

# Desk Study for the Evaluation of the Cook Islands Education Sector Budget Support Grant Funding Arrangement



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# 1. Abstract

The Education Sector Budget Support is a grant funding arrangement (GFA) between the Cook Islands Ministries of Education (MOE), Finance and Economic Management and the New Zealand Ministry of Foreign Affairs and Trade (MFAT). It was signed in July of 2012 and ends in June 2015.

The goal of the Activity is to 'contribute to the implementation of the strategic and operational plans of MOE'. The evaluation focuses on the outputs and related activities supported by the GFA, particularly those outlined in its Results Measurement Table. The time period covered is 1 July 2012 to 1 October 2014. The geographic focus is the Cook Islands.

This report is the result of a Desk Study of relevant documents and reports.

NZ funding contributes directly to the achievement of the MOE Business Plans and Statement of Intent. These plans have been aligned with and are relevant to the Cook Islands Education Master Plan 2008-2023 (EMP). In turn the EMP is aligned to Cook Islands national goals stated in the National Sustainable Development Plan (NSDP) 2011-2015.

The activities supported under the GFA have contributed to the effectiveness of the education system by supporting a range of initiatives to produce the results indicated in the GFA and has contributed to achieving the desired outcomes.

It appears that NZ funding is being used for the intended purposes to support the activities agreed in the GFA.

The outputs and related activities enabled under the Arrangement have contributed to progressing the short and medium term outcomes sought in the Results Measurement Table.

It can be concluded that if NZ funding was not available, without a commensurate increase in budget from Cook Island Government or other sources, current activities could not be sustained or progress to achieve desired outcomes maintained.

There are some areas where an enhancement or refocusing of the outputs and activities enabled by the Arrangement may lead to more sustainable outcomes in the future.



## 2. Executive Summary

### THE ACTIVITY

The Education Sector Budget Support is a grant funding arrangement (GFA) between the Cook Islands Ministry of Education (MOE), the Cook Islands Ministry of Finance and Economic Management (MFEM) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT). The overarching goal of the GFA was to 'contribute to the implementation of the strategic and operational plans of MOE,' The GFA was signed in July of 2012 and makes available to the MOE a total of NZD \$9,525,000 until June 2015.

### EVALUATION PURPOSE AND DESIGN

The evaluation will cover all outputs and related activities supported by the GFA, specifically those outlined in its Results Measurement Table (RMT). The time period covered is 1 July 2012 to 1 October 2014. The geographic focus is the Cook Islands (CI).

This report is the output of Phase 1 of the evaluation and involves a Desk Study of relevant documents and will address the evaluation questions in the Terms of Reference (TOR).

### FINDINGS and CONCLUSIONS

#### 1: Relevance

The outputs and related activities enabled by the GFA contribute directly to the achievement of the goals and targets in the MOE Business Plans and Statement of Intent (SOI). These plans have been aligned with and are relevant to the Cook Islands Education Master Plan 2008-2023 (EMP).

In turn the EMP is aligned to Cook Islands national goals stated in the NSDP 2011-2015 and the Joint Commitment for Development (JCfD) between the NZ and CI governments.

#### 2: Effectiveness

NZ support has contributed to the effectiveness of the education system by supporting a range of activities to produce the outputs and achieve the results indicated in the GFA RMT. It can be concluded that MOE activities supported by NZ funds have to a significant extent led to the desired outcomes.

##### ***2.1: All children in school and completing basic education***

Early Childhood Education (ECE) enrolment will continue to be a focus for MOE with the change in eligibility to 3 years of age (from 3½) increasing the target group for ECE.

Activities have provided additional support for students with special needs but there is limited local capacity in this area, notably in the capacity to assess the children and determine the appropriate individual programmes.

The on-line learning programme for Pa Enea, Te Kura Uira is an innovative model and has the potential to improve learning outcomes for Pa Enea students. Short-term performance data indicates that current students have made significant positive progress, but longer-term tracking of achievement is required. Quality of delivery also



remains significantly affected by connectivity and reliability of internet service to the Northern Group.

A number of activities have been targeted to improve retention and achievement at senior secondary school level (e.g., the Dual Pathways and Academies initiatives). Retention has increased from Years 11-12. However, there has been a drop in retention from Years 12-13 over the last three years which may, in part, be due to students leaving to study overseas. The gender bias towards female enrolment becomes marked at this level. National Certificate of Education Achievement (NCEA) rates have continued to improve from baseline levels. The 2014 results show improvements in achievement rates at all NCEA levels with Levels 2 and 3 achievement improving by close to 20%.

There is increased capacity to provide pastoral care and guidance at secondary school level on Rarotonga and Aitutaki.

The ability to continue to provide equitable education services to the Pa Enua has become highly compromised by the costs involved. Increased costs of freight, airfares, electricity and communication make it very difficult for MOE to provide services for Pa Enua.

### ***2.2: An increased number of children able to read and write***

MOE has a range of activities targeted to improve literacy and numeracy achievement. Maori literacy achievement, as measured at Year 4, is tracking above the 2015 target. However, progress in English literacy achievement at Year 4 appears to have slowed<sup>1</sup>. This may be explained by greater emphasis on proficiency in CI Maori at years 1-3. Student literacy achievement in English improves as schooling progresses and later literacy targets are being met (as shown in NCEA literacy results). Improvements at the Year 3 numeracy assessment point are evident. NCEA Level 1 students' achievement of numeracy and literacy requirements has improved.

There is a lack of written resources in CI Maori to support literacy development. MOE is continuing to write, publish and distribute new reading resources in Cook Islands Maori.

It has been difficult finding resources to target adult literacy. With the establishment of the Cook Island Tertiary Training Institute (CITTI) MOE is now able to give some attention to programmes for literacy and numeracy in the wider community.

### ***2.3: Trained and effective teachers***

NZ support has enabled a significant number of activities to improve teacher qualifications, provide targeted professional development and support teachers' practice. While it is difficult to attribute student outcomes directly to teacher performance it can be assumed that more trained and effective principals and teachers have contributed to improved outcomes.

Principals' training has led to improved school leadership. Some training has been targeted for 'First Time' and 'Aspiring' Principals who are enrolled in courses at both

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<sup>1</sup> This is based on short-term data and small numbers of students so figures can be subject to fairly significant annual fluctuations.



Auckland and Waikato Universities. In addition MOE has an annual Principals Conference and provides specific professional development through the year.

MOE is working to upskill the teaching workforce and maintain their teacher registration. Since the passing of the Education Act (December 2012) teachers are required to be working towards a first degree. The MOE and CI University of the South Pacific (USP) have a collaboration to enable people involved in the education sector to gain qualifications at a range of levels.

A 'Fast Track' teacher training programme is increasing the number of trained CI teachers available. The programme has graduated 12 teachers, with 7 available to teach specialist subjects at secondary schools.

Outputs such as the development of a Workforce Plan and implementation of the Performance Management System have been achieved.

Significant improvements have been made in the IT capacity and capability of the education sector during this period.

Recruitment and retention of quality personnel is a major issue for the MOE. There is a reliance on expatriate staff for Advisory and specialist positions. This is not unique to MOE and that MOE's ability to change this is hampered by the broader public service framework which affects pay scales.

#### **2.4: Quality Assurance Infrastructure**

Targets for scheduled reviews of schools and for programme evaluations are being met.

School building Warrants of Fitness appear to be reliant on the completion of a new building code which has been delayed.

The role of School Committees and parents participation in school committees requires further evaluation.

#### **2.5: Young people appropriately skilled to participate in the labour market**

The Technical Vocational Education and Training (TVET) sector has been re-structured during the period of this evaluation. Significant progress has been made to establish the strategy, structures, staffing and programmes for the tertiary and community education sectors.

New Zealand's support has been critical in the establishment of the CITTI enabling the appointment of appropriately qualified staff (expatriate) and covering the costs of running the courses.

Both the Hospitality and Trade Schools have gained City and Guilds and NZQA accreditations and developed partnerships to run a range of programmes. The Nursing programme now operates under the CITTI umbrella and graduates must meet CI Nursing Council requirements.

An Apprenticeship scheme (2014) with the hospitality industry is a cost effective model for providing training and is a model that could be expanded in the future.

A range of short courses have been developed and offered by CITTI to the wider community. Courses are also offered for Pa Enua where there are several training centres (3 in 2014). A programme for youth identified as being 'at risk' allows them to follow a basic mixed trade programme.



The Dual Pathways programme targets students in secondary schools. Students gain both school based and industry based units in a range of areas including, carpentry, hospitality and automotive. Pa Enea students have access to Dual Pathways through block courses facilitated by visiting tutors.

Data used to establish indicators for TVET in the GFA RMT need to be re-negotiated to take into account the new environment and actual activities.

Tertiary education in CI is affected by a lack of economies of scale and is heavily reliant on New Zealand's support. This will continue to be the case until local capacity is improved and partnerships with industry formed.

## **2.6: Constraints**

A number of factors had the potential to significantly constrain the ability of MOE to implement outputs and achieve sought outcomes during this period.

The passing of the Education Act in December 2012 changed the age of funded education, to lower the entitlement to 3 years of age and increase the age of compulsory education to 16 years of age. MOE did not receive additional funding to cater for any changes in delivery required.

The merger with the Department of Human Resource Development (DNHRD) in July 2012 required the development of the new tertiary institute CITTI. This involved recruitment of new staff, the renewal of and achievement of new accreditations and the establishment of programmes. These activities had cost implications and caused disruption to service delivery.

An arson attack on two Rarotonga schools (2013) and the discovery of asbestos in schools has caused disruption to the schools concerned, increased costs for MOE and school communities and required a review of school security.

Changes, within the CI Public Sector, to staffing structures and remuneration have affected recruitment and retention of adequately qualified staff.

There are constraints on MOE's ability to provide equitable access to education services for the Pa Enea with population depletion of some islands, combined with increasing expenses and poor communication links.

## **3 Efficiency**

### **3.1 System and Ministry Efficiency**

Overall aid management functions and systems are well established and coordinated.

At approximately 3.5% of GDP the CIG appropriation for Education appears to be low compared to both developed and developing countries and gains in the education sector are likely to be dependent on activities funded by donors. The New Zealand contribution to the MOE budget makes up approximately 20% of the CIG expenditure on education (18% in 2013/14) and funds the majority of initiatives and activities, outside base salaries and the small operational grants to schools. This has been a period in which the real buying power of the MOE has continued to decrease. Pa Enea schools are particularly disadvantaged by increases in freight and communication costs.



MOE reports every 6 months and annually on budget expenditure and variance and has shown evidence of being proactive in managing situations that would cause changes in budgeted expenditure.

Over the first two years of the GFA total expenditure has been close to budget, 1.4% under expenditure in 2012/13 and 1.5% over expenditure in 2013/14. Variances can be more significant at 3 monthly and 6 monthly points, most often due to the phasing of supply.

NZ funds are largely targeted to operating costs with a small proportion supporting salary supplementation. Additional personnel costs were supported in 2013/14 due to shortfalls in the MOE personnel budget, caused largely by the impact of the job sizing exercise carried out by the Office of the Public Service Commissioner (OPSC).

There have been changes in the way NZ supports the tertiary sector with CITTI receiving 56% of its operating costs from NZ funds in 2013/14. The sector has the difficulty of competing with CI students' access to tertiary education in NZ and needs to be focused on local needs at a practical level. Numbers of students are going to be small at a relatively high per student cost. Sharing training costs with industry has the greatest potential for reducing costs in this sector as consumables would be covered by employers.

It appears that New Zealand's funding is being used for the intended purposes. There are few opportunities for significant efficiency gains within the schooling system.

If the efficiency of the system is measured in student results then some comparisons between CI and NZ would be useful but different assessment tools, language policies and the age levels at which results are measured make this difficult. While CI NCEA results compare favourably to those in NZ, retention rates<sup>2</sup> measured over a whole cohort, are lower. However, a number of students may have left to study overseas at this stage of their schooling and longer term trends show an improvement in retention rates.

### **3.2 Value for Money**

There are a number of initiatives, supported by NZ funds, where value for money is discussed in this Report. Examples are:

- The range of initiatives to improve teacher qualifications
- The Fast Track Teacher programme
- The Apprenticeship programme at CITTI
- The IT Internships at MOE
- CITTI achievement of City and Guilds (CG) and New Zealand Qualifications Authority (NZQA) Accreditations.

Some activity costs have been included in this report and more detailed analysis of value for money would be possible in Phase 2 of this evaluation.

## **4 Sustainability**

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<sup>2</sup> In 2014 75% of CI students progressed to year 12 and 54% to year13, compared with NZ where 83% of 17 year olds were still at school. (NZ students typically turn 17 in year 12 or 13)

Without New Zealand's support and, without a commensurate increase in budget from CIG or other sources, current activities could not be sustained or progress to achieve desired outcomes maintained.

There are some areas where an enhancement or refocusing of the NZ funds may lead to more sustainable outcomes going forward.

The sustainability of continuing to employ expatriate personnel may require closer consideration. There are cost implications in recruiting expatriate staff and in supplementing salaries but there is not an adequate pool of trained and qualified Cook Islanders, willing to work in the CI education system, to meet the range of specialist needs. Retention of expatriate teachers is made difficult by the 3 year term of contracts, superannuation and immigration restrictions. It is most likely that expatriate staff will continue to be required and improved retention would increase sustainability. To achieve this CIG will need to review the restrictions and incentives that affect retention.

