum and assessment. Phase II (2013 – 2015) is focused on improving access, and supporting improvements to teaching and learning outcomes in Years 1 – 4. This has been supported by: (i) providing relevant curriculum materials, (ii) improving the teaching quality, (iii) improving school learning environment through upgrading infrastructure, (iv) enhancing school and community partnership and (v) strengthening MoE institutional capacity. Phase III is expected to focus on Year 5 – 6 and Junior Secondary Schools.

Moving towards a Kiribati-led sector-wide approach remains an important long-term goal of Australia's assistance. The MoE's establishment in 2014 of the Education Partners in Kiribati (EPiK) forum, which aims to improve development partner coordination, is an important step in this direction. The design of KEIP Phase III will consider how further progress towards this goal can be made within a realistic timeframe.

2.3 Independent Evaluation and DFAT management response

In 2014 DFAT commissioned an independent evaluation of KEIP. The evaluation found that a great deal had been achieved in a very short period of time, testament to the strength of Ministry of Education's ownership of the reforms, the motivation of key individuals and the high quality of technical assistance. It concluded that KEIP remains a highly relevant investment. It found greatest progress had been made in relation to curriculum and teacher development, and least progress made in relation to improving teaching environments. The KEIP Evaluation Report also suggested areas where improvement, consolidation and further analysis is required over the balance of the KEIP Phase II and

⁵ Partnership for Development Implementation Schedule July 2012 to June 2015.

in Phase III. The report made seventeen recommendations pertaining to the design of KEIP Phase III, the key one being to maintain a focus on student learning in primary and junior secondary schools.

DFAT's Management Response to the evaluation commits DFAT in the design of KEIP Phase III to:

- consult and collaborate with delivery partners in the commissioning, conduct, review and approval of the KEIP Phase III Design Document, with particular emphasis on strongly aligning KEIP Phase III with the Education Sector Strategic Plan 2016-19;
- retain the goal of all children participating in a primary education and achieving functional literacy and numeracy; consolidate gains made in Phase II; and continue to focus on supporting Kiribati's basic education sub-sector, with emphasis on: (a) more children enrolling in and attending school; and (b) having those children engage and participate in meaningful classroom activities and learn foundational literacy and numeracy skills (in te-Kiribati and English);
- seek a realistic, cohesive, balanced, context-specific and affordable package of activities focusing on school improvement and strategic, high-value elements of system reform (including monitoring and evaluation and that underpin the eventual transition to a sector-wide approach).

2.4 Australian Government support for basic education in Kiribati

In December 2014, the Australian Government announced a cut to its foreign aid budget of \$3.7 billion over forward years. The Kiribati bilateral program allocation for 2015-16 will not be known until after the Government presents its budget in May 2015. It is highly likely that the Asia Pacific region and the education sector will continue to be prioritised by Australia, and that KEIP will remain the flagship of Australia's bilateral partnership with Kiribati. However, there is a possibility that Australia's annual allocation to KEIP could be reduced.

2.5 Development of the Education Sector Strategic Plan (2016-19)

In late 2014, the MoE commenced planning for the development of its Education Sector Strategic Plan (2016-19). The MoE is in the final stages of preparing an application for an Education Plan Development Grant by the Global Partnership for Education (GPE). If successful, this grant will provide up to USD250,000 to support the MoE to develop its ESSP (2016-19), and will cover the costs of technical assistance and extensive consultation (including a planned summit to be held in Tarawa in April 2015 and outer islands consultation). GPE has indicated they are likely to support this proposal. The activities under this proposal are planned to commence in March 2015 and continue to November 2015 (see section 7 for key dates). MoE may be eligible to apply for further funding from GPE to implement its ESSP 2016-19, so GPE should be consulted as a potential development partner during the design of KEIP Phase III.

3. Objectives

The objective is to prepare an Investment Concept Paper and an Investment Design Document for Phase III of KEIP that meet DFAT's Investment Design Quality Criteria.

4. Design Scope

The final design must:

1. Be based on rigorous analysis of robust evidence and an understanding of the political economy of Kiribati

2. Be aligned with the strategic priorities of the Government of Kiribati as articulated in the Kiribati Development Plan 2012-16 and the MoE's Education Sector Strategic Plan (2016 – 2019)
3. Be aligned with the strategic priorities and policies of the Australian Government as articulated in *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, DFAT's Education Strategy 2015-2020 (yet to be finalised) and other policy guidance as it evolves, including:
 - Promoting learning for all with a special focus on girls, disadvantaged children and those with a disability, through teacher training, curriculum development and education infrastructure, and a focus on systemic change
 - Increasing mutual obligation and accountability
4. Clearly demonstrate how and to what extent progress will be made towards the long term goal of KEIP that (a) All children in Kiribati achieve functional literacy and numeracy after six years of basic education; and (b) All children have access to a relevant and quality education at all levels of the system.
5. Build on lessons learnt and progress made in KEIP Phase I and Phase II, including:
 - Incorporating the recommendations from DFAT's management response to the KEIP Independent Evaluation
 - Consolidating the achievements of Phase II in improving teaching and learning outcomes in years 1 – 4, and expanding this to focus on years 5 – 6 and Junior Secondary Schools
 - Giving special attention to improving access and inclusiveness, based on robust analysis of the drivers of access at the different levels of the system
 - Giving special attention to considering the relevance, effectiveness, efficiency and sustainability of improving school learning environments through upgrading infrastructure, and taking into account the approach and priorities articulated in DFAT's Education Strategy 2015-2020
 - Giving special attention to improving students' literacy in English using effective and value for money strategies
 - Giving consideration to the potential introduction of school learning improvement grants as a mechanism to support to school improvement planning⁶
6. Be developed in close collaboration with the MoE executive group, and based on adequate consultation with other stakeholders and development partners. A stakeholder analysis and a proposed approach to stakeholder consultation will be articulated in the Design Management Plan and should be among the first activities to be undertaken
7. Consider governance arrangements for KEIP Phase III including the roles and responsibilities of the development partners, taking into account the development of the Education Partners in Kiribati (EPiK) forum in 2014

⁶ Commencing with a review of an unused draft design for a school learning improvement grants program commissioned by DFAT in 2014.

