CHILD PROTECTION SYSTEM GOVERNANCE INDICATORS FRAMEWORK
ASSESSMENT KIRIBATI

CHILD PROTECTION SYSTEM GOVERNANCE INDICATORS FRAMEWORK

ASSESSMENT KIRIBATI

CONTENTS

Domain 5. Quality assurance 125

Domain 6. Public communications and influencing 137

Annexes 150

LIST OF TABLES

LIST OF FIGURES

ACRONYMS

ADB	Asian Development Bank
AG	Auditor General
AIDS	Acquired Immunodeficiency Syndrome
APTC	Australia-Pacific Technical College
ASWOs	Assistant Social Welfare Officers
AusAID	Australian Agency for International Development
BTC	Betio Town Council
CBA	Cost-benefit analysis
CDC	Center for Disease Control and Prevention
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CICL	Children in Conflict with the Law
CLGF	Commonwealth Local Government Forum
CMIS	Case Management and Intelligence System
COA	Chart of Account
COFOG	Classification of the Functions of the Government
CP	Child Protection
CPA	Country Programme Aid
CRC	Convention on the Rights of the Child
CRIN	Child Rights Information Network
CRPD	Convention on the Rights of Persons with Disabilities
CYPFW	Children, Young People and Family Welfare Act 2012
DCC	Development Coordinating Committee
DFAT	Department of Foreign Affairs and Trade
DHS	Demographic Household Survey
DRM	Disaster Risk Management
DVSO	Domestic Violence and Sexual Offences
EAP	East Asia and Pacific
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
ESGBV	Eliminating Sexual and Gender Based Violence
ESSP	Education Sector Strategic Plan
EU	European Unions
FASO	Family Assistance and Sexual Offences
FASW	Fiji Association of Social Workers
FGD	Focus Group Discussion
FHSS	Family Health and Support Study
GBV	Gender Based Violence
GDP	Gross Domestic Product
GFDRR	Global Facility for Disaster Risk Reduction
GFS	Government Finance Statistics
GIF	Governance Indicators Framework
GIS	Geographic Information System
GNI	Gross National Income
GTZ	German Organization for Technial Cooperation
HIES	Household Income and Expenditure Survey
HIV	Human Immunodeficiency Virus
HRD	Human Resource Development
HRPC	National Human Resource Planning Committee
ICODE	International Commission on Open and Distance Education
IDCs	Island Disaster Councils
ILO	International Labour Organization
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour
IT	Information Technology
JDs	Job Descriptions
KANGO	Kiribati Association of NGOs
KAP	Kiribati Adaptation Program
KDP	Kiribati Development Plan
KEIP	Kiribati Education Improvement Program
KEMIS	Kiribati Education Management Information System
KFHA	Kiribati Family Health Association
KFHSS	Kiribati Family Health and Support Study
KLGA	Kiribati Local Government Association
KIT	Kiribati Institute of Technology
KNACC	Kiribati National Advisory Committee on Children
KNAO	Kiribati National Audit Office
KPAs	Key Policy Areas
KPS	Kiribati Police Service
KRCS	Kiribati Red Cross Society
KSN	Kiribati School of Nursing

KTC	Kiribati Teachers College
K-WAN	Kiribati Women Activists Network
LMIA	Labour Market Information and Analysis
M&E	Monitoring & Evaluation
MACR	Minimum age for criminal responsibility
MCIC	Ministry of Commerce, Industry and Cooperatives
MDAs	Ministries, Departments and Agencies
ME	Ministry of Education
MFED	Ministry of Finance and Economic Development
MHMS	Ministry of Health and Medical Services
MIA	Ministry of Internal Affairs
MICs	Multiple Indicator Cluster Survey
MISA	Ministry of Internal and Social Affairs
MLHRD	Ministry of Labour and Human Resource Development
MLPID	Ministry of Line and Phoenix Islands Development
MoFEP	Ministry of Finance and Economic Planning
MP	Member of Parliament
MTFF	Medium Term Fiscal Framework
MWYSA	Ministry of Women, Youth and Social Affairs
MYES	Ministry of Youth, Education and Sports
NCS	National Conditions of Service
NDRM	National Disaster Risk Management
NDRMC	National Disaster Risk Management Council
NDRMO	National Disaster Risk Management Office
NDRMP	National Disaster Risk Management Plan
NEPO	National Economic Planning Office
NSO	National Statistics Office
NYC	National Youth Council
NZ	New Zealand
ODA	Overseas Development Assistance
OLSH	Our Lady of the Sacred Heart
PEFA	Public Expenditure and Financial Accountability
PF	Personal File
PFM	Public Financial Management
PFTAC	Pacific Financial Technical Assistance Centre
PGD	Post-Graduate Decree
PIANGO	Pacific Islands Association of Non-Governmental Organizations
PIC	Pacific Island Countries
PINEAPPLES	Pacific Island Nation Evaluation Analysis Policy and Planning Leveraging Education Statistics
PNG	Papua New Guinea
PPDVP	Pacific Prevention of Domestic Violence Programme
PQRs	Post Qualification Requirements
PRPI	Pacific Regional Policing Initiative
PSO	Public Service Office
RERF	Revenue Equalization Reserve Fund
RNZI	Radio New Zealand International
RRRT	Regional Rights Resource Team
SAS	Study Assistance Scheme
SCEC	Stop Commercial Exploitation of Children
SNPU	Strategic National Policy Unit
SOE	State Owned Enterprise
SOP	Standard Operations Procedure
SOPAC	Pacific Islands Applied GeoScience Commission
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environmental Programme
SPSO	Secretary to Public Service Office
STD	Sexually Transmitted Disease
SW	Social Work
SWG	Sector Working Group
SWOs	Social Welfare Officers
TACKLE	Tackling Child Labour Through Education
UK	United Kingdom
UN	United Nations
UNDAF	United Nations Development Assistance Framework for the Pacific Sub-Region
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	The United Nations Children's Fund
US	United States
USD	United States Dollar
USP	University of South Pacific
UWS	University of Western Sydney
VAT	Value Added Tax
WHO	World Health Organization

SUMMARY OF FINDINGS

RESULTS MATRIX

	Predictive learning	Navigational leadership	Strategic anticipation	Agility	Resilience	Open collaboration
Policy process	1.1 Clarity and consistency of child protection priorities	1.2 Coherent specification of key child protection concepts	1.3 Preparedness to volatile environment	1.4 Policy coordination structures	1.5 Policy monitoring and evaluation	1.6 Synergies across sectors
Public financial management	2.1 Multi-year budgeting based on realistic costing	2.2 Transparency and creditability of budget allocations	2.3 Spending flexibility	2.4 Neutrality of financial incentives	2.5 Value for money	2.6 Effective structures for decentralized funding
Human resource management	3.1 Standards for child protection professionals	3.2 Personnel accounting and payroll control	3.3 Continuity across electoral cycles	3.4 Training to maintain up-to-date expertise	3.5 Performance evaluation	3.6 Attracting and retaining qualified staff
Information management	4.1 Use of evidence in policy process	4.2 Quality of child protection databases	4.3 Responsiveness to changing policy demands	4.4 Data consolidation and exchange	4.5 Links between data users and producers	4.6 Links to national child protection research agenda
Quality assurance	5.1 Quality guidance and standards	5.2 Creditability and regularity of inspections	5.3 Encouragement of innovation	5.4 Effective gate-keeping and referrals	5.5 Enforcement and follow-up	5.6 Integration with communities
Comms and influencing	6.1 Clarity of child protection Communication Strategy	6.2 Availibility of evidence on values and attitudes	6.3 Alertness to changing risks	6.4 Interactive engagement with key audiences	6.5 Building on existing positive values	6.6 Involvement of opinion leaders into behaviour change agenda

Four criteria for each Indicator	Assessment: "Was the benchmark achieved?"
Benchmark 1	
Benchmark 2	• "Yes" = 1
Benchmark 3	• "Yes, restricted" = 0.75 • "No, extended" = 0.25
Benchmark 4	• "No" = 0

Total points received for each indicator	Resulting score
[3 to 4]	Score A
[2 to 3]	Score B
[1 to 2]	Score C
[0 to 1]	Score D

KEY STRENGTHS AND WEAKNESSES

While Kiribati society has a long-standing tradition of caring, family-oriented, cooperative and flexible support for its children, until recently these approaches remained mostly informal and fragmented. With the development and introduction of the Children, Young People and Family Welfare (CYPFW) Act 2012, the country entered an era of gradual mobilization for a new, comprehensive child protection system. This initial stage included significant progress, ambitious commitments, which have yet to materialize, and gaps not yet covered with either plans or action.

Strong dimensions:

- **Open collaboration.** A strong culture of social cohesion and community-oriented consensual decision-making permeates Kiribati's public administration system and service provision. Existing programmes in child protection are centred on community/family-based solutions: there are no residential services; any interventions, preventive or promotional measures are closely agreed with the kin and community leaders (a principle maintained by the CYPFW Act 2012). The small size of the individual communities and oceanic distances between them necessitates openness to regional cooperation in education, research and policy development. Relations between local and central authorities are straightforward and effective: the central Government, as the key advocate of expanding a formal child protection system, is funding and directly providing most of the respective services. Where, and if local councils wish to, they can supplement basic services with additional initiatives. Even the poorest islands were shown to have some underutilized potential and enough authority to mobilize extra local revenue.

- **Strategic anticipation.** Rules for data collection, budgeting, staff management and service provision are sufficiently flexible to react to unforeseen contingencies and to foster innovation. Existing strategies in child protection, such as the National Youth Policy 2011-2015 highlight potential sources of new alerts: new risks and vulnerabilities amongst young people related to economic and social changes. During 2012-2013, the Government set up national structures for Disaster Risk Management (DRM) and climate change anticipation, with an explicit role for the Ministry of Education in addressing child protection disaster-related risks.

- **Agility.** The Government began to modify institutional structures for child protection making them more responsive to the variable needs of vulnerable children. Inter-agency coordination was taken over by an executive sector-level working group which meets regularly and is an effective decision-maker. The CYPFW Act 2012 streamlined the previously informal rules for gatekeeping and referrals, which should gradually lead to addressing every child's situation through a clear procedure focused on the child's best interests. Comprehensive training in child protection was provided to the social welfare and police staff to make sure that they were in a position to recognize and respond to protection risks in an optimal way.

Weaker dimensions:

- **Resilience.** At the moment, the weakest dimension of the Kiribati's child protection system is the lack of arrangements to acknowledge and analyse poor performances in order to build on any setbacks constructively for the future. The lead ministry has not yet capitalized on the Government's new Monitoring and Evaluation (M&E) system (finding it difficult to come up with measurable targets and to analyse them consistently). The staff performance evaluation system is biased towards punitive disciplinary enforcement, with no tools to constructively gather feedback on mistakes and barriers. There is no benefit system to stimulate extra effort. Spending is not analysed in terms of achieved results to enable modifications and increasing value for money. Value-changing programmes proclaim the importance of building on the positives, but concrete models and messages have not yet been documented.

- **Navigational leadership.** A major difficulty the Kiribati Government is facing in developing its child protection system is the lack of a collective sense of the current situation so that all partners could confidently embrace the proposed direction of change. There is no integrated statistical picture of the current resources used (financial reporting is weak; personnel accounting and payroll control are not coordinated, creating overpays and ghost workers); data on the child protection outcomes are scattered across isolated sector-level databases, which have multiple gaps and are often outdated. There is no system for physical inspection of service providers to assess their numbers and quality. Knowledge of public attitudes is not systemically collected and is mostly related to gender-based violence rather than aspects of child protection.

- **Predictive learning.** On the one hand, the CYPFW Act 2012 installed an ambitious reform agenda and it was also explicitly recognized in the country's overall Kiribati Development Plan (KDP) 2012-2015. However, it is still difficult for the Government to formulate actionable, relevant and realistic priorities. Analysis of the current patterns (to identify intended change) is weak: ministerial staff does not receive enough statistical training and do not fully utilize existing data, either for developing policy documents or to cost and defend budget proposals. Strategic plans with exact mid-term and annual action points were not formulated either for the lead ministry or for the inter-agency working groups dealing with child protection; even in the KDP child protection outputs have incomplete and vague targets. Exact standards for service provision too were not yet developed.

DOMAIN 1. POLICY PROCESS

Current progress:

- Although participation in international treaties is an uphill battle for Kiribati because of the country's small size and remoteness, it is steadily expanding its child protection commitments and improving actual compliance even where formal reporting is behind. At the moment, Kiribati has signed 10 of 28 relevant conventions, which includes the adoption of International Labour Organization Conventions on Minimum Age and on the Worst Forms of Child Labour (2009), the Convention on the Rights of Persons with Disabilities (2013) and withdrawal of all reservations to the Convention on the Rights of the Child (2014).

- In 2012-2014 Kiribati introduced the break-through Children, Young People and Family Welfare (CYPFW) 2012 Act – a comprehensive framework for child protection including internationally compatible definitions, clear division of roles, reporting and referral rules, as well as mechanisms for assessment, intervention and enforcement. The CYPFW Act 2012 is an ambitious roadmap in building a functional child protection system starting from a relatively low base, which explains why many of its approaches currently exceed existing capacities. However, steps (described further) are being constantly taken to catch up and allow for gradual "mobilization" of a new child propection system.

- In parallel to ground-breaking child protection developments, Kiribati works to build an overall national strategic planning system. The latest round of mid-term planning reflected in the Kiribati Development Plan (KDP) 2012-2015 incorporates a range of innovations. First, it is the first mid-term plan to include specific child protection objectives (previously the focus of welfare initiatives were mostly on gender). The KDP Policy Area 5 (Governance) includes two outputs related to development and the promotion of regulations, which would be conducive to the CRC, and wider access to protective services by all children and women (including legal aid and counselling). Moreover, there is considerable familiarity and ownership of these objectives among implementing staff: half of the mini-survey respondents mentioned these outputs as the top-three priorities in the child protection area. Second, the current KDP was developed in conjunction with massive Public Financial Management (PFM) reforms. For the first time, it is linked to a Medium Term Fiscal Framework (MTFF), as well as strategic plans and budgets of the line ministries.

- The Government established an effective executive inter-ministerial Working Group (WG) to lead in policy design and implementation. Unlike the initial coordination body – the Kiribati National Advisory Committee on Children (KNACC), established as part of the CRC implementation mechanism, is an integral part of the newly emerging KDP-oriented planning system, linked to the Government's own budgeting and reporting arrangements. Composed of Deputy Secretaries of relevant ministries (plus technical staff and NGOs), meeting on a monthly basis, the KNACC has sufficient authority to ensure coordination and oversight, especially in Kiribati's political context, which is dominated by the Government rather than non-executive stakeholders. ***RECOMMENDATION:*** *To further strengthen coordination with and within the NGO community, and to invite and assist the Kiribati Local Government Association (KLGA) to share its recent successful experience of transition to self-funding. This is after its graduation from donor support with the Kiribati Association of NGOs (KANGO), which has not been functional since donor core funding expired in 2010.*

- Coordination with the Justice Sector is developing through: legal reforms building on previous non-legislative policies for court diversion and community-based policing (a new Juvenile Justice Bill is currently being considered by parliament); expanding the network of Domestic Violence and Sexual Offences (DVSO) units; and comprehensive child protection training, which was provided to the entire police force.

Open challenges:

- The recent fundamental improvement in the organization of the Government's strategic planning and evaluation cycle has not yet fully extended to the social welfare sector. The innovative results matrix to monitor implementation of the KDP 2012-2015 failed to identify verifiable progress

indicators for its child protection outputs. Reorganization of the former Ministry of Internal and Social Affairs (MISA) into a Ministry of Women, Youth and Social Affairs (MWYSA) and a Ministry of Internal Affairs (MIA) led to delays in agreeing the sector's mid-term and annual plan which is supposed to be used for results-based reporting to the National Economic Planning Office (NEPO). **RECOMMENDATION:** *After the introduction of the CYPFW Act 2012, former MISA jointly with key donors planned to complement the act with a "Monitoring and Adaptation System" (not yet in place but keenly awaited by all partners). It is important to make sure that this system is developed as part of the KDP M&E framework and is incorporated into the multi-annual sector plan and results matrix (rather than being a separate document and process).*

- Kiribati has exceptional positive experience in striving to explicitly combine customary and constitutional law through a highly consultative process, but the current dual system remains ambiguous and risky for the children. The Kiribati Constitution protects fundamental human rights, but contains no specific provisions for the rights of children. While most of these rights were covered by the CYPFW Act 2012, lack of their incorporation within the supreme law is a constraining factor, especially given the ambiguities with regard to interpretation of customary law. Unlike many Pacific neighbours, The Kiribati Constitution does not refer to customs as a formal source of law and provides an opportunity to interpret fundamental rights as having priority over custom. However, the Laws of Kiribati Act 1989 explicitly recognizes customary law and allows courts to refer to customary law selectively in cases related to adoption, marriage, divorce, custody and guardianship. Provisions for choosing between constitutional and customary rules are vague and have no guidance on the protection of children's rights (e.g. in cases of *"te kabara bure"*). **RECOMMENDATION:** *Recent broad consultations conducted to develop the CYPFW Act 2012 could be used as a springboard for further dialogue to amend current ambiguities in the Laws of Kiribati Act 1989 (and/or Constitution) with regard to child protection issues. This process could be leveraged by a similar recommendation made by the PSC Regional Rights Resource Team (RRRT) in the area of gender-based violence.*

- Despite Kiribati's cultural preference for indirect consultations and consensus decision-making, the country's parliament (Maneaba ni Maungatabu) has very weak capacity for policy analysis to effectively support a child protection agenda. **RECOMMENDATION:** *Systemically engage the professional Secretariat of the Maneaba ni Maungatabu into child protection forums (such as Sector Working Group (SWG) meetings or public consultations) and supply them with user-friendly communications on needed policy changes along with technical arguments such as prevalence data and research evidence on the impact of child abuse.*

- Kiribati does not have a clear policy or practical guidelines on addressing child protection issues through the health sector. The health sector strategic plan for 2012-2015 includes some potentially relevant goals, but none of them are operationalized into programmes which would be specific to protecting children (e.g., output related gender-based violence focus on the improvement of facilities and broad training for staff without specific coverage of child abuse, respective support and referral guidelines). Child protection is not yet part of the curricula for medical students. **RECOMMENDATION:** *Develop a practical child protection manual for health centres and hospitals to cover identification and response to episodes and risks of child maltreatment, and the collection of relevant data (in conjunction with the broader Data Management and Surveillance policy discussed later). Include this information as a module in the curricula of the Kiribati School of Nursing. Liaise with MHMS to include respective objectives into the Health Strategic Plan 2016-2019.*

- The CYPFW Act 2012 does not mandate teachers to report episodes or risks of child abuse. The new Education Bill is said to prohibit corporal punishment, but it is not clear what other elements of child protection it would deliver. The Education Sector Strategic Plan 2012-2015 is silent on child protection issues and no national policy on the issue seem to have been developed. While some teachers receive child protection training within the Child Friendly School programme and through the counselling courses in the Kiribati Teachers College, there is no systemic provision of relevant training. **RECOMMENDATION:** *Start developing a child protection policy for schools, including a simple practical manual for teachers which could be taught in the KTC and with a clear link to the broader Data Management and Surveillance policy discussed later. This could be done through closer links with AusAID/UNICEF/UNESCO Kiribati Education Improvement Program (KEIP) and the Kiribati Education Facility operated by the Coffey International Development.*

DOMAIN 2. PUBLIC FINANCIAL MANAGEMENT

Current progress:

- In 2009, Kiribati went through a Public Expenditure and Financial Accountability (PEFA) assessment led by the Asian Development Bank (ADB). This assessment identified a range of weaknesses which were fully taken on board by the Government. In March 2010, it announced a major Public Financial Management (PFM) reform based on the Kiribati PFM Plan 2011-2014, currently implemented with support from an ADB technical assistance project funded by AusAID. Key directions of change include a much stronger integration of donor activities with Kiribati's own PFM system and new ways to organize and monitor spending. Many of the new rules and changes were consolidated in the new Government Finance Regulations 2011, complementing the country's core Public Finance (Control and Audit) Ordinance (Cap. 79). *RECOMMENDATION: This assessment and its suggested action points for the MFED could be presented to the PFM system development partners to seek their leverage (in particular, the ADB, AusAID and the PFTAC, which in turn leads to the Pacific PFM Roadmap, to facilitate reforms at the regional level and promotes PEFA analysis across PICs).*

- One of the strongest elements of Kiribati's budgeting system is the relatively well-balanced combination of spending flexibility and accountability in the allocation of public funds. Administrative heads can transfer funds between budget programmes without excessive formal clearance rules, and yet the actual amount of such transfers remained reasonable and transparently recorded, attaining the highest PEFA score for this indicator in 2009. The new Government Finance Regulations 2011 further specify rules for internal virements of funds between budget lines. Adjustments to initial budget appropriations, which happen once or twice a year, rarely exceeded 5 per cent and usually increased allocations to subsidies and grants, although the MISA was also a frequent beneficiary (there were no instances when estimates were decreased or moved between ministries). Accounting officers within individual ministries were encouraged to set aside amounts for unforeseen contingencies and there is a separate mechanism of contingency warrants to fund larger emergencies.

- The CYPFW Act 2012 clearly defines the Director for Child and Family Welfare as a key gatekeeper and purchaser of services and explicitly outlines the possibility for "agency agreements" in delivering child protection duties. Article 9 requires that "any agreement and delegation must be in writing and signed by the Secretary and the appropriate organization or person". The CYPFW thereby suggests a possibility for service purchasing under a rule which is flexible and practical, especially given that the supply of possible providers in Kiribati is still very small.

- Child protection funding in Kiribati is constrained not only by objective external challenges (such as the country's isolated geography and small size) but also by the way existing limited resources have been traditionally managed. The Government's overall fiscal policy in the past years has become increasingly risky. Excessive reliance on highly volatile fishing license fees, inefficient State Owned Enterprises (SOEs) and weak expenditure management has led to growing deficits. Until recently, these were covered by drawing down on the country's Revenue Equalization Reserve Fund (RERF) - an all sovereign wealth fund established in 1956 to store Kiribati earnings from phosphate mining. However, RERF assets have already declined during the crisis as a result of exposure to problematic banks, and further reliance on these revenues to expand government social spending is unsustainable. Since 2012, the Government started using international advice to streamline its finance by reforming the SOEs, boosting revenues through private sector development and new taxes. But making ends meet would not be possible significant fiscal consolidations. At the moment, child protection professionals are generally uncertain about trends in their sector spending and oblivious to the prospect of cost-saving. There has been no discussion so far on the need to establish benefit targets and to start auditing programme performance, rather than just expenditure compliance (that all spending was according to approved purposes and within proper authority) and accuracy (adherence to proper procedures and requirements). *RECOMMENDATION: (1) Invite the MFED to make regular (e.g. annual) user-friendly presentations on the strategic fiscal situation and plans of the sector working group; (2) Request the Kiribati Institute of Technology and the Office of Te Beretitenti to share their experiences in cost-benefit analysis for climate change*

programmes with the child protection working group to explore what programmes could be delivered more efficiently; (3) Invite the Kiribati National Audit Office (KNAO) to explain to the child protection working group the current plans to introduce performance audits (as specified on its website).

- Since the MFED began building three-year fiscal forecasts in 2011, they remained accurate, conservative and almost directly translated into annual budgets. Moreover, whenever additional allocations were approved during the year, these were eventually fully absorbed. However, these mid-term forecasts were released without any explanation of the Government's policies and how they translated into spending ceilings by individual administrative heads. This obscured analysis; for example the significant expansion of spending on the former MISA (with combined costs of MIA and MWYSA) in 2014 masked the fact that it resulted from administrative costs of the ministerial split whilst the actual MWYSA programmes had shrunk. **RECOMMENDATION: It would be useful for the MFED to extend its current format of presenting annual budget projections by attaching a brief narrative explanation of key revenue and expenditure decisions. This request could be facilitated through the ADB/AusAID as the key partners to the current PFM reform.**

- Under the new PFM rules, both recurrent and development budgets are shaped through a process which contains significant opportunities for the line ministries to propose and argue their projects and ideas. Every ministry and inter-ministerial working group must submit their budgets based on costing clearly linked to strategic and annual plans. These costings are prepared within broad sector envelopes defined by the MFED, with significant flexibility to propose allocations explaining "verifiable need" for the expenditures. Development project proposals must be issued by inter-ministerial Sector Working Groups (rather than individual ministries), highlighting the link to KDP KPAs, cross-cutting focus and the national lead. These proposals are reviewed every two months by the Development Coordinating Committee (DCC). However, these opportunities are systemically underutilized. The ministries are not aware that there is scope for them to be proactive if due technical argument is attached. Moreover, the ministries are very passive in the DCC: proposals are not explained, not supported with realistic ideas for potential international partners, and not even followed up. **RECOMMENDATION: Key ministries in the working groups, and especially the MWYSA, need support in developing their own budget proposals to the MFED and the projects they represent in DCC. Any costing initiatives should be primarily linked to these processes rather than parallel stand-alone exercises. The ministries should also take more proactive role in negotiations with the MFED and DCC, relying on costing data and evidence-based benefit targets.**

DOMAIN 3. HUMAN RESOURCE MANAGEMENT

Current progress:

- The CYPFW Act 2012 opened an era of capacity mobilization in building a child protection system of an entirely new scale and standard. Development of the CYPFW Bill during 2011-2013 was in itself an activity which included wide trainings, consultations and awareness raising among child protection professionals across the Government.

- The CYPFW Act 2012 introduced a requirement for all non-state providers of children's services (individuals or organizations) to register with the lead Ministry and to comply with a set of professional standards. These standards are currently limited to generic compliance with the CYPFW Act, but the act mandates the Ministry to operationalize them into more specific guidelines. Given that this new requirement is limited to non-state providers only, the public servants (which represent the bulk of the social work force in Kiribati) are not covered. Social workers and other professionals working with children must comply with the Post Qualification Requirements, PQRs (minimum level of education and relevant experience); but these criteria are more demanding for teachers and medical professionals (above Nurse Aids and Health Assistants) than to welfare staff, who are generally classified as comparatively lower ranked.
RECOMMENDATION: (1) As the MWYSA begins developing the CYPFW-mandated standards, it could consider making them broader to cover public employees as well as non-state providers. In addition to quality control, definition of professional standards is critical for formal recognition of the social work profession, raising its social prestige and attractiveness. (2) In addition to the minimum PQRs, eight categories of civil servants are subject to alternate PQRs (technical education; stronger specification of relevant experience and particular skills). These include police, teachers and medical staff but not social workers. Introducing an alternate PQR for welfare professionals and child protection in particular is one way to standardize this service. (3) Interviewed professionals in Kiribati strongly own and respect an "Unwritten Code of Ethics". These informal rules could be used as a platform for future development of the CYPFW-mandated standards and/or the alternate PQRs for civil servants working with children.

- Kiribati benefits from access to overseas tertiary education, in relevant disciplines mostly the University of South Pacific (USP) and the Australia-Pacific Technical College (APTC), although there is a deficit of opportunities for shorter, vocational qualification programmes. There is also a system of Human Resource Development (HRD) for the regular upskilling of permanent civil servants which is integrated into the performance evaluation cycle and includes opportunities for oversea placements. Moreover, the Government's National HRD Plan 2012-2016 extends not only to civil servants but also to the private sector and NGOs. This plan is based on prior diagnostic analysis which showed that 22.2 per cent of civil servants were below their assumed PQRs (identifying "education gaps"), but none such gaps were detected in the (former) MISA. The plan includes a scholarship programme to sponsor studies for the skills necessary for KDP implementation. The most prioritized degrees for such funding in 2015 included Public Health, Gender and Social Work, Gender, Women and Development Studies.

- Most child protection specialists are employed by the Government and consider this job to be a very favourable career prospect (given that the public sector strongly dominates the Kiribati economy and labour market). They are also broadly comfortable with their comparative standing against other civil servants of the same rank. However, there are still signs of discrimination regarding child protection duties: key relevant posts in the welfare and health sector rank on the lowest salary scale levels (unlike teachers). In the health sector in particular, comparatively low salaries and poor work conditions among nurses (as well as the availability of alternative opportunities overseas) lead to high turnover which, in turn, was shown to be one of the biggest barriers to effective frontline service delivery.

Open challenges:

- Apart from social welfare staff, the only other government sector offering systemic training on child protection issues is the police. UNICEF helped the Government to establish a permanent training facility offered by the Kiribati Policy Academy (KPA) (including the training of future trainers), which now offers a child protection module as part of regular induction for new police recruits. But even basic training in child protection issues is lacking in education and health specialists (some consulted professionals proposed extending such training also for statistics and finance specialists). The curricula of either the Kiribati Teachers Colleague (KTC) or the Kiribati School of Nursing (KSN) do not seem to have any relevant courses.
RECOMMENDATION: Extending child protection modules to health and education professional curricula through the KTC and KSN is critical to the gradual build-up of inter-agency links in these sectors. This could be done in cooperation with the KPA with the possibility of using their relevant experience, and potentially also the trainers.

- Although the Government operates a formal system for performance evaluation, it fails to make sure that the capacities of the current workforce are utilized to their full potential. There are several inter-related features of the current approach which seem to explain the current under-utilization.

  - There are clear rules for annual performance appraisal (annual confidential reporting), which affects both the training needs and progression of the salary scale. But studies and interviews question whether formal appraisals (often introduced at donor requests) help to constructively identify and address problems in performance.

  - Both formal appraisalas and the (highly punitive) disciplinary system rely primarily on the criteria of common competences rather than particular post duties and objectives. Common competences are very important. Unlike post duties and workplans, they are mentioned explicitly in the National Conditions of Service (NCS) and in the formal template of the annual confidential report. Additionally, all employees are subject to a strict system of disciplinary measures for misconduct, with particular emphasis on the standards of conduct, dress, dealing with the public and compliance with working hours. The mini-survey in this assessment confirmed that employees tend to associate their work objectives with common competences (punctuality, confidentiality, politeness) rather than post duties and workplans.

  - While all civil service posts are required to have written job descriptions, these are excessively generic (in particular, they do not clearly outline child protection duties). Civil servants are also expected to have individual workplans (which, in principle, should be used in annual appraisals), but none of the interviewed professionals mentioned that they consistently use this tool (and 23 per cent stated that they identify their work objectives by themselves without any tool, document or clearance).

  - Annual reports are prepared jointly by employees and their immediate supervisors and submitted to the Secretary of the Public Service Office (PSO). In reality, the key role in the appraisal of field officers on the Outer Islands is played by the clarks, even if these officers formally report to the headquarters. Given their physical proximity, the clarks are perceived as "the eyes of the central Government on the island" and report to the headquarters on any problems or poor performance of the field staff, affecting their appraisals and sometimes leading to reprimands.

RECOMMENDATION:

1. *While it would be beneficial to extend job descriptions to incorporate child protection elements, the key tool which needs to be strengthened is the annual workplan. It is important to encourage line managers, countersigning officers – and especially the clarks – to better utilize performance appraisal cycles to motivate staff. In particular, it is important to invest time and effort into the development of concrete and measurable annual workplans and to begin appraising professionals (with respective impact on their salary progression) not only against their core competences but also against these post-specific objectives.*

2. *Performance appraisals should contain a visible and mandatory section for assessed officers to explain barriers to achieving their goals and any practical needs. Consultations showed that, at the moment, practical ways of communicating such feedback are very limited, leading to situations where barriers persist even where they could be easily addressed at the headquarter level.*

3. *The system of sanctions is too focused on administrative misconduct. Once the MWYSA develops the new standards mandated by the CYPFW Act – and if these standards are extended to public service employees – a systemic approach must be found to sanction violations of these standards. This would be in line with the NCS requirement to comply with officer "orders, regulations and general instructions". It should also be flexible and constructive, helping to improve performance and learn from mistakes.*

4. *These changes could be advocated through a stronger liaison with the PSO which is currently in the process of signification revision by the NCS.*

- The system of staff motivation is non-existent. Potential rewards for good performance stipulated by the NCS are limited to one-off awards for new educational attainments. There is   no system of bonuses or other incentives for exceptional performance. Lack of motivation was quoted by some studies and consultations as a potential reason for absenteeism and attrition, which was a problem throughout the civil service. **RECOMMENDATION:** *It is critical to introduce a system of rewards for child protection specialists. These rewards do not have to be financial and could focus on the formal recognition of exceptional effort (honorary certificates and titles, extra leave, opportunities for additional training etc).*

- The small size of the social work force in Kiribati and its physical remoteness makes it difficult for it to associate into professional organizations. Even at the level of NGOs, the Kiribati Association of NGOs (KANGO) found it difficult to achieve sustainability. This deprives Kiribati welfare specialists of professional contacts and development opportunities. **RECOMMENDATION:** *One possibility is to strengthen liaison with the Fiji Association of Social Workers (FASW) which is, at the moment, trying to scale up its activities after several less active years.*

DOMAIN 4. INFORMATION MANAGEMENT

Current progress:

• The collection of child protection data in Kiribati is not yet well developed, and these early stages of system design offer considerable opportunities. At the moment, rules for data gathering and exchange are highly flexible, and there do not seem to be any legislative or institutional barriers for introducing new templates, data sharing protocols and even new surveys. The National Statistics Office (NSO) is mandated by the Statistics Act 1997 to supply data needed for policy purposes, and is generally open to proactive requests from data users for data provision, processing and explanation.

• The biggest opportunity is the CYPFW Act 2012 which explicitly requires the lead Ministry (MWYSA) to "maintain an information management system on children and young people" and also gives the MWYSA Director the power to request due cooperation from any other government division or agency, including "information needed to ensure child protection and to ensure implementation of the CYPFW Act". At the moment, there is no concept of such a system. Moreover, unlike the Health and Education sector, there has been no systemic mapping of current data flows. Information relevant to child protection is fragmented across sectors (collected by at least seven agencies), which operate their own separate databases according to internal ministerial rules.

Open challenges:

• With the current fragmentation, child protection data is not standardized. The three core stakeholders – police, education and health ministries – operate entirely separate, rather advanced databases without any reconciliation of concepts, definitions and disaggregation criteria for the purposes of child protection. ***RECOMMENDATION:*** *It would be strategic for the MWYSA to start with a full-scale mapping of the existing data. Based on this analysis, the MWYSA should develop a concept/policy for an integrated Child Protection Management Information System (CP MIS). Ideally, this system should be linked to the surveillance mechanism, which would use collected information to identify children at risk of abuse. The future system should either include an integrated database or a simple rule for regular standardized data sharing led by the MWYSA. The key part of the concept should include a clear set of definitions agreed upon by the participating agencies.*

• Current data sets seem to contain significant gaps in scope and coverage. While a full picture could only be assessed through systemic mapping, immediate gaps include:

  - Focus of the MWYSA reports on case management information (excluding cases of children being at risk and other preventive policy variables);
  - Weakness of coverage of the outer islands in police Domestic Violence Sexual Offences (DVSO) statistics;
  - Focus on education statistics collected through the Kiribati Education Management Information System (KEMIS) on enrolment and infrastructure, without any information collected on child safety in educational settings;
  - Lack of child protection variables in health statistics;
  - General lack of comprehensive labour statistics making it difficult to track child labour issues (there has been no labour market survey and all labour statistics based on information from the census and the HIES, which are insufficient).

RECOMMENDATION: *Sector-level databases could be extended. In particular, the KEMIS and the Health Information System (HIS) should be extended to cover child protection data. The MWYSA led sector working group should include the Ministry of Labour and Human Resource Development (MLHRD) which is working in partnership with NSO with support from the ILO to develop child labour databases.*

- Earlier experience of developing information management systems in the Education sector in Kiribati showed that one more inconsistency in concepts and definitions that may be problematic is the lack of coordination between the data standards used by Kiribati ministries and those used by donors in regional settings. In the Education sector, the 2010 review showed that the KEMIS system was tailored very specifically to the needs of the ME and was not suitable for regional comparisons. *RECOMMENDATION: Whilst developing the definitions for the future Child Protection MIS, coordinate with regional child protection databases to ensure future compatibility.*

- The MWYSA seems to be one of the ministries that does not have a designated statistics unit (unlike the police, Ministry of Education and Ministry of Health and Medical Services). If this is indeed the fact, the Government would need to decide which part of the MWYSA could lead MIS development and maintenance as mandated by the CYPFW Act. Unlike designated statisticians in other ministries, technical staff in the MWYSA below director level do not receive any training in data management and even available data statistics are currently underutilized. For example, there seems to be no practice for evidence-based argument in budget negotiations. Moreover, one of the most relevant past surveys – the gender-based violence study undertaken in partnership with the NSO – is not referenced in any programmatic document unlike other regular NSO surveys. Notably, even the ME and MHMS statistics units were found to have significant knowledge gaps and the vast amounts of data collected by those ministries were very rarely analysed and used in practice. *RECOMMENDATION: Capacities need to be dedicated within the MWYSA to lead in CP MIS development and respective officer(s) should receive due training and technical support. Additionally, the MWYSA and the sector working group should regularly invite the NSO to present existing relevant surveys and respond to any technical questions.*

- It has been especially challenging across sectors to ensure that collected data is reliable, consistent and timely. The country's geography and lack of communication infrastructure has been one of the factors. But in-depth investigations for some sectors showed there are usually other reasons for poor data quality: e.g., in education, delays and gaps in data submissions are usually caused by a lack of meaning and understanding of the purpose of the survey, as well as the complexity and length of the questionnaire. Moreover, whilst the Ministry of Education was sending some cover letters to explain data requests, these were irregular and ineffective. *RECOMMENDATION: It is critical for the success of the future CP MIS to keep it simple and very clearly results-oriented so that any participating officer is broadly aware about the reasons why data collection is needed and how it is used. In turn, this would not be possible without supporting analytical capacities of the MWYSA to strengthen their actual use of available information in developing policies and budget proposals.*

- Kiribati has no national research capacities but there is potentially considerable academic interest in the country and its social policy issues amongst international donors and oversea research institutions. However, this research is constrained by the country's remoteness and lack of awareness on research issues and availability of data. *RECOMMENDATION: The sector working group should take note of open research issues; a brief newsletter with this agenda could be communicated on the Government's website as well as circulated among key partner institutions such as the USP. The newsletter should contain a brief explanation of the possibilities of cooperation with the Government for interested researchers (access to data, possibilities of direct contact with relevant officials etc).*

DOMAIN 5. QUALITY ASSURANCE

Current progress:

- The CYPFW Act 2012 introduced a clear set of rules for all actors in child protection to prevent and respond to suspected cases of child abuse. This included a clear gate keeping role for the ministry responsible for child and family welfare, a referral system, emergency protection powers and procedures, and significant authority for the lead Ministry to seek cooperation and inputs from other agencies where needed to ensure a child's safety. At the moment, there is a strong tradition of informal referral arrangements (e.g. unwritten rules to allocate financial support to pay for the transportation to safety for any children in immediate danger and long-standing agreements with faith-based organizations, in particular, the Women and Children Crisis Centre run by the Our Lady of the Sacred Heart Church to shelter children and women requiring protection). Transition to a formal referral system is likely to be gradual and time-consuming.

- The new CYPFW 2012 introduces clear rules and protection for whistle-blowers, although reporting of such concerns is not mandatory and it remains to be seen how it would be applied in practice.

- The CYPFW Act 2012 strongly demands that child protection planning actively involves communities and explicitly discourages the removal of children from their families. This resonates with the Kiribati tradition of family-focused solutions (reflected, among other things, in the lack of residential services). However, the wide-spread practice of sending children to live on distant urban islands through kinship arrangements creates vulnerabilities which are not yet systemically addressed.

- As already discussed, the CYPFW Act 2012 established progressive requirements for any provider of services for children to formally register with the lead Ministry and to comply with specific quality requirements (which still need to be developed). Practical implementation of this idea will need to resolve several operational questions. In addition to the actual development of the registration process, standards, control and sanctioning mechanisms, it is still not entirely clear where the new mechanisms will be placed institutionally. After the ministerial split, professional oversight becomes the responsibility of the MWYSA, but no structure has been yet created to take up this function (a small NGO section previously hosted within the MISA was retained by the Ministry of Internal affairs). *RECOMMENDATION: The evident next step in implementing one of the most promising provisions of the CYPFW, related to professional standards and licencing, is to make sure that actual standards and registration processes are operationalized and taken into practice. This process would benefit from technical support from the MWYSA but also from cooperation with other ministries providing frontline services to children (police, health, and education). The standards can be minimal, realistic and functional.*

Open challenges:

- At the moment, there is no mechanism for the regular physical inspection of service providers, although it might be introduced within the new registration arrangement. Organizations engaged in child protection are usually subjected to independent audit if they use donor funds and have to report to respective organizations. There are also mechanisms to collect complaints directly from children (such as a helpline or any other context-specific channel). *RECOMMENDATION: Inspections and enforcement should be an integral element of the future licensing mechanisms for service providers. One proposal voiced during the consultations was to engage the field-based welfare officers into oversight activities, which was said to be doable within their time and would raise their motivation and professional prestige.*

- There is no requirement and no systemic practice of professional supervision for social workers. The CYPFW Act 2012 states that the lead Secretary is responsible, among other things, for undertaking "education and training on child and family welfare issues", but neither in this nor in other sections of the act does it mention specific requirements for the professional supervision of social workers and child protection specialists. *RECOMMENDATION: Consider including a requirement for regular professional supervision into future operational standards for service providers developed by the MWYSA.*

- There is currently no systemic surveillance framework. The CYPFW Act 2012 creates grounds for such a system: the lead Ministry is responsible for early intervention services and is given sufficient authority to organize a coherent mechanism to identify children at risk and cover them with regular inspections and preventive measures. In particular, the Ministry's responsibility for maintaining the information management system on children and for developing an integrated child welfare services system should help start the gathering of systemic data to identify spots of vulnerability and guidelines on measures about how to address them. *RECOMMENDATION: In coordination with the development of the child protection database, develop a systemic surveillance framework to systemically inspect and support children at risk of abuse.*

DOMAIN 6. PUBLIC COMMUNICATIONS AND INFLUENCING

Current progress:

- With support from international organizations, the Government began to implement attitudinal surveys and gradually applied the resulting evidence in the diagnostic analysis of public values of child protection. The 2008 UNICEF/AusAID/MISA baseline report "Protect Me with Love and Care" has been instrumental in highlighting behavioural and cultural factors relevant specifically to child abuse and exploitation. Additionally, the NSO ran at least two gender-based violence surveys: the Kiribati Family Health and Support Study (KFHSS) in 2008 and the Amnesty International survey on partner violence in 2010. Important attitudinal evidence was also raised through the Demographic and Health Survey (DHS) in 2009. The regularly conducted census and Household Income Expenditure Surveys (HIES) also contained data on behavioural patterns relevant to child protection (such as smoking and drinking patterns). Some (but not all) of this evidence was used for the basic diagnostic of behavioural patterns in the National Youth Policy 2011-2015 (e.g., to identify cultural factors behind sexual violence, substance abuse and conflict with the law).

- While there is no separate communications strategy, strategic communication plans and some implementation mechanisms are embedded within the CYPFW Act and the National Youth Policy 2011-2015. The communication component of the CYPFW is very broad and not at all operationalized. On the other hand, the National Youth Policy has a more detailed and practical explanation for the value and behaviour changing objectives (covering attitudes to education, substance abuse, violence, abuse, human rights, inter-generational and gender relations). These plans included some specification of target audiences and a basic implementation roadmap.

- The Government appreciates the role of community leaders and community-based opinion makers and uses this information strategically in building practical communications. While there are no written guidelines, actual filed operations use an informal set of principles for building entry points, leveraging messages through island councils, and relying on churches to mediate in discussions with the unimane. *RECOMMENDATION: (1) Faith-based organizations and churches are significant opinion leaders in the communities and could be involved more proactively as agents of behaviour change (rather than just service providers). (2) consider additional ways of influencing public values, e.g. through engaging Kiribati musicians as was done in the area of climate change.*

Open challenges:

- The biggest gap is a lack of operationalization of communication objectives for other child protection issues and age groups in addition to the National Youth Policy. ***RECOMMENDATION: Similar to the National Youth Policy, communication plans are needed for other child protection strategies. These could be either consolidated in one document or developed as extensions of the Sector Working Group strategic plan (which would additionally strengthen the inter-agency focus and help to involve other ministries).***

- Inclusion of communication plans into mid-term programmatic documents assumes their periodic revision; and this opportunity is utilized to update the messages with new context and risk factors (the National Youth Policy 2011-2015 is alert to changing vulnerabilities such as the further urbanization of South Tarawa, growing exposure to maritime commerce and substance abuse becoming a "modern fashion"). However, revision of a communication agenda once in four years is still too rare. ***RECOMMENDATION: Make sure that mid-term influencing objectives are broken down into operational targets within annual ministerial plans and are regularly revised.***

- Evidence on child protection outcomes is lacking, which is a gap for possible communication. Current surveys provide only indirect evidence on child abuse; no prevalence data is collected via the surveys. Indirect evidence on some child protection issues could be inferred from the existing census and HIES, as well as the DHS. For example, the census contains information on teenage marriages and fertility rates, child mortality and school enrolment. However, data on child protection outcomes including the prevalence of child maltreatment, child labour etc. is only available from the records of respective authorities overseeing respective service provision. ***RECOMMENDATION** In the preparation of future communication plans, make an inventory of research needs in the area of child protection outcomes and include them into proactive requests to international communities, oversea research institutions and the NSO.*

DOMAIN 1. POLICY PROCESS

INDICATOR 1.1. CLARITY AND CONSISTENCY OF CHILD PROTECTION POLICY PRIORITIES

	ASSESSMENT	SCORE
Regulatory framework is capable of instilling a collective sense of direction in child protection reforms:	B	2.75
Four criteria for indicator		
• The country has ratified UN conventions relevant to children's rights to protection[1];	No, extended	0.25
• The Government has a national child protection policy statement or national framework document, supported with respective plans of action with clear mid-term priorities;	Yes, restricted	0.75
• National programmatic documents for child protection are supported with coherent sub-national legislation or consistent guidelines for implementation at relevant sub-national levels;	Yes	1.00
• Child protection priorities are known and understood by the majority of stakeholders throughout the system.	Yes, restricted	0.75

Ratification of international conventions

As for most Pacific neighbours, responsible formal participation in international treaties is an uphill battle for Kiribati. Human and technical costs required for compliance with periodic reporting obligations represent a considerable factor in the context of small isolated islands and restricts the Government's readiness to officially sign up. The 2014 UNICEF submission for the universal periodic review noted that delays in periodic reporting on the Convention on the Rights of the Child (CRC) and Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) damaged accountability of the Government in terms of its international obligations and in turn affected the situation of children and women (UNICEF, 2014). In addition, some concepts engrained in the international child protection agenda and related conventions still require meaningful alignment with traditional views and approaches towards children and their upbringing.

As of early 2014, Kiribati has joined 10 (36%) out of 28 key international conventions related to the protection of children from abuse, neglect and exploitation

This includes:

• CRC, ratified in 1995. All initial reservations to the Convention (In respect of article 24 paragraphs (b, c, d, e and f), article 26 and article 28 paragraphs (b, c and d), in accordance with article 51 paragraph 1 of the Convention) were withdrawn in 2014;

• CEDAW, ratified in 2004, and the Convention on the Rights of Persons with Disabilities (CRPD), ratified in 2013;

• Two core treaties against Transnational Organised Crime, including a Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children;

• ILO Conventions preventing child labour (Forced Labour Convention; Abolition of Forced Labour Convention; and Worst Forms of Child Labour Convention and Minimum Age Convention).

---

[1] 76-100% relevant conventions ratified = "Yes"; 51-75% relevant conventions ratified = "Yes, restricted"; 26-50% relevant conventions ratified = "No, extended"; 0-25% relevant conventions ratified = "No".

Table 1. International treaties: current status for Kiribati

	Treaty adopted	Year of joining
UN treaties		
Slavery Convention	1926	-
Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others	1950	-
Convention relating to the Status of Refugees	1951	-
Convention relating to the Status of Stateless Persons	1954	1983
Supplementary Convention on the Abolition of Slavery, the Salve Trade, and Institutions and Practices Similar to Slavery	1956	-
Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages	1962	-
International Covenant on Civil and Political Rights	1966	-
International Covenant on Economic, Social and Cultural Rights	1966	-
International Convention on the Elimination of All Forms of Racial Discrimination	1966	
Convention on the Elimination of All Forms of Discrimination against Women	1979	2004
Convention against Torture and Other Cruel, Inhuman or Degrading Treatments or Punishments	1984	-
Convention on the Rights of the Child	1989	1995
Convention on the Projection of the Rights of All Migrant Workers and Members of Their Families	1990	-
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transitional Organized Crime	2000	2005
Convention against Transnational Organized Crime	2000	2005
Optional protocol to the CRC on the Safety of Children, Child Prostitution and Child Pornography	2000	-
Optional Protocol to the CRC on the Involvement of Children in Armed Conflict	2000	-
Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatments or Punishments	2002	-
Convention in the Rights of Persons with Disabilities	2006	2013
ILO Conventions		
Forced Labour Convention	1930	2000
Migration for Employment Convention	1949	-
Abolition of Forced Labour Convention	1957	2000
Minimum Age Convention	1973	2009
ILO Convention concerning Migration in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers	1975	-
Indigenous and Tribal Peoples Convention	1989	-
Worst Forms of Child Labour Convention	1999	2009
Other		
Hague Convention on the Civil Aspects of International Child Abduction	1980	-
Hague Convention on Intercountry Adoption	1993	-

Figure 1. Participation of Kiribati in international conventions related to child protection in 1926-2013

Convention	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2020	Years
Slavery Convention		●										1926
Forced Labour Convention		●							━━━━━━━━━━			1930 / 2000
Migration for Employment Convention				●								1949
Conv. for the Suppression of the Traffic in Persons and Prostitution of Others				●								1950
Conv. relating to the Status of Refugees				●								1951
Conv. relating to the Status of Stateless Persons				●			━━━━━━━━━━━━━					1954 / 1983
Supplementary Conv. on the Abolition of Slavery					●			━━━━━━━━━				1956 / 2000
Abolition of Forced Labour Convention					●							1957
Conv. on Consent to Marriage (Minimum Age and Registration)					●							1962
Int'l Conv. on Civil and Political Rights						●						1966
Int'l Coven. on Economic, Social and Cultural Rights						●						1966
Int'l Conv. on the Elimination of Racial Discrimination						●						1966
Minimum Age Convention						●				━		1973 / 2009
ILO Conv. concerning Migrant Workers (Migration, Opportunity and Treatment)							●					1975
Conv. on the Elimination of Discrimination against Women							●		━━━━━━			1979 / 2004
Hague Conv. on the Civil Aspects of Int'l Child Abduction							●					1980
Conv. against Torture and Other Treatments or Punishments								●				1984
Indigenous and Tribal Peoples Convention								●				1989
Conv. on the Rights of the Child								● ━━━━━━━━				1989 / 1995
Conv. on the Rights of Migrant Workers and Their Families								●				1990
Hague Convention on Inter-country Adoption								●				1993
Worst Forms of Child Labour Convention									● ━━━			1999 / 2009
Prot. to Prevent Trafficking, Especially Women and Children									● ━━━━━			2000 / 2005
Conv. against Transnational Organized Crime									● ━━━━			2000 / 2005
Opt Prot. on the Safety of Children (Prostitution and Pornography)									●			2000
Opt Prot. on the Involvement of Children in Armed Conflict									●			2000
Opt Prot. on the Conv. against Torture and Other Treatments or Punishments									●			2002
Conv. on the Rights of Persons with Disabilities										● ━		2006 / 2013

● Year of international treaty adoption   ━━ Date of signing by Kiribati

International agreements which are not yet formally supported by Kiribati cover a range of issues which remain challenging for the country's child protection system. Like many other PICs, Kiribati has not signed the international covenants on civil, political, economic, social and cultural rights. In addition, the country remains outside of several treaties related to the prevention of commercial sexual exploitation, inhuman and degrading treatment and punishment, and regulation of child adoption mechanisms, which reflect on the continued problems in protecting Kiribati children.

- **Physical and emotional abuse, including corporal punishment.** Child disciplining methods represent one of the most contentious aspects of child protection for many countries. Specific affirmation of the right of any person to be protected from torture, other cruel, inhuman or degrading treatments or punishments is declared in two respective UN covenants which have not yet been accepted by Kiribati. These international treaties include specific protection mechanisms for persons in detention, imprisonment or placed in a custodial setting, which fortifies commitment to protect children in conflict with the law.

- **Commercial sexual exploitation of children.** Kiribati has not yet ratified the optional protocol of the CRC on the sale of children, child prostitution and child pornography, and complying with the principles of this protocol remains challenging. It also remains outside of the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others (1950). As will be discussed later, despite steady progress in strengthening legal frameworks to protect children from sexual exploitation, there are still gaps and inconsistencies in respective laws, and instances of child engagement into commercial sexual activities are persistent. In particular with connection to the abuses by crewmembers of foreign fishing vessels (US Department of Labor, 2012). The Government is working on development of a new Juvenile Justice Bill which plans to address SCEC and trafficking concerns and is scheduled for parliamentary consideration in August 2014.

- **Informal and inter-country adoption.** As with most Pacific countries, Kiribati shares strong traditions of informal adoptions, with adopted children historically representing an important part of customary settlement structures or kaainga (Talu, 1984). As of this moment, Kiribati does not explicitly regulate either domestic or international adoption procedures. In 2006 concluding observations, the Committee on the Rights of the Child noted that Kiribati lacked effective mechanisms to monitor adoptions and that the risk of violations of the child's best interests in adoptions were not protected. The 2006 CRC conclusions also recommended ratification of the Hague Convention on inter-country adoption (CRC, 2006). However, as with most EAP countries, except Fiji, Kiribati still remains outside the Hague Conventions. The adoption process is still not regulated by specific laws, relying

on the principles of the UK Adoption Act of 1958 with significant discretion of magistrates (US Department of State, 2013), (Nobrega & Alioua, 2013) (UN Department of Economic and Social Affairs, 2009).

National child protection priorities

In the last two years, Kiribati made a breakthrough in defining its roadmap to building a functional child protection system. The Government worked on preparing this roadmap through two interrelated processes, as illustrated in Figure 2. On the one hand, core child propection ministries led by the MISA worked to design and launch the Children, Young People and Family Welfare (CYPFW) Act 2012, which established core child protection principles and procedures. On the other hand, key ministries and donors worked with the Ministry of Finance and Economic Development (MFED) to set up the Kiribati Development Plan (KDP) 2012-2015 which would, for the first time, include specific child protection objectives and indicators. On top of these two processes, some of the local councils worked on developing their own strategic plans, sometimes including child protection objectives.

The Children, Young People and Family Welfare Act 2013

In 2013, the Government approved a new Children, Young People and Family Welfare (CYPFW) Act, which established a new progressive framework for protecting Kiribati children. The CYPFW Act was developed through a multi-year elaborate effort undertaken jointly by UNICIEF and government partners. This work included extensive consultations, including consultations on the outer islands, core concepts and provisions in child protection, and the new legislative framework. In many cases, these consultations had to break the ice of existing attitudes to child protection issues and lack of knowledge on risks and implications of child abuse and exploitation. The approval of the CYPFW Act, therefore, represents not only a legislative development but also a new momentum in the country's understanding of child protection agenda. It could be solid ground for work on further implementation of the law.

The CYPFW Act introduced an ambitious commitment to establish a full-scale child protection system from a rather low initial level. Prior to introduction of this new law, Kiribati had no formal regulations for its social welfare system or for any of the de facto existing child protection mechanisms. This lack of legal mandate and transparent rules was recognized as a major barrier to ensuring child safety both by the Government and international observers. The new act has introduced concepts, definitions and requirements which are entirely new to the present organization of public services and often exceeds current levels of skills and knowledge amongst specialists involved in new child protection activities.

