

Evaluation Report For:

The Evaluation

of the

Cook Islands Education Sector Partnership

**Commissioned by the
New Zealand Ministry of Foreign Affairs and Trade**

FINAL: 29/03/2012

The views expressed in this report are those of the author(s) and do not necessarily reflect the position of the New Zealand Government, the New Zealand Ministry of Foreign Affairs and Trade or any other party. Nor do these entities accept any liability for claims arising from the report's content or reliance on it.

About this Report

Prepared By: Christine Scott & Christina Newport

Date: 26/03/2012

Status: Final

Final Report Approved By: Trisha Nally

Approval date of Final Report: 4 April 2012

Acknowledgements

The Evaluation Team would like to thank members of the Evaluation Steering Group and Ministry of Foreign Affairs staff for their support while undertaking this evaluation. We offer a special acknowledgment to the Cook Islands Ministry of Education for providing, documents, workspace, computing and printing support and for accommodating the workshops of preliminary findings. To the Department of Human Resource Development, Cook Islands Investment Corporation and Aid Management Division, thanks for timely responses to requests for meetings and information. Finally, thanks to all stakeholders who willingly gave their time and thoughtful consideration when participating in this evaluation.

Table of Contents

ABSTRACT.....	4
EXECUTIVE SUMMARY	5
1. BACKGROUND and CONTEXT	10
2. EVALUATION PURPOSE AND OBJECTIVES.....	12
3. METHODOLOGY.....	14
4. LIMITATIONS.....	15
5. FINDINGS and CONCLUSIONS	17
5.1 RELEVANCE.....	17
5.2 EFFECTIVENESS	19
5.3 EFFICIENCY	38
5.4 SUSTAINABILITY	43
5.5 IMPACT	47
6. LEARNINGS AND OPPORTUNITIES	48
7. TOWARDS A WAY FORWARD.....	50
8. RECOMMENDATIONS	52
9. APPENDICES.....	54
9.1 Glossary of Acronyms.....	55
9.2 List of Documents	56
9.3 List of Participants	59
9.4 Alignment of Recommendations.....	66
9.5 Terms of Reference	67
9.6 National Monitoring of Education Targets February 2012.....	70
9.7 Indicator Matrix of EMP with EFA and PDEF	75
9.8 Expatriate Teachers and Advisory Staff.....	76
9.9 TVET and ACITI Results 2008-2010.....	77

List of Tables

Table 1: EMP Alignment with NSDP 2011-2015	17
Table 2: Progress Against EFA Goals.....	18
Table 3: EMP Achievements.....	19
Table 4: Student Enrolment by Year and Level 2008-2011	26
Table 5: Primary enrolment by Region 2008 - 2011.....	26
Table 6: Secondary Enrolment by Region 2008 – 2011	26
Table 7: Teachers by Year and Level 2001 - 2011	27
Table 8: Secondary Teachers by Region 2008 - 2011	27
Table 9: National Literacy & Numeracy Achievements	27
Table 10: Primary Maori Literacy by Region	27
Table 11: Primary English Literacy by Region.....	28
Table 12: Primary Numeracy by Region.....	28
Table 13: NCEA Level 1 Results for Southern Group and Rarotonga Schools.....	29
Table 14: Teacher Qualifications	30
Table 15: Expatriate Staff 2008-2011	30
Table 16: ECE Teacher - Student Ratios 2008-2011	331
Table 17: Primary Teacher - Student Ratios 2008-2011	31
Table 18: Secondary Teacher - Student Ratios 2008-2011	31
Table 19: Number of Students on Correspondence	33
Table 20: Qualifications Gained by TAP Awardees.....	34
Table 21: Qualifications Gained by DNHRD Students.....	35
Table 22: Tertiary Goals and Targets of EMP	35
Table 23: Total Government and Donor Funding 2008/09 & 2011/12	39
Table 24: Government Expenditure in Education 2008/09 & 2011/12.....	39
Table 25: TVET & ACITI Enrolments 2008 - 2010.....	43

ABSTRACT

This evaluation measures progress to date towards the achievement of the goals of the Cook Islands Education Master Plan 2008-2023, to inform future planning and decision making. The focus of the evaluation is on outcomes identified by the Ministry of Education, the Department of National Human Resource Development and the Cook Islands Investment Corporation.

The evaluation finds that the Education Master Plan is relevant to training and education priorities in the Cook Islands and to current national, regional and international mandates. As a strategic document, the Education Master Plan is considered a valuable and useful sector level planning tool.

The education sector has been largely effective in achieving the short term results identified toward achieving the goals of the Education Master Plan and in delivering against current priorities. In determining value for money, the systems used to deliver financial resources have developed over time and continue to improve, while at an activity level financial resources are being used for the purposes for which they are intended.

Progress can be sustained through on-going implementation of existing initiatives. However attention is required to provide systematic interventions and resources to address the constraints identified through the evaluation. Some constraints will be addressed after the merger of the Department of Human Resource Development and the Ministry of Education in July 2012. A benefit of the Education Master Plan has been its ability to focus and integrate efforts amongst stakeholders.

Lessons learnt and opportunities for development are identified for all four goals of the Education Master Plan with a schedule of recommendations to signify areas for on-going development with some new initiatives.

EXECUTIVE SUMMARY

Background and Context

The Cook Islands is made up of 15 islands and atolls, with a total land area of 240 square kilometres within an Exclusive Economic Zone of nearly two million square kilometres. The resident population is estimated at less than 11,000 with the majority living on the main island of Rarotonga. Gross Domestic Product per capita is high compared to other economies in the region. Tourism is estimated to account for around 65% of Gross Domestic Product followed by the marine sector, the pearl industry and fishing. The economy is particularly vulnerable to economic shocks and to natural disasters and the declining population is a key development concern.

Thirty co-educational schools are established on all 12 permanently populated islands. The Government operates most schools. Five church and three private schools are in operation. Tertiary courses are funded at the Cook Islands Trade Training Centre, the Hospitality and Tourism Training Centre and the Cook Islands Sports Academy. There is also a University of the South Pacific campus.

The Cook Islands education system has long followed the New Zealand education system in its structure, content and compulsory attendance. The net enrolment ratio (NER) is slightly lower for boys than girls. Total school enrolment in 2011 was 4,182, declining from over 4,500 in 2005 but levelling in recent years. Both Cook Islands Maori and English are used as languages of instruction.

The strategic direction for education is contained in the Cook Islands Education Master Plan 2008-23 and is aligned to the Cook Islands second National Sustainable Development Plan 2011 - 2015. Since 2008, the New Zealand and Australian Government commitments to Cook Islands Education have been consolidated in a Partnership Arrangement with the Cook Islands Ministry of Education, Department of Human Resource Development, Cook Islands Investment Corporation and Ministry of Finance and Economic Management. The current Partnership Arrangement ends in October 2012.

Purpose and objectives of the Evaluation

This evaluation measures progress to date towards the achievement of the goals of the Cook Islands Education Master Plan 2008-2023, to inform future planning and decision making. The focus of the evaluation is on outcomes identified by the Ministry of Education, the Department of National Human Resource Development and the Cook Islands Investment Corporation. The evaluation excludes children aged 0-3.5 years, Lucky School on Palmerston Island, and formal or informal training offered at a tertiary-level other than that provided by DNHRD.

Objectives of the evaluation are to:

1. Assess the **relevance** of training and education priorities to current national, regional and international mandates.
2. Assess the **effectiveness** of the education sector in achieving the goals of the EMP, in responding to the capacity assessment carried out in 2009, in delivering against current priorities with comment specifically on some key areas for development
3. Assess the **efficiency** of the use of financial resources to implement the EMP
4. Assess the **sustainability** of progress to date
5. Assess the **impact** of the EMP (as a strategic document) on planning, management and governance
6. To identify learning and opportunities from the findings

Methodology

A participatory methodology was used and over 100 stakeholders participated in the evaluation. Quantitative and qualitative research methods were used including surveys, interviews, focus groups, literature/document review and observations. Primary and secondary sources were accessed. Overall evaluative analysis was determined through consideration of what has worked well, what has changed, what needs to be different going forward and what is needed to bring about the difference. There were no significant limitations. Stakeholders were available and willing to participate.

Key Findings and Conclusions

Relevance

Annual business planning and reporting by the Ministry of Education has been aligned with the Education Master Plan since 2008. The Department of National Human Resource Development's planning and reporting has been aligned since 2010.

The Education Master Plan is very closely aligned to Cook Islands national goals stated in the National Sustainable Development Plan 2011-2015. Ministry of Education and the Department of National Human Resource Development annual business plans and mid-term planning mechanisms are relevant to the United Nations Education for All goals, and the Pacific Education Development Framework 2009-2015. Relevance to the Pacific Technical Vocational Education Training Strategy 2007-2011 is harder to establish as the strategy has a regional co-ordination and advocacy focus.

At governance and management levels the Education Master Plan is clearly the most relevant document guiding planning, monitoring, evaluation and reporting. It is also considered relevant to those business and community based stakeholders who participate in advisory committees and councils aligned to schools or tertiary providers.

Effectiveness

Overall the education sector is found to have been largely effective in achieving the short term results targeted towards the goals of the Education Master Plan and in delivering against current priorities related to literacy and numeracy, teacher and principal effectiveness, equitable access, labour force requirements and schools refurbishment.

The Ministry of Education has responded very effectively to the recommendations of the 2009 capacity development assessment and is now positioned to have a greater impact on achieving the plan's goals. Some recommendations regarding the Tertiary sector have yet to be actioned.

Efficiency

Since 2008, in dollar terms, funding to the sector has remained stable. However, in 2008/09, 9.2% of government expenditure went to the Education sector compared to 7.3% in 2011/12. The contribution from the New Zealand and Australian governments made up 20% of all aid in 2008/09 compared to only 8.2% in 2011/12. While aid into the country has increased, the support from donors to the education sector has declined to 8.2% of the total aid appropriation. Capacity to improve education delivery is constrained by lack of funds but current funding was found to be efficiently used on existing activities.

Attention to improving financial management systems by the government, within the Aid Management Division and with support from the New Zealand Aid Programme, has resulted in stakeholders reporting increased confidence in government financial management systems.

In determining value for money, we conclude that the systems used to deliver financial resources have developed over time and continue to improve. At the activity level, we conclude that activities are adequately monitored and audited, and financial resources are being used for the purposes for which they are intended.

Sustainability

Monitoring and Evaluation is developed and supported within the Ministry of Education with a number of mechanisms for monitoring progress, identifying risks and developing strategies to mitigate risks. The Department of National Human Resource Development has forward planning mechanisms and is yet to develop a robust monitoring and evaluation framework. After July 2012, there will be alignment with Ministry of Education Systems due to the merger of both government agencies into one Ministry.

There has been increased alignment by donors with Cook Island government forecasting systems. Combined with the shift to medium term budgeting by the government this offers greater predictability of financial commitments and sequencing of actions to meet the goals of the Education Master Plan.

A range of enhancing factors such as on-going development of policy and regulatory frameworks, improving institutional arrangements, investing in partnerships, developing and implementing initiatives and programmes have been identified. Constraining factors include; tertiary education not adequately legislated (addressed in revised Education Bill 2012), limited policy and planning for tertiary education and training; sources and levels of funding; institutional and infrastructure limitations; secondary school transition towards further training and work; and some issues with teacher quality and supply. Overall, the evaluation finds that progress can be sustained through on-going implementation of existing initiatives as well as by providing systematic interventions and resources to address the identified constraints.

Impact

The EMP has had significant impact in focusing attention on some of the core education goals such as the development of Early Childhood Education, Literacy (English and Maori) and Numeracy, and targets for National Qualifications. As a strategic document it is considered a valuable and useful sector level planning tool with more use at central, national and sector planning levels, than at school and community levels.

Lessons Learned and Opportunities

Taku Ipukarea Kia Rangatira:

- There is high value placed on the preservation and development of the Maori Language but teaching of Cook Islands Maori is constrained by lack of Maori reading resources. This is recognised by the Ministry of Education and there has been considerable recent development of dialect readers and progress towards print and digital Cook Island Maori dictionaries.

Learning and Teaching

- The use of the NZ Correspondence School is not a successful model for many Cook Islands learners. New delivery modes and methods are being piloted but require further teachers to be identified and skilled to work with clusters of students in multiple locations. Improved technology infrastructure; power supplies, fast broadband, telecommunications services are all essential to the further development of these initiatives.
- Considerable progress has been made to support students with learning difficulties. Support is provided through teacher aide provision and training and support from the Inclusive Education Advisor. Some schools reported a need for more specialised diagnostic services.
- Although nationally literacy and numeracy progress is on track to achieve 2015 targets it is not uniform indicating special interventions are still necessary in some areas/schools - especially for boys. Lead Teachers

can make a difference in improving literacy and numeracy. There is a gap in literacy and numeracy support for learners and tutors in TVET. After the merger of the Department of Human Resource Development and the Ministry of Education in July 2012 there will be a new position of Adult Literacy Advisor who will facilitate support in this area.

- While recognising that new vocational subjects have been added to the curriculum in Aitutaki in 2012 and that Life Skills programmes operate in the Northern group, it is timely to review resources required for Pa Enea schools to introduce a wider range of vocational options to match local transition to work opportunities.
- National level planning is required to co-ordinate the tertiary sector (formal and informal) in order to achieve the goals of the EMP.
- There is willingness, expressed to the evaluation team, within the Private Sector to enhance links with schools and TVET providers in order to provide transition to work opportunities.

Learning and the Community

- Parents provide significant support to schools in fund-raising and maintenance. However, the challenge is in reinforcing the concept that learning is a partnership between home and school and reinforcing the importance of home support for student learning
- Private schools receive decentralised budget and manage their own resources. There is an appetite among schools for more decentralised budget control. Legislative and capacity issues would need to be addressed.

Infrastructure and Support

- Vote Education is around 4% of nominal GDP. Since 2008 in dollar terms, there has been a reduction in government and donor funding to the sector.
- Staff remuneration within the sector is an issue.
- CIIC budget for the education sector is inadequate. It struggles to cover essential health and safety maintenance.
- There are a range of initiatives for teacher/principal development, formal and informal. Opportunities for development include further interventions to improve teacher content knowledge and confidence in teaching numeracy and IT training for principals and teachers.
- The Fast Track teacher training initiative can meet some future staffing needs and reduce reliance on recruitment of expatriate teachers.

RECOMMENDATIONS

The Evaluation recommends that the **Cook Islands Government:**

Taku Ipukarea Kia Rangatira

1. Reinforce public recognition of the importance of Maori as first language for learning, accelerate Maori language resource development and provide additional support for schools.

Learning and Teaching

2. Continue to provide training to improve teacher confidence in teaching numeracy.
3. Review the provision of specialist diagnostic services for children with learning difficulties, with particular consideration for Pa Enea.
4. Continue to develop strategies to improve boys' participation and achievement in school to match the levels achieved by girls.
5. Increase support for on-going development of distributed learning modes for isolated students with provision of teachers and teacher training to support these initiatives.

6. Review resources required for Pa Enea schools to introduce a wider range of vocational options to match local transition to work opportunities and develop a plan for implementation.
7. Complete a detailed plan with costings for the development of the tertiary sector to guide development of the sector in line with the goals of the EMP, while taking into account the priorities in the NSDP 2011-2015. The plan should include strategies and actions, within a timeframe, and cover both formal and non-formal education and training.
8. Recruit appropriate expertise to strengthen teaching and learning in TVET: to improve assessment skills, to support Tutors in achieving units for the Certificate in Adult Teaching and Learning (now an NZQA requirement), and to provide course development expertise within ACITI.
9. Enhance links among secondary schools and tertiary providers, public and private sector employers for transition opportunities.

Learning and the Community

10. Revisit community awareness of the EMP and investigate producing some shorter versions specifically targeted to stakeholder groups.
11. Establish capacity in schools and school communities to enable a more a decentralised funding model for public schools to be piloted, within any legislative constraints.

Infrastructure and Support

12. Undertake an analysis of budget allocations and the vote education to ensure that the education sector is adequately resourced to achieve national priorities.
13. Investigate teacher remuneration with a focus on recruiting and retaining teachers specifically in areas where there are on-going difficulties in providing qualified teachers.
14. Increase enrolment on the Fast Track teacher training initiative (if appropriate candidates can be identified) targeting specific skills gaps. To regularly monitor the participants to ensure conditions are conducive to success.
15. Increase training for principals and teachers to acquire ITC skills and specifically on how to integrate ITC into teaching practice across the curriculum.

The Evaluation recommends that ***the NZ and Australian governments:***

16. Continue to provide budget support to achieve the EMP priorities and maintain current funding, with a view to increasing funding support.

1. BACKGROUND and CONTEXT

The population of the Cook Islands is spread over 15 islands and atolls, with a total land area of 240 square kilometres and covers a broad geographical area from the Northern Group of Manihiki, Nassau, Palmerston, Penrhyn, Pukapuka, Rakahanga and Suvarrow; and to the Southern Group of Aitutaki, Atiu, Mangaia, Manuae, Mauke, Mitiaro, Rarotonga and Takutea. The geographic isolation is particularly extreme for some Cook Islands communities. The islands are widely dispersed within an Exclusive Economic Zone (EEZ) of nearly two million square kilometres. Over 1400 kilometres separate the most distant islands of the country and 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 resident population was estimated at less than 11,000 by December 2011. Population loss is a major concern to the Cook Islands and is an economic risk. The migration flow is largely from the outer islands to Rarotonga, then to New Zealand and further afield. Cook Islanders can live in New Zealand and Australia, due to their New Zealand citizenship. Labour shortages, particularly in the tourism sector, are being addressed through the employment of foreign workers. Foreign workers are estimated to account for around 10% of the resident population.

Gross Domestic Product 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 pearl industry is important to the economic development of the remote Northern islands. The economy is particularly vulnerable to economic shocks and natural disasters, with a series of cyclones in 2005 and Aitutaki is recovering from being hit by Tropical Cyclone Pat in February 2010, causing significant damage to housing and public infrastructure.

Schools are established on all 12 permanently populated islands. All 30 schools in the Cook Islands are co-educational. The Government operates most schools with the exception of the five church and three private schools. Cook Islands schools have long followed the New Zealand education system in its structure, content and compulsory attendance. Net enrolment ratios (NER) are lower for boys than girls, with Primary School NER in 2009 nationally 99% (97% boys, 1015 girls) and Secondary School NER in 2009 nationally 83% (81% boys and 86% girls)¹. Total school enrolment in 2011 was 4,182, declining from over 4,500 in 2005 but levelling in recent years². Both Cook Islands Maori and English are used as languages of instruction.

The NZ Government has a long standing commitment to Cook Islands education. The NZ government's commitment to a Cook Islands Education Sector Wide Approach (SWAP) was consolidated in 2008 in a Partnership Arrangement that ends on 1 October 2012. Sector support aligns to the Cook Islands National Sustainable Development Plan 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 extended support from New Zealand to 2015.

¹ Cook Islands MOE End of Decade Report. May 2011

² Cook Islands MOE Education Statistics Report 2011

There are three implementing agencies of the education sector partnership; the Cook Islands Ministry of Education (MOE), the Department of Human Resource Development (DNHRD) and the Cook Islands Investment Corporation (CIIC). The DNHRD administers the Cook Islands and New Zealand Government scholarship programmes and is mandated to provide training courses recognised by NZQA. There are three training schools: the Cook Island Trade Training Centre; the Hospitality Trade Training Centre; and the Cook Islands Sports Academy.

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.

2. EVALUATION PURPOSE AND OBJECTIVES

Purpose

The evaluation measures progress to date towards the achievement of the goals of the EMP, to inform future planning and decision making. In particular the focus of the evaluation has been on the outcomes that have been identified by the MOE, the DNHRD and CIIC for the period of the evaluation.

The evaluation has assessed how relevant the current annual business plans and mid-term planning mechanisms are to the Cook Islands National Sustainable Development Plan 2011-2015, the Pacific Education Development Framework (PEDF)³ and the directions of MFAT's Education for Sustainable Development Action Plan (ESDAP)⁴.

The Evaluation findings will be integral to discussions and decisions around future funding to education by the Cook Islands, New Zealand and Australian governments. The evaluation has been undertaken at this time because the current Partnership Arrangement ends in October 2012. The evaluation is a key piece of work in assessing sector support, informing decisions around future funding and securing subsequent agreement from the Minister of Foreign Affairs and Trade.

Scope

The time period covered is January 2008 to the present day. The geographic focus is the Cook Islands in its entirety; the northern group islands, southern group islands and Rarotonga. The target groups are Cook Islands education sector stakeholders, including teachers, students, school committees, advisory committees/boards, principals and all beneficiaries of tertiary education schemes. Issues outside the scope of this evaluation are:

- Children aged 0-3.5 years.
- Lucky School on Palmerston Island. This school is bound by the Education Act 1986-1987 but is governed by the Island Administration under the authority of the Public Service Commission.
- Formal or informal training offered at a tertiary-level other than that provided by DNHRD.

Objectives

Objective 1: To assess the relevance of training and education priorities to current national, regional and international mandates.

- a. How relevant are current annual business plans and mid-term planning mechanisms to the EMP?
- b. How relevant are current annual business plans and mid-term planning mechanisms to the Pacific Education Development Framework?
- c. How relevant are current annual business plans and mid-term planning mechanisms to 'Education for All'?
- d. How relevant are current annual business plans and mid-term planning mechanisms to the Pacific Technical Vocational Education Training Strategy?
- e. How relevant is the EMP to the priorities of key stakeholders?
- f. Are there significant gaps which need to be addressed in future plans?

³ Pacific Island Forum. Pacific Education Development Framework (PEDF) 2009-2015

⁴ NZ Aid Programme. Education For Sustainable Development Action Plan. July 2011.

Objective 2: To assess the effectiveness of the education sector.

- a. How effective is the education sector in achieving the goals of the EMP?
- b. How effectively has the education sector responded to the capacity assessment carried out by Scott and Trott (2009)?
- c. How effective is the education sector in delivering against current priorities?
- d. What has gone well, and less well, with respect to: improving national literacy and numeracy assessment scores; enhancing teacher and principal effectiveness; providing equitable access to educational opportunities, and appropriate training to satisfy labour force requirements; refurbishment of school facilities?