8. Keeping in mind the long-term intention to move towards a Kiribati-led sector wide approach, examine the feasibility and viability of the delivery options available, including the use of partner government systems, and make a recommendation for the design
 - Including undertaking a Public Financial Management (PFM) fiduciary risk assessment for the Kiribati education sector to inform decisions about the use of partner government systems (see separate Terms of Reference).
9. Be underpinned by sound program logic that is agreed with the major stakeholders
10. Include a monitoring and evaluation framework that is derived from the program logic, is aligned with the ESSP 2016-19 M&E framework, and is realistic and able to implemented
11. Meet DFAT's Investment Design Quality Criteria
12. Represent good value for money in achieving program outcomes
13. Be fully costed
 - There should be flexibility in the size of the planned budget for KEIP Phase III—at least up to the investment concept stage—to accommodate current uncertainty in the forward projections for Australia's bilateral aid to Kiribati.
 - The development of the Investment Concept Paper should proceed based on a nominal budget allocation of \$7.5 million per year for four years (January 2016 to December 2019), consistent with current funding levels. However, the Investment Concept Paper should also include an option for a reduced budget scenario of approximately \$5m per year for four years.
 - DFAT will provide further advice on the expected forward budget for KEIP Phase III in May/June 2015, after the Australian Government budget for 2015-16 has been announced, and the bilateral aid budget for Kiribati has been decided. This advice will be reflected in the draft Investment Design Document prepared by the design team.
 - The costing should also include the financial costs associated with the implementation of KEIP Phase III that will be met by the MoE through its recurrent budget. This will help provide an accurate picture of the GoK's contribution to supporting the education reforms planned under KEIP Phase III.
14. Identify key risks and present a risk management strategy
15. Include a draft Scope of Services, Basis of Payment and detailed cost assumptions as the basis for future procurement and/or contracting

5. Outputs and reporting requirement

Coffey International Development will produce the following outputs between February and September 2015:

- i. Design Management Plan;
- ii. Design Mission Aid Memoire;
- iii. Investment Concept Paper; and
- iv. Investment Design Document.

Detailed information on each of these outputs is provided below. Indicative timeframes are provided in section 7.

5.1 Design Management Plan

A Design Management Plan will be developed by Coffey International Development in close collaboration with DFAT and MoE. The Design Management Plan must be approved by DFAT and MoE prior to mobilisation of the Design Team.

The plan must articulate the following:

- The composition of the design team, including the number of team members and their qualifications, experience and other attributes, and their proposed levels under DFAT's Adviser Remuneration Framework
- The period of time of engagement for each team member (in-country and home-based inputs)
- The roles and responsibilities of the team members, including responsibilities for addressing policy issues (e.g. gender, disability)
- Recruitment of the design team, including any candidates that have already been identified
- Management of the design team, including how the design team will work with/draw on the expertise of the KEF team
- Design approach and methodology, both in-country and outside the country (e.g. desk reviews, field visits, stakeholder analysis and consultation, in-country mission(s) program, data analysis, in-depth research or analytical work required)
- How the KEIP Phase III design process will stay closely aligned with the development of the ESSP 2016-19, including how the impost on the MoE of these two processes will be managed, and how the impact of any delays in the development of the ESSP 2016-19 will be minimised/managed
- Budget for the design (total budget must be within the agreed Budget line items, under the current agreement)
- Proposed timeframes (including MoE and DFAT quality assurance and design processes), noting that there may be a need for flexibility to fit with MoE ESSP 2016-19 planning
- Risk management for the design process
- A plan for regular communications with DFAT and MoE throughout the course of the design process.

DFAT and MoE will consider the draft Design Management Plan and advise Coffey International Development within two weeks if any changes are required, or whether to proceed directly with the recruitment and mobilisation of the Design Team.

On mobilisation, the design team will review and update the Design Management Plan (with a particular focus on the design approach and methodology), and within two weeks Coffey International Development will share the updated Design Management Plan with MoE and DFAT for feedback and approval.

Timeframes for all other outputs will be confirmed after the finalisation of the Design Management Plan.

5.2 Design Mission Aide Memoire

The design team will be required to present an Aide Memoir to DFAT and MoE (and other development partners as agreed with DFAT and MoE) at the end of the main in-country mission (likely to be May 2015). This Aide Memoire will provide preliminary findings, and will form the basis of the draft Investment Concept Paper.

The DFAT Aide Memoire outline provided at [Attachment B](#) will be used. The Aide Memoire would normally be no more than 5 pages in length and should articulate:

- Design Background
- Description of proposed investment
- Observations and key recommendations
- Next steps
- Acknowledgements
- Annexes, including list of team members and people/agencies consulted

5.3 Investment Concept Paper

The design team will produce an Investment Concept Paper. An investment concept defines a development problem or issue an aid investment seeks to address. It outlines options for addressing the problem or issue and recommends a preferred approach. The Investment Concept Paper would normally be no more than 5 pages in length, plus any annexes required. DFAT's Investment Concept guidance note and template are provided at [Attachment A](#). All relevant questions in the Investment Concept paper template must be addressed. The design team should have regular communications with DFAT and MoE throughout the Investment Concept development phase to ensure continuing alignment with GoA and GoK priorities.

The design team will submit the initial draft Investment Concept Paper to Coffey International Development for quality assurance. Coffey International Development will submit the quality assured paper to DFAT and MoE (and other development partners as agreed with DFAT and MoE) for review and feedback. Any necessary revisions will be made. The MoE will guide the Investment Concept Paper through the relevant GoK approvals processes. (This could include the Advisory Council for Education, Development Coordination Committee, Cabinet and EPiK, but will be confirmed during the development of the Design Management Plan).

DFAT Tarawa Post will then submit the final version of the Investment Concept Paper to DFAT Canberra (First Assistant Secretary, Pacific Division) for final approval.