Figure 2. Strategic planning for child protection: key elements

Implementation Plan for Children, Young People and Family Welfare Act 2013

Institutional arrangements

Training for Social Welfare Officers & Assistant Social Welfare Officers

Protocols and guidelines for Social Welfare Officers & Assistant Social Welfare Officers

Monitoring & adaptation system

KDP 2012-2015 (KPA 5 – Governance, Outcome 1: "Enhanced transparency, accountability, equal opportunities")

Output 1.4
Increased technical and financial resources to relevant public sector units

Output 1.5
Enhanced enabling environment

Output 1.6
Sustainable services (legal aid, conselling, safe homes for vulnerable children etc.)

Strategic plans of line ministries

Child protection priorities in (some) local strategic plans

These major innovations established by the CYPFW Act 2013 include:

• New legal definitions, such as children and young persons in need of protection, neglect, emotional abuse, physical abuse, sexual abuse and exploitation;

• Changes in previous definitions, in particular the increase of the definition of child to people under 14 years of age and young persons to people between 14 and 18 years of age;

• Clear stipulation of child protection roles for parents as primary caregivers;

• Establishment of key roles for the Ministry responsible for child and family welfare matters in providing support services to children and young people at risk of violence, abuse, neglect and exploitation;

• Requirement for the Government to work on child protection in partnership with NGOs, churches, faith-based organizations and community leaders;

• Establishment of key factors of paramount importance, such as prevention and early intervention;

• Clear reporting and referral rules, including: a role for the parents; an inter-agency referral system coordinated

by the key ministry, protection to whistle-blowers and reporting actors;

• Assessment and intervention mechanisms, emergency protection powers, types of orders that could be given by the courts and court proceedings ensuring the best interests of children, including a system of appeals and penalties for the contravention of court orders;

• Confidentiality rules and a system for their enforcement.

UNICEF assisted the Government to develop several additional documents to support implementation of the CYPFW Act and the gradual "mobilization" of a new child protection system. This included a Children, Young People and Family Welfare System Policy, human resource strategy, a costing plan for the strategy, and an implementation plan for the Children, Young People and Families Welfare System (Government of Kiribati, 2013). As illustrated in Figure 2, core milestones of this implementation plan include institutional changes and capacity building, including training, development of protocols, guidelines and a new monitoring system. The monitoring and adaptation system has not yet been developed, but the implementation plan outlined its key proposed principles: (a) comprehensiveness and simplicity; (b) coverage of the entire result-chain in child protection, including inputs, processes and outputs; and (c) a progress review in 2015.

Kiribati Development Plan (KDP) 2012-2015 and ministerial strategic plans

In parallel to ground-breaking child protection developments, Kiribati works to build an overall national strategic planning system. This reform is led by the MFED, with significant support from the World Bank, ADB and the UNICEF[2]. The aim is to construct a comprehensive multi-year planning system which would involve all stakeholders, and which would be organically intervened with the country's own budgeting process. The crux of this system is the Kiribati Development Plan, currently covering 2012-2015 (Government of Kiribati, 2012). The KDP includes a diagnostic section and a results matrix which defines six Key Policy Areas (KPAs) with corresponding sets of issues, strategies, outputs, outcomes, responsibilities and development partners. As will be discussed further, the current KDP was developed in close coordination with massive on-going reforms in public financial management. As a result, the KDP is linked to the country's Medium Term Fiscal Framework (MTFF), as well as strategic plans and budgets of the line ministries. These new PFM concepts and procedures are also very new (some of them – such as the requirement to cost ministerial strategic plans – were only implemented in the 2014 budget cycle). Actual implementation of these new approaches is taking place with constant respective training by key donors and would require more time and capacity to assess how well it would take root.

The KDP 2012-2015 is the first strategic plan to include an objective related specifically to child protection. Relevant programmes in the previous development plans, focused on policy initiatives related to welfare of vulnerable and disadvantaged groups, were mostly on gender. In the current KDP, the child protection related objective is nested under Key Policy Area (KPA) #5, "Governance" within Outcome 1 "Enhanced transparency, accountability, equal opportunities"[3]. The situation analysis within the KDP explicitly states that violence against children is widespread (19% prevalence of child sexual assault by the MISA's estimates) but mostly unreported, and calls for a "child protection response coordinated with gender and domestic violence initiatives".

The plan also explicitly links child protection to governance, human rights and wider public administration reform agenda. The KDP defines governance as a "vehicle" which gives citizens the opportunity to exercise their right to free speech, association, and inclusion, even if they belong to vulnerable and disadvantaged groups, thereby highlighting the fundamental rights of children for protection. It also states that better governance requires addressing barriers in the

processes of service delivery: making them more effective, economic, accountable, and based on constructive partnerships across state and non-state stakeholders. Further, the plan identifies fundamental governance barriers and strategies which are critical in delivering child protection: "improving the quality of parliamentary debate and removing disconnect between policy design and actual implementation"; "proper execution of financial systems and stronger public financial management structures".

However, finding measurable progress indicators for these less tangible objectives proved difficult. The current results matrix contains three outputs related to child protection, which are summarized in Table 2. As the Table illustrates, almost none of these results (neither the Outputs, nor the overall KPA 5 Outcome) currently have performance indicators with reliable baseline measures, target levels, and assessment strategies. The Table also shows that the selection of result indicators is a combination of input-based measures (*increased resourcing to public sector units such as MISA*); output-based measures (*support services accessible by all*); and also process or intermediate-result measures (*Enhanced enabling environment for social welfare*). Moreover, one of the performance indicators selected to track the overall government outcome is an enhanced environment for implementation of the CRC. However, the matrix clearly lacks tools to actually measure situations and progress for these kinds of process-oriented softer outputs. For example, the baseline score for enabling environment is "not conducive" and the target is to make it "conducive", but without any benchmark criteria for assessment of the level of conduciveness and objective methodology for assessment. Consultations with the MFED confirmed that the ministry found governance to be one of the most problematic areas to come up with monitoring and evaluation tolls.

In addition to the KDP KPAs, the Government has a list of five priorities, which do not explicitly include either governance or child protection. While the Government remains committed to the KDP and the six KPAs are consistently used for all reporting and monitoring purposes, it should be noted that at the most recent Development Partners Forum the Government also introduced one more layer to its core commitments as "Government five priorities"[4]. Figure 3 shows a slide from the MFED presentation at the forum which explains how the five priorities are related to the six KPAs and that governance is no longer included into this additional list as a separate concept. It is also not clear how and whether child protection and social welfare generally fits into the priority list. Notably, the Development Partners Forum (which is a high level coordination mechanism with key donors, as will be discussed further) was structured along the five priorities rather than KDP KPAs and child protection, which were not not featured anywhere on the agenda.

---

[2] Kiribati's strategic planning system was developed with significant inputs from UNICEF. In particular, UNICEF helped to develop the KDP results matrix and to organize training in basic concepts of Monitoring and Evaluation (cross-cutting rather than sector-specific) for the National Economic Planning Office of the MoFEP.

[3] Overall, the KDP has six KPAs: (1) Human Resource Development; (2) Economic Growth & Poverty Reduction; (3) Health; (4) Environment; (5) Governance; and (6) Infrastructure.

[4] http://www.mfed.gov.ki/wp-content/uploads/2014/02/KPD-2012-2015-Review-Presentation-revised-12.03.14.pdf

Table 2. Child Protection progress indicators in the KDP 2012-2015

Outcome / Outputs	Performance indicators	Baseline	Target (2012-2015)
OUTCOME			
Enhanced transparency, accountability, equal opportunities	• No. of child protection policies and laws		100%
	• Enhanced environment for implementation of the CRC	Not conducive	Conducive
OUTPUTS			
• Increased resourcing (technical & financial) to support public sector special units to boost their capacity (KPS, High Court, MISA, KNAO, Youth parliament) (Output 1.4)		To be established	To be established
• Enhanced enabling environment for socio welfare / protection of national security / social / cultural interests (Output 1.5)	Child / Socio welfare policy document successfully completed and implemented	To be established	To be established
	Reduced number of illegal immigrants to Kiribati	10-15	0
• Sustainable support services including legal aid and access to justice, counselling and safe home established and accessible by all (especially by the most vulnerable-women, children & youth) in Kiribati and on the outer islands (Output 1.6).	Number of women and children accessing legal aid and counselling services	-	-

Consistency of policy priorities across government tiers

Kiribati local government system

Kiribati is a unitary state with two levels of democratically elected government, central and local. The local government is protected by the Constitution and the Local Government Act 1984 (amended in 2006). Local governments are established on all 21 inhabited islands of the country and include 23 island (rural) councils and three town (urban) councils.

• At least two thirds of the council members are elected based on universal adult suffrage; another third could be composed of ex-officio and co-opted members. The term of the council is four years (latest elections in 2012). Councils are led by locally elected mayors (meea) (CLGF, 2013).

• Traditional authority system is strong but organically integrated into the formal democratic system. Traditional leaders (Unimane) have a reserve seat in the local council as nominated members and usually have significant influence on the decision-making (CLGF, 2013).

• Local governments are overseen by the Minister of Internal Affairs. (Until 2013, Internal Affairs were covered by the Ministry of Internal and Social Affairs (MISA), which was then restructured into separate agencies – the Ministry of Women, Youth and Social Affairs (MWYSA) and the Ministry of Internal Affairs (MIA)).

• The Commonwealth Local Government Forum (CLGF) reports that central and local governments in Kiribati regularly consult through a local government forum which collects all mayors, clerks and relevant ministers (CLGF, 2013).

The local councils can establish local by-laws, but these need to be approved and can be cancelled by the Minister of Internal Affairs. The by-laws may introduce fines up to $10 000 and imprisonment up to 2 years, and may install additional duties and powers for the council or any class of persons in the area. However, the Local Government Act 1984 requires all by-laws should be in-line with national legislation, and if any conflict arises, the national legislation shall prevail (Article 50-4). Moreover, all by-laws must be approved by the Minister, can be amended by the Minister before approval and can be cancelled, if required, in the public interest, but only after giving reasonable notice to the Council. The Councils are required to widely publicize, debate and discuss proposed by-laws with community residents (Government of Kiribati, 1984).

The Local Government Act 1984 allows local governments to establish and collect local taxes (rates) and charge fees for its services and for the issuance of licenses and permits. Importantly, such decisions are only allowed through the introduction of respective by-laws. There is essentially no restriction on the types of local rates and fees that could be charged (the only rule is to not impose licenses and permits on those activities which are already licensed through national legislation). Taxes can be imposed on individual residents, property or

Figure 3. Ministry of Finance and Economic Development (MFED) presentation on the Government's strategic planning process at the Development Partners Forum in March 2014

Background

- KDP 2012-2015 was based on a review of the former 2008-2011 KDP and also embraces the MDGs and Pacific Plan goals.

Focus on six Key Priority Areas (KPAs)	→	The five Government Priorities
1. Human Resource Development 2. Economic Growth and Poverty Reduction 3. Health 4. Environment 5. Governance 6. Infrastructure		1. Poverty Alleviation 2. Population 3. Infrastructure Development 4. Rural Development 5. Energy
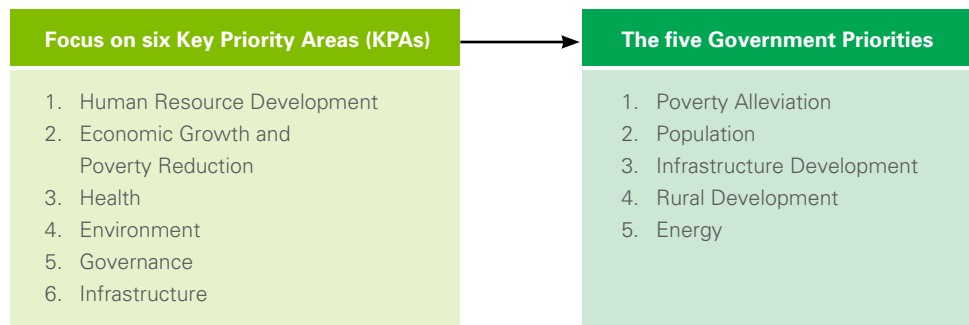
possessions[5]. Moreover, if a council faces a deficit resulting from unforeseen or unapproved expenditure, Article 78 of the Local Government Act 1984 makes it the duty of the council to impose a local rate to cover the gap. Local councils are also allowed to borrow, lend, and invest funds.

At the same time, transfers from the central budget represent the bulk of local revenue. Local revenue raising capacities across Kiribati islands are highly disproportionate and generally low. The Central Government allocates a considerable amount of funds to ensure provision of services at the local level in the form of annual support grants and earmarked transfers. First, as will be discussed further, the National Government pays the full amount of salaries to its seconded staff and co-funds the salaries of the local council staff. Secondly, the National Government allocates some funding to build and maintain infrastructure including roads, causeways, schools and housing for the seconded staff as well as a series of other project-specific earmarked grants. In addition, there is a system of general support grants distributed among the rural councils on a per capita basis (Commonwealth Local Government Pacific Project, 2013) (Hassall, 2008). Local spending is overseen by local finance committees established under the local councils and is subject to independent scrutiny by the Auditor General.

Local governments are responsible for a wide range of functions related to child protection, although exact sharing of tasks with the Central Government is not clear. The range of local responsibilities (council functions) is outlined in the schedule within the Local Government Act 1984. It includes a very wide range of services and does not clearly delineate how these responsibilities are shared with the central level. In some cases, the act

explicitly requires local councils to "grant sums of money" towards implementation of these functions. According to the analysis of the Commonwealth Local Government Forum (CLGF), in reality local governments tend to take up responsibility for day-to-day management and monitoring of services whilst the Central Government provides the funding (CLGF, 2013). Local functions relevant to child protection are summarized in Table 3. They include: social and child welfare services; awareness raising; registration of vital statistics; control of beggars, vagrants and children during dark hours; support to education of children until the age of 15; public health (including construction of needed buildings including orphanages and safe places); and regulation of commercial activities including supervision of any offensive trade.

Most of the actual services in child protection are provided by seconded staff of central ministries, although some local activities do exist. Although local governments share a formal responsibility for child protection, their actual involvement is limited and most of the relevant programmes are funded and managed centrally by the National Government. In particular, core child protection functions are conducted by welfare officers seconded to individual local councils, who report to and receive their salaries from the MWYSA. These seconded officers also receive assistance from the central budget to fund their housing, office stationery and ferry travel. The police are also a central agency[6]. At the same time, local revenues are used to pay for the services of village wardens – locally hired officers to monitor and enforce implementation of the local by-laws. In particular, village wardens are typically engaged to help with the monitoring of cases of youth alcohol abuse and potential cases of conflict with the law.

---

[5] Article 77; "Types of rate".
[6] Other centrally paid staff appointed to each local council include a clerk, a treasurer and an assistant treasurer. Elected mayors receive an honorarium payment and council members receive a sitting allowance from the local budget (the level of such compensation is determined locally).

Table 3. Local Government functions in child protection

Sector	Functions relevant to child protection
Education	• to build, equip, maintain or manage any kindergarten, primary school or any other class of school which may be approved by the Minister; • to grant sums of money towards the establishment, equipment or maintenance of any primary school or any other class of school which may be approved by the Minister; • to grant and maintain scholarships or bursaries for suitable persons to attend any school or other educational institution in Kiribati or elsewhere • to provide for the compulsory education of children or of specified categories of children between the ages of 5 and 15 years;
Public Health	• to safeguard and promote public health, including the prevention of, and the dealing with of, any outbreaks or prevalences of any diseases; • to build, equip and maintain, or grant sums of money towards the establishment, equipment or maintenance of any institution which may be approved by the Minister; • to build, equip and maintain, or grant sums of money towards the establishment, equipment or maintenance of any institution or settlement for the aged, destitute or infirm, or for orphans or lepers;
Public Order, Peace and Safety	• to control the movement of beggars and vagrants in public places; • to control the movement of children and other young persons in public places during the hours of darkness;
Trade and Industry	• to provide for the control, regulation, inspection, supervision and licensing of all places of entertainment and recreation, lodging and eating-houses, and any premises in which any profession, trade or business is carried on; • to provide for the control, regulation, supervision and licensing of any other occupation; • to prescribe the conditions under which any offensive trade or industry may be carried on.
Miscellaneous	• to establish, maintain and provide information and publicity services; • to require the marriage, birth or death of any person within the area of authority of the council to be reported to or registered with the council, and to appoint registration officers and registers for such purposes; • to provide for or grant sums of money towards the maintenance and welfare of children, young persons, the aged, destitute or infirm; • to perform any other function, whether similar to those enumerated in this schedule or not, which may be specifically conferred upon the council by the Minister.

Child protection in existing by-laws

The probability of local by-laws significantly contradicting national legislation in child protection seems very low. This assessment did not attempt a systemic analysis of a representative sample of currently existing by-laws. It is therefore uncertain whether any of the current by-laws contain conflicting child protection provisions. At the same time, the requirement of the Local Government Act 1984 would make any of the potentially conflicting local decisions inferior to the national policies and, theoretically, they would not be approved by the Minister at the central level.

On the other hand, some of the current by-laws already include child protection commitments:

• Limited field interviews indicated that at least some of the local councils impose rules which support child protection objectives. For example, the North Tarawa Island Council approved a by-law establishing a daily penalty for parents for every school day missed by their children. In the opinion of the Island Council, children who dropped out of school were one of the biggest factors which exacerbated child protection risks in their community. The Council cooperated with school teachers to improve attendance monitoring and reported a significant improvement in attendance rate, as well as being able to raise extra revenue for the local budget.

• Some local councils also reflect child protection objectives in their local strategic plans (as is the case of Betio Town Council, BTC)[7].

---

[7] Many island councils recently began using strategic plans to guide their activities, including local budget allocations, as well as local legislative decisions (the nature of the approved local by-laws). In drafting such strategic plans, they often rely on the help of the Kiribati Local Government Association (KLGA), which rightly promotes strategic planning, not least because it helps local authorities to seek donor funds.

Awareness of policy priorities by key partners and staff

The mini-survey undertaken for this assessment revealed that many respondents were aware of the child protection priorities identified in the KPA 2012-2015. One of the questions in the mini-survey asked the interviewed child protection professionals (social welfare, education and healthcare staff) to name the three most important child-protection priorities, from the top of their minds.

• **As illustrated in Figure 4, almost half of responses referred to concrete action points which require urgent action in child protection area.** These priorities are broadly summarized in Figure 4 (exact formulations might have differed). As this Figure shows, programmes and activities which were quoted most frequently also happened to closely correspond to the two key outputs identified for child protection within the respective KDP Policy Areas. These two outputs were: the development and promotion of regulations which would be conducive to the CRC and wider access to protective services by all children and women (including legal aid and counselling). At the same time, the most popular response focused on the need to increase awareness around child protection issues – a priority which does not feature as a separate

objective within the KDP but is strongly shared by all interviewed stakeholders. Importantly, many responses referred specifically to the various activities needed to improve child safety in educational settings, parental skills and to raise the resilience of children themselves (through training, involvement in workshops, community and church programmes etc.).

• **A significant share of respondents understand child protection priorities as securing some of the key rights of children, including:**

  - The right to be safe from corporal punishment;
  - The right to be safe from domestic violence;
  - The right to be safe from abuse;
  - The right to be safe from sexual exploitation and trafficking;
  - The right to not be discriminated against;
  - The right to have their best interests taken into account;
  - The right to be safe from neglect;
  - The right to be loved and taken care of;
  - The right for survival; health; breastfeeding; education.

• **At the same time, 15% of the participants were not able to recall any concrete priorities in child protection.**

Figure 4. Awareness of child protection priorities by survey respondents

Question: "From the top of your mind, what are the three top-priorities of child protection in Kiribati?"

Specific priorities mentioned (number of times mentioned):
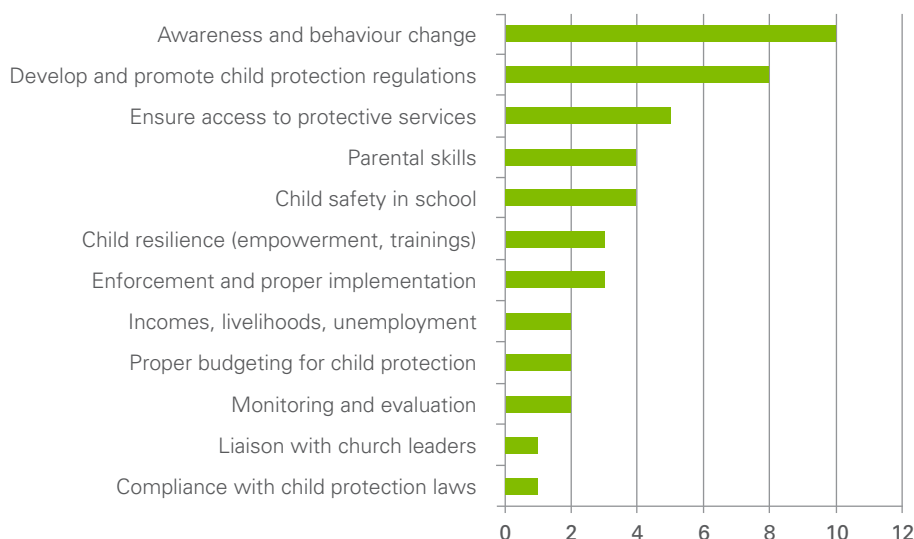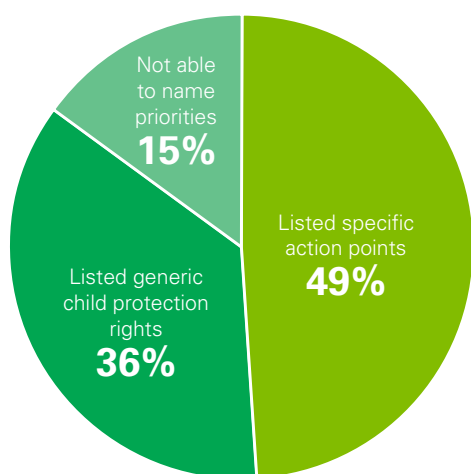
INDICATOR 1.2. COHERENT LEGAL SPECIFICATION OF KEY CONCEPTS

	ASSESSMENT	SCORE
The country's legislative environment is characterized by the following:	**C**	**1.75**
Four criteria for indicator		
• The country's constitution contains provisions on child rights, consistent with the CRC, allowing application of all its provisions and principles;	No	0
• Legislation is drafted and regularly revised based on ex ante whole-of-government consultations on key controversial issues to reach political consensus and bridge sector-specific regulatory agendas. There is a clear mechanism to administer such policy dialogue.	Yes, restricted	0.75
• National legislature has sufficient analytical support and capacity to follow child protection policy initiatives and to ensure approval of appropriate national laws;	No, extended	0.25
• The country's legislation contains child protection definitions and provisions on child rights, which are sufficiently specified, precise, and consistent with the CRC, allowing application of all its provisions and principles.	Yes, restricted	0.75

Constitutional provisions

Constitution and customary law

Kiribati has exceptional positive experience in striving to explicitly combine customary and constitutional law, but the current dual system remains ambiguous and risky for children. Like in most Pacific countries, written law and formal legal processes in Kiribati intimately coexist with the strong tradition of customary law and practices. Compared to other island states in the region, however, Kiribati stands out in the way it handles this fundamental tension. Starting from independence, the solution in Kiribati has been rather in favour of the explicit and comprehensive incorporation of customary law within the formal justice system. Some studies reckon that this approach contributed to social cohesion and stability; but in terms of child protection, continued ambiguities in the way customary law is reflected in written acts still consistently hinders application of legal commitments for the protection of child rights.

Constitution as an example of successful explicit integration of Kiribati traditions

The Kiribati Constitution incorporated local traditions through wide prior consultations and in an unambiguous manner. The 1979 Constitution itself was developed in a way and through a process which was relatively unusual for other de-colonising countries, in the extent to which Kiribati customs were taken into account.

- **Unlike in other countries, the Constitution was drafted based on a constitutional convention.** The convention was developed through public debate, and resulted in a document which diverged considerably from the Westminster model towards stronger incorporation of Kiribati traditions and power structures.

- **The convention helped to introduce concrete concepts which reflected local traditions rather than the Westminster political model.** Some of the features of the Kiribati Constitution which immediately diverted from the Westminster model included a generally elected executive presidency instead of retaining a monarchy (which corresponded to a relatively weaker chiefly tradition compared to Polynesian countries); a single chamber legislature; slower and more complex process of elaboration for bills and policy proposals (so that members could return to their islands to discuss proposals with constituencies).

- **The Kiribati Constitution remained stable since the time of introduction and helped to build sustainable and coherent political institutions.** According to some accounts, this feature of the initial constitutional process may explain institutional, legal, financial and social stability which prevailed in Kiribati since independence. (Smith, 2012)

Recognition of customary law in the Laws of Kiribati Act 1989: ambiguities and problems

Recognition of customary law in other written acts is explicit but difficult to interpret consistently, creating significant child protection risks. Written law of Kiribati explicitly recognizes customary law[8]. On the one hand, unlike many of its Pacific neighbours, the Kiribati Constitution itself does not refer to the customs as a formal source of law[9]. It states that in implementation of the Constitution the people of Kiribati "shall continue to cherish and uphold the customs and traditions of Kiribati", but, on the other hand, if the Constitution "is the supreme law of Kiribati and if any other law is inconsistent with this constitution, that other law shall, to the extent of the inconsistency, be void". As noted by some observers, this provides an opportunity to interpret fundamental rights as having priority over custom (CLGF Pacific, 2010). At the same time, the Laws of Kiribati Act 1989 states that "In addition to the Constitution, the laws of Kiribati comprise customary law" (s 4. (2)(b).) and that "customary law prevails over common law" (s 6(3)(b).). It further contains a provision[10] which allows courts to take into account customary law in their criminal and civil proceedings. The act lists circumstances where such consideration of customary law is permitted (although it is not mandatory). In particular, it allows using customary law to establish reasonableness of behaviour, excuses, decisions on conviction and penalties in criminal cases, and to establish legitimacy of adoption, marriage, divorce, custody and guardianship in civil law.

- **Allowing courts to selectively refer to customary law without clear guidance on the protection of child rights (e.g. in cases of "te kabara bure") creates grounds for violations.** The 2007 CEDAW legislative compliance review criticized this approach, given that references to customary law were allowed to reduce sentences if there has been forgiveness and gave women no legal recourse against discriminatory customs, which was compounded by the lack of explicit provisions against sex/age discrimination in the Constitution (CEDAW Committee, 2007). This may have significant implications for child protection. In particular, the Kiribati tradition of "te kabara bure" (formal apology and compensation by families for a committed crime) often backfires against sexually assaulted girls who become stigmatized and may be forced to engage with the perpetrator (United Nations, 2009).

- **Courts may also find it practically difficult to interpret currently vague provisions for choosing between constitutional and customary rules.** This attempt to combine customary and formal law is also described by some observers as rather problematic in terms of practical implementation. In particular, courts may find it difficult to adduce and agree on evidence and to align such evidence with any conflicting norms of formal law (Cain, 2001).

- **Consultations conducted to develop the CYPFW Act 2012 could be used to launch amendments to the Laws of Kiribati Act 1989 and/or Constitution to streamline the application of customary law (as was done within the Constitution itself).** In the view of some researchers, incorporation of customary law into written law is an important and promising approach, but it may become problematic when implemented through "wholesale acceptance of customary norms" and without rigorous research and wide consultation with communities in terms of their preferred combination of the various norms and principles concerning individual legal issues (a version of which was undertaken through the Constitutional Convention with regard to core political principles embodied in the text of the country's constitution) (Cain, 2001). Development of the recently approved CYPFW Act 2012 was based on a highly participatory process and could therefore be used as a springboard to launch amendments to clarify current ambiguities in the Laws of Kiribati Act 1989 with regards to child protection issues.[11.] Similar recommendation was made in the recent technical report by the PSC RRRT in preparation for the MISA to option for legislative reform to enhance protection against gender-based violence. It stated that it is "important to clarify the relationship between customary law, practices in the community, and the statute law with respect to this issue and to codify complainant's right to be treated in accordance with human rights standards under both processes" (SPC, 2013).

Child protection within constitutional provisions

The Kiribati Constitution protects the fundamental rights of all citizens, including freedom from inhuman and degrading treatment. The Constitution of Kiribati contains the Bill of Rights (Chapter II. Protection of fundamental rights and freedoms of the individual) which guarantees key rights and freedoms to all citizens[12] and contains a clause against discrimination based on race, place of origin, political opinions, colour, creed or sex. Article 7 of the Constitution also protects all citizens from torture, inhuman treatment and degrading punishment (in view of the recent assessment, this definition is sufficiently wide to cover all forms of sexual violence and rape) (SPC, 2013).

---

[8] Similar provision exists in the legislation of Tuvalu.

[9] Similar approach is also found in the Constitutions of Cook Islands and Tonga, but is different in other Pacific countries. For example, the Constitution of Solomon Island declares custom as part of law, but clearly subordinates custom law to constitutional provisions; the Constitution of Tuvalu states that fundamental rights should be expressed with provision for the protection of traditional values. Other constitutions – such as the one in Vanuatu and Samoa – do not clearly set up the subordination rules (CLGF Pacific, 2010).

[10] Schedule 1, s 3(a)-(e)

[11] The 2006 consideration of the CRC Periodic Report by the Committee on the Rights of the Child noted that, at the time, "the state party was in the process of completely reviewing its national constitution". It is not clear whether this intention had been taken forward.

[12] Including rights to life, liberty, security of the person and the protection of the law; freedom of conscience, of expression and of assembly and association; and protection for the privacy of his home and other property and from deprivation of property without compensation (Article 3).

At the same time, supreme law contains no specific provisions on children and their rights. The Constitution does not explicitly define children as subjects of human rights and does not ring-fence their specific rights. It does not contain a definition and legal status of the child, or any provisions related to duties and responsibilities of individuals, families and societies with regards to the protection of child rights, as well as provisions for the protection of the best interests of the child. As was discussed previously, most of these provisions have been incorporated within the new CYPFW Act 2012. However, lack of their incorporation within supreme law is a constraining factor for effective child protection, especially given the ambiguities with regards to the interpretation of customary law.

Ex-ante policy dialogue on conflicting child protection policy issues

The culture of consensual decisions supported with donor-led consultations helped to develop a range of whole-of-government policies. As will be discussed further, Kiribati is often referred to as an example of a decision-making culture typical of many Pacific and especially Micronesian states which prefers consensual agreements and indirect consultations to head-on debates and confrontation (Hansen, 2012). In child protection in particular, a range of policies were developed to describe whole-of-government approaches to key issues.

- **CYPFW 2012.** The central example of such consensual policy-making is the CYPFW Act, which went through wide consultations when it was developed as a bill, involving representatives of all sectors both at the central and local level. The act has absorbed or taken forward some of the earlier policies such as the Police Diversion Policy which described rules for referring cases to the MISA or Court Policy for Family and Domestic Violence Cases (UNICEF, AusAID, 2009).

- **National Youth Policy 2011-2015.** The Committee on the Rights of the Child praised the policy as the first-ever direct comprehensive strategy for youth in Kiribati, even though it noted lack of sufficient financial resources to support implementation (CRIN, 2010). The policy identified the (former) MISA as the lead Ministry but assumed "multi-sectoral commitment and dedication". Indeed, most of the issues raised by the policy were inter-sectoral, including: sexual and reproductive health, mental health/ suicide, accidents, substance abuse, education & employment, and justice (violence, sexual commercial

exploitation). The policy clearly defines the roles of various agencies in the "implementation mechanism" – while the (former) MISA commits to supporting key cooperation structures (National Youth Council, dialogue with NGOs and donors, advocacy and awareness raising), other line ministries (Ministry of Health and Medical Services, Ministry of Education, Ministry of Labour and Human Resource Development, and Ministry or Commerce, Industry and Co-operatives) commit to activities "under relevant policy areas", incorporating these activities into their strategic plans and making inputs into joint monitoring and evaluation (Government of Kiribati, 2010).

- **Juvenile justice policies currently in development.** As was discussed previously, Kiribati has already developed a cross-sector juvenile justice manual which is being currently taken further into a juvenile justice bill.

- **Family peace bill currently in development.** With support of the Kiribati Regional Rights Resource Team (RRRT), the Government is currently undertaking national consultations for the development of a draft family peace bill which would regulate issues related to domestic violence.

At the same time, at least until recently, comprehensive policy dialogue was lacking in other areas. The issues where policy consensus and cross-sector commitments are still lacking include child labour (CRIN, 2010), international adoption, child protection in education, and trafficking (UNICEF, AusAID, 2009).

Capacity of national legislature

Parliamentary democracy is strongly protected by Kiribati's constitution. The Parliament of Kiribati – the Maneaba ni Maungatabu (Supreme Assembly) – is a single-chamber assembly elected through general universal suffrage[13]. The Maneaba ni Maungatabu holds the power to make laws through passing bills to be assented by the Kiribati President (the Beretitenti) upon which they are called acts. Core powers of the parliamentary system are defined by the Constitution, and the details of parliamentary process are outlined in the Rules of Procedure developed by the Maneaba ni Maungatabu and published on its website (Maneaba Ni Maungatabu, 2006)[14]. The Maneaba ni Maungatabu has three standing committees[15] and can appoint select committees to consider specific matters. The Maneaba ni Maungatabu also relies on a professional secretariat, but this assessment was not able to analyse its composition, profile and capacity.

---

[13] In addition to the elected members, the Maneaba ni Maungatabu also includes two ex-officio members – a representative of the Rabi Council of Leaders and the Attorney General. The overall number of elected representatives is currently 44 – it has been increased several times to take into account the growing number of the Kiribati population. The last parliamentary elections took place in October 2011; and the next elections are expected in 2015.

[14] http://www.parliament.gov.ki/content/rules-procedure-maneaba-ni-maungatabu-0

[15] Standing committees include: Public Accounts Committee, Business Committee, and Maneaba Privileges Committee.

The Constitution puts a range of requirements on the scrutiny of bills which go through the Maneaba ni Maungatabu:

• All bills should be submitted at least 25 days before the debates and supplemented with an explanatory memorandum in Kiribati and English, both in paper and in electronic form, and copies of these documents must be sent to each island council and town council (Article 52).

• Once the bill is considered in the first reading, the Maneaba shall not proceed on any consideration of this bill until the next meeting of the Maneaba (unless the bill was declared urgent by the President) (Article 53). This provision has been an important part of the initial constitutional convention since the time when the Constitution was developed, as it assumes that all new laws go through sufficient consultation at the level of constituencies.

At the same time, Parliament has been assessed as analytically weak and lacking human resources to effectively consider policies. The legislative capacity of Kiribati has been the subject of several studies and technical assistance projects since the early 2000s. The UNDP undertook two rounds of Kiribati Legislative Needs Assessments (in 2001 and in 2008), which have both concluded that the national parliament required support and capacity building in order to effectively exercise its role. The ability of professional staff to assist MPs with policy analysis was described as relatively weak. Academic research on the political discourse in Kiribati in 2012 also showed that overall parliamentary power in Kiribati is dominated by the executive, and one of the reasons for this bias is a lack of human resources to empower MPs to effectively consider governmental proposals (Hansen, 2012).

Since 2008, steps have been taken to address this weakness; however, it remains to be verified whether these steps have proved effective.

• During 2009-2013, the UNDP worked on a specific "Kiribati Support to Parliament Project" (2009-2013), which included three components: (1) Strengthening of the Kiribati Parliamentary Secretariat; (2) Support to members of parliament to assist in exercising their roles; and (3) Public awareness about functions of the Maneaba ni Maungatabu. The project provided training to permanent parliament staff; helped to develop a corporate plan for Parliament; established and funded the post of IT / Research Assistant; and launched publication of quarterly newsletters.

• The KDP 2012-2015 made an explicit reference to the need for "improving the quality of parliamentary debate and removing disconnect between policy design and actual implementation". It is not clear what exact steps were taken to address this goal.

Stronger policy analysis for Parliament would be an organic complement to Kiribati's cultural preference for indirect consultations and consensus decision-making. Generally, Kiribati's parliamentary system is often described as such and reflects a "cohesive monoculture" characteristic of many Micronesian societies, preferring decisions through consensus reached by indirect consultations rather than upfront debates and confrontation (Hansen, 2012). While this may represent an obstacle to the development of clear political party structures, it also highlights the importance of high quality analysis to supply MPs with timely insights on policy agenda so that any potential conflicts are addressed through contextually appropriate channels.

Consistency of child protection legal definitions

Kiribati made significant progress in installing consistent legal definitions for a range of child protection concepts, even though some collisions and gaps still remain. As explained further, Kiribati is one of the regional leaders in clearly specifying minimum marriageable age and has been developing a consistent legal framework for juvenile justice. The newly introduced CYPFW Act 2012 also streamlined other definitions such as the age thresholds for children and young persons, as well as the understanding of abuse and maltreatment. However, the CYPFW Act is not sufficient enough to clearly restrict the practice of corporal punishment.

Definition of the child

The new CYPFW Act 2012 defined children and young people as persons below 18 years of age, in line with international standard. At the time of the latest CRC periodic report (in 2006), the committee expressed concern over the lack of a single definition of the child and diversity of legal age limits, resulting from the "erratic evolution of various laws" (CRC, 2006). At the time of this assessment, the core definition of the child is contained within the new CYPFW Act 2012, which describes children as people under 14 years of age and young persons as people between 14 and 18 years of age, thereby complying with the minimum CRC standard. The CYPFW also specified the notion of sexual abuse and exploitation and raised the age of sexual consent from 15 to 18.

Although some amendments were made in the Penal Code to incorporate new age limits, these were not sufficient, and remaining collisions created further risks for child sexual abuse. The CYPFW also introduced some consequential amendments related to the increased age thresholds for children (below 14) and young persons (14-18) into the Penal Code Cap. 67 (articles 204, 205 and 226, related to the duties of family heads, servant-contracting masters and persons having custody, charge or care of

children or young persons). However, no amendments seem to have been made to other penal code articles specifically related to the engagement of children in sexual activities (such as: the definition of rape which is limited to girls (Art. 128), the age of consent in sexual intercourse which remains at 12 for males (Art. 14), indecent assaults which is limited to girls under 15 years of age (Art. 133), detention with intent or in a brothel which is limited to girls (Art. 140), disposing of minors for employment or use in prostitution or unlawful sexual intercourse (Art. 141) which is defined for minors under the age of 15 years, obtaining minors for immoral purposes which is limited to minors under the age of 15 years (Art. 142), and incest which is limited to offences against girls under the age of 15 (Art. 156)). The penal code also does not define child pornography.

Admittedly, this remaining inconsistency comes at the background of continued work to strengthen legal frameworks for addressing the sexual exploitation of children. The Government does recognize the risks and prevailing incidents of commercial sexual exploitation of children. In 2005, the Government amended the Criminal Procedure Code 1977 specifically to help police officers to detect sexual offences against girls boarding foreign vessels by empowering officers to enter such vessels without warrants (Government of Kiribati, 2005). In 2008, the baseline report "Protect me with Love and Care" noted that although Kiribati legislation included comprehensive provisions for sexual assault and abuse of girl children, the legislation treated such acts against children in the same way as acts committed against adults and lacked practical guidelines for consistent sentencing (UNICEF, AusAID, 2009). In addition to the introduction of the CYPFW Act in 2013, other steps to introduce practical tools to counteract episodes of abuse included the recent adoption of rules by the Ministry of Fishery which imposed restrictions on Kiribati nationals boarding foreign vessels anchored at the Tarawa port (UNICEF, 2014). The Government is also working on the development of a new Juvenile Justice Bill which plans to address SCEC and trafficking concerns and is scheduled for parliamentary consideration in August 2014.

Age of criminal responsibility

Although there is no strict international rule for specific minimum criminal responsibility age, the recommended threshold is 12 years. The CRC does not define a specific recommended age threshold for criminal responsibility and only requires that such minimum age should be established within national legislation. However, in 2007, the Committee on the Rights of the Child specified in its General Comment No. 10 that it considers setting ages below 12 years as internationally unacceptable and encouraged states to increase their domestic thresholds, preferably to at least 14-16 years of age (Committee on the Rights of the Child, 2007). The Beijing Rules for Juvenile Justice further call for

governments to take into account the emotional, mental and intellectual maturity of young offenders. According to a 2013 review, Minimum Age for Criminal Responsibility (MACR) varies globally from 6 to 18, but most states define it at 12 years of age (UKAid; Penal Reform International, 2013). Defense of infancy remains a highly controversial topic and, unfortunately, the latest CRIN evidence shows that many countries worryingly chose to lower, rather than increase, their existing criminal responsibility age thresholds. However, the only country considering such steps across the EAP region is the Philippines (CRIN, 2013).

Although Kiribati does not yet have a comprehensive juvenile justice legal framework, relevant definitions in existing regulations seem consistent:

- **MACR at 10-14 years is lower than recommended by international standard but consistently defined.** The Kiribati Penal Code 1977 (Section 14, Cap. 67) defines the minimum age of criminal responsibility (immature age) at 10 years; and minimum criminal responsibility unless aware of illegality of the act – at 14 years of age. Although this is lower than the recommended international standard, it seems to be consistently defined throughout legislation.

- **Rules for separate detention clearly set and rarely needed, but potentially hard to implement because of lacking facilities.** According to the penal code, juvenile offenders can not be imprisoned if they are younger than 15 years, and those aged 15-16 years must be separated from adults (Government of Kiribati, 2005). However, discussions around the 2006 CRC periodic report revealed that while the detention of persons below 16 years essentially never occurred (no such case was known as of 2006), if this were to happen children would have to be put in the same facilities as adults because no separate facilities are available (CRC, 2006).

It remains to be verified whether ambitious new regulations would require consequential amendments in current penal law. Since 2008, Kiribati has been developing and implementing ambitious new regulations related to juvenile justice. This assessment did not have access to these documents and has not analysed whether the newly introduced provisions would conflict or require amendments of the existing penal code and prisons ordinance.

- **The Juvenile Justice Manual 2008-2009 and supplementary protocols.** In 2008-2009, Kiribati developed a juvenile justice manual, which was, around that time, praised as one of the most advanced written provisions for juvenile justice among PICs (UNICEF Pacific, 2010). The manual established a juvenile court[16] and special procedures for dealing with children in conflict with the law (CICL), including a non-legislative court diversion scheme (CRIN, 2010). According to the 2008

---

[16] At the time of the 2008 baseline report, the only juvenile court was established in South Tarawa (UNICEF, AusAID, 2009).

baseline report "Protect me with Love and Care", the manual was complemented with additional guidelines and procedures for juveniles in need of care and protection and Youth Diversion Policy. Jointly, these documents provided strong legal coverage of CICL concerns, except for the lacking provisions for child witnesses. However, these new formal provisions and rules required wide awareness raising efforts especially with magistrates, which was followed up with by a range of training programmes (UNICEF, AusAID, 2009)

- **Juvenile Justice Bill to be considered in 2014.** The Government is currently working on development of a new Juvenile Justice Bill and is scheduled for parliamentary consideration in August 2014.

The marriage age

Kiribati has a rare example of consistent definition of the minimum marriage age at an internationally recommended level of 18 years. In 2009, the UN-led research paper noted that, at the time, Kiribati was the only country among Pacific island countries and territories which established a minimum legal age for marriage at 18 years, this being in line with international law[17] (Jalal, 2009). The minimum marriageable act was also in full compliance with the CEDAW commitments (same age for males and females; requirement for registration of all marriages; and a requirement for consent of both parents in the marriage of minors) (CEDAW Committee, 2007). At the same time, the 2009 UN study also noted low awareness of parents on this legal restriction and a tendency for girls to marry much earlier through customary law (Jalal, 2009).
This assessment does not have cross-country evidence to verify whether any other country in the region has since caught up[18].

Corporal punishment

Some (limited) legal restriction on corporal punishment was introduced through the CYPFW Act 2012. The CYPFW Act 2012 does not explicitly define or prohibit

corporal punishment. However, it defines the concepts of emotional and physical abuse (and child protection responsibilities) in a way which puts some – but not complete – restriction on this practice.

- "Physical abuse" is defined by the CYPFW Act as "any act of violence or maltreatment that results in physical wounds or bodily injury". This definition is much narrower than the understanding of corporal punishment supported by the UN Committee on the Rights of the Child, which defines corporal punishment as any use of physical force which causes some degree of pain and discomfort, however light. Moreover, the Committee also includes non-physical forms of punishment which are cruel and degrading as being incompatible with the CRC.

- To some extent, these other forms of child maltreatment fall under the definition of "emotional abuse" contained in the CYPFW Act which describes it as "acts or omissions causing or likely to cause mental or emotional suffering of a child or young person, including patterns of belittling, denigrating, threatening, scaring, ridiculing, or other non-physical forms of degrading or rejecting treatment".

- The CYPFW Act specifically defines that it is the responsibility of the parents "to ensure that discipline is carried out in non-abusive ways". However, since the definition of abuse does not explicitly include corporal punishment, the act does prohibit it clearly and comprehensively.

At the same time, corporal punishment continues to be tolerated by other legislation. The Penal Code 1977 establishes "the right of any parent, teacher, or other person, having lawful control of a child or young person, to administer reasonable punishment to him" (Article 226). The Code's other provisions which criminalize child maltreatment (listed in the same article) are presented as such where it "shall not be construed as affecting this right" (for reasonable punishment). Moreover, the CRIN reports that additional provisions which enforce corporate punishment are contained in the Magistrates Court Act 1977 as a criminal punishment for boys (CRIN, 2010).

---

[17] Marriage age in Kiribati was raised from 16 by the Marriage Ordinance Amendment in 2002 (Government of Kiribati, 2002).
[18] A similar study undertaken for Fiji noted that while Fiji Government has raised minimum marriageable age to 18 in 2009, the country's Crime Decree 2009 continued to criminalises carnal knowledge of persons under 18 which "are unmarried" and which is "against the will of their parents", implying that intercourse with a child below 18 and/or with consent of the child's parents would not fall under this provision.

INDICATOR 1.3. STRATEGIC PREPAREDNESS TO POTENTIALLY VOLATILE ENVIRONMENTS

	ASSESSMENT	SCORE
Systems for crisis prevention and recovery include the following:	**B**	**2.0**
Four criteria for indicator		
• The Government has developed disaster and emergency preparedness strategies and action plans for the management of multiple risks that have significant impacts on children in times of natural hazard or conflict situations	Yes, restricted	0.75
• Inter-agency mechanisms are established for addressing child protection risks in case of emergencies and disasters (coordination and data exchange systems, joint guidelines, response plans and training for staff across relevant sectors)	Yes	1
• Preventive measures are based on risk assessments to identify and build capacities on the most vulnerable areas and population groups.	No	0
• Capacities of response systems focusing specifically on child protection were built through training, awareness raising, information sharing, establishment of focal points and appropriate services, safe spaces and community-based structures.	No, extended	0.25

Emergency preparedness plans

The nature of disaster risks in Kiribati

Although Kiribati enjoys a location which is relatively safe from earthquakes and cyclones, these unlikely but still possible events would be devastating for small low-level atolls. Kiribati is located along a dry equatorial belt in the Central Pacific Ocean. It is a seismically quiet zone, however those tsunamis and earthquakes from the surrounding Ring of Fire may potentially reach Kiribati atolls, although the likelihood of such an event is relatively low (40% chance to experience weak ground shaking in the next 50 years). Similarly, Kiribati is not subjected to major threats of cyclones: the tropical storms and depressions which happen in this area are not usually sufficiently strong to be classified as cyclones (World Bank; SOPAC; GFDRR, 2008). However, the small size and low-lying disposition of the islands makes them highly vulnerable even to relatively small hazards.

The country's small size and isolation also makes it potentially highly vulnerable to other unlikely disasters such as oil spills or plane crashes. Apart from major, albeit unlikely, events like tsunamis, other improbable episodes such as oil spillages as a result of maritime disasters, fires or aircraft accidents may bring disastrous temporary

consequences by blocking vital transport connections and supplies. The Government is also alert to the risks of major epidemics of exotic diseases, including the risk of introduction of adverse pests to the country's small and fragile ecosystem (Government of Kiribati, 2012).

Moreover, Kiribati is exposed to severe and imminent threats related to sea-level rise, coastal erosion, inundation, draughts, saline intrusion and ecosystem degradation. Most of the Kiribati atolls are very low above the sea level and therefore immediately suffer from coastal change and inundation, making the country one of the most vulnerable across other Pacific states. By some estimates, water intrusion may make most of the Kiribati islands uninhabitable within the next few decades, although other recent studies state that evidence on long-term trends is inconclusive (World Bank; SOPAC; GFDRR, 2008). In any case, current variability of the sea-level results in periods of isolation for some communities and damages their livelihoods.

Many islands also suffer from devastating draughts. Kiribati islands in the central and southern equatorial region (Gilbert, Banaba, Phoenix and Kiritimati) suffer from severe and prolonged draughts, especially in the La Nina periods. Given that rainwater is the primary source of water supply in the low and shallow atolls, draughts are especially damaging for these communities.

Preparedness plans

Although Kiribati is known for higher-than average awareness of disaster and climate change risks, until recently DRM policies were strongly donor-led and not integrated into national frameworks. Most observers agree that Kiribati stands out compared to other Pacific countries in the level of awareness and activity related to disaster risk management. With significant assistance and prompting from the international community, including a range of donor-funded projects, the country developed "a higher-than average level of awareness with regard to climate change and related issues" (World Bank; SOPAC; GFDRR, 2008). However, until recently, the effort to address these risks was also strongly reliant on international initiative and lacked local capacity and leadership. Although the country had introduced a National Disaster Management Act in 1993 and Environmental Act 1999, developed two national disaster plans (1995 and 2010) and participated in three consecutive phases of a donor-led Kiribati Adaptation Program (KAP), these activities were not sufficiently integrated into the national strategic planning framework (World Bank; SOPAC; GFDRR, 2008).

However, national structures to support the process began to actively emerge during 2012-2013. In 2012, the Government approved a revised National Disaster Risk Management Plan (NDRMP) that included new operational arrangements which linked the NDRMP to the planning and budgeting cycle, the regional commitments and to the rest of the country's legislation (Government of Kiribati, 2012). In the same year, the National Disaster Management Act 1993 was also revised.

The regional and international disaster management frameworks which embrace Kiribati include:

• The Hyogo Framework for Action 2005 (according to SOPAC, in 2012 Kiribati has completed a review of progress against the Hyogo Framework (SOPAC, 2012), however it was not reported individually but was covered by the SOPAC regional progress report 2011-2013 (SOPAC, 2013));

• Pacific Plan 2005;

• Regional Framework for Action 2005-2015;

• Pacific Islands Framework for Action on Climate Change;

• World Bank Policy "Not if but when".

Given the variable nature of key risks, the National Disaster Risk Management Plan 2012 established a flexible operational planning structure to constantly revise priorities. The National Disaster Risk Management Plan (NDRMP) 2012 is based on the key assumption that the constantly changing nature of major hazards faced by Kiribati require constant revision and updates of preparedness plans. In view of this, it established an implementation structure involving all key agencies (described later) responsible for the regular monitoring and rapid revision of risk management priorities. This arrangement also assumes that DRM objectives would be integrated into the strategic and operational plans of all participating agencies, including their communication plans (Government of Kiribati, 2012).

Although child protection in disasters is an explicit responsibility of the Ministry of Education (ME), it was not verified whether the mandate materialized into concrete plans and actions. The NDRMP 2012 explicitly refers to the need to ensure child protection at times of emergencies and places this responsibility at the ME. The Ministry is mandated to ensure that child protection risks are addressed within the emergency management plans which must be developed for all schools in cooperation with the Ministry of Health and Medical Services (MHMS) (including preparation of appropriate shelters, inclusion of DRM issues into school curriculum and teacher training courses) (Government of Kiribati, 2012). However, this assessment has not verified whether such emergency plans have been prepared in practice and how comprehensively they address child protection issues.

Inter-agency joint response mechanisms

The operational arrangements within the NDRMP 2012 clearly define roles and procedures for all stakeholders. The organizational structure is defined separately for normal operations (Figure 5) and for the times of crisis (Figure 6), including the process of mobilization for response, relief, and early and long-term recovery.

• **National Disaster Risk Management Council (NDRMC).** Both during times of crisis and in normal operations, the key executive agency for addressing risks of major hazards is the National Disaster Risk Management Council (NDRMC). It consists of all Secretaries, the National Disaster Controller (Deputy Chair), the Commissioner of Police, Director of Meteorological Office, Secretary General of the Kiribati Red Cross Society and President of KANGO. The NDRMC provides advice to the Cabinet on key strategic issues (e.g. need for international assistance), acts on behalf of the Cabinet and is the "peak decision making body" at times of crisis. Secretariat functions for the NDRMC (including coordination with island-level committees) are provided by a National DRM Office (NDRMO).

• **Emergency operations committee (disaster relief mechanism).** At times of crisis, a separate emergency operations committee is mobilized to assist the NDRMC with rapid allocation of resources. The Committee is chaired by the Deputy Secretary of the Ministry of Public Works and Utilities and co-chaired by a representative

of the President's Office. It includes representatives of several ministries (Foreign Affairs and Immigration, Internal and Social Affairs, Health and Medical Services, Communications, Transport and Tourism, Environment, Land and Agricultural Development), as well as KANGO and the Kiribati Red Cross Society (KRCS).

- **Island Disaster Councils (IDCs).** At the local level, the key decision makers and executive agents are Island Disaster Councils (IDCs). The IDCs include the Mayor, island clerk, a Kiribati Red Cross Society Representative, and a police officer. The IDCs are responsible for developing a locally relevant disaster management plan and it is their responsibility "to allocate budgets to ensure that national DRM objectives can be achieved and local disaster plans can be effectively mobilized".

- **Continuous analysis of risks is the responsibility of the Strategic National Policy Unit (SNPU) under the President's Office.** The SNPU oversees risk-mapping initiatives, advises the Cabinet on which risks require attention, and makes sure that DRM initiatives are integrated into the rest of the Government's policies. It also cooperates with the NDRMO to revise disaster plans and orchestrate any needed training and awareness programmes.

- **Line ministries.** Apart from their key roles in mobilization in case of disasters, during normal times, secretaries of all ministries meet every month to ensure that DRM objectives are incorporated into respective policies. Each ministry is also responsible for a range of DRM objectives for normal operations, including the development of emergency and disaster communication plans.

Preventative risk mapping and assessment for natural disasters

The new DRM arrangements include a clear and practical approach to organize risk monitoring and analysis through the Strategic National Policy Unit (SNPU) under the President's Office. The SNPU is responsible for "maintaining the national risk profile, within which will be subsumed the DRM risk profile, thereby providing the Cabinet with an oversight of whole-of-government risks" (including strategic and aligned consideration of DRM and climate change adaptation). In particular, the SNPU is providing support and analysis to develop strategies for targeted vocational training and labour mobility schemes to prepare the Kiribati people for potential relocation, as a way to prepare for extreme scenarios of sea-level rise (Government of Kiribati, 2012).