Objective 3: To assess the efficiency of the use of financial resources to implement the EMP.

- a. Are financial resources, including funding from the harmonised NZ/Australia development assistance programme, being used in the best possible way in order to achieve the goals of the EMP?

Objective 4: To assess the sustainability of progress to date.

- a. What monitoring systems are in place to ensure progress towards the goals of the EMP in the short, medium and long term?
- b. What forecasting mechanisms are in place to ensure sustainability of progress?
- c. What factors are evident that may enhance or constrain sustainability of the outputs and results?

Objective 5: To assess the impact of the EMP (as a strategic document) on sector planning, management and governance.

- a. What benefits has the EMP (as a strategic document) brought, intended or unintended, to the Cook Islands education sector?
- b. Are there any negative effects following the implementation of the EMP?

Objective 6: To identify learning and opportunities for improvement from the findings.

3. METHODOLOGY

A participatory methodology was designed where stakeholders and participants had an increased level of participation and ownership of the evaluation as shown through the evaluation plan stage, the steering group mechanism and feedback workshops. The design addressed the six core evaluation questions contained in the Terms of Reference. A total of 111 stakeholders participated in the evaluation.

A mixed method approach of quantitative and qualitative research methods was undertaken. This included using standard data collection methods such as a small survey, interviews, focus groups, literature/document review and observations. Participation in the evaluation included meetings with the Evaluation Steering Group, the Evaluation Manager and members of the Evaluation Reference Group. Data was collected on each of the core questions and sub questions.

The methodology included:

1. **Literature/Document Review:** Content analysis was conducted over 40 documents with a range of formal documents, reports, plans, agreements and print media. These were accessed from a range of sources through Cook Islands Government departments, MFAT, training providers and other stakeholders. It also included an analysis of the most relevant statistical data, for example: National Strategic Development Plan (NSDP) Reports, Education Sector reports, policies and statistical bulletin and Cook Islands Millennium Development Goals (CIMDG) Report. Financial records and budget documents were also examined which included reports from MFAT and Cook Islands Government Departments such as the AMD, MOE, DNHRD and CIIC.
2. **Survey:** A self-administered questionnaire was distributed targeting principals and islands' stakeholders. Eleven responses (9 of which were from females) were received out of a possible 25 sent out - a response rate of 45 percent.
3. **Interviews:** These included a semi structured format with 49 face to face, telephone, Skype calls, one to one interviews and small group interviews. Interviews which included 51 female participants were carried out with a range of Education Sector stakeholders throughout the Cooks Islands and off shore based stakeholders. Nine islands were represented and included Rarotonga, Mitiaro, Mauke, Enuamanu, Aitutaki, Mangaia, Rakahanga, Penrhyn and Manihiki. In total, 25 schools and tertiary providers participated in the evaluation.
4. **Focus Group Discussions:** Fifty-two participants (32 were female) took part in five focus group discussions. Forty of the participants were teaching staff and 12 were community representatives. Two focus groups were held in Rarotonga and three were held in Aitutaki. Focus group discussions were facilitated using a discussion guide developed from the interview guide.
5. **Participation/Observation:** This included the observations and informal interactions of the evaluators during site visits to a number of schools, tertiary institutions and government agencies. A number of informal discussions with students and parents were held during these visits.

A wide range of data sources were accessed for the evaluation. These included primary sources such as: education service providers, planners and managers. Representatives from a range of organisations and sectors such as government officials, aid agency officials and civil society members also participated. Secondary sources of data include national and education sector level statements, policies, strategies and plans, programme design and implementation, academic research, media reports, and donor policies and agreements.

Content analysis of the evidence gathered from the sources and methods above was then undertaken to ensure that the findings and conclusions triangulated to more than one source of information. Constant comparative analysis of interview data was analysed according to the six objectives and questions. As an inductive analysis method, this involved the categorisation of responses into themes. The data from the interviews was grouped according to the objectives and questions. Noting factors that may add different weighting to responses the items were ranked by the percent of responses to each objective and question under investigation.

Overall evaluative analysis of the contribution of the Education Master Plan was determined through considering what has worked well, what has changed, what needs to be different going forward and what is needed to bring about the difference. It is noted that evidence of change was not always easy to obtain from reviews, reports and statistical information alone. However, where anecdotal change was described, it was used to augment the evaluative analysis.

4. LIMITATIONS

The Evaluation has not faced any significant limitations. Stakeholders were available for consultation in the Cook Islands and were willing to participate. Relevant documents have been provided and initial gaps in information largely addressed in-country.

Geographical distance does create a limitation for work in the Cook Islands. In particular the distance to the northern group islands, where limited air coverage means days and sometimes weeks of travel. With a limited time-frame for the evaluation and the majority of activity on Rarotonga consultation with Pa Enea was undertaken by:

- A visit to Aitutaki during which all schools on the island were visited. Facilities were reviewed and students observed. Consultations were held with the island mayor, principals and teachers, parents, and school committee representatives. Staff and students of CISA were included in this activity.
- Email survey to island officials
- Skype and email conversations with principals from 6 other islands in both island groups.
- A survey of Pa Enea teachers undertaking training in Rarotonga in January.

There is a concern that evaluation results are limited by the scope of the evaluation with regard to the tertiary sector. The evaluation scope was limited to formal trade/technical and tertiary education associated with DNHRD and MOE. However, the University of the South Pacific (USP), non-government organisations (NGO's), churches, private sector and community share responsibility for post-school education, for working with school 'drop-outs', for youth who cannot access employment and for informal education. Therefore, the outcomes of this evaluation will not include all aspects of education and training or all goals of the EMP.

In-country ethical constraints meant that written parental permission was required to hold formal discussions with school age students. Limited time in-country affected the evaluation team's ability to seek this consent. Students were observed in schools and informal conversations took place with young people in the community.

It is difficult to predict the impact that the merger of DNHRD with the MOE in July 2012 will have on outcomes from this evaluation. As all jobs in the new merged MOE will be advertised internally, within a revised organisational structure, there will be a period of uncertainty and re-adjustment.

As many structural and systems changes are quite recent, within the evaluation period, there has been insufficient time for results at school and student level to become evident and for impact to be measured. This will take some time as cohorts of students move through the education system.

The TOR asked the evaluation to assess the efficiency of the use of financial resources to implement the EMP by determining if financial resources, including funding from the harmonised NZ/Australia development assistance programme are being used in the best possible way in order to achieve the goals of the EMP. This assessment was included in the evaluation process but it was not possible, with the information available and within the timeframes of the evaluation, to do detailed cost-benefit analysis on specific activities.

5. FINDINGS and CONCLUSIONS

5.1 RELEVANCE

5.1.1 How relevant are current annual plans and mid-term planning mechanism to the EMP?

The annual business plans and reporting of the MOE have been aligned with and are relevant to the EMP for the period of this evaluation. The MOE Statement of Intent 2010-2015 identifies priorities that match goals of the EMP including a 5 year action plan that establishes targets and outcomes associated with achieving those goals. An updated 2013-2017 Statement of Intent is currently being developed.

The DNHRD was initially focused on the Training Needs Analysis (TNA) as the guiding document for planning. Implementing the EMP seemed less relevant until the 2009/10 budget year. Subsequent annual business plans and reports have been aligned with and are relevant to the EMP. DNHRD also has developed an EMP Results Framework aligned to the EMP goals with short (2015), medium (2019) and Long (2023) term outcomes identified.

5.1.2 How relevant are current annual plans and mid-term planning mechanism to National, Regional, and International Mandates?

The EMP is very closely aligned to Cook Islands **national** goals stated in the NSDP 2011-2015. Education is addressed in Priority Area 4: Social Development, where the key objectives relevant to education are described. NSDP strategies and actions relevant to the education sector are linked to the EMP as summarised below:

Table 1: EMP Alignment with NSDP 2011-2015

NSDP 2011-2015 Strategies ⁵	Activities aligned with EMP
1.Ensure that parents and communities have confidence in our education system and support quality learning and development for the very young	<ul style="list-style-type: none"> • Increase access to ECE. • Parent education programmes(Te Kakaia) • Professional standards for ECE teachers
2. Ensure that every child is literate and numerate by the end of Year 8 and that literacy and numeracy skills for continuing education are provided	<ul style="list-style-type: none"> • Improve literacy and numeracy –Lead teachers and assessment tools. • Increase resource towards improving Maori literacy • Address disparity between boys and girls
3. Enable every young person to have the opportunity to develop knowledge and skills and to gain qualifications that to contribute to the development of the Cook Islands	<ul style="list-style-type: none"> • Continue inclusive education activities • Develop enterprise and entrepreneurship. • Increase subject scope; meet interests of students and skills and qualifications for the workforce. • Increase access for Pa Enua students -the use of online learning • Support and information on career opportunities
4. Ensure Equitable Access for all Learners to Quality Learning Programmes	<ul style="list-style-type: none"> • Tertiary awards meet priority training needs for CI • Ensure TVET programmes meet the priority training needs of the country • In-country training providers maintain accreditation standards. • Ensure training facilities in-country are adequately resourced to meet learning needs • Provide second chance learning opportunities for youth

⁵ Strategies included in the Cook Islands National Sustainable Development Plan 2011-2015-pp29-30.-. The EMP activities that directly align with the strategies are listed in the right hand column of the table.

In terms of **international** mandates, MOE and DNHRD annual business plans and mid-term planning mechanisms 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. Specifically the Cook Islands EMP goals and MOE targets (including those related to literacy and numeracy levels and gender parity) are aligned with the following EFA goals:

Table 2: Progress Against EFA Goals

EFA Goal	Cook Islands Education Progress
<i>Goal 1:</i> To expand and improve comprehensive early childhood care and education	ECE has been a focus area for the MOE in recent years. This has involved continued employment of specialist ECE Advisor staff, review of the ECE curriculum, and investment in training and upgrading of teacher qualifications. The Te Kakaia (early development and learning 0-3yrs) programme has been implemented, including for the Pa Enuā. Enrolment rates nationally suggest a high uptake of education at this level (90%) and where disaggregation shows ECE is not being accessed to the same extent, the MOE has strategies to address the gaps.
<i>Goal 2:</i> To ensure that by 2015 all children have access to, and complete, free and compulsory primary education of good quality	The Primary School net enrolment ratio (NER) in 2009 was overall 99%, (97% for boys and 101% for girls) ⁶ . Teachers are recognised as crucial to quality delivery and attention is given to their training. There is systematic review of teacher and school performance. Issues that affect quality and areas for quality improvement are discussed in the body of this report.
<i>Goal 3:</i> To ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes	Education is compulsory until 15 (16 from 2012) and 90% of CI young people continue in school for Year 11. Financial support is provided for Pa Enuā students to access senior secondary education on Rarotonga. Inclusive education policy and strategies and the Creative Centre assist with access for people with special learning needs. Some programmes support transition to work and life-skills development for young people but more can be achieved in these areas. The DNHRD, USP, public and private sector employers provide post-secondary education and training opportunities that are internationally benchmarked. The tertiary sector requires a more strategic approach for future development in both formal and non-formal learning.
<i>Goal 6:</i> To improve all aspects of the quality of education so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.	Frameworks for the measurement of Literacy and Numeracy progress are well established and utilised. Levels of progress are on target to achieve national goals. These are detailed in the body of the report. Where shortfalls in some schools and areas are identified, specific interventions are introduced. Literacy results show a lower level of achievement for boys.

In terms of **regional** mandates, the MOE and DNHRD annual business plans and mid-term planning mechanisms are relevant to the PEDF 2009-2015. Alignment is evident in the following areas: expanding and improving ECE; ensuring access to quality, free and compulsory primary education by 2015; access to appropriate TVET and life-skills programmes; teacher training; and development for the provision of a sufficient supply of trained and qualified teachers and tutors.

⁶ MOE End of Decade Report. May 2011

Cross-cutting themes in the PEDF are relevant to EMP goals and aims. To preserve language and culture is addressed in Taku Ipukarea Kia Rangatira. Other cross-cutting themes: inclusive education; gender and equity in education; and making available the benefits of Information and Communications Technologies (ICT), are consistent with goals and aims in the EMP strand Learning and Teaching.

A matrix detailing the specific areas of alignment between the EMP, the EFA and the PEDF has been developed by the MOE Policy Planning and Review Division (PPR).⁷ Relevance to the Pacific Technical Vocational Education Training Strategy 2007-2011 is harder to establish as the strategy is more about regional co-ordination and advocacy than specific national goals and targets. As Cook Islander's are New Zealand citizens and the secondary qualifications system is the same as that of New Zealand the strongest association is with NZQA and NZ ITOs. At an implementation level within CITTC and HTTC there is no engagement with the strategy.

5.1.3 How Relevant is the EMP to the Priorities of Stakeholders? Any Gaps?

During the evaluation stakeholders were asked how relevant the EMP was to their priorities. At the MOE and DNHRD it is clearly the most relevant document that guides their planning, monitoring, evaluation and reporting. Some schools also find it highly relevant and make conscious reference to the EMP when setting school goals and targets. Others are clearly focused on achieving EMP goals and targets, especially in areas relating to literacy and numeracy, but without making the conscious links to the EMP. The EMP was considered relevant to those business and community based stakeholders who participated in school committees or tertiary advisory committees and councils.

There are EMP aims which are not currently supported by clear plans or sense of how they will be achieved. This is particularly the case with non-formal education targets and some very broad aims such as, "Providing 100% access for all learners to programmes that meet their individual needs". Aside from this issue stakeholders indicated that they felt the EMP was comprehensive and contained no significant gaps.

On the whole, the priorities of the EMP are highly relevant to stakeholder interests with alignment to national, regional and international mandates.

5.2 EFFECTIVENESS

5.2.1 How effective is the education sector in achieving the goals of the EMP?

Evaluation findings regarding key achievements relevant to the goals of the EMP and to this evaluation are **summarised⁸**, with some examples, in the table below. Further analysis is included in subsequent sections.

Table 3: EMP Achievements

TAKU IPUKAREA KIA RANGATIRA	
Goals	Key Achievements
<i>Improved Maori literacy at all levels of education</i>	-National Maori literacy results on track to achieve 2015 targets (Appendix 9.6). -Maori Language Framework developed to support assessment. -Development of Maori reading resources for junior school and NCEA L1. -CI Maori dictionary project.
<i>Relevant learning and teaching styles and</i>	-Use of bi-lingual tutors in DNHRD courses. - MOE publication of CI Journal on Education.

⁷ Refer to Appendix 9.7 for matrix taken from MOE End of Decade Report

⁸ Details supporting this summary can be found in MOE and DNHRD Annual Reports, the Cook Islands MOE End of Decade Report-May 2011 and the annual MOE Education Statistics Reports

methods	-Increase in research outputs and relevant presentations.
Develop as a Centre of Excellence for all things Cook Island Maori	<ul style="list-style-type: none"> - MOE Media Plan implemented. -Target for (2) presentations at regional/international conferences exceeded (6)⁹ in 2010/2011. -Contributions to regional development plans, MDG Report, EFA Report. -Accreditation of the Association of Cook Islands Tertiary Institutes (ACITI) by NZQA to offer NZQA Unit Standards in the CI. -MOE staff leading role in development of Pacific Island Literacy and Numeracy Assessment Tool (PILNA)
LEARNING AND TEACHING	
Goals	Key Achievements
Equitable access for all learners to quality learning programmes	<ul style="list-style-type: none"> -A high proportion (over 90%) of children are in school until Year 11. Close to 60% continue to Year 12 and over 30% to Year 13. -National level of achievement of NCEA levels 1-3 is above targets. (Appendix 9.6). -Restructured School Review team and process- timely reviews (22 in 2010/2011). -MOE funding formulae recognises additional costs for Pa Enua schools. -Grants allow Pa Enua students to transfer to Rarotonga for Senior Secondary (approx 50-60 annually). -Increase of 5-10% in years 2009-2011 of students for whom DNHRD provides access to further education and training. -Funding provided for Pa Enua students on TVET courses in Rarotonga. -Correspondence courses 2010-70 students (21 Nth Group, 49 Sth Group), 2011-69 students (15 Nth Group, 54 Sth Group). -New Distance Education strategies. Te Kura Uira developed and piloted. -Commenced development of e-learning centres in schools. -Assessment of children with learning difficulties and provision of Teacher-Aides (40) for mainstreamed children. -Teacher Aide training-(NZQA Level 4 Cert in Teacher Aiding- 20 completed and further cohort enrolled). -High Dependency and Learning Support Centres at secondary level. -Creative Centre (adults with special needs) funded as a private school.
Improved Literacy and Numeracy outcomes for all learners	<ul style="list-style-type: none"> -Primary level national literacy and numeracy¹⁰ results on track to achieve 2015 targets (refer Appendix 9.6). -NCEA literacy requirements nationally are above target but there are geographical areas of lower achievement and concern about boys' achievement. -Restructure in MOE to focus on teaching and learning support and literacy/numeracy outcomes. -Schools are experiencing more responsive and focused support from MOE. -Lead Teacher programme has potential to improve school results. -MOE/ NZ Council of Education Research (NZCER) developed CI Progressive

⁹ The MOE Annual report July 2011 reports the following presentations by MOE staff: -Physical Education Conference in Suva, Fiji, July 5-7. (Health/PE Advisor). - Sand-watch in the Cook Islands, Sand-watch & Climate Change Conference, Seychelles. October 2010 (Science Advisor)
- Pacific Progress, a presentation on the approach the Pacific Region is taking to the EFA EDA, Asia Pacific EFA Coordinators Meeting, Thailand, November 2010 (CEO: PPR)
-SPACLALS Conference 23-25 June 2011:Overview of the Dialect Readers Development (Vaine Teinangaro Tangaroa & Ina Herrmann).
-PENZ Conference 18-20 July 2011: Traditional Games (Teata Ateriano, Teacher, Mauke School)
-COMMONWEALTH PACIFIC REGIONAL CONSULTATION OF HEADS OF TEACHER TRAINING INSTITUTIONS AND MINISTRIES OF EDUCATION ON PROFESSIONAL DEVELOPMENT OF TEACHER EDUCATORS –June 2011, Apia, Samoa:
Key Achievements and Challenges of Teacher Training in the Cook Islands – The Fast Track Teacher Training Pilot 2011 (Secretary)

¹⁰ MOE Education Statistics Report 2011

	<p>Achievement Tests (PAT) yrs 6 and 8 and administered end 2011.</p> <p>-CI Numeracy Framework developed.</p> <p>-Specific interventions and training to address competence of teachers in delivering numeracy outcomes (30+ teachers were enrolled in appropriate Auckland University course).</p>
Increased enrolment in ECE Centres	<p>-Enrolment in ECE increased from 5 year average of 470 to 517 in 2011.</p> <p>-ECE teachers completed and enrolled in ECE qualifications at USP.</p> <p>-ECE media campaign-targeting parents/caregivers of young children on early learning and development.</p>
Increased access to vocational courses at senior levels	<p>-2010 Performing Arts introduced to Tereora and PE at Titikaveka, 2011 Tourism, and Media Studies introduced at Tereora.</p> <p>-2011/12 Enterprise and Financial Literacy curriculum for secondary developed and implemented.</p> <p>-Dual Pathways programme introduced providing 'taster courses'/skills training, in collaboration with DNHRD.</p> <p>-Introduction of Tumanava and CISA courses that provide alternative pathways for some learners (predominantly boys).</p> <p>-2012 Araura College (Aitutaki) introducing 3 additional vocational courses</p>
Systems that enhance student wellbeing	<p>-Careers education programme developed for Years 7/8.</p> <p>-Annual Career Expo with programmes for boys and girls.</p> <p>-Vocational Guidance support provided from MOE and at Senior Secondary</p> <p>-Rakei Toa for 'in-risk' students (13 in 2011).</p> <p>-Counsellors (2) at Tereora College, one with role to support other schools. Part-time counselling position appointed on Aitutaki.</p>
Significantly increased participation in tertiary education	<p><i>NB: This evaluation only covers DNHRD so does not reflect significantly increased enrolment at USP and other training provided by public and private sectors.</i></p> <p>-Overall there have been increased numbers of students graduating from DNHRD courses and being awarded scholarships to study.</p>
Increased numbers of accredited institutions and courses available in-country	<p>-Increase in school-based accreditations for NZQA Unit Standard delivery.</p> <p>-ACITI from 4 (2007) to 7 (2011) local providers.</p> <p>-CISA, HTTC and TTC have added courses and levels in association with NZ tertiary providers and ITO's. E.g., in 2011 HTTC able to deliver the level 3 and 4 Travel & Tourism, CITTC up to level 4 in Automotive and Carpentry courses, and the Cook Islands Trading Corporation up to level 4 Meat and Retail courses.</p>
LEARNING AND THE COMMUNITY	
Goals	Key Achievements
Increased participation by parents in education policy and decision making	<p>-MOE media campaign includes role of school committees.</p> <p>-All schools have properly elected School Committees and majority have reviewed and endorsed school policies.</p> <p>- 2011 School Committee accounts audited by MOE.</p> <p>-Private schools receive decentralised budget and manage own resources.</p>
Wide community support and understanding of inclusive education	-Inclusive Education Policy, media campaign, trialled in schools and feedback sought in 2010/2011.
Increased participation of the wider community in on-going learning	-Te Kakaia (early development and learning 0-3yrs) programme successfully implemented, including for the Pa Enuā.
INFRASTRUCTURE AND SUPPORT	
Goals	Key Achievements
Adequate budget resource for education	See Efficiency section of this Report

High quality buildings, grounds and facilities	<ul style="list-style-type: none"> - School Libraries Project completed (PRIDE). -School Refurbishment Project was completed (NZ funded) -School Committees, parents and communities make a significant contribution to school maintenance and refurbishment. -Refurbished Science Laboratories for Tereora and Araura Colleges. -Replacement programme completed for Aitutaki schools after 2009 Cyclone. -Training facilities for ACITI continue to meet NZQA and ITO requirements-confirmed by NZQA and ITO site audits.
Well qualified and resourced teachers, administrators and support staff	<ul style="list-style-type: none"> -Staff recruitment and selection policies reviewed and revised. -Recruitment processes to attract returning CI teachers and expatriate teachers to fill staffing gaps. -A range of initiatives for teacher/principal development, formal and informal. -Fast Track teacher training initiative introduced 2010. -2010 new appraisal/performance development system (PDS) introduced. System reviewed for 2011. -Systematic process for performance improvement in place (PIP) for teachers/principals deemed to be below performance standards. -ACITI Quality management System covers Tutor recruitment and performance.
High quality management systems	<ul style="list-style-type: none"> -Effective school reviews and audits. -Sector outputs identified and reported. -MOE has developed high quality management systems with monitoring, evaluation' forecasting and risk analysis mechanisms. -Financial systems are effective (see Efficiency section of this Report). -ACITI Quality Management System is reviewed annually. -NZQA audit of ACITI 2010 contained no recommendations for improvement and extended the audit period to 3years.

