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MID-DECADE REVIEW OF PROGRESS TOWARDS EDUCATION FOR ALL
(EFA)

CASE STUDY OF TONGA AND KIRIBATI WITH REFERENCE TO THE BASIC
EDUCATION AND LIFE SKILLS (BELS) PROGRAMME

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The Review Process

This study was commissioned by the EFA Forum Secretariat through UNESCO Office for the Pacific States, Apia. The study adopted the 'Guidelines for Governments' issued by the EFA Secretariat, using it with special reference to the Basic Education and Life Skills (BELS) Programme, a regional initiative sponsored by UNDP, UNESCO, UNICEF and AusAID for eleven PICs.

The study involved fieldwork in Tonga and Kiribati during the month of November which facilitated consultations with the national education providers and an analysis of available documents on education.

This is not a government report. It does not necessarily reflect the official position on EFA in Tonga and Kiribati although the reporting took full cognisance of official views on the topic. A copy of the Report is being sent to the respective Directors of Education for their perusal and as a resource material for further action on EFA.

The study was made possible through the generous support and invaluable contributions by senior officers of the Ministries of Education in these countries. The writer is most grateful for their assistance and encouragement. Finally, the writer owes gratitude for the guidance received from the EFA Forum Secretariat, Paris and UNESCO Office in Apia.

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LIST OF ACRONYMS AND ABBREVIATIONS

AusAID	: Australian Aid
BELS	: Basic Education and Life Skill (Programme)
CDTC	: Community Development and Training Centre (Tonga)
CDU	: Curriculum Development Unit
CEE	: Common Entrance Examination
DERC	: Distance Education and Research Centre (Tonga)
DP	: Development Plan
ECD	: Early Childhood Care and Development
EFA	: Education for All
EMIS	: Educational Management and Information System (BELS)
GER	: Gross Enrolment Ratio
IOE	: Institute of Education
JSC	: Junior School Certificate
KSC	: Kiribati School Certificate
LDS	: Latter Day Saints.
METT	: Ministry of Education, Training and Technology (Kiribati)
MOE	: Ministry of Education
MTC	: Marine Training Centre (Kiribati)
NER	: Net Enrolment Ratio.
NGO	: Non-Government Organisation.
NYC	: National Youth Congress (Tonga)
NZODA	: New Zealand Overseas Development Assistance.
PICs	: Pacific Island Countries.
PILL	: Pacific Islands Literacy Levels (BELS)
PSSC	: Pacific Secondary Senior Certificate.
RC	: Roman Catholic.
RTC	: Rural Training Centre (Kiribati)
SDA	: Seventh Day Adventist Church
SEE	: Secondary Entrance Examination.
SPBEA	: South Pacific Board for Educational Assessment.
SPLEC	: South Pacific Literacy Education Course (BELS)
TMPI	: Tonga Maritime Polytechnic Institute.
TTC	: Tarawa/Tonga Teachers' College.
TTI	: Tarawa Technical Institute.
UPE	: Universal Primary Education.

MID-DECADE REVIEW OF PROGRESS TOWARDS EDUCATION FOR ALL (EFA)

CASE STUDY OF TONGA AND KIRIBATI WITH REFERENCE TO THE BASIC EDUCATION AND LIFE SKILLS (BELS) PROGRAMME

Introduction

The World Conference on Education for All (EFA) in Jomtien, Thailand (1990) attracted participation from a number of Pacific Island countries, namely, Cook Islands, Fiji, Kiribati, Western Samoa, Solomon Islands, Tonga and Vanuatu. Two of these countries, Tonga and Kiribati, receive special attention in this case study on EFA. Though not a government presentation, this Report, however, is a result of a collaborative effort involving the writer and officers of the Ministries of Education, Tonga and Kiribati. Its focus is EFA in these two countries. The study is based on the Terms of Reference as given in Appendix 1.

Perhaps a word of introduction on the regional programme, Basic Education and Life Skills (BELS) is needed at the outset. It is a regional response to the expressed need of improving the quality of primary education in eleven PICs: Cook Islands, Fiji, Kiribati, Marshall Islands, Niue, Solomon Islands, Tonga, Tuvalu, Vanuatu and Western Samoa. It was born out of the annual deliberations of UNESCO sponsored High Level Consultations which bring the Directors of Education from the PICs to a common platform with a regional perspective. It is funded by UNDP, UNESCO, UNICEF and AusAID and comprises a comprehensive approach to tackling the following aspects of education:

- * upgrading classroom skills of primary teachers
- * enhancing community support for schooling
- * promoting literacy education through the introduction of the whole language pedagogical approach,
- * introducing an integrated system in the area of educational system planning and management, and
- * promoting the teaching of agriculture education through improved curriculum planning and development.

In the 11 Pacific Island countries participating in BELS, there are approximately:

2,000 primary schools
12,300 primary teachers
350,000 pupils in grades 1-8.

The attached Programme Information (Appendix 2) provides more details on structure, budget, timeframe and staffing. Being a regional programme in basic education, BELS' concerns harmonise with the Jomtien goals. The UNESCO Office, Apia certainly saw BELS as a 'response to initiatives in Literacy, Universal Primary Education, the Jomtien conference and declaration on EFA' (Terminal Report, PEM, 1992).

It is relevant here also to note that the BELS programme recognised a set of problems common to the region which it is designed to address:

- The grossly inadequate number of well-trained teachers, particularly in outer islands.
- The high cost of traditional in-service training.
- The difficulties of providing sustained follow up activities following training.
- The low status of teachers and their low morale.
- The lack of planning, management and evaluation skills in Senior Ministry Officers.
- The low reading standards in primary schools.
- The inadequate distribution of reading materials for schools.
- The lack of balance and relevance in curricula.
- The inadequate school-community linkages.
- The lack of capacity within Ministries to collect data and manage information systems (Prodoc p.6)

Therefore, it is hoped that country-specific contextual differences notwithstanding, the case studies would reveal a number of dimensions that are shared by other small island nations in the South Pacific region.

I. TONGA (PART ONE)

Appendix 3 presents a brief background to Tonga, an independent Kingdom in the Pacific, highlighting aspects of its geography, government, economy and education system.

Population: 1986 census - 94 649

1994 (est). - 98 735

Land Area: 696.71 sq km (Ocean area of 259,000 sq km)

Island Groups: Tongatapu

Ha'apai

Vava'u

(36 of the 150 islands are permanently inhabited)

Language: Belongs to the language family known as Austronesian or Malayo-Polynesian.

Religion: Mainly Christianity. The Free Wesleyan Church has the largest number of adherents. Other churches include: The Free Church of Tonga, Anglican, Roman Catholic, Seventh-Day Adventist, Pentecostal, World-Wide Church of God, Gospel Fellowship and Latter-day Saints. Also Baha'i religion.

GDP per capita in 1990 was \$1297.

1. EFA Goals and intermediate targets

The Kingdom of Tonga has had free and compulsory primary education for over a hundred years, since 1876. The 1974 Education Act which is in force at the present time defines the compulsory school age as 'any age between six years and thirteen years'. However, a child is exempted from

compulsory attendance if:

- (i) There is no school within walking distance of the child's place of residence;
- (ii) The parent or guardian makes other arrangements, deemed by the Minister to be suitable and efficient for the education of the child;
- (iii) The child has completed six years of schooling;
- (iv) The child is prevented from attending school by sickness or other unavoidable cause (Draft Annual Report, 1994).

Tonga has been internationally recognised as one of the first PICs to attain UPE on par with some of the advanced nations of the world. Therefore, post-Jomtien in-country reflection focused not so much on access and equity as on plans and strategies for enhancing the quality of educational provisions already in place in the country. While a full demonstration of educational commitment by the Government in collaboration mainly with the Churches is not possible in this study, an indication of the coverage can be derived from the following listing of existing educational institutions and the controlling authorities:

ECD

Presently community/NGO initiated

Government: Proposed training of pre-school teachers

Primary

Government: 104 schools catering for 92.7% of primary enrolment

Non-Government: 11 schools catering for 7.7% " "

(Table 1)

Secondary

Government: 7 schools catering for 20.6% of enrolment

Church: 30 schools catering for 78.4% of total enrolment, and

Private: 1 school catering for 1% of total enrolment.

(Table 2, Appendix 4)

Post-secondary and non-formal

(Table 3, Appendix 4)

Government:

Community Development and Training Centre (CDTC)

Training Programmes in Agriculture, Civil Service, Tourism and Hospitality,
Computing and Distance Education (1994 Total Roll - 276: 131 in Accounting,
22 in Agriculture, 26 in Tourism and 97 in Form 7; 52% female enrolment).

Distance Education and Research Centre (DERC)

Computer Training

Marine Science

Satellite Communication

Tonga National Form 7

Tonga Teachers' College (TTC)

Tonga Maritime Polytechnic Institute (TMPI)

Division of Culture, Youth and Sports (Mobilisation of youth through cultural activities, income-generating project and sporting activities. Financial assistance to the Tonga National Youth Congress)

The current development plan (1991-1995) comes to an end this year. The stated objectives for this period focus on improving the standards and quality of education at all levels of schooling; providing resources to sustain the facilities and infrastructure already developed; expanding post-secondary provision in essential skills; upgrading education and training facilities in rural areas 'where deficiencies in education services have been a factor of emigration'; providing quality training (inservice and preservice) for teachers; expanding training and scholarship programmes to meet increasing needs for skilled people; and enhancing cooperation between educational authorities in the Kingdom (DP 7).

*

Of the six identified target dimensions for EFA, the one dimension that is only now receiving government's serious attention is ECD. There is also no established policy on ECD as yet. A recent review of ECD (Cubey and Kolo'i, 1995) reported the reaction of the senior officers in the Ministry of Education on the topic as follows:

The respondents felt that all children should have access to some form of early childhood education. However, they did not see it as necessarily government's role to establish new early childhood centres. Rather it was desirable that a community which felt a need for a centre took the initiative and pulled together to make it a reality (page 44).

A fairly strong view that given the traditionally comprehensive role of a family in the Tongan society, early education is best left to the families themselves, is also held by some people in the Ministry of Education. Lack of local research on the potential benefits of ECD for Tongan pre-schoolers and the fact that entry age to primary education is relatively low at 5 years (compared to the entry age of 5.5 to 6 years in other PICs), are seen as points in favour of the above position. The Government, however, has not been averse to groups initiating pre-school centres and as will be shown later, has recently moved in to look at the possibility of helping with the training for ECD teachers under the auspices of its training college.

Early Childhood Care and Development (ECD)

As stated above, there is no formal recognised policy or structure for ECD in Tonga. A survey on ECD provision in the country that was conducted recently (Cubey and Kolo'i, 1995) covered 16 centres in Tongatapu, 3 in 'Eua, 2 in Ha'apai, 8 in Vava'u and 1 in Niuatoputapu. It found that there were 1011 children in these centres. Of these 971 were Tongan. The centres were served by 68 teachers with varying qualifications and levels of professional skills. It was estimated that about 5% of pre-school age children attended preschool at present.

A preschool association, formed in 1976, has continued to provide training for its members using the New Zealand Playcentre training course. Its membership increased from 11 in 1976 to 24 in 1995. In 1991 a regional preschool body namely the Pacific Preschool Council was formed

and a training course, the Pacific Preschool Teachers' Certificate, was launched. This course is available in Tonga through the University of the South Pacific Centre.

At the time of this case study, the Cubey and Koloi Report (1995) was under consideration by the Ministry of Education. Its recommendations that the 'training of early childhood teachers should not be delayed any longer; training is urgently needed' and that 'the Government takes responsibility for monitoring quality of training and service delivery', if adopted, are likely to gradually increase the Government's commitment to ECD in future.

Universal Primary Education (UPE)

Given the legal framework of compulsory primary education in the Kingdom, there is indeed strong evidence in support of the official position that the country has reached UPE many decades ago. The following comments from the two senior officers of the Ministry of Education are indicative of the official and public response to the issue of UPE:

Due to our legal framework, we send schools to the children.

To be found to be illiterate is very embarrassing in Tonga.

With reference to the following table on primary enrolment (Table 1), one notes that primary school enrolment in each of the four districts, namely Tongatapu, Ha'apai, Vava'u and the 'Eua group is roughly approximate to the relative proportion of estimated population in these districts: 66:67; 8.5:9; 17.3:16 and 7.6:7.4 percent respectively.

Similarly, there is a fairly proportional distribution of primary schools between districts, especially between Tongatapu and the outer islands (Ha'apai, Vava'u and the 'Euas).

District	Pop.	No. of Schools	Education System	Male	Female	Total	% Female	% Total
Tongatapu	66537	54	Government	5209	4636	9845	47.1	59.5
			FWC	291	253	544	46.5	3.3
			Tokaikolo	124	138	262	52.7	1.6
			SDA	145	149	294	50.7	1.8
<i>Sub-Total</i>				5769	5176	10945	47.3	66.2
Ha'apai	9302	20	Government	731	578	1309	44.2	7.9
			FWC	56	49	105	46.7	0.6
<i>Sub-Total</i>				787	627	1414	44.3	8.5
Vava'u	15827	31	Government	1523	1333	2856	46.7	17.3
			SDA	31	32	63	50.8	0.4
<i>Sub-Total</i>				1554	1365	2919	46.8	17.7
'Eua	4581	5	Government	473	386	859	44.9	5.2
Niuaatoputapu	1670	5	Government	146	133	279	47.7	1.7
Niuafo'ou	795		Government	65	59	124	47.6	0.7
<i>Sub-Total</i>				684	578	1262	45.8	7.6
GRAND TOTAL	98712	115		8794	7746	16540	46.8	100

TABLE 1 : Schools by Controlling Authority (Primary).

The schools in the central district of Tongatapu share many of the features that are usually found in an urban location and even those schools outside the capital, Nuku'alofa enjoy easy access to the activities and facilities of the capital. There is also considerable interaction between these schools and the staff of the Ministry of Education from the main office in Nuku'alofa. Therefore, within the local context, it seems reasonable to conceptualise Tongatapu as being urban and the outer islands as rural. Based on this grouping and the relative rural-urban national population, the urban-rural distribution of schools (47%:53%) is quite equitable.

It is clear that Government is committed not only to maintaining the level of provision and standards already reached at the primary level, but also to moving ahead in effecting further qualitative improvements. It therefore sees the following aspects within the area of education as coming directly under its present development strategy:

- building of staff quarters for teachers in the outer islands;

- upgrading of sanitation facilities in primary schools;
- development of new curriculum materials for all classes and revision of existing materials;
- replacing and introducing new school furniture and equipment; and building of new school premises to replace old or temporary buildings currently used as classrooms and alleviating problems of students travelling long distances.

Learning Achievement

Through preservice and extensive inservice, (the latter receiving a boost through BELS), primary teachers have been upgrading their skills in classroom assessment. They continue to participate in the annual external examination for the primary children, namely, Secondary Entrance Examination (SEE). In particular teachers of classes four and six teachers have now been exposed to the concept of criterion-referenced tests in a practical way through the BELS PILL tests in numeracy and literacy. Regular workshops on assessment and the central role of teachers in interpreting the external examination to the parents give this topic a high profile in professional debates within the teaching fraternity.

Training in Skills

Tonga has an integrated network of institutions collectively serving the objectives of providing 'post-secondary training programmes in areas that are important to the development of the country - technical skills, health, tourism, agriculture etc' (DP 7). These institutions include the CDTC, DERC, TTC and the TMPI. The Ministry of Education, through CDTC also coordinates the national policies and programmes for culture, youth and sports. CDTC has also been assigned responsibility for promoting the non-formal education sector as well. The 1994 Ministry of Education Report notes that the Centre covers:

Income-generating projects: small business management and skills training in specific projects,

Leadership training,

Networking and coordination, and activities run by the National Youth Congress (NYC).

Working closely with outside advisers and institutions, the Centre has successfully launched a number of courses in response to local demands and expectations (Table 3, Appendix 4)

Media

There is an established structure for the use of radio broadcasts for an hour per day to primary schools with regular programmes aimed at keeping rural teachers in particular informed about recent developments in curriculum, teaching methods and assessment matters. The radio medium is also utilised once a week in the evening to reach parents on issues ranging from support to education to social issues affecting education generally. These programmes involve inter-ministerial collaboration and are coordinated by the Ministry of Education.

The CDU also publishes a Newsletter to inform officers and teachers of news as well as the latest developments in curriculum in various subjects. The NGOs, especially the Churches, provide additional coverage of educational matters through their publications from time to time. A

national Secondary Schools Radio Quiz programme, sponsored by the Tonga Development Bank, is noteworthy for enhancing schools' visibility in the community at large.

2. EFA strategy /and or plan of action

The Development Plan 7 laid down specific programmes in primary education to address the following key issues:

The upgrading of school premises and classroom equipment;

Restructuring of the primary curriculum to address the problem of low standards of literacy achieved by students by the end of six years schooling. The DP 7 pointed out that

A relatively high proportion of students repeating the final year of primary school because of literacy or numeracy problems has indicated certain deficiencies in the primary education system. The primary education curriculum should be restructured to allow for greater literacy and numeracy results by the sixth year (Page 295).

The Plan went on to propose a development strategy which involved launching systematic reviews of identified development areas first and then following up with project formulation for attracting possible external funding. As mentioned above, the segments that have been identified include: building of staff quarters in the outer islands, upgrading of sanitation facilities, development of new curriculum and the revision of existing materials, replacement of school furniture and equipment, and building of new school premises. *

A parallel development that is not explicitly highlighted in official documents but which has been pursued vigorously is that of establishing a cadre of young, highly qualified and progressive officers involved in inspection and advisory services to teachers. There is sound coordination between the officers based at the Ministry headquarters in Nuku'alofa and the Area Organisers and Supervising Teachers posted to the districts. The senior echelon personnel in the Ministry of Education collectively constitute an outstanding management and leadership group possessing wide experience and advanced scholarship, with two of the four Deputy Directors holding PhDs in the areas of assessment and linguistics.

Curriculum Development, In-Service and Pre-Service Teacher Education

The two areas of curriculum and teacher education have received special attention by the education authorities over the past few years. A comprehensive review of the training college was commissioned in 1993. The Review team reported that Teacher Education in the Kingdom was generally in a 'healthy state' and noted that the country had made great progress in training its own teaching force. (TTC Review Report, 1993). While some of the specific recommendations of the Review Team are being implemented gradually, the improved quality of students seeking admission into the new Diploma programme necessitated immediate adjustments to the admission criteria. Under the revised arrangements, students with Form 7 (or equivalent qualifications) and locally trained teachers who enter the programme have one year credited towards the three-year diploma and therefore are required to undertake just two years of training. The introduction of the national Form 7 programme in 1991 has upgraded the quality of intake into the pre-service programme.

The CDU has focussed on Language Education and Number in terms of policy clarification and development of curriculum materials. It defined its policy on languages as that encompassing bilingualism:

Tongan society has long benefited by using two national languages which complement each other.

While each language satisfies specific needs, they combine to fulfil the common purposes of language in Tonga. Therefore, Tongan and English are compulsory subjects throughout all years of primary and secondary school. While Tongan is more important in early primary years, English becomes of equal importance by the time secondary school is reached. This ensures that the policy of bilingualism can achieve its purposes. (English and Tongan Syllabus. Classes 1-6, CDU, 1994)

3. EFA decision making and management

The Ministry of Education is expected to provide leadership in education matters generally in the country. Its specific divisions focus on the assigned roles which currently cover primary, secondary and post-secondary education, curriculum, examinations, teacher education, and indirectly early childhood education and non-formal education. The Minister of Education, through the staff of the Ministry, collaborates with the Churches and reports annually on the performance of the education sector. The management responsibility rests with the senior officers of the Ministry, under the supervision and guidance of the Director, four Deputy Directors and a number of officers based at headquarters and in the field. In 1994, the Ministry of Education establishment included some 61 management staff (inclusive of education officers, inspectors, area organisers and supervising teachers).

4. Main EFA events and actions since 1990

The official reviews of segments of the education system such as early childhood education, curriculum, teacher education and post-secondary education were some of the initiatives in the past four years which were aimed at enhancing the process of EFA as an on-going government commitment to the nation. At a more public level, the past years have witnessed regular consultations between the senior officers of the Ministry and the teachers, particularly headteachers. A series of school-based training workshops for teachers, some conducted as part of the BELS programme activities, have also featured prominently during this period. A key component of BELS that deals with the topic of community support for education has to date attracted some 550 parents to such workshops. In brief, the type of EFA-related events that took place in the last four years were:

Reviews and Formulation of Projects

Areas covered: early childhood education, teacher education, curriculum development for primary, secondary and post-secondary levels, projects for upgrading school facilities and buildings, communication and staff development, transport and staff training.

Clarification and promotion of a bilingual policy for schools

Specific guidelines for Language Education drafted by CDU and inservice courses conducted to promote bilingual programmes in schools.

Monthly Director's Meeting on Tongatapu/ Organising Teachers Functions in the Field

Regular interaction between the Ministry staff and teachers was maintained through the above strategies. The events provided opportunities to discuss and monitor EFA initiatives by schools and teachers.

In-country implementation of BELS Modules

Since 1993, annual action plans have been implemented following the objectives of BELS.

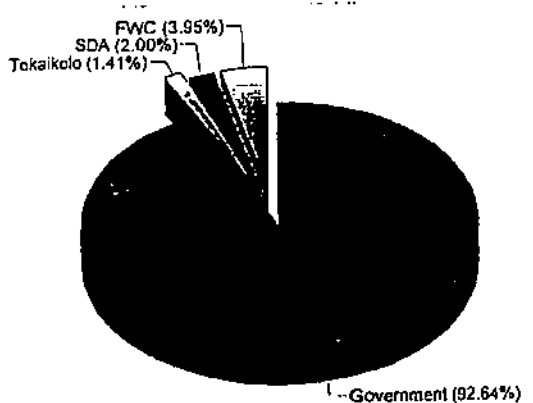
Initiating non-formal programmes

In addition to the regular formal training programmes of CDTC, the Centre played an important role serving as a facilitator of community developmental activities, such as village farm training and meetings, women in development and meetings, youth group training and meetings and World Food Day Programmes for Tonga.

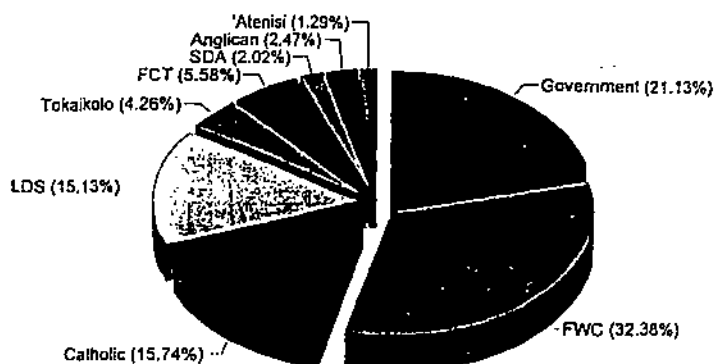
5. Cooperation in EFA

The cooperation between Government and Non-Government educational authorities is viewed by the Minister of Education as 'the cornerstone' of the national education system in Tonga (MOE Report, 1974). There is a history of initiatives by the non-government organisations, in particular the Churches, in meeting the educational needs of the Tongans beginning in the early 19th century when primary education was first introduced by the missionaries. Due recognition of the Churches role in the field of education appeared in the first revision of the 1876 Education Act in 1882 which decreed that 'in all Wesleyan towns where there were over forty children, a Wesleyan schoolmaster shall be appointed' and similarly, in Roman Catholic settlements, a Catholic schoolmaster was to be appointed (1994 MOE Report, page 1).

The provision of education in the country today reflects the continuation of this cooperation, as is shown in the graphs (Graph 1 and 2) below:



Graph 1



Graph 2

Enrolment by Government and Non-Government Schools: Graph 1 (Primary), Graph 2 (Secondary)

For its part, Government shares with the non-government organisations its provisions for training and scholarship at the local institutions and abroad, its national curriculum and examinations and it pays a subsidy of \$50.00 Pa'anga per head towards teachers' salaries.

The present Government acknowledges the contribution of the non-government 'education systems' in a laudatory way and hopes that 'they will continue to provide the dedicated service on behalf of the school children of today and tomorrow' (MOE Report, 1974).

6. Investment in EFA since 1990

The educational services of the Ministry of Education are largely paid out of public funds although some services such as curriculum development, post-secondary education and senior secondary examinations are funded partly through external assistance. While the expenditure from the public funds is reasonably stable across time, external assistance fluctuates, depending on the development projects in process at a particular time.