5.4 Investment Design Document

The design team will produce an Investment Design Document. The Investment Design Document expands and provides greater detail on the agreed investment concept. It provides a strategic analysis of the investment operating environment, sets out the expected development and end-of-investment outcomes, explains and justifies the delivery approach proposed, details the individual components of the investment, provides budget estimates and information on the suggested timing of the investment, and sets out the main issues and factors affecting how the proposed investment would be delivered on the ground. It also includes (as annexes) a situation analysis, program logic, detailed description of

activities, program management and implementation arrangements, detailed cost estimates, M&E framework and risk register. The document should be no longer than 40 pages, plus attachments.

The detailed Investment Design Document must:

- Use the DFAT Investment Design Document template provided at [Attachment B](#), address all relevant questions in the template, and include all required and relevant annexes;
- Meet the DFAT Investment Design Quality Criteria provided at [Attachment B](#); and
- Consider the issues outlined above under Section 4 Design Scope.

The design team will submit the initial draft Investment Design Document to Coffey International Development for quality assurance. Coffey International Development will submit the quality assured paper to DFAT and MoE (and other development partners as agreed with DFAT and MoE) for review and feedback. Any necessary revisions will be made.

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

DFAT Tarawa Post and the MoE will then submit the final version of the Investment Design Document to the GoK Advisory Council for Education, Development Coordination Committee, Cabinet and EPiK for endorsement and to DFAT Canberra (First Assistant Secretary, Pacific Division) for final approval.

6. Specification of the team

It is expected that the design team leader, who has responsibility for delivering the draft design, should be a design specialist with extensive education expertise.

Skills required within the design team include:

- Extensive recent experience in education sector program design
- Experience in the basic education sub-sector, preferably with a focus on access, teachers' professional development and learning outcomes, and also including addressing gender and disability inclusion in an education context
- Extensive experience in education sector financing, governance and management
- Thorough understanding of the Australian aid program and experience in aid program development, planning, and monitoring and evaluation (including a high degree of competence in developing program logic models and M&E frameworks)
- Knowledge of development priorities and issues in the Pacific and particularly Kiribati
- Excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with key national stakeholders
- Ability to provide timely delivery of a high quality report.

It should be noted that DFAT has already identified a suitable Public Financial Management specialist with extensive experience in Kiribati, to join the design team for relevant inputs, including undertaking an education sector PFM assessment.

The option for representatives from MoE and DFAT to participate in key meetings of the design team should also be made available. The nature and timing of their involvement can be negotiated.

Coffey International Development will provide the proposed specifications for the design team in the Design Management Plan. Once the Design management Plan is approved, Coffey International Development will recruit and sub-contract the Design Team. Coffey International Development will be responsible for managing the performance of the Design Team and quality assuring their work or key deliverables.

7. Timing and duration

It is planned that the design of KEIP Phase III will commence in February 2015 and be completed by October 2015 (including all final approvals). Timeframes will be tight in some phases of the design, and will require some flexibility by the design team, DFAT, MoE and other partners.

Timing is constrained by the following:

- The development of the design for KEIP Phase III must occur in parallel with the development of the MoE's Education Sector Strategic Plan (2016 – 2019). It is intended that this will commence in March 2015, and be substantially completed by July 2015, with final GoK approvals completed by November 2015.
- KEIP Phase II will end in December 2015, and Phase III must be contracted before then to support a smooth transition between phases. This means that the design must be approved by October/November 2015 to allow contracting to commence by November 2015.

Indicative key dates are as follows:

Indicative Timeframe	KEIP Phase III design	Other
23 February 2015	CID submits the draft Design Management Plan (DMP)	
February – March 2015	CID puts design team together	
March - April 2015	Design team reviews Design Management Plan Design team starts desk review work	ESSP development desk review work by TA commences
Mid-April –May 2015	Design Team in-country field visit Design team present Aide Memoire at end of visit	EPiK meeting, ESSP Summit (20-24 April 2015) and consultations First draft ESSP (8 May 2015)
Mid-late May 2015	Investment Concept Paper draft	
End June 2015		Final draft ESSP (30 June 2015)
July 2015	Investment Design Document draft (IDD)	
July – October/November 2015	Feedback, quality assurance and approvals of IDD	Final GoK approvals for ESSP

Timeframes will be reviewed during the development of the Design Management Plan, and a revised schedule will be agreed by DFAT and the MoE. Bearing in mind the need to retain flexibility, the schedule can subsequently be reviewed as necessary.

8. Attachments to TOR

Attachment A – Investment Concept guide (including Investment Concept template)

Attachment B - Investment Design Pack (including Aid Memoire outline, Investment Design Document template and Investment Design Quality Criteria)

Annex 1: Key Documents

Additional documents may be identified and can be provided separately. Discussion with the Design Team will identify the documents to be provided in the first instance in order to inform the initial desk work (and updating of the Design scope and approach in the Design Management Plan).

Government of Australia documents

1. *Australian aid: promoting prosperity, reducing poverty, enhancing stability*
2. *Making Performance Count: enhancing the accountability and effectiveness of Australian aid*
3. *DFAT Education Strategy 2015 – 2020 (draft – when available for circulation)*
4. *Pacific Education and Skills Development Agenda (revised draft – status to be confirmed)*
5. *Kiribati Aid Program Performance Review 2014*
6. *Kiribati Aid Program Performance Review 2012-13*
7. *Kiribati Aid Program Performance Review 2011*

Government of Kiribati documents

8. *Kiribati Development Plan 2012-2016*
9. *Education Act*
10. *Education Sector Strategic Plan 2008-2011*
11. *Education Sector Strategic Plan 2012-2015*
12. *Education Sector Strategic Plan 2012-2015 Monitoring and Evaluation Framework*
13. *National Curriculum and Assessment Framework*
14. *National Standardised Test of Achievement in Kiribati 2013*
15. *Inclusive Education Policy*
16. *National Infrastructure Standards for Primary Schools*
17. *Primary School Rehabilitation Plan 2012 - 2015*
18. *EPiK Strategy 2014*
19. *Global Partnership for Education Plan Development Grant Application by MoE 2015 (if MoE agrees to release to design team)*