5.2.2 How effectively has the education sector responded to the capacity assessment carried out by Scott and Trott (2009)?

The Capacity Development Programme (CDP) and Strategy that resulted from the 2009 assessment¹¹ was aimed at improving the capacity of the Cook Islands education sector in implementing the EMP. The CDP identified 5 key strategies to be implemented over a five year period 2009-2013.

In evaluating progress to date, the most significant achievement has been the MOE response to recommendations to restructure, to ensure internal divisions were focused for the most effective implementation of the EMP:

- The new Division for Policy Planning and Review has addressed the recommendations regarding strategic and operational policy development, analysis of data to inform decision making, effective monitoring and evaluation and improved school review processes.
- The new Human Resources (HR) Division, supported by external technical assistance during its first year, has established appropriate HR policies and processes and developed and implemented a performance appraisal system with emphasis on on-going improvement, the PDS.
- What was the 'Operations' Division is now School Support. Line managers have been introduced into the structure and the focus is now clearly on supporting schools and teachers to achieve the goals and targets of the EMP. This includes additional focus on the development of resources for Cook Islands Maori and the appointment of Learning and Teaching Advisors.

¹¹ C Scott, T Manarangi-Trott (April 2009) Capacity Development Strategy-Assessment of the Education Sector for the Implementation of the Cook Islands Education Sector Master Plan 2008-2023.

- An effective and efficient financial management system has been implemented with improved capacity in the Finance Division.
- The IT and Communication Division has addressed recommendations around communication strategy and IT support for MOE and schools. New initiatives include providing Distance Education for isolated students and plans to offer internships in the ITC Division to school leavers.

Structural changes do not lead to immediate results downstream but the effectiveness of a more focused MOE is already recognised by stakeholders and improved results should roll-out in years to come.

Support for students to make the transition from school to the workforce or to further education and training was identified as an area for capacity development in 2009. The response has been to confirm career guidance support within the staffing of the MOE, develop career planning units for Years 7/8 and provide career guidance in secondary schools. The development of the Dual Pathways programme, in collaboration with DNHRD, and CISA and Tumanava programmes have provided some students further transition opportunities.

The CDP recommended that there was a revised National Training Needs Analysis (TNA) and a Plan developed to determine the direction of tertiary education for the Cook Islands. It suggested that DNHRD was then aligned with the MOE until the longer term direction for tertiary education and training was determined. This was to facilitate a coherent approach to planning, monitoring, evaluation and reporting for the whole sector and enable EMP goals to be effectively and efficiently achieved. In response to these recommendations a revised TNA was completed in 2011, however national planning covering the scope of the tertiary sector is not evident. Delay in the alignment of MOE and DNHRD until July 2012 has meant that some of the CDP recommendations relating to tertiary education and training have not been achieved.

Capacity development was also required to support the EMP goal of, "Increased participation by parents in education policy and decision making". The CDP suggested that systems be developed for a decentralised funding model for schools and that pilot schools be identified for training and trialling the systems. Decentralised funding has been implemented for private schools but not in the public sector. Consideration of any legislative constraints and further capacity development in schools and school communities will be required in this area.

5.2.3 How effective is the education sector in delivering against current priorities?

In reporting on how effective the education sector is in delivering against current priorities, key results (outputs and outcomes) were identified from annual Business Plans to July 2011 and Statements of Intent documented by MOE and DNHRD. These are the short term results identified for the achievement of the EMP goals and targets, they are not the results expected from the eventual achievement of EMP goals and aims in 2023.

Priorities and results targets identified in these planning processes reflect what sector managers believe it will be possible to achieve within capacity and budget constraints, rather than what might be an ideal target or what stakeholders might hope will be delivered.

It is important to note that this section of the report does not include all the detail of activities and results but provides an indication of broad achievement against targeted results in priority areas.

Taku Ipukarea Kia Rangatira

- There has been progress in improving Maori Literacy although progress has been slower than hoped for on Rarotonga. All the short term results targets will be achieved. There was a fluctuation in NCEA L1 Maori achievement which was above target (88%) in 2009, lower than targeted in 2010 (73%), but improved and above target in 2011(88%).

- To support development of relevant teaching and learning styles there has been publication of a locally produced education journal which includes local action research.
- In developing as a Centre of Excellence for all things Cook Islands Maori the current priorities focus on effective communication nationally and internationally to explain, present and report on Cook Islands education issues and achievements. In support of this the MOE has:
 - Implemented a Media Plan using print, radio and television to provide community education and information.
 - Exceeded targets for staff presentations at international meetings and conferences.
 - Completed a baseline survey for the Cook Islands' response to the Pacific Education Development Plan.
 - Provided evidence for Pacific Plan and MDG reports.
 - Contributed to the development of the NSDP 2011-2015.
 - Published an EFA End of Decade Report.
- In the tertiary sector the focus is on achieving international accreditation and recognition of local programmes. NZQA and ITO audit reports for ACITI activities in 2010 were very positive. 2011 reports indicate a need to improve assessment skills.

Learning and Teaching

- Significant progress has been made to achieve the short term results identified to provide equitable access to quality learning programmes:
 - School Review systems have been improved and all schools and teachers are regularly reviewed.
 - DNHRD has achieved targets to provide learning opportunities for Pa Enea students.
 - The target to provide 90% of eligible students in isolated communities support to continue their education on their home islands is difficult to achieve. Correspondence courses continue to be provided and new distance learning initiatives are being piloted by MOE, but are constrained by budget and technology limitations.
- The short term results identified for literacy and numeracy outcomes have been achieved nationally¹².
 - Grade 4 Literacy Results: English 2010: 65% (2009: 78%, Five Year Average 65%), Maori 2010: 56% (2009:46%, Five Year Average 51%)
 - NCEA Level 1 Literacy: 2010: 83% (2009:88%)
 - G3 Numeracy Results: 2010: 73% (2009: 61%, Five Year Average: 61.4%)
 - NCEA Level 1 Numeracy 2010:83% (2009: 84%)

Disaggregated literacy and numeracy achievement and areas for further development are discussed in detail in section 5.3.

- Results targets have been achieved for increased enrolment in ECE Centres (GER 90%). The short term results identified for ECE have been achieved. Teachers have been supported to improve qualifications. Criteria have been developed for review and ECE is a focus for the School Review team in 2012.
- Targets for increased access to vocational courses at senior levels have been met, with some new subject choices at secondary schools and the implementation of the Enterprise Curriculum. Dual Pathways programmes, taster courses, and CISA programmes have increased students awareness of options for their future. Targeted careers guidance initiatives have been achieved.
- Short term results have been achieved in providing systems to enhance student well-being with 2 counsellors now employed on Rarotonga and a part-time counsellor for Aitutaki. DNHRD students are well oriented to services and support available for them.

¹² Results taken from MOE Annual Report 2010- 2011

- The targets to increase participation in tertiary education have been exceeded with over 5% increase in students achieving qualifications at HTTC and CITTC (Appendix 9.9). In 2010, a total of 553 learners' enrolled through ACITI programmes¹³, 79 people achieved qualifications, 149 achieved some unit standards and 325 completed upskill programmes. ACITI currently has 9 active partnerships with NZQA and ITOs, and the levels of training provided at both HTTC and CITTC have increased.

Learning and the Community

- Both MOE and DNHRD report that the short term results for the goals in this EMP target area have been achieved or are on target for 2012.
 - DNHRD has active Industry Advisory groups and the evaluation team met with representatives from these groups.
 - From 2011 all schools have elected and functioning school committees. School financial management was reviewed in 2011 and MOE has increased support for school committees in this area.
 - The Inclusive Education Policy has been completed and implemented, although schools were initially slow to engage in the feedback process. Teacher Aides have received training.
 - The target of at least different 4 Te Kakaia programmes on Rarotonga and 2 for Pa Enea have been well exceeded¹⁴ and there is a significant media campaign and publications to support the initiative. MOE in 2010/2011 published 5 different pamphlets (bilingual) to support Te Kakaia Programme including: Reading and Books; Right from the Beginning; Talking with Your Baby.
 - There is a life-skills programme for Northern Group students and is also offered to their communities. A Community Education Policy has been developed and is a current focus for MOE. Stakeholders would like to see more use made of school facilities for community education.

Infrastructure and Support

- Further work needs to be done to achieve the short term results identified to provide high quality buildings, grounds and facilities, the main concern being the state of buildings and the lack of funding to undertake adequate maintenance and facility development.
- Budgeting and Reporting for MOE and DNHRD have met the requirements of the MFEM Act for this period. Audits have been completed. Qualifications are minor and have been addressed or there are plans in place to address them.
- MOE has HR policies and processes in place to fill positions. Professional development requirements for both Ministry and school based staff are identified through the personal development system (PDS) cycle which includes individual personal development plans. The new PDS was not completed by all staff in 2010, with particular concern about the Northern Group schools understanding of the system. Attempts have been made to address this in 2011 but further work is needed to refine and communicate the process. DNHRD HR systems will be aligned with those of the MOE in 2012.
- Training is provided to meet identified PD needs¹⁵.

¹³ Results from DNHRD Annual Report 2010-2011

¹⁴ Refer MOE Annual Report 2010-2011. Rarotonga Programme: Workshops (total number-nine (13) workshops including: Homework Without Tears & Learning Styles, How to Help Your Child with Homework, Careers for Your Teens, Is Tertiary Study Right for My Teens, How to Support Your Teens, Baby's Brain (workshops run in collaboration with ECE/Careers Advisors). Pa Enea Programme: Baby's Brain workshops: Mangaia-ECE centres (3x); Mauke (ECE Centre (1x), Church Communities (3x), Penrhyn. Positive Parenting Workshops: Aitutaki-ECE Centres (3x).

¹⁵ For example: MOE Annual Report 2010-2011. Summary of attendance of staff at MOE training and development to meet staff performance development plans: Shared Teaching Practice (local) - 17, Local Workshops - 228, Overseas Workshops and training - 16, USP enrolments - 22, Attachments to the Cook Islands MOE - 1. Workshops included NCEA level 1 subject training, Literacy, Numeracy, Enterprise, PDS, FTT Trainee Teachers programme, Principals and DP/AP training and School Support Division workshops. Teachers attended overseas training and conferences in Graphics, Technology, Health and PE, the Arts, Enterprise, ECE, Pedagogy, Physiotherapy and Principals' Training (x4).

- School review/audit targets have been met
- MOE PPR division has policy schedules with review processes. MOE has effective monitoring and evaluation frameworks and processes and DNHRD is working to develop these further.

There are well established processes for tracking results with six monthly reports to the Office of the Public Service Commissioner of progress towards achieving Business Plan targets. PSC reviews of those reports have been completed for the first six months of the 2011/12 year.

MOE has an additional internal process, at the beginning of each three month quarter, to identify risks and analyse issues that might prevent the achievement of priorities. This leads to recommendations for internal action to mitigate the risks, with responsibilities and timelines identified.

Neither MOE nor DNHRD at this stage have any major concerns with regard to achieving priorities in the 2011/12 Business Plan. Evaluation findings are that, despite funding constraints, the education sector is largely delivering against the identified priorities.

5.2.4 What has gone well, and less well

The following enrolment and teacher data is provided preparatory to discussing what has gone well and less well during this evaluation period. The NER for Primary School enrolment was 99% in 2009 and has been above 97% since 2005. The NER for Secondary School enrolment was 83% in 2009 with an average of 86% for 2007-2009.¹⁶

Table 4: Student Enrolment by Year and Level 2008-2011

Student Enrolment by Year and Level				
Year	2008	2009	2010	2011
ECE	470	430	452	517
Primary	1979	1940	1841	1861
Secondary	2017	1947	1893	1804
Total	4466	4317	4186	4182

Total student enrolment seems to have levelled out in the last 2-3 years. Some enrolment gain is evident in ECE. The primary sector had approximately 118 fewer students in 2011 than in 2008 but enrolment numbers seem to have steadied in recent years. Secondary numbers have shown the greatest decline with 284 fewer students in 2011 than in 2008. This secondary level decrease reflects the decline in primary enrolment over the previous ten years. However, with the school leaving age increasing to 16 (mandated in revised Education Bill) and higher NCEA L1 success rates in 2011 with more students staying to Year 12 there is a predicted increase in secondary enrolments.

Table 5: Primary enrolment by Region 2008 - 2011

Primary Enrolment by Region 2008-2012				
Year	2008	2009	2010	2011
Rarotonga	1285	1271	1218	1222
Sth Group	487	434	418	437
Nth Group	207	235	205	202
Total	1979	1940	1841	1861

Primary enrolment in the northern group spiked in 2009 but 2011 enrolments are 5 fewer than 2008. Southern group enrolments are 50 fewer in 2011 than 2008. On Rarotonga there were 63 fewer primary enrolments in 2011 than in 2008. .

Table 6: Secondary Enrolment by Region 2008 – 2011

Secondary Enrolment by Region 2008-2012				
Year	2008	2009	2010	2011
Rarotonga	1340	1319	1306	1232
Sth Group	486	470	451	425
Nth Group	191	158	136	147
Total	2017	1947	1893	1804

A Year 12 programme has been introduced at Araura College on Aitutaki and Titikaveka College on Rarotonga in 2012. Tereora College on Rarotonga provides all other Year 12 and 13 education, with all other schools only providing education to Year 10 or 11.

¹⁶ Cook Islands MOE End of Decade Report. May 2011

Table 7: Teachers by Year and Level 2001 - 2011

Teachers by year and level 2008-2012				
Year	2008	2009	2010	2011
ECE	31	28	31	33
Primary	124	127	123	117
Secondary	137	126	121	130
Total	292	281	275	280

The total number of teachers in 2011 was 280, twelve fewer teachers overall than in 2008, but an increase of five teachers from 2010. This latter increase reflects the Fast Track Training Initiative which places teacher trainees in schools while they are completing qualifications.

Table 8: Secondary Teachers by Region 2008 - 2011

Secondary Teachers by region 2008-2012				
Year	2008	2009	2010	2011
Rarotonga	92	80	74	85
Sth Group	39	37	38	35
Nth Group	11	9	9	10
Total	142	126	121	130

Numbers of teachers per region reflect the enrolment data. Where teachers are not available in isolated schools, notably in the northern group, correspondence materials and distance learning are utilised. Northern group students travel to other areas (usually Tereora College) for NCEA levels.

5.2.4.1 Improving national literacy and numeracy assessment scores

The restructure of the MOE during 2009/10 placed greater focus on support for teaching and learning and the importance of literacy and numeracy across the curriculum. This is echoed in schools where there is a very strong focus on improving literacy and numeracy achievement. The appointment of Learning and Teaching Advisors within the MOE in 2010 has enabled a focus on developing assessment practices and in using assessment data to improve outcomes. Schools are experiencing more responsive and focused support from the MOE advisors in these areas and are harnessing parent and volunteer support for in-school programmes.

Table 9: National Literacy & Numeracy Achievements

Result Area / Achievement	2011	2010
Grade 4 English	72%	65%
Grade 4 Maori	58%	56%
Grade 3 Numeracy	68%	73%
NCEA L1 Literacy	88%	83%
NCEA L1 Numeracy	85%	83%

Nationally primary school literacy (English and Maori) and numeracy achievement (% achieving at or above standards) is on target to achieve desired results by 2015. Numbers of students reaching NCEA Level 1 literacy requirements nationally are above target and numeracy just below. However, disaggregation shows some geographical areas of lower achievement which have required intervention. There is concern with regard to boy's literacy.

Table 10: Primary Maori Literacy by Region

Primary Literacy Maori at Year4: By Region				
Region	2008	2009	2010	2011
Rarotonga	49	47	54	59
Sth Group	52	64	66	60
Nth Group	33	29	47	29
National	48	49	56	58

There has been a steady improvement in overall literacy. However, literacy achievement in the Northern Group is consistently lower than in other regions and requires further intervention.

To assist in assessment, a Cook Islands Maori Language Framework has been developed. Schools use a range of recognised assessment tools for English literacy and the

MOE, with the NZ Council of Education Research (NZCER), has developed Cook Islands Progressive Achievement Tests (PAT) for Years 6 and 8 that were administered towards the end of 2011.

Table 11: Primary English Literacy by Region

Primary Literacy English at Year 4: By Region				
Region	2008	2009	2010	2011
Rarotonga	79	81	72	78
Sth Group	39	79	70	75
Nth Group	23	46	29	33
National	67	78	65	72%

To bring about improvement, the MOE has implemented: targeted in-service programmes; the Lead Teacher programme (initiated in 2005); improved resourcing of school libraries (2010/2011) and current research of bi-lingual models suitable for Cook Islands learners.

The Lead Teacher programme involves a number of teachers with skills in developing literacy programmes within schools. Teaching responsibility has been removed from these teachers and replaced with a responsibility for developing and monitoring school wide literacy initiatives with the support of the MOE Advisors. Literacy Lead Teachers are stationed in all regions. The evaluation team found that where Lead Teachers are fulfilling their mandate they have effective programmes to improve outcomes. Some schools without a Lead Teacher recognise this to the extent that they are managing their staffing to free a teacher to carry out lead teacher functions. However, the evaluation found some Lead Teachers are being given classroom and administration responsibilities which impacts negatively on their ability to work with teachers to improve outcomes.

The language of instruction is an area of on-going discussion. There are areas of very strong support for the preservation of Cook Islands Maori and its use as the language of instruction until Years Three and Four. There are also areas of ambivalence and a preference for English to be introduced from Year One. Individual school language policies offer parents choices and it is important that parents support the school policy and their children’s learning. The importance of supporting fluency in a first language needs to be reinforced. The bi-lingual nature of Cook Islands education has implications for the cost of resource development as both languages must be adequately resourced at all primary school levels. This is compounded by the fact that there are several Cook Islands Maori dialects to consider.

School libraries (PRIDE funded) are operational now in all primary schools and teachers feel adequately resourced for English language. The MOE has developed Maori reading resources, notably for the early school levels and has an on-going programme for resource development. There is also a project in place to develop a Cook Islands Maori dictionary with print and interactive versions. In the planned restructure of MOE (July 2012) there is increased focus on Maori Language support. This is timely as the evaluation found additional Cook Islands Maori reading resources and support for Maori literacy was a consistently identified need for schools.

Table 12: Primary Numeracy by Region

Primary Numeracy: By Region % at or above standard at Year3.				
Region	2008	2009	2010	2011
Rarotonga	66	71	76	75
Sth Group	58	50	66	54
Nth Group	20	19	78	59
National	61	61	73	68

The Numeracy project started in the Cook Islands in 2004. It is currently targeted at Year 1-8 and is focused on improving student performance in mathematics through improving the professional capability of teachers. However, some teachers have been found to lack confidence in the pedagogical approach required. Where numeracy results are causing concern, e.g., with the Southern Group results in some schools in 2010, specific interventions have been

put in place by MOE to address competence of teachers in delivering numeracy outcomes. Over 30 teachers were enrolled in an appropriate Auckland University course that was delivered at the USP and this initiative has been continued with a new cohort enrolled for 2012. Some of the Numeracy Kits in schools require re-stocking after several years of use.

Literacy achievement is a requirement of NCEA Level 1 and has been increased from 2011. Students resident in the Cook Islands can meet the literacy requirement either through Cook Islands Maori or English. Nationally the achievement in this area is high. Disaggregation, however, shows areas of low achievement both geographically and particularly by gender. The literacy rate for boys is well below that of girls (90% for girls but falling and closer to 70% for boys in 2010)¹⁷. Although boys are achieving close to the overall number of credits required for NCEA Level 1 they are not gaining the qualification because they do not have the literacy credits.

Consideration of how to address this has become a priority for the MOE which has a number of strategies in place which include¹⁸:

- specific media campaigns using well-known local male role models to market the importance of literacy
- providing reading resources of interest to boys
- regular monitoring of literacy outcomes for boys at Year 11
- keeping parents well informed of requirements and progress
- a new system for 'traffic lighting' students at Tereora College, implemented in 2011, alerted students and parents when progress was a concern and NCEA results improved considerably from 2010-2011.

Like literacy, there is also a Numeracy requirement to achieve the NCEA Level 1 qualification. Again, national results are generally pleasing, averaging 87% achievement in the last four years, although disaggregation shows geographical areas of lower achievement which will require Ministry attention.

The table below shows disaggregated data for NCEA L 1 results for the southern group and Rarotonga schools. None of the northern group schools are NZQA accredited and do not offer NCEA. The students there either do correspondence or use Te Kura Uira as a bridging year and then access the funding provided for isolated students to transfer to another school (traditionally to Tereora but that is not a requirement). It is important to note that student cohorts in the southern group schools can be very small, e.g., in 2010 there was only one boy in Year 11 on Mauke.

Table 13: NCEA Level 1 Results for Southern Group and Rarotonga Schools

NCEA Level 1: Results by School and Gender, 2007 - 2011.								
Region		Southern Group				Rarotonga		
Year	Gender	Araura College	Enuamanu School	Mangaia School	Mauke School	Nukutere College	Titikaveka College	Tereora College
2007	Female	40%	22%	20%	67%	100%	86%	40%
	Male	21%	20%	20%	80%	75%	100%	42%
2008	Female	42%	18%	43%	67%	70%	92%	34%
	Male	37%	67%	83%	75%	71%	100%	38%
2009	Female	42%	33%	75%	100%	85%	100%	36%
	Male	42%	0%	100%	100%	78%	75%	40%
2010	Female	38%	67%	64%	80%	93%	85%	44%
	Male	37%	50%	14%	0%	71%	33%	38%
2011	Female	47%	50%	0%	no	100%	67%	73%
	Male	17%	50%	30%	intake	71%	75%	71%

¹⁷ Specific data included in MOE End of Decade Report May 2011

¹⁸ From MOE End of Decade Report May 2011

A new school-based Student Information System (SIS) linked to the MOE central information system is currently being piloted. The system is designed to enable schools to more regularly input assessment data so that areas for intervention can be quickly identified and provided.