* { As the tables (Table 4 and 5) below show, Government's budgetary allocation for education as a whole has increased substantially since 1990. There was an increase of 4.3% in 1991, effected mainly to cater for an increase in salaries brought about by a structural review in 1990. The overall increase of 5.6% between 1993 and 1994 went to salaries and in-service education of teachers. While these activities have no doubt helped primary education indirectly, there is hardly any proportional increase as such in the primary allocation for 1994; in fact the 1994 allocation has decreased in terms of the percentage of the total education budget for the year.

YEAR	IN \$1000	In % of government recurrent budget
1987	3078	15.2
1988	4904	16.4
1989	5091	15.2
1990	5800	13.5
1991	8593	17.9
1992	8762	17.0
1993	8719	17.3
1994	9210	17.8

TABLE 4: Government Recurrent Expenditure in Education, 1987 - 1994

	1990	1991	1992	1993	1994
Primary	2365	3523	3698	3670	3480
Ed. Total	5800	8593	8762	8719	9210
Percentage	40.8	41	42.2	42.1	37.7

TABLE 5 : Primary Budget, 1990-1994. (in T\$'000).

External Assistance

Foreign aid is a significant component of development programmes in Tonga. It contributes to the education sector by providing training opportunities and technical assistance, and supporting the construction of facilities. In 1985-1986, the last development plan period, 82.5% of a \$4.5 million development programme was financed through foreign aid and during 1989-1990, the education sector received over \$1.8 million from abroad. External Assistance presently being received by Tonga includes:

Scholarships: 17 from AusAID and 28 from NZODA in 1994;

Curriculum Development:

Australia and New Zealand assistance in the revision, trialing and production of materials and related inservice training;

Japanese assistance in the development of soroban materials and teaching soroban at the training college;

Teacher's Housing: Australian assistance in three phases, 1995-1997;

New Classrooms:

Australian assistance, 1994-1995;

Curriculum Development and the Community Development and Training Centre Project:

Australian assistance, 1994-1996; and

Transport (vehicles for two high schools):

Australia and British assistance 1994-1995 covers the areas of scholarships, curriculum development, teachers' housing, upgrading and construction of classrooms and teaching resources.

Tonga also receives assistance from various overseas voluntary organisations in the form of volunteers. In 1994, there were volunteers from the following organisations: Peace Corps (United States):32, Volunteer Service Overseas (Great Britain):5, Japan Overseas Cooperation Volunteers: 7, Australian Volunteers Abroad:9, Volunteer Service Abroad (New Zealand):2, UN Volunteers:1. The total comprises 33 females and 23 males.

TONGA (PART TWO)

7. Progress towards goals and targets

Tonga had already achieved UPE well before Jomtien. Its goals with regards to EFA since 1990 are therefore geared more towards qualitative improvements in the professional areas such as teacher education, curriculum, assessment and the post-secondary developments covering the newly introduced national Form 7 at the CDTC. The other goals focus on improvements in the physical facilities and teaching-learning resources at the school level, including provision of better housing for teachers, especially in outer islands.

The last national census was conducted in 1986. The census confirmed the effectiveness of the compulsory attendance regulation and indicated a net enrolment ratio of 99%. The following tables (Table 6 and 7) include the numbers of school-age population and those in schools when the count was taken in 1986.

<i>At School</i>	<i>14 439</i>
<i>Left School</i>	<i>126</i>
<i>Never at School</i>	<i>56</i>

TABLE 6: School-age population (6-11 year olds)

<i>At School</i>	<i>2550 (1347 boys, 1203 girls)</i>
<i>Left School</i>	<i>10 (6 boys, 4 girls)</i>
<i>Never at School</i>	<i>8 (3 boys, 5 girls)</i>

TABLE 7: New Entrants (6 year olds).

Based on the 1986 census and backed up by official assessments in 1995, the current net enrolment ratio is estimated at 99%.

<i>1990</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>
<i>1:24</i>	<i>1:23</i>	<i>1:21</i>	<i>1:22</i>	<i>1:23</i>	<i>1:22*</i>

(* estimated)

TABLE 8: Teacher-Pupil ratio.

Tonga's primary schools also enjoy a relatively generous teacher-pupil ratio. (Based on the 1989/1990 figures (Baba et. al., 1992) the regional average for the eleven BELS PICs is 1:27). The rather generous teacher-pupil ratio in Tonga is seen as justifiable on the grounds that there are a number of composite and multi-class teacher schools in the rural and outer islands, and furthermore, that smaller classes would help alleviate the problem of low achievement in basic skills through greater possibility for individual assistance and remedial work with children deemed 'at risk' in basics such as numeracy and literacy. The system has been able to maintain a very reasonable teacher-pupil ratio since 1990.

There is evidence of an overall improvement in the qualifications of primary teachers between the years 1990-1994, with a marked increase in teachers with diploma qualifications and an equally marked decrease in the number of untrained teachers. (Table 9).

QUALIFICATIONS	1990	1994
Degree	2	2
Diploma	49	174
Class 1	213	244
Class 2	111	81
Class 3	212	194
Partially Trained	15	2
Untrained	87	4
TOTAL	689	701

TABLE 9: Qualifications of Primary Teachers 1990, 1994.

Upgrading the skills of teachers in the field has received priority in CDU's programme for the past four years. In 1994-95, the accent was on upgrading teachers' professional knowledge, especially in the areas of literacy, classroom skills and teaching methods. The Curriculum Development Unit of the Ministry of Education has maintained a steady progress over the past five years in developing new curriculum in Languages (Tongan and English) and Mathematics. All in all, CDU ran 84 workshops for primary teachers in 1994 covering maths, social studies and language which attracted some 930 teachers as participants. Special attention has been paid to active learning, group work and the teaching of reading.

The integration of BELS in-country activities with the national priorities has been a distinct feature of the in-service programme. The special effort on activity-based teaching and learning and small group teaching is promoting a pedagogy that would appear to be more in line with the nature of learning and teaching backed up by research generally.

Since the implementation of BELS in 1993, achievements are recorded in innovation in Agricultural Education, EMIS and inservice training of teachers. Through joint BELS and national efforts the following activities and outputs are noted:

456 courses (cluster and school-based combined) have benefited 1120 teachers in adopting the SPLEC Units as part of the Literacy Education initiative;

134 cluster-based courses in Classroom Skills has benefited some 1289 teachers;

181 cluster-based courses in the Community Support for Education benefited 574 and has attracted about 550 parents, mostly rural, to sessions conducted primarily for teachers.

Although information on the number of workshops conducted by the CDU during the years 1990-1993 was not collected during this review, it was generally confirmed by the Ministry officials that the period has witnessed a significant increase in the number of workshops for classroom teachers and headteachers. The intensity of the inservice training during the past two years has been very noticeable. Referring to the demand this is placing on teachers to cope, a

senior Ministry official suggested lightly that some of the teachers might have now begun to suffer from 'the workshop fatigue'.

One of the striking features of formal schooling in Tonga is the high rate of repeaters in both primary and secondary schools. Owing to the multi-dimensional nature of this phenomenon, it is indeed difficult to say whether asking or allowing a child to repeat a class is a good thing or not. Seen from the parents' perspective and within the context of a system where movement to the next level of schooling is dependent on gaining good marks in a particular examination, repeating perhaps can be taken as a necessary undertaking. In Tonga the rate of repetition, especially at the end of primary is high and is recognised by the Government as a problem to be tackled.

The tables below (Table 10 and 11) provide a picture on repetition for 1990 and 1994.

		GOVERNMENT	NON-GOVERNMENT
1990	BOYS	585/7438	43/542
	GIRLS	425/6852	29/608
1994	BOYS	1040/8433	34/607
	GIRLS	680/7448	31/559

TABLE 10: Repeaters (Primary).

	1990	1994
National repetition %	7	10.5
Boys	7.9	11.9
Girls	6.1	8.9
Government Schools	7.1	10.8
Mission Schools	6.3	5.6

TABLE 11: Overall Repetition Rate (Primary).

One notes that at the primary level more boys repeated a class than girls in both 1990 and 1994. It was found that in 1990 out of the 1002 repeaters 57.0 per cent were boys and 43 percent were girls. During the years 1992 to 1994, the percentage of boys among repeaters has remained high as follows: 56% in 1992, 54% in 1993 and 61% in 1994. The problem becomes particularly serious at the examination class at the end of primary i.e. class six (Table 12).

	1990				1994			
	1st Yr CL 6	Repeaters	Total	% Repeaters	1st Yr CL 6	Repeaters	Total	% Repeaters
Boys	1357	578	1935	29.9	1610	1075	2685	40
Girls	1221	430	1651	26	1493	692	2185	31.7
Total	2578	1008	3586	28.1	3103	1767	4870	36.3

TABLE 12: Repeaters at Class 6.

The percentage of repeaters in class six increased from 28.1% to 36.3% from 1990 to 1994. More boys than girls were repeating in both these years, with an increase of some 10% over the period compared to 5.7% for the girls.

Another feature of repetition at this class is the number of times pupils attempt the SEE. Records show that between the years 1990 to 1993, the following proportion (percentage) of candidates sat SEE for the first, second and third time respectively :

1990 - 73:26:1; 1991 - 66:32:2; 1992 - 69:29:2 and
1993 - 67:31:2.

The increase in the proportion of pupils repeating class six is seen as due to parents wanting their children to have a second attempt to get into one of the Government secondary schools.

The issue has been a concern for the authorities for some time now.

In the last five years attention was drawn to the plight of boys at the primary level, who appeared to repeat in greater numbers than girls. Various strategies were adopted including the LINK programme and the recruitment of more males into the teaching force. (1994 MOE Report).

The issue of repeaters appears to be closely related to the nature of the formal school system in Tonga where entry into the secondary school is selective and competitive. So is the distribution of scholarship for further studies on successful completion of secondary education. There is obviously a push from parents for children who fail or who narrowly pass to repeat in the hope that the children will improve their results, and consequently increase their chances of entry into reputable secondary schools. There is also the problem of the standard of basic numeracy and literacy that is reached within the first six years of schooling. The issue is fairly complex and seems to be closely tied up with a range of factors - the cultural context, language policy, quality of teachers at the primary level, dominant pedagogical practices and curriculum and resources. Evidently there is a deep awareness of the situation by the educational authorities.

Learning Achievement

The Ministry of Education conducts an annual Secondary School Examination consisting of four, one-hour papers in English, Mathematics, Tongan Studies and Environmental Science. In 1994, a total of 3438 class six pupils (46% girls and 54% boys) sat for SEE.

	1991	1994
<i>No. of candidates</i>	3688	3438
<i>No. in class six</i>	<i>n.a.</i>	4870
<i>% Not sat</i>	<i>n.a.</i>	29.4
<i>No. over 50%+ marks</i>	1077	102
<i>% gained 50%+ marks</i>	29	30

TABLE 13: National Secondary Entrance Examination (SEE) Results.

The 50% cut-off point is perceived by parents and schools as important. However, while selection into Government secondary schools is generally based on the marks gained by the candidate, Church schools are known to be more flexible and are prepared to enrol students with marks lower than 50%. From an inspection of the pass rates in 1991 and 1994, one notes a slight improvement in terms of students with more than 50% marks. However, the fact remains that a large percentage of students from any class six cohort will have to choose from the following options: join a Church secondary school if accepted, repeat class six or drop out. Table 13 also shows that not all students in class six sit for SEE in a given year. In 1994, for example, 1432 students did not sit this examination. Due to a lack of relevant information, it has been difficult to ascertain with any degree of certainty the real drop out rate at class six. However, a good guess is that a group as high as 20-30% of a given class six cohort do not proceed beyond class six. Therefore while the country indeed has creditable success in UPE, there is a need to match that achievement with the standards that children are able to attain during the first six years of schooling. This judgement is supported also by the results of class 4 children on the Pacific Islands Literacy Levels (PILL) tests.

Tonga has adopted the PILL tests under BELS. The tests are being acknowledged as providing objective data on children's achievements in numeracy and literacy after four and six years of schooling. The tests also provide information on a number of important aspects. The results reveal the group that is 'at risk' and is not in a position to fully benefit from instruction in subsequent classes. An indication of the effectiveness of teaching in different schools and districts is also provided. In terms of teachers' professional growth, PILL tests provide a practical way of introducing the concept of criterion-referenced testing to teachers in the PICs. In the face of a widespread use of norm-referenced tests in the region, PILL tests in some ways can be seen as representing a refreshing change in the area of assessment.

The table (Table 14) below includes results from the first and second administration of PILL to class four children in the country in 1993 and 1994.

1993	N=	ILS	IL1	IL2	IL3	IL4	BL	% AT RISK	OVERALL % AT RISK
ENGLISH BOYS	1100	13	28	37	63		171	788	87
GIRLS	1148	37	77	80	127		239	588	72
TONGAN BOYS	1050	75	129	167	189		248	242	47
GIRLS	1082	205	210	241	181		159	86	23
NUMERACY BOYS	1100	**	109	222	338		305	126	39
GIRLS	1148	**	151	324	366		243	64	27
1994	N=	ILS	IL1	IL2	IL3	IL4	BL	% AT RISK	OVERALL % AT RISK
ENGLISH BOYS	1127	102	83	141	165		213	423	56
GIRLS	1188	225	143	201	179		213	227	37
TONGAN BOYS	1089	283	218	235	157		112	84	18
GIRLS	1130	472	244	221	97		68	28	8.5
NUMERACY BOYS	1127	**	326	362	232		143	64	18
GIRLS	1188	**	445	405	200		99	39	12

*BL= Blank Scripts

TABLE 14: PILL 1 Results 1993, 1994.

(NOTE: RESULTS NOT FOR PUBLICATION WITHOUT PERMISSION FROM DIRECTOR OF EDUCATION, TONGA)

The above table presents the adjusted 'at risk' figures, for it combines the results of only the children who attain level 1 or turn in blank scripts. The Tongan officials include level 2 in this category as well. (Appendix 5 defines the criteria used for marking). Besides the country summary of PILL tests results, data on each school's performance is also provided. The Ministry field staff and the teachers concerned have been encouraged by the BELS programme to use the school data as a starting point for identifying potential causes of low achievement and consider proper interventions.. It is believed that the improvements shown in the PILL 1 results in 1995 in Tonga are due to a number of factors. Suggestions were made that the PILL tests have increased general awareness of expected standards in basics (literacy and numeracy), and that there was a systematic and perhaps more rigorous supervision of classroom teaching by the Ministry of Education field staff following the first round of testing.

Similarly, PILL 2 tests provide data on the performance of children in numeracy and literacy at class six level. The data on PILL 2 tests were being processed at the time of writing. Educational authorities in Tonga are happy to adopt a test battery such as PILL tests to monitor educational achievement in basic education on a regular basis.

Conscious of the wide variance in the standard of physical facilities and teaching equipment in its schools, and the need to upgrade all schools to an acceptable level, the Ministry of Education has been monitoring the extent and standards of resources and facilities in schools on a regular basis. However, despite consistent monitoring, little progress is noted for the 1990-1994 period. The MOE Report for 1994 pointed out that the results of the survey for that year were almost identical to that of the previous year.

The two tables: Primary School Buildings by Type and by Condition (Table 15, Appendix 4) and Resources in Primary Schools (Table 16, Appendix 4), collectively indicate that there is a definite need to upgrade the existing facilities and resources. Of the 708 classrooms surveyed by the Ministry of Education in 1994, the percentage of schools rated as being in poor, average and good condition was as follows:

	N	GOOD	AVERAGE	POOR
CLASSROOMS	708	0.357	0.448	19.5%
STAFF HOUSES	141	0.078	0.376	0.546
TOILETS	547	0.242	0.484	0.274
OFFICES	39	0.23	0.58	0.19
LIBRARY	84	0.208	0.584	20.8%

TABLE 17: Primary School Buildings by Condition.

Table 17 shows that while most schools possess basic tools of teaching such as blackboards, only few schools would have access to such facilities as typewriters and duplicating machines. The lack of Tongan Books, compared to English, is noteworthy. However, when compared to the situation in 1993, an increase in the number of Tongan Books is reported and the point made that 'the constraint on acquisition of Tongan reading materials continued to be a question of access rather than a matter of policy or preference' (1994 MOE Report).

The survey results are now being used by the Ministry of Education to place upgrading of schools and facilities high on priority for development assistance from external sources.

8. Effectiveness of EFA strategy, plans and programmes

The Kingdom has established a strong base for basic education through its legal framework which makes primary education compulsory. Having attained UPE, the urgent need has been to attend to the overall quality of primary education and to further strengthen the secondary and post-secondary education in order to enhance access to and quality of the provision for students moving up from the primary level. The EFA strategy, constituted as a part of the national development plan, has been effective in a number of ways in moving the education system forward into the prioritised areas. Recent reviews, coordinated projects for execution with external assistance and interventions by the Ministry's management and professional units, are indicators of a positive thrust forward in education for all.

9. Main problems encountered and anticipated

The Ministry correctly anticipated a number of constraints that had to be faced in its attempts at bringing about qualitative improvements in basic education. These appeared in various places in the official documents, particularly in the Development Plans and the Annual Reports. Constraints that were highlighted included limited resources, the long-term and systemic nature

of qualitative changes, and the issue of integrating specific externally assisted programmes with national plans and policies.

While the period has witnessed delays in getting some of the planned activities implemented, especially those in the areas of school buildings, classroom facilities and curriculum materials, there were no major setbacks in implementing the DP 7 programmes as such.

10. Public awareness, political will and national capacities

Historically, the collaborative nature of the education system in Tonga has promoted a strong public awareness of educational needs of the country. Government has been in the forefront of establishing a legal framework which promoted UPE and healthy collaboration with non-government organisations in all areas of education.

Concerted efforts and sound planning over the years have provided the Kingdom today with adequate human resources for effective management and leadership in education. What is required now is to upgrade the level of schools and the teaching force at the early childhood and primary levels to match the enhanced capacity at the senior officers level of the Ministry of Education.

It is being realised that it is difficult for the country to undertake some of the urgent but expensive development projects on its own. Tonga shares this need with other PICs. There is some validity, in this respect, in the assertion by the Pacific Island Yearbook (1995) that 'the South Pacific is one of the most heavily aid assisted regions in the world' (Page 18). The publication records an estimated \$A1637 million or \$A256 per capita aid to the PICs from both bilateral and multilateral sources in 1990.

11. General assessment of progress and prospects

Tonga is poised for significant improvements in the quality of basic education in the next few years. Its strategy for improvement is comprehensive and covers key dimensions of education such as teacher education, curriculum, assessment, advisory services to teachers, enhancing community support for education and upgrading the physical facilities and resources in schools. There is close cooperation between the Government and non-government organisations. External assistance to the nation is strong and consistent and this boosts its capacity to meet its educational needs substantially.

It is highly likely that there will be greater pressure on Government to become more involved in early childhood education in the near future. The Government's bilingual policy itself is likely to draw the attention of the education authorities to the impact of the early experiences of children on their subsequent life and performance at the primary school.

II. KIRIBATI (PART ONE)

Appendix 6 provides a brief description of Kiribati, an independent republic since 1979, highlighting its geographical isolation, small and dispersed island economies and the harshness of its ecological environment. Key statistics on Kiribati include:

Population:	<i>1985 census - 63 833 1990 census - 72 298 Annual Growth Rate - 2.2% 40% under 14 years of age 48.5% between 15 and 49, and 11% over 50 years.</i>
Land Area:	<i>810.7 sq km spread over three million sq km of ocean</i>
Island Groups:	<i>The Gilberts (17 islands) The Phoenix Islands (eight) The Northern and Southern Line Islands (seven)</i>
Language:	<i>A Micronesian dialect with only 13 letters in the written language and "s" is not one of them. A "t" followed by an "i" is pronounced "s" which explains the pronunciation of Kiribati as "Kiribas".</i>
Religion:	<i>Mainly Christianity - dominant denominations being Catholic Church and Kiribati Protestant Church (KC)</i>

South Tarawa and Kirimati (in the Northern Line Islands) are taken as urban in this study; the other outer islands as rural.

The education system, operated by the Ministry of Education, Training and Technology (METT) covers the primary and secondary schools, the three tertiary institutions - the Tarawa Teachers' College (TTC), the Technical Institute (TTI) and the Marine Training Centre (MTC), the Curriculum Development Unit and the National Library and Archives. The METT has also coordinated the non-formal education since 1993 from its offices in Tarawa and acts as the official focal point for collaborative efforts by the outsiders, NGOs and the community on all education matters. The EFA target dimensions, namely ECD, UPE, Learning Achievement, Adult Literacy, Training in Essential Skills and Education for Better Living are all included in the above responsibilities of the METT.

1. EFA Goals and Intermediate Targets

Similar to the Tongan situation, the Jomtien conference did not translate directly into a distinct EFA country action plan but became a reinforcing and reinvigorating force which sharpened the national aspirations as reflected in the current national Development Plan:

The broad aim of the Government is to develop an educational system which provides to all young and adults, irrespective of age, the means to ample self-fulfilment which reflects the needs and conditions both in terms of quality and quantity. In this context, the Government aims to provide for a continuous process of education for physical, intellectual, and cultural development of people and to inculcate in them capabilities to cope with emerging situations (para 19.8 Seventh Development Plan).

One of the Kiribati delegates to the Jomtien who has since retired from service, Mikaio Rorobuaka, recalled the experience as overwhelming and enlightening:

sometimes we were lost, it was a very big conference....however, the ideas in the EFA declaration were already in our plans, in the minds of people and it is difficult to say which targets came from the conference - we had different targets at different times, depending on priorities (Interview 7/11/95)

Seeing that the Jomtien has had a similar impact on most of the PICs which had participated in it, one is tempted to raise the question as to whether the picture would not have been different if there were a concerted follow-up action from some outside body such as the UNESCO Office in Apia or the UNESCO/UNICEF EFA Secretariat in Paris. However, there is no doubt at all about the relevance of the Jomtien philosophy on EFA for the Pacific Island Countries.

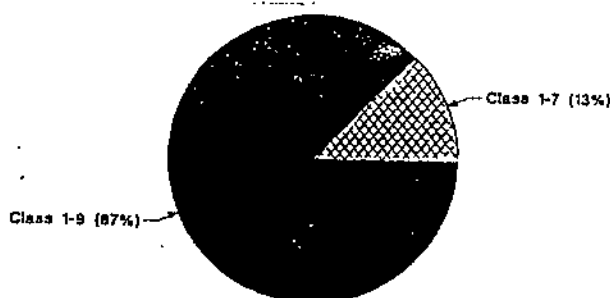
ECD

With the establishment of a Non-Formal Section in the METT in 1993, ECD only lately come directly under the Government's focus. A policy on ECD is being developed jointly by this section of METT and the NGOs which have so far played a major role in introducing and sustaining the ECD initiative in the country. Future plans for ECD in Kiribati include the completion of a four-year funded project that is in the process of being implemented. The project aims to improve the quality of preschool teachers through inservice training. It is also planned to encourage teachers to enrol in continuing education courses from the University of the South Pacific and to continue providing advisory services to teachers from the Ministry and the USP Centre in Tarawa.

Primary Education

Kiribati promulgated a legal framework for compulsory education for its 6-11 year old children in 1976. The Ordinance, however, provided for exemptions in some localities by the Minister, depending on the availability of a school within a reasonable proximity of children's home. Based on the assumption that the legal framework ensures UPE, there is a popular belief amongst the local authorities that the nation has already achieved a hundred percent net enrolment ratio. This is not borne out by the available data which indicate a net enrolment ratio of approx 82% in 1995.

The primary school structure of classes 1 to 7, followed by senior primary classes 8 and 9 in some schools, has been followed upto now. Graph 3 below indicates the numbers of classes 1-7 and 1-9 schools and Table 18 shows the trends in primary education for 1980-1995.



Graph 3: Class 1-7 and 1-9 schools, Kiribati

	1980	1985	1990	1993	1995
Enrolment	13,234	13,440	14,709	16,316	17,108
% Female	48.8	49.3	na	49.4	48.7
Number of Schools	100	112	104	92	105
Number of Teachers	435	460	514	537	547
Pupil:Teacher Ratio	30.4	29.2	28.6	30.4	31.3

TABLE 18: Basic Education Trends, 1980-1993.

However, the system is being re-structured in line with the 1992 Sector Review which will see classes 1-6 as primary, followed by a three-year Junior Secondary, comprising Forms 1-3.

The stated objective for the current period lays more emphasis on the quality of education and assumes UPE. The relevant section of the Plan states that efforts will be made 'to improve the standard of education to be more relevant to the needs of outer islands and higher education in South Tarawa' (DP 7, page 239). The resultant targets therefore for the current period include:

- a review of primary education,
- improving professional qualifications of TTC lectures, increasing intake capacity at TTC and formalising pre school teachers training course,
- enhancing the output and quality of curriculum resource materials and developing suitable curriculum guidelines for parents to assist their children at home, and
- improving existing teachers' resource units and establishing new ones in the outer islands.