Government of Kiribati and Government of Australia strategic documents

20. *The Kiribati-Australia Partnership for Development*
21. *The Kiribati-Australia Partnership for Development: Improved Basic Education Priority Outcome Area - Implementation Schedule*

Kiribati Education Improvement Program documents (including contractor material)

22. *Program Design Document: KEIP Phase I*
23. *KEIP Phase I Scope of Services - Coffey International*
24. *KEIP Annual Plan 2011*
25. *KEIP Quarterly Progress Report – January-March 2011*
26. *KEIP Quarterly Progress Report – April-June 2011*
27. *KEIP Quarterly Progress Report – July-September 2011*
28. *KEIP Quarterly Progress Report - October-December 2011*
29. *KEIP Extension Proposal - January-June 2012*
30. *KEIP Extension Proposal - July-February 2013*
31. *KEF Quarterly Progress Report – January-March 2012*
32. *KEF Quarterly Progress Report – April-June 2012*
33. *KEF Quarterly Progress Report – July-September 2012*
34. *KEF Quarterly Progress Report - October-December 2012*
35. *KELP Progress Report 2012*
36. *Program Design Document: KEIP Phase II*
37. *KEIP Phase II Scope of Services - Coffey International*
38. *KEF Annual Plan 2013*

39. *KEF Quarterly Progress Report – January-March 2013*
40. *KEF Quarterly Progress Report – April-June 2013*
41. *KEF Quarterly Progress Report – July-September 2013*
42. *KEF Quarterly Progress Report - October-December 2013*
43. *KEF Annual Plan 2014*
44. *KEF Quarterly Progress Report – January-March 2014*
45. *KEF Quarterly Progress Report – April-June 2014*
46. *KEF Quarterly Progress Report – October-September 2014*
47. *KEF Annual Plan 2015*
48. *LEPP Independent Completion Report 2010*
49. *KELP Progress Report 2012*
50. *Kiribati Education Improvement Program evaluation report and DFAT management response 2014*
51. *Terms of Reference – Senior Education Management Specialist*
52. *Senior Education Management Specialist Work Plan 2011*
53. *Senior Education Management Specialist Quarterly Progress Report – January-March 2011*
54. *Senior Education Management Specialist Quarterly Progress Report – April-June 2011*
55. *Senior Education Management Specialist Quarterly Progress Report – July-September 2011*
56. *Senior Education Management Specialist Quarterly Progress Report - October-December 2011*
57. *Senior Education Management Specialist Annual Report 2011*
58. *Senior Education Management Specialist Work Plan 2012*
59. *Senior Education Management Specialist Quarterly Progress Report – January-March 2012*
60. *Senior Education Management Specialist Quarterly Progress Report – April-June 2012*
61. *Senior Education Management Specialist Quarterly Progress Report – July-September 2012*
62. *Senior Education Management Specialist Quarterly Progress Report - October-December 2012*
63. *Senior Education Management Specialist Annual Report 2012*
64. *Senior Education Management Specialist Work Plan 2013*
65. *Senior Education Management Specialist Quarterly Progress Report – January-March 2013*
66. *Senior Education Management Specialist Quarterly Progress Report – April-June 2013*
67. *Senior Education Management Specialist Quarterly Progress Report – July-September 2013*
68. *Senior Education Management Specialist Quarterly Progress Report - October-December 2013*
69. *Senior Education Management Specialist Annual Report 2013*
70. *Senior Education Management Specialist Completion Report 2014*
71. *KEF-summary outline of budget support processes*
72. *UNESCO -Grant Agreement*
73. *UNESCO 2015 Plan*
74. *UNICEF Contribution Agreement*
75. *UNICEF 2015 Annual Work Plan Kiribati*
76. *UNICEF Progress Reports*
77. *Kiribati Learning Improvement Grants Initiative – draft Design Document (not implemented)*

Previous relevant assessment reports

78. *Institutional Capacity Assessment - Ministry of Education (2012)*
79. *Assessment of National Systems in Kiribati (2012 report and 2014 update)*
80. *Kiribati Education for All 2015 Review Report*

Annex 12

KEIP Phase III Concept Note

Concept Note

Kiribati Education Improvement Program (KEIP) Phase III

September 2015

(Final approved 28 September 2015)

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(Annexes have been removed from this Concept Note to avoid confusion with updated versions included as part of the Investment Design Document.)

Acronyms and Abbreviations

CEDAK	Church Education Directors' Association in Kiribati
DFAT	Australian Department of Foreign Affairs and Trade
DEO	District Education Officer
DPO	Kiribati's Disabled People's Organisation
EFA	Education for All
EPIK	Education Partners in Kiribati
ESSP	Education Sector Strategic Plan
FEdMM	Forum Education Ministers' Meeting
GDP	Gross Domestic Product
GOK	Government of Kiribati
HRD	Human Resource Development
IEC	Island Education Coordinators
ISLPR	International Second Language Proficiency Rating
JICA	Japan International Cooperation Agency
JSS	Junior Secondary School
KDP	Kiribati Development Plan
KEF	Kiribati Education Facility
KEIP	Kiribati Education Improvement Program
KIT	Kiribati Institute of Technology
KTC	Kiribati Teachers College
MOE	Ministry of Education
PABER	Pacific Systems Approach for Better Educational Results
PEDF	Forum Pacific Education Development Framework
PFM	Public Financial Management
PILNA	Pacific Island Literacy and Numeracy Assessments
PPD	Policy, Planning and Development Division (Ministry of Education)
SEO	Senior Education Officer
SIU	School Improvement Unit
SS	Senior Secondary
STAKI	Standardised Test of Achievement in Kiribati
TVET	Technical Vocational Education and Training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
USP	University of the South Pacific
WASH	Water, Sanitation and Hygiene

1 Problem/Issue definition and rationale for investment

1.1 The constraints on development and growth in Kiribati

It is difficult to break the cycle of poverty of income and opportunity in Kiribati. Kiribati's geographic isolation tightly constrains the country's options for economic growth and poverty reduction. Inaccessibility to international markets inhibits export-oriented enterprises, private sector investment and growth of a domestic labour market. The 2010 census reported 31% of the workforce unemployed, and of those in work, 38% in unpaid labour. Government is the main employer (42%). The 2006 UNDP Kiribati Poverty Assessment found many households (around 27%) were vulnerable to falling into poverty with a small percentage decline in income (see Annex 2).¹