Attempts have been made to provide scholarships and incentives for Cook Islanders to accept positions in the CI education sector but, with qualified CI citizens having ready access to employment in NZ, the recruitment difficulties will not easily be resolved.

The sustainability of Te Kura Uira depends on its ability to attract staff, resolve connectivity issues with some areas and increase the range of courses and deliver to a wider group of participants. This may be constrained by lack of resources to develop and deliver courses.

The impact of the different school language policies on longer term outcomes for students will be a focus of the NZ Pacific Literacy School Leadership Programme (PLSLP) due to commence in 2015. The PLSLP should also evaluate the capacity of teachers to enhance learning in the different levels of language immersion and at the transition to English to help improve literacy outcomes.

The sustainability of CITTI will depend on reducing the per student costs. This may be achieved by increased use of alternative delivery mechanisms, using established on-line courses and by expanding the 'Apprenticeship' model now operating within the Hospitality industry and to an extent in the Nursing School.

Achieving and sustaining desired outcomes for youth post-compulsory education and training is an area for ongoing and enhanced focus.

Potentially the greatest challenge to sustaining and improving education outcomes is the challenge of servicing Pa Enea in all areas of education. Providing equitable and quality education opportunities for Pa Enea will continue to be a significant drain on the MOE budget and with increasing costs become more difficult to sustain.



## RECOMMENDATIONS

This Evaluation Report is based on a Desk Study and is largely limited to the analysis of data and information available in the documents listed in Appendix 1. The TOR specified a limited timeframe (originally October 2014) so not all 2014 results have been included or analysed.

As a result these recommendations should be seen as preliminary.

It is recommended:

1. That New Zealand's support to the Cook Islands education sector should be continued to assist the CIG achieve the goals of the EMP. (In education, initiatives take time to become embedded).
  
1. That an in-country consultation would enable verification of information used for the Desk Study and would allow causality to be investigated with the wider range of stakeholders who provide services and are affected by education outputs and outcomes.
  
2. That the scope of the evaluation should be increased to allow incorporation of all 2014 results.<sup>3</sup>
  
3. That the Results Measurement Table for the Grant Funding Arrangement (if renewed) is reviewed and revised to develop measureable indicators for the outputs. Also to reflect the changes in the tertiary sector.
  
4. That there is a closer alignment between the four MOE focus areas (as included in MOE reports to the OPSC) and the six areas reported in the GFA RMT, and that a re-design of the Activity should take this into account.
  
5. That the CIG consider changes to employment conditions that would encourage expatriate staff to stay in the CI and continue in the employment of the MOE.
  
6. That while current initiatives supported by NZ funding may be continued the following areas are given priority going forward:
  - Increasing enrolment and capacity in ECE (to accommodate increased age range).
  - Continuing to improve literacy and numeracy outcomes in primary schools. (It is noted that the NZ Aid Funded PLSLP is likely to assist with this).
  - Focusing on retaining young people in post-compulsory education and training and raising the retention of boys/young men.
  - Identifying on-going costs of delivering equitable education services to Pa Enua and analysing what is possible within existing funding constraints, so

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<sup>3</sup> NCEA results are included but not those from other education sub-sectors.



that the most effective and efficient resolutions can be discussed and future funding options considered.

- Developing capacity to work with students with special needs.
- Continuing to support CITTI to develop more cost effective training models, which meet the needs of CI industry and business and build training partnerships.
- Continuing to develop a highly effective and efficient workforce for the education sector. (This recommendation can become more specific and refer to particular initiatives after further consultation and causality from current initiatives has been established).



### 3. Background

The population of the Cook Islands (CI) is spread over 15 islands and atolls, with a total land area of 240 square kilometres. Over 1400 kilometres separate the most distant islands of the country. Geographical division is most frequently defined as the Northern Group (Manihiki, Nassau, Palmerston, Penrhyn, Pukapuka, Rakahanga and Suvarrow); the Southern Group (Aitutaki, Atiu, Mangaia, Manuae, Mauke, Mitiaro, Takutea) and Rarotonga. Over two thirds of the population live on the island of Rarotonga, the seat of Government and the centre of commerce and tourism. The geographically dispersed islands and relatively small numbers of people on isolated islands provide a challenging environment in which to plan and develop education services.

The total population of the CI has changed little over the last three census with an increase in the number of residents who are not of CI ethnic origin. Migration flow is largely from the outer islands to Rarotonga, then to New Zealand and further afield. Many of those who leave the CI are from the younger demographic leaving an aging population in the CI.

Gross Domestic Product (GDP) per capita is high compared to other economies in the region. Tourism is estimated to account for around 65% of GDP followed by the marine sector, the pearl industry and fishing. The economy is particularly vulnerable to economic shocks and natural disasters.

Schools are established on all 12 permanently populated islands. There are 32 providers, 11 Primary Schools (10 have ECE Centres), 1 private ECE Centre, 4 Secondary Schools, 15 Area Schools (all with ECE Centres), one Tertiary Institute and a campus of the University of the South Pacific (USP). All schools are co-educational. The Government operates schools with the exception of the five church and three private schools, which receive the same allocation of funds from the national education budget as government schools. Total school enrolment in 2014 was 4,021 continuing a trend of slightly declining total numbers (2012 was 4,152)<sup>4</sup>, declining from over 4,500 in 2005 but levelling in recent years. Both CI Maori and English are used as languages of instruction.

The NZ Government has a long standing commitment to Cook Islands education. The sector support arrangement aligns to the Cook Islands National Sustainable Development Plan (NSDP) 2011-2015, NZ Aid Programme policy and budget priorities. Education sector support also features in the Joint Commitment for Development (JCfD) July 2011, which commits support from New Zealand to 2015.

The strategic direction for education is contained in the Cook Islands Education Master Plan 2008-23 (EMP) which encompasses early childhood to tertiary level education, inclusive of formal and informal educational opportunities. The CI Education Act 2012 has increased availability of government funded education by lowering eligibility to 3 years of age and increasing the compulsory leaving age from 15 to 16. The Act also banned all corporal punishment and clarified the mechanisms for tertiary education.

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<sup>4</sup> Cook Islands MOE Education Statistics Report 2014

## THE ACTIVITY

The Education Sector Budget Support is a grant funding arrangement (GFA) between the Cook Islands Ministry of Education (MOE), the Cook Islands Ministry of Finance and Economic Management (MFEM) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT). The GFA was signed in July of 2012 and makes available to the MOE a total of NZD \$9,525,000 until June 2015.

The overarching goal of the GFA was to 'contribute to the implementation of the strategic and operational plans of MOE,' which include the Education Master Plan 2008-2023 (EMP), the Education Statement of Intent (SOI) and the MOE's Business Planning (BP).

## EVALUATION PURPOSE AND DESIGN

### Purpose

The findings of the evaluation will be used by the Cook Islands Government (CIG) and MFAT to inform their thinking about whether to continue education sector budget support post 30 June 2015 and if so, whether changes are required.

The evaluation is being undertaken at this time because it is required under the current GFA which ends in June 2015.

### Scope

The evaluation will cover all outputs and related activities supported by the GFA, particularly those outlined in its Results Measurement Table. The time period covered is 1 July 2012 to 1 October 2014<sup>5</sup>. The geographic focus is the Cook Islands.

Education sector activities supported by other donors, or education sector activities supported by New Zealand but that are distinct from the sector budget support arrangement, are excluded from the scope of this evaluation, unless they impact on the sector budget support outputs and outcomes. A CI Programme level evaluation in 2015 will place greater focus on the sector budget support aid modality.

### Design

This report is the output of Phase 1 of an Evaluation of the Cook Islands Education Sector Budget Support Agreement. It involves a review of relevant documents (Appendix 1) and Skype discussions with senior staff from the CI MOE to clarify key points from the documents.

As far as possible, within the limitations of a Desk Study, this report addresses the evaluation questions in the TOR for the evaluation. It is guided by the DAC Quality Standards for Development Evaluation (2010) and the New Zealand Aid Programme Evaluation Policy (2014).

The report has been reviewed by MFAT and MOE staff, and an external Independent Evaluation Advisor.

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<sup>5</sup> With the inclusion of 2014 NCEA results.



## 4. Overarching Findings

### OBJECTIVE 1: RELEVANCE

*To what extent is sector budget support relevant to and aligned with government priorities, Including the NSDP, EMP, MOE SOI, MOE Business Plans and JCfD?*

The NZ GFA contributes directly to the achievement of the MOE Business Plans and SOI for 2010-2015. These plans have been aligned with and are relevant to the EMP. The achievement of the EMP Goals and Aims are integral to MOE planning and in turn inform the GFA RMT. Indicators for the RMT are largely those identified by the EMP and the SOI identifies priorities that match goals of the EMP. The extent to which the Outcomes and Outputs of the GFA align with the EMP and MOE BP and SOI is shown in the table included on the following page.

In turn the EMP is aligned to Cook Islands national goals stated in the NSDP 2011-2015 and referenced in the MOE BP<sup>6</sup>. Sector budget support is particularly aligned with MOE commitment to NSDP Strategic Objective 4.1,

“Our people fulfil their potential through equitable access to quality learning opportunities across the full spectrum of human endeavour”.

There is also a close alignment of MOE outputs, which increase capacity in the sector and in the wider population of the CI, with NSDP Strategic Objective 2.1,

“Our investment in infrastructure will foster economic growth, sustainable environment and livelihoods”.

Alignment can also be demonstrated with the CI Budget Policy Statement (BPS) 2014/15. Sector budget support, employed through MOE activities enables the achievement of government priorities identified in the BPS. For example, BPS2 to “revitalise growth in the Pa Enua” and BPS1 to “improve the well-being of our people”, are enabled by the programmes such as Te Kura Uira and the training delivered by CITTI for Pa Enua. These are both activities currently only made possible through support from the GFA.

In terms of regional and international mandates, MOE Business Plans and SOI are relevant to the UNESCO Education for All (EFA) goals, (that aim to meet the learning needs of all children, youth and adults by 2015), and the Pacific Education Development Framework (PEDF) 2009-2015.

The following table also indicates how the arrangement is relevant to and aligns with the Joint Commitment for Development (JCfD) in that it fulfils the aim of the partnership to support an increasing proportion of its aid spending through sector wide approaches and direct financing at a sector level. It aligns with the Education objective for, “A *better educated and skilled Cook Island population*”, under the agreed Priority Area of Human Development.

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<sup>6</sup> MOE Business Plan 2014/15. Section 1.3 Commitment to Strategic Objectives. P11

**Table 1: Alignment of GFA RMT with CI EMP, MOE SOI and BP, NSDP Objectives and the JCfD**

<b>GFA RMT</b>	<b>Cook Islands EMP Goals*</b>	<b>MOE SOI and BP</b>	<b>NSDP Strategies to achieve Objectives</b>	<b>JCfD</b>
	Adequate budget resource for education. (IS)			<p><b>Outcome</b> Educated and skilled Cook Islands population.</p> <p>NZ commits to supporting the CI EMP.</p>
<p><b>Outcome</b>-All Children in School and completing basic education.</p> <p><b>Outputs</b> -ECE participation. -Support for children with special needs. -On-line learning programmes for Pa Enuu. -Pastoral Care and Guidance Systems.</p>	<p>Equitable access for all learners to quality learning. (LT)</p> <p>Increased enrolment in ECE. (LT)</p> <p>Systems that enhance student wellbeing. (LT)</p> <p>Wide community support and understanding of inclusive education.(LC)</p>	<p><b>Priority Outcome 2</b></p> <p><b>Student Wellbeing:</b> That all learners are supported in their learning by an environment that is safe, acknowledges their individual needs and provides for their development</p>	<p>Ensure that parents and communities have confidence in our education system and support quality learning and development for the very young (ECE).</p> <p>Ensure equitable access for all learners to quality learning programmes.</p>	<p><b>Result</b> -Improved quality of education (from ECE to tertiary).</p>
<b>Outcome</b> -An increased				<b>Result</b>