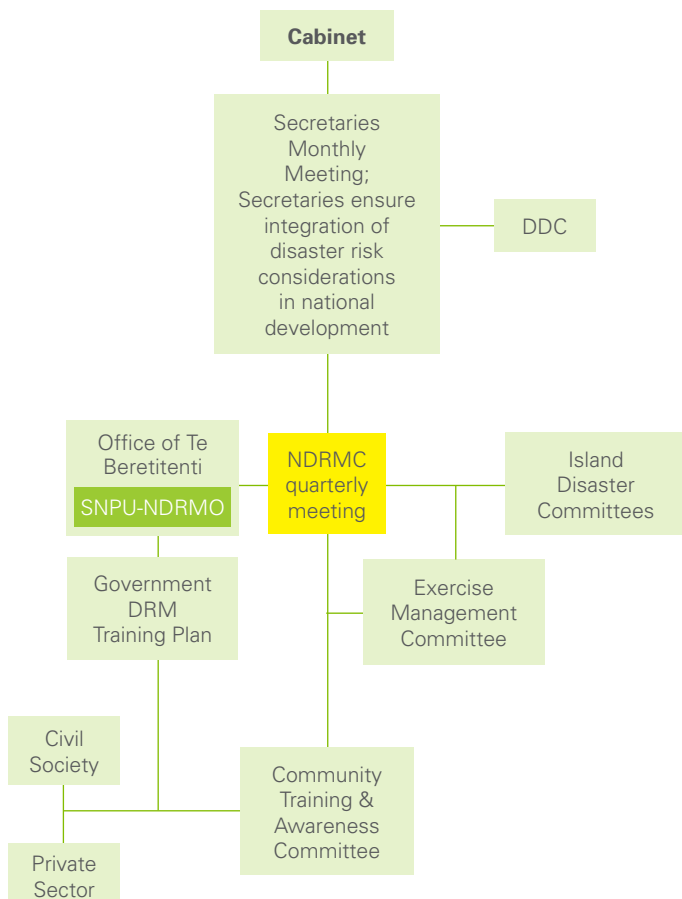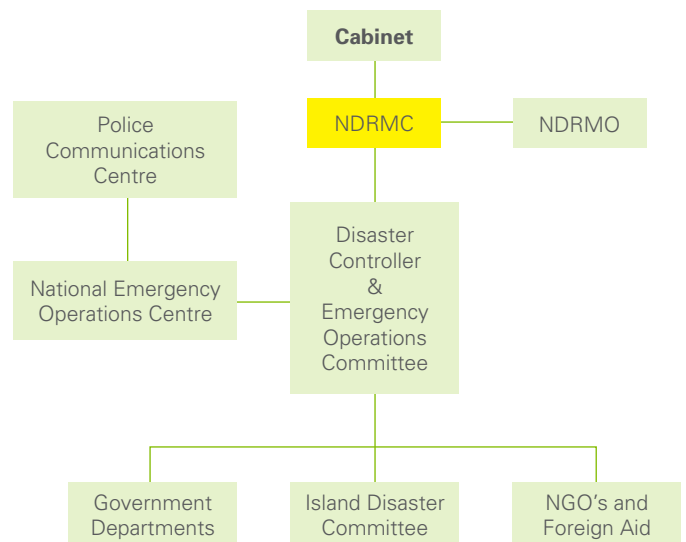**Figure 5. DRM Organizational structure for normal operations**

Figure 6. DRM Organizational structure during times of crisis

However, comprehensive, disaggregated **multi-hazard risk mapping remains a significant challenge for Kiribati.** Given that risk mapping was only recently integrated into the planning process, considerable gaps in this area still remain. A 2008 SOPAC assessment noted that Kiribati lacked a common geographical database across departments and a robust whole-of-government DRM data management system, including any basic capabilities for climate and hazard data collection. The assessment recommended developing a comprehensive GIS spatial mapping base for recording geographical hazards and oceanographic data. As a result, even core risks such as sea level rise and coastal erosion lacked consistent historical data for proper analysis of long-term trends and geographical distribution (World Bank; SOPAC; GFDRR, 2008). Since that time, support was provided to the SNPU to develop its core capacities, including through the Kiribati Adaptation Project Phase III, but this assessment has not verified whether this included multi-hazard risk mapping.

Existing risk mapping is project-based and donor-led, without any systemic analysis and disaggregation of risks related to child protection. Some risk groups were mapped within individual projects. For example, the World Bank assisted the Government of Kiribati to profile the risks and financial implications of catastrophe events such as earthquakes, tsunamis and tropical cyclones (World Bank, 2012). This assessment did not access any information about gender-disaggregated data on disaster risks or any analyses of child protection risk mapping related to key hazards.

Capacities for response and recovery

The National Disaster Risk Management Plan (NDRMP) 2012 is strongly focused on community-based disaster management, including wide scale training and awareness raising. Education, training and empowerment of communities are the first of six "Guiding Principles" of the plan. It states that although the Government retains prime responsibility for DRM, it "cannot realistically provide all that is necessary" in the context of Kiribati's challenging geography and the persistent nature of the environmental risks, and it is therefore critical for the communities themselves to be aware and actively engage in preparation and management for natural hazards. It therefore calls for "seamless transition between community and government efforts" to prepare and deal with the risks. Notably, as discussed earlier, even the provision of funding for local disaster plans is an explicit responsibility of the island disaster councils.

But while the NDRMP 2012 establishes clear instructions for installing community-based response systems, including emergency plans for child protection, it is not clear how comprehensively these were taken forward in practice. During the FGDs conducted for this assessment, participants noted that some training has started to take place (so that, for example, children have at least basic knowledge of key risks and key instructions for immediate response, such as to remain with school evacuation teams rather than return home to their families), but these did not seem to include any protection risks and were not yet regular or comprehensive.

INDICATOR 1.4. POLICY COORDINATION FOR CHILD PROTECTION

	ASSESSMENT	SCORE
Availability and effectiveness of policy coordination structures:	B	2.5
Four criteria for indicator		
• There is a parliament or other oversight body on child protection, which has a clearly defined mandate, authority and resources to implement policies, and meets regularly;	Yes, restricted	0.75
• There is an inter-ministerial mechanism that coordinates child protection activities, which has a clearly defined mandate and institutional leverage, meets regularly and is attended or followed up by senior officials;	Yes, restricted	0.75
• There is a mechanism at the national level for the government and civil society to coordinate on child protection policies, legislations and programming;	Yes, restricted	0.75
• There is a coordination mechanism to effectively engage international development agencies into child protection, which has a clear set of objectives related to child protection and meets regularly.	No, extended	0.25

Supreme policy oversight

Upon signing the CRC, Kiribati has established the Kiribati National Advisory Committee on Children (KNACC) to oversee implementation processes. The KNACC included members of several line ministries (Ministry of Internal and Social Affairs and Ministries of Education, Health, Commerce, Fisheries), the Ministry of Finance, police, Attorney General's office, parliamentary representatives, and a range of NGOs and donor representatives including UNICEF. The MISA also provided chair and secretariat functions to KNACC. Overall, the KNACC was instrumental in organising public awareness campaigns to promote the CRC, especially among parliament members, NGOs and the wider public (CRIN, 2010).

The KNACC found it difficult to emerge as a functional oversight structure. The 2006 CRC periodic review noted that the KNACC faced numerous problems such as a "lack of coordination and supervision" (CRIN, 2010). In further years, the KNACC received support in developing terms of reference and an action plan. The 2008 baseline report "Protect me with Love and Care" described the KNACC as a promising albeit still growing body still in need of much capacity building (the report recommended further strengthening of the KNACC sub-committees, development of interagency agreements, and consideration of including child representatives) (UNICEF, AusAID, 2009).

At the same time, the Government has gradually established an executive inter-ministerial working group which currently leads child protection policy discourse. In parallel to discussions on the KNACC, the past several years have seen principal changes in the Government's own strategic planning structures. With help from a range of donors. The Government began to use the KDP 2012-2015 process to install new arrangements for planning and reporting, which included new coordination structures. These new arrangements are discussed in much detail on page 54 and illustrated in Figure 11 on page 56. The central element of the new arrangement is inter-ministerial coordination within six Sector Working Groups (SWG). One of these working groups is being chaired by the former MISA and is working on issues related to "Governance" defined as "Enhanced transparency, accountability, equal opportunities including holding the rule of law, access to justice, and inclusiveness in decision making process", including issues related to child protection. The inter-ministerial working group is composed of deputy secretaries of the member ministries as well as the required technical staff from these ministries. As is also discussed later in this paper, each working group is also supposed to cooperate with relevant NGOs, private sector representatives and the general public for the purpose of bi-annual sector evaluations.

The Sector Working Group effectively crowded out the KNACC as a coordinating structure. The FGDs for this assessment indicated that working-level coordination across ministries under the auspices of the Government's Sector-level Working Group has been very active. Many stakeholders felt that this working group, as an instrument, has essentially crowded out a practical need for the KNACC as a coordinating structure. The Sector Working Group chaired by the MISA has been meeting regularly on a monthly basis, working on all the listed issues (joint strategy, budget, on-going implementation issues, reporting, project development and evaluation). Given that representation on the working group is relatively senior (deputy secretary level), members found it sufficient for working level coordination. The strong role of executive authority compared to parliamentary structures in Kiribati adds to the perception that there is no practical need for an additional supreme oversight structure.

The fact that Kiribati effectively lacks a policy oversight structure that would be broader compared to the Government Working Group could be reasonable in the country's specific context. This could be suggested based on conclusions from research which looked at political accountability structures in Kiribati, albeit in relation to another theme – climate change. This 2012 study analysed "chains of discourse" on climate change in Kiribati in order to check to what extent the policy discourse on climate change was affected through classical channels of electoral democracy (Hansen, 2012). Albeit focused on climate change, the study offered important insights on Kiribati political structures in general:

- On the one hand, it showed that political discourse in Kiribati on major policy concerns is strongly dominated by the Government and donors, while "citizens, parliament and civil society seem more inclined to engage the government on concrete, 'street level' issues".

- On the other hand, it revealed that reasons for this bias are deeply structural and intrinsic to a society of small size, extreme isolation and a culture of social cohesion and consensual decision-making (it is therefore a capacity problem "rather than the political elites "selling out" to non-domestic actors"). In the climate change discourse, "it might be that it was foreigners who first brought the issue into the consciousness of the Kiribati political elite, but it is something they have embraced and made their own, although they continue to rely on outside assistance". The Government executive authority is also ready to give accounts of its actions but parliamentary structure, civil society and media have very weak capacity or willingness to express preference or dissatisfaction. One reason for this is that it is difficult for non-executive political actors to organically emerge in the economic and geographic context where the Government (with significant co-funding from donors) is the main and best employer, as well as the funding source of media and NGOs. In addition, at least in the climate change area, Kiribati's consensual and socially cohesive society was shown to be inclined against expressing disagreement on the general course the Government should have.

- The study concludes that while it is important for international players to actively support the gradual strengthening of capacities for electoral democracy in Kiribati, it is not going to change fast, and in the foreseeable future there would be no alternative to strong executive government and a strong lead of donors in a range of policy areas. At the same time, the study acknowledges that these conclusions might need to be tested for policies that are more contested than climate change on which the population is generally united (and child protection could possibly be one of such contested issues).

Working-level coordination across ministries

As was discussed earlier, child protection is one of the focus areas of an active inter-ministerial Sector Working Group. Composed of both technical staff and deputy-secretary officials, the group meets on a monthly basis, has an annual and multi-annual strategic plan and discusses a joint activity budget including donor-funded projects. The group is mandated by new strategic planning arrangements, but at the same time the logistics of its meetings are co-funded by UNICEF, which raises sustainability concerns.

"The Group meets on a monthly basis but also depends on the need. For instance, there was a working group meeting recently to discuss how to deal with a gift from New Zealand of bicycles and other things which were sent to the MISA under the child protection programme. In this case as always when the MISA feels that there is some fact they need to address, they would not decide it by themselves, they called all stakeholders – all working group members – to discuss how to proceed; e.g. in this case – how to distribute these bikes, megaphones etc. During this meeting the key decisions were always noted, such as criteria on how to distribute the bikes, and an email with these decision points was later distributed to all participants."

Policy coordination with civil society

At least some of the relatively scarce NGOs working on child protection in Kiribati are represented in the Government's Sector Working Group. This assessment did not have access to the full list of NGOs operating in Kiribati[19] but FGD participants reported that compared to other PICs the overall number of NGOs working on child protection (including faith-based organizations) is relatively small. Overall, the size and capacity of civil society in country is limited, and most organizations work in environmental, health and education areas[20]. Of those which focus on child protection, at least one is represented by the Government's Sector Working Group (the Women and Children Crisis Management Centre run by catholic nuns (funded by the Our Lady of the Sacred Heart (OLSH) Church). Other important NGOs in the sector include the Kiribati Family Health Association (KFHA)[21], Kiribati Women Activists Network (K-WAN), Te Toa Matoa (Kiribati Association of People with Disabilities)[22], and various churches and youth organizations. It is not clear whether and how systemically they participate in child protection forums. However, overall, NGOs are welcome by the Government and their participation in the policy process is often limited by their small size and quantity.

The Kiribati Association of NGOs (KANGO) is not active after its core funding expired around 2010. In cooperation with the Pacific Islands Association of Non-Governmental Organizations (PIANGO), Kiribati had established a national Kiribati Association of NGOs (KANGO). In 2007-2010, KANGO was reported to include 52 members and was working with support from a range of donors on at least two projects in health and HIV/AIDS prevention areas (PIANGO, 2007-2010). Members of the FGD for this assessment noted that donor funding in the past years helped KANGO to be very active, including in coordination with faith-based partners, and it became a widely known confident organization. However, upon completion of core funding after 2010, KANGO's profile shrunk and its current operations were described as "very low key"[23].

KANGO's current lethargic state is a missed opportunity, which might be repaired by harnessing fund raising experience of the Kiribati Local Government Association (KLGA). FGD members regretted this and contrasted KANGO's experience to the strategic development of another national association – the Kiribati Local Government Association (KLGA) which is currently going through transition from full funding by donors to self-sustainable operations. Core funding from the EU currently received by the KLGA will expire in 2015 and the association is launching a range of own projects, services and fund-raising initiatives which include: a bulk-procurement scheme for member islands (assisting individual islands to secure lower-price procurement through cooperation with other islands via the KLGA at a fee); fee-based counselling of member islands in strategic planning (the KLGA helps island

---

[19] All NGOs operating in country must formally incorporate with a special department in the (former) MISA, which keeps a respective up-to-date list.
[20] http://www.commonwealthofnations.org/sectors-kiribati/civil_society/national_ngos_civil_society/
[21] http://www.kfha.org.ki/
[22] http://tetoamatoa.org/
[23] KANGO's website (www.kango.org.ki) was not operational at the time of this report and no more information was therefore accessible on its current activities and plans.

councils to develop development strategies which they can use to attract donor funds); and the production and sale of calendars specifically tailored for island councils. The KLGA also collects an annual member fee from all participating 23 councils (the current approach of collecting a lump sum of $1000 will be revised in favour of a fee which will be proportionate to the island's population).

Policy coordination with key donors

Like many other PICs, Kiribati strongly relies on international aid. In 2012, Overseas Development Assistance (ODA) to Kiribati equalled 25% of the country's Gross National Income (GNI). Compared to other lower-middle income countries in the entire EAP region, only the Federal States of Micronesia and the Solomon Islands receive higher shares of aid compared to their national income (see Figure 7).

At the same time, since Independence and until 2011, the share of aid to Kiribati's GNI had gradually decreased (see Figure 8). As Figure 8 illustrates, this was due to both the growth of the country's national income and the shrinking of the absolute size of the ODA in constant prices. However, in 2011-2012, largely in reaction to the global food price crisis which painfully affected Kiribati, aid transfer to Kiribati was massively increased.

Figure 7. Net ODA flows to lower-middle income country recipients in 2012 (as % of GNI)
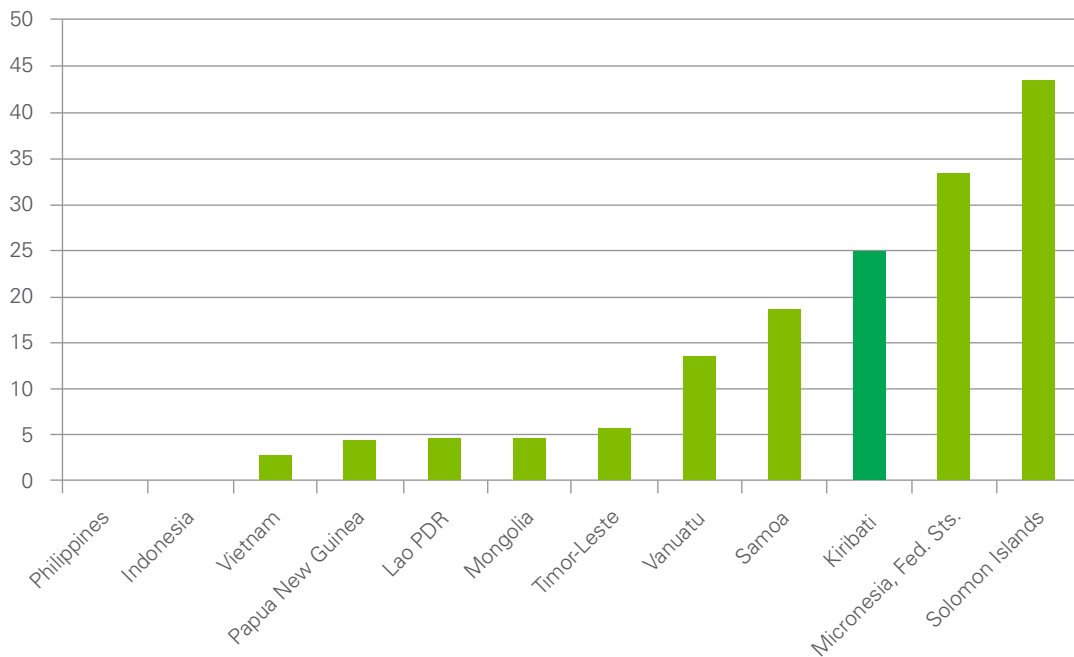
Figure 8. Net ODA flows to Kiribati in 1978 -2012
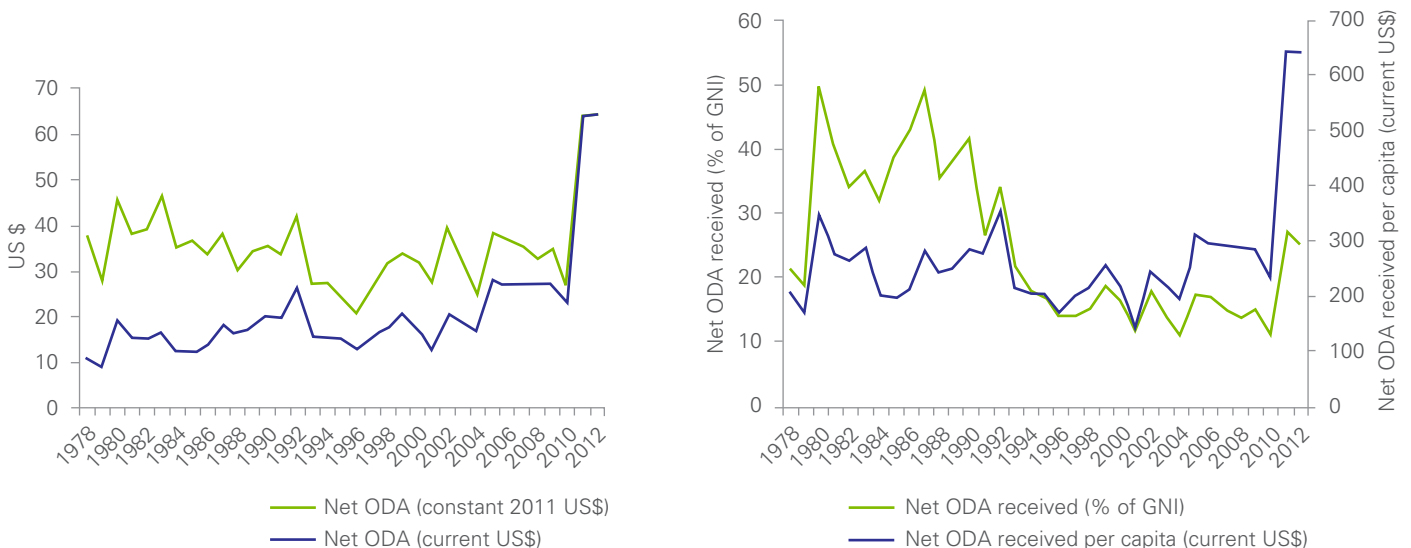
The biggest share of resources is provided by several bilateral donors, which means that coordinating with them to mainstream child protection objectives is critical. The largest donors to Kiribati are the Governments of Australia, Japan and New Zealand (see Figure 9) and these were also the countries whose aid to Kiribati significantly expanded in 2011-2012, although relative increases were also made by EU institutions and the World Bank. As illustrated in Figure 10, donor-funded programmes are spread across all sectors. Support to economic infrastructure takes up the highest share, but significant support also goes into education, health, environment and social infrastructure. Although the role of UN agencies is much smaller compared to key bilateral players, UNICEF remains the biggest direct supporter of child protection activities. At the same time, the key role of big bilateral donors in relevant sector programs (education, health and justice sector) means that coordinating with them for the purposes of mainstreaming child protection into these adjacent sectors remains critical.

Figure 9. ODA flows (USD Million) by top-ten donors in 2010-2012

Source: http://www.aidflows.org/
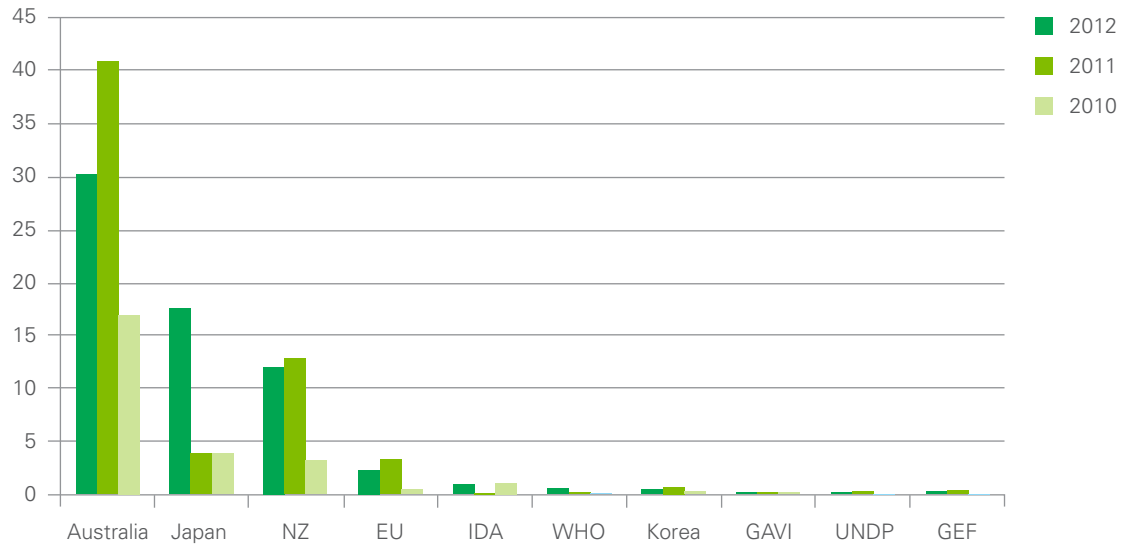
Figure 10. Country Programme Aid (CPA) by sector in % of total

Source: http://www.aidflows.org/
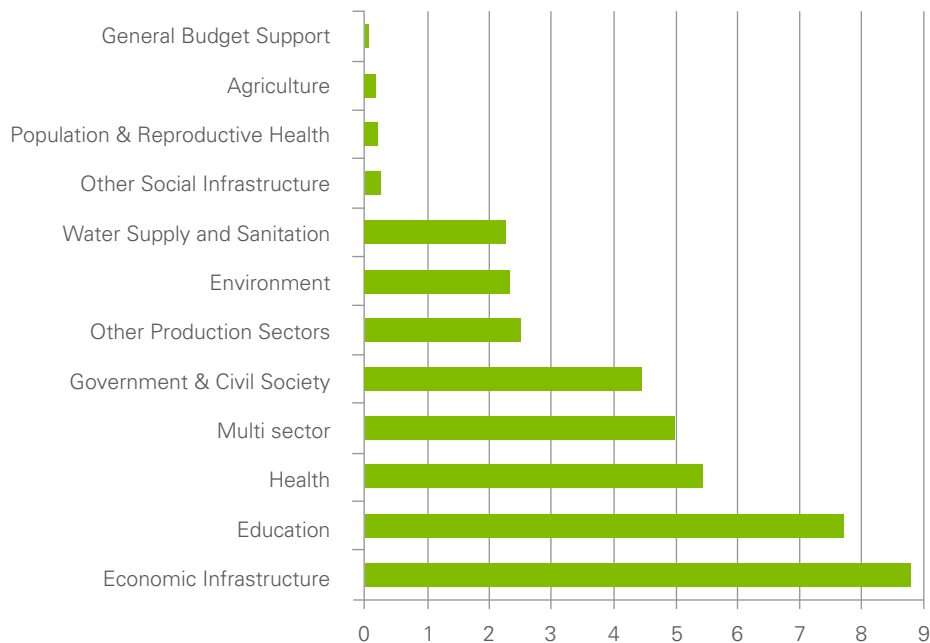
A growing player in aid to Kiribati is Cuba which provides massive in-kind support to the health sector and plans to expand into education and sports. Since the 2000s, Kiribati has also become one of the focus countries of Cuba's regional policy in Oceania and has started to receive medical aid through Cuban doctors placed to work in Kiribati, with Kiribati medical students also receiving scholarships to study in Cuba (Ministry of Foreign Affairs of Cuba, 2013). The first group of sixteen Cuban doctors was reported to help reduce child mortality in Kiribati by 80% in 2007, engaging in systemic home visits, data collection, pregnancy oversight and follow up (RNZI, 2007). Kiribati President Anote Tong was the first Pacific leader to officially visit Cuba in 2008 and bilateral relations between the two countries has since expanded into co-operation in sports, education and climate change (RNZI, 2008).

Although donor coordination has been traditionally challenging for the Kiribati Government, recent reforms in strategic planning may help to enhance national ownership and leadership. International aid to Kiribati is often described as being out of proportion with the national capacities to lead and coordinate. As a result, donors often tended to cooperate informally or used their own capacities to steer coordination (see, e.g. (DFAT, 2014) (Hansen, 2012) (United Nations, 2008). However, given the importance of aid for the country, the Government is committed to intensify its steering role in the development process. In particular, the introduction of new strategic planning and budgeting structures within the new KDP 2012-2015 helped to take government-donor cooperation to a new level.

• **New strategic planning rules in Kiribati require the stronger alignment of donor projects with KDP priorities.** As will be discussed in detail in the next section (page 54), since 2012 the Government has fundamentally changed the organization of planning, reporting and evaluation. The current system requires that all resource utilization plans (ministerial, sector-level and international aid) are clearly linked to the six Key Policy Areas (KPAs) and governed by a respective inter-ministerial working group. In previous periods, donors have also tried to align their joint priorities and spending plans with the Key Policy Areas of the Kiribati Development Plans (see, e.g. UNDAF Kiribati Implementation Plan Joint Resource Mobilization Strategy for 2008-2012), but these previous frameworks do not seem to have been linked to further planning requirements at ministry level, including national budgeting and costing (United Nations, 2008).

• **A clear process of appraisal for all development project proposals is led by the NEPO with a significant role for the inter-ministerial Development Coordinating Committee (DCC).** All development project proposals are developed by these inter-ministerial Sector Working Groups (SWG) rather than individual ministries, thereby highlighting the link to the KDP KPAs, the cross-cutting focus and the national lead. Proposals are appraised by the National Economic Planning Office (NEPO) and sent for consideration to the Development Coordinating Committee (DCC). The DCC (which consists of secretaries from all ministries) reviews proposals against national priorities and recommends selected proposals for cabinet approval (see Figure 11 on page 56). Formal relations with the donors are managed by the Ministry of Foreign Affairs.

• **The Government began holding two-yearly Development Partner Forums.** The latest Forum was held on 13-14 March 2014[24]. The Forum was explicitly led by the Ministry of Finance and Economic Development (NEPO) and fully structured against the KDP.

• **At the same time, the current mechanism is not yet fully functional for child protection.** Most child protection activities fall under KPA 5 "Governance" which was led by the MISA until it was transformed into two separate ministries (MIA and MWYSA). There does not seem to be any formal record of communication between the respective working groups and interested donors. The Australian Department of Foreign Affairs and Trade observed in a recent paper that the two major donors working in this area were Australia and Taiwan (DFAT, 2014); the UNDAF Kiribati Implementation Plan indicates that KDP "Governance" has been an area of important public sector reform inputs by the ADB (United Nations, 2008). The Latest summary of the UN partnership with the KDP (Government of Kiribati; United Nations, 2014) outlines how several UN agencies are cooperating under the KPA on the following areas with relevance to child protection:

- UNFPA and UN Women on the prevention of gender-based violence (funded by Australia);

- UNICEF on juvenile justice reforms and implementation of the CYPFW Act and CRC;

- UNDP on strengthening parliamentary structures and climate change;

- ILO with the Ministry of Labour on employment safety.

• **While the current arrangement significantly streamlines the coordination of efforts in capital projects, it seems to be less operational in harmonising softer activities by the donors.** This was visible in the organization of the 2014 Development Partner Forum. The structure of the forum closely reflected the KDP but focused on the infrastructural components; "Governance" as a separate theme was entirely omitted.

---

[24] http://www.mfed.gov.ki/development-partners-forum/2014-development-partner-forum/2014-dpf-documents-and-others

INDICATOR 1.5. POLICY MONITORING

	ASSESSMENT	SCORE
Policy monitoring framework for child protection includes the following:	**D**	**0.25**
Four criteria for indicator		
• National programmatic documents for child protection are supported by monitoring and evaluation framework which is integrated into the policy cycle	No, extended	0.25
• Monitoring and evaluations undertaken to assess child protection policies generate practical feedback to policy makers	No	0
• Analysis undertaken to review policies contains evaluation of policy impact	No	0
• There are clear processes and responsibilities for collecting data required for monitoring and evaluation, making sure that analysis covers sufficient scope of issues and produces reliable results	No	0

Monitoring frameworks within the policy cycle

Overall organization of the policy monitoring process

Fundamental improvement in monitoring and evaluation is among the core objectives of the current reforms in the Government's strategic planning. One of the two "guiding principles" chosen to steer the KDP 2012-2015 is Results-Based Management[25]. This implies new rules for all sectors to cooperate based on the KDP 4-year results matrix in order to "measure service and performance outcomes", "better align the plan and sister plans to regional and international commitments", "improve reporting and advocacy of results", and "enhance technical capacity development for monitoring and evaluation across the sectors".

To implement this goal, the KDP 2012-2015 installed a new system for planning, reporting and evaluation. Implementation arrangements for this ambitious plan are described in the KDP's Chapter Ten. These arrangements embed significant reforms and are based on lessons learned from problems during implementation of the previous strategic plan (which included "poor definition of roles and responsibilities, duplication of effort, wastage of resources, disjoined programme implementation and lack of links between plans, priorities and budgets"). To repair these weaknesses, the current KDP established a new

managerial structure to steer the planning, implementation, monitoring and evaluation cycle. The KDP describes this structure very explicitly, in order to avoid traditional uncertainties in the specification of roles and tasks.

The new arrangements have several ambitious new features which are taking time for the Government to implement. Although general directions for this were established in 2012, some of the elements are still emerging and taking shape. The overall logic of this process is illustrated in Figure 11.

• **All planning, budgeting and reporting steps are closely linked to the KDP (its six Key Policy Areas and respective results matrix).** In particular, strategic plans of all ministries and any development project proposals must be clearly structured against respective KPAs.

• **The biggest ambition is the attempt to fully and closely align the planning cycle with the national budgeting process.** All multi-annual and annual plans by ministries and sectors are supposed to be costed and complemented with implementation budget estimates. Respectively, all reports against these plans must be submitted together with financial statements on performance against planned expenditure.

• **Line ministries participate in the strategic planning cycle through six sector-clusters.** The six clusters are formed against the six KDP KPAs and are called "sectors". Each sector operates through a Sector Working Group led by a designated lead ministry and chaired by

---

[25] The other guiding principle is Social Protection and Gender Equity.

the respective Deputy Secretary. As shown in Figure 11, Sector Working Groups have several important responsibilities throughout the planning cycle.

- Planning: Each sector develops its own annual and multi-annual (4-year) strategic plan (aligned with results measured under respective KPAs).

- Implementation: Each sector coordinates participating line ministries making sure that their inputs into the cross-cutting KDP objectives are well aligned.

- M&E: Every 6 months, the working group compiles a progress report against their strategic plan and submits it to the NEPO and the KDP task force, who then generate a combined bi-annual national progress report.

- Aid coordination and development planning: Sector Working Groups are those units which are responsible for the development and submission of project proposals for development projects. This helps to make sure that projects have a relatively bigger scale and a cross-cutting focus, which is also explicitly aligned to the KDP objectives and monitoring indicators.

• The whole planning and reporting cycle rests on technical supervision by the NEPO and the KDP technical support team. The National Economic Planning Office (NEPO) is a department within the Ministry of Finance and Economic Development (MFED) which is formally responsible for leading the KDP Monitoring and Evaluation. The NEPO works in cooperation with the KDP technical support team, which comprises additional MFED specialists from other departments of the same ministry (National Statistics Office, NSO, Accounting Division, and the Deputy Secretary of the MFED). As shown in Figure 11, the NEPO and the KDP support team actively participate in the entire process. They help ministries and sectors develop and submit their plans and reports, and they analyse these reports jointly with the KDP task force to produce national evaluations. Importantly, the NEPO is also responsible for appraising development project proposals prepared by the sectors before they are tabled to the DCC and the Cabinet.

• Whole-of-Government oversight function is shared by the Development Coordinating Committee (DCC) and the Cabinet. The DCC is a hub which reviews all M&E products and decisions. The Committee consists of all ministry secretaries chaired by the Secretary of Cabinet and meets once every 2 months. In particular, the DCC looks and quality-assures bi-annual progress and fiscal performance reports. It also reviews all development project proposals before they are tabled for cabinet approval.

• Reports generated by the six sectors are used for independent bi-annual sector reviews. Every six months, each Sector Working Group together with the NEPO is supposed to organize a sector evaluation, looking at progress against the KDP and discussing it with representatives of non-government organizations, private sectors and the public. A similar wider evaluation of progress against the KDP in general is planned as a mid-term review at the end of 2014 and as a final evaluation to prepare the next strategic plan for 2016-2020.

Table 4. KDP 2012-2015 KPAs and sector lead ministries

KPA/Sector		Sector lead ministry
KPA1.	Human Resource Development	Ministry of Education
KPA 2.	Economic Growth and Poverty Reduction	Ministry of Finance and Economic Development
KPA 3.	Health	Ministry of Health and Medical Services
KPA 4	Environment	Ministry of Environment, Land and Agriculture Development
KPA 5.	Governance	Ministry of Internal and Social Affairs
KPA 6.	Infrastructure	Ministry of Public Works and Utilities

Figure 11. KDP 2012-2015 Implementation and Monitoring and Evaluation Arrangements
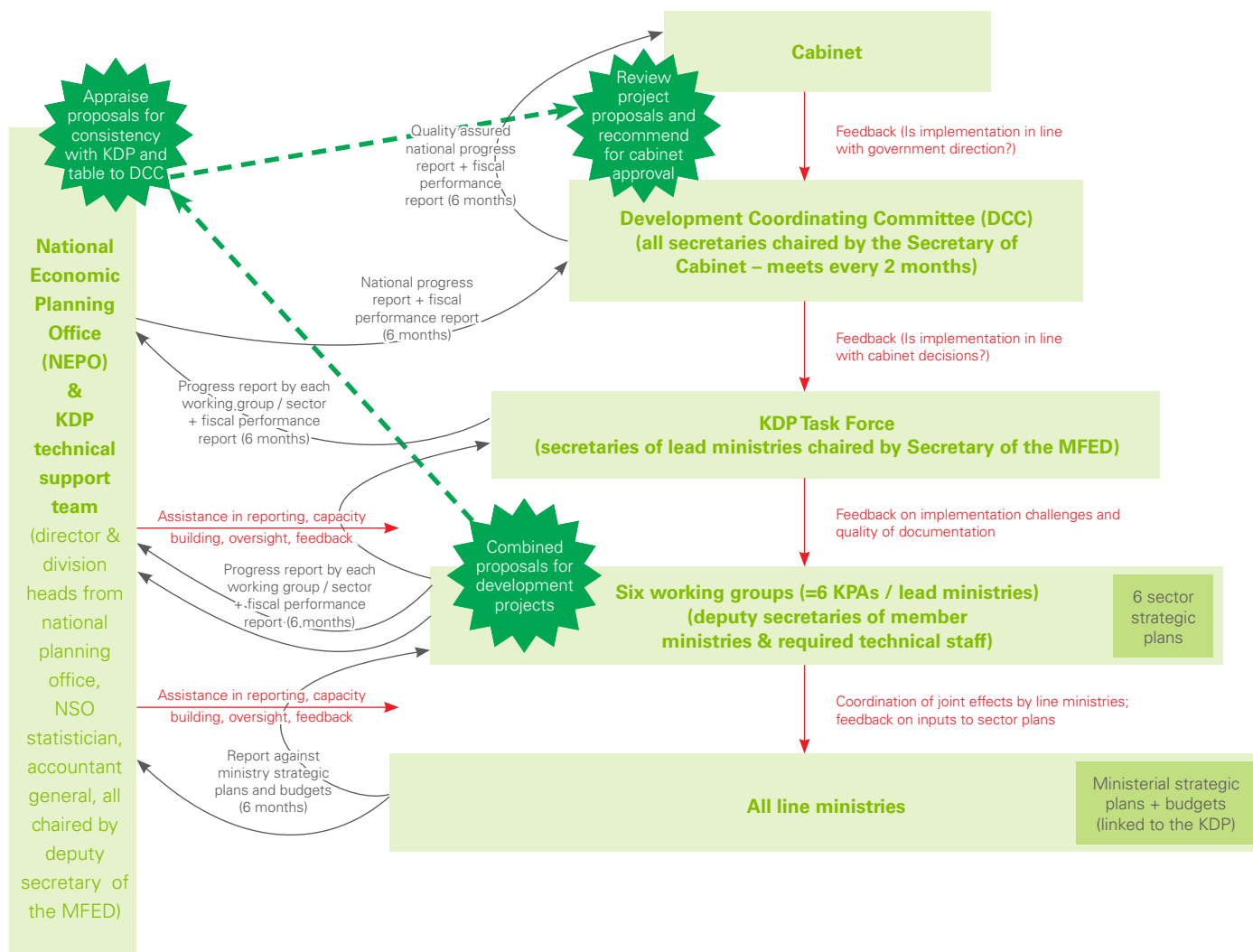
Although the KDP obliges all actors to share feedback, the mechanisms are not yet clearly spelled out. On the one hand, the KDP highlights that a critical feature of the new M&E approach is making sure that feedback to submitted reports is channelled into implementation. In principle, all involved actors are obliged to provide their comments and recommendations based on received reports (see Table 4). However, exact rules and templates for such feedback do not yet seem to be in place. The KDP states that a more specific M&E plan containing data collection methods, timetables and responsibilities would be "developed in due course". It is not yet clear whether this plan had materialized.

Policy monitoring and child protection

In the current KDP, child protection features within the KPA 5. "Governance" (previously led by the MISA). Respective outputs are included under outcome 1 of

this KPA, "Enhanced transparency, accountability, equal opportunities including holding the rule of law, access to justice and inclusiveness in decision making process". During 2012-2013, the Sector Working Group for this KPA was also chaired by the MISA. In 2014, the MISA was restructured into two separate ministries: the Ministry of Internal Affairs (MIA) and Ministry of Women, Youth and Social Affairs (MWYSA). It is not yet clear which of these new ministries took over the sector lead role. It is also not yet clear whether the MWYSA is represented on any of the other Sector Working Groups.

As was discussed earlier, the Government found it impossible at this stage to develop viable indicators to monitor progress in child protection. The list of all relevant progress indicators was provided in Table 2 on page 35. It shows that for three outputs which relate to child protection and were covered by the former MISA, the current results matrix was only able to offer one performance indicator with a clear and readily verifiable numeric target ("Number of illegal immigrants to Kiribati"

– to be reduced from the 10-15 baseline amount to zero). The rest of the indicators do not have reliable baseline measures, target levels, and assessment strategies. The Table also shows that the selection of result indicators is a combination of input-based measures (*Increased resourcing to public sector units such as the MISA*); output-based measures (*Support services accessible by all*); and also process or intermediate-result measures (*Enhanced enabling environment for social welfare*). Moreover, one of the performance indicators selected to track the overall government outcome was *an enhanced environment for implementation of the CRC*. However, the matrix clearly lacks tools to actually measure situation and progress for this kind of process-oriented softer output. For example, the baseline score for enabling environment is "not conducive" and the target is to make it "conducive", but this is without any benchmark criteria for assessment of the level of conduciveness and objective methodology for assessment. Consultations with the MFED confirmed that the ministry found governance to be one of the most problematic areas to come up with monitoring and evaluation tools.

The monitoring and adaptation system for the CYPFW is not yet developed, but it seems important that in future it is closely linked to the KDP M&E framework. As was discussed earlier, after introduction of the Children, Young Persons and Family Welfare (CYPFW) Act 2012, the Government jointly with UNICEF developed several implementation plans for this act, which included a proposal for designing a specific monitoring and adaptation system to track implementation of the act. This system is not yet fully developed, although all interviewed stakeholders were keen at choosing some explicit way to monitor progress. It seems important to make sure that this future system is developed as part of the KDP M&E framework and, ideally, incorporated into the respective results matrix for the current and next multi-annual plan.

Practicality of the feedback

As was discussed earlier, feedback loops within the M&E cycles in Kiribati are not yet fully developed. According to the new M&E arrangement, each agency involved in child protection (and especially the MWYSA) should receive comments and recommendations on their activities from a range of sources. This includes feedback from working group peers (within Sector Working Groups and the KDP task force), the NEPO and KDP technical support office, as well as non-state partners (NGOs, private sector) within bi-annual evaluations. However, in the absence of clear rules for this exchange, it is not certain whether provision of such feedback is regular and useful. The KDP also states that the M&E approach it is trying to develop should be "robust, simple, flexible, progressive, harmonized, aligned, and owned by government executives, island councils, local government, the private sector, NGOs, and development partners". Whether these promising principles will be implemented in practice also remains to be seen.

Analysis of policy impact

Although the new system is potentially strongly oriented on results, such analysis has not yet started for child protection. The KDP 2012-2015 presents the new M&E system as strongly focused on results. It includes a range of tools which, in principle, should include impact analysis (impact indicators into the results matrix; independent sector evaluations). However, the KDP also refers to "enormous training gaps in M&E" in results planning, performance management, data management, report writing and information usage (as was established by a specific needs assessment carried out in 2011). Given the weakness of current result indicators for child protection and the very early stage of the evaluation system as such, the actual analysis of policy impact has not yet taken place.

Reliability of assessments

It is expected that a major positive side-effect of the new M&E approach would be the strengthening of currently weak databases, analysis and reporting systems. The KDP noted that current information systems in most sectors in Kiribati are essentially not functional (except health and education) with "no consistent data over time to support any progress made". The new implementation arrangement explicitly obliges the National Statistics Office "to provide statistics that are crucial for the KDP monitoring and evaluation indicator framework to support action and results by generating these statistics through national surveys and censuses." Involvement of the National Statistics Office into the KDP technical support team is another way to ensure that they are aware of M&E data needs and can inform all actors on available data and adjust data collection plans.

INDICATOR 1.6. SYNERGIES ACROSS SECTORS

	ASSESSMENT	SCORE
The following arrangements have been achieved:	**C**	**1.0**
Four criteria for indicator		
• Existing social protection and employment measures are designed in ways which incorporate and reinforce child protection impact and are sustainable in the long-run	No, extended	0.25
• In the ministry with lead Justice role and the ministry with lead Interior role, adequately resourced structural units are specifically dedicated to issues related to specific vulnerabilities faced by children within the justice system, and policies have been developed to provide a range of preventative, promotional and protective services for children in conflict with the law	Yes, restricted	0.75
• Health sector strategies and programmes explicitly recognize the roles and responsibilities of health professionals in safeguarding children, helping to ensure appropriate and timely interventions, awareness raising and data collection	No	0
• Education sector policies include guidance and support to teachers, school governors and volunteers to support child protection within education settings (codes of conduct, procedures for dealing with protection concerns etc.)	No	0

Reinforcement of child protection in social protection programmes

Poverty as a child protection risk factor in Kiribati[26]

As with many Pacific countries, Kiribati has a highly egalitarian society and a strong culture of informal wealth redistribution and social support to vulnerable community members. Studies refer to a range of traditional mechanisms for ensuring economic equality and social cohesion:

• To begin with, the entire concept of economic wealth as a universal social value is strongly debated, and Kiribati is sometimes described as an example of a Pacific culture of "subsistence affluence" which values a balance between a limited desire for things and a basic supply of required limited resources (UN ESCAP, 2004). Consequently, "poverty" as a term is sometimes treated as not appropriate and not sufficiently nuanced (in particular, failing to distinguish between difficulties in meeting basic needs and complete lack of any resources, i.e. between economic hardship and destitution) (AusAID, 2012). The word "poverty" also does not have an exact equivalent in the Kiribati language (DFAT, 2014).

• Excessive wealth is traditionally considered to be shameful and relatively more affluent families are encouraged to share their surplus with less fortunate relatives, including through the custom of bubuti – non-refundable requests which are considered non-declinable.

• Vulnerable population groups and any persons in crisis are expected to be taken care of by extended family. Extended family as a safety net is supported by the concept of toamau households – that is, households having an appropriate size and structure to effectively divide tasks and produce for everybody's needs (AusAID, 2012).

However, growing economic and demographic pressures are bringing fundamentally new challenges to traditional social protection systems. Urbanization, population growth and rising global food prices mean that access to resources and opportunities has become increasingly unequal despite egalitarian traditions. For example, only around 17% of the population benefit from remittances and therefore live in significantly better conditions. Moreover, an increasing amount of people cannot attain "subsistence affluence" anymore because even basic supply is lacking or because in the expanding

---

[26] Description of the poverty profile and social protection system in Kiribati in this section relies on the Kiribati country case study of the AusAID Pacific social protection series "Poverty, vulnerability and social protection in the Pacific" (AusAID, 2012) and the Kiribati program poverty assessment by the Australian Department of Foreign Affairs and Trade (DFAT, 2014).

cash economy their subsistence needs are no longer met (AusAID, 2012). The need for cash in particular is growing because of urbanization, increasing reliance on imported food supplies and the need to pay for services including education (DFAT, 2014).

There is a visible category of children who tend to be most gravely affected by the changing and deteriorating profile of economic hardship in Kiribati. Although much of Kiribati's poverty is concentrated in urban South Tarawa, the South Tarawan families with children actually tend to be significantly better off compared to the average. At the same time, the second pocket of poverty in Kiribati is in the remote rural Southern Gilbert island group and this is where the situation is opposite: children tend to live in much poorer families. To a large extent, this is explained by the fact that more children in Gilbert Islands (28%) live in households headed by older people, which are the poorest (AusAID, 2012).

Economic hardship increases the risk of children being exposed to abuse and exploitation in Kiribati in at least three major ways:

- **Weakens the resilience of families to domestic violence.** First, it was shown that in Kiribati, economic hardship may be significantly influencing the likelihood of domestic gender based violence. Poverty is most prevalent among female single-headed households, illustrating the difficulty of independent earning for a woman and making it difficult to leave abusive husbands. As was discussed previously, domestic violence against women tends to very strongly correlate with risks for children to be abused as well.

- **Weakens the resilience of children by limiting their access to schooling.** Secondly, economic hardship seems to be one of the factors behind the recent negative trend in school enrolment. Attendance rates of primary and junior secondary schools, which were steadily growing during 1990-2000s, recently began to decline. While these first levels of education are provided for free, parents need to pay for school supplies and, importantly, transportation. Although it was not clearly shown to be a decisive factor behind keeping children out of schools (just as poverty is not a decisive factor behind child malnutrition), the extra costs are likely to be a contributing factor. For secondary schooling, which is fee-based, costs become an even stronger enrolment factor. Dropping out of school, in turn, limits opportunities for children to strengthen their resilience through education and puts children at risk of involvement in extreme forms of child labour (AusAID, 2012).

- **Exacerbates risks to disabled children.** Third, traditional safety nets may be failing to provide sufficient support to children with disabilities. The 2012 AusAID study indicated that within extended families, children with disabilities tended to receive less attention and become especially vulnerable to neglect, abuse and exploitation. A further report by the DFAT in 2014 noted that stigma may prevent families from including disabled members into community activities, which intensifies barriers and risks for such children (DFAT, 2014).

Key features of the social protection system

Kiribati operates three social protection programmes with direct or indirect implications for children:

- **The School Fee Allowance Scheme for children from vulnerable families.** The programme (managed by the MISA) provides scholarships to students who are either disabled or have had one of their parents die, aiming to address the cost-related factor behind growing drop outs. Initially offered as a universally available opportunity, the scheme was modified around 1994-1995 to become conditional on good school achievement. The change was introduced in response to discoveries by the MISA of abuse by students who had not attended school despite having received the support. By some assessments, the scheme has very limited coverage, is not well known in remote areas and is poorly targeted (in 2004, only 20% of applications were from the outer islands) (World Bank, 2005). During interviews for this assessment, we learned that applications are processed by social welfare officers, but their capacity for awareness raising and monitoring is low.

- **The Copra Price Subsidy and Seaweed Price Subsidy[27].** Price subsidies for Kiribati's main export items – copra and seaweed – represent the country's biggest social assistance scheme in the last 30 years (amounting to about 2.8% of the GDP in 2010) and a highly sensitive political issue. Enjoying considerable popular support, this expensive instrument remains highly inefficient.

  - The copra subsidy is disbursed in cash to individual copra cutters as price top-ups paid once they transfer their proceeds of cut copra to copra agents. Selected copra agents receive additional cash from the Government as imprests based on island-quotas so that cash is already available when the agents collect copra from individual cutters (weighting the proceeds and exchanging them for cash). The subsidy falls under responsibility of the MFED, but is administered through the Ministry of Commerce, Industry and Cooperatives (MCIC) in cooperation with assistant treasurers working on each island and employed by the (former) MISA[28].

---

[27] http://www.mcic.gov.ki/?page_id=174
[28] The exception is Kiritimati, where requests for the subsidy are issued not to the Assistant Treasurers but to the Ministry of Line and Phoenix Islands Development (MLPID).

- Initially introduced as a way to compensate copra producers for the fluctuations in copra prices, the subsidy has essentially transformed into a social assistance scheme for the rural outer islands. It serves as income-support and quasi unemployment benefit for families on outer islands, discouraging them from migrating to South Tarawa and stimulating local economies. In fact, the impact of the subsidy on the levels of copra production per se is questionable: by some estimates, it had actually discouraged investment in crop improvements (by keeping the prices for copra artificially high) (AusAID, 2012).

- However, the social welfare benefit of the subsidy is very low. First, it benefits the islands disproportionately and is therefore allocated across poor households in a highly inequitable way. Moreover, it discriminates against households with lower labour capacity, which are those who are most vulnerable (single parents or people with disabilities). The World Bank recommended the Government to reorganize the copra subsidy into an explicit social welfare programme, with objective allocation criteria among vulnerable families and more transparent control of costs (World Bank, 2005).

- Given the fiscal burden of the subsidy and its inefficiency, the Government is working with the World Bank on significant restructuring the copra subsidy scheme (IMF, 2014). This includes better administration of the subsidy, but may also include the development of alternative social welfare instruments.

• **Elderly Allowance.** The size of the programme was around 0.93% of GDP in 2010. While this programme is targeted at the elderly, it actually has considerable impact on children: as was discussed earlier, children who live in households with older people in Kiribati tend to be the poorest (poverty rate at 25%) (AusAID, 2012). At the same time, according to the World Bank, the elderly as such are only insignificantly poorer that the rest of the population, but because the share of older people is higher in poorer communities, this subsidy tends to serve as a social protection mechanism, channelling support to those most in need. Again, the impact of this programme could be significantly increased if it was designed more explicitly and was directly targeted at the most vulnerable groups (World Bank, 2005).

• **Old Age Pension (Elderly Fund).** The DFAT reports that Kiribati is one of the few Pacific countries to operate a universal old age pension (a monthly payment of $40 to people over 67 and $50 to people over 70). This scheme seems to be gradually repairing the overrepresentation of old people amongst the poor and helps not only senior people but also their households (DFAT, 2014).

The current social protection system therefore includes several weaknesses which could be removed to ensure against economic factors to child maltreatment. The pressures of economic insecurity on women and children in poor families, especially in the most vulnerable rural islands, should be addressed through a more efficient social welfare scheme. The current conditional grant programme aimed at disabled and orphaned students is too narrow to incorporate the vulnerabilities of children in other poor families.

The Government is aware of most of these challenges and declared that it is ready to address them. "Social Protection and Gender Equity" was chosen as one of the two guiding principles behind the current KDP 2012-2015. The KDP further highlights that social protection reforms should take into account the needs of specific vulnerable groups including women and children. Reform of the copra subsidy is one of the steps in this direction, but exact results of the reforms will have to be seen in the upcoming years.

Capacities dedicated to child protection within the Justice Sector

Kiribati has been working on developing a comprehensive juvenile justice system, which includes significant legal changes, since 2008. As was mentioned in previous sections, in 2008-2009, the country adopted a progressive juvenile justice manual which was, around that time, praised as one of the most advanced written provisions for juvenile justice among PICs (UNICEF Pacific, 2010). The manual established a juvenile court[29] and special procedures for dealing with children in conflict with the law (CICL), including a non-legislative court diversion scheme (CRIN, 2010). According to the 2008 baseline report "Protect me with Love and Care", the manual was complemented with additional guidelines and procedures for Juveniles In Need of Care and Protection and Youth Diversion Policy. Jointly, these documents provided strong legal coverage of CICL concerns, except for the lacking provisions for child witnesses. The Government is currently working on developing a new Juvenile Justice Bill which is scheduled for parliamentary consideration in August 2014.

A diversion policy for juvenile offenders is not part of formal legislation but was reported as highly effective. Kiribati operates a "non-legislative" court diversion scheme for young offenders, directing them into community service rather than the formal justice system if offence happens for the first time (United Nations, 2010). According to available reports, this has helped to divert about 70% of juvenile offenders away from detention (US Department of State, 2014).

The Kiribati Police Service (KPS) is steadily developing awareness and capacities for addressing violence against women and children, although it is so far mainly focused on South Tarawa. The Kiribati Police Service (KPS) cooperates with NZ police within the Pacific Regional Policing Initiative (PRPI) and Pacific Prevention of Domestic Violence Programme (PPDVP) to establish innovative

---

[29] At the time of the 2008 baseline report, the Juvenile Court had been established in South Tarawa (UNICEF, AusAID, 2009).

community-based and preventive measures to address violence against women and children. At the moment, much of this work is focused on South Tarawa rather than any of the outer islands, but preparations for roll out are on-going. Moreover, the cooperation has resulted in gradual shifts in the overall awareness and approaches of the KPS itself, with nation-wide impact. The growing recognition of the importance of community outreach and the community policing service was the reason why Kiribati police recently changed it's name from the Kiribati Police Force to the Kiribati Police Service (AusAID, 2008). Training on violence against women and children was provided by UNICEF to the entire police force (Allen, 2013).

Since 2004, the KPS operates a Domestic Violence and Sexual Offences (DVSO) team responsible for addressing cases of sexual and child abuse (covering South Tarawa). The team was established in 2004, originally under a name of "Family Assistance and Sexual Offences Unit (FASO)", but was renamed to better reflect the nature of their role and work (PPDVP, 2010).

- Initially consisting of just three people, the size of the team was expanded and, by 2011, at least one member of this team has been placed in all four police stations in South Tarawa (three female and one male officer) with two more working at headquarter level. New recruits to the unit are trained by its coordinator (Kingi & Roguski, 2011).

- As of the 2011 report, DVSO officers were available to respond to violence cases during working hours (8 am to 4 pm) to attend to the immediate needs of the victim (such as help the victim to the hospital) (Kingi & Roguski, 2011).

