Achieving Education for All in Tuvalu

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Contents

Acronyms

AusAID   Australian Agency for International Development
CEDAW   Convention on the Elimination of all Forms of Discrimination Against Women
COPE   Council of Pacific Education
CRC   Convention on the Rights of the Child
EAC   Education Advisory Committee
ECCE   Early Childhood Care Education
ECD   Early Childhood Development
ELDS   Early Learning Development Standards
EFA   Education For All
EIE   Education in Emergencies
EMIS   Education Management Information System
EU   European Union
FNU   Fiji National University
IEC   Information Education Communication
KTC   Kiribati Teachers' College
MDG   Millennium Development Goals
M&E   Monitoring and Evaluation
MEHRD   Ministry of Education and Human Resource Development
MEYS   Ministry of Education, Youth and Sports
MSS   Minimum Service Standards
MQS   Minimum Quality Standards
NER   Net Enrollment Ratio
NGO   Non-government organisations
NZAP   New Zealand Aid Programme
OTL   Opportunity to Learn
PEDF   Pacific Education Development Framework
PINEAPPLES   Pacific Island Nation Evaluation Analysis Policy and Planning Leveraging Education Statistics
SBM   School-Based Management
SISs   Small Island States
SPBEA   Secretariat of the Pacific Board for Educational Assessment
SG   School Grants
TESP   Tuvalu Education Strategic Plan
TK2   Te Kakeega II
TOT   Time on Task
UNESCO   United Nations Educational, Scientific and Cultural Organization
UNICEF   United Nations Children's Fund
UN   United Nations
USP   University of the South Pacific

Purpose

While there has been progress in education sector performance in Tuvalu over the past decade, it still faces a number of challenges in achieving equitable access to quality education. In order for Tuvalu to meet its Millennium Development Goal 2 (MDG) and Education For All (EFA) commitments, greater support to overcome the barriers facing children's attainment of learning outcomes is required.

UNICEF Pacific is seeking to work with the Ministry of Education, Youth and Sports (MEYS) to implement targeted interventions in the areas of school-based management (SBM); teacher training & development; Early Grade Literacy (ECCE); and education planning, to improve learning outcomes in Tuvalu.

An initial five-year phased approach is recommended, as research has shown that program interventions require about five years to bring about fundamental changes at the school level, and about eight years to yield changes in difficult-to-modify indicators such as test scores[1]. A flexible design would be implemented in Tuvalu that provides clear review and revision points. UNICEF support would be implemented in two distinct phases (phase 1: 2011-2112 and phase 2: 2013-2015) with reporting aligned to both the UNICEF Pacific Country Programme and Government of Tuvalu planning cycles.

The goal of the programme is increased numbers of primary school aged children achieving academically by year 8 across all primary schools. Phase 1 would include scoping, consultations, and design of program interventions as well as research to inform program development. By the end of Phase One (2012), designs for the three key programme interventions will be approved for initiation in late 2012 or early 2013. It is therefore expected that by December 2012, all primary teachers of years one to three as well as seven and eight will have embarked on an accredited, longer term training programme. Further, a Performance Assessment Framework for the TESP 2 will have been completed and will serve as the Monitoring and Evaluation framework for Phase Two of the programme.

The proposed program will support schools to implement a whole school development approach to increase the learning outcomes of students in Tuvalu schools. The interventions that have been selected would benefit 18 ECCE schools, 10 primary schools and 2 secondary schools (approximately 3,219 pupils and 237 teachers), which serve 9 islands (approximately 11,000 people), across Tuvalu[2]. The program participants are school children, teachers and other school staff, education department staff, the Kaupule, Parent Teacher Associations, School Committees and community members in the country. The program would work to ensure that both schools and student's performance increased as a result of the interventions, and all school children benefit from the program.

The programme will draw on partnerships with organisations renowned globally for their expertise in the proposed intervention areas. As such, Pratham will be engaged in bringing their successful

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[1]World Bank (2011), *Making Schools Work: New Evidence on Accountability Reform,* Chapter 3

[2] Population figures are from the Government of Tuvalu and UNICEF (2011), *Tuvalu: Convention of the Rights of the Child*, p1. Enrolment and Teacher numbers comprise of the following: ECCE enrollments of 656 and teacher numbers of 52 are based on 2011 data. Primary enrolments of 1,918 and 109 teachers are based on 2010 data. Secondary enrolments of 645 and 76 teachers are based on 2011 data. All figures were provided by the MEYS.

experience with remedial education and tutoring in India and the Pacific Resources for Education and Learning (PREL) will contribute their knowledge in the development of pacific literacy materials for young children.

The proposal is in line with the *Tuvalu Education Strategic Plan II: 2011-2015's* mission to provide and sustain excellence in education for all[3].

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[3]Government of Tuvalu (2011), Draft *Tuvalu Education Strategic Plan II: 2011-201* .p 2

UNICEF Pacific Education Program

The UNICEF Pacific Education Program of 2008-2012 seeks to increase the percentage of children benefiting from the equitable provision and completion of quality basic education. This outcome is to be achieved through investment in four key areas: 1) improved access to quality early learning and development opportunities, particularly for the most disadvantaged children; 2)implementation of minimum national quality school standards as a means of improving primary retention; 3) increased literacy, numeracy and life skills learning outcome of primary students' and 4) education systems, staff and students are better equipped for disasters and are adequately supported through Education in Emergencies (EiE) interventions. UNICEF Pacific has an extensive field presence in Fiji, Kiribati, Solomon Islands and Vanuatu and avails of joint UN Office Presence in all other Pacific Island Countries. In Tuvalu, a UN Joint Presence Office has been in operation since 2009 and is staffed by a UN Country Development Manager.