In conclusion, there have been many initiatives introduced in recent years that have the potential to improve literacy and numeracy outcomes. These will continue to roll-out and have impact as the cohorts they affect move through the system. Progress can be enhanced by:

- Accelerated development of Cook Islands Maori resources.
- Continuing to build teacher confidence in numeracy.
- Specific interventions to address boy's literacy achievement.
- Review (currently underway) and monitoring of the Lead Teacher programme.

5.2.4.2 Enhancing teacher and principal effectiveness

The Cook Islands government recognises that teachers will always be the key to quality education and recruiting and training qualified teachers is of high priority. Over 90% of teaching staff have a recognised teaching qualification.

Table 14: Teacher Qualifications

Teacher Qualifications (%)				
Year	2008	2009	2010	2011
Teaching Qualification	87	89	92	91
University Degree	20	24	25	31

An analysis of those without teaching qualifications shows that the vast majority are secondary school teachers whose qualification is in their subject specialist area rather than generic education. This is in line with the historical policy which applied to secondary teachers. The Ministry now supports and encourages those with subject specific qualifications to also complete additional papers and qualifications in education.

There is a shortage regionally of secondary teachers, particularly in some subject areas (e.g., Maths, Science, PE, English). This presents a challenge for the MOE to attract and retain quality teachers for the senior secondary school. The MOE therefore has a 'direct recruit' programme to attract teachers from New Zealand and elsewhere in the region to fill gaps in school staffing, in school management and in the School Support division of the MOE.

Table 15: Expatriate Staff 2008-2011

Expatriate Staff-Registered Teachers				
Nationality	2011	2010	2009	2008
NZ	25	26	19	19
Indian	1	1	1	0
Kiribati	5	6	4	4
Fiji	1	1	1	1
Tonga	1	1	0	0
Sri Lanka	1	1	1	1
Total	34	36	26	25
Local Salary ¹⁹	17	12	10	8
Local Staff	190	187	201	200

Expatriate Staff-MOE Advisors				
Nationality	2011	2010	2009	2008
NZ	5	3	4	5
Fiji	1	1	1	1
Total	6	4	5	6
Local Salary	2	0	0	0
Local Staff	10	8	8	10

¹⁹ Figures exclude expatriate teachers with permanent residency status.

Of the 34 expatriate teachers, 32 are posted to secondary schools and 24 are based on Rarotonga. 14 of these are employed in teaching Mathematics, Sciences, PE and ICT at Tereora (11) or Titikaveka (3). Four are based in Pa Enea schools.

Direct recruit expatriate teachers are employed on contract and are paid various allowances for accommodation and removal expenses. If they choose to continue to work in the Cook Islands after their contracts are completed they transfer to local wages. There has been a steady increase of expatriate teachers on local salaries which would indicate teachers choosing to stay and continue teaching in the Cook Islands. Expatriates do not make up a large proportion of the teaching staff but are a significant component of the MOE Advisory staffing (see Appendix 9.8). It is hoped that the Fast Track teacher training programme will lead to a decrease in the number of expatriate staff required.

Table 16: ECE Teacher - Student Ratios 2008-2011

ECE Pupil :Teacher Ratios 2008-2012				
Year	2008	2009	2010	2011
Rarotonga	13	15	16	18
Sth Group	25	18	13	13
Nth Group	13	8	12	12
Total	17	14	15	16

Student - Teacher ratios have an impact on the quality of education provided. Teacher ratio trends are fairly steady with a couple of anomalies. Ratios seem a little high at the ECE level particularly on Rarotonga but there is teacher aide support provided for ECE Centres where numbers are high. Slightly lower ratios in the Northern Group reflect the need to provide teachers over a number of geographically dispersed smaller schools.

Table 17: Primary Teacher - Student Ratios 2008-2011

Primary Pupil :Teacher Ratios 2008-2011				
Year	2008	2009	2010	2011
Rarotonga	16	16	15	16
Sth Group	16	16	16	17
Nth Group	14	11	12	13
Total	16	15	15	16

Primary and Secondary teacher: student ratios are within the boundaries that support effective learning

Table 18: Secondary Teacher - Student Ratios 2008-2011

Secondary Pupil :Teacher Ratios 2008-2011				
Year	2008	2009	2010	2011
Rarotonga	14	16	18	14
Sth Group	13	13	12	12
Nth Group	15	15	15	15
Total	14	15	16	14

MOE provides training opportunities for its teachers. In-service courses are delivered through mixed modalities including distance learning semester courses, online courses, summer and winter schools and face to face intensive courses with on-going support. Pa Enea teachers are supported financially to attend workshops. Specific interventions address areas of identified need either nationally or for groups of teachers (e.g. the numeracy training outlined in the previous section). During 2011 the focus for in-service training of teachers was on differentiated and integrated learning strategies and evaluation findings are that although some teachers still find them challenging, these methods are being discussed and re-enforced through school based professional development.

Schools are engaged in school-based professional development, supported by MOE advisors and Lead Teachers. School-based programmes are particularly important for Pa Enua schools who reportedly feel more isolated from MOE support.

Formal teacher education opportunities have been offered at USP, with funding from DNHRD's Tertiary Assistance Programme. Results for the 2008-2011²⁰ time period are:

- ECE- 13 students have gained Certificates in ECE, 6 students Diploma's in ECE and 6 more are working towards completion in 2012
- 18 students have completed a Bachelor of Education (Primary)
- 23 students (teachers and principals) have graduated with a Post Graduate Diploma in Educational Leadership and Change

A significant recent development is the Fast Track teacher education programme. A collaboration between MOE, DNHRD and USP it is targeted to mature learners who have some previous tertiary education either in teaching or a subject area required in schools. Potential teachers are employed in schools with paid supervision/mentoring and with a limited teaching load (0.5 in Year One and 0.8 in Year Two) while they undertake papers at USP to become qualified teachers at either primary or secondary levels. Seven secondary and five primary candidates were enrolled in 2011. This programme aims to up-skill Cook Islands citizens to join or re-join the teaching profession and fill some of the teaching gaps in secondary schools.

The HR Division of the MOE has developed a schedule of competencies, at three levels, for teachers and improved performance appraisal with the Professional Development System (PDS). The focus of the PDS is on identifying progress and professional development needs which should, in time, lead to targeted PD opportunities for groups and individuals. It will take some time for all schools and staff to be comfortable with the processes and for the desired outcomes to be achieved. Performance Appraisal and School Review processes work together to identify teachers who are not performing and there is a Performance Improvement Process (PIP) for dealing with performance issues.

Principals have a programme of in-country training where senior and specialist MOE staff and visiting speakers offer 3 day workshops. Principals reported that this model works for them, also that the training is targeted and effective and has improved in recent years. They like the 'conference' style of the workshops. This model is being extended to Deputy Principals and other school middle managers.

In 2009, 4 principals were enrolled on the "First Time Principals Training" programme offered at Auckland University, while a senior MOE staff member trained as a mentor to these principals. These Principals have now completed the programme and a further 4 new principals were enrolled in 2011 with 2 more in 2012. Principals find the programme extremely valuable. There are plans to commence enrolment in the "Experienced Principals' Training Programme" when those principals' who have completed the First Time Principals programme have had the required five years of experience.

In the tertiary sector a key issue for NZQA is the assessment capacity within ACITI providers for assessment of the unit standards that fall under the ACITI accreditation. This indicates a need for further assessment training and support within TVET. In addition, it is now an NZQA requirement that all tutors delivering Unit Standards are actively engaged in study towards the Certificate in Adult Teaching and Learning. It is the intention to use the Southern Institute of Technology (SIT) as the provider (on-line delivery and no fees) with mentoring support

²⁰ Information provided by USP

from a DNHRD staff member currently enrolled in the programme. However, the majority of Tutors at CITTC have day jobs, teach night classes and may not have recently been engaged in formal study. Taking into consideration all the demands on their time and the well-recognised difficulties of working on-line at a distance, there are concerns that this mode of delivery will not lead to successful outcomes.

In conclusion, there is a culture that supports the enhancement of principal and teacher effectiveness. Teacher supply for some areas of secondary education continues to be an issue and requires the use of expatriate teachers to fill the gaps. It is possible that the Fast Track teacher initiative, if extended and effectively monitored, may help to address these gaps. The PDS ensures a systematic approach to teacher appraisal and development but still needs implementation support and may require some revision in the future. Formal Adult Education Training for DNHRD Tutors requires support.

5.2.4.3 Providing equitable access to educational opportunities

High proportions (over 90%) of children are in school until Year 11. Close to 60% of students continue to Year 12 and over 30% to Year 13. It is known that some students go to NZ after Year 11 and some move on to TVET courses or work. However, there is no data available that tracks those students.

The government staffing and operational budget allocation to schools is based on the same minimum formulae for all schools, public, private and the Creative Centre. Adjustments are made to take into account additional costs and some school specific needs. For example, Pa Enua schools have increased allocations to take into account costs of travel, higher power and fuel costs, and freight costs.

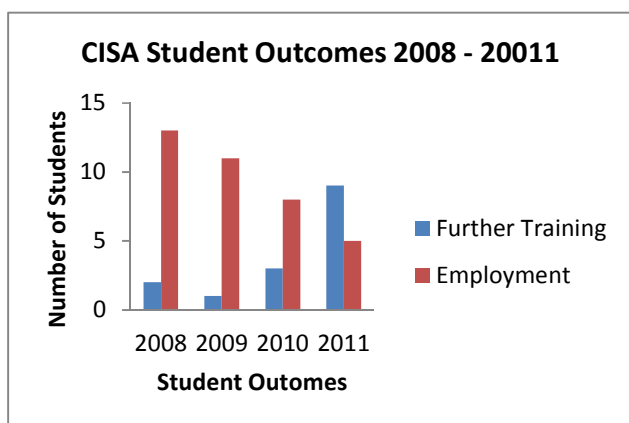
There can be staffing constraints in the Pa Enua schools, particularly at secondary level, that affect schools ability to offer a comprehensive and varied programme. Cook Islands government grants allow Pa Enua students to transfer to Rarotonga for senior secondary schooling. Additionally, DNHRD provides access, with travel and financial support, for Pa Enua students to attend TVET courses in Rarotonga and delivers limited TVET courses in the Pa Enua. Funding constraints prevent further provision of TVET in the Pa Enua.

Table 19: Number of Students on Correspondence

Students on Correspondence	2011	2010
Northern Group	15	21
Southern Group	54	49
TOTAL	69	70

Correspondence courses (through NZ) have been available for some time with approximately 60-70 students enrolled annually. These are significantly isolated students in the Northern group. However, the correspondence mode does not work well for many Pa Enua learners and is further compromised by timeliness in the delivery of the largely paper-based resources

and workbooks. The MOE has initiated a new approach, Te Kura Uira, an online learning programme using a number of on-line platforms and teachers using Skype to support learners. It was piloted in 2011, has been reviewed and is continuing with some modifications in 2012. Improved technology infrastructure is required.



Under the umbrella of CISA is the Sports programme and the Tumanava programme, which provides opportunities for 'at-risk' youth and the Rakei Toa programme for 'in risk' school age boys. Rakei Toa is funded by the MOE. These programmes, predominantly for boys, are delivering good outcomes (see Chart) with students moving into further training or employment.

N.B. The chart does not include outcomes for Aitutaki Students

MOE has an Inclusive Education policy and provides advice and support for schools with students with learning difficulties. Assessment of children with learning difficulties is undertaken and Teacher-Aides (40) are provided for mainstreamed children. Training has been provided for Teacher Aides (NZQA Level 4 Certificate in Teacher Aiding). Twenty teacher aides have completed this training and a further cohort is enrolled. Nukutere College has a High Dependency Unit and there are Learning Support Centres at secondary level. The Creative Centre (focusing on adults with special needs) receives MOE funding as a private school. Some schools feel that professional assessment of children with special needs is not always timely and that appropriate interventions are not always available. Travel costs and accessibility constraints make this an issue particularly for Pa Enua schools.

In conclusion, it is difficult to provide equitable access in the more remote islands with small populations. Initiatives such as Te Kura Uira, if supported by appropriate infrastructure, can make a difference. Other technology options, such as video-conferencing, are limited by inadequate broadband width and speed.

5.2.4.4 Appropriate training to satisfy labour force requirements

The NSDP 2011-2015 identifies the priority areas for national development from which can be drawn future labour force requirements. DNHRD is mandated to attempt to meet these needs through administering a number of scholarships and awards under its Tertiary Award Programme (TAP)²¹ output.

Selection processes are targeted to meet labour force requirements identified through the 2002 training needs analysis (TNA) and updated with annual surveys. The TNA was updated in 2011 to assist with setting priorities. While the 2011 TNA offers some direction, verification of the identified needs against the 2011-2015 NSDP strategies would assist the priority setting process.

The number of awards and scholarships given has remained fairly constant since 2008. However, with the introduction of the 'reverse scholarship' scheme to replace the NZ Development Scholarships six places are available annually instead of the previous three.

Table 20: Qualifications Gained by TAP Awardees

Qualifications Gained by TAP Awards ²²			
2011	2010	2009	2008
49	44	35	35

Tracer Study of TAP awardees 2008-2010 identified 112 awardees (61% female) of which 90% were employed in the Cook Islands public, private or SOE sectors.

In-Country Training (ICT) funding from the NZ Government has been directed to DNHRD and used to provide courses at the CITTC, HTTC and CISA. HTTC courses meet needs within the tourism industry (Chef and Food and Beverage strands). CITTC has courses in building, automotive, telecommunications, electrical and drain laying trades. All courses are internationally recognised and audited, by NZQA or City and Guilds, have links to ITO's and have local Industry Advisory Committees.

²¹ TAP involves, NZAID/Aus AID Regional Development Scholarships, NZAID Pacific Scholarships (old NZDS) NZAID Short Term Training Awards, CIGS-CI Government Scholarships to NZ (5 at any one time), ICAS-CI In-Country Award (tuition fees and texts while studying in-country), ISAF-CI In-country Student Assistance Fund-(partial reimbursement of costs of in-country study for courses passed), CI Overseas Student Assistance Fund-(partial reimbursement of costs of overseas study for courses passed).

²² Figures taken from 2009 – 2012 Graduation Handbooks.

Table 21: Qualifications Gained by DNHRD Students

Qualifications Gained By DNHRD ²³				
Provider	2011	2010	2009	2008
HTTC	30	20	19	33
CITTC	40	46	15	24
CISA	14	14	14	n/a

Although DNHRD has increased its range of courses and numbers of graduates, ICT funding has not increased so it is unable to develop further to meet industry identified needs.

Industry/business stakeholders identified a range of additional industry areas where training is required. These included: Beauty Therapy and Spa Services, Computer Technical Support, Horticulture and Accounts Clerks.

Development of TVET is constrained by a gap in national level planning for the development of the sector. Goals and targets for the tertiary level include:

Table 22: Tertiary Goals and Targets of EMP

Focus Area: Teaching and Learning	
Goal:	Significantly increased participation in tertiary education
Targets:	<ul style="list-style-type: none"> at least 60% of school leavers are participating in some form of tertiary education at least 25% of the adult population in tertiary training increased numbers of accredited institutions and courses available in-country

Additionally the NSDP 2011-2015 calls for ‘an increase by 50% of tertiary qualified Cook Islanders’ and ‘an increase by 50% in vocational education and training achievement’.

In order to achieve the goals and targets in the EMP for

tertiary education, strong partnerships among the Cook Islands government, public sector, the private sector, USP, NGO’s and donors will be required and these efforts will need to be planned and coordinated.

As identified in the 2009 Capacity Development Strategy²⁴ there are some significant questions to be addressed about the size and scope of Cook Islands government funded education and training within the tertiary sector and its future direction. What are the priorities? For example, should training be prioritised to prepare Cook Islands people to provide a skilled workforce targeted at national economic development, or to prepare Cook Islands people for a career off-shore, or to prepare people for sustainable livelihoods in local communities? Who should pay for tertiary training? Should it be through government subsidy (either through scholarships and awards or by funding providers on a per student basis), user pays by individuals or employees or industry levies? The national debate to discuss these questions is yet to be held. Constraints and limitations are dictated by the small size of the population and the difficulty in achieving a critical mass of students to sustain and resource a wide range of programmes.

A further EMP aim revolves around links between secondary schools and tertiary providers, public and private sector employers to provide transition opportunities for senior secondary students. The Dual Pathways initiative has provided effective opportunities for school students to experience TVET and could be expanded. The Business Mentors Pacific Program funded by the NZ Government in partnership with the Chamber of Commerce provides a further model.

Expansion of the TVET sector is constrained by the lack of capacity in course design for programme and course development. New courses locally developed will need to meet the requirements of NZQA and other

²³ Figures taken from 2009 – 2012 Graduation Handbooks.

²⁴ Capacity Development Strategy. T Manarangi-Trott, C Scott. April, 2009.

international bodies before new programmes can be accredited. This assumes that external accreditation authorities will continue to be used to accredit and quality assure TVET courses. The revised Draft Education Bill allows for the development of a Cook Islands Qualifications Authority but also leaves open the opportunity to continue to use external qualification authorities to validate courses.

In conclusion, progress has been made by DNHRD in providing graduates to meet some labour force requirements but others have not been addressed. TVET is significantly resource constrained and lacks a national planning framework for tertiary education within which to work. Programmes for transition from school and TVET to employment have increased with positive results but there are further opportunities to explore and a need to focus on transitions for the Pa Enua students who wish to stay on home islands.

5.2.4.5 Refurbishment of school facilities

Donors have supported projects such as Upgrade of School Libraries (PRIDE) and the School Refurbishment Project (funded by the NZ Government) and these have provided the main improvements in school facilities. The School Refurbishment Project began in 2004 as one-off assistance by the NZ Government to bring all necessary school facilities up to standard according to building, health and safety and education accreditation requirements. The bulk of the programme had been completed by 2008 with a few remaining schools requiring attention. Completion of the project was delayed in 2008/09 with major capital work taking precedent in preparation for the 2009 Pacific Games hosted by the Cook Islands.

Despite the completion of the project the standard of buildings is still an area of concern. The evaluation team visited schools with issues such as water supply problems and unsafe flooring. The project may have fixed problems some years ago but has not addressed the need for on-going repair and maintenance. Tereora College, in particular, is in need of a major upgrade in facilities if it is to meet the needs of the Cook Islands and students as the provider of the majority of senior secondary education. There is need for an adequately resourced repairs and maintenance programme as part of a forward looking asset management strategy.

The ITC Division has a management plan for replacement and purchase of IT resources for schools based on set formulae. This includes a five year forward purchasing plan. Well-managed schools complement this with a five year purchasing plan from their own school resources.

The MOE's new Administration Building funded by a grant from the Government of China (approximately NZ\$1.6million) was completed early in 2012. The building has room to accommodate DNHRD operations when the merger takes place later this year. Sustainable Energy initiatives, for the MOE building and then Tereora College, will enable future cost-saving.

The Cook Islands Investment Corporation (CIIC), which has responsibility for managing government subsidiaries as well as all government buildings, has processes and capacity for identifying, prioritising, costing, tendering and monitoring project work. However, CIIC is very resource constrained and uses its available budget to address significant health and safety risks in schools. In 2011, CIIC's overall budget for maintenance and repairs was reduced to a \$120,000 budget for all 2011/12 school maintenance and repairs. A supplementary budget request for additional funding was unsuccessful. Invariably this increases the burden for financing activities on the MOE and school communities so responsibility largely falls on the commitment of parents, school committees and donors to fund on-going maintenance and refurbishment. This is further discussed in the following section. A priority list for 2012/13 school repairs has been compiled by CIIC and indicative costs total \$490,000. This would not include funding a refurbishment of Tereora College.

Support to upgrade, maintain and repair DNHRD facilities and equipment is met primarily through government allocations. While some costs can be met through course related costs, given CIIC constraints, the majority require other funding. This includes, for example, the CITTC scheduling repair jobs as teaching opportunities for its trade courses. While initiatives such as these maybe considered resourceful and efficient, the true cost and value of operating and maintaining facilities is overlooked.

If existing and future education facilities and services are to remain effective in supporting the achievement of the EMP goals, further attention to meeting the on-going costs will need to be a priority consideration by the government and its partners. A long/medium term property replacement and refurbishment plan, supported by appropriate funding, is essential in establishing and maintaining a quality learning environment. This is addressed through the national budget processes and asset management responsibilities of CIIC with MOE input.

To conclude, the MOE has responded very effectively to the recommendations of the 2009 capacity development assessment and is now positioned to have greater impact on achieving EMP goals, although some recommendations regarding the TVET sector have yet to be actioned.

Overall, the evaluation has found that the CI education sector has been largely effective in achieving the short term results identified toward achieving the goals of the EMP and in delivering against current priorities. Areas requiring further development and support are detailed in the text above and the following section on Lessons Learned and Opportunities.

5.3 EFFICIENCY

5.3.1 *Are financial resources, including funding from the harmonised NZ/Australia development assistance programme, being used in the best possible way in order to achieve the goals of the EMP?*

In order to determine the efficient use of financial resources and value for money, the sources of funding, systems in place to administer financial resources as well as the ways funds were being used to achieve the goals of the EMP have been examined.

5.3.1.1 Sources of Funding

There are three main sources of funding to the Education sector. The Cook Islands tax payer through government appropriation is the primary source of funding for the EMP. Contributions in cash and kind from donors such as MFAT, AusAID, and UNESCO supplement government spend. Civil Society, which includes island and school committees, Parent Teacher Associations, as well as private sector businesses and industries, also contribute in cash and/or kind towards the EMP's implementation.

In the compulsory education sector government contributions are formula based. Public schools are funded through the MOE's appropriation with private schools receiving contributions as grants through the ring fencing mechanism of Payments on Behalf of the Crown (POBOC).