- According to the 2010 report by the SPC, the DVSO team addressed child abuse cases by reaching out to the family, and while they have authority to remove children from families, this is rarely exercised (SPC, 2010).

- For many years, a significant factor in the ability of the DVSO to help the victim was availability of vehicles. In 2013 a new Toyota RAV4 was purchased within the PPDVP[30] initiative, specifically for the use of the DVSO (PPDVP, 2013).

- In addition to actual response to cases, the DVSO also compiles a database of violence statistics (as will be discussed later on page 114).

- The DVSO also became an important link between the police and wider partners for child protection: the team established working–level relations with the MISA, other government agencies, and a range of NGOs (Kingi & Roguski, 2011).

- Being only present in South Tarawa, the DSVO is currently unable to support victims on outer islands, and if episodes of abuse happen in these other communities, victims were attended to by visiting crime branch staff who were all male (SPC, 2010).

Also since 2004, Kiribati began to introduce a community policing scheme (also focused on South Tarawa but starting to roll over to outer islands). The scheme started in South Tarawa and by 2010 community policing officers were placed in each police station on the main island (working alongside DSVO officers). Preparations are taking place to roll out community policing initiatives to the outer islands (training is undertaken by police units, recently with involvement of female trainees). Community policing officers are trained community representatives who work with communities to raise awareness and address violence and child abuse concerns via informal outreach.

Synergies with the Health Sector

Healthcare system: key relevant features

Despite enormous geographical challenges to service provision, Kiribati has a health system which was described by the 2012 WHO assessment as "well-established" and funded beyond regional average[31]:

- **The services are provided exclusively by the Government and concentrated in four hospitals, with limited primary care across outer islands.** The Kiribati health system is entirely publicly funded and provided. Most medical services are provided by four hospitals servicing major island groups[32] (which are staffed by local and visiting international doctors and may also refer patients for oversea treatments[33]). On individual rural islands, healthcare is provided by two types of facilities: 30 health centres (staffed by registered nurses responsible for primary prevention and treatment, including midwifery, family planning and STI prevention, all authorized to administer medications) and 75 health clinics or dispensaries (staffed by community nurses and nurse aids not authorized to administer medications but responsible for basic primary care, immunization and awareness activities). The population also relies on a parallel system of traditional healers. Private or church-funded health service providers do not exist.

---

[30] Pacific Prevention of Domestic Violence Programme.
[31] Description of the Kiribati Health Sector in this section relies on the 2012 paper compiled in collaboration between the WHO and the Kiribati Ministry of Health and Medical Services "Health Service Delivery Profile, Kiribati" (WHO; Ministry of Health and Medical Services, Kiribati, 2012).
[32] A central referral hospital (Tungaru Central Hospital) in South Tarawa, referral hospital in Betio Town (also in Tarawa), referral hospital at Kiritimati Island (servicing Line and Phoenix Island Groups), and a referral hospital at Tabiateuea North (servicing southern Gilbert Islands).
[33] Overseas referrals are made to Taiwan, India, New Zealand, Fiji and US (from Kiritimati).

- **Combined funding from donors and the Government ensures free, albeit uneven, access.** Health services are free for all Kiribati citizens and out-of-pocket payments are minimum. Government budget combined with very significant co-funding from international donors results in per capita spending on health which is above average for countries of similar income in the Western Pacific region.

Quality and equity in service provision remains low, resulting in poor outcomes. Wide dispersal of population across Kiribati's islands and weak transportation links are significant challenges to the delivery of healthcare services.

The Government has attempted deeper decentralization of medical services but have so far failed to supply sufficient funds to match delegated tasks, which has discredited such initiatives. The current organization of the sector also lacks quality assurance mechanisms such as mutual accountability between providers and patients, performance incentives in human resources management and outdated infrastructure. As a result (and combined with compounding factors such as worsening water and sanitation conditions, overcrowding and changed lifestyles), health outcomes in Kiribati have been amongst the poorest in the region (including child mortality, life expectancy and high rates of infectious diseases, in particular HIV/AIDS.

Child protection policies in the Health Sector

Kiribati does not have a clear policy or practical guidelines on addressing child protection issues through the health sector. The 2008 baseline report "Protect me with Love and Care" noted that neither the health centres nor the hospitals had any policies related to child protection, collected any relevant data, or referred children who were victims or at risk of abuse to further support, including social welfare and police. This assessment is not aware of any national or facility-level policy introduced since that time. The UNICEF initiative to build up the child-friendly statuses of Kiribati hospitals and medical centres is focused on child survival, newborn health and breastfeeding and does not seem to include specific elements related to the identification and response to episodes and risks of child maltreatment.

The current sector strategic plan has a new goal relevant to child protection but it is mostly focused on gender-based violence rather than child abuse as such. The sector strategic plan led by the Ministry of Health and Medical Services (MHMS) 2012-2015 has six objectives, of which at least four are potentially relevant to child protection:

- **Goal 1:** Increase access to and use of high quality, comprehensive family planning services, particularly for vulnerable populations including women whose health and wellbeing will be at risk if they become pregnant;

- **Goal 2:** Improve maternal, newborn and child health;

- **Goal 5:** Address gaps in health service delivery and strengthen the pillars of the health system;

- **Goal 6:** Improve access to high quality and appropriate health care services for victims of gender based violence, and services that specifically address the needs of youth.

However, none of these goals is operationalized into programmes which would be specific to protecting children from abuse and exploitation. In particular, Goal 6 ("Services to victims of GBV and services specific to needs of youth")[34] is very strongly focused on gender-based violence and does not have any child specific components. The five outputs under this goal include operationalization of the Government's Eliminating Sexual and Gender Based Violence (ESGBV) Policy (SOPs etc.), improvement of facilities for the treatment of GBV victims (such as private rooms), specialized training for staff, and development of youth-friendly health services (guidelines etc.). Although this is an important step which may cover some dimensions of child protection including sexual abuse, it does not yet imply building capacities among health professionals to recognize signs of physical and emotional abuse in children and to organize the appropriate support and referrals.

Gender-based violence is an important (albeit not at all exhaustive) dimension of child protection in Kiribati, included because of strong links between partner violence and child abuse. A 2010 study on Kiribati family health showed that partner violence and child abuse in the country had a strong tendency of co-occurrence (Kiribati women who were victims of partner violence were seven times more likely to have children who were also abused – either by their own partner or somebody else). It also found, unsurprisingly, a strong correlation between women experiencing violence and their children having emotional and behavioural problems (including school drop-outs and aggressive behaviour), and patterns of intergenerational transmissions of violent behaviour. The study strongly recommended incorporating modules on violence against both women and children into the curricula for medical students, training them to recognize such cases and deal with them. This includes basic counselling skills, installing new procedures to collect relevant data, and a formal referral process to social welfare and counselling specialists.

Limited interaction with health professionals under this assignment showed that while they were aware of child protection issues no specific training had yet taken place. The two health professionals surveyed by this assessment did not receive any particular training related to child protection, and their work agenda was very focused on public health issues related to fighting communicable diseases and child survival. However, at least one of them was aware of priorities in child protection and the need to make sure that children are safe from abuse and have access to counselling when in trouble.

Synergies with the Education Sector

Education system: key relevant features

Despite the Government's commitment for improved education for Kiribati children, the sector faces persistent challenges. The current sector strategic plan of the Ministry of Education (2012-2015) ("Kiribati Education Sector Strategic Plan" or ESSP) acknowledges that the bottlenecks and tasks identified in the previous decade "were still very relevant" and "required immediate remedial action", including major reforms and a different mode of operation for the Ministry. These challenges included declining student performance (literacy and numeracy), uneven access and high drop-out rates in primary schooling, poor facility conditions, and a lack of skills and pathways beyond compulsory schools (DFAT, 2010).

---

[34] This strategic goal is a rather new development compared to the previous Strategic Plan 2008-2011 which was entirely silent on gender-based violence and youth problems (Ministry of Health and Medical Services, 2007).

Most primary and junior secondary schools are free and compulsory, but quality of teaching is very uneven, especially across the outer islands. Primary (6 year) and junior secondary (3 years) schools are compulsory, available and accessible to all children (most schools are public but private facilities are also emerging). In 2008, enrolment in basic compulsory education was relatively high (around 93% in primary schooling and about 69% in junior secondary schooling). However, senior secondary schooling is less accessible; it is mostly provided by churches and access is based on exam results. A separate school and centre for children with special needs operates as an NGO and is regulated through the (former) MISA. Pre-schools are funded by island councils, churches or private individuals, but the Ministry of Education is responsible for their regulation and policy development. (DFAT, 2010). A major problem is the low quality of education, especially on outer islands. While basic schooling may be accessible, poor quality limits access to further educational possibilities at higher levels.

Uneven distribution of schooling opportunities across the country is a major factor behind the growing migration of children towards more urbanized centres. Upper secondary schools are only available on six outer islands and most of these schools are located in South Tarawa, which prompts families to send their children to study and live with distant relatives, away from the parents. In addition, while all outer islands have primary and junior primary schools, not all villages within the islands have a primary school, which means that for some children on the island even basic schooling becomes difficult to access. The Government reports that it had provided every island with a truck to organize the transportation of pupils, but it was described as an insufficient measure for some communities (Government of Kiribati, 2014).

Funding and reformation of the Education Sector is done with significant support from AusAID funded Kiribati Education Improvement Program (KEIP). The ESSP is implemented with major donor support consolidated within the Kiribati Education Improvement Program (KEIP) (Phase 2, 2013-2015), the bulk of which is funded by the AusAID in partnership with UNICEF and UNESCO. The KEIP is managed through a Kiribati education facility operated by Coffey International Development[35].

Child Safety concerns

The 2008 baseline report "Protect me with Love and Care" registered a mixed picture of how well child protection issues were mainstreamed into the Education Sector. On the one hand, it discovered that at least some teachers had received child protection training through the Child Friendly Schools Programme funded by

UNICEF. Moreover, Kiribati Teachers College was found to offer counselling as part of its curriculum. On the other hand, schools were found to not be safe for children because of the following persistent problems:

- **Lack of national policy on child protection in educational settings.** Overall, at the time of the baseline report, Kiribati did not have a sector-level child protection policy for educational settings which would be endorsed by the Ministry of Education, linked to systemic training for teachers and consistently enforced;

- **Lack of school policies on child protection.** The report stated that "all schools were expected to have rules and policies to ensure that schools are safe for all", but these were usually informal (rather than written), not widely known by staff, and mostly related to general school and disciplinary rules rather than child protection as such. According to the baseline report, "rules were mostly interpreted as regulating the behaviour of children themselves rather than that of teachers as well";

- **Prevalence of corporal punishment and abuse in schools.** Teachers too were found to be unsafe for children. At the time of the baseline report, teachers were commonly using corporal punishment, at least 7% of children reported inappropriate touching at school (a fifth of these were by teachers) and children were generally reported to be often afraid of teachers (this was noted as the most significant factor in school safety).

Progress since 2008

The Children, Young Persons and Family Welfare (CYPFW) Act 2012 does not contain any specific provisions which would establish particular duties and responsibilities to ensure child safety in schools. The act establishes a general principle for all children and young people being entitled to a safe environment, but the reporting of concerns regarding child maltreatment is described as an action which "may" be taken by any person aware of such risks without any specific responsibilities of teachers or other professionals involved in working with children (apart from the Director of Social Affairs who bears key responsibility for administration of the act including any required inter-agency referrals).

The new Education Bill is said to prohibit corporal punishment, but it is not clear what other elements of child protection it would deliver. In 2011-2013, partners for education reforms in Kiribati led by the Ministry of Education undertook wide consultations to fully review the Education Ordinance 1977 and to replace it with a new Education Act, which was approved by Parliament in 2013. The full text of the new Education Act was not available for

---

[35] http://uk.coffey.com/Projects/BusinessProject.aspx?aProjId=312

this assessment. However, according to the Government's reports, the act "prohibits corporal punishment and allows pregnant girls to continue their secondary education instead of having them expelled from school, the normal practice in the past" (Government of Kiribati, 2013).

Until the Education Bill is introduced, Kiribati legislation will not be explicitly prohibiting corporal punishment, either at home or in schools, although 1997 legal amendments declared such goal. As was discussed earlier, the Kiribati Penal Code 1977 prohibits cruelty to children only in so much as it does not affect the right of any parent or teacher to administer "reasonable punishment". The Education Ordinance 1977 was amended in 1997 to remove the previously existing Section 28 which explicitly allowed corporal punishment and the explanatory memorandum to this amendment stated that the change intended to "remove altogether the administration of corporal punishment in schools" (Government of Kiribati, 1997). However, without an explicit prohibition and with the penal code provisions allowing any "reasonable

punishment", essentially corporal punishment is not unlawful.

The Education Sector Strategic Plan 2012-2015 is silent on child protection issues and no national policy on the issue seems to have been developed. The ESSP 2012-2015 has seven goals, one of which is the "Provision of a conducive learning environment in Kiribati schools" (Goal 2), defining such environments as "physically and emotionally safe". However, this goal is operationalized exclusively in terms of ensuring access to appropriate school infrastructure, materials, and equipment. It also includes "competent teachers" who are "able to understand diversity in learning styles and in the physical and intellectual development of students, and to create stimulating, participatory learning environments". The ESSP outlines no further specific expectation on protecting children from violence, abuse and exploitation (Ministry of Education, 2011). This assessment is not aware of any specific child protection policy developed for educational settings since the time of the baseline report.

DOMAIN 2.
PUBLIC FINANCIAL MANAGEMENT

Methodological note:

After the 2009 PEFA Assessment, Kiribati started major PFM reforms, the first round of which is due to be completed in 2014. In 2009, Kiribati went through a Public Expenditure and Financial Accountability (PEFA) assessment led by the ADB (ADB, 2010). This assessment – which is available online – identified a range of weaknesses which were fully acknowledged and taken on board by the Government. In March 2010, at the biennial Development Partner Forum (a high-level coordination meeting with key donors), the Government announced that it was determined for major PFM reforms to build on the PEFA recommendations. In coordination with a range of donors, the Government adopted a Kiribati PFM Plan for 2011-2014 which became a guiding roadmap for these major reforms with an underlying goal "to establish a basic overall level of PFM by 31 December 2014" (Government of Kiribati, 2012). The plan is implemented with support from an ADB Technical Assistance Project funded by AusAID which covers PFM and SOE (State Owned Enterprise) reform (Government of Kiribati, 2012).

The key legislation which defines PFM rules in Kiribati is the Public Finance (Control and Audit) Ordinance (Cap. 79) and Government Finance Regulations 2011. The core Public Finance Act (Cap. 79) was amended five times between 1995-2008, but not since that time. However, in 2011, the MFED approved new government finance regulations, which seem to consolidate many of the new budgeting rules and changes (Government of Kiribati, 2011).

Key directions of change include much stronger integration of donor activities with Kiribati's own PFM system and new ways to organize and monitor spending. The PFM Plan 2011-2014 is structured against five core areas for improvement which were identified by the 2009 PEFA report:

i) Exercise firm expenditure control;

ii) Enhance revenue management systems and revenue flows;

iii) Improve the standard of internal and external financial reporting;

iv) Increase donors' use of Kiribati's PFM system;

v) Enhance PFM regulatory framework.

This section relies on 2009 PEFA conclusions plus updates which were possible within its limited scope. This assessment is not capable of undertaking a full-scale analysis of the progress against the 2009 PEFA. This section provides an overview of relevant PEFA conclusions dating from 2009, and any relevant updates which we were able to retrieve through consultations with some government officials and publicly available documents.

Multi-year financial planning

In 2009, Kiribati was still very much behind PEFA standards for strategic mid-term budgeting. In particular, it scored the lowest "D" for not having a "Multi-year perspective in fiscal planning, expenditure policy and budgeting" (Indicator PI-12, dimension (i)). The assessment stated that the concept of multi-year budgeting was considered around 2005-2006 but was rejected by the Cabinet, and no multi-year estimates were prepared at any stage.

INDICATOR 2.1. STRATEGIC BUDGETING BASED ON REALISTIC COSTING

	ASSESSMENT	SCORE
The country's budgeting system includes the following:	**C**	**1.5**
Four criteria for indicator		
• The Government operates under a multi-year financial forecast, on a rolling annual basis, which includes expenditure estimates for child-protection related programmes;	Yes	1
• Links between multi-year estimates and subsequent setting of annual budget ceilings for child protection are clear with differences explained;	No, extended	0.25
• The Government's child protection strategy is costed, these costs are explicitly considered during the budget process and fed into agreed priorities in resource allocation;	No, extended	0.25
• Policy-makers in child protection have a regular supply of data which allows them to track utilization of assets, expenditure and budget execution by child protection programmes and facilities.	No, extended	0.25

Since that time, public financial planning in Kiribati was fundamentally reformed. The ADB (AusAID funded) project has been working with the Government with a specific core goal "to move from a singe year recurrent budget to three year budget as part of a Multi-Year Fiscal Framework (MTFF)".
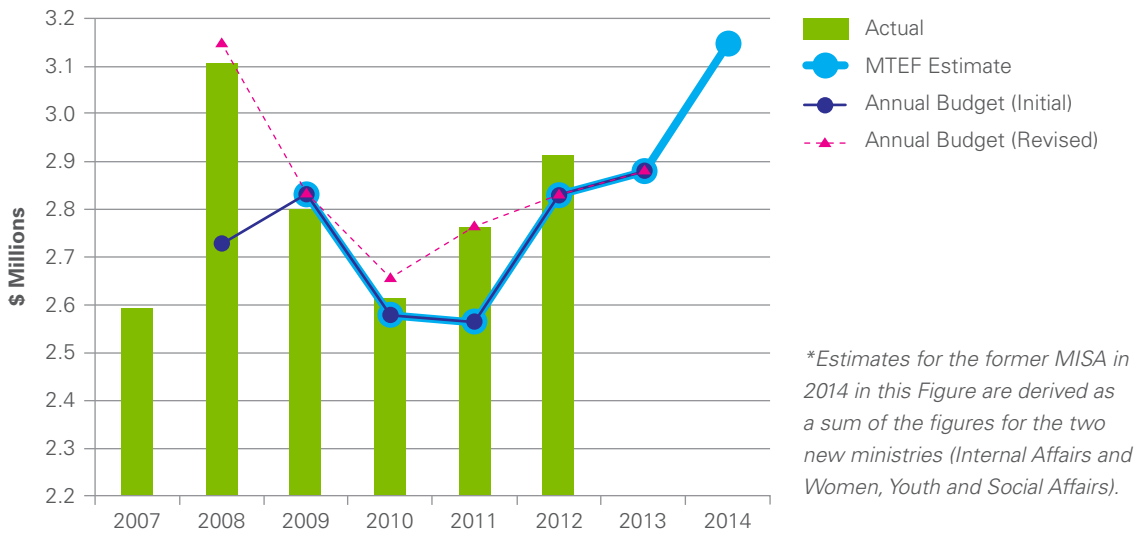
• Three-year forecasts for budget totals (MTFF). The new approach included a forecasting model to project key budget totals for three years in advance and a set of new administrative and accounting procedures involving all agencies to align their planning systems with the multi-year horizon. The 2011 Budget was the first one which included three-year estimates and this approach has been maintained and refined in all budgets since that time.

• New awareness of mid-term fiscal risks and realities. The Government acknowledges that the MTFF became instrumental in bringing to light some of the key fiscal challenges facing the country, such as the risks of allowing further growth of deficit and debt (by showing how debt servicing would increase over the years) and the risks to sustainability of the RERF revenue.

• Fiscal envelope as part of the budget process. The details of the budgeting process were not fully verified by this assessment and it is not clear at what stage the multi-year forecast is shared by the MFED with other government partners. However, the MTFF which includes 3-year projections of key totals has been a consistent part of budget documents since 2011.

• Mid-term expenditure planning. Importantly, in addition to the macro-fiscal projections, the annual budget documents also contain three-year estimates of expenditures by all administrative heads. The multi-year estimates are disaggregated by economic classification, but the breakdown into individual programmes is only for one year.

Links between multi-annual plans and annual ceilings

The Government's MTEF estimates, in the first year of its implementation (2011-2014), have been relatively accurate and conservative. Figure 12 shows in each of these years, the initial MTEF estimate (and respective annual plan) for the MISA's spending compared to the revised budget and actual execution. It is clear from the Figure that, so far, initial MTEF estimates have been conservative (actual spending was usually higher). Moreover, revised budget figures (adjusted as a result of supplementary appropriations as discussed later on page 78) were usually overoptimistic: the additional funds allocated to the MISA through supplementary budgets were not fully absorbed in all years where such adjustments took place). Notably, allocations to the MISA were continuously increased since 2011. However, the latest hike (in 2014) is explained by expansion in administrative expenditures related to the ministerial split, as will be discussed later.

Figure 12. Planned and actual (recurrent) expenditures of the MISA* in 2007-2014

*Estimates for the former MISA in 2014 in this Figure are derived as a sum of the figures for the two new ministries (Internal Affairs and Women, Youth and Social Affairs).

The hike in administrative costs planned for 2014 is explained by the ministerial split, while programmes under the former MISA are actually shrinking. Figure 13 shows that in reality, investment into social welfare, women, youth, civil registration and sports actually decreased in the 2014 budget, while administrative costs went up. Planned recurrent expenditures on programmes under the former MISA in 2009-2014 are shown in Figure 13. Given that the MISA was divided into two new ministries in 2014[36], some numbers in this Figure were adjusted compared to the original estimates in the budgets, in order to achieve historical comparability of the figures before and after the split:

- The amount of administrative costs for the "former MISA" in the 2014 budget is a sum of administrative costs of the two new ministries. Given that running a separate ministry is associated with a certain fixed amount of

administrative spending, the combined administrative cost of two new ministries turns out about 1.5 times higher compared to the former MISA in 2013. The details of new posts which had to be created after the ministerial split can be found in Figure 39 on page 126.

- The programme which existed as "Social Welfare" was restructured in 2014 (it seems to have been transformed into a combination of "Social Services" and "NGO support"). For comparability with previous years, we have shown a combined figure for 2014.

- The programmes for "Youth" and "Sports" existed as a joint programme in 2009. For comparability with further years (2010-2014), the 2009 joint figure for this combined programme was split into two based on proportions in the following (2010) year.

Figure 13. Budget estimates by key programmes under the former MISA (2009-2014)

---
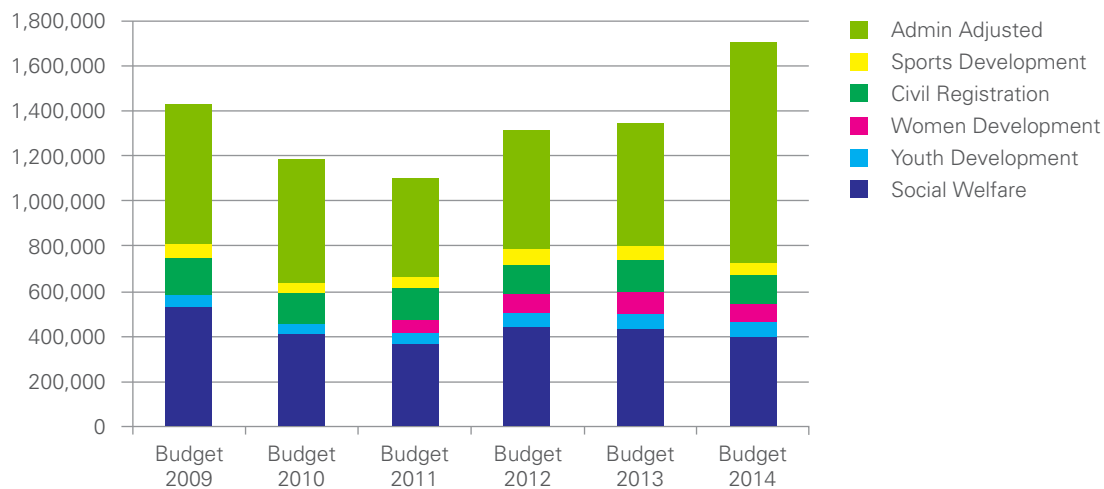
[36] Before the split, the MISA was covering eight programmes: Rural Development; Assistance to Local Government; Sports Development; Social Welfare; Civil Registration; Cultural Affairs; Youth Development; and Women Development. After the split, the Ministry of Internal Affairs took over Rural Development, Assistance to Local Government and Cultural Affairs, while the rest of the programmes remained with the Ministry for Women, Youth and Social Affairs.

Figure 14. Three-year estimates of the MISA's recurrent expenditures in the MTEFS during 2011-2014
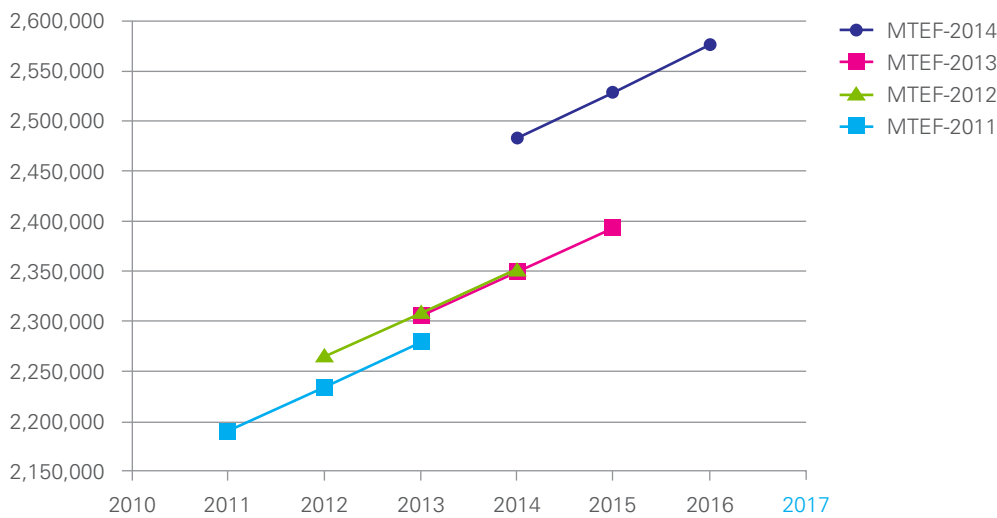
It is also evident that, at least in the case of the MISA, mid-term forecasts remained consistent throughout 2011-2014. Figure 14 brings together the four MTEFs developed by the Government in the last four years. Every line in the Figure represents a separate forecast (each dot reflecting an expenditure projection made within a respective MTEF for each of the forthcoming years). The Figure shows that with each new period, the Government saw little need for substantial revision of its mid-term expenditure projections for the MISA: there was only a small proportionate increase in 2012, but no change at all in 2013. The significant rise of the entire 3-year estimate in 2014 is explained by the decision to split the ministry into two, with a respective hike in administrative costs, as was just discussed.

On the one hand, this conservative forecasting approach helped to ensure that mid-term forecasts were almost directly translating into annual budgets in all of the respective years. This is also supported by the current PFM rules. The budget cycle description for 2014 which was available for this assessment indicated that budget ceilings for every ministry must originate from the MTFF and MTEF formulated by the NEPO and be approved by the Cabinet. These ceilings are shared with ministries around July and enable the individual sectors to develop their expenditure estimates, which are later discussed with the MFED and submitted for cabinet approval before the draft budget is finalized.

On the other hand, lack of explanation of the forecasts masks important decisions such as the nature of the recent spending hike caused by administrative costs. At the moment, the annual budget documents do not contain any narrative explanation on the Government's future revenue and expenditure policies, or the way these policies translate into annual spending ceilings by individual administrative heads. In the case of the MISA, the relatively small unpredicted changes have been positive (the budget was increased rather than decreased), which masks the

need for the Government to be very clear about why any such deviations from the initial mid-term forecasts are taking place. In particular, without any clear explanation, it is not immediately visible that the significant expansion of spending in 2014 originates from administrative costs of the ministerial split rather than bigger investment into respective services.

In 2009, the PEFA report noted that one particular weakness in linking short-term (annual) and mid-term budgets was the lack of consideration of recurrent cost implications of investment projects. At the point when the Government was making decisions to approve capital projects, the future recurrent costs of such projects were considered by the Planning Office, but not included as respective expenditures into annual budgets of future years (given that recurrent and development fund budgeting were "two separate processes"). As a result, in 2009, "despite significant increases in infrastructure only A$500,000 was assigned to maintenance" (ADB, 2010). In the absence of a clear explanation about the links between mid-term and annual estimates, it is impossible to judge whether this weakness was repaired.

Costing of child protection strategies

Already in 2009, core sectors relevant to child protection had cost strategies but were not at all linked to ministerial budgets. At least some of the ministries – and in particular Education, Health and the former MISA – had already prepared cost sector strategies at the time of the 2009 PEFA assessment. However, the assessment concluded that these costings were almost not at all linked with the ministerial annual budgets, and any linkages with mid-term government forecasts was not even possible because of the absence of multi-year budgets at the time (ADB, 2010).

Under new PFM rules, all ministries prepare their costed annual and multi-annual plans explicitly linked to KDP outputs. One of the key elements of the reformed PFM system is the requirement for all line ministries and inter-ministerial sector groups to operate based on strategic plans which are clearly linked to KDP outputs and contain cost estimates of all related programmes and to represent their annual and multi-annual budgets. As was discussed earlier (see Figure 11 on page 56), joint submission of sector plans (and reports) and related budgets (and spending reports) is a new but actively promoted feature of the country's strategic planning system.

Actual progress in using this tool was difficult to verify (especially for the MWYSA being a newly formed ministry). The sector strategic plans which were available for this assessment (for the health and education sectors) did not contain cost estimates (it is not clear whether they were provided separately). However, at the interview with the MFED it was confirmed that most sectors do develop and submit such cost plans, with support from the National Economic Planning Office (NEPO) and the KDP technical support team. At the same time, in the 2014 budgeting process, the Ministry of Women, Youth and Social Affairs (MWYSA) was somewhat behind in preparation of its strategic plans given that it had only recently separated from the Ministry of Internal Affairs and the work was still ongoing.

A particular weakness in the strategic planning cycle is a lack of pro-active promotion of funding proposals by the sector ministries. Both recurrent and development budgets are shaped through a process which contains significant opportunities for line ministries to propose and argue for their projects and ideas. However, these opportunities seem to be systemically underutilized.

- Recurrent expenditures. In preparation for the annual recurrent budget (which is voted on by Parliament), expenditure estimates are prepared by ministries within broad sector envelopes developed by the MFED based on mid-term fiscal projections. As will be discussed further, current PFM legislation provides individual administrative heads with significant flexibility in allocating their budgets, and this could be used at the stage of budget preparation if due analysis and arguments are attached to explain "the verifiable need" for the expenditure.

"From the ministry's view, the Cabinet normally decides final allocations. No matter what division or unit wants in their budget, a lot of times it is just frustration when you submit something for your need but the Cabinet says no and this is cut, and it is cut without informing you, that's the reality".

- Development expenditures. Development budget, which includes donor-funded activities and is shared with Parliament for information only, is shaped through 2-monthly sittings of the Kiribati Development Coordination Committee (DCC) (see page 55). The DCC, which includes all secretaries, considers proposals from all ministries and prepares subsequent submissions to the Cabinet. Interviews conducted by this assessment with government officials suggest that participation of ministerial representatives in DCC discussions tended to be very passive:

"When the DCC discusses projects, sometimes it is very difficult for the (chairing) Ministry which has to prepare submission to the Cabinet, because the line ministries just come up with their proposals and then they leave it to the Ministry of Finance and do not even follow up. And we end up with this long list of projects and are supposed to find the donors for what they propose… But it is not the responsibility of the Ministry of Finance! If the ministries are really interested in these projects, they must follow it up, because the Ministry of Finance is also busy with their own tasks.

And if we sum up all proposals, the amount would be very big, we cannot get that amount! We have to prioritize. We have very limited resources and we cannot fund something simply because it was proposed, even if it looks very interesting. Especially now that the budgets will not grow so much anymore, we have to do something not just sit there. But many other ministries are just sitting and waiting. And sometimes we do not see convincing arguments that the project is viable and we have to hold it. But to overcome this, we need to work together, not just put all blame on the Ministry of Finance."

Table 5. Summary of scores for PEFA indicators related to budget data access in Kiribati (2009)

PEFA indicator		2009 PEFA assessment
Comprehensiveness and transparency		
PI-7	Extent of unreported government operations	D+
PI-10	Public access to key fiscal information	C
Accounting, recording and reporting		
PI-22	Timeliness and regularity of accounts reconciliation	D
PI-23	Availability of information on resources received by service delivery units	D
PI-24	Quality and timeliness on in-year budget reports	D+
PI-25	Quality and timeliness of annual financial statements	D+

Access to budget statistics by child protection policy-makers

Weak transparency and low quality of budget reporting has been one of the biggest challenges in Kiribati PFM reforms. The 2009 PEFA gave Kiribati the lowest scores for several indicators describing PFM aspects which reflect these dimensions (see Table 5).

- In particular, government budget records excluded a significant share of financial flows (most importantly, several off-budget special funds and development projects funded by donors, a lot of which remained outside the budget and fiscal reports).

- Significant gaps and delays were registered in reconciliation of budget accounts (checking and verification of data from various sources to ensure consistency of financial information). The collection of data on resources received by service delivery units on the outer islands was not reliable.

- Importantly, quality and timeliness of budget reporting was very irregular: some ministries submitted their reports with delays, the reports were not complete and not reliable, and sometimes the numbers were "rough estimates of what had actually been incurred and earned".

- At the same time, while public access to fiscal information was not immediate at the time, the PEFA assessment acknowledged that the barrier was demand-driven than supply-driven: the Government was open to provide requested information but was not often asked.

The Government reports on significant change and progress in the area during 2011-2013, but progress cannot yet be reliably verified. Stronger expenditure management and financial reporting, as well as more active use of the Kiribati national PFM systems by donors, became one of the core recommendations of the 2009 PEFA report and one of the five key pillars of the consecutive reform agenda.

- **With technical assistance from the PFTAC and ADB, the Government began modifying internal accounting and reporting systems.** After some delays, the Government began to work on technical improvements to the internal accounting system ("Attaché" system) with assistance from the PFTAC and ADB to improve the quality of in-year budget reporting. This assessment was not able to analyse progress in this area with any degree of accuracy but all specialists interviewed during this project were aware of the reforms, including those officers who were not directly involved in financial management as such.

- **Changed formats of the Development Fund helped to increase the amount of aid flow integrated and coordinated through the Government's PFM system.** The Government has reformed the format of the development budget to incorporate a more effective classification of donor projects and enable their integration into the Government's own system. This included a reform of the Development Fund (which has been used to channel in aid flows), making it more convenient for donors to use when spending their budgets through the Kiribati PFM system. As a result, the proportion of such transparently integrated donor flows began to increase. The Government also increased its cooperation with donors to share future projections of aid flows (thereby strengthening Kiribati mid-term planning capacities as well as the Government's ability to coordinate international assistance).

INDICATOR 2.2. TRANSPARENCY AND CREDIBILITY OF BUDGET ALLOCATIONS

	ASSESSMENT	SCORE
Financial planning systems allow spending agencies to be certain that budgeted allocations would actually be available during the year. This is reflected in the following:	C	1.5
Four criteria for indicator		
• Variance in composition of expenditure out-turn compared to original approved budgets (excluding contingency items) across budget heads (linked to PEFA PI-2);	Yes, restricted	0.75
• The stock of expenditure arrears in child-related spending is low and decreasing (linked to PEFA PI-4);	No, extended	0.25
• Budget formulation and execution is based on classification which complies with GFS/COFOG standards and has sufficient detail to produce consistent documentation for child protection expenditure analysis (linked to PEFA PI-5);	No, extended	0.25
• Spending units (MDAs – Ministries, Departments and Agencies) operate under reliable cash flow forecasts, effective system of expenditure commitment controls and are regularly audited.	No, extended	0.25

Expenditure outturns compared to budgets

The 2009 PEFA assessment noted that overall in Kiribati actual expenditures were very close to planned figures. This conclusion was true both for total spending figures and for allocation by categories (expenditure composition), and the country scored high As and Bs on these two indicators respectively. PEFA cautioned that it's analysis of these broad figures did not take into account re-allocation of funds within administrative head budgets and possible instances when budgets were artificially increased to take into account temporarily unfilled vacancies (leading to overspending); it also noted that for many years the Government kept its total spending at the initially planned level only through risky drawdown from the Revenue Equalization Reserve Fund (RERF). However, the fact remained that the overall difference between the budgeted and actual outturns had been rather small and the budget therefore had served as a reliable indicator of policy intent[37]. As will be also discussed further, the 2009 PEFA assessment noted that re-allocation of funds from one ministry to another in the course of budget implementation had never taken place (ADB, 2010).

Our assessment confirmed that variations in planned and actual compositions of expenditure across key child protection ministries was relatively low (but not perfect) by PEFA standards (9.7%). This assessment analysed the variance of actual spending compared to approved budgets based on the data for the 2012 budget (obtained from the 2012 budget and 2013 budget documents – the most recent available period). This analysis did not aim to fully replicate PEFA methodology, but looked selectively at the budget statistics for the five agencies of strongest relevance to child protection (Ministry of Internal and Social Affairs, Ministry of Education, Ministry of Health and Medical Services, Kiribati Police Service, and Ministry of Labour and Human Resources Development). For each of these spending units, we have identified the absolute difference between the approved initial budgets and actual outturns adjusted for overall change in expenditure totals. Based on these numbers, the overall variance in expenditure composition over these seven ministries equalled 9.7%. In the PEFA scale, this would have corresponded to Score B (variance larger than 5% but smaller than 10%), although it would be still more variable than expected for an A score.

Disaggregated by ministries, variation is even lower for the (former) MISA (8.6%) and only somewhat higher for education, health and police. While the 9.7% variation is the average, each individual ministry has a somewhat different level of variation between budget and actual spending, as illustrated in Figure 15. It shows that the absolute per cent difference between actual and planned

---

[37] Analysis of differences between budgeted and actual expenditures in the PEFA were undertaken only for recurrent expenditure without inclusion of donor-funded development items and therefore reflects variation in the Government's own spending decisions rather than any fluctuations originating from reliability of aid flows. Similarly, all calculations conducted by this GIF assessment include only recurrent expenditures and do not take into account development budget items.

Figure 15. Expenditure outturns compared to budgets for child protection-related agencies in Kiribati, 2012
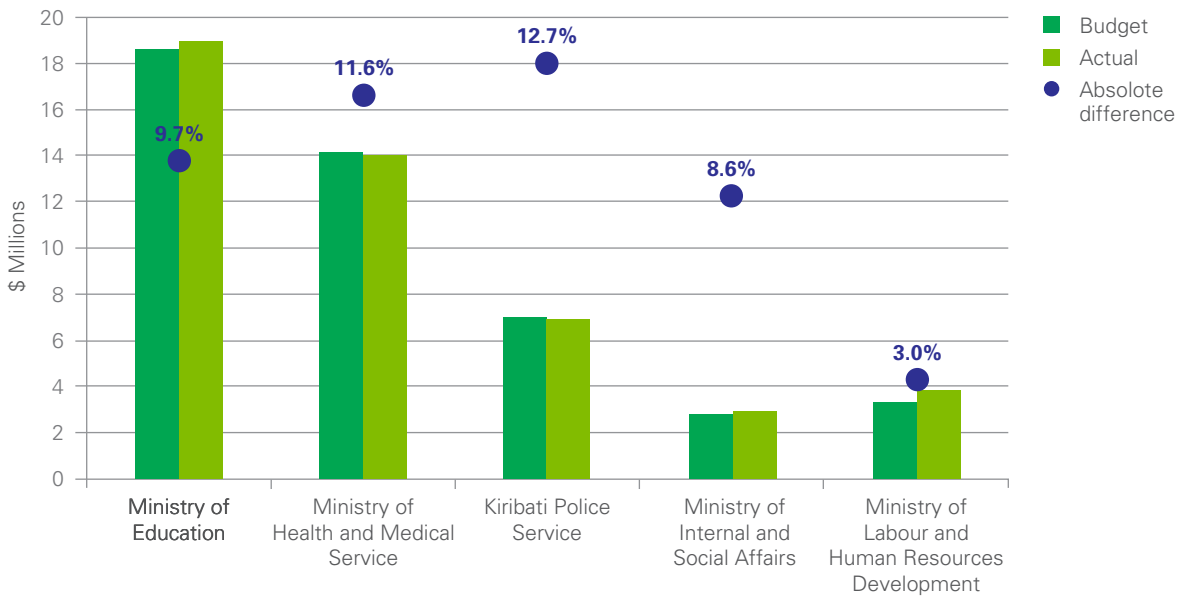
Source: Government of Kiribati, 2012 Budget and 2013 Budget documents.

spending in 2012 was highest for the Kiribati Police (12.7%) and also above the PEFA B-score threshold for the Ministry of Health and Medical Services (11.6%). On the other hand, for the Ministry of Internal and Social Affairs the difference between plan and actual was lower than average (8.6%) and it actually represented an increase, rather than decrease (actual expenditure for 2012 turned out to be 8.6% higher than planned).

Expenditure arrears

Although salary arrears seem low, other expenditure items are funded less consistently. The 2009 PEFA assessment noted that at least some of the Kiribati ministries were finding it difficult to ensure timely payment for some of the supplies. The problem seemed to be less pronounced for salary payments (although delays did also happen) than for other types of expenditure, in particular were utility payments (leading to discussions on the need to strengthen policies on disconnections for outstanding debt). This GIF assessment confirmed that the situation with actual expenditure arrears remained equally mixed in 2013. The mini-survey among child protection professionals showed that while salaries are mostly paid on time (71% of responses), small delays do sometimes happen (Figure 16). Moreover, funding of non-salary items seemed to be much more problematic: only 15% of respondents believed that these are paid without any delays (Figure 17). Over half of respondents reported small (a few days to 1-2 week) delays, and 22% stated that "mostly there are significant delays and some payments are never settled".

The stock of expenditure arrears is impossible to systemically assess because of continued application of cash (rather than accrual) accounting. One major reason

why arrears would be difficult to track even if they were actually taking place is that (at least until recently) Kiribati used to record it's budget transactions based on cash, rather than an accrual accounting method. There were also no clear definitions of payment arrears and no activities to monitor the amount of money owed by the Government to its suppliers. As a result, the 2009 PEFA assessment actually discovered evidence that "some suppliers insisted on payment prior to delivery" since timely payment was reported to be a problem. The PEFA study also noted episodes when the payment of salaries to Government employees – and in particular teachers – was delayed, but the amount of such arrears was unknown. Because of these gaps, Kiribati scored a lowest D for this Indicator (PI-4) (ADB, 2010).

- **Accrual accounting records expenditure commitments rather than the actual disbursement of cash.** Under the accrual-based method, expenditures are recorded at the time when they are incurred, regardless of whether the actual cash was transferred or not. An alternative cash-based method would record expenditures only at the time when they are actually paid in cash. When cash-based accounting is applied, payable arrears – that is, expenditure commitments which were not paid out – are not technically possible. This is one of the many reasons why countries around the globe have been moving in the last three decades toward accrual-based budget accounting (Tickell, 2010).

- **During interviews for this assessment, officials from the MFED and line ministries explained that the Government is currently working on introducing accrual accounting methods.** None of the documents we were able to access on the PFM Plan outlined exact details of the budget accounting reforms.

Figure 16. Mini-survey: "Over the last year, have there been any delays in the payment of your salary?" (% of responses)
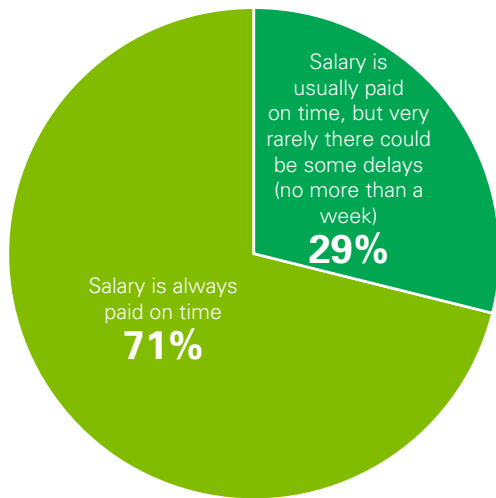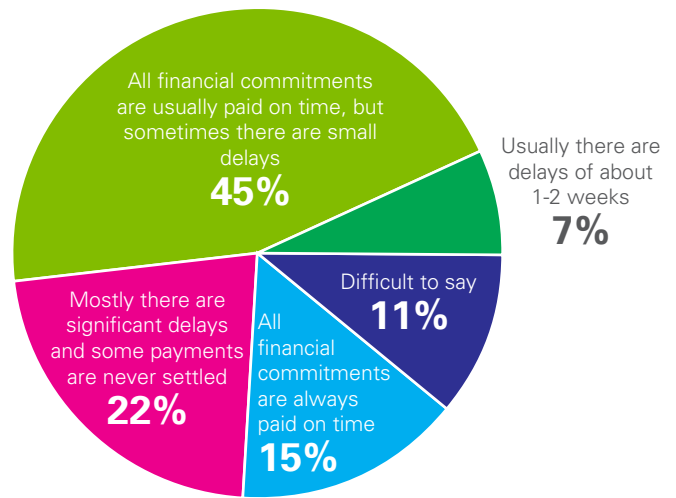

- Salary is usually paid on time, but very rarely there could be some delays (no more than a week) **29%**
- Salary is always paid on time **71%**

Figure 17. Mini-survey: "Were there delays in funding of other child protection activities in your community?" (% of responses)

- All financial commitments are usually paid on time, but sometimes there are small delays **45%**
- Usually there are delays of about 1-2 weeks **7%**
- Difficult to say **11%**
- All financial commitments are always paid on time **15%**
- Mostly there are significant delays and some payments are never settled **22%**

Budget classification

Although the GFS/COFOG compatible database is not yet available, Kiribati began to introduce the new standard in 2014 with plans to roll out to local budgets in further years.

- **At the time of the 2009 PEFA assessment, classification used in the budget reports were incompatible with international standards.** All revenues and expenditures were classified based on a three-level breakdown which assigned every item to a certain economic category, programme line and a certain administrative head. But this approach was not in line with either the Government Finance Statistics (GFS) or the Classification of the Functions of the Government, (COFOG), and it was not possible to produce analysis consistent with the GFS/COFOG since the bridging tables were not available.

- **Since 2009, the Government worked with a range of donors to introduce a new Chart of Account (COA) for both recurrent and development budgets with the aim to align current classification with the GFS.** This work was done in parallel with respective modifications of the Attaché accounting software. The Government reported in 2012 that it planned to have the COA fully aligned with the GFS within the 2013 budget (Government of Kiribati, 2012). The actual change began to happen a year later, within the 2014 budget, which already included new expenditure coding. According to the MFED, the transition to the new classification begins in 2014 with the central ministries, but the training already started with the outer island clarks and assistant treasurers to prepare for reporting under the new COA. The MFED reports that

while "it takes time" for the ministries to master the new reporting requirements, it is generally acknowledged that the new system is better and helps to make the budget more transparent and convenient for analysis.

The World Bank reports on successful cooperation with the Government of Kiribati since 2010 on compiling a database of government expenditure in a GFS/COFOG compatible format under the Bank's BOOST project. The database covers central government operations and excludes local budgets. Kiribati was the first country to provide it's revenue data to this initiative and further cooperated to reclassify its expenditures for the period 2002-2011 to be presented in the BOOST database along with ten other countries (World Bank, 2012). It is unclear, however, to what extent this exercise was used to create sustainable domestic procedures for the on-going presentation of the budget in the GFS/COFOG breakdown.

Cash flow management and commitment controls

Recent upgrades in expenditure management systems are only beginning to address significant weaknesses and capacity gaps in this area. As already mentioned, expenditure management has been one of the biggest PEFA concerns in 2009 and one of the central themes of the recent reforms. These concerns included weak controls over payroll and non-salary expenditure commitments, weak internal audit function and a lack of technical capacities for cash flow forecasting. The Government reports that since 2009 at least some work began to strengthen these areas, although progress was not verified within the scope of this assessment.

Payroll controls

In 2009, inconsistencies across staff lists and lack of payroll audits resulted both in overpays and delays of due payments. At the of the 2009 PEFA report, employed staff was tracked through three separate lists maintained by different agents and not regularly reconciled. One list was the nominal roll (list of staff to be paid) which was kept by the Public Service Office (PSO); the second list was personnel records kept separately by the line ministries; and finally a payroll list was maintained by the accounts section. All these lists were kept manually or semi-manually, further complicating reconciliation processes. Moreover, poor communication between the three agents resulted in frequent cases when staff moves (and respective exclusion from the payment lists) were recorded with significant delays (sometimes over three months), leading to overpayments. There had been no payroll audit or physical count of personnel, and there was no payroll manual with clear accounting rules.

The Government is working with donors to fine-tune it's payment software, Attaché, but it is not clear whether palpable impact on payroll accounting was already achieved. Already in 2008, PEFA noted that the Ministry of Education had recently recruited a consultant to reconcile records held by the Ministry with those held by the Public Service Office and then again with the payroll. This assessment has no information on whether such reconciliation of payroll lists were successfully undertaken by the Ministry of Education and/or other ministries relevant to child protection. Some progress on improved expenditure controls was reported by the Government in the 2012 Development Partners Forum. In particular, the Government worked with PFTAC experts to develop the accounting software, Attaché. The MFED reported that this work is helping to enhance "functionality of the Attaché system" although it was not discussed what exact improvements were achieved (Government of Kiribati, 2012). One of the particular improvements of the recent changes in the public financial accounting Attaché software system was the strengthening of controls over salary payments and the inaccurate posting of salaries (Government of Kiribati, 2012). However, it was not possible within the scope of this assessment to analyse the effectiveness and comprehensiveness of this work.

Control of non-salary expenditures

Procedures for commitment control in non-salary items were rather unreliable in 2009, scoring a low D+. PEFA noted that there was no single and coordinated approach throughout all ministries to record their commitments. As a result, there were frequent episodes of committing to additional expenditures without due checks of available balances (and sometimes without proper authority). At the

time of the PEFA assessment, ministerial staff were only beginning to learn how to use the Attaché system and, as a result, delays in payments were commonplace. Processing of payments was also obstructed by collisions between the Public Finance (Control and Audit) Act, the Constitution, and the outdated Finance and Stores Regulations.

Current upgrades in the Attaché system are likely to improve the situation but it remains to be verified. PEFA noted in 2009 that activities were underway to prepare user manuals for some of the critical payment processing procedures. It is likely that more materials emerged in this area as a result of technical assistance and improvements in the Attaché system since the time. However, it was not possible to analyse or verify this through this limited assessment.

Internal audit

Internal audit of Government spending in Kiribati tends to be basic, irregular and lacks follow up. At the time of the 2009 assessment, internal audit was limited to annual checks by the MFED (internal audit unit) of all ministries and offices, looking for any signs of fraud. These inspections were not following any written charter and were not in line with international auditing standards; in particular, the investigation focused on transactions rather than systems used to allocate public funds. Resulting audit reports contained only basic recommendations to the management and there was no evidence of follow up. However, PEFA praised the Kiribati Government for being rather transparent about this process and its outputs: the audit reports were duly circulated among all concerned ministries and submitted to the Kiribati National Audit Office (KNAO), Kiribati's supreme financial oversight body (even though the latter was not actively using these reports).

At least some of the field officers associate audits with reporting donor funds rather than the need to improve spending on domestic resources. This assessment had no information on activities to strengthen internal audit function, although such work is more than possible within the current PFM reforms. In the mini-survey among child protection professionals, the question on whether there are ever any audits to check how funds are spent on social welfare or related programmes was difficult to answer for more than a third of the respondents (see Figure 18). Another third (36%) confirmed that there is some inspection at least once every several years (including by the Auditor General and MWYSA Accountant). However, 25% of respondents said that there is usually no inspection. Moreover, some officers strongly associate audits with donor funding: inspections are either by the donors themselves or don't happen because in the absence of donor funds, activities are understood to be done "without any funding".

Figure 18. Mini-survey: "Have there ever been audits or inspections from the Central Government to check how you are spending funds on social welfare and child protection?" (% of responses)

Audit by donors
3%

Difficult to say
36%

Yes, at least once every several years there is some inspection
36%

No, usually there is no inspection
25%
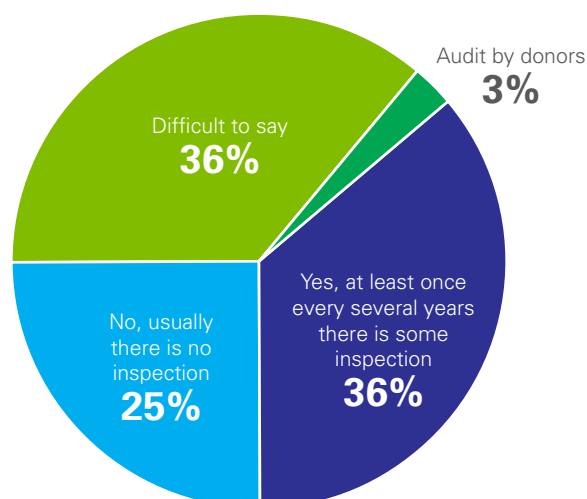
"Usually and normally we don't have or have not received any funds from donors so there is no need for audits or inspections. Most of the programmes we run without any funding".

Predictability of funds for commitment of expenditures

The 2009 PEFA report discovered a mixed picture in the ability of spending units to make reliable financial forecasts in making consistent expenditure commitments. On the one hand, the ministries were not preparing any cash flow forecasts apart from a broad annual cash flow projection for the budget totals prepared by the MFED which were not systemically revised. But on the other hand, all spending units in Kiribati received authorization to release funds for recurrent spending which covered the entire financial year (annual warrants). In other words, every administrative head could commit to recurrent expenditures throughout the year as long as the total

remained within the annual amount specified in the warrant. This means that, in principle, the spending units enjoyed very considerable certainty over availability of funds (scoring the highest A on this dimension). Release of development expenditure was based on request and conditioned on the acquittal of all previously released development funds on respective project.

At the level of the MFED, technical support was provided to the Treasury to strengthen their own capacities for cash flow forecasting. Previously, the national cash flow forecast mentioned above was done manually, and work is ongoing to make sure that this process is an integrated automatic feature of the Attaché system (Government of Kiribati, 2012).