Tuvalu Education Profile

Country Snapshot

Tuvalu has a population of approximately 11,000 people and a land area of 26 km^2 spread over nine atolls in the central Pacific and is one of the smallest of the small Pacific island states[4]. The dispersed population, isolation from neighbors and small natural resource base limit prospects for economic growth and development. Slow population growth and declining dependency ratios provide opportunities for improvements in the quality of services rather than just quantitative expansion. However, the creation of cash income opportunities has been low, the capacity of the public service is limited, health services are struggling to meet the demands of changing lifestyles, and rapid urbanisation is beginning to stress the physical and social fabric of the capital Funafuti. There is a high degree of vulnerability to external economic and environmental events; Tuvalu is among those countries expected to suffer the greatest impact of climate change. To some extent offsetting these problems, Tuvalu has the advantages of a strong and resilient culture, a reasonably egalitarian society, strong democratic principles, and a record of prudent fiscal management[5].

As a member of the United Nations (UN), Tuvalu seeks to take its place in the international community by becoming signatories to many of the global treaties. It is signatory to and has ratified the Millennium Declaration and Millennium Development Goals (MDG) in 2000, the Convention on the Elimination of all Forms of Discrimination Against Women(CEDAW) in 1999, and the Convention on the Rights of the Child (CRC) in 1995. It is yet to ratify the UN Convention on Anti-Corruption and the Convention on the Rights of Persons with Disability.

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[4]The Islands are grouped into four categories and consist of the following: The **Capital** Funafuti; The **Northern Group**, Nanumea, Nanumaga, and Niutoa; The **Central Group**, Nui, Vaitupu, and Nukufetau. The **Southern Group**; Nukulaelae and Niulakita. The only mode of travel to the outer islands is by boat with the closest island (Nukufetau) to the Capital is 4 hours away and the furthest island (Nanumea) is 24 hours away.

[5]Adapted from the UN (2002), *Tuvalu: United Nations Development Assessment Framework (2003-2007),* p 6

The Education System

There are 18 Early Childhood Care Education (ECCE) schools and ten primary schools, while there are two secondary schools – Motufoua Secondary School on Vaitupu and Fetuvalu Secondary School on Funafuti[6]. The Ministry of Education, Youth and Sports (MEYS) has 15 members of staff.

The Tuvalu National Pre-School Council coordinates the development of pre-schools in Tuvalu, which are managed and run by communities, Kaupule, non-government organisations and private providers. ECCE centres are open to children aged 3 to 5 on a voluntary basis. While ECCE has not been formally brought within the MEYS, the government provides financial support for infrastructure, teaching resources and professional support. It also provides a grant linked to enrolment numbers and a grant for teacher's salaries[7]. In 2007, 655 children attended ECCE Centres; representing a Net Enrolment Ratio (NER) of 90% and in 2011 the figure was 656 students. Early Childhood Education facility hours are 8.30am to 11.30am Monday to Friday which means children participate on average 15 hours in these facilities. There has been a 59% increase in the number of qualified teachers between 2007 and 2011 from 27 to 43 respectively. A draft National Policy on ECCE was completed in 2007 and has been endorsed in principle by Cabinet. The policy regulates qualifications and salaries of teachers, size of centers, number of pupils, curriculum and recommended number of teaching and contact hours[8].

Primary education is compulsory and consists of eight years of schooling (Class 1 to 6, and Forms 1 and 2). There are 9 government primary schools, one on each island, and a Seventh Day Adventist primary school in Funafuti. In 2010 there were 1,918 pupils enrolled in school who were taught by 109 teachers (98 certified and 11 uncertified). School hours are 8.30am to 12pm for Class 1 and 2; 8.30am to 1.10pm for Class 3 to 6; and 8.30am to 1.30pm for Form 1 and 2. Whilst primary education is officially free, schools ask parents to pay a "school contribution" which ranges between $2-5 per term. In addition, parents must provide children with school uniforms and purchase stationary as well as textbooks.

The Government is committed to introducing different forms of secondary education, including technical and vocational education, as a means of making secondary education available and accessible to all children. The MEYS has re-established Community Training Centers for Year 8 repeaters and a Natua program (for older students) to provide the option of vocational training on each island. The program is being piloted at Nauti primary school and consultations and preliminary discussions are ongoing between the key stakeholders, Island Kaupule[9], and the MEYS on administrative structure and course content.

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[6]There are 3 school terms, which each last for 13 weeks, with two 2 week breaks and an 8 week break at Christmas. The 2011 Term dates are: Term 1 24/01- 22/04; Term 2, 09/05 - 05/08; and Term 3, 22/08 - 25/11.

[7]For 2011 the MEYS allocated $24,909 for resourcing the 18 ECCE schools. The funds are allocated on a needs basis. Teachers receive a monthly grant from the Ministry, which is paid from January to December (some Kaupules on the Outer Islands pay a December grant). The amount is based on the following pay scale: Qualified 1 (a certified teacher that has been teaching for more than 5 years) receives $133.24 a month; Qualified 2 (a certified teacher who has been teaching for less than 5 years) receives $100 a month; Unqualified 1 (an unqualified teacher with more than 5 years teaching experience) receives $120 a month; Unqualified 2 (an unqualified teacher with less than 5 years teaching experience) receives $80 a month.