Effective service delivery is logistically challenging. High population growth and continued internal migration to South Tarawa (annual population growth of over 4% in South Tarawa) put sustainability of resources at risk, and contribute to some serious and growing social and health issues. Gender violence levels are among the Pacific's highest, with 68% of women reporting an episode of serious domestic violence. Health indicators are poor, with very high rates of communicable and lifestyle diseases such as diabetes, as well as an increasing rate of under-five mortality and a stagnant trend in maternal mortality. Poor water quality and sanitation contribute to disease in children. Acute respiratory disease and diarrhoea top the list for children under the age of 15 years and malnutrition is an underlying cause of much of their ill-health.² A 2014 audiology study in Kiribati found 75% of children sampled had ear infections.³ These factors also directly bear on children's ability to learn in school and reflect the disadvantages that many experience.

In the face of an uncertain future and limited options for promoting growth, the people of Kiribati are its prime resource. The Government of Kiribati (GoK) envisages a skilled youth population able to compete in international and regional labour markets. This would help diversify an economy in which the main source of revenue is international fishing licences, enabling revenue from remittances and development of domestic value-adding business, skills and networks, acquired through offshore training and experience⁴. Improving the quality and relevance of Kiribati school education lies at the heart of GoK's strategy for the country's future. The comprehensive reform of basic education is a central part of the Kiribati Development Plan (KDP) and of Kiribati's Education Sector Strategic Plan (ESSP) 2016-19 (see summary at Annex 6).

1.2 Australian aid priorities

Education is a key priority in Australia's *Aid Investment Plan* for Kiribati for 2015/16-2018/19. As Australia has a critical interest in supporting Kiribati to improve its economic prospects and its social resilience, we have committed to continuing to work with the GoK to build a better educated and more skilled population, and to increase labour mobility. The Aid Investment Plan includes performance benchmarks to:

- Improve enrolment and retention rates for girls and boys (including for those with a disability) from Primary through to the end of Junior Secondary School; and
- Increase the number of female and male i-Kiribati supported to access domestic, regional and international employment opportunities.

The proposed support under Kiribati Education Improvement Program (KEIP) Phase III also aligns with priorities set out in the *Strategy for Australia's aid investments in education 2015-2020* as it invests in quality at all levels of the education system, promotes universal participation, and invests in skills for prosperity.

Australia's ongoing investment in improving the quality of basic education for all in Kiribati will continue to complement other more targeted investments in Kiribati's human resources, such as the Kiribati Technical and Vocational Education and Training Sector Strengthening Program, the Australia-Pacific Technical College, Australia Awards Scholarships, Australian Volunteers for International Development, a new pilot program for workers from Pacific Microstates, and initiatives to help improve access to the Seasonal Worker Program. As Kiribati's major international development partner, with close relationships and potential for employment opportunities, Australia is in a unique position to assist the GoK realise its strategy for developing the potential of its young women and men, to promote growth and poverty reduction.

1 UNDP Pacific Centre Analysis of the 2006 Household Income and Expenditure Survey, pp.15; 33.

2 GOK-UNICEF report (2005, pp. 27-28.

3 Nossal CBM, 2014.

4 KDP 2012-15.

In line with *Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia's aid program*, Australia can help the GoK implement its Inclusive Education Policy by enabling children with disabilities to learn in mainstream classrooms through strategies adapted for the Kiribati context.

Through KEIP Phase III, Australia can also help promote gender equality and end gender-based violence, by supporting the Ministry of Education to develop school leadership, curricular and extra-curricular approaches at the Junior Secondary School level that build confidence, self-worth and agency in young women and men as the basis for equal gender relationships

Our regional engagement, through University of South Pacific, Forum Education Ministers' Meeting (FedMM) and *Pacific Systems Approach for Better Educational Results (PABER)*, enables Australia to draw on Pacific best practice for Kiribati in support of the Kiribati Ministry of Education's priorities for improved learning, student assessment and teacher development.

1.3 Australia's long-term investment in education reform in Kiribati

While Australia's long-term support for education reform in Kiribati has shown positive results already, there is still more to do in the education sector. Australia has been investing in basic education reform in Kiribati since 1998, and we are the only major donor in the sector. Our partnership with the Kiribati Ministry of Education (MoE) is strong, and our support is highly valued by the GoK.

The GoK's own commitment to improving the quality of education is clear. The proportion of the total GoK annual budget allocated to education has increased steadily to 17.4% in 2015 (AUD \$20.3m), which is comparable to other countries in the region. During the current KEIP Phase II, the MoE has demonstrated the organisational capacity to carry forward complex and wide-reaching curricular, teaching and school reforms. The MoE has developed a comprehensive and ambitious ESSP for 2016-19, which expresses continuing commitment to providing "basic education of quality for all, regardless of gender, wealth, location, language or ethnic origin," as per Millennium Development Goal 2 and the commitments of the regional Forum Pacific Education Development Framework (PEDF). The passage of the Inclusive Education Policy attests to the MoE's commitment to equity.

KEIP is the major vehicle through which Australia is supporting the implementation of reforms under the MoE's ESSP. KEIP was planned as a nine-year program implemented in three phases (2011-13, 2013-15 and 2016-19) intended to align with the Government of Kiribati four-year planning cycle. KEIP is a "flagship" investment that has made good progress to date. KEIP Phase I focussed on supporting the MoE to establish the enabling environment for the implementation of its ESSP 2012-15. KEIP Phase II is focussed on improving primary school learning (particularly in literacy and numeracy) and systems strengthening. While it is still too early to measure the learning impacts on the relevant cohort (who commenced Year 1 in 2012 or later), a 2014 Independent Evaluation found that KEIP has made good progress in most areas, particularly in curriculum and teacher development. Key achievements include:

- An improved curriculum for years 1-4, together with associated teaching resources and teacher training, has now been rolled out, benefitting more than 11,000 children.
- Australia has supported the rehabilitation of school facilities for 2,790 i-Kiribati primary school children, and expanded access to water and sanitation facilities for a further 2,943 school children and teachers. Rehabilitated schools are reporting increases to their enrolment rates.