There is no clear approach to funding tertiary level activities. Funds to the ACITI providers – CITTC, HTTC and CISA are paid through POBOC as well as the annual subscriptions to USP and the Cooks Islands Scholarship schemes. Some costs are administered by DNHRD through its annual appropriation. Courses are funded from the ICT pool.

Contributions from Civil Society come in the form of school, course and/or providers' fees (voluntary and/or compulsory). Raising funds through a range of events, activities or services is also undertaken. Employer contributions include staff release time or funding of employee training costs. Business and industry support through sponsorship also contributes to the EMP's implementation. No figures were available to quantify the financial resources provided by Civil Society, however, data provided by MOE of audited Primary and Secondary School Committee accounts show that substantial revenue is provided to meet school operating costs.

Donors MFAT and AusAID are the main contributors to the EMP. Since 2008, through a higher order aid modality of ear-marked budget support at the sector level, New Zealand and Australia contribute to the EMP through a delegated harmonised aid programme. Cash contributions are aligned to the four outputs delivered by DNHRD and MOE. In addition, a mix of donor and government led lower order aid modalities of project and programme funding are also provided through the existing multi-partner agreement. These include the recently completed School Refurbishment project which was managed by CIIC and funding ceased in September 2010. New Zealand and Australia long standing Scholarship programmes which are managed in-country and short term training awards programme which has some management functions carried out by DNHRD. In 2011-12, Australia's Official Development Assistance (ODA) will provide \$2.2 million country programme assistance to the Cook Islands²⁵ (a further \$2.2 million via regional assistance). The Australian assistance is delivered by the New Zealand Aid Programme and targets economic growth, infrastructure, governance and climate change adaptation activities.

²⁵ Refer to <http://www.ausaid.gov.au>. Retrieved February 22 2012.

5.3.1.2 Funding Contributions

Table 23: Total Government and Donor Funding 2008/09 & 2011/12

Department	2008 - 09 ²⁶	2011-12
MOE ²⁷	11,886,698	11,876,985
DNHRD ²⁸	1,427,399	1,537,549
CIIC	150,000	120,000
Sub- total	13,464,090	13,414,654
NZ/Aus	4,000,000 ²⁹	3,683,000 ³⁰
Total	17,464,090	16,976,654

Public expenditure on education is one indication of the political priority of education in policy. In most Asian and Pacific countries, public spending on education in 2008 ranged from 2.0% to 6.0% of GDP.³¹ Cook Islands Vote Education is currently around 4% of nominal GDP.³² Looking at financial resources from another angle, the recommended proportion of total government expenditure national allocated to education is 15 to 20%. Among Asian and Pacific countries and territories where data are available for 2008, most allocated 10% to 20%.³³ As a comparison Samoa's

spend in Education was 5.7% of GDP and 13.4% of government income.³⁴ Table 23 shows that since 2008 in dollar terms, funding has remained stable in government and DP funding to the sector. Further analysis reflects an overall reduction in the percentage of spending by government and its donors which ultimately increases the burden on communities and business to cover the gap.

Table 24: Government Expenditure in Education 2008/09 & 2011/12

	2008 - 09	2011-12
Total Government expenditure	141,658,052	178,337,477
MOE	11,886,698	11,876,985
DNHRD	1,427,399	1,537,549
Sub- total	13,464,090	13,414,654
% of Gov. Exp	9.2%	7.3 %
Total Aid appropriation	21,174,000	44,931,637
NZ/AusAID	4,035,000	3,685,000
% of total Aid	20%	8.2%

Table 24 shows that in 2008/09 9.2% of government expenditure went to the Education sector compared to 7.3% in 2011/12. For NZ/AusAID, as the major donor partner in Education, its contribution to Education made up 20% of all aid in 2008/09 compared to only 8.2% in 2011/12³⁵. While aid into the country has increased, the support from donors to education sector has declined to 8.2% of total aid pledged.

According to the NZ Forward Aid Programme, in 2011/12 Education makes up approximately 17% of the NZ/AusAID programme compared to 24% in the previous year.

Many stakeholders reported that more funding was needed in the education sector and perceived that in general, funding was well used on existing activities of the EMP. For example, DNHRD shows that the number of students has increased over the last four years despite no increase in funding. Use of a variety of course delivery methods and development of local tutor capacity are attributed to gains in efficiency.

In assessing value for money of TVET courses offered by DNHRD there are a number of factors to consider. Courses are provided in partnership with NZ providers, both Industry Training Organisations and Tertiary

²⁶ Figures taken from 2008 Partnership Agreement LOV 1

²⁷ Includes Capital expenditure and POBOC

²⁸ As above

²⁹ Includes \$715,000 for STTA, Scholarships in 2008/09

³⁰ Includes STTA and scholarships allocation of \$613,000 in 2011/12 provided by NZHC and AMD FAP

³¹ Statistical Yearbook for Asia and the Pacific 2011, UNESCAP. Retrieved 26 February 2012 from <http://www.unescap.org/stat/data/syb2011/I-People/Financial-and-human-resources-for-education.pdf>

³² P.36 Ministry of Education, 2011, End of Decade Report,

³³ Retrieved 26 February 2012 from <http://www.unescap.org/stat/data/syb2011/I-People/Financial-and-human-resources-for-education.pdf>

³⁴ Ibid.

³⁵ We note that a one-off grant from China towards the new Education Building was also made in 2008/09.

Education Institutes, with whom Memoranda of Understanding have been signed. These NZ providers will be receiving Equivalent Full Time Student (EFTs) funding from the NZ Government for the Cook Islands students who are NZ citizens. In addition, they are receiving payments from DNHRD funds for providing a range of services relating to course delivery in the Cook Islands. This is potentially coming from the In Country Training Course fund granted to the Cook Islands as part of the harmonised donor funding by NZ MFAT. Further analysis needs to be undertaken to identify what the actual cost/EFT is to train a Cook Islands student at HTTC and TTC, taking into account all sources and recipients of funding, and which institutions/organisations are actually benefitting.

The Evaluation concludes that to some extent the combined sources of funding targeted to achieving key goals of education provision have been efficient. This has been based on assessing: the extent to which resources have been clearly justified and aligned to the planning outcomes, if the quality and quantity of resources provided are sufficient to achieve outcomes, and that costs appear fair and reasonable with waste and duplication avoided.

However, further analysis of these three sources of funding would assist in determining the extent of funding and potential capacity of each source to provide further support to the EMP's implementation.

5.3.1.3 Financial Management Systems

The launch of the EMP in July 2008 signalled the Cook Islands government intention to manage education activities as a sector and over longer periods of time rather than in piecemeal and short term bites. From the government's point of view, this approach enabled a strategic approach to focusing on priorities. The focusing of MOE and more recently DNHRD business plans and budgets towards the priorities of the EMP, also drew greater alignment of donor contributions towards the EMP. In addition, there has been a shift towards greater use of government financial management systems by donors New Zealand and Australia. This included transfer of funds to the AMD from a monthly to quarterly schedule. Funds were then transferred to MOE and DNHRD in line with MFEM Treasury procedures with monthly reconciliation and compliance checks before release of the next month's funds.

Overall, these efforts have resulted in more simplified reporting requirements, reduced duplication of requirements and improved administrative load for all parties. These gains are considered favourable by donor partners and Cook Islands Government officials reflecting the government's Aid Policy and commitment to Aid Effectiveness principles.

Attention to improving financial management systems by the government, within the AMD and with support from MFAT, has seen AMD 07/08 – 09/10 financial reports and favourable audits completed. MOE and DNHRD have also been able to ensure financial management systems are operating satisfactorily with some recent remedial work being carried out between DNHRD and AMD to improve reporting performance.

In general, stakeholders recorded increased confidence in government financial management systems between line ministries and MFEM.

School funding formulae was a matter raised by stakeholders. MOE has systems to ensure an equitable distribution of resources to address each school's needs. Currently minimum funding is calculated according to school demographics with loadings added for special circumstances. These include loadings for initiatives such as Fast-track teacher programme, NZQA accredited schools, Lead teachers, travel, freight and power costs for the Pa Enea. A separate formula for providing teacher aide support for children with learning difficulties (special needs) is a component of the Inclusive Education Policy. The MOE reported that these formulae are currently under review as some factors are not taken into account, such as IT needs. There is a perception among some

school stakeholders that funding to schools is calculated on a 'one size fits all' basis and that some schools are disadvantaged. Further information to schools communities would help clarify these perceptions.

Overall, we conclude that the formulae approach taken, with proposed revisions to ensure equitable means of funding schools, can be considered an effective and economical use of resources.

Stakeholders expressed concern over the **delays in decision making**, particularly those related to procurement and the management of school operating budgets. While there are clear procedures in place to facilitate efficient and timely processing of payments, it appears that these are not well understood by all in schools including school committees, management and teaching staff.

Stakeholders considered that the **centralised funding models** for school staffing and resources did not always allow for cost-effective procurement and timely decision making. Along the same lines, some schools identified that there is **inadequate sharing of information** by MOE and schools leaders of budget information to allow for efficient planning. No **delegated authority** to make procurement decisions was also identified as a constraint when dealing with the operational grants was also identified by some schools. However others can and do procure goods and submit invoices to MOE for payment.

Overall, there is appetite for **increased control at local level** for management of school affairs including finances. Stakeholders expressed an interest in having greater involvement in school governance and operations. The model used by the MOE to fund private schools such as the Creative Centre and the faith based schools is an example that public schools communities are keen to explore. Bulk funding provisions are allowed for in the Draft Education Bill and were included as a way forward in the CDP 2009. Further investigation into the viability and capacity of schools committees to undertake this is needed. Stakeholders identified that school governance and management structures would need to be established along with systems and processes to administer funding at the local level. It is perceived that bulk funding would give local school communities greater control and autonomy in ensuring special characteristics of their community are addressed by those directly involved in education at this level.

In determining value for money, we conclude that the systems used to deliver financial resources have developed over time and continue to improve. Efficiency gains include the way donor funds come into and are accounted for within government systems as well as in the way funds are dispersed from central agencies to the line ministries. Value for money is less conclusive in the way that MOE provides its funding to schools. Further investigation is needed, e.g., investigating the viability of decentralised funding of operational budgets. Improving the capacity of school stakeholders has been identified as an initial step.³⁶

5.3.1.4 Value for Money at Activity Level

The TOR asked the evaluation to assess the efficiency of the use of financial resources to implement the EMP by determining if financial resources, including funding from the harmonised NZ/Australia development assistance programme, are being used in the best possible way in order to achieve the goals of the EMP. This was a focus of the evaluation. It was not possible, with the information available and within the timeframes of the evaluation to do detailed cost-benefit analysis on specific activities.

Participants considered that EMP activities undertaken were value for money and that given the limited resources provided a great deal had been achieved. At the activity level, we conclude that activities are adequately monitored and audited and financial resources are being used for the purposes for which they are intended. Through alignment with the EMP goals and targets, activities are designed to address educational development outcomes. Further comment is made in the following:

³⁶ Such as Principals financial management workshop proposed for April 2012

Recruitment of Expatriate Teachers

This is a strategy that has been underway for many years prior to EMP's existence. While the donor administered teacher support programme no longer exists the MOE has developed its own 'direct recruitment' programme. This runs in tandem with the Fast Track teacher programme aimed at placing qualified Cook Islands teachers into the classroom. While stakeholders identified the value of overseas trained teachers adding to teacher quality, injecting fresh ideas, perspectives and energy into school communities, the cost of recruiting 'expats' was considered by others as not value for money and seen as undermining the value of local teachers with a perception that expatriate teachers are paid well above the remuneration packages of locals. In reality there are an increasing number of expatriate teachers moving onto local wages. There was a feeling that there should be equal pay for equal work and that if expatriate teachers were to gain additional remuneration then some additional requirements should be added to their workloads. Opportunities to include a structured programme of skills transfer to an appropriate local teacher and/or to develop resources that remain in-country when they leave may add value to the existing scheme.

Staffing Ratios

Staffing ratios could be seen to be low in some areas and there is a question as to whether savings could be made here, especially if population continues to decline. However, the decline in school enrolments has steadied in recent years and increased at ECE. The need to provide staff to cover a large geographical area necessitates smaller ratios in some schools. At primary level the loss of about 100 pupils over five years in 25 schools does not lead to any significant classroom closures when the need for national education provision is taken into account. There are already a significant number of composite classes and a limit to how many levels one teacher can effectively work with and continue to provide a quality programme. There is also the requirement to provide a range of specialist subject teachers as many Pa Enua schools provide classes from ECE to Year 10 or 11. Although general population figures are predicted to continue to decline, the increase of the school leaving age and the lowering of the ECE enrolment age (from 3.5 years to 3 years) means total school enrolment is predicted to increase.

Language Resource Development

Providing learning resources in both English and Cook Islands Maori for all levels of schooling could be seen as not providing value for money. However, education research clearly demonstrates the benefits of fluency in the mother tongue as a base for further learning and the Cook Islands is a bi-lingual society Reo Maori has been an official language since 2003. The Ministry of Education allows for schools to develop language policies appropriate to their community. Those policies need to be supported with resources. The development of resources to support language development is required in both languages, while also taking into account regional dialects.

Teacher Salaries

As salaries are the most significant component (approx. 80%) of the education budget expenditure it must be asked if they represent value for money. MOE has just reviewed all teachers' salaries to align them to the appropriate PSC band. Previously teachers had been paid on a 'teachers' scale' that had no alignment to PSC. The alignment exercise has shown that teachers' salaries require adjustment up to fully align teachers' salaries to PSC requirements. There is a danger that good teachers will be lost to other public service positions if this does not happen. CI education also competes for Cook Island teachers with NZ schools where salaries are considerably higher. MOE predicts that to upgrade existing teachers to NZ equivalent salaries would require an additional \$20 million annually.

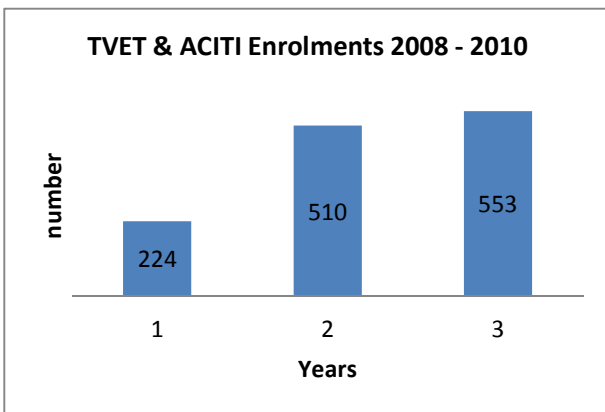
Teacher Training

The Fast Track programme is an area where value for money can be demonstrated as participants are effectively training 'on the job' by being active in schools while they undertake their study programmes. This programme can meet the demand for teachers, in conjunction with other teacher training programmes provided at USP, without the need to reintroduce a pre-service teachers training college in the Cook Islands.

Tertiary Level Participation

Stakeholders reported that there are not enough resources going into the tertiary sector including those providers outside of the scope of this evaluation.

Table 25: TVET & ACITI Enrolments 2008 - 2010



In 2008, student numbers were 224 and have doubled to over 550 by 2010. Increased enrolments were achieved with the same budget allocation. However, stakeholders identified that while the courses delivered at CITTC, CISA and HTTC are delivering to some national priorities in the economic and social sectors; other priorities are not being addressed due to a lack of funding.

Accreditation of TVET Courses

It is difficult to determine the actual cost/student of gaining a TVET qualification. There is a situation where NZ providers are enrolling DNHRD students, who are NZ citizens, at their institutions and probably receiving NZ government EFTS funding for that enrolment. Providers are then charging DNHRD for delivery services, which are being funded from In Country Training funds. There is a question around which institutions/organisations are actually benefitting from these arrangements? In addition, student cohorts are quite small in comparison with class sizes in comparable NZ Institutes (E.g., 10-12 per course at HTTC). This funding process is clearly unsustainable and will be in part resolved with the new systems proposed for funding HTTC and TTC after the merger with MOE. On the broader issue of accreditation of qualifications it makes sense to continue to work within NZQA as there is not currently a critical mass of students, or the capacity, to develop a Cook Islands Qualifications Authority for tertiary programmes. However, there need to develop capacity to design local programmes and learning resources and have them accredited by NZQA, rather than continuing to pay NZ providers for those services.

Overall, the evaluation concludes that concerted efforts are being made by implementers to ensure financial resources are being used for the purposes for which they are intended. Of concern is the increasing demand on resources despite the gains made in establishing more efficient and effective systems. Greater attention to securing financial resources is needed to maintain implementation momentum.

5.4 SUSTAINABILITY

5.4.1 What monitoring systems are in place to ensure progress towards the goals of the EMP in the short, medium and long term?

At the national level oversight of monitoring systems is the responsibility of central agencies – MFEM (financial and economic oversight), OPSC (public sector performance) and OPM (national policy development and planning). Collectively these agencies are charged with providing the leadership and guidance to track progress towards national priorities and responsibilities determined by the NSDP/2 and legislation. In relation to national

development goals, the National Sustainable Development Commission, with representation from high level government officials, was established in 2008 to oversee national development progress and report to Cabinet. This mechanism is still in operation and likely to undergo some changes to improve its effectiveness.

Over time the monitoring systems have developed with the shift from annual planning and budgeting cycles to more systematic one, three – five year cycles within 15 -20 year timeframes.

An assessment of the Public Service’s financial management systems was carried out in 2011³⁷ with the report’s recommendations adopted and under implementation as set out in the Public Financial Management Roadmap 2011 – 2015. A review of public service functions³⁸ was also carried out in 2011 with government opting to take a phased approach to the report’s recommendations. 2011 also saw the launch of the second NSDP 2011- 2015 setting out development priorities over the medium term.

At the sector level the second NSDP takes account of educational outcomes (including Human resource needs) under Priority Four: Social Development. Based on the goals and priorities of the EMP, a set of education objectives, strategies and actions are identified with MOE and DNHRD the lead agencies to ensure implementation and monitoring of progress are carried out. This fit of the EMP as a sector based strategic policy tool into the NSDP is considered by stakeholders to be well integrated providing clear vertical and horizontal policy direction and intent to implement, monitor and report on.

At the ministry level, MOE and DNHRD track expenditure and the progress of initiatives and programmes. Financial performance is reported back to MFEM on a monthly and annual basis with favourable reports triggering the release of funds. This same monitoring system applies to Development Partner funds.

The OPS monitors performance of MOE and DNHRD business plan outputs through six monthly and annual reports. The reports have been revised to provide greater alignment to the budget planning processes, NSDP objectives and mandated responsibilities. This process includes site visits by performance analysts to review and verify reported information.

Since the launch of the EMP, the MOE have developed a monitoring framework and evaluation plan. Stakeholders viewed this framework as workable and within the capacity of the MOE to monitor through the short, medium and longer term timeframes. The School Review system carried out by the PPR Division monitors the professional and operational performance of schools according to annual plans, school and MOE policies and actions linked to the EMP. Through the PPR Division data is systematically collected, analysed and reported on through regular statistical reports.

Overall, MOE monitoring capacity and systems are viewed by stakeholders as a strength with the MOE working to strengthen evaluation processes. In 2011 DNHRD developed a results/outcomes framework aligned to the 4 EMP Goals, however work is still to be completed on a monitoring and evaluation framework to support this initiative. Systems are in place to capture student data for ACITI and TAP activities. Capacity to input data and the need for a networked system were identified by stakeholders as constraints to improving the value of these systems. The monitoring and auditing of courses and programmes is carried out to meet NZQA accreditation requirements. NZQA, ITO and provider reports show that most requirements are being met to the required standards but there is a need to improve assessment skills. Overall more work is needed to monitor and evaluate the achievement of tertiary sector outputs.

³⁷ PFTAC (2011) Public Financial Management Assessment Report and Performance Indicators. Retrieved 25 February 2012 from: http://www.mfem.gov.ck/index.php?option=com_content&view=article&id=130&Itemid=97³⁷

³⁸ ADB (2011) Cook Islands Functional Review Report.

With the merger of MOE and DNHRD well underway to take effect from 1 July, it is planned that these monitoring systems will be integrated using the current MOE systems. Preliminary assessments of requirements have been carried out in preparation for the merger which identifies actions and staffing requirements to ensure monitoring systems capture tertiary sector data and performance.

We conclude that monitoring systems to ensure progress towards the goals of the EMP are inconsistent if viewed across the whole of the EMP. However, system development is not static with work underway to join the dots between the compulsory and non-compulsory sub sectors of the EMP. We also consider that the quality of the information being produced is sufficient to report progress and achievement.

5.4.2 What forecasting mechanisms are in place to ensure sustainability of progress?

A number of forecasting tools and mechanisms are in place to ensure sustainability of progress. These add to those outlined above.

In addition to annual business plans, the MOE has a Statement of Intent which provides a medium term policy and planning link between the EMP and annual business planning tool. As part of the merger, the 2013-17 Statement of Intent has been drafted which reflects the outputs of both departments. A combined 2012/13 business plan and budget has also been submitted into the national budget setting process.

DNHRD's EMP Results Framework includes short term to 2015 and medium term to 2019 outcomes.

2012/13 budget rounds call for one plus three year forecasts with Development Partner assistance also included in the forecasts. Since 2008, the NZ/AusAID indicative allocations have provided three year forecasts aligned to country public expenditure requirements and cycles

Through this initial period of the EMP, there has been increased alignment by Donors with government forecasting systems. This includes giving indicative spends prior to the annual budget bidding process. Combined with the shift to medium term budgeting by the government, this offers greater predictability of financial commitments and sequencing of actions to meet the goals of the EMP.