Table 6. Summary of scores for PEFA Indicators related to cash flow management and commitment controls in Kiribati (2009)

PEFA Indicator		2009
PI-16	Predictability in the availability of funds for commitment of expenditure	C+
PI-18	Effectiveness of payroll control	D+
PI-20	Effectiveness of internal controls for non-salary expenditure	D+
PI-21	Effectiveness of internal audit	D+

INDICATOR 2.3. SPENDING FLEXIBILITY

	ASSESSMENT	SCORE
The following rules help spending agents to use funds flexibly to ensure the most efficient delivery of services:	**A**	**3.75**
Four criteria for indicator		
• Child protection budgets represent a balanced mix of line items and lump sum (discretionary) appropriations, and key spending agents have sufficient flexibility to re-allocate funds between budget lines to ensure effective child protection responses at their level, including in cases of unforeseen events and contingent financial need;	Yes	1
• There are clear, transparent and practical rules for in-year budget adjustment and revision, and key spending units are able to carry over unused funds from one fiscal year to another, subject to due checks;	Yes, restricted	0.75
• There are provisions in the PFM system which allow spending units to keep efficiency gains and use them for other purposes;	Yes	1
• The budget includes sufficient contingency funds which could be quickly mobilized in cases of emergencies with child protection risks	Yes	1

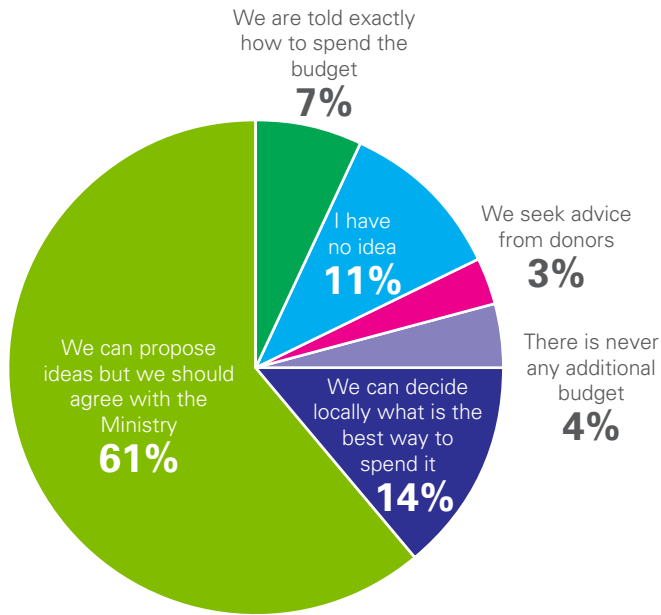## Discretionary funds and re-allocation across budget lines

In view of the 2009 PEFA assessment, already at the time, Kiribati used a well-balanced combination of spending flexibility and accountability in the allocation of public funds. During budget implementation, transfer of funds between budget programs (e.g. between "Sports development" and "Women development" under the MISA) are allowed only with approval of the Minister of Finance, but within the programs the accounting officers are allowed to undertake transfers without any MFED clearance. However, transfers within programs are not supposed to be "excessive" (this was not found to be taking place), and all transfers must be clearly recorded through the MFED and tabled in Parliament for information purposes. According to the 2009 PEFA report, there had been no known instances of in-year reallocation of budget from one ministry to another. The country scored the highest A for attaining optimal frequency and transparency of adjustments to budget allocations decided above the level of ministerial management.

The new Government Finance Regulations 2011 include clear written procedures for adjusting expenditure estimates for spending units ("expenditure heads"). Changes could be made within the envelope of an expenditure head through internal virement or through supplementary appropriations (these should be approved by Parliament but the Financial Secretary can authorise such adjustments "in anticipation" of supplementary

appropriations" – a procedure specifically outlined for the release of contingency funds as discussed in later sections). Rules for requesting and undertaking virements are also clearly spelled out. All virements must be done under virement warrants issued by the Financial Secretary upon application from the Accounting Officer, which intends to make sure that total provision for the expenditure head is not exceeded and that any new sub-heads would remain under the ambit of the head. Copies of all virement warrants are provided to the Accountant General and the Auditor General. Any need for supplementary appropriations should be duly justified. The regulations also clearly prohibit taking any commitments or making payments before respective virements or supplements are approved (Government of Kiribati, 2011).

Surveyed field offices confirm that they enjoy considerable spending flexibility but should consult with headquarters on any significant decisions. The mini-survey conducted by this assessment covered field officers working at the local level (at least 55% based on outer islands) whose posts represent deconcentrated offices of respective ministerial headquarters (Social Welfare, Education, Healthcare, Police). The survey contained two questions which probed the level of managerial flexibility enjoyed by these field officers with respect to financial allocations and the need to agree their decisions with central authorities. As illustrated by Figure 19 and Figure 20, only a small percentage of respondents believed that they had no flexibility over their budgets and should do exactly as was decided by the Ministry at the beginning of the year (19% believed that no reallocation was allowed during the

Figure 19. Mini-survey: "If there is an additional budget for child protection apart from your salary, who decides how to spend it?" (% of responses)

We are told exactly how to spend the budget
7%

I have no idea
11%

We seek advice from donors
3%

We can propose ideas but we should agree with the Ministry
61%

We can decide locally what is the best way to spend it
14%

There is never any additional budget
4%

Figure 20. Mini-survey: "If there was a plan to fund one activity in child protection (e.g. a workshop) and then there is a need to change this plan and fund something else instead, how does this happen?" (% of responses)

We are not allowed any reallocation during the year
19%

We need to agree with international partners
4%

We need to gain permission from the Ministry
58%

I have no idea
8%

We can reallocate expenditures as needed without consulting with the Ministry and reporting to them
**11%**

year, and 7% stated that any additional funds should be allocated by headquarters only). The majority of respondents stated that they could make small reallocations based on their own ideas but should consult with the ministries. Another small share of respondents believed that the role of headquarters was minimal (any extra amounts could be spent without consultation and re-allocations undertaken without approval).

Adjustment across periods

Adjustment within approved administrative totals follow flexible procedures for intra-ministerial virements, but it is not clear whether these are duly applied. Procedures for expenditure virements within administrative heads provide ministries with considerable opportunities for in-year adjustments of their spending plans as long as they remain within appropriated estimates (Government of Kiribati, 2011). This assessment has not verified or encountered any evidence showing that these procedures are duly applied in practice.

In cases when these should be amended through supplementary appropriations, respective bills must be approved by Parliament. Rules of procedure for the Maneaba Ni Maungatabu include clear procedures for such in-year budget amendments. Supplementary appropriation bills are required through the same parliamentary
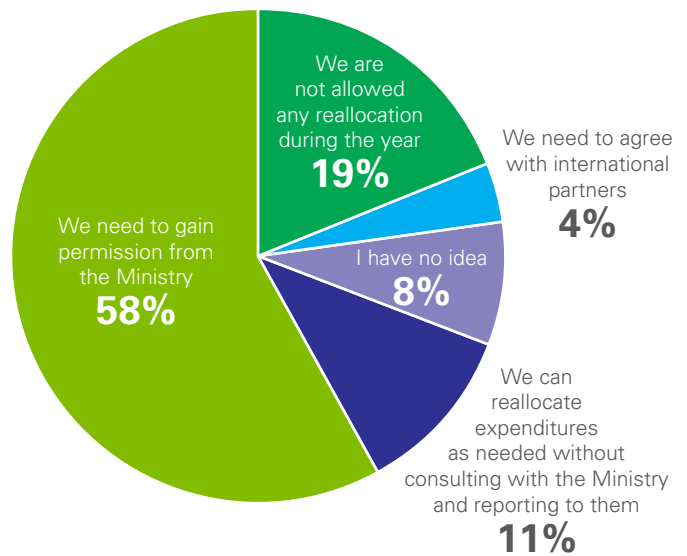
consideration process: scrutiny of the recurrent expenditures but not of the development budget, which is presented to Parliament for information only (Maneaba Ni Maungatabu, 2006).

Supplementary appropriation acts are approved once or twice a year, usually increasing allocations to subsidies and grants. In reality, supplementary appropriation acts have been approved 1-2 times a year and have rarely exceeded 5% of the initial appropriation. Table 7 summarizes the nature of supplements approved by the Maneaba ni Maungatabu during 2006-2012 (the years covered by the library of Kiribati acts available at the parliamentary website). It shows that all changes assumed increases or allocations (there was no instance when estimates were decreased). The biggest additional allocations were usually directed into "Subsidies, Grants and Other Commitments"; but other relatively frequent beneficiaries were the Ministry of Communications, Transport and Tourism Development, MISA, Ministry of Health and Medical Services and Ministry of Education. The impact of these adjustments on the budget of the MISA is illustrated in Figure 12 on page 69: it demonstrates, in particular, significant increases to the initial budget in 2008 and 2011 (reflected in the difference between initial and revised budget figures). Figure 12 also illustrates that, at least in the case of the MISA, in many years the supplementary amounts added to the ministry budgets were not fully absorbed (and the actual expenditures turned out lower than these revised budgets).

Table 7. Supplementary authorization of funds from the Kiribati Consolidated Fund (recurrent expenditure) in 2006-2012

Financial year	Suppl. Appr. Act assented	Supplementary authorization	Initial annual authorization	Supplement as % of initial annual	Expenditure heads benefiting from supplement (biggest named)
2012	Dec-12	3,543,770	89,953,207	3.94%	Subsidies & Grants; and 3 other heads
2011	Apr-12	1,000,000	93,144,403	1.07%	Subsidies & Grants
2011	Aug-11	4,767,175	84,328,706	5.65%	Subsidies & Grants; Police; MISA; Min of Ed; MCTTD; MLHRD
2010	May-10	80,357	82,847,866	0.10%	Subsidies & Grants; Min of Foreign Affairs
2010	Sep-10	2,330,494	82,847,866	2.81%	Subsidies & Grants and 20 other heads
2010	Dec-10	1,341,158	82,847,866	1.62%	Subsidies & Grants; Maneaba ni Maungatabu; MCTTD
2009	Dec-09	288,113	84,003,846	0.34%	Subsidies & Grants and 2 other heads
2008	May-08	879,915	78,639,254	1.12%	Subsidies & Grants; MCTTD; MISA; Contrib. to Dev Fund
2008	Sep-08	4,017,977	78,639,254	5.11%	Subsidies & Grants; MHMS; and 3 other heads
2008	Dec-08	2,331,943	78,639,254	2.97%	Subsidies & Grants; MISA;MHMS; and 3 other heads
2007	Dec-07	150,000	79,634,229	0.19%	Subsidies & Grants; Judiciary
2006	Jul-06	1,737,469	79,767,390	2.18%	MISA; MCTTD; and 2 other heads
2006	Dec-06	1,470,000	79,767,390	1.84%	Subsidies & Grants; Min of Ed

Source: Parliament of Kiribati, http://www.parliament.gov.ki/

Carry overs are allowed for development fund only and clearly regulated. The 2011 Government Finance Regulations also included a possibility for administrative heads to carry over unused funds into the next financial year, but this possibility seems to be limited to the Development Fund. The regulations state that if development estimates were not fully utilized during the year, the Minister may authorize their spending on the same purpose in the next financial year, but ensuring against any potential double counting (so that the total amount of all provisions for respective projects would not exceed its total approved cost). For all recurrent expenditures, all authorizations to incur such spending "shall cease absolutely on the last day of the financial year to which they relate" (Government of Kiribati, 2011).

Options for keeping efficiency gains

Current PFM regulations provide both incentives and possibilities for seeking efficiency gains. The Government Finance Regulations 2011 state that "Accounting officers must exercise due economy in expending money. Money should not be spent merely because it has been voted; there should be a verifiable need for expenditure". If efficiency gains are achieved, the rules for viring funds within allocations to administrative heads provide spending units with a range of opportunities to use them for other more productive purposes (Government of Kiribati, 2011).

Contingency funds

Accounting officers within individual ministries are encouraged to set aside some amounts for unforeseen contingencies. The Government Finance Regulations 2011 state that "In the case of recurrent expenditure, accounting officers should arrange as far as is practicable and make provisions for the spreading of that expenditure evenly over the year unless there are special reasons for not doing so. If practicable, a portion of each head shall be set aside at the beginning of each year to meet unforeseen contingencies" (Government of Kiribati, 2011).

Larger emergencies could be funded through the mechanism of contingency warrants (manual allocations by the Minister of Finance "in anticipation" of parliamentary approval). Additionally, the Public Finance (Control and Audit) Act outlines a special process for the quick mobilization of funds in exceptional circumstances for unforeseen urgent needs for expenditure. In such cases – and if it could be proved that there are no existing provisions for this need and funds could not be deferred without detriment to the public interest – the Minister of Finance is allowed to issue Contingency warrants "under his hand and in anticipation of the grant of an appropriation by the Maneaba ni Maungatabu" to authorize advance payment from the consolidated fund. All such instances should be immediately reported and explained to the Cabinet and should not exceed $1,000,000. Respective supplementary appropriation bills should be presented to the Maneaba ni Maungatabu at its next sitting (Government of Kiribati, 1998).

INDICATOR 2.4. LACK OF FINANCIAL INCENTIVES TO PARTICULAR SERVICE TYPES

	ASSESSMENT	SCORE
Spending units have tools and the right incentives to invest in those services which serve the best interests of the child in any given context:	**B**	**2.75**
Four criteria for indicator		
• Child protection financing framework is neutral with regards to types of child protection services and contains no financial incentives that have detrimental effects on children, for example, capitation payments that provide incentives to place children in residential care;	Yes	1
• There are no regulatory obstacles or financial penalizations for spending units to engage in alternative cost-beneficial solutions in child protection such as contracting out services.	Yes	1
• There is a clear institutional division between purchases and providers in supplying publicly funded child protection services	Yes, restricted	0.75
• Arrangements are in place to support competitive procurement of front line child protection services to serve the best interests of the child rather than particular service providers	No	0

Harmful financial incentives

Financing framework of child protection programmes in Kiribati is entirely neutral with regard to particular services and therefore contains no harmful incentives. Essentially, child protection could be funded either through the deconcentrated services of field officers representing the headquarters of key relevant ministries (which represents the bulk of current financing) or, theoretically, through co-funding from local councils (and funded via the support grant and local revenues). None of these financial pools is allocated in a way which would link it to any particular service and bias disproportionately against child–focused services. Apart from the school allowance, there are no particular cash transfers linked to child protection.

Penalization of alternative child protection solutions

PFM legislation gives spending agencies considerable flexibility to engage cost-effective solutions. Considerable flexibility provided to administrative heads in the budget preparation and execution process implies that they can use it to implement new and cost-efficient solutions to the delivery of services in child protection without financial penalties or significant restrictions.

Division of purchasers and providers

The Children, Young Persons, and Family Welfare (CYPFW) Act 2012 introduces a clear division of roles and responsibilities in child protection:

• First, the CYPFW Act 2012 places primary duty for a range of child protection objectives on the Director for Child and Family Welfare, thereby implying his role as a key gatekeeper and purchaser of services. The Director is responsible, among other things, for: policy development, oversight and coordination; prevention of child abuse; responses to suspected cases and protection of the victims (Article 7). The Director can delegate this authority to other ministerial staff (Article 8).

• Secondly, Article 9 of the CYPFW Act 2012 clearly outlines a possibility for "agency agreements" in delivering the duties specified above. It states that "the Secretary (of the Ministry responsible for Child and Family Welfare) may enter into an agreement with a designated organization or other appropriate person, for the provision of any service that may or must be provided in terms of this act, by such organization or person. The Secretary may delegate to such organization or person such powers and duties in terms of this act as may be required for the proper performance of the service".

INDICATOR 2.5. VALUE FOR MONEY AWARENESS

	ASSESSMENT	SCORE
Arrangements are in place to ensure that the Government procures services which bring maximum benefit to children for any amount spent within the available resource envelope:	D	0.25
Four criteria for indicator		
• Child protection strategies are supported by analysis of fiscal constraints and response scenarios related to the risks of fiscal consolidation;	No	0
• Program implementation plans in child protection include measurable benefit targets;	No	0
• Child protection strategies are supported with cost-benefit analysis of alternative policy options;	No, extended	0.25
• The Government undertakes performance audits to assess child protection impacts of programme implementation.	No	0

While the CYPFW Act 2012 thereby suggests a possibility for service purchasing, it is by no means compulsory and no competitive procurement is required. Article 9 requires that "any agreement and delegation must be in writing and signed by the Secretary and the appropriate organization or person". Although this provision does not specify further detail of selecting such providers, it is clear and practical, especially given that the supply of possible providers in Kiribati is still very small.

Arrangement for the competitive procurement of services

At the time of the 2009 PEFA assessment, rules for public procurement have been opaque and not consistently applied. PEFA noted that there was no legal requirement to monitor open competition or any rules on how to use / analyse the records of ministerial purchases. Overall, the procurement system was rather weak (in terms of lacking guidance on selection of procurement methods, ineffective handling of complaints, lack of designated staff and lack of transparency in the records). No monitoring was undertaken on the use of open competition.

Although there were plans for significant public procurement reforms in 2012, it is not clear what actual progress was achieved. At the Development Partners Forum in 2012, the Government acknowledged that the Procurement Act 2002 required revision and that once the revisions were complete, it would also be necessary to develop respective implementing regulations (Government

of Kiribati, 2012). This assessment was not able to verify the actual progress of this goal.

Awareness of fiscal constraints

Kiribati's fiscal situation struggles with both objective external challenges and domestic structural weaknesses in the way the economy, human resources and finances are managed. The country's remote and isolated geography, small size and the impact of climate change on infrastructure are major factors behind its narrow production base and the dominance of the public sector in economic activities. These factors also make Kiribati vulnerable to global price shocks, such as the food and fuel price increases in 2010-2011. But apart from these exogenous challenges, the country's approach to public financial and economic management has suffered from a range of imbalances, creating strong risks for the future. These include:

• Excessive reliance of fiscal revenues on fishing license fees (which have been highly volatile in the past and may continue to fluctuate in the future, creating significant fiscal risks);

• Inefficient management of State Owned Enterprises (SOEs) (which have resulted in growing public debt and revenue losses);

• Gaps in expenditure management (including weak policy budgeting, inefficient spending, poor commitment controls, reporting and accountability).

The recent tendency to rely on the Revenue Equalization Reserve Fund (RERF) to cover for fiscal gaps is unsustainable and will require major reforms. Until this point, the Government managed to maintain a reasonable budget deficit mainly by drawing down on the country's Revenue Equalization Reserve Fund (RERF) - a sovereign wealth fund established in 1956 to store Kiribati earnings from phosphate mining. However, RERF assets have already declined during the crisis as a result of exposure to problematic banks, and further reliance on these revenues to expand government social spending would decrease the RERF balance to a dangerously low level. The IMF repeatedly noted that "ensuring the sustainability of the RERF needs to remain among the main objectives of the Kiribati Fiscal Policy" (IMF, 2014).

In recent years, the Government, in cooperation with donors, managed to achieve significant progress in developing the economy and streamlining the fiscal situation. These changes included:

• **Private sector development.** Increased donor investment into infrastructure and private sector development and technical support helped to propel economic growth, which remained positive during 2011-2013. It is expected that the economy will continue to grow in the mid-term (positive impact of the current public infrastructure projects should counterbalance the risks from external volatilities and climate change). However, in the long run, external risks represent a continued challenge.

• **SOE reforms.** The current fundamental reforms in the PFM system included new approaches to SOE management (closures of underperforming SOEs, privatising some of them, stricter rules on providing state guarantees to SOE debt and on their financial reporting). However, some of the SOEs play important social roles (e.g. the shipping company that services outer islands) and commercialization of these enterprises may be difficult for the Government.

• **New taxes (VAT).** Efforts to extend revenue base by introducing new taxes (a Value Added Tax was introduced in April 2014).

• **Broad reforms in public financial management** described elsewhere in this report are directed at achieving efficiency gains from more transparent, better accounted and targeted spending.

However, IMF notes that in addition to these measures, a major hope for eventual stabilization of the RERF is the "significant fiscal consolidation envisaged by the authorities". The planned consolidation would have to be even bolder if fishing license fees happen to plunge

below the conservative baseline scenario used in current calculations. According to the IMF, the Government budget assumptions include fiscal consolidation of more than 10% of the GDP by 2019 and additional adjustment in the longer run. However, IMF believes that in order to stabilize RERF around 2023, consolidation would have to be even tighter (decreasing the fiscal deficit to 3.5% of GDP).

This assessment was not able to locate any documents which either outlined government consolidation policies or discussed fiscal constraints specifically for child protection sectors. To some extent, financing constraints are mentioned in the Health Sector Strategic Plan 2012-2015 which includes as one of the core goals "Securing sustainable health financing and cost-effective and efficient delivery of services". This plan assumes, among other things, "consultations with the MFED and other partners on future funding needs", analysis of possible cost savings, new cost recovery initiatives and alternative sources of revenue. However, it is not clear whether other sectors are also considering mid- and long-term fiscal constraints in their strategic planning.

Child protection professionals seem generally uncertain about trends in child protection spending and oblivious to the prospect of fiscal consolidation in the mid-term. The mini-survey conducted by this assessment asked child protection professionals, whose jobs had senior ranks and involved dealing with policy planning and / or finance, a range of questions related to their anticipation of financial envelopes for the next three years. Responses to these questions are summarized in Table 8. It shows that most of the respondents found it difficult to estimate whether the actual spending on child protection in their area had increased, decreased or remained about the same (43%), but a significant share (32%) knew that allocations were increasing. Still, most of them felt certain that allocations in the future years would grow: 57% anticipated an increase and only 7% expected cuts. The views were based almost equally frequently on personal intuition and forecasts by the headquarters.

Benefit targets

As was previously discussed, the Government found it difficult to identify measurable performance targets for the child protection programmes within the KDP KPA 5. On the one hand, the new strategic planning system assumes that sector strategic plans would include output and outcome targets directly linked with respective budget costs (and reports). At the moment, the sector strategic plan which includes child protection is still in development (as a result of ministerial split which caused the delay). However, even within the KDP, outcome and output indicators for this area are weak or missing.

"Most ministries complained this year (2014) because the increase (of their budgets) is not so big anymore; it is still growing but not as much as before. But it has to be cut down because studies show clearly that we cannot draw down on the RERF too much anymore, because otherwise it will finish!"

Table 8. Mini-survey for child protection professionals: perception of fiscal envelopes for child protection

	They have increased	They remained about the same	They decreased	Difficult to say
When you compare the amounts spent on child protection in you community in the last three years, have they decreased or increased?	32%	18%	7%	43%
	They will increase	**They will remain about the same**	**They will decrease**	**Difficult to say**
In your expectation, how will the spending on child protection in your area change in the next three years?	57%	7%	7%	29%
	Personal experience	**Forecasts made by the Ministry**	**Forecasts made at the local level**	**Other**
In the previous question, what is the basis for your intuition?	46%	42%	13%	0%

Cost-benefit analysis

No CBA has been so far undertaken directly for child protection issues, but relevant studies and trainings provide a good source of potential support for the Government. A range of international donor-funded projects provided assistance to the Government of Kiribati in applying cost-benefit analysis to policy issues.

- One of the largest recent examples with indirect relevance to child protection is a study by Family Planning New Zealand of investment options in health and education. The report was undertaken by the New Zealand technical team and presented to the Kiribati Minister of Health. It demonstrated that allocating additional expenditure into family planning programmes would help the Government to save up to $18.8 million in health and education sectors over the upcoming 15 years (Family Planning New Zealand, 2014).

- Moreover, in 2013, the MFED and the Office of Te Beretitenti partnered with the SPC climate change programs, GTZ and the Secretariat of the Pacific Regional Environmental Programme (SPREP) to run national training on CBA, albeit focused specifically on climate change (but also containing generic refresher sections). The training was provided through the Kiribati Institute of Technology (MFED, 2013).

Performance audit

Although Kiribati has established legislation and implementation procedures for internal and external (independent) audit, these checks seem focused on compliance rather than performance:

- The Government Finance Regulations 2011 state that it is the duty of every accounting officer to monitor the expenditure under his control and "exercise due economy in expending money", ensuring that there is a "verifiable need for the expenditure" (Government of Kiribati, 2011).

- The Kiribati Constitution and the Public Finance (Control and Audit) Ordinance established an independent office of the Auditor General (AG) who, on behalf of the Maneaba ni Maungatabu, is responsible for examining, inquiring into and auditing all accounts. The AG leads the Kiribati National Audit Office (KNAO)[38]. Inspections are conducted annually, and the law provides the AG with wide powers to access needed documentation and evidence. However, the scope of the expenditure audit is limited to audit of compliance (that all spending was according to approved purposes and within proper authority) and accuracy (adherence to proper procedures and requirements) (Government of Kiribati, 1998).

- Despite the absence of legal requirement, the KNAO website contains a section for "Performance audit reports", although it is currently empty. It is not clear whether this signals a plan to undertake such reports in the future or document any recent inspections which already took place.

---

[38] http://www.knao.gov.ki/

INDICATOR 2.6. EFFECTIVE STRUCTURES FOR DECENTRALIZED FUNDING

	ASSESSMENT	SCORE
Financial relations between tiers of spending units / levels of government engaged in child protection are based on the following:	A	3.25
Four criteria for indicator		
• Multi-level financing structure, regardless of the specific decentralization model, is supported by functional tools to ensure that decentralized funding of child protection is effective, equitable and sustainable ("central oversight / intervention and local autonomy / accountability are in functional balance")	Yes	1
• The central government accurately reimburses financial costs imposed on sub-national budgets by central child protection policies ("realistic funding, vertical gap coverage")	Yes	1
• Horizontal allocation of transfers linked to child protection expenditures among sub-national governments is determined by transparent and rules-based system ("fair funding, horizontal gap coverage")	Yes	1
• Public financial management capacities at sub-national level are sufficient for ensuring effective implementation of any delegated functions related to child protection	No, extended	0.25

Balance between accountability and oversight

The bulk of child protection functions rests with the Central Government, although local councils do retain a potential role and a budget for additional activities. The Kiribati system of local government was described in detail in an earlier section on page 35. As that section explained, although Kiribati local councils have very limited own resources, heavily relying on transfers from the central budget and services of seconded ministerial staff, they are nevertheless responsible for a range of functions relevant to child protection and are supposed to co-fund some of these. In fact, the list of these functions and their division between local and central authorities (outlined in the schedule within the Local Government Act 1984) is not clearly delineated (see Table 3 on page 37). For example, the Local Government Act 1984 requires local councils "to provide for or grant sums of money towards the maintenance and welfare of children, young persons, the aged, destitute or infirm". In reality, actual involvement of local councils in funding and providing child protection services is limited, and most of relevant programmes are delivered by the ASWOs seconded to individual local councils, who report to and receive their salaries from MISA Social Welfare Division. At the same time, as island councils begin to develop their local strategic plans (often with the help of the KLGA), these sometimes include child protection objectives and therefore open a possibility of attracting additional international and local revenue to respective projects.

....

"Local councils should be actively involved in (child protection) policies! They are closest and they know what happens in their communities. So it is just fair that they are empowered and made aware of these things and know about the role and responsibilities.

The KLGA is working with several communities through the councils, with assistance from the RRRT, to draft local policies on protecting women and protecting children.

And the councils do spend some funds on child protection, maybe not directly, but still. They fund pre-schools, nursing aids, and they actually do some child protection work! They know all the kids and they help them and this is paid by the council. And the village wardens who are also paid by the council are also important in protecting women if there is domestic violence because they can influence men with their authority, they can say: Look, stop beating your wife! The contribution of the council is important; even though it is not something people know about. This is why the KLGA tries to promote that councils are doing good for the communities and that local councils are more relevant because they are closer to them!".

....

Although functions are not explicitly divided, current arrangements for oversight and coordination between the levels of government fit the actual allocation of responsibilities in child protection. Given that the bulk of services is established by the Central Government, which pursues its international commitments and new national policies in this area, provision of these services through the seconded offices is practical and accountable. The current arrangements also include the rule for establishment of local finance committees reporting to the councils and local finance being subject to regular investigation by the Auditor General, which provides a reasonable degree of oversight over service funding at the local level. In addition, local decision makers are involved in policy dialogue with the Central Government via regular local government forums which involve all mayors and clerks (CLGF, 2013). However, if and when the local councils begin to increase their participation in child protection policy development and implementation (e.g. organizing activities or additional services at the cost of local revenue), central authorities would require a much stronger capacity to consolidate respective expenditure data and a more explicit division of tasks may be required.

Realistic funding and vertical gap coverage

The current centralized funding model does not create a vertical gap to be covered.

- **Fully funded deconcentrated services.** The bulk of activities required to implement the Central Government's child protection policies (such as the new CYPFW Act 2012) are undertaken directly through the central ministries and their budgets. This means that there is essentially a vertical gap to be covered in this area.

- **Authority for locally funded additional activities.** While local government does have a theoretical share of responsibility in the delivery of services "for the maintenance and welfare of children", the same legislation also requires them to provide respective sums of money and the freedom to impose local taxes to finance such potential projects. An example of such local initiative was observed by this assessment in North Tarawa. The local council had introduced a by-law which taxed the parents of children dropping out of schools, which was seen as creating a range of risks including involvement into street crime and hazardous labour.

Fair equalization and horizontal gap coverage

Horizontal inequalities across islands are covered with an unconditional general support grant, which represents about a half of local revenues. In addition to the earmarked infrastructure development transfers and various subsidies, local budgets receive general support grants which are unconditional and used for a range of purposes, including island council member fees for participation in the KLGA. The overall amount of the general support grant remained unchanged for several years (at $1, 220,000) but it was increased to $1, 300, 673 in the 2014 budget. This represented 1.23% of the Government's overall operating budget in 2013, and 1.14% in 2014. According to FGDs, the general support grant currently represents about 40-60% of the overall local revenue of an average council (our understanding is that the overall revenues in these calculations would not include central ministry allocations, salaries of seconded staff and other grants).

The general support grant is allocated based on transparent population-based formula. According to a range of interviews, the general support grant is allocated across islands based on a transparent formula (we did not access either the formula or the grant breakdown across islands, but it was said by several stakeholders that this information is public and could be easily requested). The formula is said to have two components: one part of the allocation is a fixed amount for all councils (taking into account fixed costs which do not depend on the population size) and the other, larger part, is divided per capita. While the overall amount of the individual allocations are widely and predictably believed to be less than desired, there is no dissatisfaction whatsoever with the comparative allocations across the islands.

Remaining differences in fiscal capacity do not seem to impact child protection given the small role of local spending and possibilities to raise local revenue which are underutilized. The formula does not seem to take into account the differences in relative fiscal capacity across the islands. However, this does not seem to be a barrier to equity for two reasons. First, the actual local participation in child protection activities is supplementary and not substantial at the moment. Secondly, based on assessment by the Government and civil society, despite significant economic and geographical barriers the local governments do have some potential for increasing their revenue proceeds (sometimes via better administration).

Local PFM capacities

Essentially there is no delegation of tasks to local officers as all PFM staff are centrally employed and their currently weak capacity is upgraded through centralized training. Financial management at the local level is undertaken by centrally funded specialists involving a clerk, a treasurer and an assistant treasurer. While capacities of these officers suffer from the same gaps as were identified for the country's PFM (weak internal management, reporting and strategic analysis), they are fully involved in training and capacity building within the latest reform agenda (covering new regulations and approaches such as changes in budget classification, Attaché software, budget planning etc.).

"Local councils rely on the Government so much… And the MISA says to them, look, maximize your revenues from what you can collect. And some do raise more local revenue. I went to one island in the South and they saw no problem with money, always paid their staff on time. But next door sometimes they miss the payment to the council staff (at the time I was there, the payments were delayed for 2 weeks but no more). Sometimes it also depends on whether the island has a good revenue collector who is diligent and not afraid to ask for money. But there is potential to gain more revenue on many islands."

DOMAIN 3. HUMAN RESOURCE MANAGEMENT

INDICATOR 3.1. STANDARDS FOR CHILD PROTECTION PROFESSIONALS

	ASSESSMENT	SCORE
Regulatory framework for child protection includes:	**C**	**1.25**
Four criteria for indicator		
• A definition (in training or other institutions or in policy) on the professional responsibilities, skills & required training & standards to which social workers will be held accountable;	No, extended	0.25
• Within the above: specific requirements and standards for social workers working with children;	No, extended	0.25
• A certification, accreditation or licensing process for social workers and other professionals who work within child protection;	Yes, restricted	0.75
• An independent and active professional association of social work professionals.	No	0

Professional standards for social workers

Child protection professionals are subject to a range of standards but much of these requirements remain generic and need further specification.

• Child protection professionals working as public service employees (which represent the majority of professionals engaged in the area) are subject to Post Qualification Requirements (PQRs) established for the Kiribati public service force by the Public Service Office (PSO). The latest PQRs were issued in 2012 (Kiribati Public Service Office, 2012). They include two types of requirements: (1) Minimum PQRs and (2) Other or Alternate PQRs which are additional standards for employees of specific fields; both are discussed in detail later.

• In addition, with the introduction of the Children, Young People and Family Welfare (CYPFW) Act 2012, any non-state individual professional or organization providing child protection services became subject to registration and compliance with specific standards established by the Ministry responsible for Child and Family Welfare. However, these standards currently remain generic (i.e. compliance with the act) and the detailed guidelines are not yet developed.

Minimum PQRs

Minimum PQRs are basic criteria disaggregated by the level of post and applicable throughout public office workforce, including any agency working with children. The requirements differ depending on the officer's salary level (specified separately for the 9 different level brackets, covering L3 to L19)[39]. The lowest level (L19) is required to have secondary education (Form 3 received after Grade 9 at 15 years) or a drivers licence. The highest level (L3) is expected to have a Master's degree and 5 years of relevant managerial experience.

---

[39] All public service posts in Kiribati are divided into salary levels which define their qualifications and pay. The most recent salary schedule, effective from January 2010, is provided in the National Conditions of Service (Appendix E.1). Overall it includes 17 levels (from L2 to L19) (Kiribati Public Service Office, 2012).

Education levels featuring in the PQRs cover the 3-layer schooling classification used in Kiribati, higher and post-graduate degrees. In order to analyse education requirements for various posts, it seems convenient to outline core levels of schooling in Kiribati. Form 3 certifies successful completion of the secondary school level and the passing of the Kiribati Junior Entrance Examination (at the age of 15). High marks on Form 3 exam qualify students to proceed to schooling at the level of Form 4 and 5 (Grade 10 and 11), leading to examinations for the New Zealand School Certificate. The entry to the next level (Form 6) is again subject to high marks in Form 5 and based on successful sitting of the Kiribati Form 6 Examination. Outstanding performance at this level opens opportunities to receive scholarship for further studies overseas. Selected schools also offer Form 7 curriculum which provides students with the opportunity to begin mastering college subjects while still studying in high school (Thorne's-in-Tarawa, 2012). Upon completion, Form 7 level of education (which takes 13 years) provides students with the equivalent of a foundation programme for university entrance (overseas) (ICODE, 2010).

Figure 21 summarizes the types of posts engaged in various child protection activities and shows their respective salary levels and PQRs compared across sectors. It shows, for example, that Welfare Officers and Assistant Welfare Officers who undertake the bulk of social work duties on most islands belong to the L15-L12 bracket. This means that they must have at least Form 6 education (Form 7 or a diploma for Welfare Officers) and at least one year of relevant experience. Same requirements apply to Women Development Officers, Sports and Youth Officers. More senior posts (based in Tarawa) require diploma or degree qualification.

Generally, social work posts are classified lower than most education and health professionals. What Figure 21 also shows is that field-based welfare posts are generally classified lower than most professional posts in education (even primary school teachers). Compared to healthcare professionals, welfare officers rank somewhat higher than Nurse Aids and Health Assistants, but significantly lower than any other health specialists. This assessment did not inquire what type of police officers are engaged in the Domestic Violence and Sexual Offences (DVSO) Team and what are their respective qualification requirements.

At the same time, while throughout civil service 22.2% have been below PQR in 2012, none such "gaps" were found in social welfare and community development posts in MISA. Notably, the Government's analysis of the current levels of qualifications across the civil service force in 2012 in preparation of the 2012-2016 Human Resource Development Plan showed that about 22.2% were below

the required levels of education (see more detail on page 98). However, the detailed analysis of such education "gaps" by individual ministries showed that, as of 2012, none of the MISA staff working on social welfare and child protection issues were "under" the PQR (National Human Resource Planning Committee, 2012).

Alternate PQRs

In addition to the minimum PQR, "other" or "alternate" requirements are established for eight categories of posts. These extra requirements include higher expected levels of education (sometimes including specific technical degrees), stronger criteria for relevant experience and, in some instances, specification of particular required skills. However, social work, child protection or any other posts dealing with children are not specified as such which require alternate PQRs (Kiribati Public Service Office, 2012). The eight areas currently covered by specific alternate professional requirements include:

- Common Cadre (staff not confined to a particular unit[40]);
- Policing (KPPS);
- Trade;
- Maritime service;
- Teaching (Ministry of Education, Kiribati Institute of Technologies);
- Accounting (MFED; KNAO);
- Law (AG's Office; Judiciary); and
- Medicine (MHMS).

Standards for individuals and organizations under the CYPFW Act 2012

Under the CYPFW Act 2012, all non-state providers of children's services (individuals and organizations) became subject of new standards and registration procedure. The Children, Young People and Family Welfare (CYPFW) Act 2012 introduces an entirely new mechanism of standardization and certification of services to children provided either by individuals or organizations in Kiribati. The new approach is described in Part 4 of the act (Articles 52-53). The procedure is the same for individuals and organizations. However, it only covers non-government and faith-based providers and does not extend to government employees.

---

[40] While there seems to be no explicit definition of Common Cadre in Kiribati legislation, we infer that Common Cadre posts include all posts not confined to one particular public service unit. Common Cadre posts are reporting to the Secretary of the Cabinet (and their duties are at his discretion). Promotions to these posts are also processed by the Secretary of the Cabinet subject to the overall National Conditions of Service (Kiribati Public Service Office, 2012).

Figure 21. Salary scales for selected posts in core child protection ministries (2014)

Source: 2014 Establishment Register (Kiribati Public Service Office, 2014).

The CYPFW Act itself requires that services must be in compliance with the act, but exact details of standards should be developed additionally by the Minister (not yet in place). The CYPFW Act demands that any individual or organization providing services to children and young people in need of care and protection must be registered with the Ministry and must "comply with the act, any conditions of registration; and with any standards and guidelines... established pursuant to the act". Exact specification of such standards and guidelines, as well as the registration procedure, should be developed and established later by the Director. As far as this assessment is aware, this has not yet been done.

Perceptions by interviewees

Surveyed child protection professionals are broadly aware of some standards but these are usually unwritten. The mini-survey conducted by this assessment confirmed that the majority of child protection professionals (62%) are aware of the professional requirements to their work (Figure 22.) At the same time, a still considerable part was not entirely sure (17%) or stated that the standards do not exist (14%). Importantly, some respondents – both in the mini-survey and at the FGDs – referred to informal rules and what they called an "Unwritten Code of Ethics", which was reported to be widely acknowledged and strongly respected.

"Honestly speaking, we don't have professional standards. But we are still compelled to perform according to the expected standards, especially the Code of Ethics – we don't have a written one yet, as far as I know, but it is like assuming: ok, this is how we do it".

There is less clarity on whether (and how) compliance should be specifically accredited, especially in cases of engaging "temporary staff". The need for professional certification or accreditation was confirmed by only 25%, although another 32% referred to the practice of qualifying through the PQRs as similar to any public servant. However, 39% of the respondents stated that working with children would require special training and a certificate. And while most interviewees agreed that formal certification would be very challenging in the context of limited institutional capacities, they listed situations where checks of qualifications would be strongly required. In their view, one acute example is engagement of young volunteers ("temporary staff") to social work tasks. While many such young professionals are passionate supporters of child rights, they often lack experience compared to qualified civil servants and there is currently few mechanisms to make

sure that the tasks they perform are proportionate to the standard of their skills and knowledge.

Specific requirements for social workers working with children

While the CYPFW Act's description of the future standards is clearly focused on children and young persons, it is currently generic and not operationalized into specific guidelines. As was discussed earlier, the CYPFW introduced the rule for registering any individual or organization working with children in need of special protection based on national standards. These standards should be developed by the line ministry but the basic requirement is compliant with the CYPFW.

Figure 22. Mini-survey: "Have you heard of any formal professional requirements or standards for specialists in your area who work with children?" (% responses)

- There is an informal Code of Ethics, but it is not a written document **7%**
- I don't think there are any specific standards **14%**
- I think there is a set of standards but not sure **17%**
- Yes, there is a set of standards **62%**
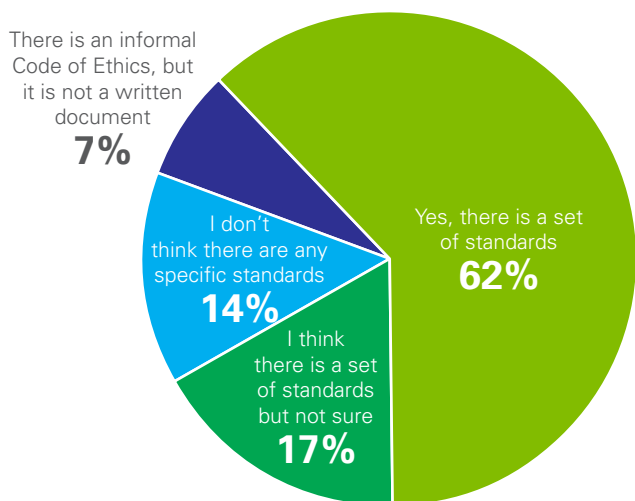
Figure 23. Mini-survey: "Before you begin working with children, do you have to go through any specific accreditation or certification?" (% responses)

- No, there is no specific accreditation process – it is the same as for any civil service job **32%**
- Yes, I have to receive special accreditation / certification; **25%**
- I just have to pass an interview **4%**
- I have to go through specific training and receive a certificate **39%**
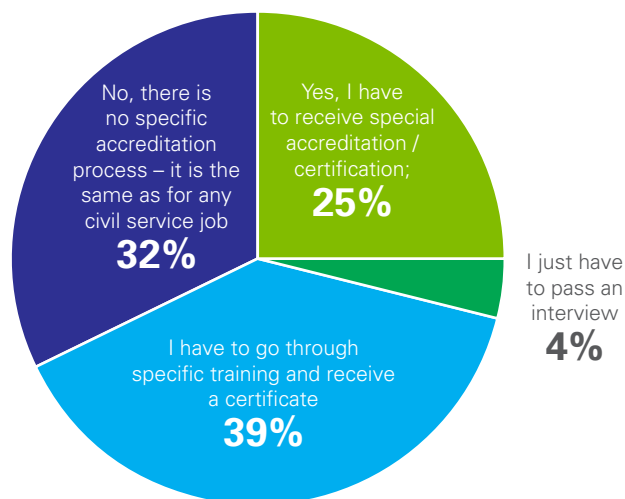
Certification and licencing of social work professionals

The newly introduced registration process is still conceptual and would need to be operationalized by the Ministry of Women, Youth and Social Affairs. The requirement for formal registration of any child protection professional is a very progressive policy move despite the challenges in making it work in practice, which are recognized by the Government. One reason why development of the procedures was postponed was related to the process of the ministerial split and identification of the state agency which would take over this responsibility. In order for the idea to become functional, much work is still needed for development of standards, procedures, inspection and oversight mechanisms. It should also be noted that the CYPFW Act 2012 requires that standards are introduced only for non-state providers, although it is theoretically possible to use the opportunity for a broader certification procedure.

Professional associations

The social work force in Kiribati is relatively small sized and does not seem to be organized through membership in any professional associations. Organizing and running sustainable professional associations in Kiribati has been challenging because of the capacity constraints (as was discussed regarding the challenges faced by KANGO and KLGA). One possibility is liaising with the Fiji Association of Social Workers (FASW which is at the moment trying to scale up its activities after several less active years (Saxton, 2012).

INDICATOR 3.2. PERSONNEL ACCOUNTING AND PAYROLL CONTROL

	ASSESSMENT	SCORE
The Government is equipped with the following tools to oversee activities of the child protection work force:	D	0
Four criteria for indicator		
• Agencies involved in child protection support personnel databases of child protection staff which are directly linked to payroll, which are regularly updated and reconciled;	No	0
• There is a system of payroll audits to identify control weaknesses and ghost workers;	No	0
• Average absenteeism rates in representative samples of different cadres of staff working in child protection are low and decreasing;	No	0
• There is a robust system of support and oversight of the child protection activities undertaken by the paraprofessionals (such as community volunteers).	No	0

Staff databases linked to payroll

As of 2009, personnel and payroll databases were fragmented and inconsistent. As was discussed previously, according to the 2009 PEFA assessment, staff employed by the Kiribati ministries were tracked through three separate lists maintained by different agents and not regularly reconciled. One list was the nominal roll (list of staff to be paid) which was kept by the Public Service Office (PSO); the second list was personnel records kept separately by the line ministries; and finally a payroll list was maintained by the accounts section. All these lists were kept manually or semi-manually, further complicating reconciliation process. Moreover, poor communication between the three agents resulted in frequent cases when staff moves (and respective exclusion from the payment lists) were recorded with significant delays (sometimes over three months), leading to overpayments. While payment systems are supposed to be reformed within the current PFM reform agenda, the progress of these changes was not verified.

Control of ghost workers

There was no systemic audit of payroll lists as of 2009; it was not verified whether any progress was achieved since that time. The PEFA assessment in 2009 concluded that as of that time there had been no payroll audit or physical count of personnel, and there was no payroll manual with clear accounting rules. It is not clear whether any audit or analysis of loopholes and ghost workers was undertaken since that time. Recent analysis undertaken for the health sector by the WHO stated that at least in that field "ghost workers are not unheard of"; with some staff leaving overseas to work or study but still receiving salaries – precisely because of continued problems with coordination between the PSO and the Ministry of Health and Medical Services (WHO, 2014).

Absenteeism

While there is no accurate data, anecdotal evidence shows that absenteeism is a significant problem. Accurate assessment of absenteeism levels requires a more in-depth study and there is no literature or statistics which would estimate the degree of this problem among child protection posts. However, for the health sector, the recent WHO report concluded that absenteeism was a problem, even though evidence for this was not empirical but only anecdotal. Suggested reasons included "lack of

responsibility, low motivation, insufficient support, guidance and supervision" (WHO, 2014). According to the NCS, failure to observe assigned working hours is misconduct leading to disciplining action, and a range of mechanisms are employed across ministries to ensure compliance (such as manual and electronic attendance registers and surprise checks during the day). However, controls seem to be weaker on the outer islands and also seems to depend on the approach ensured by individual councils and mayors.

Support and oversight of paraprofessionals

While volunteers play a significant role in child protection, their skills are often significantly below standard and there seems to be no systemic mechanism for supervision and capacity building. Unpaid volunteers are reported to play an important role both in community development and awareness raising as well as in providing protective services to victims and children at risk of abuse. While these cadres are covered by various capacity building initiatives, the government child protection professionals report that the level of skill of untrained volunteers is usually significantly lower and on some instances their performance is alarmingly substandard. There does not seem to be any specific activity targeted at supervision and upskilling of the community cadre apart from informal cooperation with the local authorities and welfare staff.

"As for absenteeism… As we say, 'it is an issue'. Actually, sometimes it is a norm! But it is a very bad habit and it should not be that way. It depends on the location of the post. On some islands, the mayor has rules and everyone comes at work at certain time; they start with a prayer and go to the office to do their job."

"There are different ways of checking. In Tarawa we even have fingerprint machines and lists to sign in. In the police, they come and check whether people are working during the day as well. And in hospitals, if they don't work, the patients probably shout and scream! But elsewhere – I don't know".

INDICATOR 3.3. CONTINUITY OF POLICY COMMITMENT, KNOWLEDGE AND SKILLS ACROSS ELECTORAL CYCLES

	ASSESSMENT	SCORE
Governments at all levels developed mechanisms to ensure continuity in policy implementation and institutional memory between electoral cycles, including:	C	1.25
Four criteria for indicator		
• Civil service regulations which ensure against excessive staff turnover following elections;	Yes	1
• Arrangements for provision of non-partisan child protection policy advice and guidance to elected officials at all levels;	No	0
• Capacity building covering key child protection issues and policy updates for newly elected officials and newly recruited staff (including manuals and other written materials);	No, extended	0.25
• Documentation of experience and working practice of elected officials at the end of their term which could be used as guidance for the future.	No	0

Regulations to support staff stability

The office of permanent secretaries combined with NCS rules against participation in politics as public servants serve as a regulatory barrier against excessive rotation. Participation in Politics is strictly regulated by the National Conditions of Service. No employee above salary level L12 (most posts) is allowed to actively support any political party, and no government employee is allowed to nominate or support candidates running for parliamentary elections. In all ministries, technical continuity is engrained in the office of the respective secretaries as non-political executives (Kiribati Public Service Office, 2012). During the discussions conducted for this assessment, rotation as a result of elections was not raised as a problem. However, it has to be noted that accurate assessments of this issue, and whether the regulations actually ensure staff stability if elected politicians rotate, would require further investigation.

Non-partisan advice to legislature

There is no robust channel for provision of independent technical advice on child protection to the Maneaba ni Maungatabu. As was discussed earlier, while Maneaba ni Maungatabu relies on a professional secretariat, it has been assessed as analytically weak and lacking resources to effectively consider policies. This assessment was not able to establish the current size, structure and composition of the secretariat. Successive UNDP projects worked with Parliament and the Secretariat to enhance these analytical functions but there are no reports on the current progress of these projects. There is no evidence that any flow of advice on child protection policies is supplied through these structures.

Induction for new elected officials and new recruited staff

Induction in child protection issues is provided to new recruits of the Police and social welfare, but not teachers, health workers or any other professionals or elected officials. At least some of the newly appointed public service staff, the police officers and social welfare professionals go through professional induction, including child protection sections as a matter of regular routine. In particular, as will be discussed in detail on page 99, UNICEF helped the Kiribati Policy Academy to establish a regular facility for professional induction of every new police recruit in child protection issues. However, neither specific induction nor continued development on these issues is systemically provided to teachers and health workers. There is also no system of technical induction for either new members of the Maneaba ni Maungatabu or local councils.

Documentation of institutional memory

Weakness of the handover procedures and poor continuity of technical expertise was reported as a particular problem by at least some of the relevant assessments. In particular, the 2012 AIDS response progress report (Government of Kiribati, 2012). The report described how the high turnover of staff combined with lack of documentation of previous practices and achievements made it very difficult to ensure effective and consistent policy in the area. The report recommended development of a user manual specifically to improve handover.

INDICATOR 3.4. PROFESSIONAL TRAINING FOR PERSONNEL WORKING ON CHILD PROTECTION SERVICE DELIVERY

	ASSESSMENT	SCORE
Education and continued development system contains:	**B**	**2.25**
Four criteria for indicator		
• University degree programmes in social work, with sufficient intake capacity, whose curricula include courses related to work with children in adversities.	Yes, restricted	0.75
• Vocational qualification programmes in social work or child development whose curricula are approved by relevant authorities;	No	0
• A system for continued education and development for social work professionals;	Yes, restricted	0.75
• Specific training on child protection for education workers (such as teachers), health professionals, and for staff within the Ministries with lead Interior & Home Affairs role and lead Justice roles on children and justice.	Yes, restricted	0.75

University degree programmes

Tertiary education in Kiribati is provided by regional (rather than national) facilities, mainly the University of South Pacific (USP) including its Kiribati Campus. Kiribati Students completing Form 7 (13 year) education receive the equivalent of a foundation programme for university entrance. The key source of post-graduate education for Kiribati students is the University of South Pacific (USP (ICODE, 2010). Established in 1968, the USP provides tertiary education to twelve small island countries in the region and receives funding from all these countries, reflecting the growing need for the small Pacific nations to establish regional co-operation structures to overcome the limitations imposed by their small geographical and economic size (Chandra, 2009). The USP has a campus in Kiribati (Kiribati Campus)[41] operating since 1976 (initially known as the USP Extension Centre but upgraded to campus level in 2006), but many students also travel to study in other USP campuses (in Australia and New Zealand) (ICODE, 2010). The USP Kiribati Campus offers wide opportunities for distance education and access to a wide range of courses through lecture broadcasts from Fiji, audio and video-conferencing facilities, and a special USPNet system for distance learning (ICODE, 2010).

The USP is developing a full-scale degree programme in social work and related fields, although it is not clear whether they contain specific child protection specific subjects. Currently, the USP School of Social Sciences offers certificate and diploma level programmes in: Community Development; Counselling; Social & Community Work; and Youth & Development Work. The social work programme is complemented with a programme for field education through the joint initiative of the USP and the University of Western Sydney (UWS) which provides courses in fieldwork practice and placements throughout the Pacific. The USP also offers degree programs in Psychology and Sociology. However, it is not clear whether any of the current courses deal specifically with child protection.

Diploma-level education in fields related to child protection is also available from a range of other providers, but only APTC providers offer relevant courses:

• **The major provider of relevant degrees is the Australia-Pacific Technical College (APTC)[42] (most social welfare officers have APTC diplomas in Community Services).** The APTC is an initiative of the Australian Government launched in 2006 and funded through the Department of Foreign Affairs and Trade (DFAT) – AusAID. The APTC has several locations around the region, with the main office based in Fiji, campuses in Fiji, PNG, Samoa, Vanuatu, and the Solomon Islands. An APTC contact point in Kiribati is based in the Kiribati Institute of Technology. The APTC offers Australian Certificate III and IV training and Australian Diplomas in two relevant areas: "Children's Services" and "Community Services (Disability, Home and Community/Aged Care, Youth Work)". As was reported through the FDGs and the mini-survey, an overwhelming majority of the welfare specialists in Kiribati (including field officers based in Outer Islands) hold APTC diplomas in Community Services.

---

[41] http://www.usp.ac.fj/index.php?id=3646
[42] http://www.aptc.edu.au/

Figure 24. Mini-survey: "Do you have any degree or diploma in the field related to child protection (social work, child development, therapeutic interventions, counselling etc.)? " (% responses)

- No, I have not yet received any training related to CP **13%**
- Yes **30%**
- No, but I attended shortterm training during my job **34%**
- No, but I attended training in CP issues at the beginning of my job **23%**

Figure 25. Mini-survey: "In the last three years, have you had any additional training related to dealing with child protection issues (abuse, violence, exploitation)?"

- No, I have not attended any specific training in the last 3 years **38%**
- No, but training is planned for the near future **10%**
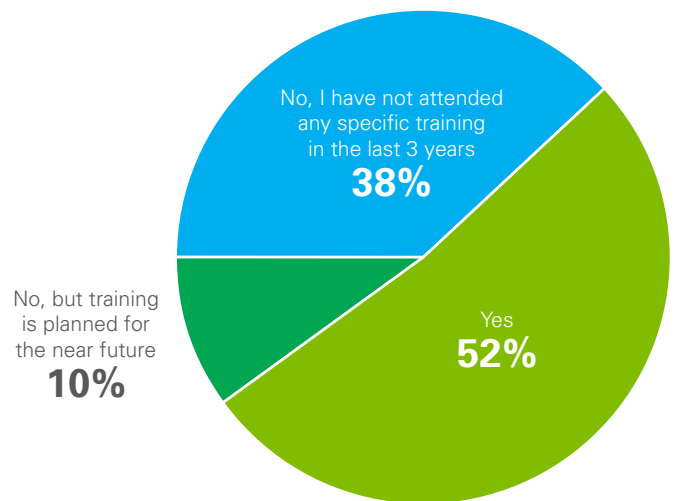- Yes **52%**

- **Other diploma-level providers (KIT, KSN, KTC) do not offer relevant degrees.** National providers of diploma-level education – such as the Kiribati Institute of Technology (KIT), the Kiribati School of Nursing (KSN), and the Kiribati Teachers College (KTC) – do not offer any programmes which would be specific to child protection or relevant fields.

Social welfare staff have lower qualification requirements compared to other sectors and are less likely to hold a graduate degree. As was discussed earlier, a lot of the current posts in child protection (including case workers, assistant welfare officers and even welfare officers) do not require diploma-level education (see Figure 21 on page 91). The mini-survey conducted by this assessment confirmed that only about 30% of all professionals in the field currently hold such degrees (and most of them are in Community Services from the APTC) (Figure 24). Moreover, among social welfare specialists in particular (excluding police, education and health staff), this amount is even lower at 27.3%. Most other staff went either through induction training in child protection (23%) or received some training in relevant issues during their employment (34%). However, 13% of the respondents (exclusively representing health sector) stated that they had no relevant education at all.

One barrier for civil servants to pursue higher education is the current rule stating that any studies above graduate level must be done without an opportunity to take paid leave. The National Conditions of Service (Article E8.5, vii) state that "Employees who undertake a period of long term training over one year will not be entitled to the payment of leave grant and leave passage for the duration of their training" (Kiribati Public Service Office, 2012). At the same time, the Ministry reported that it plans to take measures to increase the share of staff holding Master's degrees.