The proposed strategies include instituting a comprehensive review of primary education through external assistance; initiating a review of the TTC with the aim of seeking bilateral assistance to revitalise the institution; and expanding the curriculum reform initiative to meet the needs of primary schools.

Historically, the provision of education in the country has evolved through a partnership, sometimes uncomfortable, between the government and the church organisations. While the church organisations were key providers of primary education during the colonial period, the government gradually took the lead and eventually control of all primary schools by 1990. Today the church organisations are concentrating on pre-school, secondary and the non-formal sub-sectors. Referring to this anticipated role by the church organisations, the Third Development Plan (1976) pointed out that

pressure for secondary school places is likely to fall on the Mission and Church schools. Necessary assistance in the form of staff, facilities and education materials should be given to enable them to meet demand (DP 3).

Teacher Education

Recognising the need to upgrade the pre-service and in-service education facilities and programmes, Kiribati had in the recent years invited consultants to review this area (Singh, 1993; Dow et.al.,1995). These reviews have highlighted the need for urgent changes in the organisational and professional aspects of teacher education in the country. The 1995 consultants presented a fairly bleak picture:

Our estimate of the state of pre-service teacher education at Tarawa Teachers College is that it is probably at its lowest ebb in its forty year history. Staff development has been almost non-existent and staff morale is critically low, much of the curriculum inappropriate for the I-Kiribati situation, teaching equipment and resources are inadequate, students appear to be underachieving, and most of the facilities are in need of repair or refurbishment. The aim of this project is to turn this state of affairs around so that in three years time TTC is well on its way to becoming a significant teacher education centre in the Pacific region (page 2).

While one detects an element of 'salesmanship' in the above statement, nonetheless, it rings true and seems to be reflective of other areas as well, specially primary and ECD (1992 Education Sector Review). The TTC Review proposed a Teacher Education Quality Improvement Project (TEQIP) with possible funding from New Zealand. It encouraged the government to take affirmative action regarding gender equity when appointing staff and recommended raising the minimum entry requirement to PSSC by 1999 and the award of a Diploma in Education to all graduating students by 2002.

Learning Achievement

Kiribati shares with the other PICs a rather heavy reliance on norm-referenced classroom tests and external examinations in assessing learning achievements of its students. The examinations have to date served the necessary function of selection for the limited places at the secondary level and the tertiary institutions. The establishment of a regional institution, the South Pacific Board for Educational Assessment (SPBEA) in the eighties has boosted the efforts of PICs to run their own examinations at the secondary level and to join in the regional examination - the Pacific Secondary Senior Certificate (PSSC) which is for form six students.

An assessment of learning achievement in Kiribati therefore comes from its local examinations - the Common Entrance Examination(CEE) which marks the entry to the secondary school into form one, the Kiribati Junior Certificate (KJC) which is administered at the end of form three, the Kiribati School Certificate (KSC) which comes at form five and finally, the SPBEA administered PSSC at form six.

Being a member of BELS, Kiribati also participates in the new Pacific Islands Literacy Levels (PILL) test 1 for class four and test 2 for class six.

Training in Essential Skills

The Government's plan is "to expand and diversify technical and vocational facilities to improve skills and meet emerging needs of the economy". This is pursued through the national institutions set up for teacher education, technical education and marine studies. It is also beginning to provide for coordination of plans and activities for skills training through non-formal education and is currently involved in piloting a project on Rural Training Centres jointly with the Church organisations.

The main objective of the Marine Training Centre (MTC) is seen as providing effective and appropriate training for I-Kiribati man to acquire seamen skills and knowledge for overseas employment. Given the geography of Kiribati, the choice of developing MTC is proving a sound economical initiative. Since 1987, there has been a significant diversification of training programmes conducted at this institution.

2. EFA strategy /and or plan of action

The period 1990-95 has witnessed a concerted effort by the Government to pool expert advice through donor assistance on different aspects of the education sector. Therefore, the EFA strategy in Kiribati can be said to be in a state of flux presently. The emerging proposals cover an array of EFA target dimensions, namely a search for policy on ECD; restructuring and qualitative improvements in the primary and secondary schooling; reform of curriculum and teacher education; and coordination of the non-formal education sector by the METT. Concurrently, the question of collaboration amongst the key education providers in the country - the Government, Church organisations and the NGO's, is being acknowledged by the government in its developmental efforts. In the meantime, the Development Plans remain the blueprint and the main vehicle for communicating Government's plans on educational matters to the public and to its own Ministries.

3. EFA decision making and management

It appears that over the years Kiribati has moved towards greater centralisation in decision-making on educational matters. It has, for example, only minimally used the officially established Education Committee, the last reported meeting being in 1987 (Sector Review, 1992). This is all the more significant when one notes that historically educational provision in the country has been a result of shared responsibility between the Government, the churches and more recently, other NGOs. This state of affairs to some extent is now being rectified through more efforts towards formulating long-term policies and plans, and updating the current legislation, i.e. Education Ordinance, 1977.

4. Main EFA events and actions since 1990

The preparation of the 1992-1995 programmes (Development Plan Seven) began in the wake of such major initiatives as Jomtien and the biannual High Level Consultations of Directors of Education from the PICs, sponsored by the UNESCO Office, Apia, Samoa. Thus the national plans and the regional BELS all reflect the dominant educational mood of the late eighties in

terms of access, equity and quality of educational provisions.

The period also witnessed the following events and actions in Kiribati:

1992

*Implementation of the national Development Plan seven began.
Kiribati Education Sector Review by the British and the New Zealand Governments.
Meetings on non-formal sector held and the concept of rural training centres endorsed and a three-year trial project on RTCs launched; a non-formal section created in the METT.*

An externally funded four-year ECD project launched and a national pre-school conference held in Tarawa.

1993

*IOE, USP Review of TTC Teacher Education Programme.
Implementation of BELS components in Classroom Skills, Literacy Education, Community Support for Education and Curriculum Innovations in Agricultural Education began.*

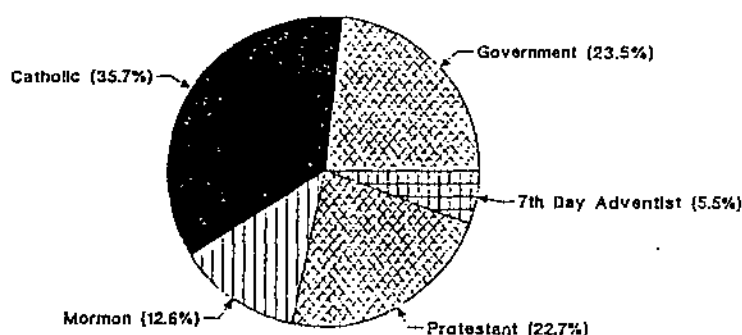
1995

*Second Review of TTC financed by the New Zealand Government and a project on Quality Improvement proposed.
New Government announced the restructuring of the education system and the creation of twelve Junior Secondary schools spread across the country.*

National resource persons designated under the BELS programme continued to participate in the annual sub-regional workshops and conducted in-country inservice workshops.

5. Cooperation in EFA

The collaboration between the Government and the non-government organisations has resulted in the pooling together of scarce resources in order to provide the school-age population with a reasonable level of access to education in both urban and rural areas (Table 19, Appendix 4). Presently the Government looks after all primary schools. However, NGOs continue to lead at the secondary level. The graph below (Graph 3) shows relative enrolment in secondary schools.



Graph 4: Education Providers (Secondary)

However, with the limited economic capacity of the Government, there is a need to further mobilise all available resources not only for maintaining the present level of educational opportunities but also for bringing about urgent changes in the quality of formal and non-formal education.

The expected leadership from the Government, in particular from its senior officers, is at present very restricted due mainly to a very small establishment at this crucial management level. A Permanent Secretary and a small team of education officers are fully stretched with the routine tasks of maintaining the status quo. It needs to be stressed firmly that an enhanced capacity at the Ministry of Education in terms of human resources is vitally important at this stage of educational development in Kiribati. The level of cooperation amongst the various education providers would receive a boost once the Ministry establishes a high professional profile for itself through visibly strong leadership in all educational matters.

6. Investment in EFA since 1990

The Government expenditure on education since 1988 has been constant at 18% of the national expenditure, rising to just over 20% in 1992. (Table 20, Appendix 4).

This is in line with the trend in other PICs such as Fiji (17.9%), Solomon Islands (17.5%), Vanuatu (21.4%) and Western Samoa (18.8%). Based on data for the years 1980-1990, the primary division has received 50% of the education budget. The trend continues.

Aid donors play an important role in education in Kiribati. According to the Sector Review (1992), estimated donor spending during 1993-1994 was in the vicinity of A\$3.8 million of which 52.4% went for training, 15.9% for technical assistance, 8.5% for instructional materials and 23.2% for buildings and equipment. Aid funds per student were expended in the ratio of 1:26:994 for primary, secondary and tertiary levels respectively.

KIRIBATI (PART TWO)

7. Progress towards goals and targets

ECD

The METT identified the ECD as one of principal aspects of EFA that had seen significant progress in recent years but one which has had a minimal intervention by the Government.

ECD saw a dramatic increase in the number of centres and pupils between 1990 and 1995 as indicated below (Table 21).

	1990		1995	
	Centres	Children	Centres	Children
URBAN	5	100	33	636
RURAL	Nil	Nil	106	2000

TABLE 21: 1990, 1995 Pre-School Enrolment .

Though still in infancy, the success story in ECD in Kiribati is one of collaboration between UNICEF, the University of the South Pacific (USP), local women organisations, parents and the education authorities (METT). UNICEF is unequivocally credited with the leadership in the ECD initiative in Kiribati by all concerned.

The METT has focussed on training pre-school teachers during the past two years. Assisted through external funding, a four year project (1992-1995) is nearing completion and has so far trained 20 teachers from South Tarawa and the following outer islands: Kuria, Aranuka, Nonouti, Tabiteuea North and South, Beru and Abemama. A national Pre-School Conference was also successfully held which attracted 20 participants from the outer islands and 50 from South Tarawa. The project activities have helped promote an awareness of the importance of ECD and as a result created a conducive environment for increased parental and community support and commitment to it.

Based on the 1990 figures, one notes considerable variation in access across the islands (Table 22, Appendix 4). While three islands have 100% enrolment ratios, there is a wide range between 95.8% to only 7% in the other islands. This is indicative of the early stages of development of ECD in Kiribati.

ECD in Kiribati also illustrates how the recipients of outside assistance are able to integrate and creatively adapt the skills and the intellectual resources made available to them in order to meet their needs, cutting freely across the formal and the non-formal education divide as the situation warrants. The METT in this case has very successfully combined resources gained from the USP's Continuing Education and the BELS programme to promote community support for both ECD and primary education.

Primary Education

Progress in primary education over the last five years has been steady. Beginning in 1988, the Government has followed a policy of primary school consolidation in rural areas in order to achieve economies of scale and reduce multi-class teaching. This has resulted in a reduction of the number of primary schools from 112 in 1985 to 92 in 1995. The reduction has, however, only marginally affected the teacher-pupil ratio which continues to be in the range of 29.2 to 31.3 between the 1985-1995 period.

The net enrolment ratio for the 6-14 age group for 1990 was 81.1% and that for 1995 is 82.24%. This is a slight improvement for this age group but it continues to show that some 3000 primary school children do not get to schools for reasons believed to be quite varied and hardly documented. The METT officials believe that the enforcement of the compulsory education regulation is now receiving more attention by the Island Councils and that the situation is likely to improve considerably in future.

There is an increase of almost 10% in the number of 6 year olds entering class one today compared to the 1990 enrolment (Table 23, Appendix 4). Interestingly, this also shows that more children are entering class one at the stipulated correct age of six and there is a corresponding decrease in both overage and underage entry at this point. Although not investigated, it seems likely that the decrease in the five year group entering class one is mainly due to the recent expansion of ECD facilities in the country.

38% of the country's population is urban (South Tarawa and Kirimati) and 62% rural (the outer islands). The distribution of schools in the urban-rural category is 14%-86% (Table 24, Appendix

4). This is seen as a fair distribution when matched with the relative urban-rural population. All schools in the urban centres and 85% in the rural areas offer the full primary range of classes 1-9. Classes 1-7 are to be found only in the rural areas (15% of rural schools).

The national Gross Enrolment Ratio has remained in the eighties over the 1990 -1995 period. There is not much difference between the GER and NER for these years either (Table 25, Appendix 4). The data on urban and rural school-age population was not available.

However, the figures for the 1990 and 1995 urban and rural primary school enrolment indicate a drift of rural children towards the urban centres, mainly Tarawa. The percentage of total national enrolment in the urban centres increased from 22 to 37 between 1990 and 1995 while the rural enrolment decreased from 78 to 63 percentage. The urban schools continue to attract children from the rural areas as parents in the rural areas generally perceive urban schools to be best. This contributes to overcrowding in urban classes and multiclass teaching in rural schools.

Girls are fairly well represented in primary schools, making about 50% of primary enrolment in 1990 through to 1995. The net enrolment ratio for the girls has risen by one percent to 82% in 1995 (Table 26, Appendix 4).

Similarly, women teachers have remained, on average, 58% of the total primary staff since 1990, increasing steadily from 57% in 1990 to 59% since 1993.

Within the present system of classes 1-7 as representing the greater proportion of primary education and classes 8-9 merely serving as the second-chance phase for moving out to Form 1, a reasonable picture of the efficiency of the system can be derived by looking at the numbers that pass the Common Entrance Examination at the end of class seven, and also the number of passes in the same examination from class 9 which provides a second chance for failures from class 7. (This system is of course in the process of being revised to a six-year primary followed by a three-year Junior Secondary from 1997).

The survival rate for classes 1-6 has increased from 87% in 1990 to 91% in 1995 (Table 27, Appendix 4). However, of those sitting for the CEE, about 70% pass it successfully. Although the pass rates in the three successive examinations, namely CEE, JSC and KNC, are fairly stable at around 71%, 74% and 49%, the total number of students who actually move up the ladder decrease by an average rate of 30% , 26% and 51% at each of the external examinations respectively. (Table 28, Appendix 4). In other words, only about 25% of a given cohort of students would reach Form six and appear for the Pacific Secondary Senior Examination. Of these only about 8% finally reach the top of the secondary level, Form 7.

Learning Achievement

Using the external examinations results as an indicator of learning achievements, one gets the following picture for the 1990 and 1994 academic years:

	1990			1994		
	CEE	JSC	KNC	CEE	JSC	KNC
Total Sat	1928	669	193	2169	703	412
Pass	1369	495	96	1446	517	192
Ratio %	71	74	50	67	74	47
Girls Sat	956	361	94	1077	389	187
Pass	698	265	52	718	288	97
Ratio %	71	73	55	67	74	52

Table 28: Examination Results 1990, 1994

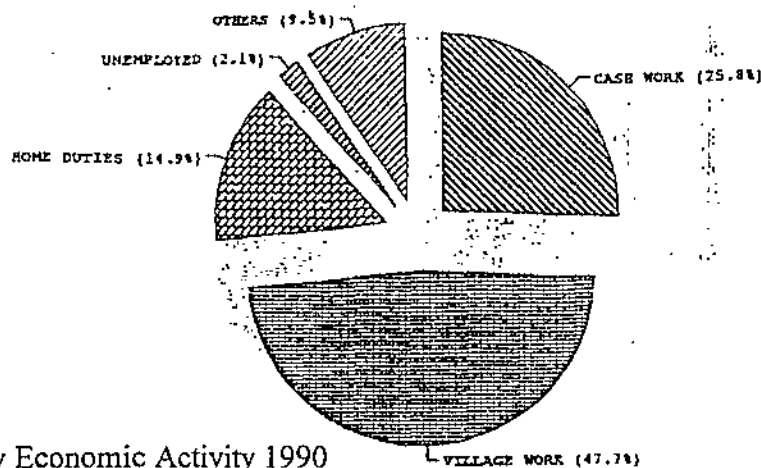
While there is not much difference in the proportion of students passing these examination in the two years under scrutiny, the trend to 'push-out' about 30% of candidates at CEE and again at JSC and about 50% at the KNC continues. The wastage in terms of human potential here is serious as there are only limited opportunities for those who do not pass these examinations to move into any other useful direction in search of a gainful occupation.

Another objective indicator of standards in literacy and numeracy are the results of the PILL tests. The PILL 1 test was administered to 1327 class 4 students in 1994 and PILL 2 to 846 class 6 students this year. It is not possible to reveal the data collected from this tests for Kiribati due to an agreed position on confidentiality between BELS and the programme countries. However, the general picture for the eleven BELS programme PICs, based on the summary of the 1994 PILL 1 results from the eleven countries is provided as Appendix 7.

The PILL tests have alerted the authorities in Kiribati to the need for monitoring national and school standards in literacy and numeracy. The METT sees the recent plans in teacher education, curriculum reformation, upgrading conditions of learning in schools and BELS activities, among others, as constituting positive action towards enhancing the standards in basics in Kiribati primary schools.

Training in Essential Skills

The size of the country, its limited resources and the relatively short history of independence, perhaps all contribute towards a situation in the country which drastically limits opportunities for paid employment and the scope for private initiative. Village work, therefore, is acknowledged by the government as a significant sector of economic activity in its Development Plan Seven.



Graph 5: Labour Force by Economic Activity 1990

The need to find a viable alternative path to the formal "academic" education (that has taken a stronghold in PICs although it leads to frustrations in the face of limited employment opportunities) is a perennial issue in Kiribati. In the early seventies serious concern was shown by the Government for the future of the majority of young people passing through the education system. A solution to this problem was seen in establishing the Community High School programme with increased emphasis on rural skills. For various reasons, (among which the desire on the parts of parents to push for turning these schools into the more conventional "academic" institutions was noted as a strong reason), the programme was terminated in 1980. Since then the problem of helping some 90% of school leavers who will not find a paid job has remained critical. One response from the communities in the rural areas to the problem was to establish rural training centres (RTCs). In most cases these have been started by island churches without any outside help. By 1992, eleven RTCs were established, 8 by the Roman Catholic and 3 by the Kiribati Protestant Church. Though a strong community-based concept, RTCs established in this way were neither controlled nor properly coordinated. In one locality called Nkunau, for example, three different RTCs were established simultaneously by the Roman Catholic, Kiribati Protestant Church and the Government.

Following joint meetings of the principal education providers in the country in 1992, a more centrally coordinated plan of three-year trial period for three strategically established RTCs (one each by the RC, KPC and the Government) is now being implemented. An official statement described the arrangement as a result of 'a warm and cosy relationship and a genuine spirit of partnership between METT and the two principal Churches'.

There are a number of serious problems that have affected the RTC so far. Shortage of funds and qualified staff, and lack of active support from the community and students have been recorded by the Steering Committee helping the METT to coordinate the RTCs. The Committee noted:

As we cannot do much without funds, we decided to consider this year (1993) as a planning year and we hope that in 1994, we will be able to successfully implement plans that we laid in 1993.

St Joseph's Centre was closed for a while in June 1993 when its students stopped attending because youths on Marakei were busy practising and rehearsing dancing for the opening of the church in Betio. (The Centre reopened two months later after METT intervention).

Raorao RTC also closed much earlier because fees were considered very high (\$30.00 per term of 10 weeks).

The Island Church Council (KPC Onotoa) are reluctant to start again until they find qualified instructors to teach in their Centre. (Progressive Report, 13 December 1993)

The situation has not really changed in 1995. The METT continues to search for funds through outside assistance and in the meantime, RTCs are functioning minimally. At a more formal level, both TTI and MTC have contributed towards training of skilled personnel in Kiribati. On average, TTI has had an enrolment of 250 per year since 1987. MTC output for the period 1985 to 1992 has been in the areas of fishery training courses for Japan Tuna fishing vessels and basic seaman ship courses for local and overseas vessels.

8. Effectiveness of EFA strategy, plan and programmes

The Government is currently engaged in appraisals of its current system and in formulation of a new structure aimed at giving every child free education up to Class 7 and subsidised up to Form 3.

Limited human and financial resources are real constraints in Kiribati. These limit the capacity of the education system to move fast enough to attend to the numerous plans and proposals that have been drawn up in the last four to five years concerning EFA. The amalgamation of primary schools in rural areas, the enforcement of the compulsory attendance regulation, policy on ECD and non-formal education and upgrading the TTC are some aspects which fall in this category.

9. Main problems encountered and anticipated

The national Development Plan Seven anticipated numerous problems and constraints in implementing the suggested programmes and strategies. It stated, for example, that:

There is no coordination between divisions and headquarters activities. The heads of divisions are not clear about their role regarding implementation and execution of policies

There is no proper and regular monitoring of implementation activities. There is very little communication with church education authorities on matters of national interest

Education is literally taken as only a school responsibility with only a minimal support from the parents.

It also noted that there was widespread shortage of resource materials in schools which adversely affected the quality of learning-teaching in classrooms. It saw the sub-standard physical facilities in schools as a matter of much concern, pointing out that in 1992 36.2% of the existing classrooms were temporary structures and 14% were seen as semi-permanent, leaving only 47.7% (259 out of 542 classrooms) as permanent. Furthermore, of the 103 primary schools, 10 had no writing surface, 31 no seating surface, 9 no chalkboard, 35 no lockable cupboard, 80 no cabinet, 56 no pin boards and 70 no toilets (DP Table 19.4).

Local education authorities work within the constraints imposed by the scattered nature of Kiribati's population, its limited resources and isolation. Kiribati was designated a least developed country by UN in 1987 and its GDP per head is one the lowest in the Pacific Islands: \$696 in 1989. (Pacific Yearbook, 1994). These are parts of reality and lived experience of the Kiribati people. In educational matters, the locals are fully aware of the communication and transport difficulties, isolation and its impact on professional growth of teachers and additional expenses involved in meeting the needs of rural teachers and schools.

Within this context, the Development Plan described the task of developing 'relevant' curriculum as quite formidable.

The curriculum for primary classes requires a continuous review in the light of the past experience. The enormity of the task and the meagre resources available make this the most challenging constraint. Consequently, education at the upper primary schools remains unbalanced and 'examination-orientated' (page 239)

10. Public awareness, political will and national capacities

The new Government elected in 1994 has generally endorsed the broad educational goal of providing education for all and is focussing on (i) assisting primary education and reducing teacher shortages; (ii) restructuring the education system with 6-year primary, 3-year junior secondary and 3-4 year secondary education, (iii) establishing junior secondary schools across the country and subsidising fees at Forms 1-3; (iv) upgrading teacher education; and (v) increasing the number of overseas tertiary scholarships.

There is evidence of increased public interest in basic education in Kiribati. This is matched well by the efforts of the Government which is giving education a high priority for development funding from external sources. The point on the capacity of the system, raised earlier at section 5 of this review, is worth reiterating here. In order to successfully launch the numerous educational plans that are now in the pipeline, there is an urgent need to enhance the management and administrative capacity of the Ministry of Education. This can be achieved by expanding the establishment of senior staff at the Ministry headquarters in Tarawa and in the field, and perhaps by creating a special unit within METT for planning and development.

11. General assessment of progress and prospects

The growth of education in Kiribati has been steady. The collaboration between the Government and the non-government organisations, the Churches in particular, has been an outstanding contributing factor in the success achieved to date in education in Kiribati. Future progress needs to build on this foundation of cooperation, supplemented by resources from the donor funding.

The recent reviews have outlined areas of concern in moving towards EFA. These include the consolidation of the work being done by the NGOs in the area of ECD and non-formal education, urgent upgrading of primary teacher education and curriculum and enhancing the standards of achievement in basics through upgrading schools and classroom resources, and consistent monitoring of achievement in key areas such as literacy and numeracy.

A key factor in the movement forward is the leadership and the management capacity of the Ministry of Education. There is an obvious need for expansion in staffing at the senior management level in order to avoid the withering of valuable programmes due to a shortage of human resources to implement them. The Mid-Term Evaluation Team of BELS (1995) also arrived at a similar position in terms of sustaining assisted projects in the PICs:

Successful human resources development from an assisted phase to a sustainable outcome is a somewhat unpredictable process. In the educational setting, key variables maximising the probability of success are the presence of professional indigenous staff

of high quality, the identification of a clear policy on the sustainable end-point sought, the use of a sound delivery system, strong commitment from Governments, and above all strong quality leadership from the Chief Executive Officers of the Ministries of Education (BELS MTE Report, 1995).

III. The BELS' Contribution

Within the last 30 months of its operation, the BELS programme has been able to provide in-service education to primary teachers in the eleven PICs in the areas of classroom skills, literacy education and community support for education. It has also introduced and trained personnel in the ministries of education in the areas of Educational Management and Information Systems, assessment and monitoring of education standards. A UNESCO computer software, EMIS, and a regional literacy/numeracy test instrument, PILL tests, serve as essential resource for the above topics. On a more smaller scale, the programme also uses Agricultural Education as a focal point for promoting curriculum development in the area of life skills education in the formal school system.