[8]Adapted from the Government of Tuvalu and UNICEF (2011), *Tuvalu: Convention on the Rights of the Child,* p 53

[9]Each island has an Island council (Kaupule), an island court with specific powers and limited jurisdiction in criminal and civil matters. The Kaupule is the executive arm of the Falekaupule (traditionally assembly of each island) with each Kaupule

Secondary education consists of 4 years of schooling, Forms 3 through to 6. The government run Motofoua Secondary School is a boarding school on Vaitupu, with fees of $50 per term. A private secondary school, Fetuvalu Secondary School, operates in Funafuti and charges an equal amount. These fees are waived in cases of financial need as prescribed by policy, and one Kaupule (Niutao) has also been providing loans to parents for student fees to ensure their children attend school. Education continues to be compulsory until the end of the year the child turns 15, generally two years after primary school. Consequently, children who fail the National Examination at Year 8 are required to repeat Form 2 and re-sit the examination until they pass or are no longer required to attend school at the age of 15[10].

Data from the *Survey for the Elderly, Disabled and Employed in 2007* shows that there are 206 disabled people in Tuvalu (42% are female and 58% male), out of which 32% (66 children) fall between age 0 to 19 years old. In the past, 18 children with physical disabilities in Funafuti attended a special education programme conducted by the Tuvalu Red Cross; however, this programme ceased several years ago due to a lack of financial and human resources. In Funafuti, a few children with disabilities attend the government primary school and are mainstreamed in to the school program. No transportation is provided, so only children who are able to get to school attend. Similarly, children with mild physical disabilities in the outer island are able to attend the local primary schools. Children in primary school with learning disabilities remain in the class appropriate to their age. At present two teachers are receiving training in special needs education overseas[11].

Reports show that Tuvalu is on track to meet its MDG commitments relating to education. The literacy rate has increased from 95% in 1991 to 99% in 2004 for both boys and girls. The NER in primary school is reported at 99% and the proportion of pupils starting Grade 1 who reach Grade 5 is 99%[12]. However, there is some reason for caution when looking at this data. The NER is based on 2002 census figures, and more accurate information will not be available until the next census is implemented in 2012. In addition the MEYS has reported that it is difficult to determine NER due to the high level of inter-island migration.

Education Finance

The education sector absorbs the largest share of the national budget at 26% ($6,454,922 in 2011). The percentage of education expenditure spent on salaries has increased for both primary and secondary schools. In 2008 this accounted for 94% of primary expenditure and 66% of secondary from a base of 86% and 33% respectively in 1996. This leaves little for operations, maintenance of schools and equipment, procurement of furniture, curriculum development, libraries and provision of specialised training for teachers. In 2012 the MEYS will receive 13% ($800,000) less than in 2011, constraining operational costs even further.

The limited funds for operational costs means that schools rely on community fund raising to assist in buying equipment such as photocopiers and other purchases, some of which involve substantial amounts for families. The *Tuvalu Millennium Development Goals 2010 Report* notes, that continuous community contributions at the primary school level puts considerable pressure on the already

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usually consisting of six elected members of whom one becomes a president and another vice president. The Kaupule Secretary looks after the overall management of the Kaupule.

[10]Government of Tuvalu and UNICEF (2011), *Tuvalu: Convention on the Rights of the Child,* p54-55

[11]Government of Tuvalu and UNICEF (2007), *Tuvalu Convention on the Rights of the Child,* p 42.

[12]ADB (2008), *ADB Country Partnership Strategy: Tuvalu 2008-2012*

depleted household disposable incomes, especially when there is more than one primary school aged child in the household.

In addition a high proportion of education expenditure is spent on secondary and tertiary education as opposed to early childhood and primary (by both Government and donors[13]). Early Childhood per student expenditure ranges from $141 to $268. At the primary level, the per pupil expenditures range from $573 per student to $1,136, almost exactly double the amount of the lowest primary school. Secondary per pupil expenditures range from $1,488 to $2,977.

Strategic Plan

The draft *Tuvalu Education Strategic Plan II: 2011-2015* (TESP II) sets out a phased and rolling program covering key aspects of education: early childhood, primary, secondary and technical and vocational. TESP priority initiatives are:

- Curriculum and Assessment
- Increase student achievement
- Improving the quality and efficiency of Management
- Human Resource Development
- Strengthened Partnerships and a culture of working together

Key Issues

The Ministry of Education, Youth and Sports (MEYS) has recognised the need for **strategic plans** to be evidence based with realistic and achievable outcomes. The *Tuvalu Education Strategic Plan I: 2006-2010* (TESPI) would have benefited from prioritisation and costings which would have assisted with allocation of resources to the 5 overarching objectives. In addition, the lack of prioritisation has made it difficult to coordinate MEYS and donor activity (Taiwan, AusAID, NZAP, EU), which has led to an activity driven approach to Education Sector Programming. The MEYS conducted a review of TESP I in 2011 and has noted that 19.4% of activities had been completed (defined as over 75% progressed), 2.8% of activities had made no progress (defined as less than 25% progressed), with the majority of activities (77.8%) still in progress (defined as above 25% but less than 75% progressed)[14].

TESP II notes the need for a more reliable and more robust **education database**. At present data could be utilised more readily to define school level interventions. The current data system is unable to facilitate the type of analysis that is required for planning, decision making and effective monitoring. In addition data is scattered across the Government of Tuvalu and within sections of the MEYS resulting in disjointed data, weak validation, and the late submission of essential data.

There is overall very little documentation of **policy** within the MEYS. In some cases it remains in draft form, for example the Tuvalu Early Childhood Care and Education Policy has been in draft form since 2007. In addition, there are some instances where policy is said to exist but schools rely on a "common verbal understanding" rather than any written policies, rules or guidelines. TESP II

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[13]Development expenditure ascends from a low expenditure level for the primary education function (Under $1M) to the highest amount for the secondary (approximately $14M) and resuming its upward movement to the tertiary function (approximately $2.5M) and then higher still to governance (oversight, monitoring, regulation, policy at almost $6M).