<p>number of children able to read and write:</p> <p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>-Lead Teacher programme.</li> <li>-Maori language resources.</li> <li>-Pedagogical research.</li> <li>-Learning and the Community programmes.</li> <li>-Assessment tools refined.</li> <li>-Teacher professional development.</li> </ul>	<p>Improved Maori literacy at all levels. (TIKR)</p> <p>Centre of Excellence for all things CI. (TIKR)</p> <p>Improved Literacy and Numeracy Outcomes. (LT)</p>	<p><b>Priority Outcome 1 Literacy and Numeracy:</b></p> <p>That every learner has the literacy and numeracy skills required to access other learning.</p>	<p>Ensure that every child is literate and numerate by the end of Year 8.</p>	<p>-Improved literacy and numeracy outcomes.</p>
<p><b>Outcome</b>-Trained and Effective Teachers:</p> <p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>-Principals training.</li> <li>-Performance Management systems.</li> <li>-Teacher training.</li> <li>-Learning and Advisory Support.</li> <li>-Workforce planning.</li> <li>-Centre of Innovation.</li> <li>-Professional Development.</li> </ul>	<p>Relevant Learning and Teaching styles and methods. (TIKR)</p> <p>Well qualified and resourced teachers, administrators and support staff. (IS)</p>	<p><b>Priority Outcome 3 Programmes and Delivery:</b> Relevant programmes that ensure Cook Islanders have the skills needed to access further education and contribute to the wider community are available. Delivery mechanisms are varied and meet the needs of all learners.</p>	<p>Ensure that every child is literate and numerate by the end of Year 8.</p> <p>Enable every young person to have access to the opportunity to develop knowledge and skills and gain qualifications that they need to contribute to the development of the Cook Islands.</p>	<p><b>Result</b></p> <p>-Improved quality of education (from ECE to tertiary).</p>
<p><b>Outcome</b>-Quality assurance infrastructure:</p> <p><b>Outputs</b></p>	<p>Increased participation by parents in education policy and decision making. (LC)</p>	<p><b>Priority Outcome 5 Responsive Management:</b> The</p>	<p>Ensure that parents and communities have confidence in our education system and</p>	



<ul style="list-style-type: none"> <li>-Media campaign and School Committee training.</li> <li>-Programme evaluations.</li> <li>-QMS implemented.</li> <li>-Fitness of Purpose school buildings.</li> </ul>	<p>High quality buildings, grounds and facilities (IS)</p> <p>High quality management systems. (IS)</p>	<p>Ministry of Education is capable, professional, efficient and receptive to the needs of and opportunities provided to the education sector in a manner that supports sustainable development of the sector.</p>	<p>support quality learning and development for the very young.</p>	
<p><b>Outcome</b>-Young people appropriately skilled to participate in labour market:</p> <p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>-TVET Strategy.</li> <li>-Increased TVET with ITO's.</li> <li>-Careers education and guidance.</li> <li>-Dual Pathways.</li> <li>-Training in the workplace programmes.</li> <li>-Adult literacy programmes.</li> </ul>	<p>Increased access to vocational courses at senior levels. (LT)</p> <p>Significantly increased participation in tertiary education. (LT)</p> <p>Increased numbers of accredited institutions and courses available in CI. (LT)</p> <p>Increased participation of the wider community in ongoing learning. (LC)</p>	<p><b>Priority Outcome 4</b></p> <p>Learning needs of the wider community are acknowledged and addressed through collaboration and partnerships with other agencies.</p>	<p>Ensure that the Education Sector is responsive to the training needs of the wider community through collaboration and partnerships with other agencies.</p> <p>Build capacity in the infrastructure sector. Provide access to up-to-date technical skills education and training.</p>	<p><b>Result</b></p> <ul style="list-style-type: none"> <li>- Improved senior school student NCEA and UE achievement levels.</li> </ul> <p><b>Result</b></p> <ul style="list-style-type: none"> <li>-Improved participation and completion of quality skills-based training and tertiary education courses.</li> </ul>



\* EMP goals are related to the 4 Focus areas: Taku Ipukarea Kia Rangatira (TIKR), Learning and Teaching (LT), Learning and the Community (LC) and Infrastructure and Support (IS)



*Do the type of activities delivered by MOE under sector budget support remain relevant to the education needs/demands in the Cook Islands?*

The type of activities identified by the MOE for inclusion as in the GFA RMT are strongly influenced by the goals and aims of the EMP and the indicators included in the NSDP.<sup>7</sup> They inform the indicators and targets in the RMT so there is a strong alignment between the RMT and CIG priorities. However, any redundancies in those documents now several years since inception (EMP 2008, NSDP 2011) are reflected in the RMT. As it now stands some RMT outputs and indicators could be re-defined, some outputs would be better described as activities and there are outputs that have no measureable indicators/targets.

To ensure currency and to take into account the realities of 2015 and beyond the RMT requires revision. For the purpose of the GFA, outputs can be matched more closely to the expenditure of NZ funds.

The MOE reports to the OPSC using government reporting processes and against four focus areas set by the MOE while the GFA RMT has six 'outcome' areas. In future a closer alignment between these areas would improve clarity in reporting

For the period covered by this evaluation the outputs and activities identified in the RMT are on the whole effective options for achieving the identified priorities.

For Example:

- For the priority associated with **increasing the literacy and numeracy achievement** appropriate activities and initiatives are:
  - Employment of Lead Teachers for in-school support (this is a strategy currently being promoted in NZ education reform).
  - Development of Maori language resources to support Maori literacy.
  - Developing CI relevant but internationally recognised assessment tools.
  - Improving teacher competence in Numeracy knowledge and teaching strategies.

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<sup>7</sup> NSDP indicators of how success will be measured

Enrolment rate for Early Childhood Education is 95% across all islands.  
65% Year 4 Literacy results in Cook Islands Maori at or above expected levels.  
60% Year 4 Literacy results in English at or above expected levels.  
90% NCEA Level 1 Numeracy rate.  
90% NCEA Level 1 Literacy rate.  
62% achievement in NCEA Level 1 qualification.  
70% retention rate from Year 11-12.  
Increase by 50% rate of tertiary qualified Cook Islanders.  
Increase by 50% rate of vocational education and training achievement.

- Supporting teachers to become reflective practitioners through Action Research.
- Providing a programme of professional development using MOE Advisors and external experts.



- For the priority associated with **upskilling young people to participate in the labour market** appropriate activities and initiatives are:
  - Establishing a TVET strategy.
  - Negotiating accreditations with NZQA and NZ ITOs.
  - Establishing training in the workplace (apprenticeship style) programmes.
  - Providing Dual Pathways for school students to gain both school and industry training and credits.
  - Increasing the career guidance and support available to secondary school students.
  
- For the priority to ensure CI has **well-qualified and effective teachers** appropriate activities and initiatives are:
  - Supporting the training of principals to improve school leadership.
  - Implementing the Performance Management system.
  - Subsidising the upgrading of teacher qualifications.
  - Providing Advisory support from MOE specialists.
  - Undertaking Workforce Planning.
  - Training teachers (Fast Track) and mentoring trainee teachers.



## OBJECTIVE 2: EFFECTIVENESS

### *To what extent have MOE activities supported by sector budget support led to (or not) the outcomes set out in its results framework?*

This section summarises achievement of identified outputs and outcome indicators that are included in the RMT<sup>8</sup> for this Activity. These are included in Appendix 5. The section is structured to follow the GFA RMT format. Firstly to identify the Outcome and secondly to report on Outcome Indicators. This is followed by comment on the achievement of Outputs.

Given the large number of outputs some will be explored in more detail than others. These are outputs that affect cross-cutting issues e.g., Te Kura Uira, or have the potential to affect change on a larger scale, e.g., improving school leadership and teacher effectiveness.

The RMT indicators do not include all activities and outputs that NZ funding has supported.

Unless referenced to other sources, data and information is drawn from the MOE Statistics Report 2014, the MOE Annual Reports, and information from discussions with senior MOE personnel.

#### **2.1 Outcome: All children in school and completing basic education**

##### **2.1.1 Outcome indicator: National ECE Enrolment Rate**

The National ECE Enrolment Rate for 2014 is 78% (79% F, 77% M). This is below the target indicator and appears to signify a decreasing enrolment rate. However, there is not a significant decrease in the number of children enrolled and the anomaly can be explained by the effect of legislative change. The Education Act (2012) increased the eligibility for ECE from 3½ to 3 years of age, increasing the pool of children targeted and the denominator of this indicator.

MOE has an initiative in place to target the extended age eligibility for ECE in areas of low enrolment, particularly in Pa Enuā. NZ support also enables the Te Kakaia initiative, home-based CI 'parents as first teachers' model.

Enrolment rates for all sectors are shown in (Table 1 Appendix 4).

Sections 2.1.2-2.1.4 below discuss the outputs and activities identified in the RMT to advance the Outcome 2.1

##### **2.1.2 Output: Special Education**

The development of the Inclusive Education Policy has given direction and guidelines for the support of students with special needs. However, there is limited local capacity and capability, particularly to diagnose and assess needs and determine appropriate individualised programmes.

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<sup>8</sup> MFAT Grant Funding Arrangement (GFA) -Cook Islands Education Sector Budget Support (July 2011). Attachment A -Amended Results Measurement Table 2014



The NZ funding arrangement has enabled a number of initiatives to support children with special needs. These include:

- Increased numbers of Teacher Aides employed to work alongside those students who have disabilities and special learning needs. Training for the Teacher Aides was initially provided through the Southern Institute of Technology (SIT) and most participants achieved the Certificate in Teacher Aiding. However, retention of Teacher Aides has been difficult, as the position is part-time and the rate of pay is low. A new training provider is required to train the new staff as the Southern Institute of Technology (no fees) no longer offers the course. The NZ Open Polytechnic is a possible alternative provider but will charge course fees.
- An assistive technology initiative involving the purchase of iPads, which were loaded with appropriate learning software and targeted to a specific student's needs. They are used especially with Pa Enea students.
- Recent employment of a well-qualified MOE Health and Inclusive Education Advisor, bringing a much needed depth to the team and providing support for those with unique learning needs.
- Contracting NZ special education expertise to undertake assessments of children and help develop individualised learning programmes.

Evaluating the effectiveness of these initiatives, by linking the interventions to student outcomes, requires further information and analysis.

### **2.1.3 Output: On-line Learning for Pa Enea**

The on-line learning programme for Pa Enea, Te Kura Uira (TKU) commenced in 2011 and was trialled in 2012 with a number of programmes. These included some Year 9 English for students in the Northern Group and two tutors worked with a small group of Year 11 students from schools in Mauke and Mitiaro. Mitiaro students received 5 weeks of tutoring while Mauke students received 3 weeks. Students attended classes 3x/week for one-to-one tutoring. MOE reported improvement in the student's comprehension and grammatical use of English.

For TKU 2013 was largely a year of consolidation and review of the trial. A principal/manager and teacher were appointed in 2013 and courses prepared for 2014. January 2014 commenced with the enrolment of 35 Year 9, 10 and 11 students from Penrhyn, Manihiki and Mitiaro. Of these 30 continued their enrolment (12 male, 18 female).<sup>9</sup> TKU focused on assisting students to reach expected standards of competence in literacy and numeracy to facilitate a more effective transition to secondary education at Tereora College.

There are indications that students made significant positive progress but the programme has not been active long enough to identify trends and track students to determine longer term outcomes. The end of year (2014) TKU report indicated that close to 90% of the students were 'below average' or 'at risk' in literacy achievement at the beginning of 2014 and this had changed to 55% as 'average' or 'above average' at the

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<sup>9</sup> Te Kura Uira. Annual Report 2014.



end of 2014. In numeracy 25% of students were 'average' or 'above average' in November 2013 and this had improved to 48% by the end of 2014.

The success of TKU relies on effective communication. There still remain significant issues with connectivity and reliability of internet service, which require patience and persistence for those in Pa Enea. Additional problems exist through a lack of capacity in remote areas to cope with the technology and range of technology platforms.

#### **2.1.4 Output: Pastoral care and guidance systems.**

There are now two Guidance Counsellors at Tereora College and one on Aitutaki and an itinerant Vocational Guidance Adviser working with schools. Careers education is provided from Year 9 but senior secondary levels are largely targeted and all Tereora Year 12 students are interviewed. Various Career Expos and events are supported.

## **2.2 Outcome: National Certificate of Educational Achievement**

### **2.2.1 Outcome Indicator: National retention rate at year 11 and 12**

The target to achieve 90% retention from year 10 to year 11 has been achieved (93% in 2014). The adjustment to a rate closer to 100% (From 111% in 2011 to 93% in 2014) is a positive indication suggesting that students are now moving through secondary school with their appropriate age cohort.

The target to achieve 75% retention from year 11 to year 12 was achieved in 2014 (an increase from 60% 2012 to 75% 2014).

However, there has been a drop in retention from Years 12-13, from 69% in 2012 to 54% in 2014. The gender bias towards female enrolment becomes marked at this level. Reasons for this drop in retention may be explained by students moving away from the CI to continue their study, by students moving to TVET or to employment. Further information is required about student destinations after year 12 and for the reasons for the apparent gender disparity.

### **2.2.2 Outcome Indicators: NCEA Achievement Rates**

NCEA results by actual participation<sup>10</sup> are improving; from 64% to 85% for Level 1, 66% to 75% for Level 2, 63% to 77% for Level 3. The 2014 results by cohort show improvements in achievement rates at all NCEA levels with Levels 2 and 3 achievement improving by close to 20%. Results for 2011-2014 are detailed (Tables 3 and 4, Appendix 4).

This improvement will have been influenced by the funding support from NZ which has enabled MOE to promote a number of activities targeted at improving retention and achievement. These have included:

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<sup>10</sup> There are two ways to portray NCEA achievement. Either based on the year level cohort or based on participation. The nature of NCEA is that students may participate at a different level from their cohort in some or all subjects. They may achieve an NCEA qualification in a year that does not correlate to their cohort year at school. Although cohort tracking is a measure of the efficiency of the system it does not show all assessment results. The difference between cohort and participation results becomes more apparent at NCEA Levels 2 and 3 where students are more likely to be participating in subjects at different and multiple levels.