5.4.3 What factors are evident that may enhance sustainability of the outputs and results?

Overall, a range of enhancing factors have been identified as leading to the sustainability of EMP. These include the following:

On-going development of policy and regulatory frameworks

- Revised Education Act developed and close to parliamentary debate and potential enactment
- A range of strategic and operational policies developed by the MOE

Improving institutional arrangements

- Improved management capacity in the MOE
- Structure within MOE focused on achievements of the EMP
- Potential to put in place a whole of EMP monitoring framework, evaluation plan and results framework

Investing in Partnerships

- Long standing relationship between existing donors and Government shows a shift in the nature of the relationship with strong leadership and ownership of the EMP by government departments and greater alignment to government systems and priorities by DPs
- Private sector willingness to invest in training at tertiary level

- On-going school community support with emerging shift to greater involvement in school governance and management

Developing and implementing initiatives and programmes

- Professional Development System (Appraisal)
- Fast Track teacher training programme
- Reverse Scholarships scheme offers potential to develop more sustainable HRD option to address persistent brain drain and difficulty in attracting expatriate Cook Islanders living overseas.³⁹

5.4.4 What factors are evident that may constrain sustainability of the outputs and results?

The following factors were identified as constraints to the sustainability of EMP:

Limited Policy and Planning tools

- Gaps in national policy and planning for the tertiary sector

Sources and levels of funding

- Funding of tertiary programmes using the In Country Training model unsustainable to meet TVET needs
- Use and cost of external providers for TVET – need to determine budgetary implications if in line with potential policy and planning decisions to fully localise course development and delivery
- Reliance on donor funding – insofar as there is a need to further determine the level and use of donor funds as a proportion of government funding over the longer term using sector budget support modality for the duration of the life of the EMP.

Institutional and infrastructure limitations

- Poor technology infrastructure to support distance education options and communication for the Pa Enea.
- Loss of institutional knowledge with MOE and DNHRD merger. While positions are in place under the new arrangement there is potential for staff to opt out of new structure.

Secondary school towards further training and work

- Need for a well-coordinated and communicated approach to widening scope of vocational programmes in schools. Programmes have been proposed from ACITI, MOE, Chamber of Commerce and USP. Overall attention is needed to investigate and determine options and pathways.

Quality Teachers - demand and supply

- Need to continue to develop existing strategies to meet teacher demand. Need for systematic and well-articulated planning and forecasting of teacher demand needs to ensure current and future needs are met and reduce reliance on expatriate teachers on short term contracts who leave skills gaps when they depart.
- Teachers' remuneration - teachers had a small pay rise recently after five years of static salaries. Payment for responsibility units is very low at \$500 per year. The organisational structures and employment positions of all government departments under the Public Service Act 2009 are governed by a common job sizing and remuneration framework. Salary bands are determined by the complexity

³⁹ With the majority of Cook Islanders living overseas, efforts to attract Cook Islanders back to the country with recruitment drives for teachers as an example have had limited success.

and requirements of positions, qualifications and experience. This system offers a degree of parity with similar professions in Health and Justice. A recent alignment exercise of the teachers scale with the PSC bands shows that teachers' salaries have fallen below public sector salaries. However, the issue is not just one of parity within the Cook Islands. Rather, Cook Islands teachers as New Zealand citizens with New Zealand teaching qualifications are able to realistically compete for New Zealand teaching positions which offer substantially high salaries compared to those offered in the Cook Islands.

- TVET tutors' assessment and adult teaching skills development, also industry related skills and knowledge.

The evaluation concludes that progress can be sustained through on-going implementation of existing initiatives as well as by providing systematic interventions and resources to address the identified constraints.

5.5 IMPACT

5.5.1 What benefits has the EMP (as a strategic document) brought, intended or unintended, to the Cook Islands education sector?

The EMP has had significant impact in focusing attention on some of the core goals. This includes the development of ECE, Literacy (English and Maori) and Numeracy as well as targets for NCEA.

As a strategic document it is considered a valuable and useful sector level planning tool. It was found the higher and closer to the central, national and sector planning levels, the more the EMP is valued. Central and line ministries consider that the EMP has been useful in guiding development planning over the short, medium and longer terms. The EMP informs national planning and reporting requirements therefore supporting the governance role of the public service as well as the planning and implementation functions of the MOE and more recently DNHRD. This includes the CITTC and HTTC using the EMP to assist in annual planning. At the ministerial level, the EMP is also well understood as a driver in policy and planning efforts.

Despite the uneven rate of progress in the institutional arrangements and policy developments between the compulsory and post compulsory sectors managed by MOE and DNHRD, the EMP has provided a common point of focus for all stakeholders to build greater integration and coordination of efforts to meet the sector's aspirations.

At a regional and international level the EMP is considered useful in informing and guiding external stakeholders and partners concerned with national performance against development and human rights conventions and agreements to which the Cook Islands is a party. This includes United Nations Millennium Development Goals, Elimination of Discrimination and Advancement of Women, Rights of the Child and People with Disability. The Cook Islands USP campus has also made use of the EMP to develop position papers, proposals and initiatives. These include tertiary programme and secondary school transition programmes as well as initiatives to the Pa Enea.

Stakeholders reported that some ECE centres and schools use the EMP to link and guide their planning. Its usefulness across **all** schools in that regard is less evident with some centres and schools making little or no conscious links between strategic sector level planning and localised plans and priorities. Some parents involved in school governance have greater awareness of the EMP and its link to school planning than others.

The benefits of the EMP are less apparent to stakeholders such as school communities, and the private sector. Given that the plan is four years into its implementation, it would be timely to revisit its communication and awareness raising strategies. This includes targeting specific communities and interest groups with shorter, simpler and relevant versions of the EMP.

The impact of the EMP as a strategic document can be considered a positive one albeit the limited awareness beyond education governance and management levels.

Overall, there have been substantial efforts made over the last four years in the delivery of education. This includes institutional reforms which are still underway with the proposed merger and development of tertiary level policy and plans. In these situations it is difficult to determine the attribution or contribution of these inputs on results. This is due, in part, to the insufficient time that has passed for results to become evident, but it is likely that over time the contribution of these inputs to the achievement of the EMPs outcomes will become clearer.

6. LEARNINGS AND OPPORTUNITIES

Education sector planning is closely aligned to EMP goals and targets and the EMP is relevant to key national, regional and international Plans. The EMP was found to be the key focus for planning, monitoring and forecasting for the key players in the education sector.

6.1 *Taku Ipukarea Kia Rangatira*

In this area the evaluation learned that:

- There is high value of placed on the preservation and development of the Maori Language and all its dialects. This was coupled with concern that without an active Cook Islands Maori language Commission the development of the language is compromised.
- Consistent feedback from schools is that their teaching of Cook Islands Maori is constrained by lack of Maori reading resources. This is a disadvantage to the literacy development of Pa Enea students who are more likely to have Cook Islands Maori as their first language and the language they are most exposed to in daily life. It is recognised that there are difficulties when multiple dialects are involved. Some schools report that their only resource for students above Year Four is the Bible, although teachers also need to take responsibility for developing learning resources for their classrooms.
- The MOE is making changes in its internal structure to place greater focus on Maori resource development and support and it is involved in an innovative project for production of Cook Islands Dictionaries. The evaluation indicates that these initiatives should be supported, resource development accelerated and increased support provided to schools in this area

6.2 *Learning and Teaching*

In this area the evaluation learned that:

- The use of the NZ Correspondence School, as a means to address needs of students in isolated areas or where subject teachers are unavailable, is not a successful model for many Cook Islands learners. There are often difficulties with the timeliness of paper-based resources arriving due to freight schedules and isolation, sometimes arriving well after assignments are due. Additionally, Cook Islands learners prefer a community of learners rather than individualised learning. It is hard to stay on task without appropriate local teacher/tutor support.
- New delivery modes and methods are being piloted but require further teachers to be identified and skilled to work with clusters of students in multiple locations. Improved technology infrastructure; power supplies, fast broadband, telecommunications services are all essential to the further development of these initiatives. MOE's IT Division has difficulty in reaching some Pa Enea to provide IT

technology support although remote system access has been set up in some locations and local people trained.

- Considerable progress has been made to support students with learning difficulties and there is increased capacity to develop individual programmes and provide teacher aide support. Some schools feel that professional diagnostic assessment of children with special needs is not always timely and that appropriate interventions are not always available. Travel costs and accessibility constraints make this an issue particularly for Pa Enua schools.
- Pastoral care/counselling support has also been improved with 2 School Counsellors working on Rarotonga and a part-time counsellor being appointed for Aitutaki. There has been a recent focus on youth suicide. MOE is one agency funding a Youth Suicide Prevention Forum. Youth suicide, concern about early pregnancy and other life issues that affect students' mental health and ability to succeed need to be recognised as an area for further support in formal education environments.
- Although nationally literacy and numeracy progress is on track to achieve 2015 targets it is not uniform indicating that special interventions are still necessary in some areas/schools. Increased literacy requirements for NCEA level 1 will require focus to remain on literacy (especially for boys) and strategies are required to address lower achievement of boys. Lead Teachers can make a difference in improving literacy and numeracy if the programme is effectively monitored. The lack of literacy and numeracy support for learners and tutors in TVET can be addressed with the DNHRD merger with MOE which has recently appointed an Adult Literacy Advisor.
- Research into the impact of the dual language policy on literacy and numeracy results may assist in determining future directions.
- It is timely to review resources required for Pa Enua schools to introduce a wider range of vocational options to match local transition to work opportunities.
- National level planning is required to co-ordinate the tertiary sector to achieve the goals, formal and informal, of the EMP. Funding and resourcing models require development to allow for growth and development of TVET. Course design capability for TVET, to design courses that meet NZQA and ITO requirements is limiting progress in the sector.
- There is a need to improve assessment skills within the TVET sector and to support tutors with achieving an Adult Teaching and Learning qualification, in line with NZQA requirements.
- There is willingness in the Private Sector to enhance links with schools and TVET providers in order to strengthen links among secondary schools and tertiary providers, public and private sector employers for transition opportunities.

6.3 Learning and the Community

In this area the evaluation learned that:

- Parents provide significant support to schools in fund-raising and maintenance. However, too many parents are reluctant to move beyond the playground into the classroom to support their children's learning. The challenge is in establishing the concept that learning is a partnership between home and school and reinforcing the importance of home support for student learning.
- Private schools receive decentralised budget and manage their own resources. There is an appetite among other schools for more decentralised budget control. However any legislative barriers and capacity issues will need to be addressed.

6.4 Infrastructure and Support

In this area the evaluation learned that:

- Vote Education is around 4% of nominal GDP. Since 2008 in dollar terms, there has been a slight reduction in government and donor funding to the sector. Further analysis reflects an overall reduction in the percentage of spending by government and its donors which ultimately increases the burden on communities and business to cover the gap.
- Staff remuneration within the sector is an issue. Teachers had not had a pay increase for 5 years and have just received a very small increase. Salaries need to be aligned with the PSC bands and appropriate increases provided. Teachers receive only \$500/management unit for undertaking special responsibilities in schools. Remuneration levels have a negative effect on recruitment.
- CIIC's budget for the education sector is inadequate. It struggles to cover essential health and safety maintenance. Schools must rely on donors, school communities and donations from private sector for many of their infrastructure repairs and developments.
- There are a range of initiatives for teacher and principal development, formal and informal. Opportunities for development include further interventions to improve teacher content knowledge and confidence in teaching numeracy and IT training for principals and teachers. There is limited IT capacity among teachers which impacts on the use of ITC across the curriculum. A competency rating framework, relevant to teachers, has been developed by the IT Division and could form the basis for identifying teachers for various levels of training.
- The Fast Track teacher training initiative has the potential to meet some staffing needs and reduce reliance on recruitment of expatriate teachers. Expansion and more effective monitoring of that programme could provide opportunities for a more sustainable workforce.

7. TOWARDS A WAY FORWARD

The Cook Islands MOE is well placed in response to national, regional and international mandates. It has achieved targets for basic education provision and, while continuing to work on literacy and numeracy and areas where disaggregated data indicates that performance is below national standards, it can afford to focus now on other initiatives. Key amongst these are:

- Scope of subject choice and pathways for senior students
- Appropriate options for Pa Enua students who will stay on their home islands and that provide skills to support and develop local work opportunities.
- The use of ICT to provide further learning opportunities for isolated learners
- The implementation of the Community Learning Policy to increase opportunities for non-formal and life-skills learning
- The acceleration of resource development for Cook Islands Maori⁴⁰
- Extension of ECE to 3 year olds (currently 3.5)

There no longer seem to be concerns about declining enrolment with evidence of increased enrolment at ECE and predictions of increases in secondary.⁴¹ This reinforces the need to continue with the Fast Track teachers programme and existing collaborations with USP for teacher training and up-grading of teachers qualifications.

⁴⁰ This is anticipated within the new MOE structure which provides for a new Language and Culture division with increased staffing for CI Maori resource development and school support.

⁴¹ Increase in school leaving age to 16 and more students continuing in senior secondary education. From MOE enrolment predictions 2012/13

There are outstanding issues around forward planning for school maintenance and facility development and the current inadequate resourcing for education building infrastructure. Associated with this is the need to provide one facility with fit for purpose facilities to provide a quality programme of learning for senior secondary students. Tereora College requires considerable up-grading to continue to achieve its purpose. The evaluation suggests that rather than developing parallel senior secondary programmes, develop Tereora as the centre of excellence for senior secondary education while supporting Pa Enea students through enhanced distance learning opportunities and concentrating on developing programmes in Pa Enea schools to provide effective transition from school to work in the local environment.

Support should also focus on MOE efforts that assess and develop the viability and capacity of schools to administer finances through bulk funding.

The merger of the DNHRD with the MOE in July 2012 will provide some challenges. There is a new MOE structure to implement. Staff positions will be re-advertised and existing staff appointed to new positions. As indicated in this report, the manner in which some DNHRD activities are funded is unsustainable and the incorporation of HTTC, CITTC and CISA into government appropriation is necessary if these programmes are to be sustained.

Decisions around the shape and future of the tertiary sector are still to be made. A national discussion with regard to what is possible and sustainable is still to be had. Suggesting the way forward for this sector is dependent on the outcomes of that discussion. For example, we would suggest that the Cook Islands do not have the critical mass of students to warrant the development of a Cook Islands Qualifications Authority and due to its special relationship with New Zealand it is best that the Cook Islands continue to work within the NZQA framework. However, new draft legislation does allow for a Cook Islands Qualifications Authority to be developed.

In determining the effective and economical use of existing resources the evaluation has assessed:

- The extent to which resources have been clearly justified and aligned to the planning outcomes
- If the quality and quantity of resources have been sufficient to meet the inputs and outputs of outcomes.
- That the costs appear fair and reasonable and waste and duplication appear to have been avoided

The Evaluation is able to conclude that the use of the combined sources of funding targeted to achieving key goals of education provision have been efficiently utilised.

The Evaluation has confidence in the robust systems that have been developed by the MOE (with MFEM and OPSC) for planning, reporting, monitoring and evaluating, and its ability to target resources to achieve the desired results. The MOE in its planning forward from July 2012 have identified where and what level of donor funds they would like to see distributed against key outputs.

Therefore, in providing funding support for the way forward identified by the MOE 2012/13 – 2014/15 Business Plan priorities. The New Zealand/Australia programme should:

- Maintain existing funding levels with a view to providing further financial support for the implementation of the .EMP
- Deliver development assistance using a budget support modality with a reduced component of programme and project based funding mechanisms.
- Increase its use of government systems to administer funds.

8 RECOMMENDATIONS

The Evaluation recommends the *Cook Islands Government*:

8.1 *Taku Ipukarea Kia Rangatira*

1. Reinforce public recognition of the importance of Maori as first language for learning, accelerate Maori language resource development and provide additional support for schools.

8.2 *Learning and Teaching*

2. Continue to provide training to improve teacher confidence in teaching numeracy.
3. Review the provision of specialist diagnostic services for children with learning difficulties, with particular consideration for Pa Enea.
4. Continue to develop strategies to improve boys' participation and achievement in school to match the levels achieved by girls.
5. Increase support for on-going development of distributed learning modes for isolated students with provision of teachers and teacher training to support these initiatives.
6. Review resources required for Pa Enea schools to introduce a wider range of vocational options to match local transition to work opportunities and develop a plan for implementation.
7. Complete a detailed plan with costings for the development of the tertiary sector to guide development of the sector, in line with the goals of the EMP, while taking into account the priorities in the NSDP 2011-2015. The plan should include strategies and actions, within a timeframe and cover both formal and non-formal education and training.
8. Recruit appropriate expertise to strengthen teaching and learning in TVET: to improve assessment skills, to support Tutors in achieving units for the Certificate in Adult Teaching and Learning (now an NZQA requirement), and to provide course development expertise within ACITI.
9. Enhance links among secondary schools and tertiary providers, public and private sector employers for transition opportunities.

8.3 *Learning and the Community*

10. Revisit community awareness of the EMP and investigate producing some shorter versions specifically targeted to stakeholder groups.
11. Establish capacity in schools and school communities to enable a more a decentralised funding model for public schools to be piloted, within any legislative constraints.

8.4 *Infrastructure and Support*

12. Undertake an analysis of budget allocations and the vote education to ensure that the education sector is adequately resourced to achieve national priorities.

13. Investigate teacher remuneration with a focus on recruiting and retaining teachers specifically in areas where there are on-going difficulties in providing qualified teachers.
14. Increase enrolment on the Fast Track teacher training initiative (if appropriate candidates can be identified) targeting specific skills gaps. To regularly monitor the participants to ensure conditions are conducive to success.
15. Increase training for principals and teachers to acquire ITC skills and specifically on how to integrate ITC into teaching practice across the curriculum.

The Evaluation recommends that ***the NZ and Australian governments:***

16. Continue to provide budget support to achieve the EMP priorities and maintain current funding with a view to increasing funding support.

Appendix 9.4 shows links between these recommendations and the MFAT Education for Sustainable Development Action Plan 2011.

9 APPENDICES

9.1 Glossary of Acronyms

ACITI	Association of Cook Islands Training Institute
ADB	Asian Development Bank
AMD	Cook Islands Aid Management Division of MFEM
AusAID	Australian Agency for International Development
CDP	Capacity Development Plan
CI	Cook Islands
CIAG	Cook Islands Administration Guidelines
CIEG	Cook Islands Education Guidelines
CIGS	Cook Island Government Scholarships
CIIC	Cook Island Investment Corporation
CISA	Cook Island Sports Academy
DAQA	Division of Audit and Quality Assurance
DNHRD	Department of National Human Resource Development
ECE	Early Childhood Education
EEZ	Exclusive Economic Zone
EFA	Education for All
EMP	Cook Islands Education Master Plan 2008-2023
ESDAP	NZ Education For Sustainable Development Action Plan
GDP	Gross Domestic Product
HR	Human Resource
HRD	Human Resource Development
HTTC	Hospitality and Tourism Training Centre
ICT	In-Country Training
IT	Information Technology
ITC	MOE Division-Information Technology and Communication
JCS	Joint Country Strategy
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
MIS	Management Information System
MOE	Ministry of Education
NCEA	NZ National Certificate of Educational Achievement
NER	Net Enrolment Ratio
NGO	Non Government Organisation
NSDP	National Sustainable Development Plan
NZCER	New Zealand Council for Educational Research
NZQA	New Zealand Qualifications Authority
ODA	Official Development Assistance
OPM	Office of the Prime Minister
Pa Enuā	Outer Islands
PAT	Progressive Achievement Tests
PEDF	Pacific Education Development Framework
PATVET	Pacific Association of Technical and Vocational Training
POBOC	Payments on Behalf of the Crown
PPR	MOE Division-Policy Planning and Review
PRIDE	Pacific Regional Initiative for the Development of Education
OPSC	Office of the Public Service Commissioner
SWAp	Sector Wide Approach
TAP	Cook Island Tertiary Awards Programme
TNA	Training Needs Analysis
TOR	Terms of Reference
TTC or CITTC	Cook Islands Trades Training Centre
TVET	Technical Vocational Education and Training
USP	University of the South Pacific

9.2 List of Documents

- Asia Development Bank, (2011). Cook Islands Functional Review Report. [unpublished].
- Asia Development Bank, (2008). Skilling the Pacific Technical and Vocational Education and Training in the Pacific. ADB Philippines.
- Cook Islands Government, (2012). Appropriation Amendment 2011/2012. Retrieved 22 February 2012 from www.mfem.govt.nz
- Cook Islands Government, (2009). 2008/2009 Budget Policy Statement and Supplementary Budget. Retrieved 12 February 2012 from www.mfem.govt.nz
- Cook Islands Government, (2011). 2112/2013 Budget Policy Statement and 2111/12 Half Year Economic and Fiscal Update. Retrieved 12 February 2012 from www.mfem.govt.nz
- Cook Islands Government, (2012). Education Bill draft. [unpublished].
- Department of National Human Resource Development, Business Plan 2011-2012.
- Department of National Human Resources and Development, Annual Reports for 2008/09-2010/11.
- Department of National Human Resource Development, (2011). Summary of NZAID Budget Support to the Department for National Human Resources Development 2011/12.
- Department of National Human Resource Development, (2011). Results Framework 2011 – 2019 [unpublished].
- Department of National Human Resource Development, (2011). TVET Powerpoint Presentation. [unpublished].
- Dixon, R., (2011), Second-chance Education in the Cook Islands in Bakalevu, S., (2011). Open Schooling as a Strategy for Second-chance Education in the Pacific: A Desk Study Report. USP.
- Gadd, M. and Puati, J., (2007). 'A Review of the Cook Islands Education Support Programme: Principal Findings'.
- McDonald, G. (2010). 'Review of Structural Relationships in the Education Sector With a View to Rationalising Services'.
- Ministry of Education, (2011). 'Maraurau o te Pae Apii Ripoti no te Openga o te Rua Taumano Me 2011. Cook Islands Ministry of Education End of Decade Report.'
- Ministry of Education, Annual Reports for 2008/09, 2009/10 and 2010/11.
- Ministry of Education, (2008). 'Learning for Life' Cook Islands Education Master Plan 2008-2023.