[14]MEYS (2007), Presentation: *TESP I (2006 to 2010): Achievements and Challenges*, slide 5

highlights the need for the Education Act to be reviewed, the Education Advisory Committee to be revived[15], and the need to strengthen capacity in planning and policy development within the MEYS.

The Tuvalu Education Profile (see above) provides detail on the high amount of **education expenditure** spent on secondary and tertiary education as opposed to early childhood and primary. However, despite this imbalance the amount spent on secondary education is often thought to be inadequate. The Tuvalu Trust Fund Advisory Committee reported that the government was funding less than 33% of student's nutritional requirements at Motufoua Secondary boarding school based on an analysis of the 2009 budget. Since then the amount provided for food at the boarding school has reduced further.

Despite high overall expenditure and good student–teacher ratios, there is concern about the quality of education and/or the **learning outcomes** achieved by students. Basic numeracy and literacy rates are declining and pass rates of secondary students sitting external exams have dropped. Tuvalu is experiencing growing concerns over a high failure rate (averaging over 50% in recent years) of the Year 8 secondary entrance exam[16]. Students who drop out or are pushed out at this point, have very few employment opportunities.

Proposed Support: School-Based Management

School-based Management (SBM) promotes the role of the individual school (represented by principals, teachers, parents, students and other members of the school community) as the primary unit for improving education[17]. International experience has shown that SBM has the potential to be a low cost way of making public spending on education more efficient by holding the schools accountable for the learning outcomes they produce. In addition SBM programs can increase client satisfaction and ownership of schools by giving a voice and decision-making power to local stakeholders, which ensures improvements are sustained. Furthermore, decentralisation has been shown to have a positive influence on teacher behavior, which can be a critical component of improving education[18].

School grants (SG) programs and SBM initiatives are usually linked. Since SG are, by definition, managed at the school level, they imply the existence of management authority at the school. For this reason almost all SG programs are associated with SBM programs that involve the transfer of additional authority to the level of the school, and/or strengthening school level capacity to exercise those powers and functions[19]. SG can be used as an important tool to improve efficiency, quality and equity at the school level. They are an attractive policy tool for stakeholders as they can be tailored to address multiple and different objectives.

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[15]The Education Act stipulates that there should be an Education Advisory Committee (EAC) to provide independent advice to the Minister of Education. The Minister appoints each member (6 in total) and the Director of Education provides Secretariat services. However, the EAC has convened twice since 2005. The MEYS would like to revise the EAC as they feel it will increase transparency.

[16]AusAID (2008), *Tuvalu Education Sector Scoping and Design Mission: Final Report,* p6. This rate was also confirmed during a UNICEF Scoping visit in February 2011.

[17]World Bank (2007), *Guiding Principles for Implementing School-based Management Programs,* p1

[18]Results from the EDUCO program in El Savador, indicate that community participation seemed to enhance teacher effort, this was possibly because of intensive monitoring of teacher behaviours and the implicit threat that existed because hiring and firing of teachers occurred at the community level. SeeY. Sawada and A. Ragatz (2005). *Decentralization of education, teacher behavior, and outcomes*, p 255-256 and 286-295.

[19]ERF (2011),(*Draft)School Grants and School-Based Management*, p 1

Taken as a whole, these studies are consistent with much of the current policy discussion about changing incentives in schools and permitting more local decision making. If the effects are generally small or if they depend on, say, local capacity, it is then difficult to set overall resource policies from central agencies[20].

UNICEF Pacific would support the Tuvalu to design and implement a SBM program across all primary schools, which would include the blueprint for a SG scheme in Phase 2. The program would be tailored to Tuvalu's socio-cultural context, and build on work already in progress in the education sector. The program would seek to use existing governance structures such as the Kaupule, School Management Committees and Parent Teacher Association to support and monitor the SBM reforms, and engage recently retired education professionals to provide support at the school level. The aim is to strengthen existing models of community engagement and management rather than creating new ones. Broadly speaking, the scheme would focus on improving efficiency, quality and equity at the school level[21]. These interventions are in line with TESP II's focus on strengthening the quality of leadership and management at the school level[22].

The SBM program would be sufficiently flexible to allow for adjustments as the program evolves in practice, as well as having monitoring systems to allow rigorous impact evaluations.

The program would aim to achieve the following goals:

- Increase the participation of parents and communities in schools through **strengthening Parent Teacher Associations and School Management Committees[23]**. UNICEF would use its regional experience to provide selected interventions to support Committees to more successfully fulfill their obligations[24]. The goal of these organisations would be to make schools more transparent and accountable to the community for the quality of education it provides. UNICEF would support schools to strengthen guidelines and policy[25]; and conduct ongoing Parent Teacher Association and School Management Committee training[26]. The long-term aim would be that these organisations would undertake key responsibilities in relation to the management and oversight of the school, including tracking expenditure at/by their schools.

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[20]P. Glewwe et al (2011), *School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 to 2010*

[21]The proposed program would look at equity issues related to gender, socio-economic status and children with disabilities.

[22] Government of Tuvalu (2011) *Draft Tuvalu Education Strategic Plan II: 2011-2015*, p 9

[23] Each school has a Management Committee, which consists of community members, a Kaupule member, the School Head and the Assistant Head. The Committee tends to meet once a month, and is responsible for approving programs affecting children and disseminating information to the community. The Committee also decides on the contributions to be provided by parents and fund raising activities.

[24]UNICEF has provided support to the Solomon Islands Ministry of Education and Human Resources (MEHRD) and the Kiribati Ministry of Education (MoE) to help them strengthen School Committees.