Vocational qualification programmes

Although vocational education is popular in Kiribati and several providers offer short courses at various levels, there is no vocational programme on social work or child protection. The key providers of vocational training in Kiribati include KIT, KSN and KTC. However, none of the current courses cover disciplines relevant to child protection. The KIT is focused on engineering and trade; the KTC – as was discussed previously – does not have any child protection courses, and the KSN teaches courses in midwifery and obstetrics which, again, do not seem to have any components relevant to child protection issues. The ICODE reports that in addition to state-funded education facilities, vocational training is also provided by various non-state actors such as faith-based organizations and NGOs. For example, the Bahai Faith runs the Ootan Marawa Bahai Vocational Institute to train pre-school teachers. Many NGOs offer training and upskilling informally, rather than offering certificate-level programmes (ICODE, 2010). However, none of these non-state actors offer training related to social work or related disciplines. The oversea providers, such as the USP, also do not seem to operate a vocational course in addition to its tertiary programmes.

"The policy in terms of studying is right, but at the moment if you (as a civil servant) want to pursue a degree above undergraduate level (e.g. Master's degree) you have to leave without pay. It's like that for all civil services, every ministry."

Continued professional development

Most of the civil servants working in child protection have access to upskilling through a range of professional development programmes. As illustrated in Figure 25, more than half of the surveyed professionals went through a specific training course in child protection in the last three years, and 10% more reported that such training is planned for the near future. A significant portion of this training is provided through donor projects and were associated in particular with the recent intensification of activities around the introduction of the Children, Young People and Family Welfare (CYPFW) Act 2012 provided by UNICEF.

The Government operates a system of Human Resource Development (HRD) for permanent employees which is closely integrated with the performance evaluation system. Detailed HRD arrangements are described in the Kiribati National Conditions of Service 2012 (Kiribati Public Service Office, 2012). The key objective of the HRD is to upgrade skills, knowledge and qualification of the public sector employees. However, it covers only full-time employees and is not extended to temporary, part-time, and contracted staff.

The PSO assists employees to identify ways to accommodate their identified training needs, either through overseas or in-country placements. Identification of training needs is part of the performance evaluation cycle and allows staff to seek approval for their participation in "HRD activities" – in-service studies, attachments and training programmes. Employees participating in such activities continue to receive their salaries (unless it is a long-term study) and successful completion qualifies them for advancement in salary grades and, in some cases, one-off awards of a single salary increment in recognition of the employee's achievement (upon discretion of the PSO Secretary). The Government is also funding any needed travel for the approved in-service HRD activities. In addition, staff going through in-service training in the Kiribati Teachers College receive free food and accommodation (Kiribati Public Service Office, 2012).

HRD for civil servants is also covered by a broader strategic HRD Plan covering private sector and NGOs. Overall, the Government's strategy for HRD is outlined in the Kiribati National Human Resource Development Plan 2012-2016 (National Human Resource Planning Committee, 2012). The idea of the HRD Plan is to support the Kiribati Development Plan with relevant implementation capacity and to inform the Kiribati National Human Resource Planning Committee (HRPC) and development partners of the training the needs of both the civil and private sector. The HRPC is an inter-agency body chaired by the Secretary of the Cabinet and includes the Deputy Secretary of the Cabinet, Secretaries for MLHRD, MFED, MYES, the Chamber of Commerce, the Coordinator of the KANGO and a representative from the MLPID as an advisory member. The HRPC is responsible for advising the Cabinet on HRD priorities, training budget allocations, consideration of requests for overseas training and the monitoring of achievements of selected candidates (National Human Resource Planning Committee, 2007).

Analysis of "education gaps" by key ministries within the HRD Plan 2012-2016 shows no gaps among welfare specialists of MISA. The HRD Plan identifies expected needs for additional studies by each ministry based on the PSO analysis of whether the current staff is "at, over or under" the PQR for their salary levels (as of 2012). This analysis shows that, in 2012, about 22.2% of all government employees were below their assumed PQRs and required upskilling. However, it also showed that in the former MISA none of the staff working on social welfare and child protection issues were "under" the respective PQR.

At the same time, some relevant disciplines have been recognized as priority areas for overseas schooling for 2015. The Kiribati Public Service Office also operates a programme of scholarships for post-graduate studies including overseas schooling. A limited amount of financial support is provided through the Study Assistance Scheme (SAS) or Reimbursement Scheme on a competitive basis but only for a range of degrees which are identified as priority areas by the Government within the annually revised priority list. For 2015, the priority list contained 35 degree programmes which included:

- PGD/Masters in Public Health

- PGD/Masters in Gender & Social Work (applied)

- Masters in Gender, Women & Development studies

Most child protection specialists feel very confident about their level of skills and knowledge, and most of them would request training if they felt their qualification was insufficient. Overall, surveyed groups of child protection professionals reported that they were mostly confident about their current level of knowledge and skills. As illustrated in Figure 26, an overwhelming majority of the respondents in the mini-survey stated that situations when they feel they lack qualifications happen very rarely (74%) or almost never (16%). Still, as shown in Figure 27, more than half of them (55%) felt that in case such situations happen, they would request respective training through a discussion with their line manager. A much smaller share said that they usually try to cover any knowledge gaps through self-learning (26%) or asking their colleagues (10%).

Figure 26. Mini-survey: "How often do you feel that you don't know how to deal with a difficult situations at work?"
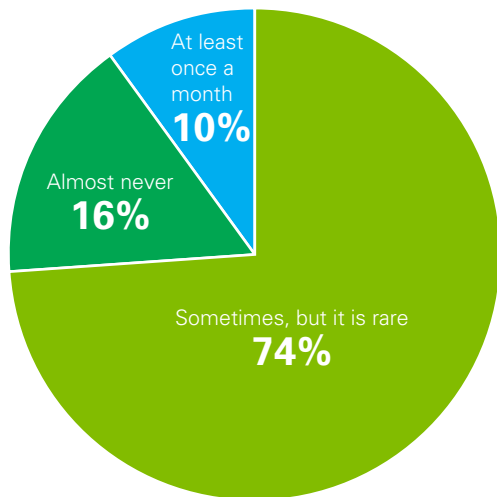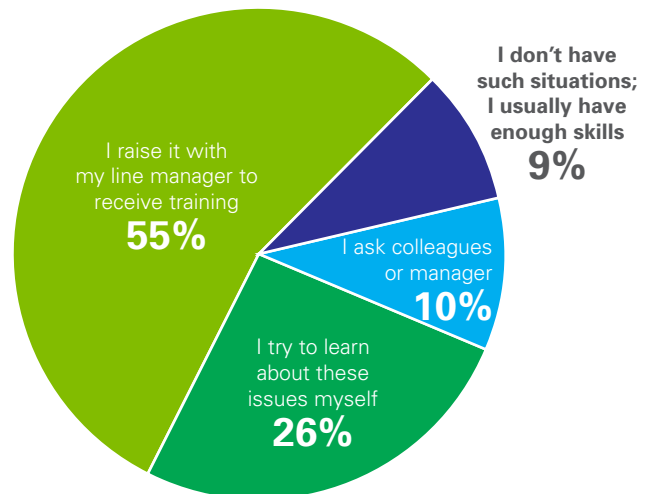

- At least once a month **10%**
- Almost never **16%**
- Sometimes, but it is rare **74%**

Figure 27. Mini-Survey: "When you feel that you lack some skills or knowledge for your job, what do you do?"

- I don't have such situations; I usually have enough skills **9%**
- I ask colleagues or manager **10%**
- I raise it with my line manager to receive training **55%**
- I try to learn about these issues myself **26%**

Training for professionals in other sectors

Apart from the social welfare, the only other sector offering systemic upskill on child protection issues is the police. UNICEF helped the Government to establish a permanent training facility offered by the Kiribati Policy Academy. The Kiribati Policy Academy, supported by the Pacific Regional Policing Initiative (PRPI), is based in South Tarawa and fully funded by the Government (Tuitoga, 2010). As an initial step, UNICEF provided comprehensive 2-week training in child related issues including child protection for all police stations in South Tarawa and the outer islands. This programme also included a 1-week training module in training itself which was taught to the teachers at the Training Centre, so that the second week of general training was taught by the newly qualified teachers. Since that initial round of training, the module on child protection has been offered as part of the regular induction for all new police recruits (within their general 6-month initial training). At the time of this assessment, participants of the FGDs confirmed that all new employees were going through such training, and, in particular, the week before the FGD, five new police officers started their work after having completed the course.
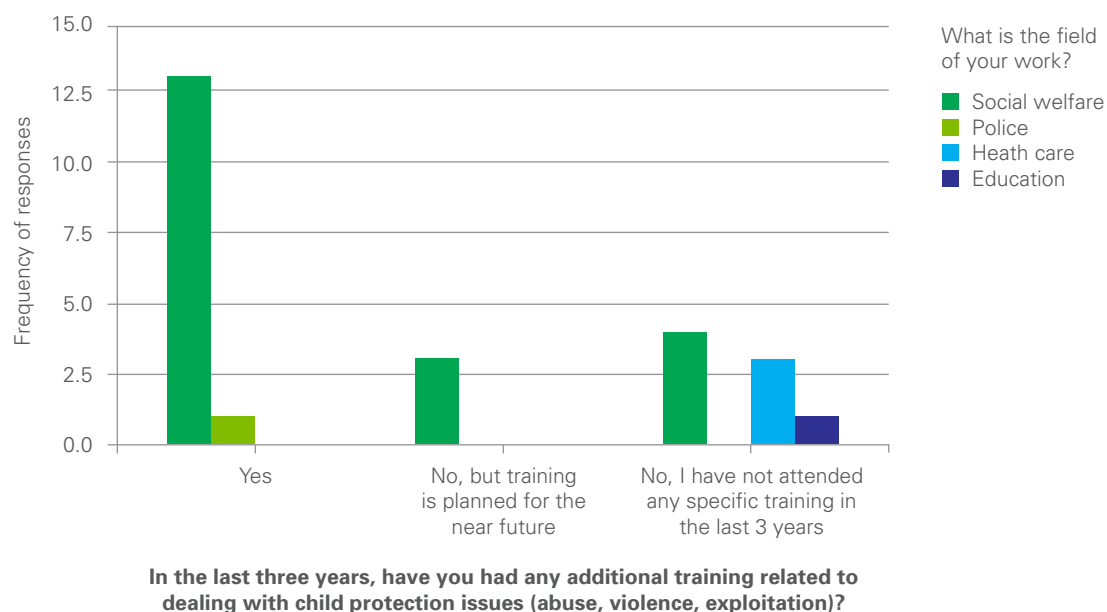
Sectors where child protection orientation and training is lacking included Education, Health and – in the view of welfare staff – also Finance and Statistics.

- Kiribati teachers have access to initial and continued professional development in the Kiribati Teachers College (which offers certificate and diploma level teacher training for primary and junior secondary teachers). At the moment, there does not seem to be any module or course in the KTC curriculum related to child protection. However, one of the KTC teachers acts as a resource person for various child development and child protection activities in the sector (working groups, trainings etc.).

- Although health professionals in Kiribati have access to the in-country Kiribati School of Nursing, this facility does not seem to offer any specialized training or courses in child protection.

This conclusion is confirmed by the responses given to a mini-survey conducted for this assessment. As illustrated in Figure 28, although there were only a few police officers participating in the survey, all of them reported having received relevant training in the last three years. On the contrary, the several education and health professionals stated that they received absolutely no such training and no plans were made for such training in the future.

"The network of professionals for child protection is very good. But I would recommend that other professionals get the opportunity to be trained in child protection, I mean nurses, teachers. But even the Finance and Statistics people. Because when we all come together everybody thinks they understand child protection but then we ask the teacher what is the problem with a child that needs special attention, and they say 'yes, yes – if it is a medical problem'. So we have all these posts but they need to really understand the fundamentals… I wish on the ground they had those skills, you know, the passion, in order to understand what child protection really means."

Figure 28. Provision of child protection upskill by sectors

In the last three years, have you had any additional training related to dealing with child protection issues (abuse, violence, exploitation)?

INDICATOR 3.5. PERFORMANCE EVALUATION

	ASSESSMENT	SCORE
Human resource management rules include the following:	**D**	**0.75**
Four criteria for indicator		
• Staff working in child protection have written, sufficiently detailed and regularly revised job descriptions which accurately reflect their duties and responsibilities;	No, extended	0.25
• There is a formal system for assessment of staff performance, which is clearly linked to job objectives and to reward levels received by staff (salaries, promotion chances, training opportunities or other benefits);	No, extended	0.25
• There are transparent rules to encourage extra effort by financial or non-monetary rewards;	No	0
• There is a robust system to sanction poor performance.	No, extended	0.25

Job descriptions

All civil service posts are required to have written job descriptions and individual annual workplans. Although the National Conditions of Service (NCS) 2012 does not seem to specifically require this, Job Descriptions (JDs) are part of the performance evaluation process and all interviewed civil servants confirmed that they have Job Descriptions for their specific posts. Moreover, as will be discussed further, the performance appraisal template also requires that every employee is assessed against a specific workplan with more specific projects and duties for any given year. It should be also noted that the NCS itself is being currently revised and fine-tuned. The PSO explains that the core reason why it "has been working tirelessly in reviewing the NCS" is to make them clearer and more straightforward given that, as PSO is ready to recognize, "they are not so clear when it comes to addressing some really common issues raised by the employees". At the moment the PSO recommends using the most up-to-date copy of the NCS on its website, but where issues emerge that cannot be resolved by the NCS the PSO suggests that these issues are held on to until the new revised NCS is approved by the Cabinet[43].

At the same time, interviewed professionals agree that current Job Descriptions are excessively generic and do not clearly outline child protection duties. On the one hand, at least for some of the posts, Job Descriptions do contain specific references to child protection activities. For example, these are specifically mentioned in the JDs of the police officers working in the Domestic Violence and Sexual Offences (DVSO) Teams. At the same time, the current JD of an Assistant Welfare Officer – the key frontline child protection professional at the moment – is very generic (see Box 1) and does not contain any references to issues related to child abuse and exploitation.

> **Box 1. Job Description of an Assistant Social Welfare Officer in Kiribati**
>
> **ASWO Job Description:**
>
> 1. Responsible to the Director of Social Welfare Division for the implementation of. Coordination and monitoring of community development programs and projects which are relevant to women. Non-government organization, welfare and counselling.
>
> 2. To assist, encourage and support local and community initiatives in finding practicable solutions and alternative ways in reducing and alleviating poverty and eliminating gender based violence.
>
> 3. To provide and submit annual reports of their activities, concerning community development programs to the Director of Community Development Services Division
>
> 4. To promote awareness raising on human rights instruments and conventions to which the Government of Kiribati is a party to
>
> 5. To assist, where it's applicable, the island council's community development programs, provided that there is mutual understanding between the Council and the Community Development Division.

Employees associate their work objectives with common competences, rather than duties and workplan objectives, which seem related to the focus of current appraisals and discipline systems. Professionals interviewed through a mini-survey for this assessment found it difficult to provide clear responses to the question about their three most important objectives for the last year (2013). As shown in Figure 29, most of the respondents understand their work objectives as ensuring compliance with core common competences such as punctuality, confidentiality, creativity and politeness. Another more significant share of responses focused on client servicing and prioritization (ensuring that the needs of the clients are put first, that the client is comfortable, that the services to the client are immediate and of high quality). As will also be discussed further, core common competences are important criteria against which every employee is assessed within the formal annual appraisal. Unlike particular post duties and workplan objectives, the core competences are listed in the National Conditions of Service and the current template for the Annual Confidential Report. It will be also discussed that in addition to the annual performance appraisal, all employees are also subject to a strict system of discipline measures for misconduct, with particular emphasis on the standards of conduct, dress, dealing with the public and compliance with working hours. All these standards also seem to feature very strongly as core work objectives quoted in the mini-survey.

---

[43] http://www.pso.gov.ki/index.php/administration-policy/ncs-matters.html

"A post cannot be created without a written job description, we all have them. But of course the next question is whether they are useful. It is a big question. Some are not specific, they are too general and they need to be clearer."

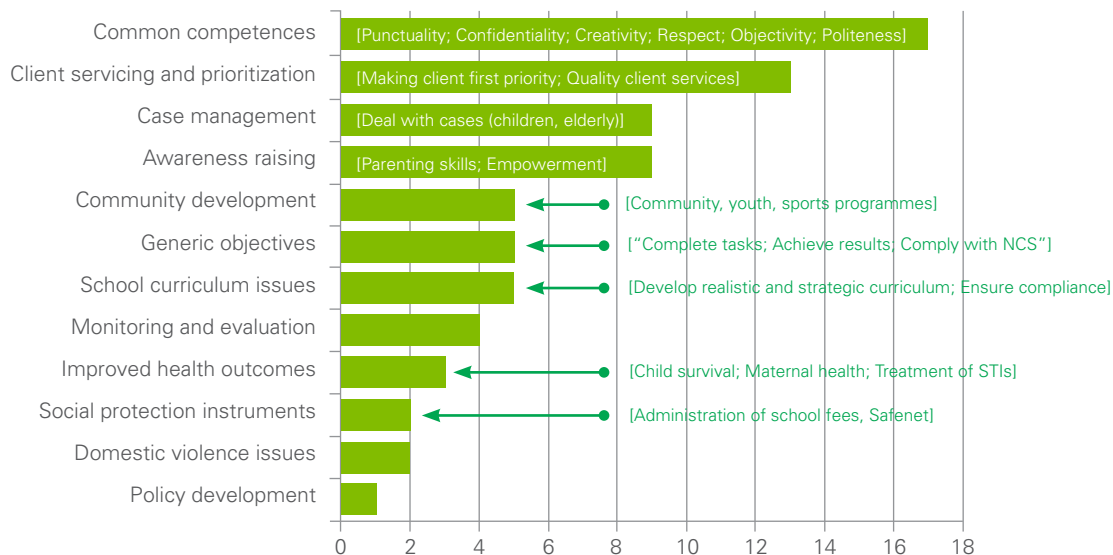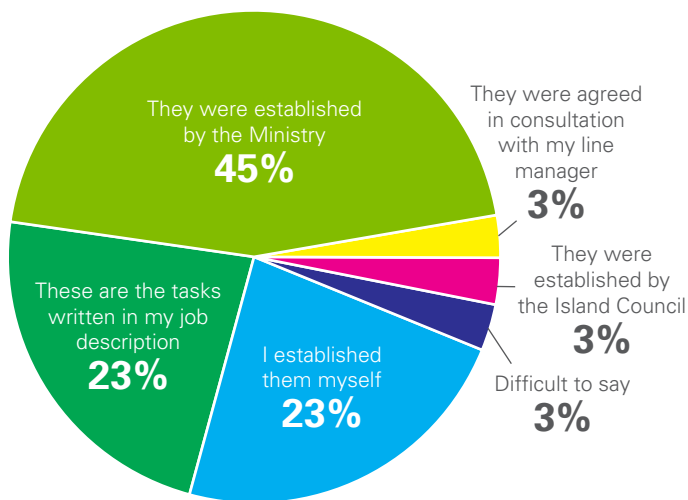**Figure 29. Mini-survey: "In the last year (2013), what were the three most important objectives of your work?"**

Figure 30. Mini-survey: "Who establishes objectives for your work?" (% responses)

**Objectives for preventive and protective services are more concrete but not yet measurable and verifiable.** The second most popular types of objectives mentioned by the respondents are related to case management and awareness raising. In the area of awareness raising in particular, some of the objectives are relatively concrete but not yet tangible and measurable: e.g., "Make sure that women and children know their rights; Parents should know how to treat their children; Empower youth to protect themselves from HIV/STIs".

In the mini-survey, only 23% of the responding professionals stated that their work objectives are

listed in their Job Descriptions (see Figure 30) and no one mentioned the annual workplans. Most of the respondents said that the objectives are established by the Ministry (43%). Importantly, some respondents stated that their objectives were decided either in consultation with the line manager (3%) or the local council (3%), pointing out the fact that officer duties are flexible and could be adjusted in the process. However, an alarming 23% said that they establish their objectives themselves.

In reality, apart from case-management, many officers spend most of their time on self-organization, abstract uncertain tasks or administrative routines. The mini-survey asked child protection professionals what were the three tasks on which they spend most of their time. Responses to this question are summarized in Figure 31. The one most time-consuming type of activity is case management: activities related to particular types of cases were mentioned most frequently by the respondents (including visiting clients, following up, delivering letters). However, second and third most frequently mentioned types of tasks which are most time consuming were either related to self-organization (deciding what to do, how to start the work, when and how to complete it) or were formulated in such abstract terms that the nature and goal of the tasks were impossible to infer (e.g. "Do activities which relate to CRC"). Finally, the fourth most frequent types of activities mentioned as most time-consuming were related to administrative routine (production of reports, emails etc.). Only very few people said that most of their time is spent on services related to preventional and promotional measures, analytical activities, working with the communities and NGOs.

Figure 31. Mini-survey: "When you think about the kinds of tasks you have to do in your everyday job, what are the three things you spend most of your time on?"
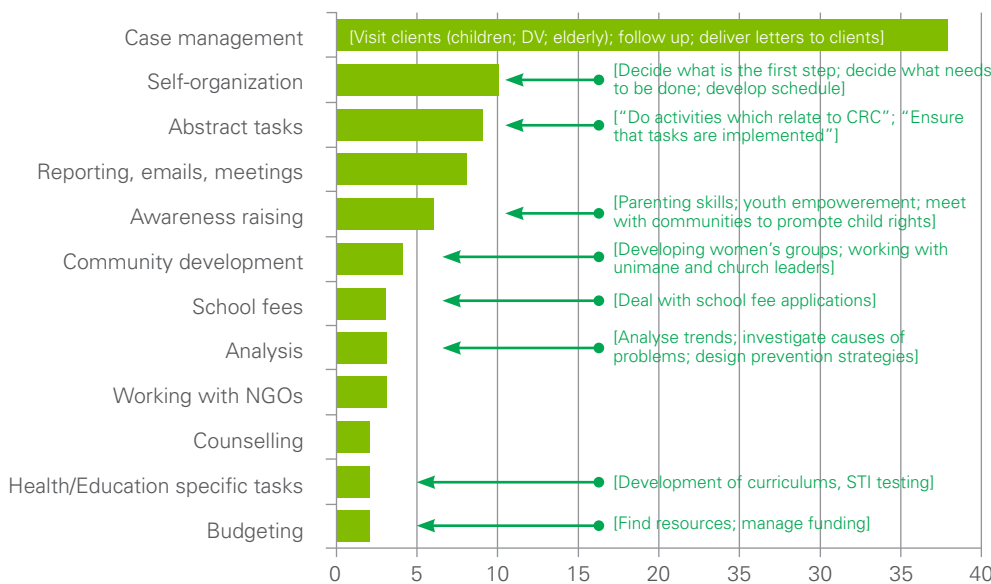
This finding resonates with observations in other assessments which concluded that Kiribati is acutely underutilising its public service workforce. A report on public sector development produced for the AusAID in 2010 stated that the Government of Kiribati "fails to deliver adequate services to its people and is inefficient in its use of (human) resources". In particular, allocation of tasks is suboptimal; with "the bulk of productive public sector work undertaken by a few officers". The report further stated that this was related to lack of capacity and "work culture", which needed to make sustained improvements in the delivery of basic services (Deacon, 2010).

Weak specification of tasks may be one reason behind absenteeism and poor performance. As will be discussed in other sections, various analyses of the effectiveness of the Kiribati public service workforce refer to the low level of motivation shared by many officers across key sectors (WHO, 2014). As was suggested in the FGDs, lack of clear direction on priorities and strong professional supervision may be one factor which demotivates staff and prompts them to either leave the office during work hours or spend their time without much purpose.

Tasks also tend to better specified in the protective end of the service continuum. The wide and generic nature of the job description leads to a situation where officers tend to focus on protective services simply because there are more palpable and better understood ("accept people coming for help; refer them to receive further support"). The less tangible preventive and promotional services are not always readily operationalized and therefore tend to be overlooked or discriminated against.

"The question of performance audit actually relates to the question of absenteeism on the outer islands. Because people don't have work to do! They come on time, they sit down, and then they go back on time, because they don't have anything to do. This could be part of improvement in that area!"

The way I see this is that social welfare officers could be trained to become part of the professional oversight mechanism. Then they could check on others – even in the kindergartens – on their islands, to see if everyone complies with child protection. They could even check on secondary schools, because some secondary schools are run by private bodies and they don't really comply with many things. A lot of times there is corporal punishment.

So, we can extend the Job Descriptions of the Welfare Officers, give them more work to do – they can be more valid and they can be more excited about their career".

Performance evaluation cycle

There are clear rules and templates for an annual performance appraisal for all civil service employees, although these seem to be further revised and fine-tuned at the moment. The system of formal performance assessment for civil service staff is described in the National Conditions of Service (NCS) 2012, Section L. However, as some other parts of the NCS, the overall approach seems to be under continuous process of review and clarification; in particular, the assessment forms available on the PSO website are based on the NCS templates but seem to be streamlined and extended (compared to the original templates provided in the NCS Appendices L1 and L2). In the most recent PSO template, the appraisal is called the "Work Performance Review and Development Plan".

The key tool is Annual Confidential Reporting, which affects both the training needs and progression through the salary scale. Annual Confidential Reports are prepared on all employees and submitted to the Secretary of Public Service Office (SPSO). The reports are prepared jointly by the employee and his/her immediate supervisor, including separate sections for each of them to provide their respective comments. Completed annual performance appraisal reports are collected in every employee's Personal File (PF). In addition to systemic analysis of performance against expectations, the appraisal is also used as an opportunity to formulate recommendations for progression through the incremental range of salary levels and to agree on the employee's development plan (including any training needs).

The appraisal is against a range of criteria, which include:

- Major duties of the employee;

- Specific project tasks and responsibilities;

- A work plan with agreed performance indicators;

- A defined range of common competences (Planning & Organization; Knowledge; Management; Versatility; Judgement & Problem Solving; Dependability; Effort & Initiative; Customer Service; Communication; Attendance).

The appraisal is annual but must be revised at least once every 6 months. The appraisal template clearly requires a review every 6 months, with specific sections provided for respective comments. Given that the appraisal is the basis for potential increases of salaries, any employee

Figure 32. Mini-survey: "Who usually checks whether you perform well in your job? " (% responses)
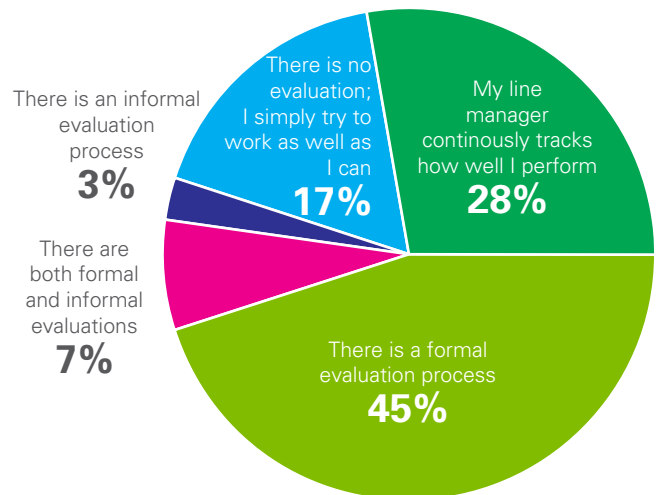
may also request a further appraisal but no less than three months after the previous appraisal was completed (in order to be reconsidered for salary increment).

The share of child protection professionals who confirmed regular performance evaluations was only 52%, and as many as 17% stated that there is no analysis of their performance at all. While performance evaluation is formally required by the regulations, in the mini-survey conducted for this assessment only 52% of the respondents confirmed that they regularly go through a formal performance evaluation process (see Figure 32). A significant share of surveyed officers said that instead of a formal appraisal they feel that their managers continuously track how well they are doing (28%) or that the process of evaluation is informal (3%). But as many as 17% said explicitly that there is no evaluation whatsoever and instead they are simply trying to work as well as possible.

The key role in performance appraisal for field officers on the Outer Islands is played by the Clarks. Formally, the annual appraisal of every employee is done by his/her line manager. Thereby, the field officers who work on the Outer Islands, formally speaking, report directly to headquarters. In addition to the annual reports, they also send monthly updates describing any activities and issues. However, the FGDs showed that the key role in evaluation of employee performance on the Outer Islands is played by the Clarks. Given his/her physical proximity, the Clarks are perceived as "the eyes of the Central Government on the island". In particular, the Clarks usually report to the relevant Headquarters about any problems and poor performance of the field staff (affecting their appraisal and, sometimes, leading to reprimands).

"All field officers report to the headquarters of the relevant ministries. But actually, they are most strongly accountable to the Clarks. The Clark is usually the eyes of the ministry on the islands. The officers send reports to the ministry, but for other issues, maybe personal matters, their daily activities on the island are overseen by the Clarks."

Anecdotal evidence questions whether formal performance appraisals help to constructively identify and address real problems. The 2010 AusAID assessment of the public sector effectiveness in Kiribati concluded that one reason behind the poor utilization of human resources was "a culture of acceptance of under-performance (primarily at middle management and lower levels) and failure to directly acknowledge and address systemic issues". The report stated that formal introduction of performance appraisals were often driven by donor requests and rarely helped to "identify problems and improve operational efficiency" (Deacon, 2010).

Informal discussions for this assessment suggested a range of practical inefficiencies which could be revealed and resolved through a more constructive approach to performance evaluation. The current formal appraisal lacks a constructive mechanism to assess practical barriers to the effective performance of field officers. In principle, officers are welcome to make suggestions and they also have a theoretical opportunity to point out any barriers through the Clark or by writing to their headquarters, but this is entirely dependent on their own initiative and willingness to be pro-active.

Rewards

In theory, the NCS established a limited range of incentives to reward good performance. First, the system of annual performance evaluation creates the grounds for receiving salary increments through progression against eligible salary scales. Secondly, the NCS established a range of additional awards, but these are mostly related to the attainment of additional qualifications or doing irregular duties:

- The NCS states that "employees are encouraged to identify opportunities for HRD activities through their own efforts" and may apply for such opportunities which may lead to the receipt of in-service academic rewards.

- One-off awards of a single increment may be provided if employees successfully complete an HRD activity, in recognition of their achievement.

- Allowances are established for irregular or additional hours.

There is no system of bonuses or other incentives for exceptional performance. Neither the NCS nor other regulations seem to contain any mechanisms to motivate civil servants to improve performance and exert extra effort. This was confirmed by the mini-survey as well as the FGDs. As illustrated in Figure 33, only 28% of the surveyed professionals stated that they could hope for any recognition of outstanding performance (mostly through non-financial measures such as an opportunity to take additional leave or to receive interesting training). An overwhelming 69% said that there is no system of awards, and 3% stated that there is usually "nothing and not even a word of appreciation".

Low motivation was quoted by some observers and also some members of the FGDs as a potential reason for absenteeism and attrition. In the healthcare sector in particular, frontline professionals were found by the recent WHO study to leave their posts to search for better opportunities because they did not feel sufficiently motivated. This report also pointed at the complete lack of incentives, with the only incentive offered to public sector workers being an allowance to retain staff in the outer islands (A\$ 20 fortnight) (WHO, 2014).

Figure 33. Mini-survey: "If you do an outstanding job and perform better than expected, could you receive any reward?" (% responses)

"Nothing, not even a word of appreciation"
3%

I may receive a financial reward (benefit, salary increase etc);
6%

I may receive an honorary certificate for good performance
9%

I may receive a non-financial reward (additional leave, training opportunity etc).
13%

No, there is usually no reward
69%
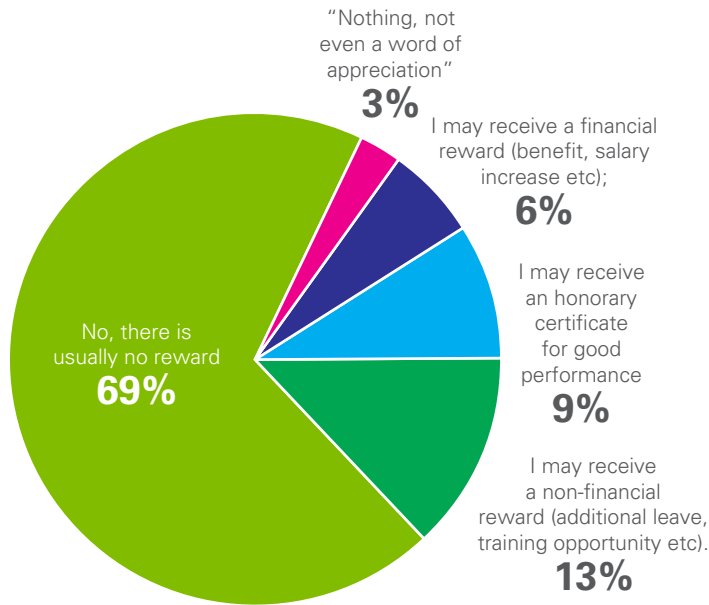
Figure 34. Mini-survey: "If you perform worse than expected, could there be any consequences?" (% responses)

I could be sent away from the island
3%

I can receive a reminder from my manager
3%

There may be reprimands
23%

No, usually there are no sanctions
14%

I may have a conversation with my manager to discuss how to improve my performance
57%
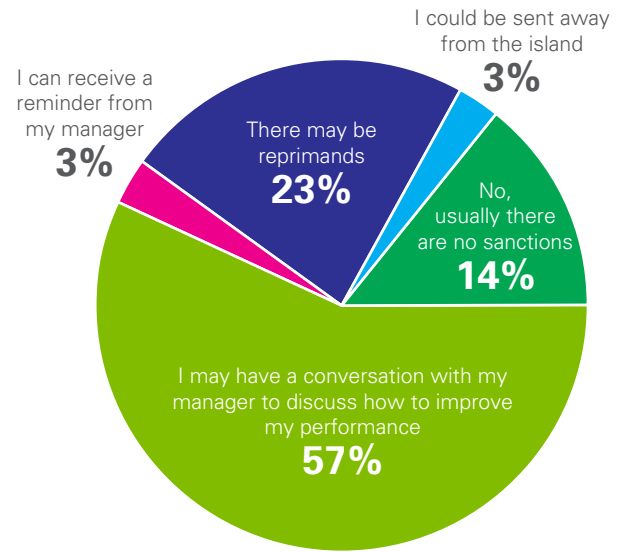
Sanctions

A significant part of the NCS is dedicated to conduct, discipline and punishments. The NCS states clearly that failure to comply with orders, regulations and general instructions issued by the Government is regarded as misconduct. Particular expectations include compliance with working hours, standards of behaviour, dress and dealing with the public, and unauthorized disclosure of information.

There is no systemic approach to sanction violations of professional standards in relation to the quality of services delivered. While theoretically the "orders, regulations and general instructions" include any performance targets specific to the professional duties of the officers, the NCS is very much focused on administrative violations. Again, as was discussed earlier, the mini-survey found that these general conduct requirements are understood by an overwhelming share of officers as key professional objectives, which shows that the focus of their work is on avoiding punishment rather than attaining some particular work goals.

Punishments for misconduct are listed in Section D25 of the NCS. They include:

• Reprimands;

• Suspension without pay for up to 20 days;

• Stoppage of increment for one year;

• Suspension of the employee without pay until the resolution of the disciplinary proceedings.

In practice, many of the instances of poor behaviour seem to be addressed informally and constructively. As shown in Figure 34, only 14% of the respondents in the mini-survey stated that there are usually no sanctions if they perform worse than expected. However, none of the respondents mentioned the probability of financial sanctions or loss of compensation as suggested by the NCS. The majority (57%) said that poor performance is usually addressed in a discussion with the manager, through informal reminders (3%) or, in the worst cases, reprimands (23%).

An extreme and much feared form of punishment is banishment of the misbehaving officer from the island. It was also discussed both in the mini-survey and at the FGDs that in reality the most severe form of punishment for misconduct and/or poor performance for the field officers is the possibility of being sent away from their island of station. This was described as a much dreaded prospect which may result from a severe conflict with the community and may raise risks for the physical safety of the misbehaving officer. Such instances are immediately reported to the headquarters via the Clarks and may also require an official apology from the Ministry to the Island Council.

INDICATOR 3.6. ABILITY TO ATTRACT AND RETAIN QUALIFIED STAFF FOR CHILD PROTECTION

	ASSESSMENT	SCORE
The Government attracts and retains qualified child protection professionals through ensuring the following:	B	2.0
Four criteria for indicator		
• Child protection duties and posts provide levels of financial compensation and career opportunities which are comparable to other posts in the same sectors;	Yes, restricted	0.75
• Average remuneration of staff working on child protection (across all ministries/sectors) is generally comparable to average national wages;	Yes	1
• Broad public consideration of social work to be a relatively well respected, prestigious and desirable profession;	No, extended	0.25
• There is a reasonable level of personnel stability on frontline and managerial posts in child protection, resulting from low non-retirement turnover and balanced transfer policies.	No	0

Non-discrimination of child protection duties

On the one hand, most child protection professionals seem to be relatively comfortable with their comparative standing against other specialists of the same rank. Working with children does not seem to be discriminated as such. In the mini-survey, 62% of respondents working with children, representing various ministries, stated that their salary and job conditions are about the same compared to other staff of the same level in the same ministry and 19% felt that their posts are even more attractive compared to others (see Figure 35).

However, there are still signs of discrimination against child protection duties.

• **Key posts in the welfare and health sector dealing with child protection belong to the lowest salary scale levels.** As was discussed earlier, the current system of salary levels in Kiribati treats frontline child protection professionals differently depending on their ministry (see Figure 21 on page 91). In particular, most staff working with children within the Ministry of Women, Youth and Social Affairs (the Welfare Officers, Assistant Welfare Officers and Case Workers) are classified relatively

lower compared to teachers and policemen. Compared to healthcare staff, the standing of welfare officers is relatively higher than nurse aids (who belong to the lowest possible scale bracket) and health assistants but lower than any other health professionals.

• **Within individual ministries, health workers who deal with child abuse issues seem to have lower qualifications, salaries and worse work conditions; the opposite is true of teachers.** There are also signs that similar attitudes to professionals working with children are palpable within the individual ministries. As shown in Figure 37, among those respondents of the mini-survey who said that their job conditions and pay is relatively more attractive (compared to others of same rank and same ministry), education professionals were overrepresented – in other words, dealing with child protection in the education sector is respectable or delegated to more qualified staff. At the same time, health workers dealing with child protection issues were more likely to say that their work conditions are worse compared to others. This implies that those health staff who deal with child protection concerns either happen to be of the lowest qualification or feel discriminated against. At the same time, welfare specialists were most likely to state that there is no discrimination of their posts compared to others.

Figure 35. Mini-survey: "How does your salary and job conditions compare to other staff of the same level in the same ministry?"

Less attractive
19%

Relatively more attractive
19%

About the same
62%
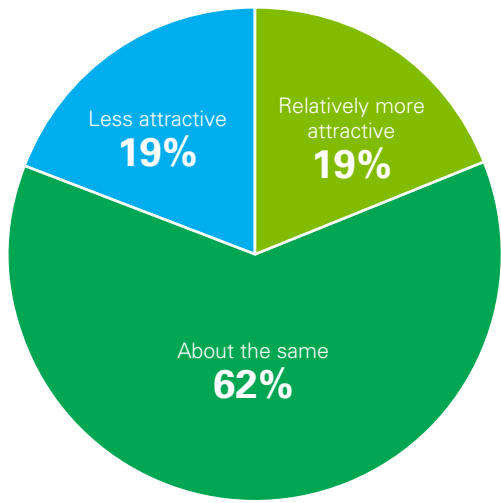
Figure 36. Mini-survey: "How does your salary and job conditions compare to other jobs in your community?"

Less attractive
7%

About the same
38%

Relatively more attractive
55%
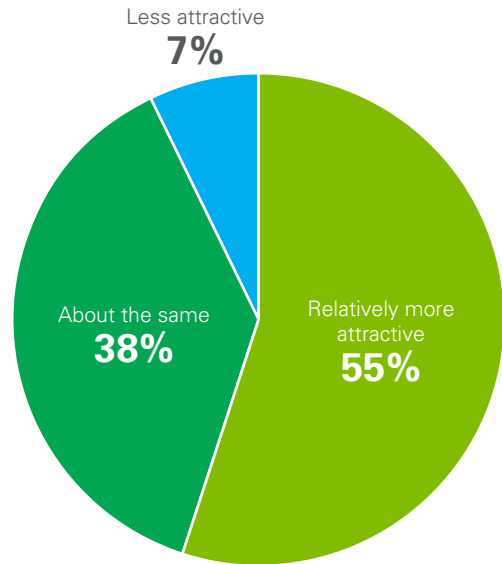
Figure 37. Salaries of child protection professionals compared to others in the same ministries by sectors

What is the field of your work?
- Social welfare
- Police
- Heath care
- Education

How does your salary and job conditions compare to other staff of the same level in the same ministry?
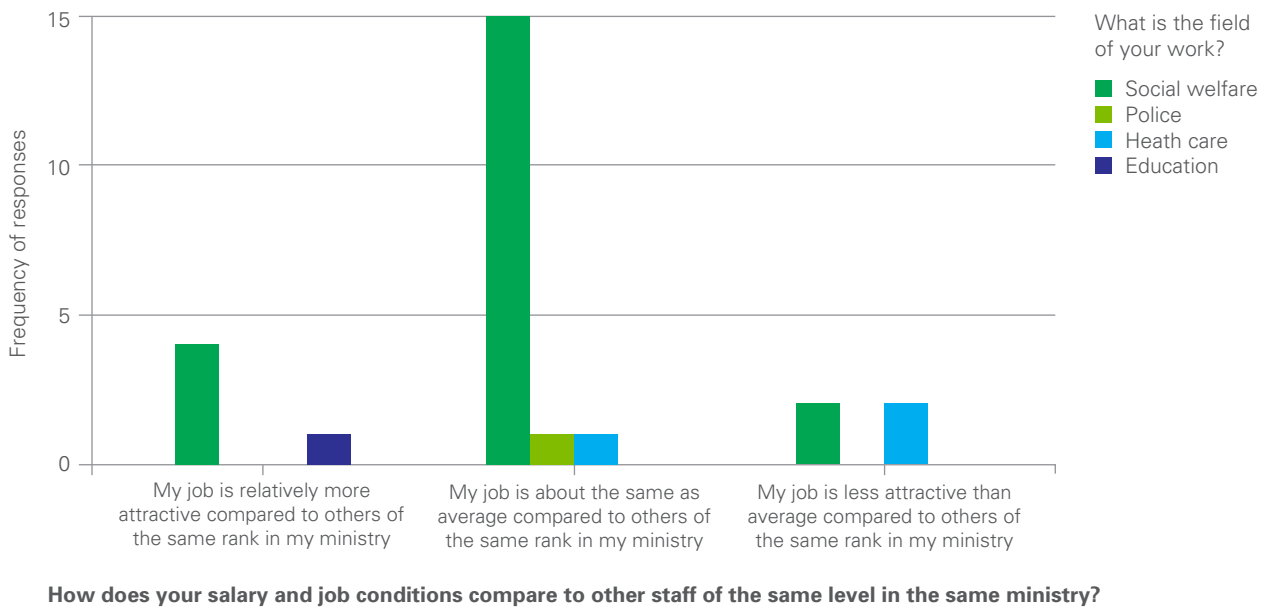
Remuneration comparable to other jobs

The public sector strongly dominates Kiribati's economy and labour market, and working for the Government is therefore a very favourable career prospect. By some estimates, in 2006 the share of people employed by the Government was 73% and over half of these were employed by the central ministries (Hansen, 2012). This was strongly confirmed by the mini-survey and the FGDs. Over half of respondents of the survey (55%) said that their salaries and job conditions were better than those of others in their community and most others (38%) said that it was at least about the same (see Figure 36).

Prestige and respect to profession

Lack of formal recognition of the social work profession developed a perception of it as a generalistic unqualified field, but this may start changing with the introduction of the CYPFW Act 2012. Until the introduction of the CYPFW Act, lack of recognition of social work as a profession which requires accreditation and licensing contributed to the popular view of social workers as generalists responsible for a wide and uncertain range of tasks. As in many Pacific countries, professional social work in Kiribati is not clearly separated from "alternative functional work", including volunteer activities and traditional support mechanisms such as culture and spirituality.

However, recognition of the profession seems to grow where it is associated with paid employment and "very specific statutory responsibilities such as child welfare and protection" (Yeates, 2013).

Personnel stability

High staff turnover is one of the biggest barriers to effective service delivery in Kiribati. Analysis of the Kiribati public sector workforce in 2010 showed that "while the public sector was over-staffed (measured against the quality and outreach of services), it still faced significant capacity challenges including high turnover of staff" linked to low salaries, migration, overseas study opportunities and mandatory retirement age of 50 years (Deacon, 2010). This assessment did not investigate how the turnover in the key ministries relevant to child protection compared to the average across public services (one reason for this is a lack of readily available, disaggregated and accurate turnover data). However, there does seem to be a significant variation in turnover levels across different ministries and types of posts, and it seems to be related to the variation in the respective salary levels and alternative opportunities available to such staff. Overall, across the country, average turnover rates were reported at 3% in 2014, but it was in double-digits for selected ministries and posts (WHO, 2014).

Especially high turnover is registered among nurses and public health posts, who are most likely to provide frontline child protection services. There is some indication that turnover is especially high in the health sector, mostly due to nurses leaving for retirement, maternity or migration (10% of nurses are estimated to leave every year) and officers in the health promotion department. In most cases, dissatisfaction with salaries was a strong factor. However, other health department turnovers were shown to be minimal (WHO, 2014). High turnover and poor handover was also registered in the MHMS HIV/STI unit and was recognized by the Government as a major barrier in ensuring effective response to HIV/AIDS (Government of Kiribati, 2012). This finding seems to correlate with the comparatively low classification of the nursing and lower medical posts in the current salary scale, and their relatively low satisfaction with job conditions compared to others in the same field as was discussed earlier.

DOMAIN 4.
INFORMATION MANAGEMENT

INDICATOR 4.1. USE OF EVIDENCE IN THE POLICY PROCESS

	ASSESSMENT	SCORE
Analysis of major trends in child protection contexts to identify key vulnerabilities and priorities for action manifests in the following:	**C**	**1.75**
Four criteria for indicator		
• Key child protection programmatic documents (strategies, policies, white papers, laws) utilize data from key national surveys (CDC, MICs, DHS, ILO-IPEC etc.);	Yes, restricted	0.75
• Key child protection programmatic documents contain analyses of trends in administrative data (service types and coverage, profile of key risk groups);	Yes, restricted	0.75
• Analysis of trends in child protection data is referenced in budget proposals and medium-term expenditure plans;	No	0
• Key ministries with responsibilities for child protection receive training and capacity building in data management, statistical analysis and evidence-based policy-making.	No, extended	0.25

Use of surveys

The two major programmatic documents which were available to this assessment (KDP and the Youth Policy 2011-2015) rely on several national surveys, as discussed below.

Kiribati Development Plan 2012-2015

Overall, KDP extensively utilizes existing national surveys for its diagnostic analysis. Generally, KDP relies on sampled data analysis from both of the key national surveys – the 2005 Census of Population and Housing (the latest at the time) and the 2006 Household Income and Expenditure Survey (HIES) – throughout its background analytical sections. For example, the analysis of trends in poverty reduction uses data from the Kiribati Household Income and Expenditure Survey 2006, including the rural/urban poverty profile. Analysis of achievements in the health sector use data from the Kiribati Demographic and Health Survey and the 2005 Census to illustrate changes in the

mortality rates and behavioural patterns (e.g. referring to the 2005 Census finding that around 70% of the adult male population are regular smokers).

However, the two key surveys related to gender-based violence are not used or referenced. There were two studies on gender-based violence which took place in Kiribati in earlier years. One was the year-long nation-wide survey on the state of women and children in Kiribati – the Kiribati Family Health and Support Study (KFHSS) undertaken by the NSO and MHMS in 2008 (funded by AusAID, UNPFA and the SPC) and drawing on the methodology of the WHO Multi-Country Study on Women's Health and Support (FHSS) (Rasanathan & Bhushan, 2011). The other study was the Amnesty International survey of partner violence which took place in 2010 (Kingi & Roguski, 2011). None of these surveys are mentioned in the current programmatic documents. Moreover, the KFSHSS features very briefly on the NSO website: it states that the Government took part in the research, but – unlike other surveys – no further information and data is provided for public access.

Furthermore, diagnostic analysis of issues related to governance, which covers child protection issues, is relatively weaker in empirical evidence compared to other areas. The governance section relies only on administrative data (rather than surveys). The analysis does not utilize either the national surveys or surveys undertaken in partnership with external partners such as, importantly, the 2009 Demographic and Health Survey (DHS) which contained a range of indirect evidence on child protection (see details on page 141). The diagnostic section also includes a range of statements without providing actual statistics and explaining the data sources. These unreferenced statements include:

- Reference to the 2009 UNICEF data (probably referring to the 2008 report "Protect me with Love and Care") which showed that "unhealthy urban environments with no traditional social safety nets put many children at risk" but without any evidence quoted;

- Observation that "There has been significant progress in raising the profile of women's issues, and evidence for this is provided by increased reporting rates for gender based violence which in the past had been regarded as a private issue" (without actual statistics to illustrate this fact).

- Observation that "Youth are increasingly being affected most by deficiencies in the education system, unemployment, increasing inequalities, sexual exploitation, teenage pregnancy and risk of STD and HIV/AIDS, changing values and habits, disruptions in traditional social systems, and the threats of climate change to their vision of the future."

National Youth Policy 2011-2015

The National Youth Policy contains a detailed diagnostic section with strong analyses of both survey and administrative data. It includes:

- Extensive analysis of the 2005 census to describe Kiribati Youth Profile;

- Analysis of various scenarios of future demographic trends, which show that even in the medium scenario, the population will continue to increase by 17.6% by 2025, and that the share of youth will also continue to grow from the current 20%;

- Analysis of key health related issues referencing health statistics from UNICEF surveys (illustrating the profile of sexual and reproductive health, including teenage fertility rates and estimated shares of intended teenage pregnancies);

- Analysis of issues related to mental health and suicide includes detailed statistics from the 2005 UNICEF study analysing both prevalence and estimated factors of the

considerable rates of suicides, especially among young men (linked to broken relationships, excessive alcohol use and depression)'

- Detailed analysis of the profile of alcohol and substance abuse based on the 2005 census (20% of young people being regular smokers and 4% - regular drinkers). It includes gender-disaggregation (more abuse among boys);

- Analysis of key issues in education, referencing both administrative, survey and even financial data albeit the latter is not supported with exact data. The policy observes that "The overall proportion of government expenditures on education is one of the highest in the Pacific (no data) resulting in clear improvement of educational achievement in Kiribati (enrolment grew from 23.85% in 1995 to 50.55% in 2005). Despite this, there are still significant and growing numbers of young people who do not attend schools for various reasons (rising from 7.75% to 8.25% over the same period), particularly from age 13 and more so for boys and young people living with disabilities".

Use of administrative data

Both programmatic documents – the KDP and the National Youth Policy 2011-2015 – use some (but limited) diagnostic analysis of administrative data trends:

- Much of the administrative data referenced in the KDP is data on school enrolment produced by the Ministry of Education. This data is used to illustrate achievements and gaps in the education sector, but also – where possible – to analyse issues in the protection of human rights by looking at education outcomes disaggregated by gender. However, it also refers to MISA data, showing that "recorded levels" of intimate partner violence is at 68% of all couples and child sexual assault prevalence is at 19%.

- The National Youth Policy 2011-2014 refers to statistics from the juvenile justice sector which must originate from police, but the source of the data is not clearly explained. The policy states that: "There is a growing concern over the numbers of young people coming into contact with the law as offenders, victims or witnesses".

Data analysis in budget negotiations

As was discussed previously, budget proposals from individual line ministries were generally characterized by the MFED as having little analysis and evidence-based argumentation. This assessment was not able to get hold of a sample budget proposal submitted by any individual ministry. However, interviews with the MFED and FGDs pointed out that recurrent budget proposals are usually limited to cost estimates (without much explanatory evidence) and development project proposals may lack both argumentation and follow up.

Statistical training for policy-makers

Training in data analysis is provided to upper level officers and technical advisers, but not to regular ministerial staff. According to FGDs, all government officers above director level go through a range of training in statistical analysis, including both generalized and more specific courses. However, it seems to cover only a very limited range of posts (e.g. two posts in MWYSA). Other officers do not seem to have access to such upskilling unless it is specifically requested through individual development plans. At the same time, in addition to the technical staff employed by the ministries, cabinet members (who are political figures and may not have sufficient technical education) rely on the support of policy advisers who are expected to be proficient in respective fields including statistical analysis.

At least some of the ministries as well as island councils have designated statistical units although their capacity is described as weak. At least some of the key ministries additionally include specific units dealing with information management; in particular such units exist in the Ministry of Education (ME) and Ministry of Health and Medical Services (MHMS). It was not investigated what skills and opportunities for further training are available to these officers. The ILO noted in 2010 that, at least in the case of the Ministry of Labour and Human Resource Development (MLHRD), the capacity of such designated units were very weak and basic knowledge and skills for statistical analysis were lacking (ILO, 2010). The MHMS reported that it had received significant training support for its statisticians, but training needs in data analysis were still significant (especially in the area of epidemiology, biostatistics, computer technologies and medical coding) (Tabunga, 2011). The Kiribati Development Plan 2008-2011 contained a priority for "enhancement of the capacities of statistical units in all government agencies and all island councils" (Government of Kiribati, 2008) but it was not investigated what support was provided within this priority. The current KDP also contains an objective for the strengthening of statistical systems and analysis, but without any specific focus on the capacities of statistical units.

Designated statistics units in some ministries (ME, MHMS) receive technical support to improve their internal information management systems. At least some of the key ministries – the ME, MHMS and the MLHRD - have been working with international donors to improve their internal information management systems and it is evident from the reports which were produced by their statistical teams in 2011 that this cooperation helped to significantly raise technical skills of the respective data management staff. As an illustration, in the preface to the 2011 Kiribati Health Report, the Minister of Health and Medical Services expressed specific gratitude to the international advisers working with the ministry at the time "for the fantastic lessons: they have given our health information staff a new understanding of statistics" (Ministry of Health and Medical Services, 2011).

INDICATOR 4.2. QUALITY OF CHILD PROTECTION DATABASES

	ASSESSMENT	SCORE
Data on child protection recorded by national information systems:	**D**	**0**
Four criteria for indicator		
• Uses consistent and standardized definitions and concepts which are appropriate for statistical purposes, allows performance tracking of existing child protection programmes and facilities (within and across sectors), and includes sufficient disaggregation by age, ethnicity, gender, and disability status.	No	0
• Covers variables sufficient to support decisions on most of the specific national child protection policy priorities (e.g. migration-related risks, HIV, domestic violence, etc.).	No	0
• Follows a practical model for child maltreatment surveillance which links diverse sources of outcome-specific data and information on risk factors (population studies, hospital records, emergency department records, police and homicide reports etc.) to analysis and interpretation, helping to detect children at risk of abuse, neglect and violence, and helps prevent it before it occurs.	No	0
• Is verified and monitored to ensure that data is consistent and robust.	No	0

Concepts and definitions

Kiribati does not have an integrated child protection database; all relevant statistics are fragmented across several ministries and are not standardized. Relevant child protection data in Kiribati is collected by at least seven agencies, as illustrated in Figure 38 and described below. Among them, three core stakeholders – Police, Education and Health ministries – operate entirely separate databases without any reconciliation of concepts, definitions and disaggregation criteria for the purposes of child protection.

- **Ministry of Women, Youth and Social Welfare.** According to the Children, Young People and Family Welfare (CYPFW) Act 2012, core responsibility for "maintaining an information management system on children and young people" is placed on the Secretary of the lead ministry (MWYSA) (Article 7). Given that MWYSA is defined as the key gate-keeper for all child protection cases and situations where children are at risk of abuse, it is, theoretically, well positioned to consolidate and utilize respective data flows. However, in reality, despite this legal responsibility, referrals to social welfare are only compulsory for police officers and courts, while no formal rules exist at the moment for other professionals (teachers, nurses) to either refer or report child protection cases and related data to MWYSA (see details on the referral rules on page 130). As a result, MWYSA maintains its own set of child protection case data which is essentially composed of reports from social welfare officers. Reports are sent to the headquarters from welfare officers on the outer islands in paper form, resulting in suboptimal quality and very slow speed. There is no clear template or manual with core definitions.