We have made good progress under this partnership so far, but envisage that continued long-term Australian support will be required (well beyond KEIP Phase III) to effectively address the four main challenges to improving education outcomes in Kiribati.

1.4 The challenges to improving education outcomes in Kiribati

The first challenge is **achieving greater participation**. Large proportions of children of relevant school age groups are missing at every level of basic education. The main issues are under-enrolment at initial intake into Grade 1, and then retention up to the end of Junior Secondary School (JSS) (only 78% of the primary age group are enrolled, and only 79% of the primary enrolment survives from Year 1 into JSS⁵). Primary enrolment also shows a fluctuation over the grades that may indicate a pattern of drop out and return. School survival rates also show a marked gender disparity. There are 27% of boys compared with 16% of girls lost from Year 1 through to JSS. This loss continues into SS and accelerates in the final year.

Recent improvement reported by schools in 2014-15 enrolments coincides with GoK measures to reduce education costs to parents. This improvement may indicate the contribution that poverty makes to the ongoing non-participation of some children.

⁵ Average over the last five years.

Preliminary analytical work is being undertaken under KEIP Phase II to better identify barriers to participation by gender across the islands of Kiribati, and to help appropriately target remedial action required under KEIP III.

It is likely that only 10% of all children with disabilities are in school.⁶ Disability-related inclusion is a very specific issue of access which needs a comprehensive approach, guided by Kiribati's Inclusive Education Policy. That will entail development of the option of mainstream provision and its implications for related teacher training, infrastructure, materials and equipment provision. The re-entry of some former drop-out children in 2015 has also highlighted the need of teachers to have the skills and leadership necessary to be able to help all struggling children learn.

The poor condition of some school infrastructure also presents significant barriers to access and learning. Key issues include lack of adequate classroom space, shelter from rain, security, access to water and sanitation facilities, and desks and chairs.⁷ Even though KEIP Phase II has been supporting MoE's school rehabilitation program to improve the number and quality of available classrooms, to provide a secure, appropriate environment for learning, there is still much more to do. The 2014 Independent Evaluation found that classroom rehabilitation has had an immediate positive effect in removing key barriers to learning,⁸ and this work will need to continue into Phase III.

The second challenge is achieving the **quality of teaching and learning** required for acceptable levels of functional literacy, including in English and numeracy, in basic education graduates. In the 2013 national assessment for the end of primary⁹ (Year 6), half of the students met standards in Te-Kiribati; and the low proportion meeting standards in Maths (20%) and English (23%) is alarming. Boys performed worse than girls across all three areas, indicating a need for gender sensitive responses. Literacy, numeracy, and English language are the pre-requisite skills for all learning, and are essential for effective participation and success in the next stage of education, training and work.

The data is not yet available to establish the extent to which learning performance is improving as a consequence of the massive KEIP II effort to support MoE to reform the language of instruction, the curriculum, the assessment system and teachers' capacity to deliver reforms. There will only be robust data on improved performance when the first few cohorts to go through the full reforms are tested (the Grade 4 national STAKI in 2017). The KEIP 2014 Independent Evaluation found that the primary curriculum implementation was effective, however early grades teacher understanding of how to develop basic literacy, numeracy and reasoning skills needs deepening. Specifically, further training is needed to help teachers understand how to develop children's comprehension and reasoning strategies in both literacy and numeracy. Sample testing the effectiveness of reforms early in KEIP III will be important to be able to target further training to maximum effect.

Transitioning children into learning in English from Grade 4, as per the MoE's Language Policy, is also a critical step. Under KEIP Phase II, the Kiribati English Language Program (KELP) raised the English language proficiency of 45% of Kiribati's teacher workforce to an acceptable standard, which indicates there is a strong base to build on. However the results of English proficiency testing (ISLPR)¹⁰ of a teacher sample early in 2015 showed limitations on teachers' ability to teach in English. Building teachers' proficiency to teach subject content effectively to students is a critical issue from upper primary onwards.

The third challenge is **effective Junior Secondary School reform**. Extending the reforms into junior secondary is part of the ongoing reform process. Here the school context is substantially different from primary level. As the end point of their education for the majority of i-Kiribati, JSS must deliver skills to empower Kiribati's young people economically and for life. But the low results of the Junior School Certificate exam indicate many children are currently failing to gain substantive knowledge and skills from these additional years of schooling.

At this level reform must focus on increasing the utility of education for productive and healthy futures. Skills to be targeted under KEIP III are English proficiency, literacy and numeracy; and skills for employability and for life (problem-solving, team-work, personal skills). Curriculum revision at JSS needs to target these skills through developing a stronger literacy/numeracy continuum with the primary curriculum; and a more practical approach to maths and science concepts than the present abstract, highly academic orientation. Reforms should also consider how to engage both girls

6 Data relating to participation of children with a disability is not yet available. These proportions are an estimate based on UN estimations of the participation in schooling of children with disabilities UN Convention on the Rights of Persons with Disabilities: Some Facts about Persons with Disabilities - <http://www.un.org/disabilities/convention/facts.shtml> UNESCO. 2007. EFA global monitoring report: EFA. Strong foundations: Early childhood care and education. Paris: UNESCO. http://www.unesco.org/education/GMR/2007/Full_report.pdf.

7 2014 KEIP Independent Evaluation, pp.19-20.

8 2014 KEIP Independent Evaluation p.20.

9 The Standardised Test of Achievement in Kiribati (STAKI) results do not reflect KEIP II reforms underway from 2013, as the cohort of beneficiaries of the reforms have not yet reached STAKI testing level. Results attained are broadly comparable with those reported from the regional 2012 Pacific Island Literacy and Numeracy Assessments (PILNA) and earlier STAKI tests.

10 International Second Language Proficiency Rating.

and boys in learning. JSS level learning will also require a far more ample, sustainable provision of learning resources than currently, particularly for English acquisition - even student textbooks are not available in many schools.