[25]At present the draft National Education Policy provides little guidance on the role and function of Parent-Teacher Committees.

[26]Training needs to continue over time, as members of the Parent-Teacher Committee may leave and new member may be appointed who need to be trained. The training program will include organizational skills such as planning and management, combined with process skills such as team building, interpersonal relations and conflict resolutions. Intensive training will be conducted in financial management.

- Improve school functions through the development of **costed minimum quality standards (MQS)**[27]**.** The aim would be to move schools towards standards that address all elements that influence the wellbeing and rights of the child as a learner and the main beneficiary of teaching. UNICEF would support the MEYS to develop a set of quality standards that reflect what a good school should look like. The Standards would allow for the monitoring of the (holistic) development of schools by the MEYS, Parent Teacher Association and the School Committee.

- Leading on from the development of the MQS would be the **development of rolling, costed and prioritized School Improvement Plans (SIP)** that translates school decisions into tangible improvements. The plans would be developed by the School Management Committee, in consultation with the Parent Teacher Association, and would include a description of school improvement goals; a strategy to achieve these goals that is shared and supported by all involved; and a measure by which future school performance can be assessed. The aim would be to empower principals, teachers and the community by devolving decision making power to them.

- Encourage the accountability of school management. UNICEF would support MEYS to conduct **training on community accountability and transparency** to promote information exchanges and encourage community involvement in decision making.

- Increase the transparency of education decision making by designing and **implementing an Information Education Communication (IEC) strategy**. UNICEF would support the dissemination of key management decisions, education data, policies and programs that affect the school level. Results would be published through the weekly radio broadcast, notice boards and special publications with the aim of promoting full accountability and transparency[28].

At the outset MEYS and UNICEF would conduct a scoping mission to collect baseline data and determine the following governance questions:

- How well do the current school management structures function?
- Can existing governance structures be improved?

As previously noted, the SG program would be implemented during Phase 2, pending the approval of a School Grants design at the end of Phase One by the programme's oversight committee. The objectives of the program would include: (i) improving the quality of education by providing resources for non-salary expenditures down to the school level, thereby addressing the shortage of resources for basic instructional supplies and materials as well as for operating costs; (ii) replacing various types of school fees paid by students to cover these types of expenditures; and (iii)

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[27]MEYS counterparts would be provided with the opportunity to learn from the experience of their Solomon Islands counterparts through strategic meetings and study tours.

[28]The World Bank (2007) rightly states that no matter how good a government project is, it usually will not make any difference if people cannot understand it. This is especially true of school-based management since it involves people who are unlikely to have been involved in managing an institution before, which is why SBM programs need to include information, communication and training components. As per UNICEF's experience in Vanuatu and the Solomon Islands, the programme will support capacity building of a dedicated counterpart in the MEYS who will serve as the Communication Officer for the MEYS. This is a crucial role which requires someone with the skills to design communication campaigns and coordinate public communication initiatives for the MEYS.

enhancing effectiveness of resources use through more SBM[29]. The SG program would be linked to the development of costed MQS and school improvement plans.

UNICEF would support the MEYS to define the following design criteria for the SG scheme:

- Program purpose: what objectives would the SG scheme target i.e. equity, quality, efficiency, access, teacher behavior or learning outcomes?
- Funding formula: would poverty rates and student population determine the funding amount?
- Funds flow mechanism: would the SG go directly to the school via their school bank accounts, or would it be sent to the Kaupule[30]?
- Coverage of the grants: what can and can't the grants be used for i.e. basic pedagogical inputs at the school level or will they be more general, covering infrastructure, equipment and teacher development?
- Implementation/management/monitoring: what arrangements would be put in place to ensure the success of the scheme i.e. oversight committees, guidelines, training programs and monitoring systems to promote accountability of fund use?

This funding proposal excludes the costs associated with the school grants disbursements, as it is the intention that the design process will provide the basis on which to recommend a funding formula as well as the management structure for this initiative. The key purpose for Phase One is therefore to ensure the selection of the most appropriate School Grant model for Tuvalu, based on a strong understanding by the MEYS of experiences from other Pacific Island Countries. As such, opportunities would be provided for education stakeholders to learn from SG programs around the Pacific (Samoa, Solomon Islands and Tonga) through the organisation of strategic events to facilitate Pacific to Pacific knowledge.

Indicative Partners: To be determined

Proposed Support: Teacher Training Development

There is a substantial body of research internationally which affirms that quality education is not possible without quality teaching. Teachers are at the heart of every education system, and plans and strategies for the initial preparation and ongoing professional development of teachers are central elements of achieving goals and targets relating to quality, access and equity in education[31]. International research has also found that teacher subject knowledge exerts a statistically and quantitatively significant impact on student achievement[32]. However, many teachers lack subject specific knowledge, especially at the secondary education level in areas like mathematics and science. Moreover, opportunities for ongoing professional development (particular) for rural schools) are scarce, which leaves the improvement of teaching practices to chance.

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[29]B. Fredriksen (2007), *School Grants: One Efficient Instrument to Address Key Barriers to Attaining Education For All,* p 2

[30]Each Island has a branch of the Bank of Tuvalu, and each Island has an account. At present the MEYS builds classrooms, and the Kaupules are responsible for their maintenance. Each Kaupule has the equivalent to a Minister for Education, they are responsible for discipline, student attendance and teacher performance.

[31]Pacific Islands Forum (2009),Pacific Education Development Framework (PEDF) 2009-2015, p 13

[32]Research by J. Metzler and L. Woessmann (2010) has shown that one standard deviation increase in teacher test scores raises student test scores by about 10% of a standard deviation.