Some countries, for example, Tonga found BELS objectives merging well with its own goals of upgrading the skills of primary teachers in mathematics, language education and assessment. This came out clearly during the Mid-Term Review of BELS:

The Mission noted a high degree of correlation between, on the one hand, individual country progress in respect of the country goals and , on the other, the extent to which the identity of the programme was subsumed in what, in reality, was national sectoral policy. Tonga (a good BELS performer), makes no distinction between BELS and its educational reform policy at the top level. The cascade model, which is perhaps better suited to Tonga's geography and system than to other countries, is ostensibly applied to the letter.

Kiribati too has integrated components of BELS programme into its teachers' college and the non-formal education action plan.

Building on the achievements and the model of its forerunner, the Pacific Educational Management (UNDP/RAS/86/053), BELS contribution to EFA in the region has been in the following ways:

- through the use of the 'cascade' model of inservice training which revitalises the role of the headteacher as a professional leader, the programme is increasing the professional skills of teachers in key pedagogical areas: curriculum, assessment, literacy education and planning for effective teaching;
- through the same model, the training that is being given to the classroom teachers on strategies for enhancing parental support for education, is contributing towards national efforts in mobilising this taken-for-granted resource in promoting ECD, primary and non-formal education;

- through its focus on measuring and monitoring standards in basic literacy and numeracy using PILL tests, the programme is acting both as a catalyst for national action and as an intervention in its own right in highlighting through objective assessment, the 'plight' of those children who are 'at risk' of not benefiting from further instruction in these key areas;
- through its focus on life skills via Agricultural Education, the programme is drawing attention to the needs of the majority of children in some of the PICs such as Kiribati, and Solomon Islands, who will leave at the end of primary school for village life; and
- through assistance to ministries in educational management and planning, the programme is helping the systems to cope with the challenges inherent in EFA more efficiently.

It is only expected that a regional programme will be adapted by the participating countries to match their national needs and priorities, and that there would be a certain amount of 'slippage' in meeting the planned commitments. BELS is no exception in this regard. However, the general endorsement of its capacity to accommodate country variations and yet keep to its general objectives is evident from the continued support it is receiving from its members.

Concluding Remarks

The eleven countries participating in the BELS programme share a number of common features in their education systems that arise from their small size and the scattered nature of the islands that constitute them. The situations in Tonga and Kiribati illustrate the impact of smallness of these countries on their operations in education - difficulties in reaching all schools due to inadequate means of transport and high costs, relative isolation of rural teachers and communities, and limited prospects for attaining economies of scale in producing textbooks and reading materials, especially in indigenous languages. Furthermore, in small states such as Kiribati, educational personnel are called upon to shoulder multiple roles. This places special demands on their professional skills, time and energy and inevitably result in limiting the areas of need that can be adequately dealt with at one time.

In this regard, regional programmes such as BELS provide PICs with an opportunity to overcome isolation, attain a certain degree of economies of scale and benefit from specialist expertise and donor funding assistance, coordinated within the framework of a specified educational project. It must also be pointed out that there is a strong movement in the South Pacific generally towards an emphasis on indigenous languages, culture and values in education. The recent formulation of a bilingual policy in Tonga is an example. It is hoped that the approach will foster greater community involvement and promote self-esteem among the school children with a positive impact on their learning achievement.

The PICs are therefore profiting from fruitful collaboration between the local and external institutions in promoting EFA in the South Pacific region.

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APPENDICES

APPENDIX 1

TERMS OF REFERENCE

1. Within the frame-work of the Mid-Decade Review of Progress towards Education For All: conduct country case studies in the Pacific Region namely - (in Tonga and Kiribati).

The case studies on Tonga and Kiribati to be based on the Theme - "Basic Education in Small Island States" -

- (i) focusing on improving the quality of primary schooling; relating to EFA dimensions such as access, capacity of systems, equity, efficiency, learning achievement and standards in primary school literacy and numeracy.
- (ii) make special reference to the Basic Education and Life Skills (BELS) Programme (1993-1997) experience in the two countries.

APPENDIX 2

BASIC EDUCATION & LIFE SKILLS [BELS] PROGRAMME PROGRAMME INFORMATION

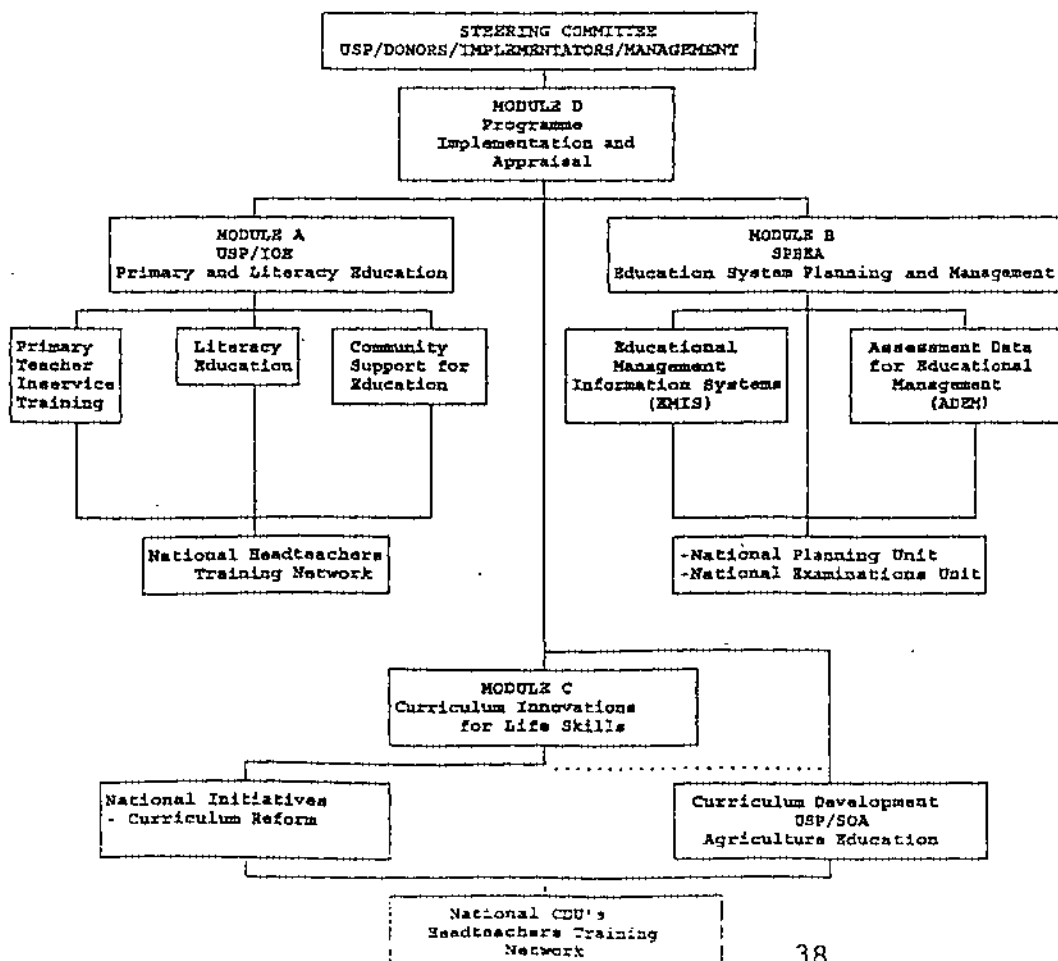
Basic Education and Life Skills (BELS) Programme

Phase I - RAS/92/302; Phase II - RAS/95/300

<ul style="list-style-type: none"> • Phase I - May 1993-June 1995 (26 months) - UNESCO • Phase II - July 1995-October 1997 (28 months) - IOE/USP 	
Module A :	
Primary and Literacy Education (PALE)	- IOE/USP
Module B :	
Education Systems Planning and Management (ESPAM)	- SPBEA
Module C :	
Curriculum Innovations for Life Skills (CILS)	- SOA/USP
Module D :	
Programme Implementation and Appraisal (PIA)	(Phase I) - UNESCO (Phase II) - IOE/USP

Programme Structure

THE STRUCTURE OF THE BASIC EDUCATION AND LIFE SKILLS [BELS] PROGRAMME



BASIC EDUCATION & LIFE SKILLS [BELS] PROGRAMME

PROGRAMME INFORMATION

C O N T E N T S

1. Programme Countries
2. The Long-Term Objectives of BELS
3. Immediate Objectives
4. Significant Dates
5. Timeframe (*Four years)
6. Funding for the Whole Programme (1993-1997)
7. Executing Agency
 - Steering Committee Membership
 - Administrative Structure
8. Programme, Modules and Staff

3. Programme Countries

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4. The Long-Term Objective of BELS

The long-term objective is to strengthen the educational foundation of participating countries. This will maximize the potential of each primary school aged child, the efficiency and effectiveness of each level of the education system, and the chances of each country to achieve those national development goals which are linked to Human Resource Development.

The long-term objective is formulated in the belief that it can only be achieved by increasing the quality and relevance of primary education by means of :

- improving the teaching and assessment skills of primary teachers;
- strengthening PIC sector planning and planning competence; and
- building links with the community through the introduction of in-school life skills instruction and the promotion of greater parent-school interaction.

5. Immediate Objectives

The Immediate Objectives are :

- strengthening the skills of senior personnel in sector planning, management and evaluation; (Module D)

- strengthening the skills of primary headteachers in clinical supervision and school-based in-service training of staff to improve the overall quality of education practices in the classroom; (Module A)
- strengthening the links between schools and the families and the communities they serve; (Module A)
- upgrading the skills of primary teachers, pre-service trainees, community support personnel and parents in literacy education; (Module A)
- strengthening the education management and planning capacity of national educational systems through the introduction of standardized education data collection, storage and analysis methods; (Module B)
- assessing the quality of primary education by focusing on learning achievement in key areas of primary education; (Module B)
- promoting in-school agricultural education delivery system by strengthening the skills of curriculum developers in curriculum innovation; (Module C).

6. Significant Dates

1987-1991	-	Testing and Examinations in the South Pacific Region (RAS/86/058)
1988	-	South Pacific Literacy Project began
1988-1992	-	Pacific Educational Management Project (RAS/86/053)
1990-1992	-	SPLEC developed and published
1991	-	Pacific Islands Literacy Levels Study
1992	-	BELS Programme approved by UNDP Action Committee
1993 (May)	-	BELS Programme launched
1994 (May)	-	First Tripartite Review
1995 (Feb)	-	Mid-Term Evaluation of the Programme
1995 (May)	-	Second Tripartite Review
1995 (July)	-	BELS Programme execution transferred to IOE/USP for Phase II

7. Timeframe (*Four years)

May 1993-April 1994	Year 1)	Phase One
May 1994-June 1995	Year 2)	
July 1995-June 1996	Year 3)	Phase Two
July 1996-June 1997	Year 4)	

Completion Dates for Each Module

Module A :	PALE: Classroom Skills and)	
	Community Support)	August 1997
	Literacy Education)	April 1996

- Module B : ESPAM) April 1997
- Module C : CILS) April 1996
- Module D : PIA) October 1997

8. Funding for the Whole Programme (1993-1997)

DONOR	MODULES				TOTAL
	PALE	ESPAM	CILS	PIA	
UNICEF	400,000				400,000
AusAID	317,500				317,500
UNESCO	121,000	36,000		48,000	205,000
UNDP	559,000	817,000	305,500	358,000	2,039,500
TOTAL	1,397,500	853,000	305,500	406,000	2,962,000

9. Executing Agency

Phase I : May 1993-June 1995

The UNESCO Office for the Pacific States, Apia, in collaboration with the Programme Steering Committee.

Committee Membership

The Steering Committee comprises :

- USP Director of Planning and Development
- USP Bursar
- USP Director of IOE
- USP Pro VC - SOA
- SPBEA Director
- UNESCO Regional Adviser of Education
- Representatives from : UNDP, UNICEF, AusAID, other donors
- Programme Manager - Ex Officio (and Associate Programme Manager).

10. Programme, Modules and Staff

MODULE D

• *PROGRAMME IMPLEMENTATION AND APPRAISAL [PIA]*

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School of Humanities Building
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Programme Management

- May 1993-March 1994 : *Mr. Fred Griffiths*, Chief of Mission, UNESCO Office for the Pacific States,
- March-November 1994 : *Mr. Cliff Benson*, Director, IOE/USP (Acting Programme Manager)
- December 1994 onwards: *Dr. Gurmit Singh*, Programme Manager, UNESCO (Phase I)
USP (Phase II)

Staff

Programme Secretary : *Ms. Sarah Kwong-Wah*
Accounts/Statistics Clerk : *Mr. Sanjay Kumar*

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**MODULE A**

• *PRIMARY AND LITERACY EDUCATION [PALE]*

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Literacy Education Component Coordinator : *Ms. Barbara Moore*

Community Support for Education Component Coordinator : *Mrs. Azenaca Vakaotia*

Secretary : *Ms. Makereta Gibson*

Secretary : *Ms. Miliakere Seniloli*

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MODULE B

• *EDUCATION SYSTEMS PLANNING AND MANAGEMENT [ESPAM]*

Implementing Agency : *The South Pacific Board for
Educational Assessment [SPBEA]*

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Secretary : *Mrs. Reubina Ram*

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**MODULE C**

• *CURRICULUM INNOVATIONS FOR LIFE SKILLS [CILS]*

**Implementing Agency :** *School of Agriculture of the University of  
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CILS Module Coordinator : *Dr. Lafita'i Fuata'i*

Secretary : *Ms. Uini Tuigamala*

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APPENDIX 3

Background on Tonga
(from Pacific Yearbook, 1994)

TONGA, an independent kingdom and member of the Commonwealth, consists of three main island groups and many smaller islands located between 15 and 23 deg 30 min S latitude and 173 and 177 deg W longitude. Total area is 696.71 sq km. There are about 150 islands of which about 36 are inhabited. The population is 94,649, of which some 64,000 live in the Tongatapu group.

The capital is Nukunono on Tongatapu, which is about 1770 km northeast of Auckland. Local time is 13 hours ahead of GMT.

The flag is light red with a white upper quarter which encloses a light red cross. The national anthem is *E' Ouia Meftakfi* (*O Almighty God Above*). Currency is the pa'anga and the seniti. One pa'anga divides into 100 seniti. Public holidays are 1 January, Good Friday, Easter Monday, 25 April (ANZAC Day), 4 May, (Crown Prince's Birthday), 4 June (Emancipation Day), 4 July (King's Birthday), 4 November (Constitution Day), 4 December (King Tupou I Day), Christmas Day and 26 December (Boxing Day).

THE PEOPLE. The Tongans are Polynesians. The last census in 1986 recorded a population of 94,649; males 47,611 and females 47,038. The 1976 population was 90,085, therefore the annual growth rate over the decade was 0.49 per cent, considerably down on that of the 1966-76 census period when it was 1.5 per cent per annum. Considerable internal migration from outlying areas to urban areas was evident in the 1986

census, with Tongatapu showing the greatest growth and Ha'apai the greatest decline.

Individual district figures are: Tongatapu 63,614; Tui 4,993; Ha'apai 8979; Vava'u 15,170; Ninas 2379. The population of the capital is 29,013. Of the total population 50,832 are under the age of 20.

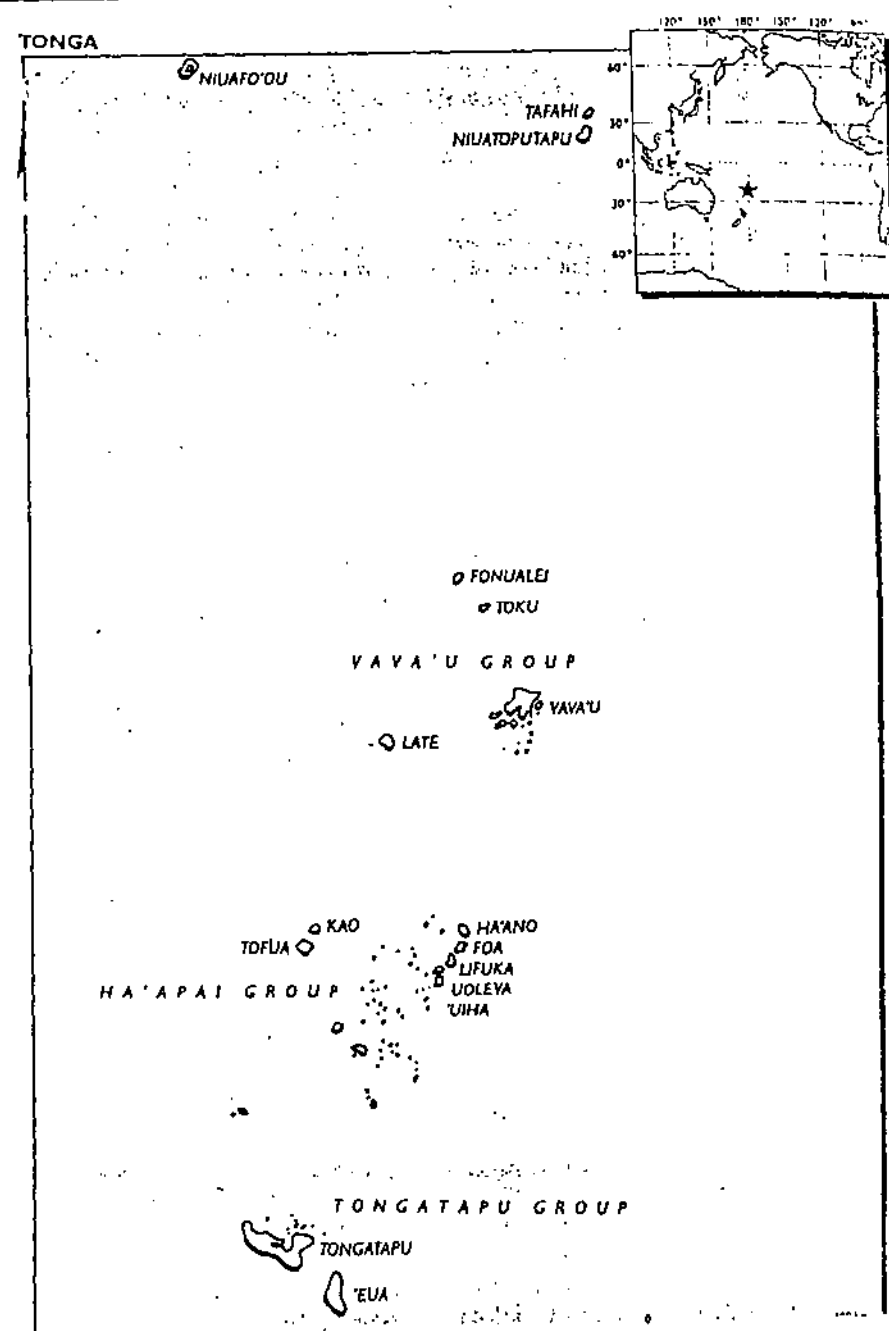
Citizenship. Tongans are citizens of the Kingdom of Tonga.

Language. The Tongan language is part of the widely scattered language family known as Austronesian or Malayo-Polynesian. It was reduced to written form by the Wesleyan missionaries of the early 19th century. Missionaries Cross and Turner had worked with both the Maori and Fijian languages and the first book in the Tongan language was printed on 14 April 1831.

Migration. Many Tongans migrate, attracted by better opportunities for employment. The US and New Zealand are the most popular destinations, and there are communities in Australia also. Money sent home to relatives is an important part of Tonga's economy. It is estimated that 2500 Tongans per year emigrate.

Between 1 December 1986 and 18 February 1987 New Zealand allowed visa-free entry for a stay of three months, with the opportunity of extension for a further 12 months with the support of a New Zealand sponsor. In a two and half month period 5000 Tongans left for New Zealand, many on special flights arranged by Tongans already resident in New Zealand. The scheme was supposed to last six months as a trial period but was terminated early because the New Zealand Government felt that

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the large influx of people from Tonga, Samoa and Fiji strained the resources of the Island communities in Auckland, already regarded as the largest Polynesian community in the world.

Religion. The Free Wesleyan Church has the largest number of adherents and has had a profound influence in Tonga. In 1986 the Constitutional Free Church of Tonga was officially founded, the fourth in a series of breakaway churches from the original Free Wesleyan Church.

Other churches include the Free Church of Tonga, the Anglican, the Roman Catholic, the Seventh-Day Adventist, Pentecostal, Worldwide Church of God, Bahai, Gospel Fellowship and Latter-day Saints. In 1984 the Tongan Muslim League was established. Strict observance of the Sabbath theoretically precludes all work, trade, sport, transport services etc. on Sunday but the requirements of the tourist industry mean that exceptions are made. Bakeries are also exempt.

Lifestyle. Tongans actively maintain many of their traditional customs in their daily lives. The wearing of the *ta'ovala* and *kiekie*, fine mats and fancy waist decorations, which show respect for authority is perhaps the most observable custom. The fancy *kiekie* is often worn by young women over their jeans, an interesting sign of cultural transition. The wearing of black by relatives in mourning for a lengthy period is also distinctive.

The solemn observance of Sunday church attendance and the other Sabbath requirements, the exchange of fine mats and huge rolls of *tapa* cloth for ceremonial occasions and the fondness of Tongans for traditional feasting are all part of every day life. The society is pyramid shaped with the royal family at the pinnacle, followed by the 33 nobles and the people are the base. There is a small but growing movement calling for a more democratic system but change is very slow.

Recreations. Tongans enjoy sports such as

football and netball both as participants and observers. The pool parlours in Nuku'alofa are always crowded with young men. A favourite recreational pastime is lying on a mat, in the shade, preferably asleep.

Liquor is available at hotels and supermarkets, as well as at members-only clubs around the capital. The traditional drink *kava* is an important part of any ceremony, but is also taken socially at a number of *kava* bars. Card-playing is a popular diversion, and money may be involved, but legalised gambling has not made any impression on Tonga yet.

LAND & ENVIRONMENT. The land area of 696.71 sq km is in an ocean area of 259,000 sq km. There are about 150 islands but only 36 are permanently inhabited. The largest is Tongatapu, 260 sq km, in the south of the group. From the north to the south, the kingdom extends 750 km from Niuatoputapu to Eua, but there is an isolated uninhabited island, Ata, 136 km south-southwest of Tongatapu.

The islands fall into three main groups - the southern Tongatapu group, the central Ha'apai group and the northern Vava'u group. The highest point in the islands is an extinct volcano, Kao, of 1030 m. Apart from Eua, the islands have no distinct mountains. Vava'u has hills of between 150 and 300 m. Tongatapu is distinctively flat, its highest point being only a few metres at a low hillock just near the royal palace.

Most of the islands are of raised coral, with an overlying soil developed from volcanic ash, which is fertile. The remainder of the islands generally forming a western chain, are volcanic. These are relatively young islands and soil development is still progressing. The encircling reefs range from very wide to very narrow around a single island and shipping channels must be followed carefully.

Climate. The climate varies, becoming cooler and drier in the south: Niuatoputapu has an average rainfall of 2500 mm, Vava'u has 2000 mm, while Tongatapu and Ha'apai have 1500 mm. December to March are generally the wetter months while June to September can be quite cool, particularly on Tongatapu. Temperatures range from 21 deg C to 27 deg C in summer and 15 deg C to 21 deg C in the cooler months. The mean annual temperature in Nuku'alofa is 24.7 deg C. Mean humidity is about 77 per cent. Hurricanes are more frequent in the northern islands.

Flora & fauna. Coconut plantations are very widespread which is perhaps just as well considering their importance to both the material and economic culture of Tonga. A few parts of the country are still forested, particularly on the island of Eua, but these resources are rapidly dwindling as demands for building materials, firewood and carving requirements continue.

There is generally little in the way of natural resource management although there have been some proposals from the Tonga Office of National Parks and Reserves to reserve certain natural forests such as those on the eastern side of Eua, the last remaining forests of Tongatapu and some smaller islands including 'Ata, and Tofua. Sandalwood still occurs in some small stands.

There are some 43 species of birds in Tonga although the most unusual and colourful of them are very near extinction. The birds include doves, rails, starlings, kingfishers, owls, cuckoos, shrikes, bulbuls, swifts and swamphens.

Tropic birds and frigate birds and among many migratory species who frequent these islands, others are the golden plover, long-billed curlew and the bar-tailed godwit. On the northerly island of Niuafu'u can be found the incubator bird, a species of megapode celebrated on a Tongan postage stamp. Sadly a Tongan fondness for the eggs has reduced the

numbers considerably.