- **Kiribati Police Service.** The Domestic Violence and Sexual Offences (DVSO) units working in South Tarawa use an advanced "Jade Investigator" / CMIS (Case Management and Intelligence System) database. Jade Investigator / CMIS is a special software[44] used throughout the Pacific Trans-national Crime Network. It helps the police to record and analyse all recorded cases, including identification of trends and areas requiring specific attention by highlighting repeat cases and linking cases to their geographic location and timing. The system also allows the combining of case information with data on additional risk factors such as alcohol, weapons or injuries involved[45]. A sample report based on the CMIS system was prepared by a CEDAW reporting adviser to Kiribati in 2010, illustrating impressive diagnostic possibilities of this database (including, e.g., a breakdown of the crimes by days of the week and month of the year; type of assault and type of police response action; origin of report; offence scene type; weapon type; classification of injuries etc.). However, beyond this illustrative analysis, there seems to be no regular requirement for analysis or reporting to wider government partners. Moreover,

while the DVSO use the CMIS reporting system, the cases which happen on outer islands and are addressed by visiting crime teams are not reported directly but only through later submissions to the DVSO. It was not verified how accurately and frequently such reporting takes place. The CMIS contains a field to register the "victim's village" but it is not clear whether this refers to the origin of the victim or the place where the crime had actually taken place (Bloomfield, 2010).

- **Ministry of Education.** Since 2002, the ME operates an internal reporting arrangement known as the Kiribati Education Management Information System (KEMIS). KEMIS is an annual survey of all primary and secondary schools which helps the ME to collect a vast amount of varying data based on a template of its own design. The data is collected by a designated statistics unit. However, despite the vast volume of the collected information, the only usage of these statistics is an annual digest of education statistics (circulated to all interested stakeholders) and annual feedback reports sent to schools. The NSO helps the ME to cross-check its data against the census (and some enrolment information is available on the NSO website), but there is no other requirement for the regular provision of data or reporting to wider government structures. The 2010 review of the KEMIS also concluded that generally, despite the very significant amount of information collected by the ME statistics unit, the amount of analysis they undertook with this data was rather limited. Moreover, effective collection, analysis and use of the data was hindered by a lack of appreciation of the practical meaning of the process, both among the schools and at the ME (Struijvé, 2010). In the same year, the ME approved a KEMIS policy to install a more comprehensive framework for this system but no further assessment was done on whether this helped to improve effectiveness (Ministry of Education, 2010). The current KEMIS template is not available on the ME website, but the latest Education Statistics Digest (2011) shows that the set of indicators the questionnaire currently covers are focused on enrolment, expenditures, qualifications of the teachers and infrastructure (Ministry of Education, 2011). At the same time, some parts of the KEMIS questionnaire may be more relevant; e.g. the 2010 review stated that the survey included variables such as the number of children with disabilities in the community (Struijvé, 2010).

- **Ministry of Health and Medical Services.** The MHMS has a health information unit which coordinates the collection of data from all medical facilities and professionals across Kiribati. As the Minister of HMS said in the preface to the 2011 Annual Health Report, "The Health Information Unit stores much data in the system that has never been analysed" (Ministry of Health and Medical Services, 2011). This assessment did not investigate what processes and templates are used to collect the data and whether any information is shared

---

[44] Developed by the Jade Software Corporation, New Zealand.
[45] http://www.ppdvp.org.nz/2008/11/10/cmis-database/

Figure 38. Child protection data flows in Kiribati (approximate representation)
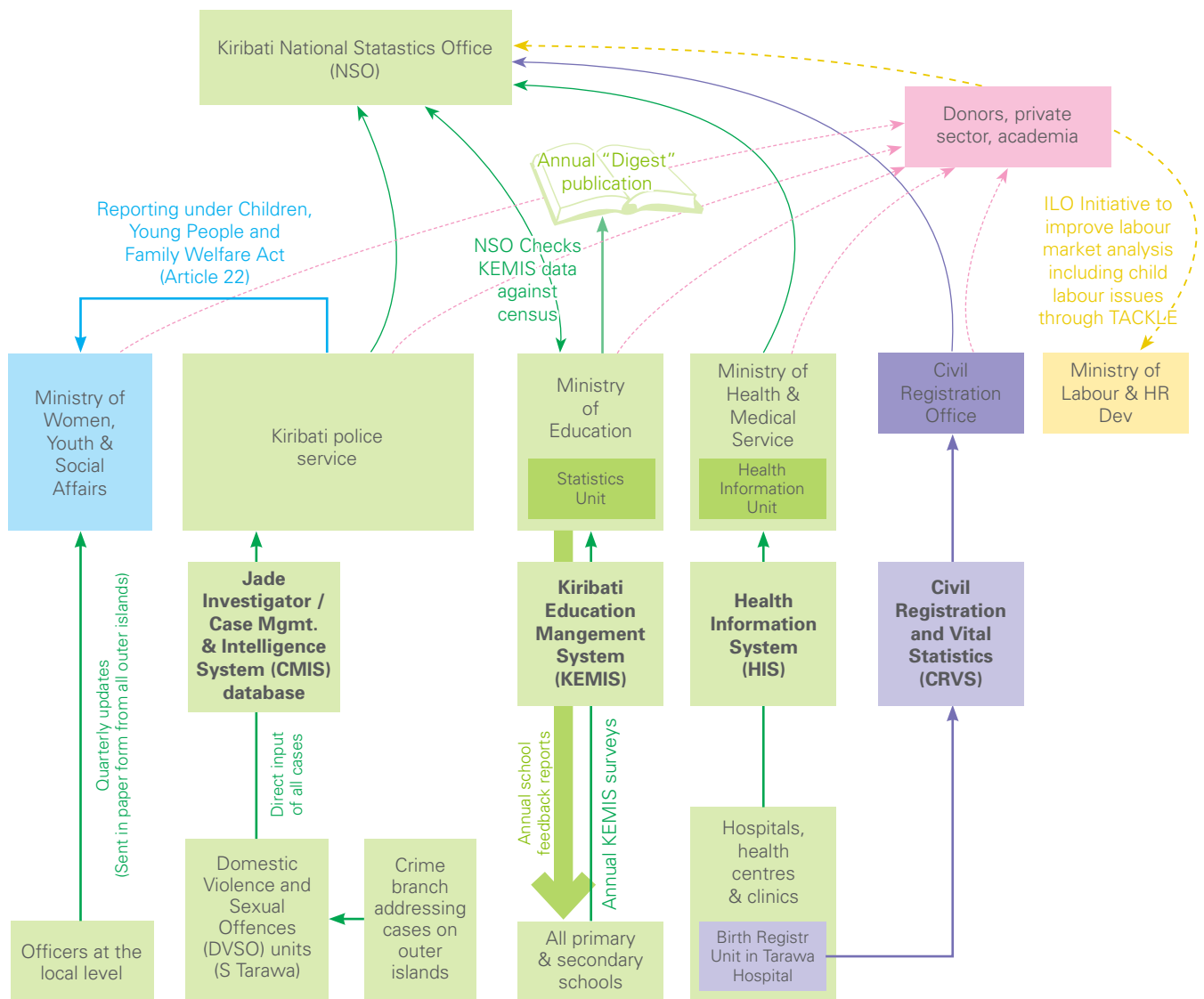
with the NSO or other government partners as a matter of regular routine. The MHMS strategic plan 2012-2015 defines one of its objectives as the improvement of cooperation with the NSO, "to build capacity in the collection and analysis of health information". Since 2011, the MHMS reported that steps were taken to upgrade the Health Information System: the data was transferred from the previous Excel/Access format to a more advanced web-based database; ministerial statisticians received further training; and links were established with the Civil Registration and Vital Statistics System (Tabunga, 2011). The MHMS also started to develop a Kiribati Health Information System (HIS) policy, but the progress on this was not investigated.

• **Labour Market Statistics.** In 2010, the ILO concluded that reliable labour data in Kiribati was lacking. There has been no labour market survey (and none seem to have been conducted since that time) and all labour statistics is based on information from the census and the HIES. These are insufficient to reflect the population engaged in subsistence economies as well as child labour (e.g. the employment information in the census is limited to

persons above 15 years of age). Within the ILO 2009-2012 Decent Work for Kiribati programme, specific assistance was provided to the Government to develop a Labour Market Information and Analysis (LMIA) system including development of a labour market questionnaire. The key government partners are NSO and the Ministry of Labour and Human Resource Development (MLHRD). However, the ILO observed that their capacity as of 2010 was weak ("lacking staff, operational means, knowledge on internationally accepted methodology and definitions, analytical capacity, general statistics knowledge and specific labour market expertise"). However, the ILO also planned to work specifically on the collection of child labour statistics in Kiribati in cooperation with the IPEC (ILO International Programme on Child Labour) (ILO, 2010). Such study was conducted within the TACKLE (Tackling Child Labour Through Education) Initiative in 2011.

• **Civil Registration and Vital Statistics.** The Civil Registration Office is responsible for the registration of births, deaths and marriages, and this information is shared with the NSO. In the last year, an additional birth registration unit was established in the main hospital in South Tarawa.

Experience from the Education Sector shows that future statistical standardization could benefit from immediate aligning with broader regional data sets. Earlier experiences of developing information management systems in the Education Sector in Kiribati showed that an inconsistency in concepts that may be problematic is the lack of coordination between the data standards used by the Kiribati ministries and those which are used by donors in the regional setting. In the education sector, the 2010 review showed that the KEMIS system was tailored very specifically to the needs of the ME and was not suitable for regional comparisons (e.g. through the PINEAPPLES system[46] used in other Pacific countries). It was recommended that KEMIS could be modified for better coordination with other Pacific neighbours, but it is not clear whether such changes had indeed taken place.

Completeness: Scope and Coverage

Current datasets seem to contain significant gaps of scope and coverage. This assessment did not attempt to accurately map the full scope of all existing child protection data scattered around the participating agencies, including the MWYSA. However, descriptions of these separate datasets shows that there are at least some major gaps in the current scope and coverage:

• Focus of the MWYSA reports on case management information (excluding cases of children being at risk and other preventive policy variables);

• Weakness of coverage on the outer islands in the police DVSO statistics;

• The focus of the education statistics collected through KEMIS on enrolment and infrastructure, without any information collected on child safety in educational settings;

• Lack of child protection variables in health statistics;

• General lack of comprehensive labour statistics making it difficult to track child labour issues.

Collection and coordination of data for surveillance purposes

Developing an effective surveillance system relies on systemic monitoring and analysis of data on incidences and prevalences of child abuse in order to identify risk groups. Early identification of children who are subjected to higher risks of maltreatment is the key goal of the child protection system and the underlying monitoring and information management efforts. Surveillance mechanisms rely on a systemic collection of evidence on the variables which are conceptually identified as contributing factors to higher risks of abuse. This data can originate from diverse sources including population-based studies but also includes public health and safety data, including mortality and morbidity profiles. However, the key task is to link these information sources within coordinated databases, which could then be used to develop surveillance efforts.

Currently available data on risk factors is limited, fragmented, and not systemically used for surveillance purposes. On the one hand, some information on child abuse risk factors in Kiribati does exist and could be helpful to organize prevalence efforts (information such as, surveys and police data on domestic violence, information on school enrolment and drop outs, combined instances of child disabilities, economic deprivation and large family size which was shown to raise the risk of child neglect etc.). However, this information is highly fragmented and not organized in a way to identify and monitor children at risk. As was discussed earlier, there is no exchange of data related to child labour so the information from employers, police and immigration authorities cannot be combined in order to synchronize prevention work. In addition, the MWYSA itself does not seem to systemically register situations where children are facing risks of abuse and would benefit from regular monitoring; instead, reports are focused on registered cases of already materialized abuse and maltreatment.

Consistency and validity of data

Ensuring data quality has been very challenging for Kiribati. A significant factor is the country's geography and lack of communication infrastructure. MWYSA reports from the outer islands are sometimes sent to headquarters on paper via regular mail (where email is not available), which limits both the speed and the reliability. There do not seem to be any data audits within this ministry. However, in those sectors where information systems were reviewed in more detail, it was shown that geography is not always the only or even the key barrier to quality. E.g. the 2010 review of the Kiribati Education Management Information System (KEMIS) showed that many delays in data submission were caused by a lack of understanding about the purpose of the survey as well as the complexity and length of the questionnaire. As a result, even in the relatively more advanced data collection system for the education system, completion rates for the annual questionnaire were not 100% (Struijvé, 2010).

---

[46] http://pineapples.com.au/

INDICATOR 4.3. RESPONSIVENESS TO CHANGING POLICY DEMANDS

	ASSESSMENT	SCORE
Data collection systems have the following degrees of flexibility:	B	2.5
Four criteria for indicator		
• Legislative framework allows policy makers to request additional data collection where necessary for policy purposes and operational procedures are set up to enable such requests;	Yes	1
• Procedures are set up to enable data producers to respond to changing data requests (flexible budget allocations, authority to update data collection plans);	Yes, restricted	0.75
• New information follows clear structures and standards, and modification resulting from new policy demands do not jeopardize data quality;	No	0
• Effective collection of information on children at risk for the purposes of collaboration between public and/or external agencies in emergency contexts.	Yes, restricted	0.75

Opportunities for new data requests

Administrative data collected by agencies

At the moment, all key agencies involved in child protection operate separate databases which could be modified through internal ministerial procedures.

Survey data collected by NSO

The current legislation provides grounds for the child protection stakeholders to make requests for new required surveys:

• The Kiribati National Statistics Office (NSO) operates under the Statistics Act 1997 (Cap. 96). According to the Statistics Act, it is the duty of the Government Statistician to collect statistical information (in the Gilbert Islands or any part thereof) relating to any of the matters outlined in Schedule 1. This schedule contains 40 items including "Population"; "Vital"; "Immigration/emigration"; "Community, recreation and personal services"; "Local Government"; "Education"; "Health"; "Social conditions including housing"; "Employment/unemployment" and "Personal expenditure and consumption". Additionally, this schedule may be amended "from time to time" by an order of the Minister (of Finance).

• The CYPFW Act 2012 provides the MWYSA Director with the power to request a government division or agency to assist in providing child protection services if these are required and are not contrary to the agency's own responsibilities (Article 11). Moreover, the Director also has the power to request information needed to ensure child protection and to ensure implementation of the CYPFW Act from every government division, agency or statutory body (Article 10).

Opportunities for quick responses

Major efforts may be restricted by financial constraints, but there seems to be no barriers to minor modifications of current instruments. In terms of the legal mandate, data collection plans are decided by the ministerial management, including the Minister of Finance in the case of the NSO. In practice, the key barrier of responding to additional data requests seems to be linked to limited human and financial capacity. For example, the 2014 budget states that while the NSO is planning to undertake the next round of the Household Expenditure and Income survey (last done in 2006), this plan is to take place "if funding can be obtained". However, while major additional tasks may be problematic (such as funding an entire separate survey like HEIS), extending current instruments to cover additional variables or questions may be much easier.

Modifications do not jeopardize quality

General lack of clear structures and standards in child protection data collection refers both to existing sets and any recent modifications. Given that there is no integrated database or clear inventory of child protection data collected by various agencies in Kiribati, it is not certain what modifications were introduced into the relevant indicators over the preceding years.

Data collection in emergency contexts

Data collection in emergency contexts was streamlined within the 2012 DRM arrangements but data analysis for risk mapping is lagging behind. As was discussed earlier, since 2012, the Government intensified its efforts

to enhance Kiribati's disaster preparedness. This included development of the National Disaster Risk Management Plan 2012 and the implementation of arrangements which included inter-agency cooperation protocols at national and local levels. The National Disaster Risk Management Council (NDRMC) coordinates line ministries and island disaster committees to establish response and preparedness needs (in times of crisis, this is done through a faster mechanism which can also quickly mobilize national and donor funds). However, Kiribati still lags considerably behind in preventive multi-hazard risk mapping, and, in particular, covering child protection concerns. Of particular note, at least as of 2008, there has been no comprehensive GIS spatial database which would help cover a range of departments. In principle, this function should be overseen by the Strategic National Policy Unit (SNPU) under the President's Office but it was not investigated into whether its risk mapping capacities were developed in recent years.

INDICATOR 4.4. DATA CONSOLIDATION AND EXCHANGE

	ASSESSMENT	SCORE
Management of data related to child protection is characterized by the following:	**D**	**0**
Four criteria for indicator		
• Collection and exchange of data relevant to child protection is coordinated across agencies at the national level sufficiently in order to enable analysis and policy-making for child protection;	No	0
• Reliable and consistent mechanisms are in place to channel sub-national data to the central level;	No	0
• Tasks and responsibilities of actors involved in data collection and management are clearly specified;	No	0
• Time intervals between child protection events/trends and their identification and reflection in databases are relatively low.	No	0

Coordination across agencies

At the moment, all existing data sets related to child protection are entirely isolated and no systemic exchange of this information seems to be taking place:

• There is no policy or protocol for aggregation or exchange of data between the three core hubs (the KEMIS, HIS and Jade Investigator / CMIS) and the MWYSA. As was

mentioned earlier, even within these three individual sectors, the vast amounts of collected data are not regularly analysed and used for sector-specific purposes (sample ad-hoc reports showing how data could be used by the police and health sector were once produced by international consultants but have not yet become a matter of routine; in the education sector the annual digest publication is regular, but the purpose of this publication is not clearly articulated and understood throughout the sector).

- The National Statistics Office (NSO) collects civil registration data and some cross-cutting statistics from all key ministries, but these sets of data do not contain variables relevant to child protection and are not up to date. In particular, the NSO collects and publishes some education statistics (in particular, enrolment and school infrastructure data). The MHMS provides NSO with "detailed reports on key health statistics including health centre visits, causes of deaths, immunizations, etc."[47]. However, the latest health data available from the NSO is for 1998, school enrolment – for 2005-2008, and birth registration – for 2005. There is also no analysis or further reporting which the NSO would undertake, on the basis of this data, for the purpose of child protection policy.

- The MWYSA database is limited to its own case management information, including any cases referred to social welfare specialists from the police. However, theoretically, the MWYSA's role in data aggregation and coordination is expected to grow given that the CYPFW 2012 Act makes it responsible for the maintenance of the entire "information management system on children and young people" (Article 7). However, there is no concept of such a system as of yet.

Consolidation of sub-national data at the central level

At the moment, consolidation of data from outer islands is hindered by geography and lack of strong motivation. All agencies involved in child protection in Kiribati complain about the difficulties of consolidating field data at the central level. Universally, the key obstacle is the geographical isolation of the outer islands, many of which do not have internet or even reliable telephone connection. Not only does this make it difficult to deliver the data, but also creates challenges for the regular monitoring of data quality. However, as was also discussed previously, it is sometimes difficult to separate the geographical factors from motivational obstacles, as some reports which get delivered to headquarters may contain gaps or irregularities (Struijvé, 2010).

Future design of the child propection information system could be leveraged by applying models and setups already in place for other sectors (Health, Education, Police). Across the participating sectors, health, education and police data systems are relatively more advanced in comparison to social welfare and may offer a ready-made foundation. Already by 2011, the Education (KEMIS) and Health (HIS) information systems were

reviewed by international consultants who helped these ministries to develop strategic plans for streamlining and extending the software used to consolidate the data. In particular, in the health sector, technical assistance was provided to switch to the use of web-based databases, gradually covering all hospitals and their staff with an opportunity for faster and effective input and exchange of data (through a new Kiribati hospital information system). Experience – and perhaps also models and resources - from these sectors might be utilized by the social welfare sector.

Specification of tasks and responsibilities

At least in some sectors data collection and management tasks are not sufficiently clarified, damaging the quality and timeliness of reports and analysis. Assessing whether tasks in data collection and management are specified and clear at all levels would require additional investigation. There were no complaints over the clarity of these tasks during the consultations, however this may be related to a relatively small amount of information collected at the moment and a lack of active follow up and analysis of this data. In the education sector, which went through a more detailed review of its MIS in 2010, allocation of tasks in data collection was not always optimal and clear. In one example, the timely circulation of the KEMIS survey questionnaire was hindered by poor coordination between the ME Statistics Unit and the ME department which was responsible for the actual mailing out of the questionnaires to the outer islands. In another example, it was not possible to verify whether the cover letter which explained the purpose of the KEMIS survey was effectively attached and delivered to the school principals (the ME assured that it attached the letter but most interviewed principals or head teachers were not able to recall seeing or reading it).

Timeliness of data management

Physical and institutional barriers to data consolidation results in considerable delays. Delays in the submission of reports were noted in the Education Sector (Struijvé, 2010); there is no information to check whether the same is true for the Health and Justice Sector. At interviews with social welfare professionals, it was confirmed that timely submission of reports was highly problematic given that many of them are physically mailed to headquarters. The latest sector statistics available on the NSO website is 10-15 old, and it was not investigated whether more up-to-date information was available beyond the website.

---

[47] http://www.spc.int/prism/country/ki/stats/Social/health.htm

INDICATOR 4.5. LINKAGES BETWEEN DATA PRODUCERS AND DATA USERS

	ASSESSMENT	SCORE
"Fitness to use" the collected data on child propection, including the following quality components:	D	0.75
Four criteria for indicator		
• Ability of key data users to easily ascertain the existence of information and access it via a sustainable medium.	No, extended	0.25
• Explicit reference to documentation on data quality and methodology in all released data;	No, extended	0.25
• Regular meetings with key users and producers of statistics and working in partnership with them	No, extended	0.25
• Regular methodological updates to increase relevance and timeliness of released information to incorporate feedback from data users.	No	0

Access to data

While survey data is fully available through the NSO website, access to administrative statistics is obstructed by the fragmentation of datasets and lack of data sharing policies. Administrative data related to child protection is scattered across ministerial databases, as was discussed previously, and is therefore not readily available for either internal government consumption or external requests. The Statistics Act 1997 (Cap. 96) mandates the NSO to make sure that the data it collects is "compiled, tabulated and analysed" and, subject to some restrictions, allows, but not mandates, that some of this data or abstracts thereof could be published in such a manner that the Government Statistician may determine. As is common with other data in Kiribati, actual access to the NSO data seems to be an issue of demand rather than supply. All data requested by this assessment were provided by the NSO with full cooperation, however much of this information was not readily available in the electronic format. The website of the NSO is well structured and contains exhaustive information related to national surveys, but also contains limited and outdated ranges of administrative data. It is also problematic that the NSO website exists in two different versions[48], the contents of which is similar and yet includes differences.

Transparent methodologies

While the NSO surveys have strong and transparent methodological backgrounds, references and explanations for administrative data are less clear. The survey publications produced by the NSO contain detailed methodological sections. For example, the 2006 Household Income and Expenditure Survey was described in an analytical report with a comprehensive overview of methodology including scope, coverage, sampling design, survey operations and data quality (Kiribati National Statistics Office, 2006). The NSO also issues technical notes for its regular publications such as national accounts and balance of payments (see, for example, Kiribati balance of payment manual (Kiribati National Statistics Office, 2011). At the same time, all data published directly on the NSO website is presented in tables without any explanatory notes on the data collection methodology and key definitions. The biggest gaps are in the abstracts of administrative data, which may be explained by the weaknesses in data management, and presentation on the part of the respective ministries.

"As for meetings between users and producers, it depends – and they do happen sometimes. Honestly speaking, it is upon request. But there are also scheduled meetings if the NSO is invited to participate in various committees and present some statistics".

---

[48] http://www.spc.int/prism/country/ki/stats/index.htm and http://www.spc.int/prism/kiribati/

Meetings of data users and producers

Consultations with data users are limited to annual briefings.

In 2007, the UN Statistics Division observed that NSO communication with data users was limited to annual briefings. Such briefings were held to present available statistics to a broad range of stakeholders, although – at the time – there were no other meetings, forums or communication mechanisms for a regular exchange of views between the NSO and its data users (UN Statistics Division, 2007). There seem to be some improvements since that time. The FGD members explained that during the year the NSO is available for meetings upon request and, in addition, participates in thematic discussions presenting relevant data to various policy and working groups. However, there is still no regular schedule of such meetings and there is no newsletter or other form of regular update circulated as a matter of regular practice.

Methodological updates

There has been no proactive communication of methodological developments in data collection across agencies.

INDICATOR 4.6. LINKS TO NATIONAL RESEARCH AGENDAS FOR CHILD PROTECTION

	ASSESSMENT	SCORE
The collection and processing of child protection data engages non-state actors through the following arrangements:	C	1.0
Four criteria for indicator		
• There is a national research agenda on child protection issues which identifies priorities for improving data on child protection problems and key risk factors;	No	0
• Mechanisms are established for the regular provision of research and evidence based analysis for key decision makers in child protection	No	0
• There is a mechanism for research institutions to share key source data for their research (in addition to the analytical materials) with the government to ensure better research quality and joint efforts in developing a child protection evidence base;	No, extended	0.25
• The Government helps research institutions to access key child protection data to facilitate their analyses.	Yes, restricted	0.75

Clear national research agenda for child protection

National research capacities in Kiribati are limited and usually linked to the USP or donor-led applied research studies. Generally, Kiribati has very few national research institutions apart from the local campus of the USP[49]. In the area of child protection, the lead research institution is the USP School of Social Sciences based in Fiji. Kiribati features in some of the USP research – either individually or as part of regional country samples, although the range of relevant studies of this kind listed online is rather limited (see Table 9).

Additionally, a range of studies on areas of Kiribati society closely related to child protection has taken place in other academic institutions across the globe.

---

[49] Examples of the few independent research institutions present in Kiribati include the Kiribati Met Office and the Centre of Excellence for Atoll Agriculture Research (http://www.cedol.org/pacific/kiribati/research_in_kiribati/).

Table 9.Research papers relevant to child protection in Kiribati cited online (since 2004)

Year	Academic institution	Country	Author	Theme and coverage
University of South Pacific				
2012	USP; Oceania Centre for Arts, Culture and Pacific Studies	Fiji	Frank, T	The value of historical ecology in planning for sustainable livelihoods: a Kiribati case study (building on traditional community structures to develop sustainable ecological systems)
2006	USP; School of Social Sciences, Faculty of Arts and Law	Fiji	Anderson, K.J.	Reorienting human rights: young Pacific Island people's views and awareness of human rights
Other institutions				
2011	Crime and Populations Program, Australian Institute of Criminology	Australia	Larsen, J.J.	The trafficking of children in the Asia-Pacific
2009	School of Law, University of Dundee	UK	Farran, S.	Child adoption: the challenges presented by plural legal systems of South Pacific Island states
2008	The School of Economics and Finance, University of the Western Sydney	Australia	B. Bhaskara Rao & Toani B. Takirua	Impact of the remittances and aid on the Kiribati economy
2006	School of People, Environment and Planning, Massey University, Palmerston North	New Zealand	Borovink, M.	Seafarers' remittances and their distribution in Kiribati
2004	School of Humanities and Human Services / Centre for Social Change Research, Queensland University of Technology	Australia	Quanchi, M.	Indigenous epistemology, wisdom and tradition; changing and challenging dominant paradigms in Oceania (covering Kiribati)

- **In principle, the number of international studies on Kiribati is relatively small.** Kiribati's small size and isolation is an objective barrier to attracting academic research in social sciences. A study on the distribution of economic research across the countries of the world in 2006 showed that measures of a country's physical and economic size, its connectivity to the outside world and availability of data were key factors that explained the distribution patterns and the amount of research done on any one country (Robinson, Hartley, & Schneider, 2006).

- **Most international research involving Kiribati is focused on environmental issues.**

- **A significant amount of international research covering Kiribati is undertaken in the area of epidemiology, but mostly focuses on infectious diseases.** However, most of these papers are focused on mortality patterns (School of Population Health, The University of Queensland, Australia), risks of major epidemics (University of Wollongong, Australia) and incidences of particular diseases such as tuberculosis, hepatitis and HIV/AIDS (a large amount of various universities and research centres come from Australia, New Zealand, Malaysia, Germany, UK, US and other countries).

- **There are only a few studies relevant to child protection.** A review of academic articles cited online which cover any themes of direct and indirect relevance to child protection (including Kiribati as the primary country or part of a larger research sample) revealed a very small amount of papers, as shown in Table 9. It does show however that regional and Kiribati-specific studies have taken place on child trafficking and child adoption, and also on indirectly relevant issues such as the impact of remittances on the Kiribati economy and the dynamics of traditional value systems and their impact on social change.

There has been no pro-active communication of the Government's research needs to the academic community: a gap needed to be filled to comply with the CYPFW Act 2012. The Children, Young People and Family Welfare (CYPFW) Act 2012 states that it is one of the key duties of the MWYSA Secretary to "undertake or encourage research, education and training on child and family welfare issues" (Article 7). So far, there has been no proactive communication of the Government's research agenda in the child protection area to the academic community. This agenda would need to be formulated in the future, especially given the limited local capacity for academic analysis.

Access of the Government to key research findings

There is no mechanism to identify existing relevant research in order to channel it to the Government. Previous and current studies covering child protection or related subjects in Kiribati are happening in isolation from the Government and are not regularly shared with decision makers. The USP School of Social Sciences does not regularly promote or publish its research in a way accessible to the Kiribati Government. The strongest regional player in child protection research, the USP School of Social Sciences, has just opened a degree programme in social work and does not yet run any additional facilities oriented specifically on promoting its research and channelling it to the Government. The school's website does not include any samples of produced papers, description of research areas or events which would be linked to social work or child protection.

Access of the Government to key research source data

The Government benefits from source data collected by international organizations, but cooperation with individual researchers does not seem to be taking place. The key source of information currently cited and used by child protection stakeholders in Kiribati originates from the 2008 baseline report "Protect me with Love and Care" funded by UNICEF and AusAID. The Government as well as the communities were fully included into this research and have full ownership of the results. However, this assessment was not able to identify instances of government cooperation with research institutions or scholars resulting in shared source data being later applied in the policy making process.

Access of research institutions to the Government's data

Throughout the consultations and interviews undertaken for this project it was confirmed that Kiribati Government partners are generally open and cooperative in supplying data to support research. All requests formulated by this assessment were satisfied. The biggest barrier to data access is often related to a lack of digitized copies and poor connectivity which makes it difficult to arrange physical transmissions of information.

"I think those who are looking for data, they always have access. Maybe not fully comprehensive as they expect, but at least somehow there is a way to get it."

DOMAIN 5. QUALITY ASSURANCE

INDICATOR 5.1. QUALITY GUIDANCE AND STANDARDS

	ASSESSMENT	SCORE
Regulatory framework for child protection includes the following:	**D**	**0.75**
Four criteria for indicator		
• An entity within the Government which oversees organizations working in child protection and the quality of their services, including non-state organizations;	No, extended	0.25
• A nationally recognized set of essential standards and guidelines for various levels of quality in social care services, ensuring their safety, effectiveness and responsiveness to the best interests of the children;	No	0
• A mandatory procedure to license organizations that directly care for children (state and non-state);	No, extended	0.25
• Pre-accreditation testing of competence and experience.	No, extended	0.25

Oversight structure at the central level

There is a clear requirement for oversight of all service providers by the key Central Ministry in the new CYPFW Act 2012. The Children, Youth People and Family Welfare (CYPFW) Act 2012 defines the Ministry "responsible for child and family welfare" as the key agency responsible for regulation and oversight of all providers of services to children. The new procedure of registration and standardization of any such service provider (only non-state; individual and organizational) is also the responsibility of this ministry. In particular, the CYPFW states that every provider will have to register with this ministry and comply with the standards that this ministry would develop (Articles 52, 53). As will be discussed later, this newly required registration is different from the existing requirement for all NGOs to formally incorporate with the Government as legal entities.

After the ministerial split, professional oversight becomes the responsibility of the MWYSA, but no structure has yet been created to take up this function. Until 2013, the responsibility for child and family welfare rested with the former Ministry of Internal and Social Affairs (MISA), which was also responsible for the oversight and development of NGOs, including their formal incorporation/ registration. In 2014, MISA was split into two new ministries – the Ministry of Internal Affairs (MIA) and the Ministry of Women, Youth and Social Affairs (MWYSA), as illustrated in Figure 39 (full details of the reallocations are provided in Annex 4 on page 172) Upon the split, the small MISA section responsible for "NGO development" (consisting of two officers) remained with the Ministry of Internal Affairs and no new posts or sections were created in the MWYSA specifically to work with NGOs or other service providers. It is assumed that this new task will be taken over by some of the existing posts/units but it is not yet clear which ones.

....

"It is work in progress but it is also a bit weary, and we have to make sure that children do not get lost in transition!".

....

Figure 39. Transfer of posts upon the split of the MISA into the MIA and the MWYSA in 2014
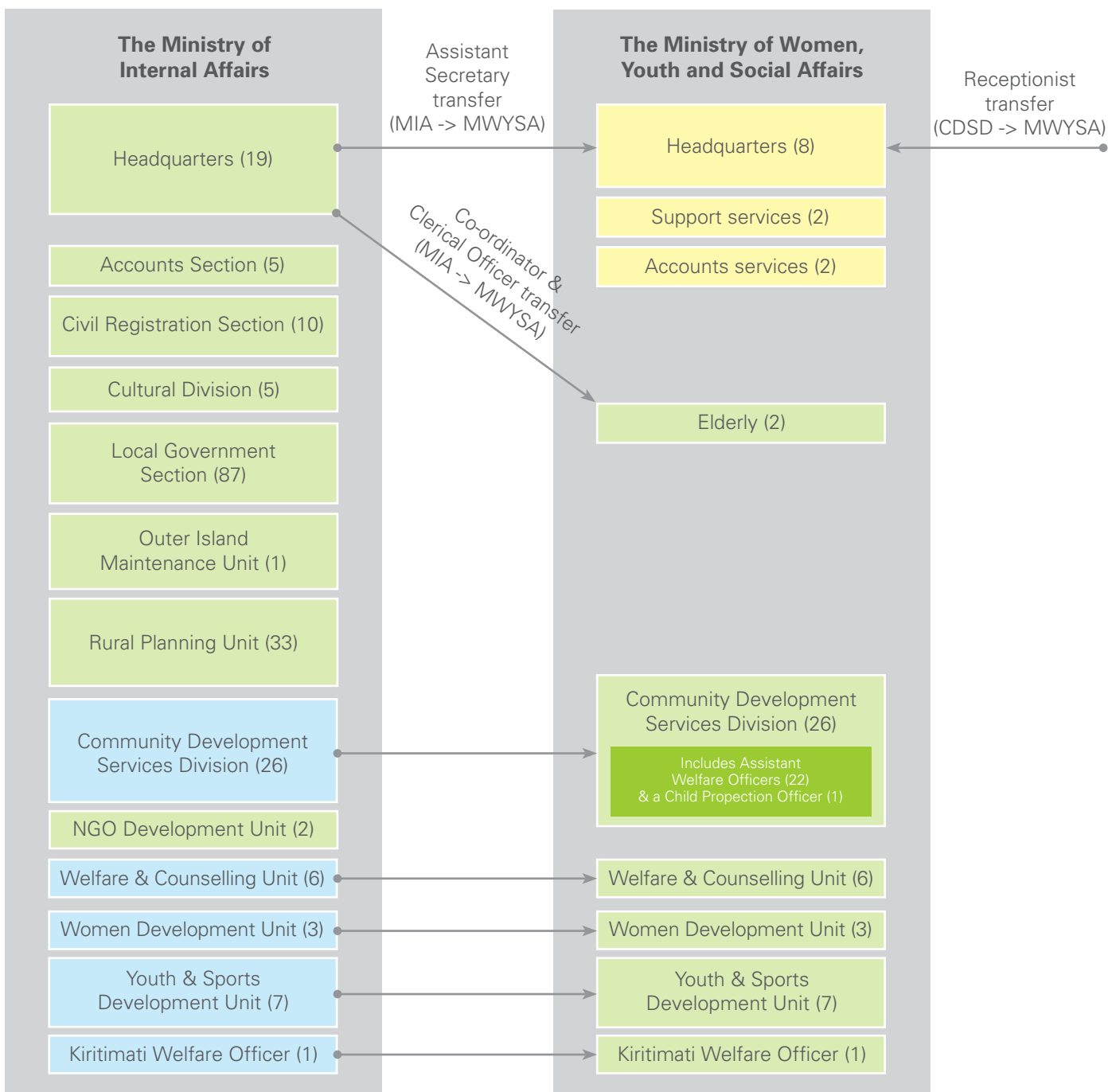
Note: Newly created posts highlighted in yellow.
Source: Establishment Register 2014 (Kiribati Public Service Office, 2014)

Service quality standards

Although it is expected that service quality standards would be developed to support the CYPFWA, they are not developed as of yet and would cover only non-state professionals. The standards of service provision required by the CYPFWA 2012 would cover individual and institutional providers (NGOs and faith-based) and are presumed to ensure that any service provided to children and young people would be in compliance to the principles and definitions of the act. Further, Article 55 (2-a) states that development of such minimum standards for services for children and young people in need of care and protection would be done by the Minister responsible for child and family welfare. However, at the moment these standards and guidelines are not yet developed.

Licensing and accreditation

Registration of all service providers is required by the CYPFW Act 2012, but the mechanisms for this are not yet developed. Part 4 of the CYPFW Act 2012 describes the new process of the "Registration of Non-Government Organizations and Faith-Based Children's Services". As was discussed previously, the registration procedure would cover non-state individual and institutional providers and would be handled by the MWYSA. However, no practical mechanism for this has yet been established.

Most non-state organizations operating in Kiribati are invited (but not required) to register with the Government as incorporated societies. According to the Incorporated Societies Act 2002, any society consisting of no less than 15 persons and established for any purpose except pecuniary gain may apply for incorporation with the Government. Registration is conditional upon a range of criteria. First, all members of the society should support the

application. Secondly, there are various requirements for the society itself: it has to have a registered office; the rules of the society must be written and consistent with the act; there must be clear procedures for the appointment and release of members, financial procedures etc. The registration is handled by the Registrar of the Incorporated Societies, currently under the NGO unit of the Ministry of Internal Affairs.

Pre-accreditation tests

Given that the registration procedure is not yet developed, it is not clear whether it would include pre-accreditation tests. According to the CYPFW Act 2012, the registration procedure may include but does not have to be limited to: (a) an application form template; (b) criteria for approval; (c) inspections and evaluations; and (d) suspension or cancellation of registration. In principle, both the approval criteria and the inspections may include pre-accreditation tests.

INDICATOR 5.2. CREDIBILITY AND REGULARITY OF QUALITY OVERSIGHT

	ASSESSMENT	SCORE
The system of quality oversight is characterized by the following:	**D**	**0.75**
Four criteria for indicator		
• Most entities involved in the provision of services directly to children (state and non-state) are regularly inspected by authorized quality experts;	No	0
• Inspections include both announced and unannounced visits, and include analysis of the records, examination of incidents, consultations with the children, and observing staff in their day-to-day work.	No	0
• There is a clear system to collect and respond to complaints from children on alleged episodes of child protection violations in service provision;	No	0
• There is a clear whistle-blowing policy and guidance for social workers to report malpractice, including adequate protection for whistle-blowers.	Yes, restricted	0.75

Regularity and coverage of inspections

There is no mechanism for regular physical inspections of service providers, although it might be introduced within the new registration mechanism. The new CYPFW Act 2012 assumes that new standards and registration procedures for all child protection service providers would include a provision for inspections and evaluations to ensure compliance. As was discussed previously, this mechanism is still in development and does not yet exist. Organizations engaged in child protection are usually subjected to independent audit only if they use donor funds and have to report to respective organizations.

Scope and methodology of inspections

Lack of any regular inspection mechanism means that there is no guideline on the nature of possible inspections, even if they were to happen.

Mechanisms for handling complaints

A child-friendly reporting and complaints system does not currently exist. The 2009 report "Protect me with Love and Care" recommended the establishment of a reporting hotline for collecting complaints on instances of abuse, which would be available to children, but there has not been any progress since then.

Whistle-blowing policies

The new CYPFW 2012 introduces clear rules and protection for whistle-blowers, although reporting of such concerns is not mandatory and it remains to be seen how it would be applied in practice. The CYPFW 2012 clearly states that any person aware of a child being in need of care and protection or having significant concern regarding a child's safety may report this situation to the director responsible for child and family welfare (Article 18) (although this possibility does not seem mandatory).

In addition, the CYPFW contains two additional articles to protect such reporting persons.

• Article 19 allows any such reports to be made anonymously;

• Article 20 ("Protection of person reporting") states that people reporting child protection concerns would be free of civil, criminal or disciplinary proceedings, and that such reports would not constitute a breach of professional etiquette or ethics or a departure from accepted standards of professional conduct (unless information was disclosed in bad faith).

INDICATOR 5.3. ENCOURAGEMENT OF INNOVATION

	ASSESSMENT	SCORE
The following mechanisms are in place to encourage innovation:	C	1.0
Four criteria for indicator		
• Child protection programmatic documents and forums include specific discussion on the balance of risk and innovation in service delivery;	No	0
• Registration process for service providers and the system of standards is sufficiently flexible and does not discourage innovation;	Yes	1
• The Government has set up specific mechanisms (earmarked transfers, working groups, pilot projects) to stimulate development of new services and programmes for child protection, addressing new protection risks, challenges and vulnerable groups in finding more effective solutions for existing problems;	No	0
• Mechanisms have been established for the exchange of good practice and new solutions across service providers and wider child protection stakeholders;	No	0

Risk and innovations in programmatic documents and forums

Current programmatic documents are silent on the risks and innovation. The formal system of child protection in Kiribati is in the early development stages. The introduction of the CYPFW Act 2012 in itself is a considerable innovation which will require time and capacity to be properly installed. This may be one reason why all of the existing programmatic documents are focused on ensuring the practical implementation of this law and removing immediate constraints such as poor coordination and data exchange across agencies, and addressing the lack of clear and operationalized guidelines (Government of Kiribati, 2012).

Flexibility of registration and standards

The standards are currently non-existent and the CYPFW Act requirements for future regulations to be developed by the MWYSA are very broad and flexible. As was discussed in other sections, the registration mechanism for service providers in Kiribati is at the earliest stages of development: it is required by the CYPFW Act 2012, but the details of the procedure should be spelled out in a separate regulation developed by the Ministry of

Women, Youth and Social Affairs. The only expectations for this mechanism raised by the CYPFW is that the registering NGOs should comply with the child protection principles and procedures described in the act itself (Article 52). At the moment, possibilities are very broad to keep future standards sufficiently flexible to encourage innovation.

Mechanisms to facilitate innovation

There is no mechanism to stimulate innovation, apart from donor-funded pilots. The Government keeps a small budget for funding selected NGOs, but this mechanism is in no way linked to any policy to stimulate pluralization of the currently available menu of services. There is no systemic mechanism in-built within the Government's own operations which could be directed at fostering innovation. There is also no specific effort to document and roll over innovative ideas generated by the currently working NGOs and state providers.

Exchange of ideas and good practice

There seems to be no permanent mechanism for the regular exchange of ideas. The MWYSA is in regular touch with all providers of services, but it is not clear whether individual officers and NGOs are prompted to share best practices, lessons and issues amongst themselves.

INDICATOR 5.4. EFFECTIVE SURVEILLANCE, GATE-KEEPING AND REFERRALS

	ASSESSMENT	SCORE
At each stage of service provision for vulnerable children, the system of child protection includes:	**B**	**2.0**
Four criteria for indicator		
• Clear and transparent referral policies and procedures;	Yes, restricted	0.75
• An agency (or inter-agency structure) responsible for the coordinated assessment of the child's situation, with sufficient institutional capacity to ensure that the child receives further support which serves his/her best interests;	Yes	1
• A continuum of services available to respond to diverse child protection situations, preferably from a range of alternative providers	No, extended	0.25
• Regular surveillance measures which includes a systemic practice of analysing and reviewing information on risk factors affecting the incidence and circumstances of maltreatment and using it to target preventive and promotional activities.	No	0

Transparent rules and procedures

The Children, Young People and Family Welfare (CYPFW) Act introduced a clear set of rules for all actors in child protection to prevent and respond to any suspected cases of child abuse:

• The key gate-keeping agency is the ministry responsible for child and family welfare (represented by the Secretary who is empowered to delegate this responsibility to appropriately qualified staff including relevant directors). The Secretary is not only responsible for responding to suspected cases of maltreatment and taking needed steps to ensure protection, but also for supporting ministerial and non-state efforts for prevention and promotion.

• The CYPFW states that concerns and reports of child maltreatment (from any persons aware of such a situation) may be addressed to one of the three stakeholders: the Director, a social welfare officer or a police officer (Article 18). However, any police officer who receives such reports (or who becomes aware of a child protection issue him/herself) is mandated to further report it to the Director or a social welfare officer, upon ensuring the child's immediate safety (Article 22).

• Immediate referrals to the Director are also required from any court which reveals in the course of its proceedings that an affected child is in need of care and protection. The courts may also issue orders for a child or young person to be placed in a temporary safe place if it appears necessary (Article 23).

• The CYPFW authorizes the (SW) Director to request services from other agencies (needed to protect the welfare of a child) and states that any such agency "must use its best endeavours to comply with such requests if it is consistent with its own responsibilities and does not unduly prejudice the discharge of its functions." (Article 11-2). Requests must be written and kept for the record. In particular, the Director may request assistance of any police officer in the execution of his/her duties "and such police officer shall thereupon afford such assistance" (Article 12).

• Developing and implementing exact procedures for inter-agency referrals is the responsibility of the Director. According to Article 21, the Director should establish ways to ensure timely referrals, information sharing and coordination of all service providers in order to identify and address child protection situations.

• The Director is responsible for a full assessment of the child's situation and taking further needed actions including: the provision of advice and support; developing an agreed plan to protect the child; and – where necessary – resorting to emergency protection powers and referring the matter to a police officer if it appears that a criminal offence has been committed in relation to the child.

• The CYPFW Act 2012 contains a detailed separate Division 4 which describes emergency protection powers of the Director, including guidelines for acting in cases of immediate danger to the child and issuance of interim care and protection orders. Further, Division 5 operationalizes rules and proceedings for court care and protection orders, including ways to ensure the child's best interests.

Transition to a formal referral system is likely to be gradual and time-consuming, given the importance and value of informal arrangements in place in Kiribati. While the new CYPFW Act 2012 rules are very progressive and are actively supported by all interviewed stakeholders, there is also recognition that a formal referral system is a big change compared to the previous informal framework.

- Unofficial agreements were described by many actors as very strong and useful in facilitating the Kiribati child protection system; in fact, some of these unwritten arrangements include practices described as robust, sustainable and advanced in the regional context. This includes, for example, the steady practice of the Ministry of Social Affairs to consistently allocate financial support to pay for transportation for the safety of any children or women identified through an inter-agency consultation as being in immediate danger. Another example covers various agreements between social welfare and police officers with faith-based organizations providing shelter to vulnerable women and children, such as the Women and Children Crisis Centre run by the Our Lady of the Sacred Heart (OLSH) Church nuns. The current practice is to agree informally with the nuns to shelter children and women requiring protection (this long-standing cooperation also includes gradual efforts by the Government to consider ways of providing some funding to the crisis centre to develop its buildings although this has been difficult).

- With the introduction of the CYPFW Act 2012, the emergency removal of children to places of safety would have to be followed up with formal procedures of issuing interim care and protection orders, and further consideration of the case through the court system. While the value of informal arrangements are deeply recognized, the gradual transfer to formal procedures is also accepted as critical for the future introduction of government oversight over any service providers (including faith-based organizations). However, the transition is likely to take substantial time.

Capable gate-keepers

The lead ministry in child and family welfare received considerable authority under the new CYPFW Act 2012:

- As was explained earlier, the CYPFW Act 2012 provides the director responsible for child protection with very considerable powers to request further action from other authorities, including irrefutable requests for assistance from any police officer on duty. The CYPFW also establishes sanctions for any obstruction of the Director's efforts to protect children: such persons are defined as guilty of an offence and, upon conviction, are liable for a fine of $5,000 and/or imprisonment of up to one year (Article 13).

- The CYPFW also providers the Director with considerable authority to make any necessary reasonable inquiries in order to conduct an assessment about a child that

requires care and protection. Article 24 ("Powers Relating to Assessments) lists the steps the Director is allowed to take including home visits; interviews with the parents or any other knowledgeable persons, inquiries and information requests to other government bodies or agencies. Where a person in custody of the child refuses the Director access to the child, the Director can exercise emergency protection powers (issuing warrants to take a child to safety, interim orders and seeking police assistance).

Continuum of services

Continuity and plurality of services is one of the central requirements of the CYPFW Act 2012. The CYPFW Act specifically states that child protection assumes a continuum of services and provides detailed definition of community-based promotion, working with the families, prevention, early intervention and protection measures which jointly represent the Director's role in addressing child protection risks.

In reality, the available range of services seems to have significant gaps:

- **Early intervention.** According to the FGDs, one of the strongest comparative features of the current organization of the Kiribati child protection system is the presence of welfare officers across all islands and their mandate to engage in a range of services including prevention and early intervention. However, as was discussed in other sections, it remains to be verified whether actual utilization of the work time by field officers includes tasks related to these services and, in particular, to the preventive inspection of cases where children may be at risk of abuse. At the stakeholder workshop held with various child protection workers, many partners found it difficult to discuss the concept of risk management and the definition of risks as such, sharing that ex ante interventions and measures focused on addressing issues before they happen are less familiar compared to either protective services or the broad promotion of child rights.

- **Places of safety.** On the protective end, places of safety are in relatively scarce supply and are exclusively provided by the non-state organizations (in fact, the Women and Children Crisis Centre seems to be the only available shelter). It was also reported that generally residential care is a very unpopular solution; in the rare cases when children are removed to safety preference is given to placing children elsewhere within distant family. However, the current non-state providers still report that their capacities are overstretched.

- **Reintegration and follow-up.** One of the visible gaps in the actually existing service continuum seems to be the follow up and reintegration of abuse victims. The Women and Children Crisis Centre workers regret that there is no follow up support to their temporary refuges, who have to return to their vulnerable environment after a couple of month stay in the Centre (which is limited to several months maximum).

Surveillance efforts

The new CYPFW Act 2012 provides the lead Ministry with a mandate and sufficient authority to organize a surveillance system. The CYPFW Act 2012 describes a range of promotional, preventive and early intervention measures which should be; undertaken by the director of the child protection sector. The early intervention services in particular (Article 16) outline a range of activities which could provide a basis for developing a systemic surveillance system. These include:

• Strengthening of community mechanisms for ensuring the wellbeing and protection of children;

• Working with families, communities and other service providers to prevent, alleviate and remedy conditions that might place children and young people at risk;

• Building the capacity of families and communities to identify and respond appropriately to children who are vulnerable or at risk;

• Helping families to recognize problems early on and equip them in seeking the appropriate support;

• Providing families with information to enable them to access support services; and

• Preventing the recurrence of problems in the child's family and reducing the negative consequences of risk factors through appropriate support services.

The CYPFW Act 2012 also states that it is the duty of the lead Ministry (represented by its Secretary) to "maintain an information management system on children and young people" and to "lead the on-going development of an integrated child and family welfare service system" (Article 7).

However, in reality, a systemic framework for the identification of children at risk and covering them with regular inspections and preventive measures does not seem to exist as of yet. Strong integration of field officers within communities supply them with solid knowledge of individual situations and is the core basis for their current work with vulnerable families. However, beyond such informal activities, there are no rules (formal or informal) for the systemic gathering of information to identify any spots of vulnerability, and no guidelines for particular measures to be taken to cover such children.

INDICATOR 5.5. ENFORCEMENT AND FOLLOW-UP

	ASSESSMENT	SCORE
Rules of action for providers working directly with children who fail to meet essential standards of quality are characterized by the following:	D	0
Four criteria for indicator		
• A robust system of sanctions for malpractice which is consistently applied;	No	0
• Provisions for tougher actions in cases of serious failure;	No	0
• Mechanisms to check for compliance with recommendations resulting from quality inspections;	No	0
• Mechanisms to provide professional supervision for social workers to guide and support the quality of their operations.	No	0

Sanction rules

Future registration of providers under the CYPFW Act 2012 could be revoked in cases of violation, but this mechanism is not yet in place. The new rule for minimum quality standards and registration of all child protection service providers introduced by the CYPFW Act 2012 includes several enforcement provisions. It states that the new mechanism should include inspections and evaluations, and – if "the status and qualification of individuals or organizations that provide the services" is deemed as inconsistent with the minimum standards by the Director, he may recommend that the registration of such provider is revoked by the Minister (Article 53).

Tougher actions for severe violations

In the absence of clearly spelled out sanction rules, it is not known whether they would differentiate between types of violations.

Follow up on recommendations

Given that the standards and inspections mechanism is not yet developed, it is not clear what follow up measures it would include.

Professional supervision for social workers

There is no requirement and no systemic practice of professional supervision. The CYPFW Act 2012 states that the lead Secretary is responsible, among other things, for undertaking "education and training on child and family welfare issues", but neither in this nor in other sections of the act does it mention specific requirements for the professional supervision of social workers and child protection specialists. The act does require that the Ministry develop new standards for non-state service providers and, in principle, these may in the future include a provision on the need for professional supervision for social workers in such organizations. However, it is not clear whether the new standards would cover government employees as well as non-state providers.

INDICATOR 5.6. INTEGRATION WITH COMMUNITIES

	ASSESSMENT	SCORE
Quality is ensured by maximum integration of communities in service provision, reflected in the following:	A	3.25
Four criteria for indicator		
• Most services and programmes available for vulnerable children involve community and voluntary sectors in the planning, development and implementation of child protection;	Yes	1
• There are specific community development and outreach programmes to promote child protection policies with account to local or regional priorities;	Yes, restricted	0.75
• Mechanisms are in place to ensure that vulnerable children remain close to their homes for as long as possible;	Yes, restricted	0.75
• Restorative juvenile justice is done through responsible policies which align the needs of young offenders with social welfare capacities in the communities.	Yes, restricted	0.75

Involvement of communities into child protection planning

Active consultation with multiple community-based stakeholders in making decisions for the protection of children is strongly required by the CYPFW Act 2012. The CYPFW (Article 26) requires that in planning any interventions to protect vulnerable children, the Director must ensure to a practicable extent that relevant family members participate in deciding what actions should be taken. It also invites the Director to involve, where reasonable, the mediation of other members of family, community and religious leaders. These actors should also be engaged to a maximum extent, where this is appropriate, in the care and protection plans.

Community outreach

Although social workers are required to engage with the communities, they often find it difficult to find practical and regular ways to organize such programmes. Integration with communities is strongly required both by the CYPFW Act 2012 and by the current organization of the social welfare service. The welfare officers based on the islands are nested within the MWYSA division primarily responsible for "Community development services". Working with communities is explicitly and repeatedly mentioned in the typical welfare officer's job description, which includes activities such as: coordination and monitoring of community development programmes; assisting, encouraging and supporting local and community initiatives; awareness raising and annual reporting on

community development programmes (see Box 1 on page 101). At the same time, only relatively few respondents in the mini-survey for this assessment mentioned that engaging in concrete community outreach activities was a task which consumed a significant share of their time (see Figure 31 on page 103). As was discussed previously, one reason is a lack of clear specification of possible tasks and activities in the current job descriptions and workplans.

Keeping children close to home as long as possible

Kiribati has almost no residential services, there is a strong tradition of family-focused solutions and an explicit requirement to keep children close to home within the CYPFW Act 2012. There are legal, cultural and infrastructural factors which strongly discourage the removal of children from their families.

• The Children, Young People and Family Welfare (CYPFW) Act 2012 explicitly states that one of the key decision making principles in taking any action in relation to a child or young person under this act is that "the preferred environment for the care and upbringing of children and young people is with their own family" (Article 6-b).