UNICEF Pacific would support the MEYS to design a subject specific upgrading program for year 7 and 8 teachers over five years[33]. The objective of the program would be to improve the competencies and skills of junior secondary teachers and in doing so contribute to enhancing students' learning.

This objective would be achieved by upgrading the subject specific knowledge and competencies of all year 7 and 8 school teachers in Tuvalu, which would bring these teachers to an equivalent of a professional certification. This would enable these teachers to meet the standards required for teacher certification. These interventions are aligned with the TESP II's focus of strengthening in-country teaching of key learning areas, specifically mathematics, English and science[34].

UNICEF would work with the MEYS to administer the program which would consist of modular courses to be delivered by an accredited teachers' college[35]. Teachers would be eligible to obtain an accredited professional certification, which would be highly motivational, as it would give under-qualified teachers the opportunity to upgrade their skills, enhance their teaching careers, and become eligible for promotions and other benefits.

The program of support would consist of technical assistance and implementation support to MEYS. The technical assistance to be provided would assist MEYS and the teachers' college with the preparation of tools to assess the level of competencies and skills of secondary teachers, and based on this assessment, to design a modular program for upgrading their subject specific skills. The program would be designed in consultation with teachers to ascertain their needs interests and strengths. This information is important to determine the goals, content, best delivery method, and evaluation of the activity.

The pedagogical component of the program would contain four key elements: (i) methods for helping teachers acquire specific skills for teaching the existing curriculum; (ii) methods for teaching meaningful rather than just rote learning; (iii) methods for developing in pupil's positive attitudes to lifelong learning; and (iv) methods for helping teachers engage in curriculum development[36]. The modular programs would also equip teachers with the skills to identify and support at risk/disadvantaged students. Participating teachers would be trained in remedial intervention strategies to support year 7 and 8 students to achieve learning outcomes. In addition, the assistance would also provide implementation support for the evaluation of the program after two years and the preparation of a plan for scaling up this initiative using the evaluation data.

UNICEF would also support the MEYS to develop a teachers' Code of Ethics. The Code would be an expression and an elaboration of the values and principles that are central to what it means to be a member of the teaching profession. The Code would be aspirational and integral to good practices for teachers. The Code would be based on the South Pacific Teacher Code of Ethics.

Finally, the program would also include action research on Time on Task and absenteeism and school drop-out. International research has concluded that without adequate time on task, no learning is

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[33]Teacher development involves change over time and is achieved in stages. International research notes that it takes ten to fifteen years to achieve long-term goals. This program would be the first stage at facilitating change in the classroom.

[34]Government of Tuvalu (2011) *Draft Tuvalu Education Strategic Plan II: 2011-2015*, p 5

[35]UNICEF would form a partnership with accredited regional teacher training institutions such as the Kiribati Teachers' College, USP or Fiji National University to deliver the courses.

[36]Adapted from Helen J. Craig, Richard J. Kraft and Joy du Plessis (1998), *Teacher Development Making an Impact,* p 109.

possible[37]. It has been argued that a concerted management focus to assure that schools provide the basic elements of an opportunity to learn (OTL) could yield big improvements in learning outcomes[38]. UNICEF would support research on "Time on Task" to answer the following:

- What do we know about teacher presence in school?
- How is teacher time distributed when in school?
- What is the impact of that on students' learning time?

UNICEF and the MEYS would also conduct research on absenteeism, drop-out and repetition in Primary and Junior Secondary Education, which could include an analysis of the problems with the transition from preparatory school to year 1 and year 8 to year 9. The research will attempt to understand the underlying causes of absenteeism, drop-out and repetition, and develop strategies for addressing student attendance. Absenteeism is recognised as having a strong direct impact on student achievement.

Indicative Partners: Fiji National University (FNU) and/or KTC, USP, Council of Pacific Education and UNESCO.

Proposed Support: Early Grade Literacy

Early Childhood (years 0 to 8) is a period marked by rapid transformation in physical, cognitive, linguistic, social and emotional development. As a result, what happens to a child during the early years sets trajectories in health, learning and behaviours that can last throughout their lives[39].

Strong international evidence points to the considerable impact of children's participation in Early Childhood Care and Education (ECCE) opportunities and their social and emotional development and well-being. Research conducted in low economic countries has shown that such programs improve retention rates in primary school, social development and academic performance. In addition, studies have shown that children attending preschool did better than those who did not, as evidenced in their first grade competencies[40]. Overall, ECCE programs have been shown to be important in retention, learning and enrolment and are very effective in countering the effects of disadvantage.

UNICEF Pacific would support the MEYS to design and implement an ECCE program that focused on strengthening young children's (ages 3 to 8) early development and readiness for starting school at the prescribed age and with the appropriate competencies. The program would be aligned with recent Early Grade Literacy activities on assessment of literacy and numeracy. The aim of the program would be to increase both the child's readiness for primary school and the primary school's readiness to receive the child and cultivate optimal learning environments for its youngest students.

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[37]USAID (2008), *Opportunity to Learn: A high impact strategy for improving educational outcomes in developing countries.*
[38]Eight crucial elements have been identified that create a basic opportunity to learn, these are: hours in school year; days a school is open, teacher attendance and punctuality, student attendance and punctuality, teacher-student ratio, instructional material per student, time in classroom on task; and reading skills taught by grade.
[39]Martin et al 2000; Malenka et al., 1999; Hensch, 2005; Mustard, 2002 quoted in Pacific Islands Forum Secretariat (2010), *Early Childhood Care and Education in the Pacific Region: A Progress Review,* p 2
[40]UNESCO research quoted in Pacific Islands Forum Secretariat (2010), *Early Childhood Care and Education in the Pacific Region: A Progress Review,* p 3.