In common with most islands of the eastern Pacific, Tonga has few animals or reptiles. Rats are common and there are flying foxes which hang in large numbers on trees around the village of Kolovai. Only a few varieties of skink represent the reptiles. Many of the bird species are under threat because of unnecessary clearing of land the reckless use of weedkillers and poisons that destroy the insects birds feed on. Particular examples of this destruction are the Fiji shrikebill (*fuiva*) formerly found on all of Tonga but now restricted to Niuatoputapu, Tafahi and possibly Tofua, and the red-breasted musk-parrot and blue-crowned lory, now completely gone from Tongatapu.

In 1977 Tonga had the distinction of being the first Pacific Island nation to officially designate certain areas as marine parks or sanctuaries. Four such parks exist in close proximity to Tongatapu. The most accessible is Pangaimotu, just across the lagoon from Nuku'alofa, and reasonably rich in fish if somewhat deficient in corals. Moquafe Reef, Malinoa Island and Ha'atafu Reef on the western tip of Tongatapu are the remaining parks. Sea turtles, once difficult to catch, are being caught in greater numbers because of the increased use of spear guns. They may be hunted only in the season but, nevertheless, are under threat.

Reclamation. There has been an ongoing project of land reclamation along the seafront of Nuku'alofa, funded by Japanese aid. A seawall has been built to try to overcome the effects of the violent seas sometimes caused by hurricanes in the area. The port areas, fishing, naval and civilian, are on reclaimed land as well.

Land tenure. The Tongan land system is, in many respects, unique. All land is the property of the crown but large estates have been divided among the nobles. Every male Tongan, upon attaining the age of 16, and becoming a

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taxpayer, is entitled to a bush allotment of about three ha and a town site of 0.16 ha. There is a minimal annual rent for the rural allotment and no rent for the town site. The minister of lands registers the allotment from the estate of the noble where the applicant lives and subject to the agreement of the noble. Otherwise the grant may be made by the government from government land if available.

Provision is made in the law for eviction for non-payment of rent or for failing to comply with the planting laws. The interest of the Tongans in land, whether they are the holders of hereditary estates or of tax allotments, is lifelong and alienation is expressly forbidden. Leasing, whether to Tongans or to aliens, is subject to the consent of the cabinet. A tax allotment can be transferred to widow or heirs on the death of the holder. The law provides that a Tongan, instead of applying for a tax allotment with its definite area, may apply for an ordinary lease. An allotment holder may also be granted a lease and a condition precedent to any grant is a well-cultivated allotment. By law every holder of an allotment is required to plant 200 coconuts within 12 months of acquisition and maintain it in a weed-free condition.

Shortage of land is a major problem and a large number of male taxpayers are without tax allotments. The nobles may retain a portion of their land for their own use although the law does not specify the area. Since 1945 they have been able to lease out only five per cent of their land, the remaining 95 per cent being reserved for Tongans.

This system does not apply to crown lands but all leases are subject to cabinet approval and rentals are reviewed every five years. Government surveyors are constantly employed - mostly in defining hereditary estates and demarcating tax allotments. Although the rental of allotments is very low, every year some holders are taken to court for non-payment of rent.

Of the total land area of 697 sq km ownership is as follows; tax and town allotments 63 per cent; leased by Tongans 1.5 per cent; government leases one per cent; leased by commodity boards 0.2 per cent; government land (uninhabited islands, forest reserves etc) 11 per cent; estates of hereditary nobles seven per cent; foreign leases 2.7 per cent; charitable leases (churches etc) three per cent; lakes and internal waters four per cent; Telekitonga and Telekitokelan Islands 6.5 per cent.

There have been moves to set up a Royal Land Commission to review the Land Act, particularly the right to land use.

GOVERNMENT. Although Tonga is a constitutional monarchy on the British model, the king, in fact, exercises wide influence. The government consists of the king, the privy council, cabinet, the legislative assembly and the judiciary.

The constitution was handed down by King Tupou I on 4 November 1857. The king voluntarily limited his own powers after emancipating his people from the semi-serfdom which they had lived in for centuries.

There are no political parties but there has been an opposition since 1988, led by commoner Akilisi Pohiva, which has a steadily growing support from church leaders and other authoritative figures within the community. One issue this group would like to see addressed is an increase in the number of parliamentary representatives for the people.

National government. The members of the legislative assembly are the speaker, members of the cabinet, nine nobles elected by the 33 nobles of Tonga, and nine representatives of the people elected by universal adult suffrage. Three of these representatives are from Tongatapu and the two Niua and two each from Haapai and Vavau. The nine nobles are elected to represent similar areas. The prime

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minister is the head of the government and administers a number of ministerial departments as well as district and town officers.

The king appoints the speaker and the cabinet which includes the ministers of the crown and the governors of Haapai and Vavau, presided over by the prime minister. All the ministers are permanently appointed by the king and retain office until retiring age. The cabinet becomes the privy council when presided over by the king. The privy council also sits as the court of appeal with the addition of the chief justice.

Local government. The only form of local government is through town and district officers. Town officers represent the government in a village. District officers have authority over a group of villages. In addition, Haapai and Vavau have their own governors.

JUSTICE. The judicial system is based on the British model. The first attorney general and minister for justice was appointed in 1988 and is responsible for administration of courts: the privy council court of appeal, the court of appeal, the supreme court, the magistrates' courts and the land court. The laws of Tonga, consolidated in 1966, were revised in 1988.

Police. The police force has a strength of 303 including the police band. The minister of police is the principal immigration officer and is also responsible for all the prisons and prisoners. Prison policy is administered by the superintendent of prisons. There are seven prisons - in Tongatapu, Haapai, Vavau, Niunotupatu, Eua, Nomukeiki and 'Ala, the latter two being open prison farms.

Traffic offences are high in proportion to the population. Assault and theft account for over 60 per cent of reported criminal offences. The increase is attributed to the rapid growth in the Nukunalofo urban area coupled with unemployment and the breakdown of the traditionally closely structured family unit.

DEFENCE. Tonga has had various defence systems. In 1954 a military training scheme headed by a New Zealand army officer was instituted to train a defence force, to be known as the Tonga Defence Force. It was composed of Tongan officers and NCOs and a seconded New Zealand commanding officer. In 1974 the force was renamed the Tongan Defence Services. The four divisions include the land force, infantry and royal guards. The logistic support division totals and the maritime division totals.

In 1987 a national computer training centre was established at headquarters in Nukunalofo and in July 1987 training commenced for a newly organised air wing of the Tongan Defence Services.

EDUCATION. The 1974 Act provides free education for children aged between six and 14. Primary education has been compulsory since 1876. Responsibility for education is shared by the government and a number of non-government (mainly religious) organisations. The education budget allocation in 1991 was \$8.6 million, 17.9 per cent of recurrent expenditure.

Primary. There are 102 government schools and 11 mission primary schools. Total enrolment in 1990 was 16,522. Some 93 per cent of school age children attend state primary schools while the remaining seven per cent attend mission schools. There are 729 teachers in the primary system.

Secondary. At secondary level there are seven government and 37 privately operated schools. A significant development in recent years has been the growth of government operated secondary schools and the associated decline in religious organisations. In 1987 the Tonga School Certificate replaced the previously used New Zealand equivalent and in 1989 the New Zealand University Entrance certificate for Form Six students was replaced with the

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Pacific Senior Secondary Certificate, the highest award attainable by Tongan secondary students. A Form Seven was to be introduced over the sixth development plan period (1991-1995). In 1990 there were 13,890 pupils and 767 teachers.

Attendance percentages between state and private schools are the reverse of the primary situation: 81 per cent of students attend non-government secondary schools and 19 per cent are at state secondary institutions.

Technical & vocational. Developments since the mid 1980s have included the establishment of the Community Development and Training Centre (1986), and the establishment of the Tonga Maritime Polytechnic Institute, which together developed a Trade Training and Testing Programme, and the upgrading of the Teachers Training College to diploma level. There are 18 post-secondary institutions; four operated by the Free Wesleyan Church, three by the Roman Catholic Church, one by the Seventh Day Adventists, eight government training centres - including the Queen Salote School of Nursing - the University of the South Pacific Extension Centre and the privately operated 'Atenisi Institute. Some 1840 students attend these. The government also provides apprenticeship training in a number of ministries.

Tertiary. The University of the South Pacific has an extension centre on Tongatapu which also houses the Institute of Rural Development. The latter was established in 1981 with the objectives of improving the conditions and quality of life for people in rural communities in the region. It provides training in such areas as project planning in rural development and has an innovative programme for the development of women.

The USP Extension Centre serviced some 360 students in 1991 who were studying both undergraduate and postgraduate courses while a further 133 people studied continuing education programmes offered by the centre.

Another 109 Tongans were studying internally at the USP in Suva and 120 were attending tertiary courses elsewhere in the region on government scholarships, namely in New Zealand, Australia and the UK. Foreign aid assisted these students in 1989-90 with \$1.8 million.

LABOUR. The labour force numbers some 23,745 (18,768 males and 4,977 females). These figures are calculated on those persons considered to be economically active. A further 31,500 persons in the over 15 age bracket are considered to be dependent on subsistence agriculture and traditional methods of livelihood. Of the active workforce 21,604 have steady employment and 2,141 are unemployed (1.3 per cent of males and one per cent of females).

In formal employment agriculture, forestry and fishery activities are dominant, accounting for some 48 per cent of the workforce. Social and personal services are next in importance, accounting for 25 per cent, while the wholesale and retail trades account for a only seven per cent. The agriculture sector has been in a slow decline since 1976 when it accounted for over 51 per cent and the trend seems set to continue.

The public service employs approximately seven per cent of the workforce which, in comparison with many other Pacific nations, is quite a small proportion.

Wages. Wages have risen considerably in recent years, reflecting an increasingly tight market, largely caused by continuing high rates of emigration. Current rates are between 80 *seniti* and one *pa'anga* an hour for unskilled labour. In the agriculture sector during harvest time daily rates can rise to 20 *pa'anga*. There is no central wage fixing system although public service salaries do tend to create a trend.

Industrial relations. No details available.

Social security. There are plans to introduce a national provident fund which could absorb the schemes currently offered by several statutory bodies.

HEALTH. Health services are provided through one referral hospital and three district with an overall capacity of 307 beds. There are also 14 health centres and 33 public health nurse clinics. The hospitals are Vailola on Tongatapu, Ngu on Vava'u, Niuhi on Ha'apai and Niu'eiki on 'Eua. The health centres provide both clinical and community health services. Expansion of these facilities has greatly relieved the pressure on the outpatient departments of the general hospitals. Public health nurses deal mainly with maternal and child welfare as well as family planning services.

Public education programmes and cleanup campaigns are used to increase awareness of hygiene and sanitation and public health nurses direct education projects towards women in particular. In 1990 there were 44 medical practitioners, 9 dentists and 300 nurses in health services. The crude birth rate is 30 per 1000 and death rate is 6.5 per 1000. Recurrent expenditure on health in 1988/89 was \$3.8 million.

The general health of the population is good. Control of endemic diseases such as filariasis, tuberculosis, leprosy and typhoid fever is progressing. The major illnesses encountered are those related to poor sanitation and hygiene such as gastroenteritis, infantile diarrhoea and acute respiratory infections such as bronchopneumonia. Tuberculosis is under control. Tonga has had an active AIDS awareness campaign under way since the mid 1980s.

Dietary changes have seen Tongans eating fewer fresh, high fibre, high protein foods and more imported, processed foods low in fibre and protein and high in fat, salt and sugar content. This has resulted in rising incidences of obesity, hypertension, heart diseases and

diabetes, not uncommon problems in Polynesia. A nutritional study in 1986 found that women were more likely to be overweight than men and that generally child and infant nutrition was good. There was high consumption of sugar snacks and very limited vegetable consumption while fruit consumption was seasonal. Higher social value is placed on imported, processed food.

The crude birth rate is 30 per 1000 and the crude death rate 7 per 1000.

HOUSING. The Bank of Tonga provides the largest portion of housing finance and the government is considering allowing a private housing corporation in order to make finance available over longer periods, lower monthly repayments and assist those lower income earners who may not have access to bank finance.

There have been significant changes in housing types with wooden, and brick and cement European style houses becoming popular. There has been, however, an architectural adaptation of the traditional Tongan thatched house to one which has wooden walls and the thatched roof, a blend of Tongan and European materials.

ECONOMY. Over the last decade the economic growth of the country has been moderate, resulting in rising levels of income per capita. Real gross domestic product has increased by 2.5 per cent per annum. Until recently the economy of Tonga was marked by a fair degree of stability but this has changed with increased inflation levels, high levels of domestic liquidity and continuing pressure of the balance of payments caused, in the main, by high demands for imports. Agricultural exports such as vanilla and vegetables, tourism receipts, light industry and remittances from Tongans living overseas are the best prospects in the immediate future for economic growth.

The nation suffers from the continued loss of

skilled labour through migration, a trend which needs to be rectified. Other areas said to require government attention are the development of the private sector and encouragement of domestic savings. GDP per capita in 1990 was \$1297.

Agricultural Exports: pa'anga millions

	1987/88	1988/89	1989/90
Coconut oil	1.3	1.0	0.7
Desiccated coconut	0.4	0.3	na.
Bananas	0.8	0.4	0.2
Vanilla beans	1.9	2.5	0.8
Root crops	0.5	0.9	2.0

Primary production. Agriculture, fisheries and forestry are the leading productive sectors. Together these account for about 32 per cent of GDP, up to 70 per cent of export earnings and some 48 per cent of the formal employment sector. The government suggests that these statistics probably understate the importance of agriculture in the economy, primarily because of the tendency to underestimate the value of production in the subsistence economy.

The agricultural sector is dominated by smallholdings and production for domestic consumption. The sector generally stagnated in the 1980s because of a number of factors, including declining world prices for Tonga's commodities such as coconut products, bananas and watermelons. The land tenure system is blamed as well for overall poor performance.

Banana production and earnings have, except in a few isolated cases, declined slowly in recent years. A number of catastrophes such as hurricanes, droughts and plant disease have disheartened growers who turned to other crops. In the 1987/88, 1988/89 and 1989/90 financial years banana exports were worth \$0.8 million, \$0.4 million and \$0.2 million respectively, the figures indicating a steady decline. New Zealand, which used to allow

Tongan bananas preferential access, has been looking elsewhere for supplies, a considerable blow to producers. Bananas, however, remain a very important domestic food crop.

Copra export ceased in November 1978 and since then all copra has gone to the Oil Mills

of Tonga Limited at Maufanga, where the oil is extracted and exported. The resultant coconut meal is used for stockfeed. The mill has a crushing capacity of between 12,000 and 15,000 tonnes

annually. Desiccated coconut was a value added product which ceased production in 1989.

The coconut palms have been subject to the depredation of the rhinoceros beetle for many years. It has been cleared from Niuatoputapu but remains on Ha'apai, Tongatapu and Vava'u where it does considerable damage. The trees are aging and their yield declining accordingly. Vanilla. Both the Department of Agriculture and smallholders cure vanilla beans. Tougher standards maintained since 1985 have produced improved harvests. In 1988/89 and 1990/90 31.7 and 10.5 tonnes of beans were exported, the former being the highest yield to date. Some 830 ha are under vanilla cultivation with 80 per cent of those on Vava'u.

Vegetables. Other crops produced for export to New Zealand and Australia include ginger, taro and squash and some passionfruit. The markets demand high quality and the Tongan producers need to control their pest and disease problems to secure a regular trade. The watermelon trade with New Zealand can be rekindled following the lifting of the ban on Tongan melons. Root crops such as taro, yams and cassava have good markets in New Zealand because of the very high concentration of Polynesians living in the Auckland area.

Livestock. Cattle farmers in Tonga receive a subsidy for pasture development, an incentive to increase production. Brahmin, Santa Gertrudis and Herefords are the main breeds. The county is self-sufficient in egg and poultry meat production.

Pigs are probably the most important livestock. As a sucker the pig is a traditional dish and it is estimated that 2000-3000 are slaughtered each week for the Sunday feast. On a national festive occasion as many as 8000 pigs will be cooked for a single feast. Most pigs are raised as free-rangers. The rearing of goats is encouraged on Ha'apai and Eua as a useful source of protein for families and a means of weed control.

Fishing. The scope for increased fish production for both export and domestic consumption is considerable. Current fishing efforts are largely artisanal and based on the exploitation of both near shore and pelagic waters. The government continues attempts to develop commercial tuna fisheries for export. A Fishing Corporation has been established with a loan and technical assistance from the Asian Development Bank and longline vessels are to be increased. Tonga is still to declare an EEZ which, when it does so, could place 700,000 sq km of seas under its national jurisdiction. In 1987 the Fua Fisheries Harbour was opened, funded by the EC. Its capacity and potential has yet to be fully exploited. It has blast freezers and storage for 10 tonnes of fish, a main wharf of 350 metres and a secondary wharf of 150 metres which can be used in all tides by vessels drawing less than three metres, mooring jetties, slipway and boatlift facilities.

Extensive aid from Japan, Australia, the UN agencies, ADB and others have provided Fisheries Development Extension Centres in Tongatapu, Ha'apai and Vava'u. These centres are designed to develop and encourage small-scale commercial fishing and contain boat-building yards, marine engineering repair

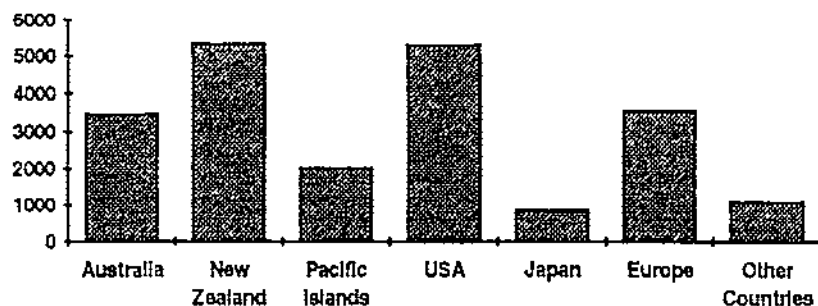
shops and cold storage facilities. In 1988/89 and 1989/90 fish exports were valued at \$2.1 million and \$1.4 million.

Timber. The Forestry Division has its headquarters on Tongatapu. Several small mills have operated on Tua, Ha'apai and Tongatapu processing coconut and some hardwoods but the production of sawn timber is very small. The Mataliku Sawmill may eventually meet all Tonga's needs, particularly with milling mature coconut timber. Reforestation on a modest scale is under way on Eua but overall the country has extremely limited forest resources and will continue to rely on imported material.

Minerals. There is no mining in Tonga and only limestone quarrying for construction work. In the 1970s there was some oil exploration on various islands but all well sites were abandoned. More recently there has been some offshore data collection and in 1990 an exploration agreement was signed between the government and the Bird Oil Corporation of the USA. In the Northern Lau/Tonga basin and the Valu-Fa ridge there are indications of silver and gold mineralisation.

MANUFACTURING. This activity is small scale and dominated by import substitute industries. These include the local production of beer, wire nets, paint, furniture, cement, bricks, soft drinks, footwear and meat products. There are also some export oriented industries which are proving very successful, particularly those producing woollen wear and leather jackets. Manufacturing contributes a modest \$6 million to the GDI (8.6 per cent), and employs some 1125 persons. Exports were worth \$3.4 million in 1989/90, 29 per cent of the total export earnings. Current levels of manufacturing exports, exclusive of processed coconut products, represent a large increase over those of the early 1980s, largely due to the contribution of knitwear and leather garments.

Visitors by Main Markets 1991



Further development of this sector must address the issues of a very small domestic market, high transportation costs to other markets and a lack of skilled labour within the workforce. In an attempt to overcome these problems, the government offers considerable incentives to investors. These include substantial tax holidays, special export incentives and access to development finance through the Tonga Development Bank. The government has established a Small Industries Centre in Nuku'alofa, providing fully serviced factory space at modest rentals. Another SIC has been developed in Vava'u. Currently some 24 industrial enterprises including manufacturers of fibreglass products, sporting goods and light machinery, are located in the Nuku'alofa centre.

LOCAL COMMERCE. The major trade stores are the principal suppliers of household goods, furnishings and foodstuffs. They also have the retail liquor outlets. Fresh food is purchased mainly in the local produce and fish markets which operate daily except Sunday. There is the usual range of small handicraft shops, all-purpose shops, a number of local cafes, a cinema and hot bread shops. Avis and Hertz have rental car agencies in Nuku'alofa.

There are some 150 primary cooperatives operating throughout the country. The majority are involved in marketing and consumer activities. The Tonga Cooperative Federation is a national organisation wholly owned by 69 local societies and serves cooperative members as well as the public. It is involved in the wholesale trade of local and imported consumer goods. The Friendly Islands Marketing Cooperative (FIMCO) has successfully marketed goods such as vanilla, fish, handicraft, vegetables and root crops since 1987. Credit unions are popular and there are 78 throughout the kingdom.

TOURISM. The tourism industry is a major contributor to the economy even though it is relatively underdeveloped to date. Total visitor arrivals are currently around 39,000 per year. This figure includes business persons, holiday travellers and returning Tongans and it is estimated that bona fide tourists are actually about 50 per cent of this figure. Another factor which needs to be considered is that while the arrivals from New Zealand and the USA are quite high - over 5000 in both instances - the majority of these are Tongans returning to visit friends and relatives and their use of tourism infrastructure is likely to be minimal. Cruise

ship visits, once the backbone of Tonga's tourism receipts, have declined considerably over the same period. While in 1986 14,510 passengers arrived on cruise ships, by 1990 this figure had fallen to 7771. Official estimates on cruise ship passengers for the period 1987 to 1990 were extremely ambitious. For example in 1988 32,000 arrivals were anticipated yet only 7536 eventuated. The figures are similar for the other years. Tourism goals based on these statistics would be difficult to achieve.

Sources within the cruise sector contribute this decline to Tonga's location; it is too far from Sydney to be incorporated into the 10 to 14 day cruises and therefore is usually only included in the positioning voyages when the cruise lines bring their ships out to the South Pacific for the season. Tourism receipts in 1989/90 were estimated to be \$10 million although sources suggest that this figure includes some remittance receipts. The sector contributes between five and 10 per cent of GDP. Tourism employs 1420 people.

Infrastructure is limited. There are a couple of large hotels in Nuku'alofa but neither can be classified as international standard. There are a number of small, family-operated guest houses of modest standard. A new hotel has been completed near the airport but its location suggests that its potential is only as a stopover point, not as a destination in itself. Fua'amotu International Airport recently acquired a new terminal, duty free shop and runway extensions and in 1991 Royal Tonga Airlines began to operate international flights from Suva and Auckland on a lease arrangement with other regional airlines.

Tonga's best attraction is its strong adherence to its traditional culture. Game fishing and sailing around the islands of Vava'u have strong tourist appeal as well.

Promotion of the country's attractions are the responsibility of the Tonga Visitors Bureau. There are international representatives in

Auckland and Sydney. The Tonga Tourist Association represents the commercial enterprises involved in the industry and the Tonga Tourist Board, established in 1990, is a government advisory body of ministers, heads of government departments and representatives from the private sector.

OVERSEAS TRADE. Tonga's export earnings declined slightly to \$11.6 million in the 1989/90 year compared to the previous year's total of \$12.1 million, mainly attributable to the declining prices and production of agricultural produce. The exports of pumpkin and squash, value added products and those from the manufacturing sector were the only areas which showed any improvement over previous figures. New Zealand is the destination of some 35 per cent of exports, followed by Australia 22.4 per cent, Japan 16.6 per cent, USA 13.3 per cent and other countries 12.9 per cent.

New Zealand continues to dominate the trade scene in imports as well, supplying 29.4 per cent of the total. Australia follows with 22.8 per cent, Fiji 12.7 per cent, the US 12.1 per cent, other countries 8.9 per cent, Singapore 7.5 per cent and Japan 6.7 per cent. Tonga's main imports are food, chemicals, crude materials and vehicles. Total imports were valued at \$72.7 million, an increase over the previous figure of \$68.8 million.

Trade agreements. Tonga is a beneficiary of the SPARTECA arrangements which allows Tongan goods preferential access to the markets of Australia and New Zealand. Access to European markets is through the Lome Agreements with the EC. Reduced tariff entry into US, Canadian and Japanese markets is possible via the Generalised System of Preferences.

The Industrial Development Incentives Act 1978, regularly revised and updated according to changing economic climate and demands,

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provides tax and tariff concessions for export-oriented enterprises. The Tonga Development Bank can provide loans and assistance to foreign investors with joint venture partners.

Proposals which bring capital, employment opportunities, new technology and access to foreign markets are particularly favoured. Others which receive priority consideration are those which provide valuable import substitution and which could benefit other local manufacturers. Incentives include extensive tax holidays, no export duties and generous repatriation of funds.

Tariffs. Direct information on tariffs and incentives may be acquired from the Department of Labour, Industries and Commerce, Nuku'alofa.