- Ministry of Education, Education Statistics Reports for 2008, 2009, 2010 and 2011.
- Ministry of Education, Statement of Intent 2010-15.
- Ministry of Education, Monitoring and Evaluation Framework.
- Ministry of Education, (June 2010). Report on 'Progress on Capacity Development Strategy'.
- Ministry of Education, Business Plans 2010-2011, 2011-2012.
- MFAT and Cook Islands Government, (2008). Cook Islands Bilateral Programme Education Sector Partnership Arrangement. Between NZ Aid Programme and MFEM, MOE, DNHRD, CIIC. 2008-2012 (Includes 4 Letters of Variation (LOVs 1-4).
- MFAT, (April 2011). Report 'Activity Monitoring Assessment for Education Sector Partnership'. NZ Aid Programme.
- MFAT, (July 2011). 'Education For Sustainable Development Action Plan' NZ Aid Programme.
- NZQA, (September 2010). Report of External Evaluation and Review of ACITI.
- Office of the Prime Minister, (2009). Cook Islands Millennium Development Goals Report 2009, Rarotonga, Cook Islands.
- Office of the Prime Minister, (2011). Cook Islands National Sustainable Development Plan 2011-2015'.
- Office of the Prime Minister, (2007). Cook Islands National Sustainable Development Plan 2008-2010'.
- Pacific Islands Forum Secretariat, (March 2009). 'Pacific Education Development Framework (PEDF) 2009-2015' Pacific Forum.
- Pacific Islands Forum Secretariat, (2007). 'Pacific Association of Technical and Vocational Education and Training (PATVET) Strategic Plan 2007-2011'.
- PFTAC, (2011). Public Financial Management Assessment Report and Performance Indicators. Retrieved 25 February 2012 from:
http://www.mfem.gov.ck/index.php?option=com_content&view=article&id=130&Itemid=97
- Scott C., and Manarangi-Trott, T., (2009). 'Capacity Development Strategy – Assessment of the Education Sector for the Implementation of the Cook Islands Education Sector Master Plan 2008-2023'.
- Wichman, V. and Tisam, V., (2011). 'Ei Mua Te Katoatoa: Cook Islands Training Needs Analysis'.
- UNESCAP, (2011). Statistical Yearbook for Asia and the Pacific 2011. Retrieved on 26 February 2012 from
<http://www.unescap.org/stat/data/syb2011/I-People/Financial-and-human-resources-for-education.pdf>
- UNESCO, 'Education for All'.

- University of the South Pacific, (2011). Cook Islands Graduation 2011. USP Cook Islands. University of the South Pacific & Cook Islands Chamber of Commerce, (2011). School Leavers Employment Opportunities Proposal.

9.3 List of Participants

The following is a list of participants who were consulted, provided information advice and feedback.

#	Name	Position	Organisation
1.	Angela Hassan-Sharp	Scholarships	MFAT
2.	Anna Roi	Quality Assurance Moderator	Department of National Human Resource Development
3.	Anne Taoro	Property Manager	Cook Islands Investment Corporation
4.	Anthony Turua	Chief Financial Officer	Ministry of Education
5.	Bali Haque	Principal	Tereora College, Rarotonga
6.	Bob Kimiangatau	Manager	Cook Islands Creative Centre
7.	Boyd Ellison	Head of School	Cook Islands Trade Training Centre
8.	Cheryl Pohlen	HOD Maths	Nukutere College, Rarotonga
9.	Danica Waiti	Development Officer	MFAT
10.	Dick Rathawaite	Teacher	St Joseph Primary School, Rarotonga
11.	Edith Nicholas	School Administrator	Cook Islands Trade Training Centre
12.	Eikura Turia	Teacher	Tekaaroa Adventist School, Aitutaki
13.	Elizabeth Kapi	Deputy Principal	Avarua Primary School, Rarotonga
14.	Engia Pate	Principal	Takitumu Primary School, Rarotonga
15.	Eteta Pitomaki	Teacher Aide	Vaitau Primary School, Aitutaki
16.	Frances Topa-Fariu	Manager	Department National Human Resource Development
17.	Francis Dyer	Tutor, Automotive Technician	Pickering Motors Ltd
18.	Gail Townsend	CEO: Policy Planning and Review	Ministry of Education
19.	Gaylyn Lockington	Deputy Principal	Araura College, Aitutaki
20.	Gene Bartlett	Principal	Araura Primary School, Aitutaki
21.	George Rasmussen	Deputy Principal	Nukutere College, Rarotonga
22.	Ina Herrmann	CEO: School Support	Ministry of Education

23.	Ingrid Stewart	Principal	Vaitau Primary School, Aitutaki
24.	Jane Kennington	HOD Art	Nukutere College, Rarotonga
25.	Jerry Strudwick	Education Advisor Pacific	AusAID
26.	Joanna Roxborough	Scholarships Unit	MFAT
27.	John Baxter	Mayor	Aitutaki Island Council
28.	John Woods	Member, Editor	EMP Review Committee, Cook Islands News
29.	Jonathan Rowe	First Secretary, Development	MFAT
30.	Josephine Ivirangi	Principal	Mauke School, Mauke
31.	Joyce Gibson	Quality Assurance	NZQA
32.	Junior Tamati	Tutor	Cook Islands Sports Academy – Aitutaki
33.	Karen Mc Shanace	Teacher	Vaitau Primary School, Aitutaki
34.	Kathy George	Literacy Advisor	Ministry of Education
35.	Kevin Iro	Director	Cook Islands Sports Academy
36.	Kristina Crouch	Teacher	Rutaki Primary School
37.	Lloyd Matapo	Tutor	Tumanava Programme, Cook Islands Sports Academy
38.	Lynne Samuels	Executive Director	Chamber of Commerce
39.	Mairi Heather	Assistant Principal, Acting Chairperson	Teachers Institute, Avatea Primary School
40.	Margaret Teiti	Teacher	Rutaki Primary School
41.	Maria Reynen-Clayton	Development Officer	MFAT
42.	Michael Papatua	Assistant Principal	Avarua School, Rarotonga
43.	Michelle Williams	TVET Coordinator	Department of National Human Resource Development
44.	Mike Pynenburg	Executive Member	Chamber of Commerce
45.	Mona Herrmann	Principal	Avarua Primary School, Rarotonga
46.	Monique Ward	Development Manager	MFAT
47.	Myra Harrison	Education Consultant	Independent

48.	Naomi Henry	Principal	Tekaaroa Adventist School, Aitutaki
49.	Navy Epati	Public Service Commissioner	Office of the Public Service Commissioner
50.	Nga Charlie	Principal	Avatea Primary School
51.	Nga Kitai Taria.	Chairperson	Vaitau Primary School Committee
52.	Ngametua Toru	ECE Teacher	Rutaki Primary School
53.	Ngarangi Tangaroa	Manager, Training Awards Programme	Department of National Human Resource Development
54.	Nooroa Ingaua	Principal	Rutaki Primary School
55.	Nooroa Ruaine	Tutor, Executive Member	Self Employed Cook Islands Waste & Sanitation Drainage Association
56.	Nooroa Teipo	Principal	Enuamanu School, Atiu
57.	Paiau Pirake	Tutor, Chairman	Self Employed Cook Islands Electrical Workers Association
58.	Patricia Nally	Development Manager-Education	MFAT
59.	Peter College	Student Coordinator	University of the South Pacific
60.	Peter Tavairanga	Project Officer, Aid Management Division	Ministry of Finance & Economic Management
61.	Piri Puna	Deputy Principal	Nikao Maori School, Rarotonga
62.	Poo Tai	HOD Maori	Nukutere College, Rarotonga
63.	Priscilla Maruariki	Chief Executive Officer	Office of the Public Service Commissioner
64.	Rata Ramea	Araura College Committee	Aitutaki
65.	Robert Cootes	Chairman	Cook Islands Waste & Sanitation Drainage Association
66.	Robert Matheson	CEO: Information Technology & Communication	Ministry of Education
67.	Roderick Dixon	Centre Director, Cook Islands Campus	University of the South Pacific
68.	Russell Grieves	HOD Science	Nukutere College, Rarotonga
69.	Sam Timoko	Tutor	Cook Islands Hospitality and Tourism Training School, WELTEC

70.	Sharyn Paio	Secretary	Ministry of Education
71.	Sister Celine Simon	Principal	St Joseph Primary School, Rarotonga
72.	Sister Lusiana Matai	HOD RE	Nukutere College, Rarotonga
73.	Stephanie Puirī	Principal	Blackrock Pre School
74.	Steve Barrett	Senior Project Manager	Aid Management Division, Ministry of Finance and Economic Management
75.	Strickland Upu	Manager, Curriculum	Ministry of Education
76.	Sue Ngatokorua	Principal	Mangaia Primary School, Mangaia
77.	Tamari'i Pierre	Chief Executive Officer	Cook Islands Investment Corporation
78.	Tania Morgan	Assistant Principal	Tereora College, Rarotonga
79.	Tapu Paitai	HOD PE	Nukutere College, Rarotonga
80.	Tari Varu	Teacher	Vaitau Primary School, Aitutaki
81.	Taroma Daniela	Principal	Araura College, Aitutaki
82.	Tatiana Burn	Executive Member	Chamber of Commerce
83.	Teariki Jacob	Teacher	Tereora College, Rarotonga
84.	Teina Bishop	Minister of Education	Cook Islands Government
85.	Teina Napa	Deputy Principal, Lead Teacher	Avatea Primary School
86.	Terangi Tamati	Lead Teacher,	Araura College, Aitutaki
87.	Teremoana Ave	Principal	Tukao School, Manihiki
88.	Teresa Manarangi Trott	President	Cook Islands Chambers of Commerce
89.	Teresa Tararo	DFL Coordinator	Ministry of Education
90.	Tere Utanga	CEO Human Resources Management	Ministry of Education
91.	Tevai Matapo	Chairman, Cook Islands Campus Council	University of the South Pacific
92.	Tini Ford	Mayor	Penhryn Island Council
93.	Tiraa Tararo	Principal	Mitiaro School, Mitiaro

94.	Tony Tou	Head of School	Hospitality & Tourism Training Centre
95.	Tuaine Rota	Teacher	Vaitau Primary School, Aitutaki
96.	Tuhe Piho	Principal	Rakahanga School, Rakahanga
97.	Violet Tisam	TVET Manager	Department of National Human Resource Development
98.	William Tuivaga	Chairman	Arorangi Primary School Parent Committee

List of Reference Group Workshop Participants

The following participants attended the Reference Group Meeting held on Friday 17 February 2012 at the Ministry of Education, Nikao, Rarotonga.

	Name	Position	Organisation
1.	Anne Taoro	Property Manager	Cook Islands Investment Corporation
2.	Frances Fariu-Topa	Manager	Department National Human Resource Development
3.	Gail Townsend	Director, Policy Planning and Review	Ministry of Education
4.	Jim Armistead	Manager, Aid Management Division	Ministry of Finance & Economic Management
5.	Jonathan Rowe	First Secretary, Development	Ministry of Foreign Affairs & Trade
6.	Peter Tierney	Senior Policy Adviser, Aid Management Division	Ministry of Finance & Economic Management
7.	Sharyn Paio	Secretary	Ministry of Education
8.	Tamari'i Pierre	Chief Executive Officer	Cook Islands Investment Corporation
9.	Teina Bishop	Minister of Education	Cook Islands Government
10.	Teresa Manarangi Trott	President	Cook Islands Chambers of Commerce

List of Preliminary Findings Workshop Participants

The following list of participants attended the workshop on initial findings and provided feedback held on 17 February 2012 at the Ministry of Education, Nikao, Rarotonga.

	Name	Position	Organisation
1.	Anthony Turua	Director, Finance and Infrastructure	Ministry of Education
2.	Bali Haque	Principal	Tereora College, Rarotonga
3.	Frances Fariu-Topa	Manager	Department National Human Resource Development
4.	Gail Townsend	CEO: Policy Planning and Review	Ministry of Education
5.	Lloyd Matapo	Tutor	Tumanava Programme, Cook Islands Sports Academy
6.	Robert Matheson	CEO: Information Technology & Communication	Ministry of Education
7.	Strickland Upu	Manager, Curriculum	Ministry of Education
8.	Tere Utanga	CEO: Human Resources	Ministry of Education
9.	Tony Tou	Head of School	Hospitality & Tourism Training Centre
10.	Violet Tisam	TVET Manager	Department of National Human Resource Development
11.	William Tuivaga	Chairman	Arorangi Primary School Parent Committee
12.	Michelle Williams	TVET Coordinator	Department of National Human Resource Development
13.	Vae Unuka	Principal	Arorangi School
14.	Jane Taurari'i	Manager	Ministry of Education

9.4 Alignment of Recommendations

The following table shows the alignment of the report's recommendations with the NZ MFAT Education for Sustainable Development Action Plan 2011.

Results Area	Evaluation Recommendations
An increased number of students able to read and write	<ol style="list-style-type: none"> 1 Accelerate Maori language resource development and provide additional support for schools. 2 Training to continue to improve teacher confidence in teaching numeracy 3 Resources for numeracy (replenish school numeracy kits and provide teacher resources)
Trained and effective teachers and principals	<ol style="list-style-type: none"> 4 Increased enrolment on the Fast Track teacher training initiative (if appropriate candidates can be identified), targeting specific skills gaps. 5 Support for TVET Tutors to develop assessment skills and achieve units required by NZQA in adult education and training. 6 Increase training for principals and teachers to acquire IT skills relevant to their practice.
All children in schools and completing basic education, particularly girls.	<ol style="list-style-type: none"> 7 Increase support for on-going development of distributed learning modes for isolated students with provision of teachers and teacher training to support these initiatives 8 Review the effectiveness of the implementation of the Inclusive Education Policy and procedures in Pa Enea and attempt to address any inequities 9 Provide additional support for schools to upgrade school facilities and develop e-learning centres
People appropriately skilled to participate in the labour market	<ol style="list-style-type: none"> 10 Establish a plan to guide development of the tertiary sector in line with the goals of the EMP while taking into account the priorities in the NSDP 2011-2015. 11 Review resources required for Pa Enea schools to introduce a wider range of vocational options to match transition to work opportunities (particularly on-island opportunities) and develop a plan for implementation. 12 Enhance links among secondary schools public and private sector employers and TVET providers for transition opportunities.

9.5 Terms of Reference

Introduction

Background and Context

The NZ Ministry of Foreign Affairs and Trade (MFAT) has a long standing commitment to Cook Islands (CI) education. MFAT's commitments to a Cook Islands Education Sector Wide Approach (SWAP) were consolidated in 2008 in a Partnership Arrangement that ends on 1 October 2012. Sector support aligns to the Cook Islands National Sustainable Development Plan 2011-2015, NZ Aid Programme policy and budget priorities. Education sector support also features in the Joint Commitment for Development (JCfD) signed in July 2011, which commits extended support from NZ to 2015.

There are three implementing agencies of the education sector partnership; the Cook Islands Ministry of Education (MOE), the Department of Human Resource Development (DNHRD) and the Cook Islands Investment Corporation (CIIC). The strategic direction for 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.

Scope

The time period covered is January 2008 to the present day.

The geographic focus is the Cook Islands in its entirety; the northern group islands, southern group islands and Rarotonga.

The target groups are Cook Islands education sector stakeholders, including teachers, students, school committees, Advisory Boards, Principals and all beneficiaries of tertiary education schemes.

Issues outside the scope of this evaluation are:

- Children aged 0-3.5 years.
- Lucky School on Palmerston Island. This school is bound by the Education Act 1986-1987 but is governed by the Island Administration under the authority of the Public Service Commission.
- Formal or informal training offered at a tertiary-level other than that provided by DNHRD.

Purpose

The evaluation will be used to measure progress to date towards the achievement of the goals of the EMP to inform future planning and decision making. In particular the focus of the evaluation will be on the outcomes that have been identified by the MOE, the DNHRD and CIIC for the period of the evaluation and the medium term.

The TOR also requires the evaluation to assess how relevant current annual business plans and mid-term planning mechanisms are to the Pacific Education Development Framework (PEDF)⁴² and the directions of New Zealand Aid Programme's Education for Sustainable Development Action Plan (ESDAP).⁴³

⁴² Pacific Island Forum. Pacific Education Development Framework (PEDF) 2009-2015

The PEDF provides a framework for education development in the Pacific for 2009-2015.

It arose from Forum discussions to coordinate regional education activities and provide advocacy and a leadership role in policy dialogue at the regional level and is intended to guide but not direct the work of Ministries at the national level. The ESDAP was agreed in July 2011 and will be a significant focus for MFAT in future education support provided in the Pacific.

The Evaluation findings will be integral to discussions and decisions around future funding to education in the Cook Islands by the NZ and Cook Islands governments. The evaluation is being undertaken at this time because the current Partnership Arrangement ends in October 2012. The evaluation is a key piece of work in assessing sector support, informing decisions around future funding and securing subsequent agreement from the Minister of Foreign Affairs and Trade.

The results of the evaluation will be disseminated to Cook Islands education sector stakeholders.

Principles

The overall approach and design of this study will take account, in its design and implementation, the five New Zealand Aid programme evaluation principles – Partnership, Independence, Participation, Transparency and Capacity Development

In doing this, the team will ensure partners are informed of the evaluation process prior to and during the study as well as giving opportunities to provide input and feedback into the Evaluation Plan, the methodology, tools, findings and final reports. The team will seek full participation by consulting widely with stakeholders and transparency by facilitating two workshops in-country, to seek initial feedback and allow discussion of preliminary findings. The evaluation team will also utilise the Steering Group as a key mechanism to seek advice and collaboration in carrying out this evaluation.

The team will respond openly to feedback on findings and recommendations but ultimately take responsibility for its independent interpretation of information and the drawing of conclusions.

Objectives and Evaluation Questions

Objective 1: *To assess the relevance of training and education priorities to current national, regional and international mandates.*

- g. How relevant are current annual business plans and mid-term planning mechanisms to the EMP?
- h. How relevant are current annual business plans and mid-term planning mechanisms to the Pacific Education Development Framework?
- i. How relevant are current annual business plans and mid-term planning mechanisms to 'Education for All'?
- j. How relevant are current annual business plans and mid-term planning mechanisms to the Pacific Technical Vocational Education Training Strategy?
- k. How relevant is the EMP to the priorities of key stakeholders?

- l. Are there significant gaps which need to be addressed in future plans?

Objective 2: To assess the effectiveness of the education sector.

- e. How effective is the education sector in achieving the goals of the EMP?
- f. How effectively has the education sector responded to the capacity assessment carried out by Scott and Trott (2009)?
- g. How effective is the education sector in delivering against current priorities?
- h. What has gone well, and less well, with respect to: improving national literacy and numeracy assessment scores; enhancing teacher and principal effectiveness; providing equitable access to educational opportunities, and appropriate training to satisfy labour force requirements; refurbishment of school facilities?

Objective 3: To assess the efficiency of the use of financial resources to implement the EMP.

- a. Are financial resources, including funding from the harmonised NZ/Australia development assistance programme, being used in the best possible way in order to achieve the goals of the EMP?

Objective 4: To assess the sustainability of progress to date.

- d. What monitoring systems are in place to ensure progress towards the goals of the EMP in the short, medium and long term?
- e. What forecasting mechanisms are in place to ensure sustainability of progress?
- f. What factors are evident that may enhance or constrain sustainability of the outputs and results?

Objective 5: To assess the impact of the EMP (as a strategic document) on sector planning, management and governance.

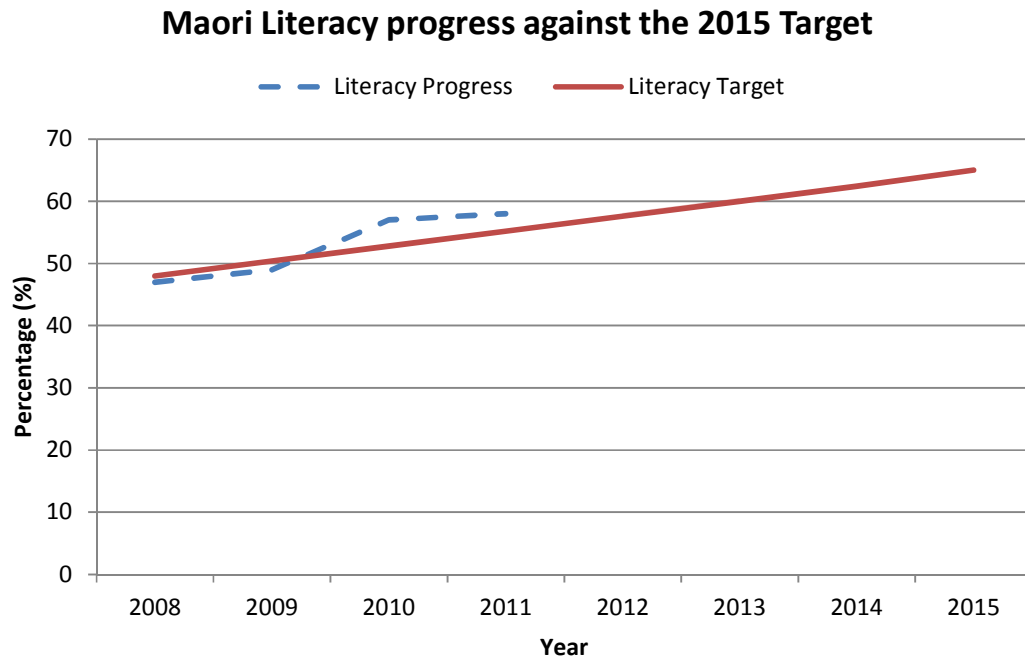
- c. What benefits has the EMP (as a strategic document) brought, intended or unintended, to the Cook Islands education sector?
- d. Are there any negative effects following the implementation of the EMP?

Objective 6: To identify learning and opportunities for improvement from the findings.