Practical knowledge and skills will also enhance the quality of life of those JSS leavers not likely to access ongoing paid employment. JSS graduates able to apply basic mathematics and science knowledge could make important differences in their communities to nutrition, health and sustainable environmental practices, as well as increase productivity in local market gardening, animal husbandry, fishing and local construction.

An additional problem is that access to the next level of schooling—or to post-basic training—is highly constrained. At present access to formal TVET training in Kiribati, and from there to skilled job opportunities (including offshore) is only available to a very limited number of Senior Secondary (SS) students. In 2012-13 the Kiribati Institute of Technology (KIT) accepted only 20% of applicants, the Fisheries Training Centre 15%; and the Marine Training Centre 9%. Post-school access to training opportunities for students with disabilities is even more restricted. Access to further study and opportunities through SS is limited by a selective examination and high fees (\$200-400 per term) for those who do not enter the less expensive government schools (15% of places).

The fourth challenge is **improving system capacity** to support schools' performance, particularly strengthening the feedback loop between schools and Ministry on performance, and the use of performance data to inform policy, planning and management. A finding of the Independent Evaluation was that the policy, structural and procedural reforms of the MoE under KEIP are a very significant achievement but still vulnerable because of their newness and scope.

The role of the MoE Policy, Planning and Development Division (PPD) is critical in coordinating the work of all the MoE divisions with impact on the improvement of access and learning. At present, specific issues that affect the quality of this support are financial management, underuse of data for planning and management, and for mobilising schools and principals to support achievement of the reform agenda through school reporting on benchmarks and performance. The potential of school data (access, learning and disability inclusion data) for leveraging improvement is under-appreciated by key institutional stakeholders. Data systems also need rationalisation to service the PPD and School Improvement Unit (SIU) effectively.

Teacher development institutions (Kiribati Teachers' College and USP) also have a critical role in securing the reforms. Indications are that only 12% of primary and 30% of JSS teachers have diplomas, most having only certificate level qualifications. There is scope to upgrade teachers to the diploma level through a qualification acquired in-service, by incorporating the existing and proposed professional development program in a course program. The level of competence of JSS teachers in subject teaching also needs attention. However, we need to be mindful of the institutional capacity and absorptive capacity of KTC to implement these reforms, and pace reforms appropriately.

2 Proposed KEIP III Outcomes and Investment Options

The proposed goal of KEIP Phase III is to improve the knowledge, skills and opportunities of young i-Kiribati, enabling them to contribute to a productive and resilient Kiribati community.

It is proposed that Australia invests \$30 million in KEIP Phase III over four years. This will represent approximately 37% of the annual Kiribati bilateral program allocation, based on current levels (\$20.185 million for 2015-16). KEIP Phase III will commence in January 2016 and finish in December 2019.

Under KEIP Phases I and II, we have made steady progress in addressing the numerous complex challenges to improving education outcomes in Kiribati, but there is still much more to do. The MoE's ESSP 2016-19 is ambitious, setting out planned reforms across all areas of the education sector. However, as both Australia's resources and MoE's absorptive capacity are finite, we need to make choices about key priorities. KEIP Phase III needs to build coherently on preceding implementation of this phased reform. Investment options are framed by:

- The need to consolidate and secure the KEIP Phase II gains in primary school curriculum reform;
- The need to continue the roll-out of the new curriculum and associated teacher training through the higher grades to JSS. If the current pace is maintained, the 2012 Year 1 cohort will go all the way through to JSS in 2018 under the reformed curriculum;
- GoK policies already in place (Language Policy, Inclusive Education Policy); and
- GoK expectations that Australia's current level of commitment to school infrastructure rehabilitation is maintained, if not increased.

This means that there are some possible reforms we cannot support under KEIP Phase III. While recognising the value of investing in early childhood care and development, as reflected in the ESSP 2016-19 and in the *Strategy for Australia's aid investments in education 2015-2020*, a major focus in this area is outside the scope of KEIP Phase III.

Support under KEIP Phase III will be limited to assisting MoE to develop the regulatory framework for early childhood education. However, early childhood may be a priority for Australian support beyond KEIP Phase III.

Four priority areas are proposed for KEIP Phase III:

1. Improving access to a full basic education;
2. Increasing the quality of learning and the skills outcomes of basic education;
3. Strengthening English proficiency and TESOL; and
4. Strengthening MOE systems and management.

While the scope of these proposed priority areas is still wide-reaching, they are interconnected and effective reforms in each area are likely to be mutually reinforcing. To have a significant impact on education quality in Kiribati, we need to address these concurrently. We will do this at an appropriate pace, and it is likely that we will need to provide continued support in most of these areas beyond KEIP Phase III.

To inform KEIP Phase III programming decisions, it will also be important expand the analytical agenda currently in process, to provide precise information on where barriers to access, learning and opportunity lie.

The success of this phase of support will be judged by its ability to secure previous gains made in primary education reform, whilst also progressing JSS reforms, and improving participation at all levels. We will measure our success in the four priority areas by achievement of the following outcomes, which are aligned with the MoE's ESSP 2016-19:

Outcome 1: Improved enrolment and retention from primary through to end of JSS for girls and boys

We will achieve this outcome by working with MoE to develop and implement appropriate access improvement strategies, based on the preliminary analytical work on barriers to participation underway in KEIP Phase II. This is likely to include developing gender-differentiated strategies to increase participation by both girls and boys; strengthening schools' community outreach capacities to secure students' participation and learning; and supporting Disabled People's Organisations (DPOs) to raise community support for the right of children with a disability to participate in schooling. Improving participation by boys will be a key focus.

Outcome 2: More children learning in conducive environments

We will also improve participation by providing a more conducive learning environment. We will be guided by GoK school rehabilitation priorities as articulated in the ESSP 2016-19 and the agreed Primary School Rehabilitation Plan. We plan to maintain the KEIP school infrastructure budget at its current level, and we will also assist GoK to seek other sources of donor funding. We will maintain support to the MoE Facilities Management Unit to assess and address the rehabilitation needs across all schools.