- Increasing the range of subjects, providing more options for students moving to further education or the workforce.
- Employment of specialist teachers.
- The development of Academies at Tereora College, which provide programmes that emphasise some students' special areas of interest.
- The continuation of the Dual Pathways initiative.
- Greater support for isolated schools (E.g., Life Skills programmes offered in the Northern Group in carpentry, automotive engineering, drain laying, and electrical training).

## **2.3 Outcome: An increased number of children able to read and write**

### **2.3.1 Outcome indicators: Literacy Achievement.**

Literacy achievement, at year 4, is shown in (Tables 5 and 6, Appendix 4).

Maori literacy achievement as measured at Year 4 is tracking above the 2015 target with a significant improvement in 2013 results for the Northern Group. However, English literacy achievement appears to have slowed<sup>11</sup>. An explanation for this may be found in the CI approach to the language of instruction, where schools may choose until year 4 to instruct in Maori, in English, or take a bi-lingual approach. The MOE has been encouraging schools to use Maori as the first language at primary school and many schools are now using Maori as the language of instruction for years 1-3. This means that when students are assessed for this indicator they may have had only 1 year of schooling where English has been the main language of instruction.

There is evidence that student literacy achievement improves as schooling progresses and that later literacy targets are being met. At NCEA Level 1 students' achievement of literacy requirements increased from 85% in 2011 to 91% in 2013.

NCEA Level 1 literacy achievement is shown in (Table 7 Appendix 4).

### **2.3.2 Outcome indicator: Numeracy Achievement**

Numeracy achievement, at year 3, is shown in (Table 8, Appendix 4).

Improvements at the Year 3 assessment point are evident (68% in 2011-76% in 2013) and notably for the Northern Group (59% in 2011-95% in 2013).

Improvement in Level 1 students' achievement of numeracy requirements is also evident (85% in 2011 and 97% in 2013).

NCEA Level 1 numeracy achievement is shown in (Table 9 Appendix 4).

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<sup>11</sup> This is based on short-term data and small numbers of students so figures can be subject to fairly significant annual fluctuations.



### **2.3.3 Outputs/Activities: To improve literacy achievement**

With funding support from NZ MOE has activities targeted to improve literacy levels. These include:

- Continuation of the Lead Teacher programme.
- Professional development programmes for teachers, with 85% of teachers participating in a range of professional development opportunities.
- On-going development and refinement of assessment tools to inform the next steps for individual learners and allow for reliable and valid monitoring at a national level.
- Improvements to school libraries.
- Development of resources in CI Maori.

MOE is continuing to write, publish and distribute new reading resources in Cook Islands Maori. The MOE Annual Report 2013/2014 refers to an additional 20 titles for primary schools and a 2013/2014 emphasis on resources for secondary schools with 11 new titles completed at the time of reporting. An on-line Cook Islands Maori Dictionary is also now available as result of a project with Auckland University of Technology.

The extent to which these activities may have contributed to literacy achievements and what is needed going forward may be clarified by the NZ funded PLSP to commence in 2015. The PLSP will evaluate teachers' capacity to enhance learning in a bilingual context.

### **2.3.4 Outputs/Activities: To improve numeracy achievement**

With funding support from NZ, MOE has outputs and activities targeted to improve numeracy levels. These include:

- Continuation of the Lead Teacher programme.
- A range of in-service professional development programmes for teachers, with 85% of teachers participating in professional development.
- On-going development and refinement of assessment tools to inform the next steps for individual learners and allow for reliable and valid monitoring at a national level.
- Continued support for the Numeracy Project including specific teacher content knowledge professional development programmes. It was identified that a lack of depth of mathematical content knowledge by many primary school teachers impacted on their ability to develop numeracy strategies with students. Since 2011, the Ministry has enrolled teachers in a University of Auckland EDCURRIC 349 course which builds capability in the understanding and teaching of mathematics. In 2012 there was a 96% pass rate and a 100% pass rate in 2013. There are 25 students enrolled in 2014.

The effectiveness of this latter initiative/course has been evaluated by tracking the progress (in 2014) of students taught by graduates from EDCURRIC 349. This shows that student progress in 2 schools, where a significant number of teachers have completed the course, is significantly improved when compared with students from 1 school where only 2 teachers had completed the course. Measurements were taken at years 6 and 8, not the year 3 level indicated in the RMT. Numeracy achievement is further discussed in Section 5 of this Report.



### **2.3.5 Output: Adult Literacy and Numeracy**

It has been difficult finding resources to target the EMP aims relating to adult literacy. However, with the establishment of CITTI MOE is now able to give some attention to programmes for literacy and numeracy in the wider community. At CITTI students' literacy and numeracy is assessed to make sure they have the skills required to be successful in their training and some support is provided. The MOE has also been working with the Ministry of Justice to provide literacy, numeracy and communication programmes with the Prison Service and also integrates literacy and numeracy education in Life Skills programmes offered to Pa Enuā.

## **2.4 Outcome: Trained and effective teachers**

There are 2 indicators identified in the RMT for this outcome. However, these indicators do not adequately reflect the full support from NZ funding provided to achieve this outcome.

### **2.4.1 Outcome Indicator: Principals' completion of Auckland University programme**

The target is for 80% of new principals' participating to successfully complete the Auckland University First Time Principals' Programme. This was achieved in 2013 with 100% successfully completing from a baseline of 75% in 2012.

### **2.4.2 Outcome Indicator: Teachers completion of Professional Development**

The annual target is for 100% of teachers to complete professional development with an achievement rate of 86%. MOE reports that the lack of participation by private school teachers is being addressed through Memoranda of Understanding between the MOE and the schools.

### **2.4.3 Output: Principals Training**

Eight principals have successfully completed the Auckland University First Time Principals' Programme with 3 currently enrolled (2013/14). The programme is designed to meet the individual needs of first-time principals. It seeks to develop the professional and personal skills and capabilities of new school leaders, so that they can work effectively with their colleagues and communities to further improve teaching and learning.

In addition, there are four deputy and assistant principals currently enrolled in the New Zealand Aspiring Principals' programme through Waikato University. They are performing well and wish to become principals. MOE has trained 2 mentors to work with them.

A Principals Conference is held annually by MOE and specific professional development provided through the year.

### **2.4.4 Output: Fast Track Teacher Training and the upgrading of teacher qualifications**

In 2014 there are 268 teachers (33 ECE, 111 Primary, and 124 Secondary). Teachers must be registered and it is now a requirement (Education Act 2012) for teachers to be working towards a first degree if they are to retain their teacher registration. The MOE



and CI University of the South Pacific (USP) have a collaboration to provide a number of qualifications for people involved in the education sector. Fees are paid by the MOE, for approved participants, but must be repaid if the recipient does not complete papers/courses. (Table 10, Appendix 4), shows 2012 completions and projected completions for 2018 of education programme enrolments at USP.

Information on the USP website reports that currently 17 of a cohort of 28 have completed the Masters in Education, the majority from outer islands schools and that 100 teachers, from all 10 islands, are working towards Primary, ECE or Secondary Education degrees.

To address staffing shortages and reduce reliance on expatriate teachers, notably in specialist subjects in secondary schools, MOE initiated a **'Fast Track' teacher training programme** in 2011. It brings graduates in other disciplines, partly trained teachers not currently working in teaching and people involved in education but in different roles (e.g., teacher aides), to train and gain registration as CI teachers. Programmes are individualised and a core group of education/teaching papers completed. MOE Advisory staff also provide training and each participant has an in-school mentor.

The programme has graduated 12 teachers, with 7 available to teach specialist subjects at secondary schools. Some have replaced expatriate teachers in senior positions. The model was changed for the 2014 intake to give teachers a year of course work and practicums (including a Pa Enea placement) before being employed in schools. It is hoped this will improve retention in the programme. At the end of 2014 a further 5 teachers will graduate and others will continue the programme, with mentoring, while employed in schools.

#### **2.4.5 Output: Learning and Teaching Advisory Support**

NZ funding under the GFA has enabled MOE to employ expatriate specialists for MOE Advisory positions when local capability has been unavailable. Prior to the implementation of the EMP Advisory positions were subject based rather than pedagogically focused and this change and the need to align positions to achieve EMP goals has meant major changes in MOE teams and position descriptions. The donor funds have enabled positions to be filled with appropriately qualified staff.

NZ funds also enable MOE to contract external expertise for specific professional development needs and events.

#### **2.4.6 Output: Performance Management Systems**

A Performance Management System has been developed and implemented. After feedback the system was simplified and is now being implemented (2014).

On-going training for teachers and principals and appropriate follow-up actions will be necessary to ensure the process leads to improved teacher performance.

#### **2.4.7 Output: Workforce Planning**

In the 2013/14 year, the MOE completed its first Workforce Plan. This plan has still to be released by MOE for comment but should enable MOE to consider its workforce needs in line with the intended outcomes of the EMP and inform the MOE's forward planning.



#### **2.4.8 Output: Information Technology**

NZ funding under the GFA has enabled significant improvement in Information Technology (IT) capacity and capability during this period. MOE has redesigned the IT Advisory team to reflect specialisms and provide effective support.

A wide area network linking all schools and the MOE has been established, equipment and systems have been standardised. This enables shared data bases, immediate access to school data and improved monitoring of schools. Software has been updated to latest Microsoft versions and a single platform is employed for staff emails. All schools have been IT benchmarked to enable the MOE to provide appropriate levels of IT support. There is a 5 year replacement policy for IT devices and MOE takes responsibility for maintenance of equipment and networks.

IT training for teachers had been provided but there were concerns about its longer term effectiveness. To improve technology uptake in 2012 donor funding provided all teachers with a Netbook and each teacher was assigned an email account. A Microsoft Education agreement allowed low cost supply of Windows and Office software on those Netbooks. This immediate access to the technology has potential to increase teacher IT capability.

However, it was recognised that more work was needed to enhance the use of technology to facilitate learning. To provide exemplars the IT Division of MOE implemented an initiative called IT Integration, which provides a pool of devices (Netbooks and Tablets) that can be accessed by a teacher for a period of time for a specific learning project. Examples of student work are placed on the MOE website and are the subject of media releases. The aim is to promote the effective use of technology to enable learning.

The MOE IT Division commenced an internship programme in 2012 to train young people as IT technicians. It is a 2 year programme with 4 interns active at any one time. Three from the initial 2 cohorts are now employed outside the MOE with others continuing at MOE. MOE gained test centre accreditation through Certiport and Prometric for industry recognised qualifications that cover a range of both entry level and advanced IT qualifications. Training for these qualifications is provided for interns, some MOE staff and has included people from the Airport Authority. NZ funding enables this initiative by providing a stipend for the interns who work as technicians within the MOE while training.

### **2.5 Outcome: Quality Assurance infrastructure**

#### **2.5.1 Outcome Indicator: School and Provider Reviews**

The target is that 100% of scheduled reviews will be completed annually and MOE reports that this has been achieved. Executive Summaries of the School Reviews are posted on the MOE website.

#### **2.5.2 Outcome Indicator: Completed Programme Evaluations**

The target is that 100% of scheduled programme evaluations will be completed annually and MOE reports that this has been achieved (9 completed in 2014).



### **2.5.3 Outcome Indicator: Schools' Warrant of Fitness**

The target is that 100% of schools will receive an annual Warrant of Fitness. This target is not met and building compliance continues to be an issue. School building Warrants of Fitness appear to be reliant on the completion of a new building code which has been delayed.

## **2.6 Outcome: Young people appropriately skilled to participate in the labour market**

NZ funding under the GFA has assisted the development of the TVET sector, which has been re-structured during the period of this evaluation following the merger of the DNHRD with the MOE in mid 2012.

The baseline data used for this outcome in the GFA RMT pre-dates the merger of DNHRD and MOE and is "only partially reliable". This baseline data should be replaced with that from 2014 which is more robust as it better reflects the new environment and actual activities at CITTI. (Table 12, Appendix 4), reports the achievement against the indicators with reference to the available data but with some reservations about accuracy and appropriateness.

### **2.6.1 Output: Development of Tertiary Vocational Education Strategy and Cook Islands Tertiary Training Institute (CITTI)**

Following the merger of DNHRD with MOE, in 2013 a TVET Strategy was developed, a Tertiary Education Committee appointed and CITTI academic systems and programmes developed.

Costing of the TVET strategy was required by July 2013 but has yet to be completed. MFAT has helped to facilitate the appointment of a Volunteer Service Abroad (VSA) volunteer to assist with the costing.

In the Hospitality area CITTI confirmed City and Guilds (CG) accreditation for programmes that had been started. Accreditations to deliver and assess for Barista and Bartending, Culinary Arts, Food and Beverage and Hair and Beauty, resulted in CITTI being in a position to run 6 programmes in Hospitality in 2014.

The Trade School was restructured and accreditations sought. CITTI initially worked with the Eastern Institute of Technology (EIT) to clear a backlog of students in the Electrical trades. There were 70 students with various units but since 2005 no students had completed and gained registration as an Electrician. With EIT a programme was put in place whereby students could have a Level 2 Certificate by the end of 2014. CITTI reports that for those who have taken this opportunity to complete, 80-90% appear to be succeeding.