FINANCE. The overall economic policy in Tonga is to achieve economic stability as a base for economic growth, particularly through the development of a stronger private sector. Policies introduced have included changes to the tax and tariff systems and deregulation to create a more favourable economic environment. The government has tried to maintain a balanced recurrent budget but domestic

revenues have not been able to keep pace with expenditure. As a result there has been an increased reliance on borrowed funds. The failure of domestic revenues to meet recurrent expenditure peaked in 1989/90 when the deficit reached \$5 million. A major factor contributing to the expansion of recurrent expenditure was a series of public service wage increases which in 1990 amounted to 34 per cent on average. The trend was halted in 1990/91 with a fortunate 28 per cent increase in domestic revenue against only a five per cent increase in total expenditure. The increase was primarily due to increased levels of customs duties for selected imports.

Total government expenditure has increased steadily by 17 per cent per annum to a level of \$120 million in 1991/92. The recurrent budget was \$51.4 million and the development budget, funded primarily by external aid, was \$69.2 million. Government debt has increased to \$53 million.

Figures for detailed government expenditure, at the time of publication, were only available in full for the 1989/90 fiscal year. Public administration expenditure was \$19.4 million, social and community services \$10.5 million

including health services \$4 million and education \$5.8 million. Transport and public works expenditure was \$4.6 million.

Taxes. There has been a government move from direct to indirect taxation. Personal income tax has been reduced to a flat rate of 10 per cent from the earlier maximum marginal rate of 40 per cent.

Aid & remittances. There continues to be a heavy reliance on foreign aid as both grants and technical assistance for funding the development expenditure. In 1992 this was expected to amount to \$69.2 million, an increase of over 100 per cent over the development budget of the previous financial year which amounted to \$34 million. This is attributed to increased assistance from the Asian Development Bank (ADB) and the EC. Bilateral grants have traditionally accounted for about 60 per cent of these funds with Australia, New Zealand and Japan (a recent donor) being the major sources. Grants from multi-lateral agencies including the EC and the Commonwealth Fund for Technical Co-operation follow in importance. Concessional loans from the ADB, the World Bank and the European Investment Bank are also useful. Tonga has access to a wide range of external aid sources but analysts say that, in the long term, domestic savings need to be increased in order to reduce this heavy dependence on external sources of finance.

Recent major projects financed by foreign aid have been the street lighting of Nuku'alofa, the reclamation and building of the seawall in Nuku'alofa, the airport terminal, the runway extensions and the cultural centre.

Remittance money sent from Tongans working abroad is a significant component of the Tongan economy. Although difficult to detail in exact terms, it is estimated that approximately 43 per cent of the total receipts in the balance of payments come from private remittances. In 1987/88, 1988/89 and 1989/90 remittances amounted to \$36.8 million, \$35.6

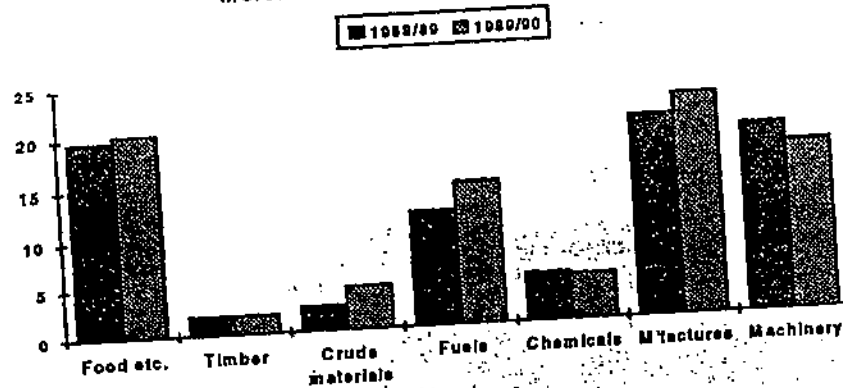
million and \$43.9 million respectively. Official remittances for the same years were \$9.2 million, \$13.5 million and \$13.9 million. It is also estimated that other monies which could be legitimately included in these remittance amounts actually become absorbed into tourism receipts.

Currency. Tonga's currency consists of pa'anga (T\$ banknotes) and seniti (cents). The banknotes are in denominations of 20, 10, five, two and one pa'anga. The coins are for one pa'anga, 50, 20, 10 five, two and one seniti. There have been a series of special coins issued to commemorate various national, commonwealth and international occasions.

Banks. The National Reserve Bank of Tonga, which commenced operation in 1989, provides all the duties of a central bank including the issuing of the all currency, the regulation of money supply and the maintenance of foreign exchange controls. In 1991 the practice of determining the exchange rate at par with the Australian dollar was discontinued and replaced with a weighted basket of currencies. The Tongan Development Bank (TDB) has been operating since 1977 to assist both Tongans and overseas interests with development proposals. Traditionally it has favoured rural and agricultural projects but industrial and commercial proposals have recently overtaken the former, particularly those in the tourism sector. The bank draws its funds primarily from the government, the Asian Development Bank, the European Development Fund and the bilateral programmes of Australia and New Zealand. In 1990 the bank's total assets exceeded \$21 million while its loan portfolio was \$20 million.

Commercial banking is largely the domain of the Bank of Tonga, a joint venture of the government which holds 40 per cent, and Westpac Banking Corporation and the Bank of Hawaii which hold 30 per cent each. The bank is significantly involved in housing

Merchandise Imports pa'anga million



Government finance 1988/89 - 1991/92 (pa'anga millions)

	1988/89	1989/90	1990/91 (est.)	1991/92 (budget)
Revenue	33.2	37.9	48.4	51.7
Tax revenue	24.7	27.0	34.3	37.3
Non-tax revenue	8.5	10.9	14.1	14.4
Expenditure	59.9	78.1	82.3	120.6
Recurrent	34.8	42.9	48.3	51.4
Development	25.1	35.2	34.0	69.2
Recurrent surplus	-1.6	-5.0	0.1	0.3
Overall balance	-26.7	-40.2	-33.9	-68.9

finance which in 1989 accounted for 37.3 per cent of total loans. Branches and agencies are well distributed throughout the country.

The Australia and New Zealand Bank (ANZ) opened in Tonga in December 1993 and the Malaysian Borneo Finance Bank opened in October 1993.

Finance centre. Offshore banking laws were enacted in 1984 and the legislation is under review. There has been some discussion about the need for a small stock exchange.

TRANSPORT. There are some 1789 km of roads; 988 on Tongatapu, 323 on Vavau, 238 on Ha'apai, 146 on Eua and 94 on the Niuaus. Main highways account for 81 km; 65 km on Tongatapu, 9 km on Vavau and 7 km on Ha'apai. The majority of roads have crushed coral, gravel or dirt surfaces. There has been a rapid growth in recent years (72 per cent between 1985 and 1990) of imported, second-hand, reconditioned and ageing vehicles, contributing to congestion of a road system not designed for such increasing traffic.

Registered vehicles include 3010 cars, 966 trucks, 1032 taxis, 118 buses and 501 motor cycles. The driving abilities of licence holders is of somewhat indifferent quality and when they are on the roads along with the pedestrians, pigs, dogs, chickens, horse-drawn carts and cyclists, the results are "a complex game in which the stakes are life, death, social

and economic loss" according to a Police Department report. As in many Pacific countries every road user, two or four footed, assumes right of way.

Airlines. Fua'amotu International Airport (2671 m) is serviced by Air New Zealand, Air Pacific,

Polynesian Airlines, Hawaiian Airlines and Samoa Air and the nation's own Royal Tonga Airlines. Services vary according to demand, season and international agreements. It can take 747s. Lupepau'u, Vavau, is an international port of entry for flights by Samoa Air to and from Pago Pago.

Airfields. Island airstrips are Salote Pilelevu (1145 m) on Ha'apai, Lupepau'u (1700 m) on Vavau, Mata'aho (729 m) on Niuaotuputu, Lavinia (1039 m) on Niuafo'ou and Kaufana (730 m) on Eua, serviced regularly by Friendly Island Airways. The major international gateway is Fua'amotu on Tongatapu.

Port facilities. Principal ports of entry are Nuku'alofa and Neiafu. Lesser ports, rarely used are Pangai, Ha'afeva and Nomuka in Ha'apai, Nafanua in Eua (upgraded in 1990), Niuaotuputu and Niuafo'ou. Facilities at the Queen Salote Wharf in Nuku'alofa include two deep water berths, two cargo transit sheds, fumigation facilities and cargo handling facilities. Container shipping accounts for 70 per cent of all cargo.

Nearby is the Toulaki Harbour maintained by the Tonga Defence Services as a patrol boat base. In Neiafu ships drawing less than seven metres and no longer than 120 m may berth while ships of unlimited tonnage must stand off in the protected harbour anchorage at Utulei Point which about two km from the wharf.

Shipping services. Regional and international shipping lines which service Tonga regularly include Warner Pacific Line (Tonga based), the Pacific Shipping Agency, Blue Star Line, Hawaii Pacific Line, Pacific Forum Line and Bali Hai Line. Domestic and inter-island shipping for both passengers and cargo is provided in the main by two large roll-on-roll-off ferries, the *Olovaha*, and the *Fokololo'eo Hau*, operated by the Shipping Corporation of Polynesia which is 60 per cent government owned, as well as number of smaller vessels operated by Warner Pacific and Walter Trading.

COMMUNICATIONS Tonga is well equipped with post offices and agencies throughout the country. The stamps of the nation have been of considerable interest to philatelists in the past because of their unusual design, for example those in pineapple and banana shapes and in decal format.

Telecommunications. A modern telecommunications system operated by Cable and Wireless Ltd connects Tonga with the rest of the world. Facsimile, telex and international subscriber dialling are all available internationally via the INTELSAT system through a major earth station located in Nuku'alofa.

The Tonga Telecommunications Commission is responsible for domestic services and there is an ongoing upgrading programme being funded by external aid, both technical and financial. The currently used tropo-scatter system which connects the major islands has insufficient capacity and the commission is looking at the options of installing a satellite system or an optical fibre system. IDD code is 676.

Radio & TV. Broadcasting is administered by the Tonga Broadcasting Commission (TBC). Station A3Z is known throughout the Pacific Islands as "The Call of the Friendly Islands".

Programmes are devoted to the work of local artists. Like many Pacific networks, it is an important medium of communication between villages, families and individuals and message broadcasting is frequent. News broadcasts are in Tongan and English. The TBC operates an FM station as well, broadcasting since 1988. In 1989 a short-wave service was introduced in Tonga funded by UNESCO.

A private club television service has been operating for several years via satellite access and government television is being developed. There is concern in the government that there are no controls or regulations over the wide spread commercial video distribution and it is suggested that inappropriate material is having social consequences.

Print media. There is one weekly newspaper, the *Tonga Chronicle*, published each Thursday in Tongan and English. It covers items of local and international interest. It is government owned. There is also an independent Tongan language newspaper, *Ko'e Kele'a Matangi Tonga* is a bimonthly magazine and there is a monthly magazine called *Tonga Today*. A monthly business magazine called *Lali* was recently launched.

Libraries, archives, museums. In Nuku'alofa the Utulei Public Library is in the basement of the Catholic Basilica. Temporary membership is available. Public reading rooms are in the Australian, New Zealand and British Consulates, open during office hours. The USP Extension centre has a library for reference and student use. The archives are in the Palace Office and permission to use them must be obtained from the Palace Secretary. There is a large cultural centre just out of the main town are of Nuku'alofa, which houses some royal artefacts and where cultural demonstrations are given.

UTILITIES. The electricity system is 230 V AC 50 cycles, generated by diesel motors. It is

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the responsibility of the Tonga Electric Power Board. Increased consumption and high imported fuel costs have obliged the government to continue investigation into alternative energy sources as well as to promote energy conservation. Currently used equipment is also declining in reliability.

Water acquisition is by both rain catchment and from the underground table. Periods of drought cause high demand on the water lenses and there is a need to further develop water catchment systems to supplement their use. Village water supplies urgently require development and proper management. In Nuku'alofa it is safe to drink, elsewhere it should be treated. Four urban water systems operated by the Tonga Water Board serve about a quarter of the population. Only 40 per cent of the population have access to proper sanitation facilities.

APPENDIX 4: TABLES

	1990	1993	1995
Total Recurrent Expenditure	22,100	26,500	48,100
Total Education Expenditure	3,803	5,530	8,643
Total Primary Education Expenditure	1,999	2,650	4,329
Ratio %	9	10	10
Total Development Expenditure	27,400	21,500	29,300
Education Development expenditure	2,192	2,307	2,000
Ratio %	8	11	7

Government Expenditure on Education

	1990	1991	1992
Total Recurrent Expenditure	100.0	100.0	100.0
Wages/Salaries	59.8	58.0	57.5
Travel/Transport	4.4	6.3	3.9
Maint. Ed.	0.5	0.9	5.2
Ed. Instr. Mat.	5.7	5.5	3.7
Unif/Rations	5.9	5.4	6.1
USP Grant	6.9	8.9	9.2
Teach. Travel	3.6	3.4	3.1
Grant/Vol.	1.2	1.3	2.6
Travel. M/Stud	0.3	0.2	0.2
Others	11.4	10.2	8.3

Breakdown of Education Expenditure (by components) (%)
Table 20 : Government Expenditure on Education, Kiribati.

	Enrol	No 3-5 yr	%
Makin	70	210	33.3
Butaritari	120	435	27.5
Marakei	20	285	7.0
Abaiang	40	477	8.3
Tarawa	1,000	3,810	26.3
Maiana	206	195	105.0
Kuria	20	108	18.5
Abemama	140	298	47.0
Arorae	40	96	41.6
Line Is.	125	450	27.7
Aranuka	92	96	95.8
Nonouti	n.a	n.a	n.a
Tab North	140	334	41.9
Tab South	40	119	33.1
Nikunau	90	190	47.3
Beru	120	210	57.1
Onotoa	180	180	100.0
Tamana	20	37	114.6
Banaba	n.a	n.a	n.a

Table 22: Preschool Enrolment Ratios by Island, 1990, Kiribati.

Year	1990				1991				1992			
Age	5	6	7	8	5	6	7	8	5	6	7	8
Total	2,195				2,258				2,383			
New Entrants By Age	328	1,714	138	15	293	1,819	132	14	266	1,975	129	13
Ratio %	15	78	6	1	13	80.5	5.8	0.9	11.1	82.8	5.4	0.7

Year	1993				1994				1995			
Age	5	6	7	8	5	6	7	8	5	6	7	8
Total	2,195				2,258				2,614			
New Entrants By Age	244	1,929	125	11	223	2,186	115	9	204	2,294	110	6
Ratio %	11	83	5	1	8.8	86.3	4.5	0.4	7.8	87.7	4.2	.3

Table 23: New Entrants to Class 1, Kiribati.

	Urban	Rural	Total
Adult Population (1990)	27,580	44,346	71,926
Ratio %	38	62	100
Class 1 - 7	-	12	12
Ratio %	-	100	100
Class 1 - 9	13	67	80
Ratio %	16.2	83.8	100
Total	13	79	92
Ratio %	14	86	100

Table 24: Rural-Urban Primary Schools and Adult Population, Kiribati.

	1990	1993	1995
Primary Population	17,489	19,222	20,472
Gross Enrolment	14,689	16,316	17,108
Ratio %	84	84.9	83.6
Urban	3,300	6,013	6,400
Ratio %	22	36.8	37
Rural	11,389	10,303	10,708
Ratio %	78	63.2	63
Net Enrolment	14,191	15,931	16,836
Ratio %	81.1	82.9	82.24
Urban	3,224	5,977	6,377
Ratio %	18.4	31.1	31.1
Rural	10,967	9,954	6,377
	62.7	51.8	51.1
Primary Children Not Enrolled	2,800	2,906	3,364
Ratio %	16.01	15.12	16.43
Overage Primary Children in School	170	141	112
Urban	31	12	8
Rural	139	129	104
Underage Primary Children in School	328	244	160
Urban	45	24	15
Rural	283	220	145

Table 25: Gross/Net Enrolment Ratios (Urban-Rural), Kiribati.

	1990	1993	1995
Total Enrolment	14,689	16,316	17,108
Boys	7,345	8,256	8,790
Ratio %	50	50.6	51.3
Girls	7,344	8,060	8,318
Ratio %	50	49.4	48.7
Urban	3,300	6,013	6,400
Ratio %	22.46	36.85	37.4
Rural	11,389	10,303	10,708
Ratio %	77.54	63.15	62.6
Number of Teacher	514	537	547
Number of female Teachers	295	317	324
Ratio %	57	59	59

Table 26: Enrolment and Teachers, Kiribati.

	1990	1993	1995
Attendance	Compulsory	Compulsory	Compulsory
Repetition	85	73	68
Ratio %	0.57	0.45	0.40
Survival rate (Class 1 - 6)	87	91	91
Enrolment	14,689	16,316	17,108

	1990		1993		1995	
	Male	Female	Male	Female	Male	Female
Expected to Complete (Cl.1-6)	957	930	997	1005	1115	1080
Urban	193	156	213	227	233	247
Rural	764	774	784	778	882	833
Completing Schools	833	813	918	908	1007	1003
Urban	196	189	373	341	453	432
Rural	637	624	545	567	554	571
Percentage Completing	87	87	92	90	90	93
Urban	101.6	121.2	175	150.2	194.1	174.9
Rural	83.4	80.6	69.5	72.9	62.81	68.6

Table 27: Attendance, Repetition and Survival Rates, Kiribati.

APPENDIX 5

PILL Criteria for Marking

LITERACY LEVELS

LEVEL	CRITERIA
5	Production and comprehension assured. If any errors occur they are minor. If any omissions occur, they are few, and likely to be mere slips.
4	Some real ability both to produce and comprehend displayed, but lacking assured control over one or other processes.
3	Evidence of some capacity to produce or comprehend (perhaps both), but flawed by omissions and mistakes.
2	Minimal success at production and/or comprehension, but some attempt made to complete the test.
1	Little or no response in writing: little or no comprehension of basic printed material displayed.
BLANK	A test paper issued to students but returned unattempted.
TOTAL	

NUMERACY LEVELS

LEVEL	CRITERIA
4	Assured control over all four basic processes even if a few errors are made.
3	Assured control over some basic processes, but marred by major weaknesses or carelessness.
2	Some control over one or more basic processes, but too many omissions or errors to be certain.
1	Little or no response to the questions asked.
BLANK	A test paper issued to students but returned unattempted.
TOTALS	

APPENDIX 6

Background on Kiribati
(from: Pacific Yearbook, 1994)

Kiribati is an independent republic and a member of the Commonwealth. There are three main island groups straddling the equator between four deg 43 min N and 11 deg 25 min S latitude and 169 32 min E to 150 deg 14 min W longitude and covering over three million sq km of ocean. When the EEZ is added this area approaches five million sq km. The three groups are the Gilberts proper (17 islands), the Phoenix Islands (eight) and the Northern Line and Southern Line Islands (nine), totalling 33 islands plus Ocean Island or Banaba. Total population in 1990 was 72,298.

The capital is Bairiki on Tarawa, the most populous island. It lies some 1800 km north of Suva, Fiji. Local time is 12 hours ahead of GMT.

Kiribati has retained the flag of the original British colony of the Gilbert and Ellice Islands. It depicts a frigate bird poised in flight over a sun on the horizon. Three wavy lines beneath represent the three island groups of the Gilberts, Phoenix and Line Islands. The national anthem is *Teirake Kain Kiribati* (Stand Kiribati). Australian currency is legal tender in the country. Public holidays include 1 January, Good Friday, Easter Monday, 12 July (Independence Day), first Monday in August (Youth Day), Christmas Day and Boxing Day.

THE PEOPLE. The people of Kiribati are called I-Kiribati, pronounced "ee-Kiribas". They are Micronesians, and therefore akin to the Marshallese etc. In the last census of 1990 there were 72,298, an increase of 8415 since

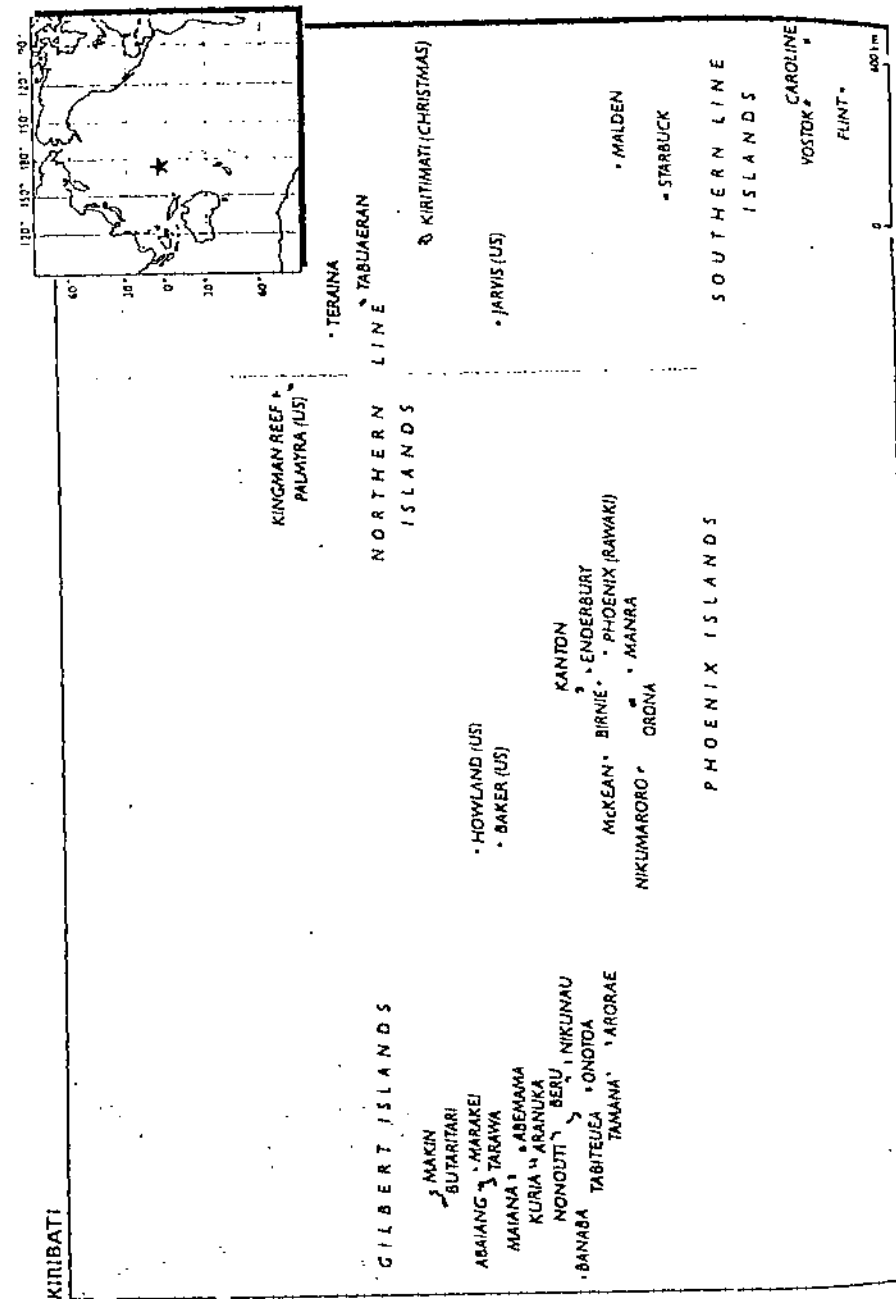
the previous 1985 census which recorded 63,883. Of the total population there were over 70,000 were I-Kiribati, 1073 of mixed ethnicity, 360 from Tuvalu, 155 Europeans and 289 were classified as "others".

The population is very unevenly distributed; South Tarawa is the most populated island with 25,154, 34.8 per cent of the total. Population density is very high here: there are 1596 persons per sq km compared with the national of 89 persons per sq km. Land area of South Tarawa is only 15.8 sq km. At the other end of the scale is Kiritimati (Christmas) Island with a land area of 388.4 sq km and a population of 2537 (3.5 per cent of total), giving a density of only seven persons per sq km.

The population is generally a young one with 40 per cent under 14 years of age, 48.5 per cent aged between 15 and 49 and 11 per cent over 50 years. Females outnumber males slightly; 36,540 to 35,758. Annual population growth rate is 2.2 per cent.

Besides South Tarawa other major populated islands are Butaritari 3786, Abaiang 5314, North Tarawa 3648, Abemama 3218 and North Tabiteuea 3257. The Gilbert group is home to 93.3 per cent of the population overall and there continues to be a marked urban drift to the administrative centre.