Outcome 3: Improved learning and skills outcomes for Kiribati girls and boys and Outcome 4: Improved educational outcomes for children with a disability

We will improve the capacity of teachers to produce literate, numerate and English proficient students. We will conduct an early assessment of the capacity of the current primary curriculum and teacher force to deliver on expected standards of competence (literacy and numeracy) at Grades 4, 5 and 6. Based on this assessment, we will set appropriate levels of attainment and indicators of achievement, and provide targeted training for primary teachers. Under KEIP Phase III, we will also redevelop the JSS curriculum to target skills acquisition for girls and boys in te-Kiribati and English literacy, maths and science; develop standardised testing in these areas; and up-skill teachers, principals and KTC teacher trainers. There is potential to develop a teacher in-service upgrade from certificate to Diploma around these training activities. Innovative and cost-effective modes of classroom delivery will be explored, including piloting learning resources in electronic form. Further curricular and extra-curricular reforms at JSS level will foster respectful gender relationships and affirmative environments for children with disabilities; accompanied by the training of principals to run schools promoting students' social and emotional development, in line with GoK's School Wellbeing agenda.¹¹ There will be a focus on improving the capacity of all teachers to support strugglers and children with a disability.

¹¹ Ministry of Education and Ministry of Women Youth and Social Affairs. 2014. *School Wellbeing and Counselling: Good Practice*

Outcome 5: Increased number of teachers who meet and sustain the agreed standard for English proficiency and TESOL

We will achieve this outcome by continuing the program of TESOL training for all teachers from Grade 4 level to the end of JSS, and complementing this by a new English resources flood for teachers and schools. It is proposed that maintaining teachers' proficiency in English language be linked to the MoE's performance appraisal of principals and schools; and to teacher registration status, to further encourage language use through school-based facilitation. Local institutional capacity is needed to lead on short term training and maintenance of teachers' English standards, including the undertaking of periodic language proficiency testing. This ongoing priority may require further supplementing of the language capacity of institutional staff; and access to expanded resources and outreach through improved internet connectivity.

Outcome 6: Strengthened planning, budgeting, implementation, monitoring and evaluation systems in the MOE

To strengthen planning, budgeting, implementation, monitoring and evaluation systems in the MOE, Australia will:

- (i) continue to support the Policy, Planning and Development Division (PPD) to manage quality planning and reporting in the Ministry including through the Education Partners in Kiribati (EPIK) forum;
- (ii) offer support to improve financial management, and promote better alignment of allocation and expenditure with strategy and school needs through improved budget execution, monitoring and reporting;
- (iii) provide ongoing support for the School Improvement Unit in managing effective service delivery, in particular for the District Education Officers (DEOs) as technical support to schools, as well as strengthening of procurement and logistics systems to eliminate school rations delay;
- (iv) support MoE to strengthen monitoring and evaluation of schools' performance;
- (v) continue to strengthen school based leadership so that school principals and MOE senior education managers play a stronger role in quality assurance and in implementing plans and strategies that support teaching and learning; and
- (vi) help build the capacity of school principals and the new Island Education Coordinators to promote Island Council and community engagement with schools.

3 Implementation / Delivery Approach

Australia has successfully delivered support for KEIP Phases I and II through the Kiribati Education Facility (KEF), by a managing contractor. It is proposed that this delivery approach be continued for KEIP Phase III. KEF annual planning processes provide flexibility to respond to performance information and emerging priorities. There is regular KEF financial reporting to DFAT against budget and expenditure, as well as performance reporting and any exception reports required.

The long term ambition is to deliver Australian support through an education Sector Wide Approach (SWAp) using government systems, however this is not feasible for KEIP Phase III. At this stage, we do not intend to implement through MoE financial systems. The March 2015 DFAT assessment of the Kiribati Education Sector Public Financial Management Systems considered "the residual risks of channelling funds through GoK and MoE downstream systems are not manageable in the short term". This position will be reviewed following a strengthening of financial systems.

Other donors and partners interested in supporting education reform in Kiribati will continue to have the opportunity to contribute to KEIP, and there are potential opportunities for Australia (through KEIP Phase III) and the MoE to partner with other development partners (e.g. UNICEF, UNESCO, NZ MFAT, Disabled People's Organisations) in critical areas such as inclusive education, information management systems strengthening, and JSS reform. There is also potential for some private sector engagement, including to develop linkages with post school training and improve outreach to (and resourcing of) schools through internet connectivity.

We will continue to harmonise with other donors through the MoE-led Education Partners in Kiribati (EPIK) forum. During KEIP Phase II the EPIK forum evolved to coordinate education stakeholders around the ESSP and MoE's Annual Plan. EPIK's terms of reference indicate a forum to share strategic direction setting; endorse major support inputs such as KEIP III; jointly monitor ESSP; and assist in strengthening local systems. EPIK's membership covers partners including GoK Ministries and boards, senior secondary church school representation (CEDAK), the teachers' union, the parents' association and other development partners (Taiwan, New Zealand, UNESCO, UNICEF).

A summary of stakeholders in basic education with potential opportunities for engagement is included as Annex 4.

4 KEIP Phase III Risk Assessment

The proposed investment has been assessed as **low risk** overall. A Risk Assessment and associated Safeguards Screening Checklist are included at Annex 5. This preliminary risk assessment has been informed by stakeholder consultation in the design process, as well as the successful KEIP Phase II risk management experience. The risk assessment, including child protection and environment safeguards measures, will be further developed during the investment design process

5 Proposed Design and Quality Assurance Process

Following approval of the KEIP Phase III Concept Note, the design team will develop the Phase III Investment Design Document (IDD). The draft IDD will be peer reviewed and independently appraised, and revised as appropriate to incorporate feedback from DFAT and MoE stakeholders. The IDD is expected to be ready for approval in November/December 2015. A three-month extension of KEIP Phase II may be required to facilitate a smooth transition from Phase II to III in the event that the finalisation of KEIP Phase III IDD is delayed.

Annexes have been removed from this Concept Note to avoid confusion with updated versions included as part of this Investment Design Document.