CITTI was registered<sup>12</sup> with NZQA within six months and now has consents to assess with 3 ITOs in a number of fields and domains. CITTI has continued to work with UNITEC for Plumbing accreditation and the BCITO (NZ Building and Construction Industry

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<sup>12</sup> Previous registration applied to DNHRD which was disestablished.



Training Organisation) for Carpentry. Staff have worked closely with Skills NZ to develop resources and have the capacity now to offer a range of accredited programmes including; Plumbing and Gas fitting (Level;4), Electrical (Level 4), Carpentry (Level2). These are all ready for 2015 enrolment.

### **2.6.2 Output: Training in the workplace**

CITTI has implemented an Apprenticeship scheme (2014) around Food and Beverage and Culinary Arts. Apprentices have positions in the Hospitality industry and CITTI subsidises workplaces to have students released for the theory component of the programme. CITTI Tutors assess practical skills in the workplace.

CITTI is actively seeking other workplace training opportunities and in partnership with CI Tourism Corporation facilitated a refresher programme for 532 participants. This has led to an agreement with CI Tourism Corporation to provide a CG accredited Customer Service programme. Cave Guide training programmes for Pa Enea have been developed and there is a possible partnership with Infrastructure Cook Islands, who need staff training as a result of a donor funded (China) delivery of heavy machinery.

With the establishment of CITTI the Nursing programme has been incorporated in its operation. There are 12 students enrolled and working towards registration with the CI Nursing Council.

### **2.6.3 Output: Community Education**

A range of short courses have been developed and offered by CITTI to the wider community. These provide an opportunity for people to explore areas of interest and support small business ventures. A full prospectus of courses was produced and enrolment at CITTI has reportedly increased. Full time equivalent enrolment data will be available for 2014 at the end of the year.

Courses are also offered for Pa Enea where there are several training centres (3 in 2014) but no accredited programmes yet offered. There is a need for more robust structures and confidence in consistency of assessment before accredited qualifications can be offered in Pa Enea.

There is also a programme for youth identified as being 'at risk'. They follow a basic mixed trade programme. Of 7 students (2014) identified in 2014, 4 or 5 appear to be progressing well.

### **2.6.4 Output: Dual Pathways TVET in Schools**

This is a programme for students in Secondary schools. Students gain both school based and industry based units in a range of areas including, carpentry, hospitality and automotive. Pa Enea students have access to Dual Pathways through block courses facilitated by visiting tutors



*What factors have constrained or enhanced the ability of MOE to implement outputs and translate this into sought outcomes?*

A number of significant factors had the potential to constrain the ability of MOE to implement outputs and achieve sought outcomes during this period.

The passing of the **Education Act in December 2012** affected delivery of outcomes as it changed the age of funded education to commence at 3 years of age (from 3½) and increased the age of compulsory education to 16 years of age. Notably these changes have affected ECE enrolment outcomes, as the legislative change increased the pool of children targeted for ECE and increased the denominator of this indicator. Increasing the minimum leaving age from 15 to 16 years adds an imperative for the continued diversification of programmes to cater for a wider range of needs of students continuing at school and for improved transitions to further education and work. Both changes stretch resources more thinly to meet increased demand.

The **merger with DNHRD** in July 2012 required the development of the new tertiary institute CITTI, recruitment of staff for that institute and the establishment of accredited programmes. The period from July 2012 until the end of 2013 was marked by the appointment of a Tertiary Education Committee, the development of a TVET Strategy, completion of existing programmes and scoping of new programmes, followed by seeking and gaining registration and accreditations for the 2014 academic year. These were costly, but necessary to prevent ongoing and unsustainable programme costs. The merger also required changes and adjustments that were time-consuming for MOE Divisions.

An **arson attack** on two Rarotonga schools (2013) has created challenges for MOE, involving disruption to schooling, finding new venues for instruction, undertaking community negotiations and the costs of strengthening school security. A new school has been created, as 2 schools have merged, and this has been a time-consuming exercise for MOE with cost implications. The infrastructure setback caused by the arson attacks was compounded by testing for residual asbestos in schools which also caused disruption while remedial work is carried out.

**Recruitment and retention of adequately qualified staff** is a factor that constrains the ability of MOE to implement outputs and translate this into sought outcomes. In 2013 the CIG OPSC<sup>13</sup> completed a job sizing exercise. This has both positive and negative outcomes for recruitment and retention within the education workforce. The remuneration changes provided pay parity for all teachers and lifted the pay band for entry and low level positions. This has improved MOE's ability to recruit and has to some extent reduced the pay gap with comparable New Zealand positions. It also provided parity for all teachers.<sup>14</sup> However, the remuneration changes did very little to lift pay for higher level roles and do not recognise specialised qualifications / experience. This has weakened incentives for teachers to seek and accept management positions (below Principals), and made it more difficult to recruit adequately skilled MOE based staff and

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<sup>13</sup> The Office of the Public Service Commissioner is the CIG body that manages the CI Public Service

<sup>14</sup> It is important to note that whilst the remuneration changes lifted entry level pay, there remains a considerable difference between teacher pay in the Cook Islands and that in New Zealand.



specialist staff, particularly at the secondary and tertiary levels. The effect of the changes had further consequences in that the CIG's personnel appropriation fell short of meeting the new total personnel cost by approximately \$60,000. MOE was forced to divert operations funds (NZ provided) to cover this shortfall.

MOE works with local School Committees and Island Councils to improve **school governance and financial management** and to establish a clear understanding of the boundaries of responsibility.

Potentially the most significant constraint to the achievement of education outcomes is the ability to provide **equitable access** to education services for the Pa Enuu. Continued population depletion of some Islands, coupled with increasing expenses and poor communication links makes the ability to support staff and consistently provide services to the remotest areas beyond the resources of the MOE.

The lack of a clear outcome following the **General Election** (July 2014) led to a hiatus in national leadership and essential government processes which has the potential to delay progress towards desired outcomes. However, at the MOE management level leadership has been strong and consistent throughout the period of this evaluation, a factor which has enhanced the ability of MOE to achieve desired outcomes.



## OBJECTIVE 3: EFFICIENCY

*To assess the overall efficiency of sector budget support and value for money.*

### 3.1 System Level

Overall aid management functions and systems are well established and are coordinated and managed by the Development Coordination Division (DCD) MFEM. Aid management is informed by The Cook Islands Official Development Assistance Policy (2012). The MOE reports to MFAT through the same mechanisms by which it reports to CIG.

It is established that the Cook Islands has “a strong national audit office with a clear focus on international good practices that is reinforced through benchmarking and using private service providers”<sup>15</sup>. International audit firms are contracted as external auditors to the Cook Islands Audit Office and the Audit Commissioner. The MOE has had unqualified audit reports for each of the audits covered by this evaluation, although there have been some delays in timeliness due to a significant backlog in the Audit Office processing audits. This is problematic as MOE is meeting its requirements but is reliant on the CI Audit Office to provide timely audit reports or funding can be delayed.

The Public Expenditure Review of Cook Island Education Expenditure (2013) pointed to a number of fiscal challenges that have significant impact on the provision of education services.

Although it is not possible to directly attribute student outcomes to expenditure it would be unreasonable not to expect the level of expenditure to have some impact on outcomes. At 3.4% of GDP the CIG appropriation for Education appears to be low compared to both developed and developing countries and gains in the education sector are likely to be heavily dependent on activities funded by donors<sup>16</sup>. The current level of education expenditure by government (estimated 3.6% of GDP) is “disproportionately low compared to both developing and developed countries”<sup>17</sup>

### 3.2 Ministry Level

MOE reports every 6 months and annually on budget expenditure and variance and has shown evidence of being proactive in managing situations that would cause changes in budgeted expenditure. For example, in May 2014, with the general election due on July 9th 2014, MOE identified that access to government appropriation through a new budget submission would be delayed and that CIG agencies would only be provided with a portion of their appropriation until a government was formed and budget passed. MOE requested a slowing of the spending of the NZ funding, which would lead to under expenditure in some areas, to ensure the continuation of core teaching learning activities.

The Table below shows MOE budgeted and actual expenditure for the NZ funds provided under the GFA. (Table 14 in Appendix 4 contains the original Indicative Costed Outputs

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<sup>15</sup> PIF. Cook Islands Forum Compact Peer Review Report. Jan 2014

<sup>16</sup> Public Expenditure Review of Cook Islands Education. April 2013

<sup>17</sup> Pacific Island Forum (PIF) Compact Peer Review (draft 2013, pg. 4).



for the term of the GFA). Actual budgeted expenditure is based on the relevant MOE Business Plan and does differ from the indicative budget in the GFA, which was signed in July 2011. Original indicative costs from the GFA are included in red.

**Table2: MOE Expenditure of NZ Funds under the GFA**

Red Figures contain the original Indicative Costed Outputs for the GFA, July 2011

Output	Budget by year \$NZ		
	1 July 2012-30 Jun 2013	1 July 2013-30 Jun 2014	1 July 2014-30 Jun 2015*
Taku Ipukurea Kia Rangatira	147,000	170,000	175,000
	Budget: 133,060 Actual: 112,239 Variance: 20,821	Budget: 66,406 Actual: 74,697 Variance: -8,291	
Learning and Teaching	1,374,000	1,560,000	1,660,000
	Budget: 1,370,438 Actual: 1,368,958 Variance: 1,480	Budget: 1,544,243 Actual: 1,549,837 Variance: -5,594	
Learning and the Community	105,400	240,000	240,000
	Budget: 105,400 Actual: 101,360 Variance: 4,040	Budget: 126,682 Actual: 134,329 Variance: -7,647	
Human Resources and Infrastructure Support	1,252,000	1,300,000	1,300,000
	Budget: 1,271,102 Actual: 1,337,666 Variance: -66,564	Budget: 1,532,634 Actual: 1,462,089 Variance: 70,545	
<b>TOTALS</b>	<b>2,880,000</b>	<b>3,270,000</b>	<b>3,374,500</b>
	Budget: 2,880,000 Actual: 2,920,222 Variance: -40,222 <b>Variation% to budget: -1.40%</b>	Budget: 3,269,965 Actual: 3,220,951 Variance: 49,014 <b>Variation% to budget: 1.5%</b>	

\*This data was not available at the time of the evaluation.

Over the first two years of the GFA total expenditure has been close to budget, 1.4% under expenditure in 2012/13 and 1.5% over expenditure in 2013/14. Variances can be more significant at 3 monthly and 6 monthly points, most often due to the phasing of supply. The budget year does not coincide with the academic year and education providers have uneven demand for services.

Over expenditure in 2013/14 may in part be explained by the fact that the real buying power of the MOE has continued to decrease. Factors contributing to this decrease in the real buying power are the increase of VAT by 2.5%, and increases in core costs for schools such as electricity, freight and communications charges. These increases come in



an environment already stretched by across the board cuts and the impact of inflation over the last six years. Pa Enea schools are particularly disadvantaged by increases in freight and communication costs. There were also un-budgeted additional expenses caused by arson attacks and the discovery of asbestos in some schools.

Operational grants are already very low in comparison with developed country education systems. Costs for electricity and communication range from approximately 30-40% of operations for small schools and up to 60% for larger secondary schools, leaving little for items such as printing, textbooks, maintenance, freight (significant for Pa Enea) and all other consumables. It must be noted that local communities, School Committees and parents make a significant contribution to the operation of schools, through fund-raising activities.

NZ funds the majority of initiatives and activities undertaken by MOE that are outside base salaries and the small school operational grants. Expenditure is largely for operating costs with a small proportion supporting salary supplementation. Actual expenditure of NZ funds on Personnel was \$730,000 in 2012/2013, compared with \$2,189,562 for Operational costs. In 2013/14 Personnel expenditure was \$850,501 and Operational costs \$2,370,450. Additional personnel costs were supported in 2013/14 due to shortfalls in the MOE personnel budget caused by the impact of the job sizing exercise carried out by the OPSC.

It is estimated that NZ funds approximately 20% annually of CI education expenditure. For example, it is estimated that in the 2013/14 year NZ provided \$3,220,951 (18% of the total education expenditure) and the CIG \$14,624,890 (82% of the total education expenditure)

There have been significant changes in the way NZ supports the tertiary sector. DNHRD was funded by a Payment on Behalf of the Crown (POBOC) and used NZ In Country Training funds to provide programme costs. With the establishment of the CITTI the source of funding is more transparent and comes from the POBOC and NZ funds provided under the GFA. The NZ funds are targeted to operational costs with an estimated \$1,000,000 in 2013/14 for CITTI operations (representing 56% of the CITTI operations budget). This level of support appears to be proportionally higher than for other sub sectors. Tertiary education provision is expensive anywhere and especially so where there are not economies of scale. Sharing training costs with industry has the greatest potential for reducing costs in this sector as consumable costs would be covered by employers. Using alternative delivery modes (IT based) and accessing on-line courses are further options for cost effective delivery.

Overall the costs of MOE Corporate Services are not excessive considering the small scale of the Cook Islands, the wide scope of the education provision and the largely fixed costs involved. Expenditure in this area has not been significantly increasing over the period of this evaluation, while the scope and complexity of education provision has.