These interventions are aligned with TESP II's focus on maintaining access to Early Childhood Care Education [41].

The program would include the following:

- **Finalisation and implementation of the national policy on ECCE**: assist in the finalisation and implementation of the National policy for ECCE and revise the existing framework/policy to ensure a coordinated approach leading to holistic development of children. The policy would also take into account the various forms of informal systems of preschool education that exist in Tuvalu run by communities, Kaupule, faith groups and non-government organisations (NGOs).
- **Evidenced based advocacy**: UNICEF would support the ECCE Officer to develop a communication strategy to raise awareness and knowledge of the importance of ECCE and to promote strategies to increase enrollment and retention. Existing mechanisms such as the weekly radio broadcast would be used for advocacy.
- **Developing comprehensive ECCE standards**: the absence of a national ECCE curriculum and minimum standards, can contribute to low quality and low attainments. Priority would be to develop Early Learning and Development Standards (ELDS). The Standards would be developed through a consultative community wide process, and they would be used for a range of purposes, including curriculum development, teacher education, parent information and national monitoring[42].
- **Teacher Capacity Development** (pre-service and in-service): professional development and training would be provided for ECCE and early grade teachers to give them an understanding of child development, their needs and characteristics, how children learn, develop and grow.
- **The provision of early grade language and literacy support:** for year 1 to 3 students to mitigate the factors that place children at risk of poor learning outcomes. Support would include: conducting a baseline and end line study on early grade literacy; intensive remedial instruction to improve basic skills; the production/provision of early literacy materials (with a particular focus on ensuring mother tongue materials for years 1 to 3); and the establishment of classroom reading centres, which include developmentally appropriate early reading series and play-based learning activities that can be used by children in the early primary grades. The experience of Pratham India in accelerating children's literacy and numeracy outcomes will be considered, as there is robust evidence noting the impact of their intensive remedial programme on children's learning outcomes[43].

Indicative Partners: Pacific Resources for Education and Learning; Pratham India; USP; Fiji National University (FNU); KTC.

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[41]Government of Tuvalu (2011) *Draft Tuvalu Education Strategic Plan II: 2011-2015*, p 6

[42]Early Learning and Development Standards are statements that specify what individual countries believe children should know and be able to do. ELDS is distinct from many early childhood development and learning tools because (i) it encourages countries to develop a values-based approach to determining children's learning and development needs, and (ii) it emphasises an holistic approach to children's growth, with standards incorporating all aspects of development including, for example, physical, cognitive, creative and (where appropriate) spiritual and moral development. ELDS does not encourage emphasis on individual, discrete aspects of development, such as Intelligence Quotient (IQ).

[43] Learning to Read 2 is an accelerated learning technique targeted at teaching children how to read and do basic arithmetic in 4-8 weeks. The technique does not follow the traditional sequential method of learning as it seeks to engage children in a variety of activities which through their interconnection rapidly build larger literacy/numeracy skills.

Proposed Support: Education Planning and Administration

Education by its nature is acknowledged as a very intensive user of human and financial resources. The goals set for the education sector and the strategies to be followed therefore need to be well integrated with national planning policies and planning frameworks. Strengthened governance, planning and policy frameworks are an essential requirement for sustained improvements in education outcomes.

Many Small Island States (SISs) need further assistance with capacity development in education sector planning, policy development, research and policy analysis, performance indicator development, costing and development of medium term expenditure frameworks.

UNICEF Pacific would provide technical and advisory support to the MEYS, to strengthen its strategic and planning capacity. The support would be aligned with the priorities and strategies that are set out in the *Pacific Education Development Framework (PEDF) 2009-2015* and TESP II, specifically its aim to improve the efficiency of management at all levels of administration[44]. Areas of focus would include:

- Support the MEYS to strengthen its Education Management Information System (EMIS) system. This would entail a review of the current excel based EMIS system as well as the prior PINEAPPLE based system. An EMIS Specialist with experience in Asia and the Pacific would provide the technical assistance for designing a revised EMIS system with the Senior Education Officer (Database Manager), and other stakeholders. Over Phase 1, a brief Education Statistical Digest would be produced based on the latest data which would also serve as a communication piece for the MEYS with other Ministries. Such digests would subsequently be produced for each year of the program. Opportunities would be provided for MEYS counterparts to learn from EMIS around the Pacific (Kiribati, Vanuatu and Solomon Islands) through the organisation of strategic events to facilitate Pacific to Pacific knowledge
- Assist in the finalisation and communication of the *Tuvalu Education Strategic Plan (TESP) II: 2011-2015*
- Support would be provided to assist the MEYS in the monitoring and evaluation (M&E) of TESP II, to be integrated with the EMIS.
- Support the establishment of an Education Partner Group. The group will be responsible for proactive Donor Partner coordination, including a time-based strategy for increasing alignment, harmonisation and related aspects of aid effectiveness.

Indicative Partners: DevInfo Support Group, SPBEA and UNESCO.

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[44]Government of Tuvalu (2011) *Draft Tuvalu Education Strategic Plan II: 2011-2015*, p 9

Programme Management, Monitoring and Evaluation

The programme will be managed by UNICEF Pacific, which will provide technical assistance to meet the agreed programme results. The key governance structure proposed is that of an oversight committee, which will be comprised of Government of Tuvalu, UNICEF Pacific and AusAID. This committee will meet at mid-year and end of year to review progress achieved and to collectively address any challenges faced. The Annual Joint Review will provide the forum in which the programme budget for the following year will be approved by the oversight committee. An Education Specialist based through in the Department of Education will provide support to ensuring governance processes, including annual reporting, are adhered to. The Performance Assessment Framework for the TESP 2 will serve as the basis for the overarching monitoring of the programme, in recognition of the need to align and support MEYS systems.