Citizenship. On Independence Day, 12 July 1979, all persons of Kiribati descent automatically became citizens of Kiribati. Those born in Kiribati but not of Kiribati descent also became citizens at independence. Wives of I-Kiribati are eligible for citizenship. Dual nationality is prohibited.



Banabans automatically became citizens and the constitution safeguards other rights with regard to representation in the house of assembly, Banaba land and entry into Banaba. **Language.** The people speak a Micronesian dialect. There are only 13 letters in the written language and "s" is not one of them. A "t" followed by an "i" is pronounced "s" which explains the pronunciation of Kiribati as "Kiribas". English is widely used and is used in official communications.

Migration. Generally I-Kiribati do not leave their islands in great numbers although small communities can be found in the Solomon Islands and neighbouring Micronesian states, particularly in Nauru - where they work the phosphate - and Tuvalu. They also go overseas seeking higher education. They have a reputation as fine seamen, a marine training school having operated successfully on Tarawa for a number of years, and they are often found in the crews of international shipping lines. Remittances from workers overseas to families back home are an important part of the economy.

Religion. The Kiribati Protestant Church with 28,303 followers and the Catholic Church with 38,665 have by far the greatest influence. Other faiths include Seventh Day Adventists 1358, Baha'i 1703, Latter day Saints 1197 and a smattering of other revivalist churches.

Lifestyle. The lifestyle of the people has been very much focussed on the sea. The geography of the atoll has contributed to the development of a self-sufficient, subsistence economy which revolves around fishing, the coconut trees and the harvesting of staple root crops. This, however, is changing as the seemingly "easier" existence of the cash economy overtakes the hard work required in a subsistence one. Imported foodstuffs are rapidly becoming more desirable in both urban and rural areas. **Recreations.** Kiribati has a strong martial arts tradition which is undergoing a spirited

revival. Other traditional pastimes are games of various kinds, including the making of string figures, and canoe racing. Introduced sports include volley ball and soccer.

Liquor is available from a limited number of outlets. The I-Kiribati may drink beer, liquor or sour toddy (made from coconut palm) but may not sell any without a licence. A number of islands have banned the sale of alcohol altogether. Gambling is not widespread, but card games are popular.

LAND & ENVIRONMENT. The total land area is only 810.7 sq km spread over three million sq km of ocean. The islands extend over 3870 km from Banaba in the west to Kiritimati in the east and 2050 km from Teraina in the north to Flint in the south.

The Gilbert Group totals 285.5 sq km shared between 19 islands. They range from tiny Tamana of 4.7 sq km (population 1396), Banaba, known also as Ocean Island, at 6.3 sq km (284), Makin of 7.9 sq km (1762) and Arorae 9.5 sq km (1440) to Abemama, the largest at 27.4 sq km (3218), followed closely by North Tabiteuea at 25.8 sq km (3257). Other islands in the group are Butaritari, Marakei, Abaiang, North Tarawa, South Tarawa, Maiana, Kuria, Aranuka, Nonouti, South Tabiteuea, Beru, Nikunau and Onotoa.

The Line and Phoenix Islands total 525 sq km with Kiritimati Island claiming 388.4 sq km (2537), Tabuaeran, formerly called Fanning, 33.7 sq km (1309), Teraina, formerly called Washington, 9.6 sq km (936) and Kanton 9.2 sq km (45) representing the inhabited islands. The Line Islands also include Malden, Starbuck, Vostok, Caroline and Flint. The Phoenix group includes, apart from Kanton, Orona, Nikumaroro, Manra, Rawaki, Birnie, McKean and Enderbury.

The islands are all low lying atolls with the exception of Banaba which rises to 87 m. The terrain is generally coral rock with only a thin layer of hard sand and soil which supports

little in the way of vegetation. There are no rivers but most of the islands enclose a lagoon. **Climate.** The topical climate is moderated by the northeast tradewinds from March to October but from November to February the heat can be extreme. This is also the wet season when the westerlies predominate. There is little seasonal variation in the temperatures; the thermometer ranges between 22 and 37 deg C but generally reads between 26 and 32 deg.

Rainfall varies considerably from group to group. The far northern islands can average over 3000 mm per annum while the southern receive less than 1000 mm. Banaba Island is prone to severe droughts which can last many months. At such times as little as 200 mm can fall in a year. Tarawa receives some 1500 mm per annum.

Flora & fauna. The thin layer of soil, approximately 2.5 m, on the atolls supports little growth apart from seaside scrub, pandanus and coconuts. Native land fauna is limited to the Polynesian rat and two species of lizards. Sea life, however, is considerably richer with a great variety of birds, fishes and corals.

Reclamation. On urban Tarawa the Temaiku Reclamation Scheme in 1970 retrieved almost 3 sq km from the lagoon adjacent to the airport runway. Constant vigilance is required to stop the sea encroaching on what precious land there is.

Land tenure. Most of the land in the Gilberts is owned by I-Kiribati in small holdings. The sale of land by locals to non-nationals had been prohibited since 1917. Only an insignificant area of land remains alienated, mostly owned by the missionaries. Land affairs are supervised by the ministry of home affairs and decentralisation. Until 1983 Teraina and most of Tabuaeran in the Line Group were the freehold property of a subsidiary of Burns Philp, & Co Ltd, but after negotiations spread

over several years the government acquired Teraina and the company's holdings on Tabuaeran for \$1.5 million. Kiritimati is owned and worked by the government as a plantation and it would like to see tourism developed here.

Land ownership in customary law, which has been codified, does not include unrestricted right of disposal. Tenure is a form of limited entail and generally speaking, the owner is regarded as having no more than a life interest and is required to pass the land to his next of kin at his death.

There are a few circumstances, however, under which an owner may dispose of land to other than his next of kin and these circumstances account for most of the incessant land litigation which so marked a feature in the life of Kiribati.

The customary inheritance law whereby each child receives a share of the parents' land has led to continuous subdivision so that some holdings now consist of only three or four coconut trees. As is to be expected, this form of subdivision is accompanied by the widespread fragmentation of the holdings of individuals, both on one island and between several islands. The result is the anomaly that despite such land hunger, the general standard of cultivation and development is low.

The government has tried to control these two problems by encouraging owners to consolidate their holdings by exchange or leasing, and by advising lands courts when distributing estates to avoid the customary practice of subdividing every plot of land and instead to share the plots between the next of kin. In addition, following the Neglected Lands Ordinance of 1959, the government redistributed considerable holdings.

Main problems in recent times, part from land ownership, have centred on the adequate supply of development land in urban Tarawa, which the government is seeking to provide under leasing arrangements. In 1983 a land

leasing system was initiated on Kiritimati.

GOVERNMENT. From November 1976 to 12 July 1979 Kiribati had internal self-government. It was originally decided that the country would gain its independence in June 1978 but the protracted bid by the Banabans to secede and to have their island placed under the protection of Fiji as their other island of Rabi is in Fiji, caused a postponement. The date was eventually set after the British Government had ruled against the Banaban's claim.

National government. The government consists of the president, who is head of state and head of government, a cabinet which includes the president, vice president and eight other ministers from the elected house of assembly (called the *Maneaba-ni-Maung-atabu*), and the attorney general. The president appoints his own cabinet but he himself is nationally elected from several candidates put forward by the house of assembly. No one other than an elected member of the assembly can be president. Should he lose a vote of no-confidence, the constitution provides for a council of state, comprised of the chairman for the public service commission, the chief justice and the speaker of the *Maneaba-ni-Maungatabu*, to assume responsibility until an election is held, a situation which occurred in mid-1994.

The term of office for both president and elected members is four years. A president can be re-elected for two more terms. A vice president who assumes the office of president before his full term has expired can serve only two further terms in office as president. Presidential powers include the granting of pardons on advice of cabinet, withholding assent to a bill if he believes it would be inconsistent with the constitution.

The *Maneaba-ni-Maungatabu* consists of 41 elected members including a representative of

the Banabans and the attorney general as an ex-officio member. Elections are held every four years.

Local government. Elected councils are established on all permanently inhabited islands. They have jurisdiction over their own revenue and expenditure, raising money through taxation. The scattered nature of the country encourages considerable local autonomy although they all come under the umbrella of the minister for home affairs.

JUSTICE. There is a high court with a chief justice appointed by the president after consultation with the cabinet and public service commission. Other judges are appointed as necessary on advice from the chief justice sitting with the public service commission. The high court has original jurisdiction to hear and decide questions relating to interpretation of the constitution and to decide on any civil or criminal proceedings, including those in any subordinate court.

There is a court of appeal presided over by the chief justice, other high court judges and other qualified persons as deemed necessary. There is also right of appeal to the judicial committee of British Privy Council.

Magistrates' courts hear land, civil and less serious criminal cases (those which carry up to five years imprisonment and fines up to \$500). Three magistrates sit to hear such cases. English common law is resorted to when Kiribati statutory law is insufficient.

Police. As well as having responsibility for law and order the police force is also responsible for fire-fighting in certain areas, namely the airport and urban Tarawa. For police purposes the country is divided into seven districts, Northern, Tarawa, Central, Southern, South Eastern, Banaba and the Line Group. Each district is commanded by an assistant inspector with the exception of Tarawa. The force is about 260 strong. A section of the police controls the patrol boat.

There are several prisons and lock-ups, the main ones being Betio and Bairiki on Tarawa, North Tabiteuea and Kiritimati. Prison population averages about 70 per annum. There is a policy to employ prison labour for public benefit and as part of a rehabilitation programme.

DEFENCE. There is no defence establishment within the nation but it does receive some civil aid and assistance with maritime surveillance from the Australian defence cooperation programme and the New Zealand defence mutual assistance programme.

EDUCATION. The objectives of the education policy are to provide free and compulsory education, to promote a unified system of education and to develop secondary curriculums which will be satisfactory for those who choose to live in the rural based economy as well as to meet the country's need for a skilled technical, professional and administrative labour force.

Primary. Primary enrolments stand at about 13,500 attending 110 government run schools and two private church schools. Fees were abolished in 1983 and in 1977 most mission schools chose to merge with the government system. Most teachers are well trained and the pupil:teacher ratio is 1:29.

Secondary. Enrolments in secondary schools are about 2500 at ten secondary schools. The academic secondary schools direct their students towards technical and professional occupations whenever possible while some direct their efforts into subjects which will be of benefit to people who stay within the village economy.

Eight of the secondary schools are church operated. Students aim for the Kiribati Junior Certificate and at the government's King

George V school and the Catholic Senior College students may sit the New Zealand school certificate.

Technical & vocational. The Tarawa Technical Institute on Betio provides full time, part time and evening courses. It is heavily committed to training outer island people in skills associated with technical projects. It also offers secretarial studies, accountancy and clerical courses. The Tarawa Teachers Training College is responsible for primary teacher training and enrolments have been steadily increasing in recent years. Over three quarters of the teachers are locally trained. Nurses are trained at the Nursing School.

The Maritime Training School, started in 1967 by a joint agreement between the administration and a British and German shipping company, conducts 18 month courses in basic seamanship as well as upgrading courses including special four week firefighting and lifeboat courses for seamen wanting to become able seamen, qualified stewards or qualified motormen. The school is supported by the New Zealand Government.

This training has enabled many I-Kiribati males to get regular employment with overseas shipping lines. Some 1070 are employed as crewmen remitting over \$2 million annually to families at home, a valuable contribution to the economy. Conditions for I-Kiribati seamen are enforced by the Kiribati Trade Union Congress.

Tertiary. Tertiary education is available through the University of the South Pacific Extension Centre on Tarawa which in 1991 had 384 students enrolled in degree courses, and 227 pursuing continuing education. Another 58 were studying internally at the USP campus in Suva. Other students attend tertiary institutions in New Zealand, Australia and other Pacific locations.

LABOUR. In the 1990 census 11,142 people over the age of 15 declared themselves to be

Employment by Sector 1985 & 1990

	1985	1990
Agriculture & Fishing	481	2569
Manufacturing	132	622
Utilities	232	301
Construction	440	330
Wholesale & Retail Trades	1127	1341
Transport & Communication	1050	921
Finance	93	441
Public Administration	1601	2123
Education	687	780
Health	284	380
Other Services	850	1325
TOTAL	6991	11,142

employed in the formal cash economy. Another 20,568 were classified as village workers which includes subsistence activities such as fishing and gardening, and 6437 were doing home duties. Only 900 people declared themselves as unemployed. The total population over the age of 15 is 43,142.

The figures did not include I-Kiribati employed on international ships or working elsewhere overseas. An estimate of this number is about 2000, including 1070 crewmen and some 500 working on the phosphate diggings in Nauru.

The formal employment sector is heavily dominated by males. For example, 5233 males were employed in the cash economy in 1990 compared to 1758 females. This ratio remained unchanged from the 1985 census figures. Public administration employed 2123, wholesale and retail trades 1341, other services 1325 and transport and communication 921. The education and health sectors accounted for 780 and 380 respectively. There was a marked increase in formal employment between the 1985 and 1990 census; 6991 up to 11,142. However, the labour force continues to expand more rapidly than do employment opportunities.

The public sector is by far the greatest source

of employment and is administered by the public service commission. It accounts for 62 per cent of formal employment.

Wages. Detailed information on the nation's employment conditions is not available, but wages are generally amongst the lowest in the Pacific. Seamen earn better wages internationally but exact figures are obscure.

Industrial relations. There are unions representing various sectors of industry and in 1982, with the assistance of the Australian Council of Trade Unions, they formed the Kiribati Trade Union Congress, a member of the International Confederation of Free Trade Unions.

Social security. The National Provident Fund was established in 1977 to provide a social security scheme for employees. It is a legal requirement for all employers to register themselves and their employees with the fund. Employees pay five per cent of their basic salary to the fund and the employer pays an equal amount. Members may withdraw their funds in a lump sum when they reach 50 years. There is also a provision for a special death benefit under certain conditions. The fund's assets stand at some \$14 million.

HEALTH. There are two hospitals on Tarawa

which provide comprehensive health services as well as dental care. The principal Tungaru Central Hospital at Bikenibeu also has a mental health department. The other is the much smaller Betio General Hospital. There are some 200 hospital beds altogether. Dispensaries and health clinics throughout the islands provide basic curative and preventative medical services. All serious cases are referred to Tarawa.

Nurses are trained locally and I-Kiribati who wish to become doctors usually attend the Fiji School of Medicine.

Diseases. Tuberculosis still prevails in Kiribati but the major health problems facing the community are diarrhoeal diseases caused by poor sanitation and unsafe drinking water. Eye disease like conjunctivitis and skin infections are also common.

The deteriorating dietary pattern on the nation is a direct result of a transition from a traditional subsistence agricultural economy to a cash economy. Consumption of imported, processed foods, high in sugar, salt and fat content, is socially desirable and it is the concern of the health department to increase social awareness of the need for fresh produce and good hygiene as preventative measures to avoid the illnesses which usually accompany western diets and economies - hypertension, heart diseases, obesity and diabetes. Family planning education is also a priority in a country with a high birth rate and such limited land availability but cooperation from the predominant Catholic Church is a prerequisite.

Life expectancy is about 53 years, low in comparison to similar countries. The crude death rate is 14 per 1000; crude birth rate is high at 37.5 per 1000. The infant mortality rate is also high at 82 per 1000 births.

HOUSING. The Kiribati Housing Authority provides low cost loans for housing. Generally land is a problem because erratic subdivision has caused availability to decline and plots are

often too small to build on. Materials are a mix of traditional and imported, the latter being very expensive because of shipping costs and often irregularly available. Tarawa is extremely overcrowded and a lot of housing is congested and improvised, often verging on slum conditions.

ECONOMY. Despite obstacles such as limited resources, isolation and the scattered nature of the country Kiribati has maintained a reasonably stable economy and has never had a budget deficit. It steadfastly avoids borrowing money overseas on commercial terms and has a public sector wage policy which is aimed at helping the government "live within its means". Income from the revenue equalisation reserve fund (money invested internationally), is a valuable financial resource, particularly in its contribution to the recurrent budget and to offset the trade deficit. The country has limited potential for further development of its agricultural base or manufacturing industries but can further exploit its marine resources to provide better yields. Tourism has some potential but is dependent on other factors such as increased international access and infrastructure including accommodations. This remains a "chicken and egg" situation throughout the Pacific: who will make the first major investment, airlines or hotels?

Kiribati was designated a least developed country by the UN in 1987 and GDP per head is one of the lowest in the Pacific Islands: \$696 in 1989.

Primary production. Agriculture is a major component of the economy both at subsistence level and as an export commodity. Although land is extremely limited and soil conditions are scant, to say the least, there is potential for further development in subsistence production with improved cropping and soil care. Export earnings from agricultural produce totalled \$2.7 million in 1990.

Copra. Copra is a commodity very much at the mercy of international pricing systems and the vagaries of weather as the chart shows. 1986 and 1987 were very bad years with earnings virtually ceasing. However, there has been some stabilisation in prices in the early 1990s and this improved situation will hopefully continue. There are proposals to increase new coconut plantings as well as replanting in the Northern Line and Phoenix Islands, especially Kiritimati, Tabuoneran and Teraina, which could consolidate earnings with the increased yield.

Over 85 per cent of copra goes to the Netherlands for oil processing and the balance usually goes to the Marshall Islands. In the Gilberts group copra is cut by households and sold to the island cooperatives who in turn sell it to the Kiribati copra society. In the Line Islands the government has set up copra cutting schemes. Cutters are licenced to cut a minimum quota of copra per month which they then sell to the scheme. All copra is exported from Betio in South Tarawa.

Fruit & vegetables. Apart from coconuts and pandanus - vital for weaving, handicraft and house building - other agricultural products

include breadfruit, taro, bananas and papaya as well as a range of vegetables grown for home consumption and as cash crops in the markets.

Livestock. The livestock production unit breeds pigs and poultry which it sells to contract growers who have small commercial enterprises for supplying the domestic demand for pork, poultry and eggs. Goats are being bred for consumption as well. There is a UNDP funded scheme operating which aims to help the country achieve self-sufficiency in these commodities.

Fishing. The country has very large marine resources including the very commercially viable skipjack tuna and yellowfin tuna. The domestic commercial fishing industry has been centred on Te Mautari Ltd, established at Betio in 1981 by the government. Frozen tuna as exported to canneries in Korea, the Marshall Islands and, primarily, American Samoa. Between 1983 and 1990 fish exports earned \$12 million with 1989 being the best year with earnings of \$2.6 million, and 1987, a year of bad weather, the lowest at \$0.8 million. In 1991 the government suspended Te Mautari's operations because of poor technical capacity, poor management and lack of

finance. It was reopened six months later after some restructuring.

Another government venture, the marine export division established on Kiritimati in 1987, suffer similar problems as well as irregular services to get its lobster, kingfish and milkfish to the Hawaiian and Japanese markets. Fish is an important part of the I-Kiribati diet and apart from supplying the home markets another valuable market is the I-Kiribati community on Nauru. Another area with growth potential is controlled farming of a variety of marine resources - bait fish, trochus, seaweeds and milkfish for example - in the many lagoons. Seaweed is already overtaking copra in a number of areas as the primary crop. In 1990 exports were worth \$0.7 million.

Immediate fishing revenue is acquired from the issuing of licences to foreign vessels. Since 1979 Japanese, Taiwanese and South Korean vessels have been fishing these waters regularly. In 1985 the government signed an agreement with the then Soviet Union for a fee of \$1.5 million per annum and total fish catches by foreign vessels rose to a peak of 25,599 tonnes in 1986. The agreement lapsed the same year, however, when the Russians wanted the fee reduced because the catch was not as great as expected. The Australian Government had made their displeasure to the agreement most obvious all along. The Soviet place was taken by the Americans following the signing of the South Pacific Regional Fisheries Treaty in 1987, a Forum Fisheries Agency initiative.

Fish royalties, as they are referred to, peaked in 1986 at \$3.7 million, declined between 1987 and 1989 to about \$2.5 million per annum and then increased sharply in 1990 to \$3.9 million and then spectacularly in 1991 to \$11.3 million. The marked increase is contributed to more intensive fishing by foreign vessels, concerted efforts by authorities to collect royalties due and some extra gains from the sale of vessels and catches

confiscated from poachers.

Timber. Apart from coconut palms which are used for house construction all other timber requirements must be imported. Attempts to grow other timbers, primarily on Kiritimati, to reduce imports have not been successful.

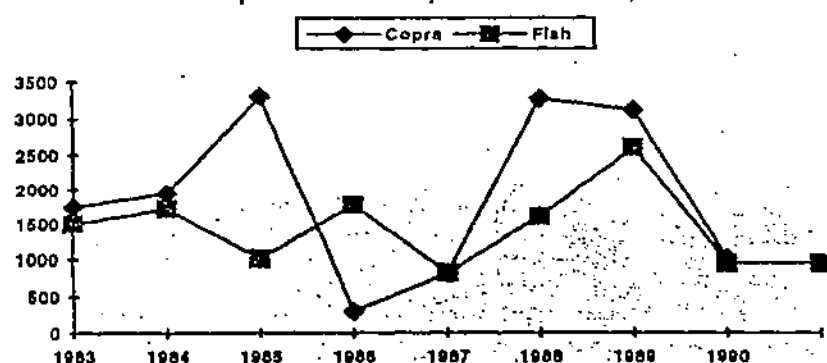
Minerals. Mining currently does not have a role in the economy although there is some speculation about future mining of residual phosphate deposits on Banaba and of manganese nodules located in the Line Islands. The Banaba mine was closed in 1979 with a resulting drastic effect on the country's earnings. For example in 1979 phosphate worth \$18 million was mined with the government retaining \$6.6 million. In April 1981 the Banabans accepted payment of \$10 million from Britain as compensation for 50 years of exploitation of the island in return for indemnifying the Australia, New Zealand and British Governments from further legal action.

MANUFACTURING. Small scale enterprises manufacture biscuits, soap, coconut oil, furniture, utensils, rubber thongs, salt, garments and leather goods for the domestic market. Most private enterprises are centred on Tarawa but the government encourages decentralisation wherever feasible and supplies finance through the national loans board.

Import substitutions are always viewed favourably. Only salt, produced on Kiritimati, and garments made up from fabrics brought in from Fiji, have export potential at this stage. Other commodities which have been identified as having possibilities include the production of coconut cream, animal feed and fish meal.

Currently this sector employs about 600 people and contributes about two per cent to GDP. Obstacles which hinder greater development are the small size of the domestic market, high transport costs incoming raw materials and potential exports, lack of skilled

Copra and Fish Exports 1983-1990 \$'000



workers and finance, weak infrastructure and limited land available for industrial development.

The government has established a small, eight acre industrial estate on South Tarawa to provide fully serviced facilities in an effort to overcome some of these obstacles. Another step was the establishment of the Development Bank of Kiribati in 1987 with private sector development as a priority.

The cottage industry of handicraft production - the I-Kiribati are renowned for very fine work - currently contributes a very small amount to the national economy but is a valuable source of immediate cash income for many families.

LOCAL COMMERCE. Local retail trade is dominated by the cooperative societies although their importance has been declining in recent years. On the outer Gilbert islands they act as outlets for retail goods as well as buying points for copra. In the Line islands they sell only consumer goods. On Tarawa they act mainly as retail outlets and one buys copra. As well as acting as distribution points

for imported goods, they also offer other services such as a market for handicraft and local produce. There are some 360 primary cooperatives throughout the country.

There are two secondary cooperative societies - the Kiribati Copra Cooperative and the Kiribati Wholesale Cooperative which is the largest importer of consumer goods and the main wholesaler in the country. Its main role is as a supplier to goods to the primary cooperatives. It has its own retail outlet in Tarawa. The Abamakoro Trading Ltd is the second main wholesale organisation. It is largely government owned and comes under the Kiribati Development Bank.

There are over 1100 businesses, including cooperatives, wholesale organisations and stores, throughout the country, two thirds on South Tarawa.

TOURISM. Visitor arrivals in 1992 were 2537, an increase on the previous year's figure of 2100. The majority of these are I-Kiribati returning to see families and friends, mainly from Nauru and Tuvalu. The few international

visitors come from Australia, New Zealand and the USA. The major constraints on future development of the tourism sector are the country's isolated location, a serious lack of air services and very limited infrastructure. Tourism on islands other than Tarawa and Kiritimati is non-existent and it is government policy to protect some of the more fragile cultural pockets from any potentially negative, real or perceived, tourist influences. Tarawa received 2761 visitors in 1990 and Kiritimati 661.

A development plan has been prepared by the Tourism Council of the South Pacific (TCSP), of which Kiribati is a member, to ensure controlled growth. The TCSP provides on location training courses for staff at all levels of the industry as well. The Kiribati Visitors Bureau is the government organisation set up to decide on suitable promotion outlets and to advise it on viable developments. The country's prime tourism resources are the marine and seabird populations on and around Kiritimati and the war relics from WWII around Betio. The very fragile ecosystem, although an attraction, needs protection rather than exploitation.