There appear to be few opportunities to reduce costs in any significant way while continuing to provide an appropriate level of education services to achieve the EMP goals.

Current reporting enables only limited breakdown of costs by sub sector and there are difficulties in reconciling actual expenditure against the RMT Outcomes. The MOE reports to the OPSC using government reporting processes and against four focus areas set by



the MOE while the GFA RMT has six 'outcome' areas. In future a closer alignment between these areas would improve clarity in reporting

### 3.3 Comparative Results

If the efficiency of the system is measured in student results then some comparisons between CI and NZ could be used. However, due to the use of different assessment tools, the different language policies in place at ECE and Primary levels and the different ways of measuring results, comparisons may be deceptive. For example, the measure for numeracy achievement used by CI at Year 3 cannot be assumed to be the same as measures for achieving National Standards in NZ. When compatible Progressive Achievement Tests (PAT) are used to compare CI and NZ numeracy results at Year 6 and Year 8 a CI deficit is evident. An equivalent CI PAT test is not yet available at Year 3 which is the point of achievement used as the indicator for the GFA RMT.

While CI NCEA results compare favourably to those in NZ, the retention rates may affect this result if measured over a whole cohort<sup>18</sup>. For conclusions to be drawn more analysis is required of the destinations of the students who do not continue in CI schools, e.g., what proportion move to NZ for Senior Secondary.

### 3.4 Value for Money

There is inadequate information to determine value for money in depth for all outputs.

However, there are a number of initiatives supported by the GFA where comments can be made with regard to value for money. These include:

- The development of **Maori language resources** where costs vary according to the number of pages, number of photos (colour) and other variables. However, MOE will budget for approximately \$33,000 for 10 titles of 500 books, which amounts to \$6.60/resource.
- The enrolment of teachers in USP programmes to upgrade **teacher qualifications**. Study is undertaken while teachers continue in their teaching position which means that teachers are not lost from the work force while studying. USP is able to be flexible in delivery times to meet teachers' needs and USP fees are comparatively low.
- The **Fast Track Teacher programme** may also be seen as an example of value for money as it is able to bring into teaching people with desired subject qualifications, those wishing to upgrade to new levels of teaching and those returning to the workforce. Programmes can be individualised and there is a significant component of work placement associated with the programme.

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<sup>18</sup> In 2014 75% of CI students progressed to year 12 and 54% to year13, compared with NZ where 83% of 17 year olds were still at school. It is usual for students to reach 17 years of age in Year 12 or 13.



- The **Apprenticeship** programme at CITTI represents value for money as the industries employing students provide what would be substantial course costs by way of the consumables required. This model overcomes some of the problems of providing tertiary training, which is resource heavy, in an environment where it is difficult to achieve economies of scale.
- The **IT Internships** at MOE have provided MOE with additional technical support while training IT technicians for the wider workforce. The accreditations to test Microsoft qualifications, gained in the process, have enabled training for other personnel within MOE and other agencies. Numbers are small but this programme is now in a position to be handed over to CITTI to expand and develop.
- Achievement of **CG and NZQA Accreditations**, while costly during this period represent value for money in the longer term as there is no longer a need to pay other providers for programme delivery. This, combined with a good relationship with Skill New Zealand for resources, makes delivery of qualifications more sustainable.
- **Te Kura Uira**. In 2014 TKU provided instruction for 29 students on outer islands and there are indications that this will lead to improved learning outcomes for those students. TKU is addressing cross-cutting issues by providing for students in remote locations. However, the programme employed 2 full-time staff members, teacher aides, and technical support staff. Development of course materials for distributed learning is time-consuming so it may be necessary to increase student numbers to make this development time more cost effective. There is potential to increase subjects offered by TKU and to expand the target groups. Improvement of the internet access is an ongoing issue and there is a need to recruit new staff for the programme in 2015.
- Since 2011 MOE has enrolled teachers in the University of Auckland **EDCURRIC 349 Mathematics course** which aims to develop numeracy teaching capability. Seventy teachers have completed the course and pass rates have been high (96% in 2012, 100% in 2013). There were 25 students enrolled in 2014. Questions were raised about the effectiveness and value for money of the initiative so study was undertaken to determine effectiveness. The study shows that by 2013 the programme was having an impact on improved student outcomes.
- MOE has a comprehensive approach which does appear to be increasing the pool of qualified and **well-prepared principals**. Since 2011 principals have been enrolled in the First Time Principals Programme at Auckland University with an average of 3 enrolments annually. Since 2011 – of the 11 who enrolled, 10 successfully completed the program and one withdrew (due to a transfer). The cost of the programme is \$11,415/ year, comprised of \$3,040/ Principal and \$2,295 for mentor training and mentoring (Additional costs would be incurred if the mentor was required to visit a principal in the outer islands). A first cohort of 4 senior staff were enrolled in the Aspiring Principals Programme at Waikato University in 2014. All have been appointed to principal's positions for 2015.



Costs amounted to \$4,436.00 for each principal to participate and \$5,480 for mentor training and mentoring. Total costs for the programme for 2014 were \$23,225. Now that modules have been developed these costs should reduce for future cohorts.

- **The Recruitment of Expatriate personnel** is regarded as essential by MOE to ensure that where there is a lack of local capacity specialist positions can be filled. It is hard to attribute, or not, value for money to this practice. Expatriates do add value by bringing knowledge and experience, injecting fresh ideas, perspectives and energy but their additional salary payments and allowances are a burden on the budget. In 2014 there were 50 employed with these incentives, approximately half of these from NZ and 34 returning Cook Islanders. Contracts are for 3 years with a right of renewal but returning Cook Islanders revert to the local salary after 4 years. To add value to this practice a structured programme of skills transfer to local staff could be a requirement, where this is appropriate.

At this stage of the Evaluation further information has been requested to add substance and detail to this section.



## OBJECTIVE 5: SUSTAINABILITY

*To assess the contribution sector budget support has made to building the capability/capacity of MOE (human resources and systems) and therefore the ability of MOE to sustain or improve education services.*

It is clearly identified in the documents used for this study and in discussion with senior MOE staff that if NZ funding ended, without a commensurate increase in budget from CIG or other sources, current activities could not be sustained or progress to achieve desired outcomes maintained. There are some areas where an enhancement or refocusing of the support may lead to more sustainable outcomes going forward.

**Teacher and principal capability** is a driving factor for improving education outcomes. Indications are that the activities and initiatives to improve principal and teacher effectiveness are having an impact and that the initiatives should continue to be supported.

The sustainability of continuing to employ expatriate personnel may require closer consideration. There are cost implications in recruiting expatriate staff and in supplementing salaries but there is not an adequate pool of trained and qualified Cook Islanders, willing to work in the CI education system, to meet the range of specialist needs. Retention of expatriate teachers is made difficult by the 3 year term of contracts, superannuation and immigration restrictions. It is most likely that expatriate staff will continue to be required and improved retention would increase sustainability. To achieve this CIG will need to review the restrictions and incentives that affect retention.

The sustainability of **Te Kura Uira** depends on its ability to expand to meet its potential as a provider of a range of courses to a wider group of participants. This may be constrained by lack of resources to develop and deliver courses and will require continued budget support. Connectivity problems, specifically with the Northern Group will continue to require consideration.

A closer look at the effect of the **language policy** on learning, the effectiveness of resources being developed and the capacity of teachers to manage in the bi-lingual environment is required. There appears to be a need to evaluate the impact of the different school language policies and to track students following different pathways to determine impact on their longer term outcomes. An evaluation of the capacity of teachers to enhance learning in the different levels of language immersion and at the transition to English may provide insights to improve literacy outcomes. This issue will be addressed by the NZ funded PLSLP in 2015.

The TVET Strategy estimates annual per student costs of up to \$15,000. The sustainability of CITTI will most likely depend on reducing the costs of delivery. One way to achieve this is by expanding the 'Apprenticeship' model now operating within the Hospitality industry and to an extent in the Nursing School. The workplace becomes the main learning environment with CITTI providing the mentoring of employers, the monitoring of the workplace employers, the theory components and the assessment leading to recognised qualifications. However, with the availability of cheap overseas labour, notably in the Hospitality Industry, there will be a need to change the mind-set of some employers so they recognise the value of investing in a qualified and quality local labour force.



An increased use of alternative IT based delivery mechanisms, and accessing established on-line courses (e.g., Microsoft Courses) also have potential to provide lower cost courses.

In the short term CITTI will continue to need a level of NZ support that enables it to consolidate, develop local capacity, build the programme portfolio and negotiate with industries for work and train partnerships.

Achieving and sustaining desired outcomes for **youth post-compulsory education and training** is an area for ongoing and enhanced focus. A significant number of young people are leaving school at the end of both Year 11 and 12 (25-30% and more male than female). To meet the goals of the EMP this group will need to be retained in learning environments and be working towards qualifications and employment. Existing initiatives, school Academies and Dual Pathways are making a difference but this area will need further funding and direction going forward.

The potentially greatest challenge to sustaining and improving education outcomes is the challenge of servicing **Pa Enuā**. Providing equitable and quality education opportunities for Pa Enuā will continue to be a significant drain on the MOE budget and with increasing costs become more difficult to sustain.



## 5 Conclusions and Lessons Learned

### 5.1 RELEVANCE

- The education outcomes of the GFA RMT are relevant to CIG priorities as expressed in the MOE Business Plans and SOI.
- The indicators and outputs of the GFA RMT require review and revision and measureable indicators included for outputs. Tertiary sector indicators may need to be reviewed as a great deal of development has occurred since the last set of indicators was established (June 2013). The 2014 data can be used as baseline data.

### 5.2 EFFECTIVENESS

- ECE enrolment will continue to be a focus for MOE.
- Increased capacity is required to meet the needs of children within the education system who have special needs.
- Te Kura Uira is an innovative model and has potential to deliver education services to Pa Enea. To become more cost efficient the programme will need to include larger numbers of students, a wider range of subjects and include other activities such as adult literacy and professional development for teachers.
- There is a need to improve retention at Years 12 and 13 and to address disparity in male : female enrolment.
- It is increasingly difficult for MOE to provide equitable education services for Pa Enea.
- Maori literacy achievement as measured at Year 4 is tracking above the 2015 target. English literacy achievement appears to have slowed at this level but there is evidence that student literacy achievement improves as schooling progresses and that later literacy targets (NCEA Level 1) are being met. . The NZ funded PLSLP will assist with strategies to improve literacy achievement.
- There is improvement in numeracy achievement at the Year 3 assessment point. However, assessment tools may need to be aligned with international standards for comparisons to be made. NCEA Level 1 students' achievement of numeracy requirements is improving.
- There has been a range of initiatives to improve the qualifications of the teaching workforce and provide targeted professional development.
- Recruitment and retention of quality personnel is a major issue for the MOE



- Targets to develop a Workforce Plan and implement the Performance Management System have been achieved.
- Significant improvements have been made in the IT capacity and capability of the education sector during this period.
- School Reviews and Programme Evaluations have taken place as planned and scheduled.
- Delays in establishing a new Building Code have meant school buildings have not been assessed for a current Warrant of Fitness.
- The merger of DNHRD with the MOE in July 2012 is a positive step and improves the potential for the CI to achieve EMP goals.
- Significant progress has been made in 2013/2014 to establish the strategy, structures, staffing and programmes for the tertiary and community education sectors.

### **5.3 EFFICIENCY**

- It appears that NZ support is being used for the intended purposes.
- There are few opportunities for significant efficiency gains within the schooling system.
- There is an increasing demand on finite resources with a larger catchment and rising costs.
- Tertiary education in the Cook Islands is affected by a lack of economies of scale. The opportunity for cost efficiencies in this sector appear to lie in sharing training costs with local industry and effective use of alternative delivery mechanisms.

### **5.4 SUSTAINABILITY**

- If NZ support ended, without a commensurate increase in budget from CIG or other sources, current activities could not be sustained.
- There are some areas where an enhancement or refocusing of the NZ support may lead to more sustainable outcomes going forward. These include:
  - Continuing to develop a highly effective and efficient workforce for the education sector.
  - Developing capacity to work with students with special needs.
  - Continuing to support CITTI to develop more cost effective training models.
  - Focusing on achieving and sustaining desired outcomes for youth post-compulsory education and training.
  - Supporting the provision of equitable education services for Pa Enea populations.



## 6 Recommendations

This Evaluation Report is based on a Desk Study and is largely limited to the analysis of data and information available in the documents listed in Appendix 1. The TOR specified a limited timeframe (originally October 2014) so not all 2014 results have been included or analysed.

As a result these recommendations should be seen as preliminary.

It is recommended:

2. That New Zealand's support to the Cook Islands education sector should be continued to assist the CIG achieve the goals of the EMP. (In education initiatives take time to become embedded).
3. That an in-country consultation would enable verification of information used for the Desk Study and would allow causality to be investigated with the wider range of stakeholders who provide services and are affected by education outputs and outcomes.
4. That the scope of the evaluation should be increased to allow incorporation of all 2014 results.<sup>19</sup>
5. That the Results Measurement Table for the Grant Funding Arrangement (if renewed) is reviewed and revised to develop measureable indicators for the outputs. Also to reflect the changes in the tertiary sector.
6. That there is a closer alignment between the four MOE focus areas (as included in MOE reports to the OPSC) and the six areas reported in the GFA RMT, and that a re-design of the GFA RMT should take this into account.
7. That the CIG consider changes that would encourage expatriate staff to stay in the CI and continue in the employment of the MOE.
8. That while current initiatives supported by NZ funding may be continued the following areas are given priority going forward:
  - Increasing enrolment and capacity in ECE (to accommodate increased age range).
  - Continuing to improve literacy and numeracy outcomes in primary schools. (It is noted that the NZ Aid Funded PLSLP is likely to assist with this).
  - Focusing on retaining young people in post-compulsory education and training and raising the retention of boys/young men.