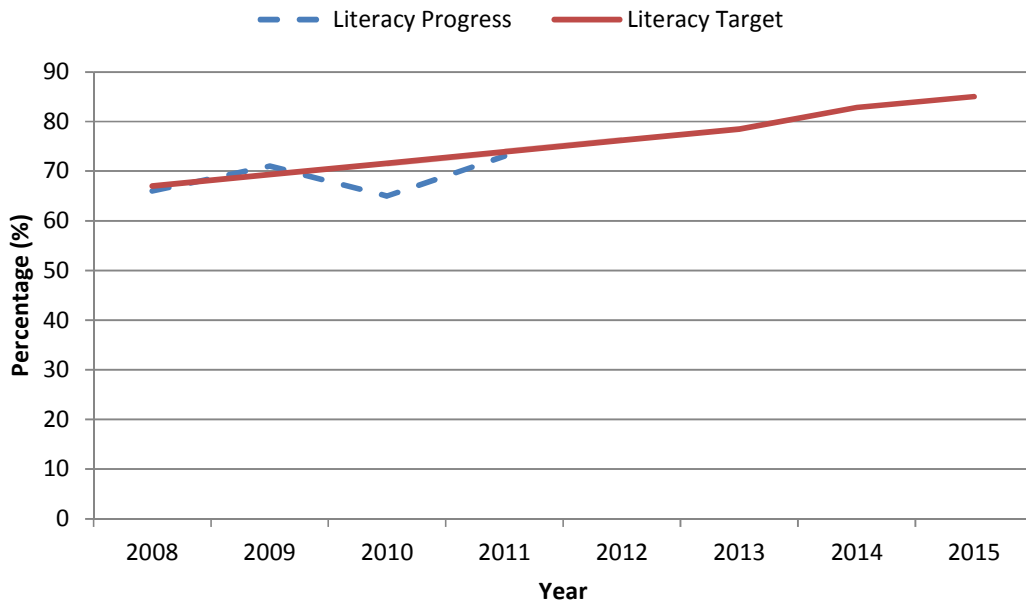
Evaluation questions for Objective 5 have been suggested for inclusion. Other evaluation objectives and questions remain the same as those specified in the terms of reference. Although all objectives are important for the purpose of this evaluation the efficiency and effectiveness questions are of particular relevance.

9.6 National Monitoring of Education Targets February 2012.

Primary School Literacy in Maori and English

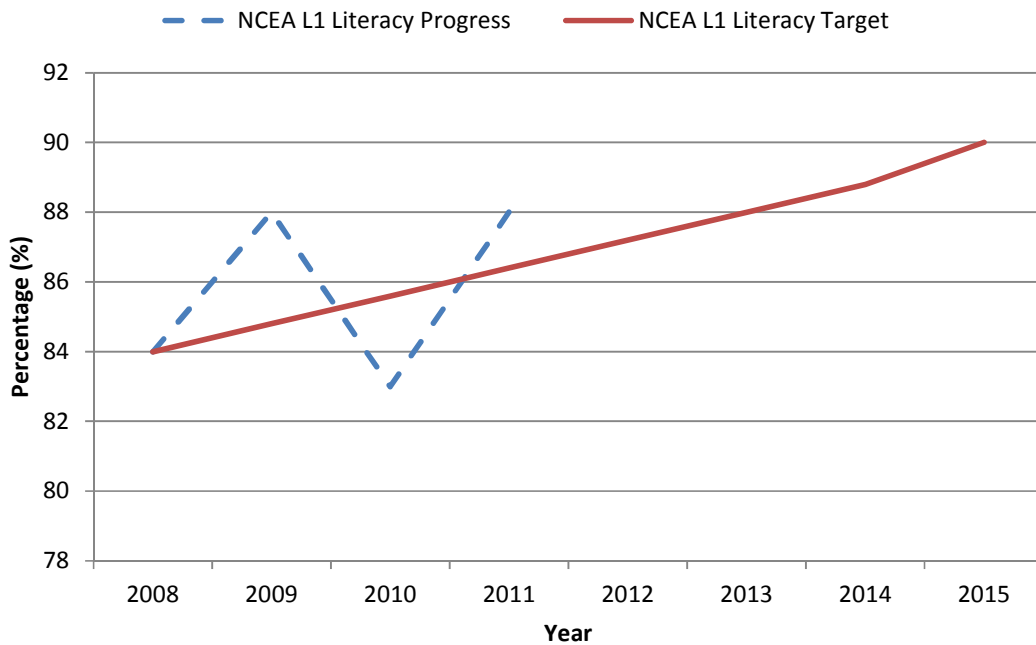


English Literacy progress against the 2015 Target



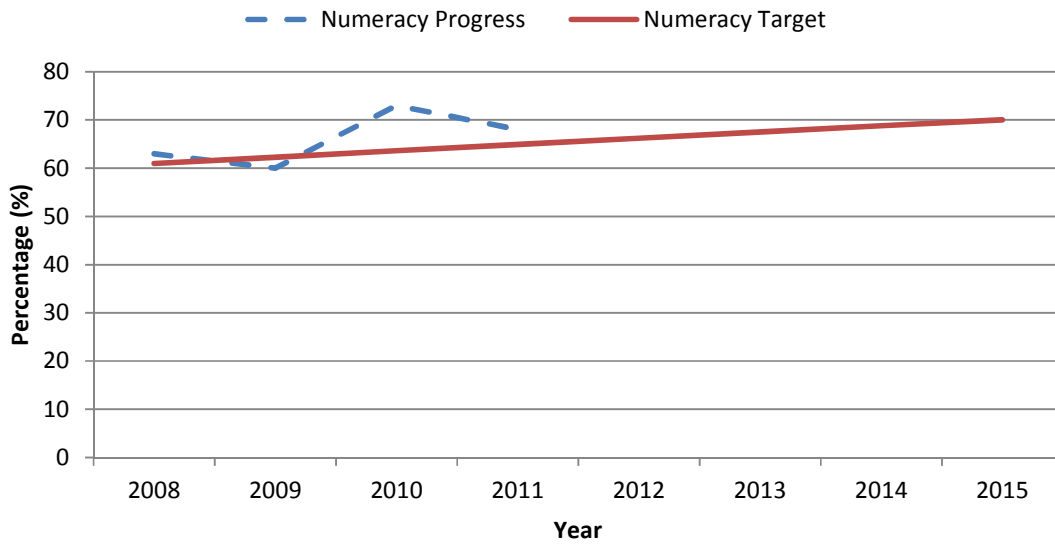
Secondary School Literacy

NCEA L1 Literacy Progress against the 2015 Target



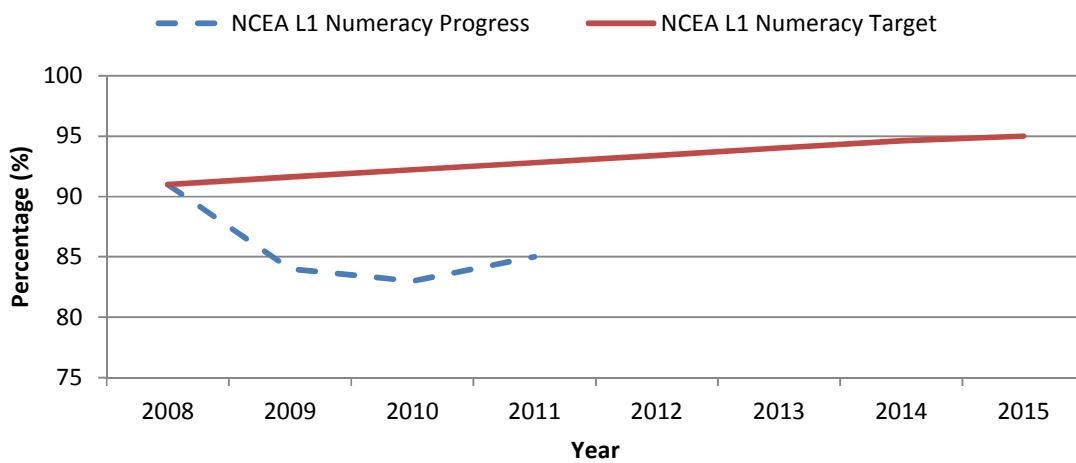
Primary School Numeracy

National Numeracy Progress against the 2015 Target



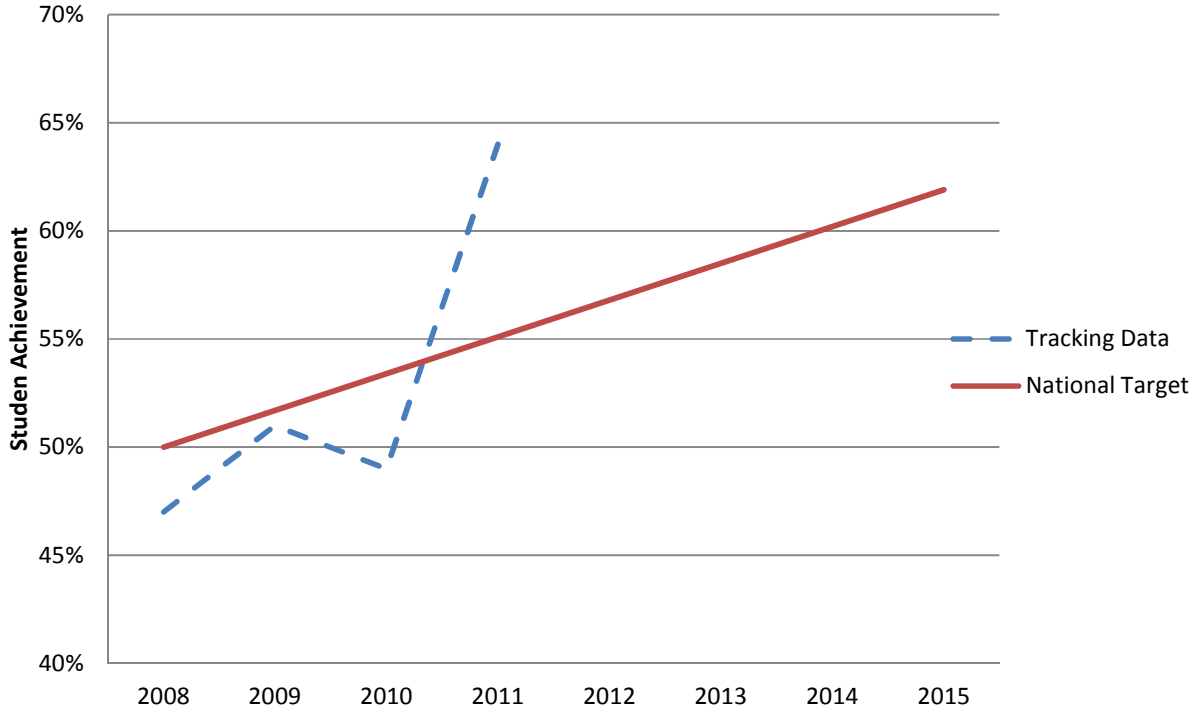
Secondary School Numeracy

NCEA Level 1 Numeracy progress against the 2015 Target

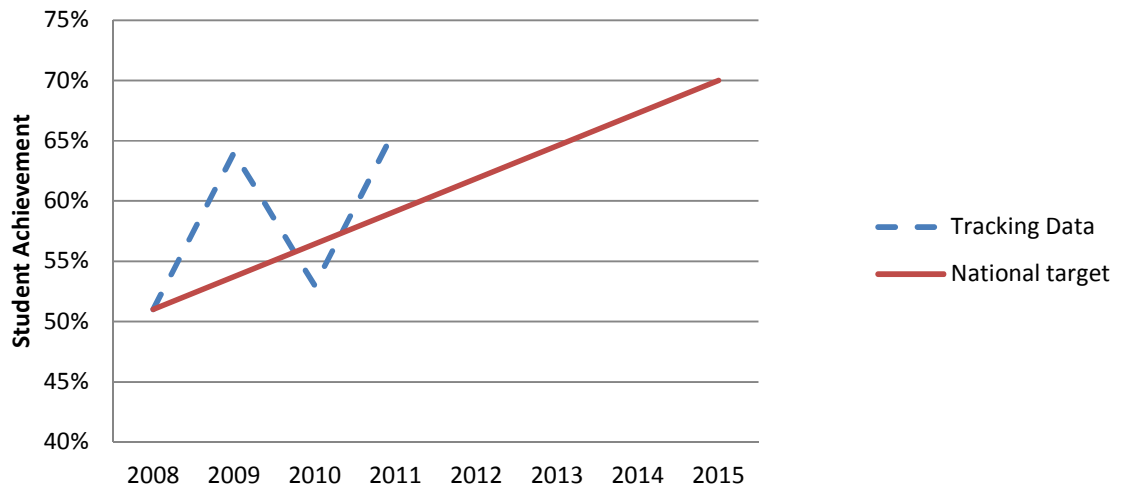


Secondary School Qualifications

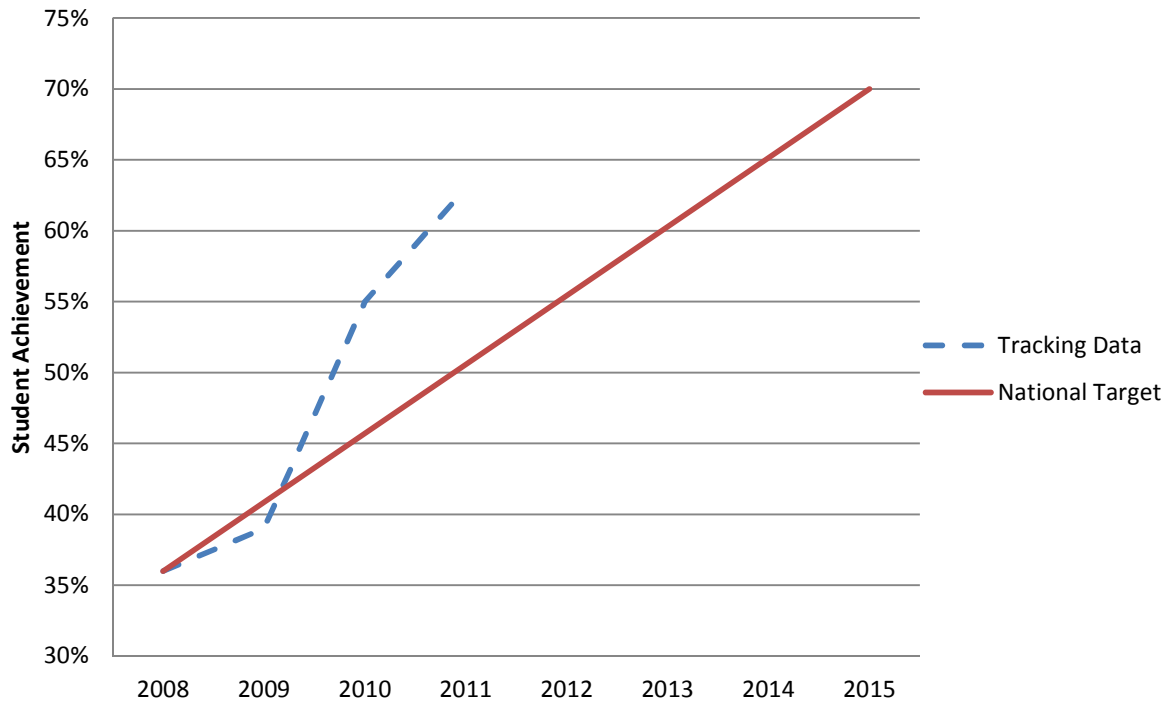
NCEA Level 1 Achievement progress against the 2015 Target



NCEA Level 2 Achievement progress against the 2015 Target



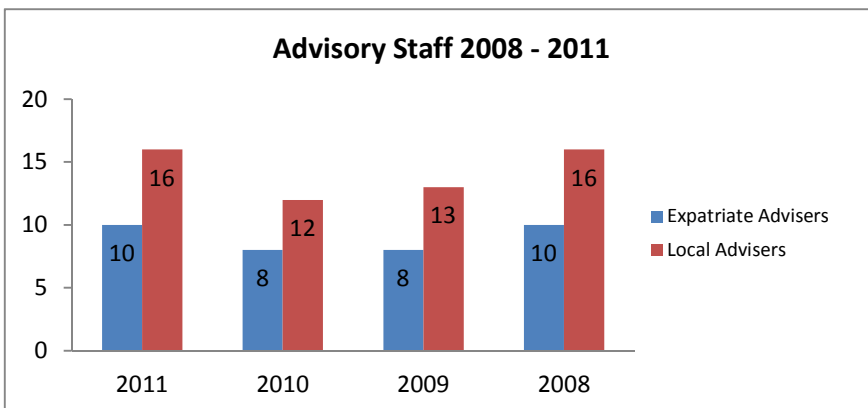
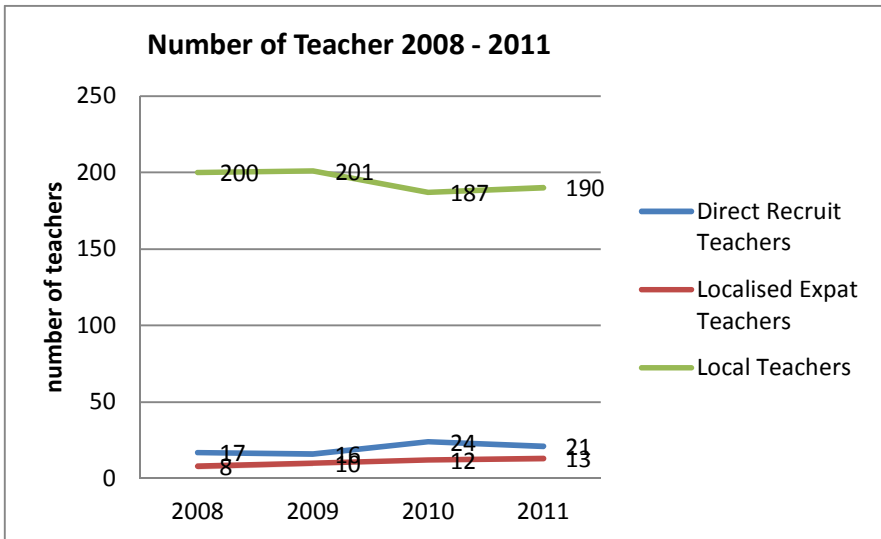
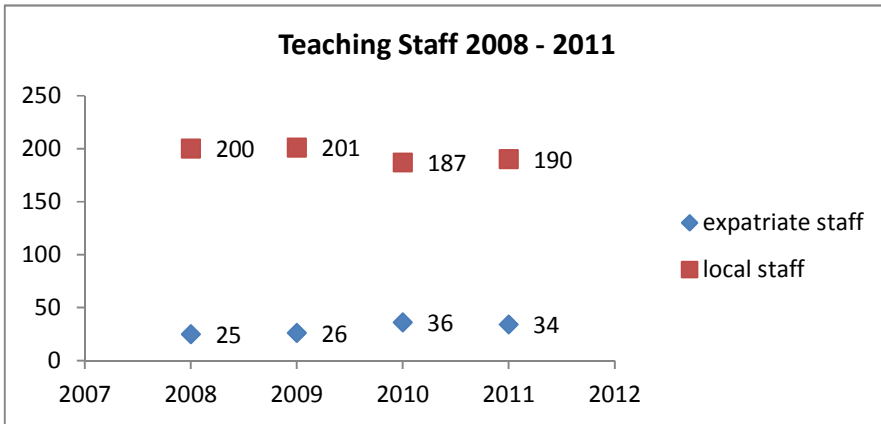
NCEA Level 3 Achievement progress against the 2015 Target



9.7 Indicator Matrix of EMP with EFA and PDEF

EMP / M&E Framework	Education For All (EFA) Report	Pacific Education Development (PEDF)
1. Taku Ipukarea Kia Rangatira Grade 4 Literacy Research Publication	Part of Goal 4	Part of Sub Sector 2 and Cross Cutting theme 1
2. Learning and Teaching Retention Rate Pupil:Teacher Ratio % Teacher Aide % Special needs students Outer Islands study awards NCEA Results (Literacy and Numeracy) Literacy and Numeracy at Primary Level (Maori, English and Best) TVET - Number of Courses Offered, % of Transition Students GER ECE ECE Teachers % ECE Teachers with ECE Qualification Accredited Institutions GER Primary and Secondary NER Primary and Secondary	Part of Goal 2 Part of Goal 2 & 6 Part of Goal 2 Part of Goal 2 Part of Goal 6 Part of Goal 4 and 6 Part of Goal 3 Part of Goal 1 Part of Goal 1 Part of Goal 1 & 6 Part of Goal 3 Part of Goal 2 Part of Goal 2	Part of Sub Sector 2 Part of Sub Sector 2 Part of Sub Sector 2 and Cross Cutting Theme 2 Part of Sub Sector 2 and Cross Cutting Theme 2 Part of Sub Sector 2 Part of Sub Sector 2 and Cross Cutting theme 1 Part of Sub Sector 3 Part of Sub Sector 1 Part of Sub Sector 1 Part of Sub Sector 1 Part of Sub Sector 2 Part of Sub Sector 2
3. Learning and Community GER Primary and Secondary NER Primary and Secondary Roll of community courses Roll of life skills courses	Part of Goal 2 Part of Goal 2 Part of Goal 3 Part of Goal 3	Part of Sub Sector 2 Part of Sub Sector 2 Part of Sub Sector 4 Part of Sub Sector 4
4. Infrastructure and Support Education expenditure as % of government expenditure Number of School buildings with disability access and facilities % Teachers with academic qualifications % Certified Teachers by level	Part of Goal 6 Part of Goal 6 Part of Goal 6 Part of Goal 6&2	Part of Sub Sector 6 Part of Sub Sector 6 Part of Sub Sector 2 Part of Sub Sector 2

9.8 Expatriate Teachers and Advisory Staff



9.9 TVET and ACITI Results 2008-2010

TVET & ACITI Statistics 2008-2010								
Number of Cook Island persons trained	2010			2009			2008	
	Accredited		Upskill	Accredited		Upskill	Accredite Full	Upskill
	Full	Partial		Full	Partial			
ACITI								
Hospitality & Travel training (HTTC)	20	142	23	19	211	0	33	13
Trades training (CITTC)	46	0	162	15	17	161	24	121
National Certificate in Sport (CISA)	4		18	16		10	24	
Tumanava (CISA)			21			31		
Caregiver Training for Disabled (Te Reo Aroa o te Au)	9	7	9					
TVET - Other Training Providers								
Cook Islands Nurse Practitioners (MOH)							9	
Diploma in Early Childhood Education (USP)				24				
Primary Oral Health workers training(MOH)						6		
First Aid Training(MOH)			37					
Boat Master Outer Is (Min. Transport)			3					
Fire & safety training - outer islands(Fire Safety)			35					
Sound & Lighting Technology training (Ministry of Culture)			17					
Sub Total	79	149	325	74	228	208	90	134
TOTAL (by Year)	553			510			224	

⁴⁴ Provided by TVET, DNHRD.