The government operates the Otintai Hotel on South Tarawa and the Captain Cook Hotel, Kiritimati.

OVERSEAS TRADE. Exports in 1989 totalled \$6.4 million compared to the 1988 figure of \$6.7 million. The figures declined significantly in 1990 to \$3.7 million, but by 1992 had risen to \$6.5 million. In 1992 copra comprised 67 per cent of the total, fish 9.6 per cent, seaweed 4.4 per cent with shark fin, handicraft and re-exports accounting for the balance. Copra, which for several years went mainly to the Netherlands for processing, went in 1992 largely to Bangladesh, and fish mainly to Fiji. A sharp decline in copra and fish exports in 1990 caused the much lower trade figure for that year. Lower international prices

and poor weather were contributing factors as well as the temporary closure of the government's fishing operation. A favourable result from a new export commodity, dried seaweed, partly offset the poor results of the others.

Imports rose slightly from \$28.2 million in 1988 to \$33 million in 1991 then dramatically in 1992 to \$50.5 million, resulting in a trade deficit of over \$44 million. Food items make up 30 per cent of imports, machinery and transport equipment 23 per cent, mineral fuels 11 per cent with the balance consisting mainly of manufactured goods, chemicals, beverages and tobacco in that order of priority.

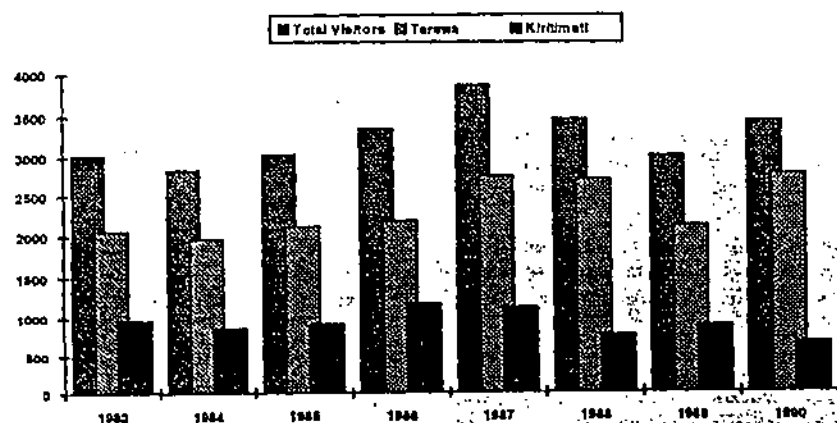
Australia is the main source of imports, accounting for some 33 per cent. Japan, Fiji, USA and New Zealand, among others, are other trade partners. It is anticipated that the trade deficit will continue at this level for some time. Most of the imported capital items are financed by foreign aid.

Trade agreements. Kiribati is a beneficiary of the South Pacific Regional Trade and Economic Cooperation Agreement (SPARTECA) which gives it access to Australian and New Zealand markets with import duty exemptions. It also receives preferential terms under the Generalised System of Preferences (GSP) to US, Canadian, Japanese and non-EC markets and the Lomé Conventions for the EC market.

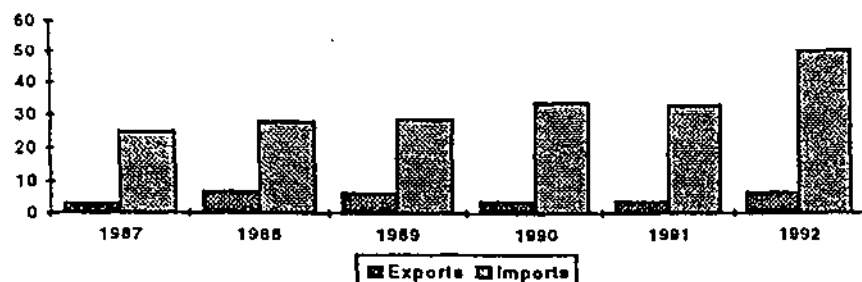
Export incentives. Current incentives to private investment in developing industries with export potential include improved credit facilities, short term tariff protection, provision of training and technical, financial and administrative skills, marketing support and appropriate fiscal incentives for approved enterprises.

While I-Kiribati entrepreneurs are preferred, the government recognises the need for, and welcomes, foreign investment in developing the private sector. The Foreign Investment Act 1985 sets out the principles and procedures

Visitor Arrivals 1983-1990



Balance of Trade 1987-1992
\$million



governing foreign investment. It is administered by the Foreign Investment Commission. The guidelines under which all proposals are considered include the potential employment of I-Kiribati; net export contribution; the balance between local resource exploitation and the size of foreign investment; the potential for transferring managerial and technical skills to I-Kiribati; the extent of competition with local enterprises and the impact on the social and natural environments.

Tariffs. Detailed information is available from the Foreign Investment Commission, PO Box 69, Bairiki, Tarawa.

FINANCE. The government maintains a conservative approach to budget expenditure as part of its strategy to promote a greater national self-reliance. It relies almost entirely on foreign aid for its development budget. In 1991 the recurrent budget was \$22.8 million. Education received \$4.2 million, health services \$3.3 million and economic services, which includes works and energy, communication and natural resources, received \$6.9 million. The major portion of government revenue came from taxes \$10.2 million and fish royalties \$11.4 million. Total revenue was

\$25.1 million, allowing for a budget surplus of over \$3 million. The EC's STABEX fund which compensates developing countries for losses on export earnings of certain primary products is directed to the Kiribati Copra Cooperative to assist the copra industry.

Taxes. In 1991 personal income and company taxes accounted for \$1.9 million and \$1.8 million respectively of the government's total tax revenue. Import duties amounted to \$6.3 million. The small size of the cash economy does not give the government a great deal of scope for expanding its tax base but improved tax collection methods introduced in the early 1990s are showing results.

Aid & remittances The country is dependent on external aid as both grants, technical assistance and concessionary loans. In 1990 the government received US\$21.5 million in external grants and aid, \$17.9 million in development expenditure and \$3.9 million in technical assistance. Japan was the biggest contributor with \$8.9 million, followed by the UK with \$3.9 million, Australia \$2.4 million and New Zealand \$1.5 million. Japan's contribution funded a major hospital development. The EC, the ADB and a range of multilateral and international donors made up the balance.

Remittances from I-Kiribati working as crewmen on ships, on the phosphate on Nauru, on Tuvalu and New Zealand are worth some \$4 million per annum. It is estimated that 10 per cent of the formal workforce are engaged overseas. It is anticipated that this valuable source of income for many families could decline when the Nauru phosphate workings close in the mid 1990s.

Currency. Australian currency is used. It is issued in five, 10, 20, 50 cents and \$1 and \$2 coins and \$5, \$10, \$20, \$50 and \$100 notes.

Banks. The Bank of Kiribati (BOK), established in 1984, is the sole trading bank. It is a joint venture between the government (49 per cent) and Westpac Banking Corporation (51 per cent) which acts as a central bank in particular areas, as a banker to the government and as manager of the country's international reserves. The BOK is directed by the government to give priority to private sector development loan applications, however, lack of security, particularly in the form of freehold land, considerably limits the extension of credit. There are branches on Betio, Bairiki and Bikenibeu and in London, Kiribati. Agencies operate in most outer islands. Deposits in 1990 were worth \$30.5 million, advances were \$3.8 million and total assets were \$35.9 million. The Development Bank of Kiribati (DBK) was established in 1987 with technical assistance from the ADB to replace the National Loans Board. Its directives are to promote private sector development and employment in key productive areas such as primary industry, fisheries, manufacturing and transport, particularly in the outer islands. In 1990 loans and investments totalled \$2.4 million and total assets were \$2.6 million. Although based on South Tarawa officers of the DBK regularly visit outer islands to assess applications. It can provide technical assistance and management advice when required.

Revenue equalisation reserve fund (RERF). This was established in 1956 from the

proceeds of phosphate royalties as a form of government savings to be used to maintain the recurrent budget when required. It has grown substantially from \$3 million in 1968 to \$266 million in 1991. Earnings in the form of interest and related payments from investments are now a major source of foreign exchange and non-tax revenue in the budget. About 68 per cent of RERF is invested in bonds, 29 per cent in equities and the balance is held as bank deposits. It is managed by a London stockbroker and supervised by a Kiribati committee chaired by the finance minister.

Finance centre. Kiribati has not yet established off-shore banking or tax haven facilities.

TRANSPORT. A compacted coral road runs the length of South Tarawa and across the Bairiki-Betio causeway which connects with North Tarawa. Other islands have coral and dirt surfaced roads. Hire cars, taxis and buses ply Tarawa roads but transport is very limited on outer islands.

Airlines. Airline of the Marshall Islands currently connects Tarawa with Tuvalu and Fiji and a local Hawaiian airline flies charters between Honolulu and Kiribati. Domestic services for passengers and cargo are by Air Tungaru, a government corporation.

Airfields. Bonriki, the international airport on Tarawa, was to undergo extensive upgrading as this book went to press. Cassidy Airfield on Kiribati is also a point of entry. There are 16 airstrips on islands throughout the nation.

Port facilities. Betio Harbour on South Tarawa is equipped to handle small container and conventional vessels, though most overseas vessels must anchor offshore to unload by barge. Wharf and port facilities elsewhere in the country are extremely limited because of the extensive reef areas which are nearly dry at low tide. Lagoons, however, can

offer safe anchorages.

Shipping services. Domestic shipping is operated by the Kiribati Shipping Corporation (KSC) which brings copra from the outer islands to Betio for shipment to Europe, takes cargo back to the outer islands and moves people about the island group where required. Several small inter-island traders provide valuable transport links as well. KSC operates services between Tarawa, Funafuti in Tuvalu and Suva in Fiji. At the end of 1992 a new cargo-container ship began operations for the KSC between Tarawa, Kiritimati and Honolulu.

Other shipping lines which provide international and regional services include China Navigation, Nauru Pacific Line, Micronesia and Orient Navigation Co. and the Pacific Forum Line.

COMMUNICATIONS. The main post office is at Betio. There are branches or agencies elsewhere throughout the islands.

Telecommunications. Telecom Kiribati Ltd is responsible for all telecommunications. EC funding has upgraded and extended services and facilities, particularly on Tarawa. International services include telegram, facsimile and telex. Outer islands' telecommunications work on high frequency

radio although a few have VHF transceivers. IDD country code is 686.

Radio & TV. Broadcasting is controlled by the government owned Broadcasting and Publications Authority (BPA). It is financed by government grant and advertising revenue. Radio Kiribati broadcasts on 846 kHz on a medium wave band using a 10 kw transmitter and is heard throughout Kiribati and Tuvalu. Another transmitter on Betio belonging to Telecom relay off-air signals to Kiritimati. Radio Kiribati is on the air for one and a half hours in the morning and three and a half hours in the evening. Broadcasts are mainly in the local language, but there are English language programmes also. There is no TV to date, but video is popular.

Print media. BPA produces a weekly newspaper *Te Uekera* with articles in Kiribatese and English. Several churches publish monthly newsletters. Overseas periodicals are occasionally available.

Libraries, archives, museums. The USP Extension Centre has library facilities for students as do schools. There is a public library and state archives on Bairiki and the foreign missions usually have reading material pertaining to their countries.

UTILITIES. Urban Tarawa is supplied by diesel generators producing 240 volt, 50 cycle power. It is the responsibility of the public utilities board. Local councils, some institutions and individuals operate generators on outer islands and in villages.

Water supplies are a long standing problem throughout the country. Wells, roof catchment and galleries are the major sources of water, the latter being confined to

AD resulted in a merging of the older and newer groups through inter-marriage. The result, by the time Europeans first began describing the islanders in detail in the early 19th century was that the population was reasonably homogeneous in appearance and in traditions.

Although the people had many common traditions, social organisation was not uniform throughout the group. Social units in the north tended to be larger than those in the south and on most islands, there were at any time, several leaders competing for dominance. In some instances (for example Butaritari-Makin and Abemama-Kuria-Aranuka), paramount chiefs emerged. With European contact, firearms and sometimes trading monopolies, these men were able to consolidate their position. In contrast, authority in the southern islands was vested in *maneaba* (meeting house) councils of old men and each was the leader of his own *kainga* or clan hamlet. Most of the islands were divided into several competing *maneaba* districts and throughout the group, the *maneaba* has remained the focal point of all social and political activity.

European discovery. The first undoubted European arrival was that of the Spanish explorer Quiros who sighted Butaritari in 1606 and named it Buen Viaje (Good Voyage). More thorough exploration began in 1765 when Commodore John Byron discovered Nikunau in HMS *Dolphin*. In 1788, Captain Thomas Gilbert of the *Charlotte* and Captain John Marshall of the *Scarborough* located several more islands when sailing from Sydney to China. The remaining islands were recorded by Europeans between 1799 and 1826.

Gilberts named. The name Gilbert Islands was given to the group by the Russian hydrographer Krusenstern in the 1820s. From that time until about 1870, many British and American whaling vessels sought sperm whales in the surrounding waters. Seamen

from some of these vessels occasionally deserted in the islands and became beachcombers, while adventurous Gilbertese, as they were then known, were taken on as crewmen.

The first European to live in the group landed there in 1837. After trading vessels began visiting the group from about 1850, some of the beachcombers became traders and agents for firms in Australia, Germany and the US. Other traders were sent there by their firms. Coconut oil was the chief commodity of trade until copra completely replaced it about 1870-1880.

Labour recruiting. In the second half of the 19th century about 9000 Islanders worked overseas, especially on plantations. In the 1860s the Peruvian recruiters were virtually slave-traders and Islanders later learned to fear the "men-stealing ships" from Tahiti. Nevertheless, many were willing, even eager, recruits, especially in times of drought.

The main destinations of these labourers were Fiji, Samoa, Tahiti, Hawaii and, towards the end of the century, Central America. The recruiting at this time established a pattern of family migration which was most unusual for the labour trade in the 19th century. It also established patterns for 20th-century migration to Banaba and Nauru.

The first European missionary to live and work here was the Rev. Hiram Bingham, a Protestant, of the American Board of Commissioners for Foreign Missions. He established a mission on Abaiani in 1857, and with the help of Hawaiian pastors spread Christianity throughout the northern islands. In 1870, after Polynesian teachers of the London Missionary Society had established missions in the Ellice Islands (now Tuvalu), the Rev. S. J. Whitmee of the LMS brought Samoan pastors to Arorua, Tamana, Onotua and Beru. From those islands, the LMS continued to spread northwards until, in 1917, the American Board agreed to withdraw from

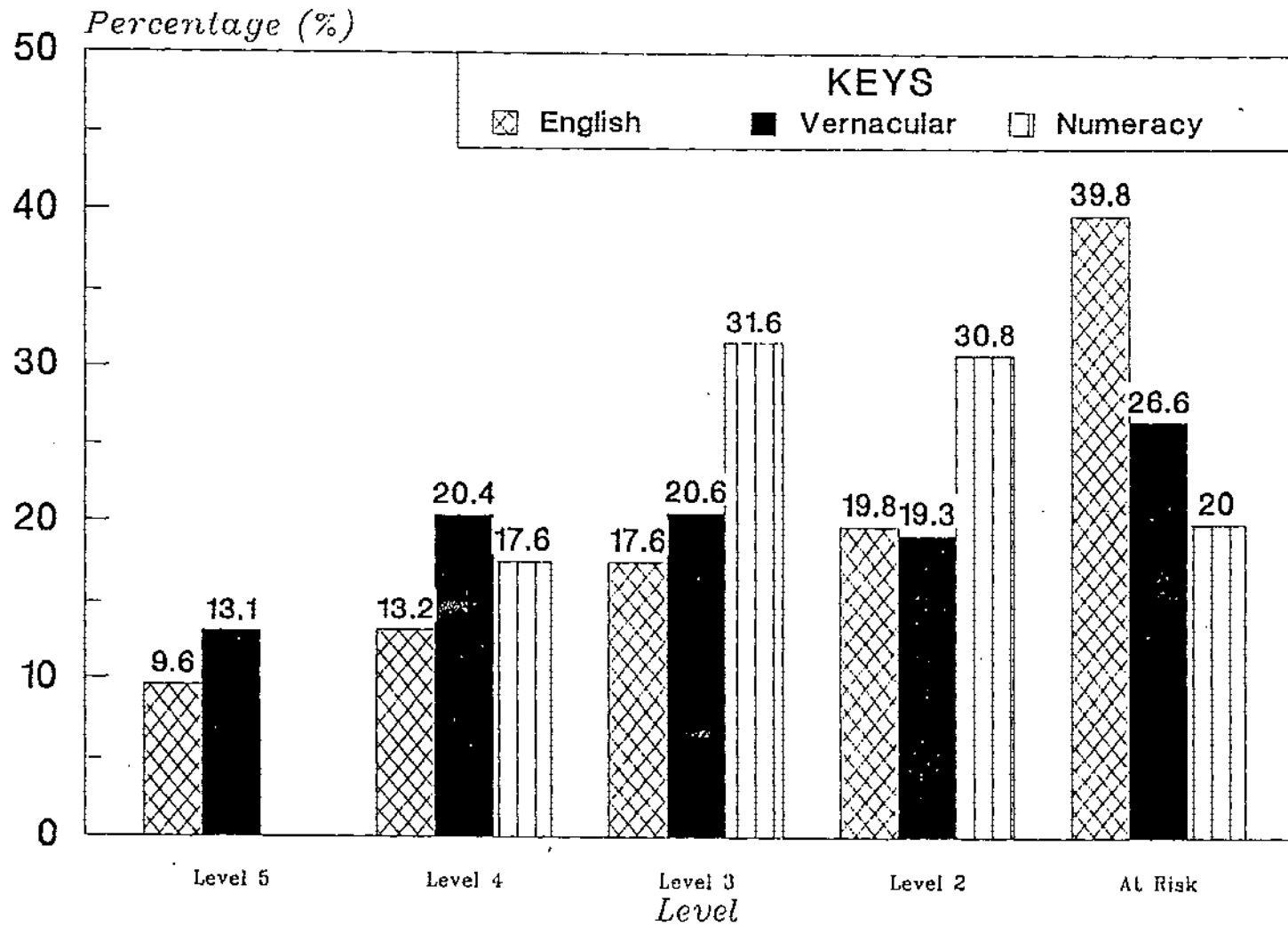
Tarawa. During droughts water from galleries can be moved about the main island by tanker but the heavy reliance on rain water catchment means water generally becomes very scarce in the long dry periods.

Government Budget 1990-1991 \$'000

	1990	1991
Revenue	21,064	22,847
Tax revenue	9049	9870
Non-tax revenue	11,953	12,977
RERF interest	7945	7500
External Development Grants	17,192	16,672
Current Expenditure	20,814	22,847
Development Expenditure	17,842	16,673
RERF Interest reinvested	3755	4200
STABEX	81	n.a.
Overall Balance	3436	4199

APPENDIX 7

PILL Test 1 Results – Regional Average



Note: Not to be published without
permission from Programme
Manager BELS RAS/92/302.

MID-DECADE REVIEW OF PROGRESS TOWARD EDUCATION FOR ALL SUMMARY PROFILE SHEET FOR:

APPENDIX 8 TONGA

TONGA

(country name)

This Summary Profile Sheet is intended to facilitate the analysis of country reports. Please mark the "yes" or "no" box for questions 1 through 7. The Sheet should be attached to the country report on the Mid-Decade Review submitted to the EFA Forum Secretariat.

Yes No

- ☒ ☐ 1. Has your Government defined a strategy and/or plan of action to provide Education for All?
- ☐ ☐ 2. Has your Government adopted specific Education for All (EFA) goals or targets in respect to the following "target dimensions"?
- ☐ ☒ * Early childhood development
 - ☒ ☐ * Primary schooling
 - ☒ ☐ * Learning achievement
 - ☐ ☒ * Adult literacy
 - ☒ ☐ * Training (out-of-school) in essential life skills for youth and adults
 - ☒ ☐ * Education (via the media) for better living
- ☐ ☒ 3. Has your Government established a special body (e.g. national task force, commission, inter-ministerial committee) to promote or co-ordinate or monitor action toward Education for All? *Done by Ministry of Education*
- ☒ ☐ 4. Has the WORLD CONFERENCE ON EDUCATION FOR ALL (Jomtien, Thailand, March 1990) and its Declaration and Framework for Action helped focus attention on basic education in your country?
- ☐ ☐ 5. Has your Government taken steps since 1990 to increase public expenditure on basic education (i.e. for the items listed in point 1 above)?

If possible, please indicate the percentage of the Education Budget allocated to primary schooling in fiscal years

1990: ____% 1992: ____% 199____: ____%

- ☒ ☐ 6. Is there strong evidence that the provision of basic education is improving in your country?
7. What has been the principal obstacle to your country's progress toward Education for All? (Please check one among the following four items.)
- ☐ * unclear goals, priorities, strategy or plan
 - ☒ * inadequate financial resources
 - ☐ * lack of qualified personnel
 - ☐ * other: _____

8. What has been the principal achievement in your country since 1990 in moving toward Education for All? (Please give brief answer.)

CLARIFICATION OF BILINGUAL EDUCATION POLICY
AND STRENGTHENING OF SENIOR LEVEL EDUCATION LEADERSHIP

SUMMARY PROFILE SHEET FOR:

KIRIBATI (country name)

This Summary Profile Sheet is intended to facilitate the analysis of country reports. Please mark the "yes" or "no" box for questions 1 through 7. The Sheet should be attached to the country report on the Mid-Decade Review submitted to the EFA Forum Secretariat.

Yes No

- ☒ ☐ 1. Has your Government defined a strategy and/or plan of action to provide Education for All ?
2. Has your Government adopted specific Education for All (EFA) goals or targets in respect to the following "target dimensions" ?
- ☐ ☒ * Early childhood development
- ☒ ☐ * Primary schooling
- ☒ ☐ * Learning achievement
- ☐ ☒ * Adult literacy
- ☒ ☐ * Training (out-of-school) in essential life skills for youth and adults (ON TRIAL)
- ☒ ☐ * Education (via the media) for better living
- ☒ ☐ 3. Has your Government established a special body (e.g. national task force, commission, inter-ministerial committee) to promote or co-ordinate or monitor action toward Education for All ? (NEEDS REVIVAL)
- ☒ ☐ 4. Has the WORLD CONFERENCE ON EDUCATION FOR ALL (Jomtien, Thailand, March 1990) and its Declaration and Framework for Action helped focus attention on basic education in your country?
- ☐ ☐ 5. Has your Government taken steps since 1990 to increase public expenditure on basic education (i.e for the items listed in point 1 above) ?

If possible, please indicate the percentage of the Education Budget allocated to primary schooling in fiscal years

1990: ____% 1992: ____% 199__ : ____%

- ☐ ☐ 6. Is there ^{some} strong evidence that the provision of basic education is improving in your country ?

7. What has been the principal obstacle to your country's progress toward Education for All? (Please check one among the following four items.)

- ☐ * unclear goals, priorities, strategy or plan
- ☒ * inadequate financial resources
- ☒ * lack of qualified personnel
- ☐ * other: _____

8. What has been the principal achievement in your country since 1990 in moving toward Education for All? (Please give brief answer.)

ECD THROUGH NGO INITIATIVES AND
GOVERNMENT BACKING.

APPENDIX 9: NATIONAL PERSONS CONSULTED

TONGA

1. Mr. Viliami Takau, Deputy Director of Education
2. Dr. Visessio Pongi, Deputy Director of Education
3. Dr. 'Ana Maui Taufē'ulungaki, Deputy Director of Education
4. Mr. Fangufangumanu Latu, Deputy Director of Education
5. Ms. Tuna Kaimanu Fielakepa, CEO (Primary) (Delegate to Jomtien, 1990)
6. Mr. Finau Tutone, Senior Lecturer (Examinations)
7. Ms. Emily Moala, Principal, TTC
8. Mr Colin Lutui, CEO (Curriculum)

BELS (Primary and Literacy Education) TEAM:

9. Ms. Aneti Fonua, BELS (PALE) Coordinator
10. Ms. Fatai Leger, PALE Community Support
11. Mr. Sione Maumau, PALE Classroom Skills

KIRIBATI

1. Mr Taakei Taoba, Secretary of Education
2. Mr Timau Tira, Acting CEO
3. Mr Kirata Tekawa, EO (Assessment)
4. Mr Nauto Takaira, EO (Non-Formal Education)
5. Mr Mikaio Rorobuaka (Retired CEO. Delegate to Jomtien, 1990)
6. Sr. Margaret Sullivan, Director of Catholic Education
7. Rev. Dr. Pepine Iosua, General Secretary, Kiribati Protestant Church
8. Mrs Koin Tiotaake, Kiribati National Union of Teachers