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<sup>19</sup> NCEA results are included but not those from other education sub-sectors.



- Identifying on-going costs of delivering equitable education services to Pa Enea and analysing what is possible within existing funding constraints, so that the most effective and efficient resolutions can be discussed and future funding options considered.
- Developing capacity to work with students with special needs.
- Continuing to support CITTI to develop more cost effective training models, which meet the needs of CI industry and business and build training partnerships.
- Continuing to develop a highly effective and efficient workforce for the education sector. (This recommendation can become more specific and refer to particular initiatives after further consultation and causality from current initiatives has been established).



## 7 Appendices

### APPENDIX ONE List of Documents

- Cook Islands Government, Education Act (2012).
- Ministry of Education, Annual Reports for 2012/2013, 2013/2014.
- Ministry of Education, Mid Year Progress Report July-December 2013.
- Ministry of Education, (2008). 'Learning for Life' Cook Islands Education Master Plan 2008-2023.
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- Ministry of Education, Monitoring and Evaluation Framework.
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  - Communities, Partnerships and Communication
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- Ministry of Education, Comparative National Results NCEA 2008-2013. Media Release.
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- MFAT and Cook Islands Government, Public Expenditure review of Cook Islands Education. April 2013.
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- MFAT, (July 2011). 'Education for Sustainable Development Action Plan' NZ Aid Programme.
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- Office of the Prime Minister, (2011). Cook Islands National Sustainable Development Plan 2011-2015’.
- Pacific Islands Forum Secretariat, (March 2009). ‘Pacific Education Development Framework (PEDF) 2009-2015’ Pacific Forum.
- Pacific Islands Forum, (Jan 2014) The Cook Islands Forum Compact Review Report.
- UNESCO, ‘Education for All’.
- University of the South Pacific (USP) Cook Islands, Cook Islands Graduation 2013.
- OECD, DAC Quality Standards for Development Education 2010.



**APPENDIX TWO Abbreviations**

AMD	Cook Islands Aid Management Division of MFEM
CI	Cook Islands
CIG	Cook Islands Government
CIIC	Cook Island Investment Corporation
CITTI	Cook Island Tertiary Training Institute
CG	City and Guilds
DNHRD	Department of National Human Resource Development
ECE	Early Childhood Education
EFA	Education for All
EMP	Cook Islands Education Master Plan 2008-2023
GDP	Gross Domestic Product
GFA	Grant Funding Agreement
HR	Human Resource
HTTC	Hospitality and Tourism Training Centre
IT	Information Technology
JCfD	Joint Commitment for Development
MFAT	New Zealand Ministry of Foreign Affairs and Trade
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
MFEM	Ministry of Finance and Economic Management
MOE	Ministry of Education
NCEA	NZ National Certificate of Educational Achievement
NER	Net Enrolment Ratio
NSDP	National Sustainable Development Plan
NZCER	New Zealand Council for Educational Research
NZQA	New Zealand Qualifications Authority
OPM	Office of the Prime Minister
OPSC	Office of the Public Service Commissioner
Pa Enea	Outer Islands
PAT	Progressive Achievement Tests
PEDF	Pacific Education Development Framework
POBOC	Payments on Behalf of the Crown
OPSC	Office of the Public Service Commissioner
RMT	Results Measurement Table
SOI	Statement of Intent
TKU	Te Kura Uira
TOR	Terms of Reference
TVET	Technical Vocational Education and Training
USP	University of the South Pacific



**APPENDIX THREE**

**MOE Personnel Consulted**

**Name:**

**Position:**

Sharyn Paio

Secretary of Education

Gail Townsend

Executive Director, Ministry of Education

Terry Utanga

Director of Human Resources

Upokoina Herrmann

Director of Teaching and Learning

Anthony Turoa

Director of Finance Division

Robert Matheson

Director of Information Technology and  
Communication

Owen Lewis

Director of Cook Island Tertiary Training Institute



## APPENDIX FOUR

## Tables

**Table 1: CI Enrolment Rates 2014\***

Net Enrolment Rates %				
	ECE	Primary	Junior Secondary	Senior Secondary
<b>Male</b>	77	96	82	51
<b>Female</b>	79	96	84	58
<b>Total</b>	78	96	83	54
Gross Enrolment Rates %				
	ECE	Primary	Junior Secondary	Senior Secondary
<b>Male</b>	78	103	99	64
<b>Female</b>	79	103	100	78
<b>Total</b>	78	103	100	71

\***Net enrolment** refers only to pupils at the specific age for that level, whereas **gross enrolment** includes pupils of any age involved in education at that level.

**Table 2 Secondary School Retention 2012-2014**

	2012	2013	2014
<b>Year 10-11</b>	106	101 (M 10, F 97)	93 (M 91, F 95)
<b>Year 11-12</b>	60	67 (M 68, F 66)	75 (M 70, F 80)
<b>Year 12-13</b>	69	66 (M48, F 85)	54 (M43, F 66)

**Table 3: NCEA Achievement Rates for or 2011 – 2014, by cohort\***

	2011	2012	2013	2014
Level1	64	65 (M 62, F 67)	73	78
Level2	66	76 (M 72, F 76)	62	83
Level3	63	71 (M 58, F 75)	64	82

\*NB: Achievement rates can be volatile over a cohort and academic year. This can be due to the characteristics of that cohort and, or combined with, factors relating to assessment.



**Table 4: NCEA Results for 2011 – 2013 by participation**

	2011	2012	2013
Level1	64	71	85 (M 85, F 86)
Level2	66	76	75 (M 60, F 88)
Level3	63	71	77 (M 66, F 84)

**Table 5: Maori Literacy achievement at Year 4**

	2011	2012	2013
Rarotonga	59	86	72
Southern	60	41	43
Northern	29	29	52
National	58	69	65

**Table 6: English Literacy achievement at Year 4**

	2011	2012	2013
Rarotonga	78	81	75
Southern	75	41	57
Northern	33	-	52
National	73	69	69

**Table 7: NCEA Level 1 Literacy achievement**

	2011	2012	2013
Male		88	88.8
Female		93	93.1
Total	85	90	91

**Table 8: Numeracy achievement at Year 3**

	2011	2012	2013
Rarotonga	75	74	77
Southern	54	69	68
Northern	59	54	95
National	68	71	76



**Table 9: NCEA Level 1 numeracy achievement**

	<b>2011</b>	<b>2012</b>	<b>2013</b>
Male		82	100
Female		90	94
Total	85	86	97

**Table 10: Completion of Qualifications at USP (by numbers of students)<sup>20</sup>**

<b>Programme</b>	<b>Already Completed 2012</b>	<b>Planned Completion by 2018</b>	<b>Total</b>
Certificate ECE	16	16	32
Diploma ECE	7	16	23
B.Ed (ECE)	1		1
B. Ed (Primary)	20	37	57
BAGCED		2	2
Post Grad Diploma Education Leadership	23	4	27
M.Ed.		27	27
FTI (Fast Track Teacher Initiative)	7	7?	14?
MBA	5	1	6
PhD (AUT/USP)	-	5	5
<b>TOTAL</b>	<b>72</b>	<b>126</b>	<b>198</b>

**Table 11: Participants in Fast Track Teacher Training 2014**

	<b>Male</b>	<b>Female</b>
Total Trainees	5	8
ECE	0	2
Primary	0	4
Secondary	5	2
Continuing in 2014	2	5
New Intake	3	3

<sup>20</sup> Annual Report USP 2012

**Table 12 CITTI Results 2012-2014\***

<b>Indicators</b>	<b>Targets</b>	<b>2012</b>	<b>2013/14</b>
Total annual EFTS	100	55	45.8
Total annual # students enrolled in non-accredited courses	250	181	379
Total % of students who complete annual course requirements for non-accredited courses	100%	100%	100%
Total % of students who complete non-accredited courses and who then enrol in accredited training	15%	-	-
Total annual # students enrolled in accredited training	200	418	103
Total % of students who complete annual course requirements for accredited courses	65%	75%	23.3%
Total % of students who complete accredited courses and who then gain <i>relevant employment</i> within 12 months	-	-	65%
Total % of students who complete accredited courses and who then gain <i>any employment</i> within 12 months	-	-	90%

\*These results require some verification.

**Table 13 Total Resourcing for MOE\***

	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
	Actual	Actual	Projected
Net Appropriation	9,957,271	10,961,555	10,961,555
Official Development Assistance	3,005,000	3,320,000	3,500,000
<b>Total Resourcing</b>	<b>12,962,271</b>	<b>14,281,555</b>	<b>14,461,555</b>

\*Source: MOE Annual Report 2013/14.



**Table 14: Indicative Costed Outputs for the Term of the Grant Funding Arrangement\***

Output	Total Indicative costs of Outputs \$NZ	Indicative budget by year					
		1 July 2012-30 Dec 2012	1 Jan 2013-30 Jun 2013	1 July 2013-30 Dec 2013	1 Jan 2014-30 Jun 2014	1 July 2014-30 Dec 2014	1 Jan 2015-30 Jun 2015
<b>Taku Ipukurea Kia Rangatira</b>	492,000	73,500	73,500	85,000	85,000	87,500	87,500
<b>Learning and Teaching</b>	4,595,000	686,500	687,500	780,000	780,000	830,000	830,000
<b>Learning and the Community</b>	585,400	52,700	52,700	120,000	120,000	120,000	120,000
<b>Human Resources and Infrastructure Support</b>	3,852,600	626,000	626,000	650,000	650,000	650,000	650,000
<b>Maximum Funding</b>	9,525,000	1,439,700	1,440,300	1,635,000	1,635,000	1,687,000	1,687,500

\*Source: The NZ Aid Programme GFA July 2011.



APPENDIX FIVE

GFA Results Measurement Table –(Amended June 2013)

Short-term (2015) Outcomes	Outputs covered by budget support	Indicators and Targets to be achieved by 2015	Baseline Information	Data Sources	Cost over 3 Years
All children in school and completing basic education  <i>National Certificate of Education Achievement (NCEA)</i>	<ul style="list-style-type: none"> <li>Funding for isolated school communities with low Early Childhood Education (ECE) participation</li> <li>Teacher aide training, NZ Ministry of Education special education diagnostic services, assistive technologies and resources</li> <li>Online learning programmes for outer islands to provide subject specialist instruction</li> <li>Pastoral care and guidance systems</li> </ul>	National ECE enrolment rate increased to 95%	90% (2012 evaluation report)	MOE Annual Statistical Reports	\$1,520,000
		National retention rate of 90% at Year 11 and 75% Year 12	2011 Year 11: 110% Year 12: 59%		
		National NCEA Level 1 achievement rate of 62%	49% in 2010		
		National NCEA Level 2 achievement rate of 70%	53% in 2010		
		National NCEA Level 3 achievement rate of 70%	55% in 2010		
An increased number of children able to read and write	<ul style="list-style-type: none"> <li>Lead teacher programme (literacy &amp; numeracy)</li> <li>Maori language resource development</li> <li>Pedagogical research</li> <li>Learning and the Community programmes</li> <li>Teacher professional development</li> <li>Assessment tools refined</li> </ul>	Year 4 Maori literacy achievement increased to 65%	49% in 2009 56% in 2010 58% in 2011	National assessment results in MOE Annual Statistical Reports	\$1,150,000
		Year 4 English literacy achievement increased to 85%	65% in 2010 73% in 2011		
		Year 3 Numeracy achievement increased to 70%	61% in 2009 73% in 2010		
		NCEA Level 1 Literacy achievement increased to 90%	83% in 2010 85% in 2011		

Short-term (2015) Outcomes	Outputs covered by budget support	Indicators and Targets to be achieved by 2015	Baseline Information	Data Sources	Cost over 3 Years
		NCEA Level 1 Numeracy achievement increased to 90%	83% in 2010 85% in 2011		
Trained and effective teachers	<ul style="list-style-type: none"> <li>• First Time Principals and Experienced Principals Programmes at University of Auckland</li> <li>• Principal and teacher performance management systems</li> <li>• Mentoring training</li> <li>• Fast Track Teacher Training</li> <li>• Learning and Teaching Advisory Support</li> <li>• Workforce Planning programme</li> <li>• Centre of Innovation</li> <li>• Isolated Provider Professional Development (Team Solutions, Victoria University, New Zealand Qualifications Authority, New Zealand Education Review Office)</li> </ul>	80% of all new principals successfully complete University of Auckland programme	2012: 75%	MOE Progress Reports	\$1,960,000
		100% teachers complete professional development			
		<i>The indicators and targets for learning achievement and retention elsewhere in this table are also relevant.</i>			
Quality assurance, infrastructure	<ul style="list-style-type: none"> <li>• Media campaign and school committee training</li> <li>• Programme evaluations</li> <li>• Quality Management System implemented</li> <li>• Fitness of Purpose for education buildings</li> </ul>	School and Provider Reviews completed as scheduled		MOE Progress Reports	\$2,020,000
		Parents' participation in school committees increased by 10%	N/A		
		Complete 12 programme evaluations	TBC		
		100% of schools receive annual Warrant of Fitness			
Young people appropriately skilled	• Development of Tertiary, Vocational Education strategy	Increase TVET enrolment by 15%	TBC	MOE Annual	\$2,875,000
		8 Dual Pathway programmes	TBC		