UNICEF would support the MEYS and the School Management Committee to conduct monitoring and evaluation of the program. Initially, pre-intervention data would be collected so that a baseline can be established in advance. Then on an annual basis an analysis of the quantitative and qualitative data gathered through the Tuvalu Education Management Information System (TEMIS) would be shared at the Annual Joint Review meeting which would allow for the MEYS to track the changes both at a school level as well as a system level. Quantitative data would include student attendance rates, suspension, expulsion, dropout rates, graduation rates and student performance on standaridsed achievement tests[45]. Qualitative data would be collected through parent, student and teacher satisfaction surveys.

As well as the annual evaluations a mid-term review will be conducted, to ensure that the target population is benefitting from the scheme. Furthermore information collected from the annual reviews would be used to improve the design and implementation of the program[46]. At the end of the five year program, UNICEF would support the MEYS to conduct an Impact Evaluation of the scheme.

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[45]In order to reduce government transaction costs the EMIS school survey could be modified to collect this additional information.
[46]Adjustments to the operating rules of the programs would be made on annual bases, in consultation with education stakeholders.

Resources

UNICEF will be seeking an investment of approximately **USD4,455,686 over five years** to implement the program of support outlined above to Tuvalu. The costs can be broken down as follows:

ITEM	YEAR					Sub-Total
	2011[47]	2012	2013	2014	2015	
School Based Management						
[a] Part-time School Based Management Specialist		125,410	125,410	125,410	125,410	**501,640**
[b] Training manuals and tools		10,500				**10,500**
Trial and evaluation of training manuals		10,500				**10,500**
Revision and printing of training resources		15,000				**15,000**
Distribution of training materials		10,500				**10,500**
Stakeholder Training		22,500	22,500	22,500	22,500	**90,000**
[c] SG training manuals and tools		10,500				**10,500**
Trial and evaluation of SG training manuals			10,500			**10,500**
Revision and printing of SG training resources			15,000		15,000	**30,000**
Distribution of training materials			10,500		10,500	**21,000**
Stakeholder SG Training		45,000	22,500	22,500	22,500	**112,500**
Stakeholder Training (school committees, school management, teachers, principals and parents) on SBM and Early Grade Literacy		45,000	22,500	22,500	22,500	**112,500**
Teacher Training & Development						
Part-time Teacher Training & Development Specialist		80,410	80,410	80,410	80,410	**321,640**
Stakeholder Training		45,000	22,500	22,500	22,500	**112,500**
Assessment tools		22,000	11,000	11,000	11,000	**55,000**
Modular Program Design		20,000	10,000	10,000	10,000	**50,000**
Implementation Support		21,000	10,500	10,500	10,500	**52,500**
Training manual and tools		10,500				**10,500**
[d] Subject Specific Teaching & Resources						**60,000**
Absenteeism in Primary and Secondary Schools Research		60,000				**60,000**
Time on Task Research		45,000				**45,000**
Early Grade Literacy						
Part-time Early Grade Literacy Specialist	45,000[e]	125,410	125,410	125,410	125,410	**546,640**
Training manuals and tools		7,600				**7,600**
[f] 60 title classroom library set for all ECCE schools		7,600				**7,600**
Shelving and storage materials for each school		17,100				**17,100**
Training for teachers and school heads		36,000	18,000	18,000	18,000	**90,000**

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[47] As this proposal is being submitted in October 2011 it is not anticipated that there will be significant costs in 2011, save for those associated with the recruitment of technical assistance for the programme. Where costs are not spent in 2011, it is noted that they will be expended within the 2012 budget year.

[g] Information Education Communication strategy on SBM and Early Grade Literacy		45,000	30,000	30,000	30,000	**135,000**
Baseline & End line Study		35,000			35,000	**70,000**
Education Planning						
Part-time EMIS Specialist	30,000	83,607	63,607	63,607		**240,821**
Production of Statistics Digest	15,000	15,000	15,000	15,000	50,000[h]	**110,000**
Programme Management, Monitoring & Evaluation						
In-country Program Assistant	8,750	36,000	37,000	38,000	39,000	**158,750**
In-country Education Specialist	37,500	150,000	150,000	150,000	150,000	**637,500**
International travel for Pacific to Pacific learning and monitoring		40,000		40,000		**80,000**
[i] Program Monitoring & Evaluation	15,000	20,000	40,000	20,000	40,000	**135,000**
[j] 12% UNICEF New York and Pacific Administration Costs						**477,395**
Grand Total[k]						**4,455,686**

Notes

[a] The part-time Specialists will be engaged for up to 6 months each year. The sum includes the Daily Subsistence Allowance (DSA) for Tuvalu and flight costs.

[b] Includes translation services.

[c] UNICEF's support to piloting a school grants scheme in Tuvalu would depend on agreement of a design with the MOES.

[d] All 10 primary schools will be furnished with subject specific reading materials.

[e] Sum is for the design phase consultancy.

[f] Figures based on Read Pacific's essential literacy packages. Price includes freight costs.

[g] Includes: TV and radio spots; press releases and the publication of brochures; and the engagement of drama groups etc.

[h] Will include reporting required for the EFA Mid-Decade Assessment, and other data requirements.

[i] The timing of the program evaluations will be determined by stakeholders.

[j] 7% Administration Costs UNICEF New York and 5% Administration Costs UNICEF Pacific.

[k] Currency fluctuations may affect the cost of the program.

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