Short-term (2015) Outcomes	Outputs covered by budget support	Indicators and Targets to be achieved by 2015	Baseline Information	Data Sources	Cost over 3 Years
to participate in the labour market	<ul style="list-style-type: none"> <li>• Increase access to broader range of technical and vocational training (TVET) with Industry Training Organisations ITOs</li> <li>• Careers Education and Guidance programmes</li> <li>• Dual Pathway (TVET in schools)</li> <li>• Enterprise education and Financial Literacy in secondary schools</li> <li>• Training in the workplace programme development</li> <li>• Adult literacy programmes (Manukau Institute of Technology, Tertiary Education Commission)</li> </ul>	<p>8 Continuing Education programmes on Outer Islands</p> <hr/> <p><i>TBC during development of costed tertiary education strategic work programme.</i></p> <p>Inclusion of TVET Tertiary Education indicators, targets and baseline information in Results Measurement Table is a Reporting Milestone for FY 2012/13. The updated Results Measurement Table should also include any baseline information not yet included above.</p>	2011: 4	Statistical Report and Progress Reports	
<b>Total over 3 years</b>					\$9,525,000



**APPENDIX SIX**                      **Terms of Reference**

# Terms of Reference for the Evaluation of the Cook Islands Education Sector Budget Support Grant Funding Arrangement

*Prepared by: Sean Buckley, SDPC*

*25 September 2014*

## **Overview**

This document specifies the terms of reference for the evaluation of the Cook Islands Education Sector Budget Support Grant Funding Arrangement (GFA).

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## **Background information**

The Education Sector Budget Support is a grant funding arrangement (GFA) between the Cook Islands Ministry of Education (MOE), the Cook Islands Ministry of Finance and Economic Management (MFEM) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT). The GFA was signed in July of 2012 and makes available to the MOE a total of NZD\$ 9,525,000 until June 2015.

The overarching goal of the GFA was to 'contribute to the implementation of the strategic and operational plans of MOE,' which include the Education Master Plan (EMP), the Education Statement of Intent and the MOE's Business Planning.

## **Purpose of the evaluation**

The findings of the evaluation will be used by the Cook Islands Government (CIG) and MFAT to inform their thinking about whether to continue education sector budget support post 30 June 2015 and if so, whether changes are required.

The evaluation is being undertaken at this time because it is required under the current GFA which ends in June 2015.

The results of the evaluation will be reported/disseminated to the GFA signatories and made publicly available through the New Zealand Aid Programme website.

## **Scope of the evaluation**

The evaluation should cover all activities supported by the GFA, particularly those outlined in its Results Measurement Table.

The time period covered is 1 July 2012 to 1 October 2014.

The geographic focus is the Cook Islands.

The key target groups are staff from: MOE, MFEM, MFAT, CIIC, teaching staff and principals, the Cook Islands Tertiary Training Institute (CITTI), and members of the Joint Working Group on Education. Pupils and their family members can be interviewed but only with ethics approval from MOE. Evaluators should feel free to contact New Zealand Education bodies for related information or comparative purposes.

Education sector activities supported by other donors, or education sector activities supported by New Zealand but that are distinct from the sector budget support arrangement, are explicitly excluded from the scope of this evaluation. However, where other education activities impact on the sector budget support outputs and outcomes, this impact can be discussed.

## **Evaluation criteria and objectives**

### **Criteria being assessed**

The DAC criteria that will be assessed in this evaluation are:

- a) Relevance;



- b) Effectiveness;
- c) Efficiency;
- d) Impact;
- e) Sustainability;

## **Objectives and evaluation questions**

The objectives of the evaluation are to:

### **Objective 1: Relevance**

- To assess the extent to which the sector budget support is relevant to and aligns with the current and future government priorities, including the National Sustainable Development Plan (NSDP), the EMP, MOE SOI, MOE Business Plans, as well as the Joint Commitment for Development between the Government of the Cook Islands and New Zealand.
- To assess whether the type of activities delivered by MOE under sector budget support remain relevant to the education needs / demands in the Cook Islands. For example, MOE uses sector budget support to provide professional development to teachers and principals; does the demand/need for professional development justify this support?

### **Objective 2: Effectiveness**

- To assess the extent to which MOE activities supported by sector budget support, have led to (or not) the outcomes set out in its results framework. This should test the causal link between outputs and sought outcomes.
  - Given the large number of outputs enabled under sector support, case studies exploring how a selection of key outputs contributes to outcomes could be used e.g. how professional development for teachers and principals has contributed to well trained and effective teachers?
- To identify factors that constrained or enhanced the ability of MOE to implement outputs and translate this into sought outcomes.
- To assess the effectiveness of the education sector high-level policy dialogue (including the Education Working Group).

### **Objective 3: Efficiency**

- To assess the overall efficiency of sector budget support. For example (but not limited to):
  - Has MOE's planning resulted in the efficient use of sector support resources over the three year period of funding, e.g. could improved planning have resulted in more efficient implementation of interventions?
  - Has MOE reporting been timely, appropriate (e.g. provides MFAT with useful information but does not overly burden MOE) and of a high quality?
- To assess value for money. For example (but not limited to):



- Quantitative analysis of output costs: e.g. per student costs, per teacher costs and where possible, their comparison to equivalent costs in New Zealand or other Pacific countries. The use of case studies could be a useful tool e.g. the cost of teacher professional development.
- Qualitative analysis of activity costs compared with equivalent costs in New Zealand.
- Costs should be explored across all levels of the Cooks education system e.g. ECE, schooling, tertiary.
- To assess if there are opportunities for improved efficiency (e.g. are there appropriate opportunities for greater linkages with the NZ education system that would positively affect the use of time, money, resourcing etc.)?

**Objective 4:** Impact

- To assess the long term impact of sector budget support, e.g. has it enabled MOE to advance the achievement of the long term objectives set out in the EMP?  
Examination of improvements to baseline data should form a critical component of this part of the evaluation.

**Objective 5:** Sustainability

- To assess the contribution sector budget support has made to building the capability/capacity of MOE (human resources and systems) and therefore the ability of MOE to sustain or improve education services. For example (but not limited to):
  - To what extent do supported activities actually enable the transfer of knowledge and skills to MOE or teaching staff, is this captured in the sought outcomes and are these outcomes sustainable?
  - If the sector budget support ended, would the MOE be able to sustain current activities and outcomes? If not, what would the likely outcomes be?
  - Can some core activities currently enabled by sector budget support now be absorbed by MOE and if so, what other 'value add' activities should be targeted?
  - Has the aid modality (sector budget support) incentivised greater (or less) investment in education by the CIG? What kind of change to the modality might help create such an incentive?
  - Has the aid modality strengthened MOE and CIG systems, e.g. MOE has reported to MFAT using CIG reporting systems?

**Objective 6:** Recommendations

- To make recommendations on whether New Zealand's support to the Cook Islands education sector should be continued and why, e.g. if continued, what aid modality should be used, what level of support should be provided, and what are key priority areas for future funding? If funding should end or be reduced, what are the expected outcomes of this e.g. what impact can be expected?



## **Methodology for the evaluation**

### **Principles/approach**

The principles underpinning the evaluation are professionalism, independence, and transparency.

A participatory approach is expected. At a minimum the evaluators will seek information from a range of education stakeholders. Stakeholders should include (but are not limited to): officials from MOE, MFAT, MFEM, NZ MOE, CITTI, CIIC, teaching staff, principals and members of the Joint Working Group on Education. Where possible, the evaluators should seek to interview stakeholders in person, over the phone / Skype or via email. Information and data collected should be collated, tested, and analysed before recommendations are made.

### **Evaluation Plan**

The evaluation team will develop an evaluation plan (using or being guided by the Evaluation Plan Template) before undertaking the evaluation.

This plan will be reviewed by both MOE and MFAT. Final approval of the evaluation plan will be given by Joseph Mayhew, Aid Programme Manager at the New Zealand High Commission.

The plan may need to be redrafted if it does not meet the required standard or is unclear. The evaluation plan must be approved prior to the commencement of any field work or other substantive work. The evaluation plan is to be appended to the main written report.

The intended results of the GFA (i.e. the goal, outcomes and outputs) will be described in a Results Diagram (program logic, logic model) in the evaluation plan.

The evaluation plan will describe how cross-cutting issues will be considered throughout the evaluation.

The evaluation will be constrained by cost and time and this should be considered in the design described in the evaluation plan.

### **Team composition**

MOE and MFAT preference is for the evaluation to be undertaken by a team of two evaluators. Consideration will be given to a single evaluator but MFAT and MOE reserve the right to ask applicants to form an evaluation team. If an evaluation team is formed, there will be a designated team leader.

The attributes (knowledge, skills, experience) required of the evaluation team are:

- The consultant or team leader must be:
  - An experienced evaluator;
  - Have demonstrated mature judgement, discretion and integrity in managing conflicts of interest and providing impartial assessments;



- Have a sound understanding of the Cook Islands education sector (or other, similar contexts), including government education resources, policy, strategy, and implementation capacity;
- Have a sound understanding of international development in the Pacific context, particularly in relation to education sector budget support, regional education initiatives and schemes;
- Have a sound understanding of New Zealand’s relationship with the Cook Islands and the education sector implications of this.

### **Governance and management**

The evaluation is commissioned by MFAT and the evaluators will be accountable to MFAT.

The MOE and MFAT will contribute by providing the evaluators with key contacts, information and documentation.

Oversight of the evaluation process will be the responsibility of Joseph Mayhew, Aid Programme Manager at the New Zealand High Commission.

The Activity Manager, Sean Buckley, in cooperation with Gail Townsend (MOE), will be responsible for day-to-day management and administration of the evaluation. Their responsibilities include contracting; briefing the evaluators or evaluation team; managing feedback from reviews of the draft report; and liaising with the evaluation team throughout to ensure the evaluation is being undertaken as agreed.

The evaluators will be engaged in accordance with MFAT’s procurement guidelines

### **Outputs and milestones**

<b>No.</b>	<b>Output/milestone</b>	<b>Description</b>	<b>Inputs</b>	<b>Due date</b>	<b>Indicative payment proportion of fees or fixed price contract</b>
1	Evaluation plan	Literature review, briefing and finalised evaluation plan	5 days	7 <sup>th</sup> Nov 2014	10%
2	Field work complete	Field work complete and results provided to stakeholders during a stakeholders workshop	10 days in-country field work	21 <sup>st</sup> Nov 2014	0%



No.	Output/milestone	Description	Inputs	Due date	Indicative payment proportion of fees or fixed price contract
3	Draft Report	Preparation of the draft report and submission to MFAT	10 days	5 <sup>th</sup> Dec 2014	45%
4	Final report	Acceptance/approval by MFAT after any revisions of the draft are completed and debriefing	5 days	12 <sup>th</sup> Dec 2014	45%

### Reporting requirements

Copies of the evaluation report are to be delivered by email to Joseph Mayhew, Aid Programme Manager at the New Zealand High Commission and Sharyn Paio, Secretary of Education.

The written evaluation report is expected to be around 40 pages long and be guided by the New Zealand Aid Programme Evaluation Report template.

The report must contain an abstract suitable for publishing on the New Zealand Aid Programme website. Instructions for the abstract can be found in the Evaluation Report template.

The evaluation report must meet quality standards as described in New Zealand Aid Programme Activity Evaluation Operational Policy. These quality standards are based on 2010 DAC Quality Standards for Development Evaluation and New Zealand Aid Programme Activity evaluation operational policy, guideline and templates.

The draft evaluation report will be reviewed by MFAT and MOE staff, stakeholders and/or external experts. Further work or revisions of the report may be required if it is considered that the report does not meet the requirements of this TOR, if there are factual errors, if the report is incomplete, or if it is not of an acceptable standard.

It is MFAT policy to make evaluation reports publicly available (e.g. on the New Zealand Aid Programme website) unless there is prior agreement not to do so. Any information that could prevent the release of an evaluation report under the Official Information or Privacy Acts, or would breach evaluation ethical standards should not be included in the report. The final report will be approved for public release by the Deputy Director or Development Counsellor in the team responsible for the commissioning of the evaluation.



### **Relevant reports and documents**

Relevant documents will be provided to the evaluation team prior to the evaluation.

These key documents include:

- Cook Islands Education Sector Budget Support Grant Funding Arrangement and related reporting
- Letter of Variation, Cook Islands Education Sector Budget Support
- Education Public Expenditure Review
- Draft report of the Joint Education Working Group (if available)
- Education Master Plan
- MOE's Statement of Intent