• The only residential facility available to shelter children removed from their homes as an emergency measure is the Our Lady of the Sacred Heart (OLSH) Women and Children Crisis Centre in South Tarawa. The capacities of this centre are overstretched and there is a limit to the amount of time children and women can spend in there.

The widespread practice of sending children to live on distant urban islands through kinship arrangements creates vulnerabilities which are not yet systemically addressed. Kiribati shares a strong tradition of informal adoptions and sending children away to alternative places of residence through kinship arrangements. The 2009 report "Protect me with Love and Care" showed that, at the time, 25% of the respondents shared that they had biological children under the age of 18 living outside of their household (UNICEF, AusAID, 2009). In most cases, children were sent to live with other relatives in urban locations (that is, on distant islands), mostly to attend school. The report revealed an "automatic (sometimes 'blind') trust in the hosts and the assumption that children would be safe with other family members – which may or may not be the case in reality". This lack of awareness about potential risks and the lack of visibility of such children for state supervision makes them especially vulnerable. The 2009 report "Protect me with Love and Care" recommended that separate research should be undertaken on kinship care and informal adoptions in Kiribati, as well as establishing a system of registering children in kinship arrangements; however, these do not seem to have taken place since their suggestion.

Restorative juvenile justice

The 2009 report "Protect me with Love and Care" showed a mixed picture with regards to community-based treatment of children in conflict with the law, but this was developed in the National Youth Policy 2011-2015. On the one hand, a majority of respondents expressed sympathetic attitude to such children (61% of respondents agreed that children who committed crimes should be accepted back to communities), but a significant share of people disagreed (12%) or were not sure (21%). In addition, 18% of the respondents stated that "such children do not deserve community help", and 33% had not heard of community-based rehabilitation programmes. This assessment has not collected comparable data to check whether the attitudes have improved since then and is not aware of concrete restorative justice programmes launched since that time. However, the National Youth Policy 2011-2015 has addressed juvenile justice as one of its key issues, specifically recommending to promote restorative justice over punitive approaches, and to make sure that future juvenile justice programmes supply vulnerable youths with positive role models and ways to constructively contribute to their communities (Government of Kiribati, 2010).

DOMAIN 6.
PUBLIC COMMUNICATIONS AND INFLUENCING

INDICATOR 6.1. CLARITY OF CHILD PROTECTION COMMUNICATION STRATEGY

	ASSESSMENT	SCORE
Public communication and influencing plans in child protection are expressed in the following:	B	2.0
Four criteria for indicator		
• The Government has undertaken evidence-based diagnostic studies of attitudinal factors and risks in child protection;	Yes, restricted	0.75
• The Government has a communication strategy for child protection, which outlines key objectives, messages, target audiences, influencing methods and mechanisms to obtain feedback;	No, extended	0.25
• Communication objectives in child protection includes measures to assess and bridge any gaps between statute law and religious, customary and traditional law;	No, extended	0.25
• Messages and action points from the agreed communication strategy are incorporated in the on-going programmes and measures in child protection related fields.	Yes, restricted	0.75

Diagnostic studies

The MWYSA began undertaking initial limited attitudinal research but it was limited to youth issues and is not yet supported by specific studies. The diagnostic part of the National Youth Policy 2011-2014 includes an analysis of cultural barriers to building youth-friendly environments and protecting young people from risk of maltreatment. As discussed below, much of this analysis relies on empirical evidence taken from existing surveys. Yet, many statements remain unreferenced and are not yet supported with either factual data or any in-depth research to investigate respective links and factors.

• **Sexual violence.** Discussion of key issues in adolescent health includes detailed analysis of attitudinal factors, with multiple references to existing surveys. For example, the

policy quotes 2005 UNICEF's analysis that illustrated the level of, and cultural factors behind, the contraceptive prevalence rate and the share of family planning users (lower prevalence was found in rural outer islands because of low confidentiality and smaller communities). It not only highlights the role of cultural value placed on the premarital chastity of girls, which results in the silencing of sexual abuse and stigmatization of its victims (including the practice of 'tekabara bure'), but also highlights the "highly vulnerable patterns of sexual behaviour amongst the young population", which expects that at marriage women should be virgins but men are encouraged to have experience. It therefore concludes that strategies to prevent violence and to prevent the spread of the STDs should be targeted at both young men and young women, and that the focus should be on the improvement and delivery of youth-friendly health services.

- **Substance abuse and related issues.** The detailed evidence-based analysis of substance abuse in the Youth Policy is extended with cultural analysis, such as the traditional value of the gift of tobacco (Mweaka) in many communities. It also analyses the higher prevalence of alcohol abuse among boys (again based on 2005 UNICEF data) concluding that this may be explained by social expectations for women not to drink and also to not socialize, while younger men often drink to "show their independence, aspire to 'modern' trends, relieve boredom, gain confidence or seek company".

- **Children in conflict with the law.** Diagnostic analysis for setting up the agenda for juvenile justice reform is based on the analysis of key factors behind the growing numbers of young people in contact with the law, albeit this section does not include any use of empirical evidence. It states: "While an important aspect of this (growth) is the legislative and regulatory framework that protects young people and promotes restorative justice principles, a major emphasis is to instil in young people the values of civic responsibility and social cohesion. (…) There are several factors related to youth crime. The need for cash or commodities may be one reason, but there are also others related to gender equality, lack of recreation and work opportunities for young people, difficulties negotiating the conflict between modern and traditional ways of living, social pressures, lack of guidance and positive adult role models, as well as alcohol and substance abuse". The policy therefore calls for targeting gender differentiations and promoting restorative over punitive justice.

The Government strongly relies on earlier findings of donor-led attitudinal research. In particular, the 2009 report "Protect me with Love and Care" helped the Government to formulate a range of observations related to child protection attitudes which are now utilized in the policy process:

- **Attitudes of communities to children in conflict with the law.** The study conducted for the 2008 report showed that children who committed crimes were not always readily accepted back into their communities. Overall, 12% of the respondents believed that this was not the case. Moreover, the study showed that scepticism about the current attitudes of young offenders was more prevalent among young people and the police, whilst justice and social welfare professionals tended to be more complacent about the situation.

- **Lack of generational change in disciplining methods.** The study demonstrated that there was "a surprisingly low level of change in discipline techniques in the space of one generation" in terms of reactions to the usage of corporal punishment, scolding, trying to consult with the child on the reason for wrong behaviour etc.

- **Attitudes to child protection issues by police and teachers.** For example, the study found that both teachers and police were broadly supportive of most child protection concepts, but it also found a "worrying lack of understanding of basic juvenile justice practices" with 89% of police officers saying that children should be treated in the same way as adults.

Communications strategy

While there is no separate communications strategy, strategic plans and some implementation mechanisms are embedded within a range of other documents:

- **The Children, Young People and Family Welfare (CYPFW) Act 2012 highlights the importance of promotional, awareness raising and behaviour-changing measures to ensure the prevention of abuse.** This includes programmes to strengthen families and communities by promoting child wellbeing as a concept, garnering public understanding of the dangers associated with various dimensions of child abuse and reinforcing caring attitudes to children.

- **The child protection outputs of the KDP broadly reinforce the CYPFW Act 2012 but do not help to operationalize it (lacking any communication components as such).** As was discussed earlier, the KDP objectives related to child protection are generally rather broad and do not explicitly address communication and behaviour change. Essentially, the KDP broadly supports the CYPFW Act 2012 and reinforces any of its requirements. In particular it includes outputs such as an "Enhanced enabling environment for socio welfare" and performance indicators such as an "Enhanced environment for implementation of the CRC" and "successful implementation of the child and social welfare document" (Government of Kiribati, 2012).

- **More detailed communication plans are included within the National Youth Policy 2011-2015, but it is not clear whether the same is true of other MWYSA strategic plans.** Strategic plans of the new MWYSA were not yet finalized by the time of this assessment, and therefore analysing their communication component was not possible. However, the already existing programmatic document which was available – the National Youth Policy 2011-2015 – contains strategic elements clearly related to child protection communications. In particular, this policy includes several separate areas and strategies listed:

Area	Policy objective	Communication strategy component
Education	To provide young people with opportunities to develop vocational skills and life skills to enable them to become responsible, self-reliant and contributing members of the community	• Raise awareness for parents and guardians to understand adolescent development and the importance of education, and their roles in supporting and guiding young people appropriately.
Health and Safety	To promote healthy life styles amongst youth with special focus on the dangers of alcohol and substance abuse, unwanted pregnancy, STI, HIV/AIDS and other social problems	• Develop communications strategies with the involvement of both young men and young women to reduce alcohol and substance abuse, address violence, abuse and exploitation issues, and promote healthy sexual and reproductive behaviour. Communication strategies should involve the delivery of messages through the school curricula, extra-curricular activities or advisory/support services in schools, as well as through community-based and non-government organizations.
Social Cohesion and Civil Participation	To promote youth-friendly environments within community, institutional and national levels that nurture participation and commitment	• Raise civic awareness through introduction of civic education in primary and secondary school curriculums and community education initiatives targeting young people. These initiatives should cover human rights issues and promote cultural heritage. Issues such as domestic violence should be emphasized; • Promote restorative justice practices for young offenders at legislative, institutional and community levels; • Provide support to young people facing social stigma and victimization, such as teenage mothers, ex-offenders or young people living with disabilities, by providing counselling and by educating communities; • Facilitate inter-generational dialogue, mentorship and activities to foster respect and understanding between older and younger generations, parents and their children, between modern and traditional values, and between community and national levels.

"Going to communities for awareness is one of the things we are trying to do. The Government approved a specific programme for awareness raising. People are not always informed about bills which are passed and approved, so one aim we have is to make people aware about our new regulations. We are targeting communities in outer islands, but not only there, also we do it via radio, media, newspapers, so that people are informed and understand. We also target church leaders because this is the most important. They are the ones who are listened to by people. And also the NGOs, we explain to them what was passed, specifically for them, and the things they should know."

Bridging statute, religious and traditional law

The 2008 report "Protect me with Love and Care" noted that the traditional justice system – the Maneaba – is prevalent and powerful, requiring "consideration and careful handling". The dangers for children included a continued reliance on corporal punishment in traditional law, as well as a "potential to discriminate against women and children". The report recommended developing ways to take into account the Maneaba process within formal police practice, at least to eliminate risks of double jeopardy (as sometimes children may be sentenced through both formal and informal systems). The report also strongly recommended further research on the traditional justice system in Kiribati to identify ways in which it could be connected with the formal system for it to work together to protect children (UNICEF, AusAID, 2009).

One objective related to the bridging of traditional and "modern" values was incorporated into the National Youth Policy 2011-2015. The National Youth Policy 2011-2015 included as part of its communication strategies a plan to "facilitate inter-generational dialogue, mentorship and activities to foster respect and understanding between older and younger generations, parents and their children,

between modern and traditional values". However, it is not clear whether and how this plan was operationalized into practical programmes.

Messages incorporated into programs

Broad messages from the two programmatic documents are incorporated into the current communication agenda, but it is not certain what exact activities are used for this purpose. Generally, community development and awareness raising clearly feature in the current organization of child protection (job descriptions, formal work objectives and actual tasks undertaken by most officers, as was discussed previously). Descriptions of these communication efforts by the participants of the FGDs and the mini-surveys generally corresponded to the broad messages stated in the CYPFW Act 2012 (promotion of key child protection concepts; raising awareness about the dangers of child abuse; reinforcing caring attitudes). Many participants also explicitly mentioned working to strengthen parenting skills; empowering young people by helping them to become more confident and aware of their rights and ways to seek help – the messages set up by the National Youth Policy. However, this assessment was not able to verify what precise activities are taking place within this broad communication agenda.

INDICATOR 6.2. AVAILABILITY OF EVIDENCE ON VALUES, ATTITUDES, CUSTOMS AND TRADITIONS

	ASSESSMENT	SCORE
Communications are supported by the following:	**C**	**1.0**
Four criteria for indicator		
• Number of barometric or other attitudinal surveys conducted over the last 5 years to assess and measure public attitudes towards child abuse, exploitation, and violence is positive and growing;	Yes, restricted	0.75
• Number of surveys over the last 5 years to assess and measure outcomes for children related to key specific child protection priorities in the country (e.g. violence against children) are positive and growing;	No	0
• Number of national studies related to cultural context, traditional beliefs and attitudes to child protection is positive and growing;	No	0
• Any gaps and collisions between child protection agenda and customary laws are well researched and clearly formulated; research is underway to design ways to bridge existing divergences.	No, extended	0.25

Surveys to measure attitudes

Kiribati ran at least two gender-based violence surveys but there is little information in their questionnaires and findings. As was discussed earlier, there were two studies on gender-based violence which took place in Kiribati in earlier years. One was the year-long nation-wide survey on the state of women and children in Kiribati – the Kiribati Family Health and Support Study (KFHSS) undertaken by the NSO and MHMS in 2008 (funded by AusAID, UNPFA and the SPC) and drawing on the methodology of the WHO Multi-Country Study on Women's Health and Support (FHSS). (Rasanathan & Bhushan, 2011). The original WHO survey was modified through comprehensive piloting, but the final questionnaire and survey report are not available in the public domain and are not mentioned in any Government documents or websites. The other study was the Amnesty International survey of partner violence which took place in 2010 (Kingi & Roguski, 2011). As was discussed earlier, none of these surveys were mentioned in the current programmatic documents related to child protection.

Other current surveys do not seem to have attitudinal dimensions, although some behavioural patterns are reflected in the Census. There are two types of surveys regularly conducted by the Kiribati National Statistics Office: the Census and demographic surveys (1921; 1985; 2000; 2005; and 2010 – next one planned for 2015) and the Household Income and Expenditure Survey (HIES) which was undertaken in 2006 (and was planned again for 2014 subject to availability of funds (Government of Kiribati, 2013)). None of these surveys have included attitudinal variables. The Census contained a range of behavioural dimensions such as alcohol, kava and tobacco consumption, usage of internet, literacy rates etc. However, there are no questions on attitudes and values as such.

Important attitudinal evidence is collected through external surveys but the focus is rarely on children. There is also a range of external surveys periodically conducted in Kiribati in cooperation with local partners. These include, for example, the Kiribati Demographic and Health Survey (DHS) undertaken jointly by the NSO and the Secretariat of the Pacific Community (SPC) with assistance from the ADB, the WHO STEPS survey for chronic disease risk factor surveillance and the UNICEF-led research on domestic violence and child protection.

- **The 2009 Demographic and Health Survey (DHS).** The 2009 DHS in particular contained an attitudinal block related to tuberculosis, HIV/AIDS, family planning (e.g. questions on reasons for not using contraception, exposure to family planning messages), fertility (e.g. questions on ideal family size and desire for more children), child mortality and child nutrition. Importantly, it also created a large block dedicated specifically to women empowerment including questions on the woman's participation in decision-making at home (and attitudes to this from husbands and wives), unmet needs of women, as well as attitudes towards wife beating and towards

refusing sexual intercourse (NSO; SPC, 2010). However, evidence on attitudes towards child protection issues collected through this survey were only indirect.

- **2009 report "Protect me with Love and Care".** Essentially, direct evidence on values and attitudes, including those related to child protection, were never collected, apart from donor led studies such as the 2009 report "Protect me with love and care", as was described earlier (page 138). However, the research methodology of this study was rather focused on explorative methods rather than comprehensive sampled surveys (UNICEF, AusAID, 2009).

Surveys to measure child protection outcomes

Current surveys provide only indirect evidence on child abuse; no prevalence data is collected via surveys. Indirect evidence on some child protection issues could be inferred from the existing Census and HIES, as well as the DHS. For example, the Census contains information on teenage marriages and fertility rates, child mortality and school enrolment. However, data on child protection outcomes including the prevalence of child maltreatment, child labour etc. is only available from the records of respective authorities overseeing respective service provisions.

Studies on beliefs and attitudes

The University of the South Pacific fosters a wide range of world-class research, focusing on the culture, customs and traditions in the South Pacific. Specific past and current research looks into the changes which are taking place in the indigenous cultural systems, the impact of cultural development programmes and policies, the traditional perception systems of self and the world, as well as unique traditional ways of acquiring and transmitting knowledge (see, for example, (Nabobo-Baba, 2006)).

At least some of the USP research as well as studies by other institutions are looking specifically into Kiribati cultural context and its social impact, but these are currently very few. This assessment was able to identify at least one USP paper investigating ways in which traditional community structures in Kiribati may be used to organize sustainable eco-systems and rural livelihoods (Frank, 2012). In relation to child protection, in 2009 a researcher from the University of Dundee, UK, looked specifically at the challenges of child adoption presented by plural legal systems in the South Pacific (Farran, 2009). However, otherwise, current research linking cultural context to child protection in the South Pacific and Kiribati in particular is limited. This gap combined with visible interest from academics in the USP, as well as globally in the research of cultural systems in the Pacific, is an opportunity on which the Government of Kiribati could actively capitalize.

INDICATOR 6.3. ALERTNESS TO CHANGING RISKS AND VULNERABILITIES

	ASSESSMENT	SCORE
Child protection communications include the following:	A	3.5
Four criteria for indicator		
• Communication strategies are regularly updated to incorporate new child protection risks;	Yes, restricted	0.75
• Programmes in child protection communications cover new and emerging vulnerabilities (e.g. related to digital technologies, new trends in tourism, climate change);	Yes	1
• Public communication and awareness raising plans addressing key child protection concerns have been prepared specifically for key intermittent natural emergencies;	Yes, restricted	0.75
• Communication and influencing programmes set up to prepare for child protection risks resulting from potential social disruptions (conflict, civil disorder).	Yes	1

Research on bridging child protection agenda with customary laws

The 2009 study on the links between plural legal systems and child adoption systems in the South Pacific, as mentioned earlier, is the only example of any identified and relevant research.

Regular revision of communication strategies

Current influencing strategies are scattered across mid-term planning documents that cover 4-5 years and are subject to periodic revision. Current communication strategies are contained within mid-term programmatic documents such as the KDP 2012-2015 and the Youth Policy 2011-2015. Covering 4-5 years, both of these documents assume periodic revision. The KDPs are devised regularly covering consecutive four-year periods. The Youth Policy 2011-2015 was introduced after a gap of almost 8 years: the previous youth policy was introduced in 2003 and, according to the Government's own account, "received little support" and most of its plans and strategies "were neglected". The current youth policy therefore aims to explicitly build on the lessons learned from the previous planning round. However, without access to the actual contents of the previous communication plans, it is difficult to assess to what extent the messages and approaches were actually modified.

Programmes on new risks

The National Youth Policy 2011-2014 noted several emerging vulnerabilities related to the changing social and economic environment in Kiribati. These include:

• Increasing numbers of young persons coming into contact with the law as a result of further urbanization of South Tarawa and the continued outmigration of Kiribati to the capitals of the outer islands (linked, in turn, to climate change and the growing pressures of a cash economy).

• Growing numbers in the sexual exploitation of young women as a result of growing exposure to maritime commerce;

• Growing incidence of substance abuse linked, among other factors, to the fashion of "modern pastimes".

Communications to prepare for natural disasters

The Kiribati National Disaster Risk Management Plan 2012 clearly outlined arrangements for emergency communications, including a specific communication plan.

• An emergency communication plan is part of an emergency warning issued as a matter of priority in case of an event or threat of disaster. The communication plan is supposed to provide framework to facilitate emergency

warnings amongst all stakeholders. The primary agency responsible for communications during disasters is the police service, which should maintain operational readiness at a police communication centre for effective connection with the outer islands, fire, ambulance and heavy rescue. This should be done in liaison with the Ministry of Communications, Transport and Tourism Development (which must ensure that emergency broadcasts are included into all communication systems, including SMS alerts, and must maintain communication links between all agencies).

- The key features of the communication plan are explicitly outlined in the strategy. The key agency responsible for the production and implementation of the plan is the National Disaster Risk Management Council (NDRMC). It is the responsibility of the NDRMC to ensure that the plan is regularly revised, tested through exercise simulations and addressed via training programmes. The plan includes three sections: internal operations (information to the Government and communities); external operations (information to other countries and international organizations); and messaging/contact information.

At the same time, the current communication plan does not explicitly address child protection concerns. The communication plan as it is described in the NDRM Strategy 2012 (Part 3) has elements which are relevant to protection risks, but does not address them explicitly (Government of Kiribati, 2012). It states that:

- The communication services office of the Beritltenti is responsible for issuance of public information, notices to the population to prepare shelters, and monitoring of disaster information (but without any specific requirements to include information on child safety);

- The Ministry of Education is responsible for preparing and informing schools; but, again, without any specification to make sure that, in such activities, child protection risks are known and addressed;

- The (former) Ministry of Internal and Social Affairs under the current communication plan is responsible exclusively for "coordinating all communications with local governments and churches";

- The Commissioner of Police has a range of communication responsibilities but without any reference to the safety of women and children (in particular, there is no specification of emergency-related communication tasks for Domestic Violence and Sexual Offences (DVSO) Units.

Communications to manage risks related to social disruptions

Social cohesion is one of the core cultural and political values in Kiribati society and public administration, contributing to overall social stability. Since the introduction of the Kiribati Constitution (which was assessed by some observers as a process which contributed to building a socially stable structure, as was discussed on page 39), public administration in Kiribati has been based on strong principles of cohesion, consultation and stability. One example discussed earlier was the decision to introduce the mandatory separation of the first and second reading of all laws in time into different sessions of Parliament so that any new initiatives could be discussed with the constituencies of the outer islands. In another example, significant structural reforms in the Kiribati economy proposed by international organizations – such as, for instance, the reformation of the highly problematic State Owned Enterprises (SOEs) – took considerable time given that the Kiribati authorities insisted that any process would be subject to prior building of social consensus (IMF, 2001).

Influencing strategies for child protection continue to emphasize social harmonization as a way to prevent various forms of social conflict affecting young people. In the spirit of this approach, the current programmatic documents related to child protection further highlight the need for social harmony and cohesion as one of the key methods to prevent the exposure of children to violence – as victims and as offenders. The Youth Policy 2011-2015 in particular has social cohesion and civic participation as one of the four core policy areas.

"The authorities broadly agreed with the mission's recommendations on fiscal policy but cited constraints in proceeding in proceedings with structural reforms. (…) More generally, the authorities insisted on the importance of social cohesion, which required that they build social consensus before proceeding with reforms. These reforms would therefore be undertaken at a pace more suited to Kiribati's cultural environment."

INDICATOR 6.4. INTERACTIVE AND ON-GOING ENGAGEMENT WITH KEY AUDIENCES

	ASSESSMENT	SCORE
Implementation of the child protection communication strategy includes:	C	1.0
Four criteria for indicator		
• A breakdown of strategic communication objectives into smaller short-term and more manageable tasks ("the sprints");	No	0
• Regular discussion of communication agendas and context by the coordination structures in child protection ("the scrum") resulting in the correction of messages and approaches;	Yes, restricted	0.75
• Activities to keep track of changing communication context and to involve inputs from key audiences (children, parents, community-leaders, faith-based organizations, etc.);	No, extended	0.25
• The process of approval for fresh communication content is straightforward and transparent.	No	0

Breakdown of objectives into smaller tasks

Communication objectives seem to be limited to mid-term (4-5 year) time horizons. The only description of the communication agenda which was available for this assessment was within the 4-5 year mid-term planning documents. It is not clear how this agenda is operationalized in practice. The MWYSA annual workplan was not ready at the time of this report, and there does not seem to be any practical tool for breaking down communication tasks into even smaller time horizons within one year.

Fast-reaction team for regular fine-tuning of messages

The Youth Policy planned to engage young people directly into development messages at the design stage, but not necessarily in the process of further communication to incorporate feedback. The National Youth Policy 2011-2015 is very straightforward regarding the need to design communication messages together with young people themselves. It recognizes that messages which were imposed by adults have failed in the past and that this time round the campaign should be developed jointly with the youth "to ensure their ownership and adherence". However, it is not clear whether the youth were indeed effectively engaged and whether this joint brainstorming was regular and resulted in the constant fine-tuning of messages to incorporate feedback.

Keeping track of changing communication context

While monitoring communication context is required by the Youth Policy, it is not certain whether and how effectively it is done in practice. On the one hand, the National Youth Policy 2011-2015 strongly highlights the importance of monitoring and evaluating communication efforts and of "gathering evidence that the action strategies of the policy are indeed supported (by) the aspirations of young women and young men in Kiribati". To achieve this, each activity under the policy is supplemented with an indicator of change and monitoring templates administered by the MISA (MWYSA) which should "collate all stakeholder reports to comprehensively understand the progress, implementation and overall results achieved by the policy". However, this assessment was not able to access the actual list of activities, which operationalize the policy, or the respective templates to see whether these were indeed capturing feedback on communication context. It is also unclear how frequent such reporting should be and whether it would be capable of taking into account the changes in context so that the messages could be quickly incorporated within the methods of influencing. There are not yet any systemic ways to collect inputs from target audiences (such as, for example, Most Significant Stories for use in further communications).

Simple procedures for fresh content

There is no structure or transparent procedure to approve and document new communication content. There is also currently no documentation of messages circulated as part of behaviour change efforts. While this gives welfare officers and other child protection staff considerable flexibility in building their communication with target audiences, these autonomous communications do not reflect the Government's systemic influencing strategy.

INDICATOR 6.5. BUILDING ON EXISTING POSITIVE VALUES

	ASSESSMENT	SCORE
Communication and behaviour change strategies in child protection incorporate existing positive values and achievements:	C	1.5
Four criteria for indicator		
• Messages and behaviour change programmes clearly link to current positive views on children, society, and human rights;	Yes, restricted	0.75
• Communication programmes identify barriers to behaviour change and offer information and user-friendly solutions on how these could be overcome;	No, extended	0.25
• Communication offers a range of positive consequences for the stronger protection of children;	No, extended	0.25
• Government agencies use a range of best practice models, cases and positive deviance examples to demonstrate how child protection issues could be positively resolved.	Yes, restricted	0.25

Links to current positive values

Promotion of current positive values is explicitly required by the CYPFW Act 2012 and the Youth Policy:

• The Children, Young People and Family Welfare (CYPFW) Act 2012 (Article 15) clearly states that prevention services led by the Director for Children and Family Welfare should include: (a) Promotion of respect for Kiribati values and traditions that encourage caring attitudes and behaviour towards children and young people; and (b) Reinforcement of positive, caring and protective practices by parents, families and communities.

• The analysis of substance abuse among young people in the Youth Policy states that "Previous attempts at raising awareness have largely been ignored by young people". Therefore, the proposed approach is "to seek to engage young people in the development of appropriate and effective communication messages in order to ensure their ownership and adherence. In addition, strategies should aim to provide alternative constructive past-times for young people".

However, the Youth Policy covers only one age category and it is not certain whether its positive approach was implemented in practice. This assessment did not investigate whether and which positive messages and alternatives were actually included into programmes and activities. Moreover, the Youth Policy 2011-2015 covered only one part of the child protection communication agenda, related to young people rather than children of smaller age.

Information to deal with change barriers

Limited analysis of barriers to change is available in the National Youth Policy 2011-2015. As was described earlier, the only explicit set of communication strategies which were available within the Youth Policy includes analysis of previous failures to promote behaviour change (in the area of substance abuse). According to the policy, such a barrier is the lack of ownership of alternative past-time ideas among young people, which led to the proposed solution of their stronger involvement in designing communication messages in the future. There were no analyses of barriers to change beyond this example.

Explanation of positive consequences

There is some indication that the use of positive evidence in communication is currently limited. This assessment was not able to systemically analyse the content of the actual communication delivered as part of the behaviour change policy in Kiribati. The few interviews held in the field indicate that the role of positive evidence in current communication may be limited. In particular, during an interview with community representatives in North Tarawa it was noted that the promotion of positive disciplining methods as an alternative to corporal punishment was a significant challenge for teachers and welfare staff. One difficulty was the lack of practical arguments to convince parents to change their approaches. Limited information shared during this consultation on the developmental benefits of raising children without physical and emotional abuse, and the positive impact of this on the child's future academic and professional attainment, was met with considerable interest; this evidence did not seem to have been part of the previous dialogue on the matter.

Models, cases, best practices

The National Youth Policy 2011-2015 insists on active use of positive models, but it remains to be seen whether these are implemented in practice and with other target groups in addition to youth. The National Youth Policy 2011-2015 repeatedly highlights the need to provide youth and communities in general with "alternative constructive options for past times for young women and young men, including volunteer work and promotion of different sports, music, art and crafts and other areas based on young people's talents" (Government of Kiribati, 2010). It remains to be verified whether these policy decisions were followed up with practical work on the promotion of positive models. It also remains to be verified whether similar approaches are used in communication regarding child protection with other categories of children.

INDICATOR 6.6. INVOLVEMENT OF KEY OPINION LEADERS

	ASSESSMENT	SCORE
The Government cooperates with the following stakeholders with the aim of promoting positive attitudes in child protection:	B	2.5
Four criteria for indicator		
• Community leaders;	Yes	1
• Faith-based organizations;	Yes, restricted	0.75
• Other influential organizations and individuals;	No	0
• Children themselves.	Yes, restricted	0.75

Community leaders

Cooperation with community leaders and other groups of influential stakeholders in the organization of child protection is a strong requirement of current legislation. The current legislation repeatedly calls for the Government to involve communities in child protection policy design and delivery:

• The Children, Young People and Family Welfare Act (CYPFW) 2012 states that it is the duty of the MWYSA Secretary to "support communities, women's groups, youth groups, churches and other faith-based organizations, and non-governmental organizations to develop programmes for the protection of children and young people and the prevention of violence, abuse, neglect and exploitation".

• The National Youth Policy 2011-2015 states that the lead agency for policy implementation is the Youth Unit (previously within the MISA, currently moved to the MWYSA). The Youth Unit and the Ministry of Social Affairs "play both advocate and catalyst roles and maintain regular discourse across all government departments, CSOs/NGOs, including churches, youth organizations and other youth stakeholders throughout Kiribati".

The Government appreciates the role of community leaders and community-based opinion makers and uses this information strategically in building practical communications. It was explained during the FGDs that any child protection work in the outer islands and especially the communication of new ideas is usually based on careful consideration of community dynamics. In each case, entry points and sequencing is decided based on prior analysis

of local stakeholders, their respective positions, interests and mutual relations (including mayors, unimane, churches, faith-based organizations and NGOs). The approach is usually built on the following principles:

• Key entry points for new initiatives are mayors, island councils and/or the unimane. The approach is to present new ideas by highlighting their benefits and peace to the people of the community, thereby motivating the mayors to provide support. It is also usual to invite mayors and/or unimane to become part of the actual team working on new projects, which gives these projects weight and authority in the eyes of the community. One additional benefit of this approach is to make sure that any new message is explained to the community by their mayor or unimane "in a way that is acceptable".

• In cases where some of the new messages would come in conflict with the views of the unimane, the usual approach is to influence the situation through the mediation of key churches, given that "church and unimane – they largely go together because they respect each other". For example, such cases arise where unimane might suggest exceptionally hard punishments for some offences, such as the banishment of community members from their islands.

• Relations with NGOs may depend on their size and affiliation. Large organizations supported by significant international sponsors are respected as powerful stakeholders, and their views are rarely disputed. Smaller community-based organizations such as sports associations are more dependent on government support, including financial contributions, and are therefore more accountable and subject to stronger control.

Faith-based organizations

As discussed above, churches and faith-based organizations are recognized as key stakeholders by their regulating and practical influencing in the field. Apart from being powerful service providers[50], church representatives are involved in mediation and dispute resolution as discussed above, and are invited to participate in most new initiatives to support and promote new ideas and messages.

There is some evidence that effectively engaging faith-based organizations is not always easy. One occasional bottleneck is the risk of a potential clash between some child protection principles and some individual church doctrines, e.g. in the area of reproductive health.

As significant opinion makers in communities, churches could be involved more intensively as pro-active advocates for child protection. Participants of the consultations shared that the influence of church leaders on public opinions and practices was very significant. One possible confirmation to this is the fact that over the last few years the significant growth in household cash contributions to churches happened even among the poorest communities on the outer islands, and even where it was reported to become a source of financial stress for the families. At the same time, studies showed that many churches tended to allocate this revenue to buildings and staff costs, with few examples of their funding additional community-oriented programmes (AusAID, 2012). There is therefore a scope for engaging churches more actively into helping those in need and, in particular, the vulnerable population groups such as children at risk.

Other influential agents

There is no practice of engaging other prominent opinion-makers into communication campaigns for child protection. There has been no discussion on alternative authoritative agents for influencing and no such programmes are in place. Investigating who exactly could possibly play that role in Kiribati would require a separate analysis.

- **Local and regional celebrities.** It is not clear whether there are any local, regional or international celebrities who may have influencing power (although some studies pointed out that generally stars and celebrities may be very influential in some Pacific cultural contexts (King, Oosterman, & Johnson, 2013).

- **Local musical bands and songwriters.** One possibility which seems to have been successfully used previously for awareness raising around climate change was to organize public communications and influencing through Kiribati musicians. A song on the risks of climate change performed by a Kiribati singer, Brian Taki, has been shown in the buses in South Tarawa and seems to have gained considerable popularity (see Figure 40).

Children

Engaging young people into preventive and promotional programmes is encouraged by the National Youth Policy, but it is not clear how effectively this happens in practice and with other age groups. According to the National Youth Policy 2011-2015, youth (including youth organizations and any other youth stakeholders) should be active participants in policy implementation mechanisms, coordinated by the MWYSA Youth Unit. In particular, the MWYSA is mandated to: (1) establish a partnership with young people, such as a National Youth Council (NYC) to act as the voice of young people; and (2) consult with this network of young people where necessary and act on behalf of the NYC. This assessment did not investigate whether these requirements had materialized into the practical and effective involvement of young people in communication programmes – in the case of youths and other, younger age groups.

---

[50] The only shelter for the victims of abuse operating in Kiribati is the Women and Children Crisis Management Centre run by catholic nuns (funded by the Our Lady of the Sacred Heart (OLSH) Church.

Figure 40. Brian Taki: Climate Change (Kiribati Song, 2013)

Brian Taki - Climate Change

Searching for an answer, searching for my refuge,
As the world is getting worse day and night,
Why there's so much pain, why there's so much struggle?
I cry to my Lord to help me through.

My people, oh my people,
My country oh my own,
Stand strong, stay strong
Until the end of times.

Climate change is spreading out,
Rising waves with storms,
And I cry to my Lord to help me through.

Tomorrow? I am not sure as I try to see the future,
As the world is getting worse day and night,
My brothers and my sisters
Sitting on the other side,
They see no future.

Climate change is upon us,
The angry see will kill us all,
And we cry or we cry
To our Lord to help us through.

ANNEX 1. SUMMARY OF SCORES

DOMAIN 1. POLICY PROCESS

Indicator 1.1. Clarity and consistency of child protection policy priorities

Regulatory framework is capable of instilling a collective sense of direction in child protection reforms:	B	(2.75)
• The country has ratified UN conventions relevant to children's rights to protection;	No, extended	(0.25)
• The Government has a national child protection policy statement or national framework document, supported with respective plans of action with clear mid-term priorities;	Yes, restricted	(0.75)
• National programmatic documents for child protection are supported with coherent sub-national legislation or consistent guidelines for implementation at relevant sub-national levels;	Yes	(1)
• Child protection priorities are known and understood by the majority of stakeholders throughout the system.	Yes, restricted	(0.75)

Indicator 1.2. Coherent legal specification of key concepts

The country's legislative environment is characterized by the following:	C	(1.75)
• The country's constitution contains provisions on child rights, consistent with the CRC, allowing application of all its provisions and principles;	No	(0)
• Legislation is drafted and regularly revised based on ex ante whole-of-government consultations on key controversial issues to reach political consensus and bridge sector-specific regulatory agendas. There is a clear mechanism to administer such policy dialogue.	Yes, restricted	(0.75)
• National legislature has sufficient analytical support and capacity to follow child protection policy initiatives and to ensure approval of appropriate national laws;	No, extended	(0.25)
• The country's legislation contains child protection definitions and provisions on child rights, which are sufficiently specified, precise, and consistent with the CRC, allowing application of all its provisions and principles.	Yes, restricted	(0.75)

Indicator 1.3. Strategic preparedness to potentially volatile environment

Systems for crisis prevention and recovery include the following:	B	(2.0)
• The Government has developed disaster and emergency preparedness strategies and action plans for the management of multiple risks that have significant impacts on children in times of natural hazard or conflict situations	Yes, restricted	(0.75)
• Inter-agency mechanisms are established for addressing child protection risks in case of emergencies and disasters (coordination and data exchange systems, joint guidelines, response plans and training for staff across relevant sectors)	Yes	(1)
• Preventive measures are based on risk assessments to identify and build capacities on the most vulnerable areas and population groups.	No	(0)
• Capacities of response systems focusing specifically on child protection were built through training awareness raising, information sharing, establishment of focal points and appropriate services, safe spaces and community-based structures.	No, extended	(0.25)

Indicator 1.4. Policy coordination for child protection

Availability and effectiveness of policy coordination structures:	B	(2.5)
• There is a parliament or other oversight body on child protection, which has a clearly defined mandate, authority and resources to implement policies, and meets regularly;	Yes, restricted	(0.75)
• There is an inter-ministerial mechanism that coordinates child protection activities, which has a clearly defined mandate and institutional leverage, meets regularly and is attended or followed up by senior officials;	Yes, restricted	(0.75)
• There is a mechanism at the national level for the government and civil society to coordinate on child protection policies, legislations and programming;	Yes, restricted	(0.75)
• There is a coordination mechanism to effectively engage international development agencies into child protection, which has a clear set of objectives related to child protection and meets regularly.	No, extended	(0.25)

Indicator 1.5. Policy monitoring

Policy monitoring framework for child protection includes the following:	D	(0.25)
National programmatic documents for child protection are supported by monitoring and evaluation framework which is integrated into the policy cycle	No, extended	(0.25)
Monitoring and evaluations undertaken to assess child protection policies generate practical feedback to policy makers	No	(0)
Analysis undertaken to review policies contains evaluation of policy impact	No	(0)
There are clear processes and responsibilities for collecting data required for monitoring and evaluation, making sure that analysis covers sufficient scope of issues and produces reliable results	No	(0)

Indicator 1.6. Synergies across sectors

The following arrangements have been achieved:	C	(1.0)
• Existing social protection and employment measures are designed in ways which incorporate and reinforce child protection impact and are sustainable in the long-run	No, extended	(0.25)
• In the ministry with lead Justice role and the ministry with lead Interior role, adequately resourced structural units are specifically dedicated to issues related to specific vulnerabilities faced by children within the justice system and policies have been developed to provide a range of preventative, promotional and protective services for children in conflict with the law	Yes, restricted	(0.75)
• Health sector strategies and programmes explicitly recognize the roles and responsibilities of health professionals in safeguarding children, helping to ensure appropriate and timely interventions, awareness raising and data collection	No	(0)
• Education sector policies include guidance and support to teachers, school governors and volunteers to support child protection within education settings (codes of conduct, procedures for dealing with protection concerns etc.)	No	(0)

DOMAIN 2. PUBLIC FINANCIAL MANAGEMENT

Indicator 2.1. Strategic budgeting based on realistic costing

The country's budgeting system includes the following:	C	(1.5)
• The Government operates under a multi-year financial forecast, on a rolling annual basis, which includes expenditure estimates for child protection related programmes;	Yes	(1)
• Links between multi-year estimates and subsequent setting of annual budget ceilings for child protection are clear with differences explained;	No, extended	(0.25)
• The Government's child protection strategy is costed, these costs are explicitly considered during the budget process and fed into agreed priorities in resource allocation;	No, extended	(0.25)
• Policy-makers in child protection have a regular supply of data which allows them to track utilization of assets, expenditure and budget execution by child protection programmes and facilities.	No, extended	(0.25)

Indicator 2.2. Transparency and credibility of budget allocations

Financial planning systems allow spending agencies to be certain that budgeted allocations would be actually available during the year. This is reflected in the following:	C	(1.5)
• Variance in composition of expenditure out-turn compared to original approved budgets (excluding contingency items) across budget heads (linked to PEFA PI-2);	Yes, restricted	(0.75)
• The stock of expenditure arrears in child-related spending is low and decreasing (linked to PEFA PI-4);	No, extended	(0.25)
• Budget formulation and execution is based on classification which complies with GFS/COFOG standards and has sufficient detail to produce consistent documentation for child protection expenditure analysis (linked to PEFA PI-5);	No, extended	(0.25)
• Spending units (MDAs – Ministries, Departments and Agencies) operate under reliable cash flow forecasts, effective system of expenditure commitment controls and are regularly audited.	No, extended	(0.25)

Indicator 2.3. Spending flexibility

The following rules help spending agents to use funds flexibly to ensure the most efficient delivery of services:	A	(3.75)
• Child protection budgets represent a balanced mix of line items and lump sum (discretionary) appropriations, and key spending agents have sufficient flexibility to re-allocate funds between budget lines to ensure effective child protection responses at their level, including in cases of unforeseen events and contingent financial need;	Yes	(1)
• There are clear, transparent and practical rules for in-year budget adjustment and revision, and key spending units are able to carry over unused funds from one fiscal year to another, subject to due checks;	Yes, restricted	(0.75)
• There are provisions in the PFM system which allow spending units to keep efficiency gains and use them for other purposes;	Yes	(1)
• The budget includes sufficient contingency funds which could be quickly mobilized in cases of emergencies with child protection risks	Yes	(1)

Indicator 2.4. Lack of financial incentives to particular service types

Spending units have tools and the right incentives to invest in those services which serve the best interests of the child in any given context:	B	(2.75)
• Child protection financing framework is neutral with regards to types of child protection services and contains no financial incentives that have detrimental effects on children, for example, capitation payments that provide incentives to place children in residential care;	Yes	(1)
• There are no regulatory obstacles or financial penalizations for spending units to engage in alternative cost-beneficial solutions in child protection such as contracting out services.	Yes	(1)
• There is a clear institutional division between purchases and providers in supplying publicly funded child protection services	Yes, restricted	(0.75)
• Arrangements are in place to support competitive procurement of front line child protection services to serve the best interests of the child rather than particular service providers	No	(0)

Indicator 2.5. Value for money awareness

Arrangements are in place to ensure that the Government procures services which bring maximum benefit to children for any amount spent within the available resource envelope:	D	(0.25)
• Child protection strategies are supported by analysis of fiscal constraints and response scenarios related to the risks of fiscal consolidation;	No	(0)
• Program implementation plans in child protection include measurable benefit targets;	No	(0)
• Child protection strategies are supported with cost-benefit analysis of alternative policy options;	No, extended	(0.25)
• The Government undertakes performance audits to assess child protection impacts of programme implementation.	No	(0)

Indicator 2.6. Effective structures for decentralized funding

Financial relations between tiers of spending units / levels of government engaged in child protection are based on the following:	A	(3.25)
• Multi-level financing structure, regardless of the specific decentralization model, is supported by functional tools to ensure that decentralized funding of child protection is effective, equitable and sustainable ("central oversight / intervention and local autonomy / accountability are in functional balance")	Yes	(1)
• The central government accurately reimburses financial costs imposed on sub-national budgets by central child protection policies ("realistic funding, vertical gap coverage")	Yes	(1)
• Horizontal allocation of transfers linked to child protection expenditures among sub-national governments is determined by transparent and rules-based system ("fair funding, horizontal gap coverage")	Yes	(1)
• Public financial management capacities at sub-national level are sufficient for ensuring effective implementation of any delegated functions related to child protection	No, extended	(0.25)

DOMAIN 3. HUMAN RESOURCE MANAGEMENT

Indicator 3.1. Standards for child protection professionals

Regulatory framework for child protection includes:	C	(1.25)
• A definition (in training or other institutions or in policy) on the professional responsibilities, skills & required training & standards to which social workers will be held accountable;	No, extended	(0.25)
• Within the above: specific requirements and standards for social workers working with children;	No, extended	(0.25)
• A certification, accreditation or licensing process for social workers and other professionals who work within child protection;	Yes, restricted	(0.75)
• An independent and active professional association of social work professionals.	No	(0)

Indicator 3.2. Personnel accounting and payroll control

The Government is equipped with the following tools to oversee activities of the child protection work force:	D	(0)
• Agencies involved in child protection support personnel databases of child protection staff which are directly linked to payroll, which are regularly updated and reconciled;	No	(0)
• There is a system of payroll audits to identify control weaknesses and ghost workers;	No	(0)
• Average absenteeism rates in representative samples of different cadres of staff working in child protection are low and decreasing;	No	(0)
• There is a robust system of support and oversight of the child protection activities undertaken by the paraprofessionals (such as community volunteers).	No	(0)

Indicator 3.3. Continuity of policy commitment, knowledge and skills across electoral cycles

Governments at all levels developed mechanisms to ensure continuity in policy implementation and institutional memory between electoral cycles, including:	C	(1.25)
• Civil service regulations which ensure against excessive staff turnover following elections;	Yes	(1)
• Arrangements for provision of non-partisan child protection policy advice and guidance to elected officials at all levels;	No	(0)
• Capacity building covering key child protection issues and policy updates for newly elected officials and newly recruited staff (including manuals and other written materials);	No, extended	(0.25)
• Documentation of experience and working practice of elected officials at the end of their term which could be used as guidance for the future.	No	(0)

Indicator 3.4. Professional training for personnel working on child protection service delivery

Education and continued development system contains:	B	(2.25)
• University degree programmes in social work, with sufficient intake capacity, whose curricula include courses related to work with children in adversities.	Yes, restricted	(0.75)
• Vocational qualification programmes in social work or child development whose curricula are approved by relevant authorities;	No (0)	
• A system for continued education and development for social work professionals;	Yes, restricted	(0.75)
• Specific training on child protection for education workers (such as teachers), health professionals, and for staff within the Ministries with lead Interior & Home Affairs role and lead Justice roles on children and justice.	Yes, restricted	(0.75)

Indicator 3.5. Performance evaluation

Human resource management rules include the following:	D	(0.75)
• Staff working in child protection have written, sufficiently detailed and regularly revised job descriptions which accurately reflect their duties and responsibilities;	No, extended	(0.25)
• There is a formal system for assessment of staff performance, which is clearly linked to job objectives and to reward levels received by staff (salaries, promotion chances, training opportunities or other benefits);	No, extended	(0.25)
• There are transparent rules to encourage extra effort by financial or non-monetary rewards;	No	(0)
• There is a robust system to sanction poor performance.	No, extended	(0.25)

Indicator 3.6. Ability to attract and retain qualified staff for child protection

The Government attracts and retains qualified child protection professionals through ensuring the following:	B	(2.0)
• Child protection duties and posts provide levels of financial compensation and career opportunities which are comparable to other posts in the same sectors;	Yes, restricted	(0.75)
• Average remuneration of staff working on child protection (across all ministries/sectors) is generally comparable to average national wages;	Yes	(1)
• Broad public consideration of social work to be a relatively well respected, prestigious and desirable profession;	No, extended	(0.25)
• There is a reasonable level of personnel stability on frontline and managerial posts in child protection, resulting from low non-retirement turnover and balanced transfer policies.	No	(0)

DOMAIN 4. INFORMATION MANAGEMENT

Indicator 4.1. Use of evidence in the policy process

Analysis of major trends in child protection contexts to identify key vulnerabilities and priorities for action manifests in the following:	C	(1.75)
• Key child protection programmatic documents (strategies, policies, white papers, laws) utilize data from key national surveys (CDC, MICs, DHS, ILO-IPEC etc.);	Yes, restricted	(0.75)
• Key child protection programmatic documents contain analyses of trends in administrative data (service types and coverage, profile of key risk groups);	Yes, restricted	(0.75)
• Analysis of trends in child protection data is referenced in budget proposals and medium-term expenditure plans;	No	(0)
• Key ministries with responsibilities for child protection receive training and capacity building in data management, statistical analysis and evidence-based policy-making.	No, extended	(0.25)

Indicator 4.2. Quality of child protection databases

Data on child protection recorded by national information systems:	D	(0)
• Uses consistent and standardized definitions and concepts which are appropriate for statistical purposes, allows performance tracking of existing child protection programmes and facilities (within and across sectors), and includes sufficient disaggregation by age, ethnicity, gender, and disability status.	No	(0)
• Covers variables sufficient to support decisions on most of the specific national child protection policy priorities (e.g. migration-related risks, HIV, domestic violence, etc.).	No	(0)
• Follows a practical model for child maltreatment surveillance which links diverse sources of outcome-specific data and information on risk factors (population studies, hospital records, emergency department records, police and homicide reports etc.) to analysis and interpretation, helping to detect children at risk of abuse, neglect and violence, and helps prevent it before it occurs.	No	(0)
• Is verified and monitored to ensure that data is consistent and robust.	No	(0)

Indicator 4.3. Responsiveness to changing policy demands

Data collection systems have the following degrees of flexibility:	B	(2.5)
• Legislative framework allow policy makers to request additional data collection where necessary for policy purposes and operational procedures are set up to enable such requests;	Yes	(1)
• Procedures are set up to enable data producers to respond to changing data requests (flexible budget allocations, authority to update data collection plans);	Yes, restricted	(0.75)
• New information follows clear structures and standards, and modification resulting from new policy demands do not jeopardize data quality;	No	(0)
• Effective collection of information on children at risk for the purposes of collaboration between public and/or external agencies in emergency contexts.	Yes, restricted	(0.75)

Indicator 4.4. Data consolidation and exchange

Management of data related to child protection is characterized by the following:	D	(0)
• Collection and exchange of data relevant to child protection is coordinated across agencies at the national level sufficiently in order to enable analysis and policy-making for child protection;	No	(0)
• Reliable and consistent mechanisms are in place to channel sub-national data to the central level;	No	(0)
• Tasks and responsibilities of actors involved in data collection and management are clearly specified;	No	(0)
• Time intervals between child protection events/trends and their identification and reflection in databases are relatively low.	No	(0)

Indicator 4.5. Linkages between data producers and data users

"Fitness to use" the collected data on child protection, including the following quality components:	D	(0.75)
• Ability of key data users to easily ascertain the existence of information and access it via a sustainable medium.	No, extended	(0.25)
• Explicit reference to documentation on data quality and methodology in all released data;	No, extended	(0.25)
• Regular meetings with key users and producers of statistics and working in partnership with them	No, extended	(0.25)
• Regular methodological updates to increase relevance and timeliness of released information to incorporate feedback from data users.	No	(0)

Indicator 4.6. Links to national research agenda for Child Protection

The collection and processing of child protection data engages non-state actors through the following arrangements:	C	(1.0)
• There is a national research agenda on child protection issues which identifies priorities for improving data on child protection problems and key risk factors;	No	(0)
• Mechanisms are established for the regular provision of research and evidence based analysis for key decision makers in child protection	No	(0)
• There is a mechanism for research institutions to share key source data for their research (in addition to the analytical materials) with the Government to ensure better research quality and joint efforts in developing a child protection evidence base;	No, extended	(0.25)
• The Government helps research institutions to access key child protection data to facilitate their analyses.	Yes, restricted	(0.75)

DOMAIN 5. QUALITY ASSURANCE

Indicator 5.1. Quality guidance and standards

Regulatory framework for child protection includes the following:	D	(0.75)
• An entity within the Government which oversees organizations working in child protection and the quality of their services, including non-state organizations;	No, extended	(0.25)
• A nationally recognized set of essential standards and guidelines for various levels of quality in social care services, ensuring their safety, effectiveness and responsiveness to the best interests of the children;	No	(0)
• A mandatory procedure to license organizations that directly care for children (state and non-state);	No, extended	(0.25)
• Pre-accreditation testing of competence and experience.	No, extended	(0.25)

Indicator 5.2. Credibility and regularity of quality oversight

The system of quality oversight is characterized by the following:	D	(0.75)
• Most entities involved in the provision of services directly to children (state and non-state) are regularly inspected by authorized quality experts;	No	(0)
• Inspections include both announced and unannounced visits, and include analysis of the records, examination of incidents, consultations with the children, and observing staff in their day-to-day work.	No	(0)
• There is a clear system to collect and respond to complaints from children on alleged episodes of child protection violations in service provision;	No	(0)
• There is a clear whistle-blowing policy and guidance for social workers to report malpractice, including adequate protection for whistle-blowers.	Yes, restricted	(0.75)

Indicator 5.3. Encouragement of innovation

The following mechanisms are in place to encourage innovation:	C	(1.0)
• Child protection programmatic documents and forums include specific discussion on the balance of risk and innovation in service delivery;	No	(0)
• Registration process for service providers and the system of standards is sufficiently flexible and does not discourage innovation;	Yes	(1)
• The Government has set up specific mechanisms (earmarked transfers, working groups, pilot projects) to stimulate development of new services and programmes for child protection, addressing new protection risks, challenges and vulnerable groups in finding more effective solutions for existing problems;	No	(0)
• Mechanisms have been established for the exchange of good practice and new solutions across service providers and wider child protection stakeholders;	No	(0)

Indicator 5.4. Effective surveillance, gate-keeping and referrals

At each stage of service provision for vulnerable children, the system of child protection includes:	B	(2.0)
• Clear and transparent referral policies and procedures;	Yes, restricted	(0.75)
• An agency (or inter-agency structure) responsible for the coordinated assessment of the child's situation, with sufficient institutional capacity to ensure that the child receives further support which serves his/her best interests;	Yes	(1)
• A continuum of services available to respond to diverse child protection situations, preferably from a range of alternative providers	No, extended	(0.25)
• Regular surveillance measures which includes a systemic practice of analysing and reviewing information on risk factors affecting the incidence and circumstances of maltreatment and using it to target preventive and promotional activities.	No	(0)

Indicator 5.5. Enforcement and follow-up

Rules of action for providers working directly with children who fail to meet essential standards of quality are characterized by the following:	D	(0)
• A robust system of sanctions for malpractice which is consistently applied;	No	(0)
• Provisions for tougher actions in cases of serious failure;	No	(0)
• Mechanisms to check for compliance with recommendations resulting from quality inspections;	No	(0)
• Mechanisms to provide professional supervision for social workers to guide and support the quality of their operations.	No	(0)

Indicator 5.6. Integration with communities

Quality is ensured by maximum integration of communities in service provision, reflected in the following:	A	(3.25)
• Most services and programmes available for vulnerable children involve community and voluntary sectors in the planning, development and implementation of child protection;	Yes	(1)
• There are specific community development and outreach programmes to promote child protection policies with account to local or regional priorities;	Yes, restricted	(0.75)
• Mechanisms are in place to ensure that vulnerable children remain close to their homes for as long as possible;	Yes, restricted	(0.75)
• Restorative juvenile justice is done through responsible policies which align the needs of young offenders with social welfare capacities in the communities.	Yes, restricted	(0.75)

DOMAIN 6. PUBLIC COMMUNICATIONS AND INFLUENCING

Indicator 6.1. Clarity of child protection communication strategy

Public communication and influencing plans in child protection are expressed in the following:	B	(2.0)
• The Government has undertaken evidence-based diagnostic studies of attitudinal factors and risks in child protection;	Yes, restricted	(0.75)
• The Government has a communication strategy for child protection, which outlines key objectives, messages, target audiences, influencing methods and mechanisms to obtain feedback;	No, extended	(0.25)
• Communication objectives in child protection includes measures to assess and bridge any gaps between statute law and religious, customary and traditional law;	No, extended	(0.25)
• Messages and action points from the agreed communication strategy are incorporated in the on-going programmes and measures in child protection related fields.	Yes, restricted	(0.75)

Indicator 6.2. Availability of evidence on values, attitudes, customs and traditions

Communications are supported by the following:	C	(1.0)
• Number of barometric or other attitudinal surveys conducted over the last 5 years to assess and measure public attitudes towards child abuse, exploitation, and violence is positive and growing;	Yes, restricted	(0.75)
• Number of surveys over the last 5 years to assess and measure outcomes for children related to key specific child protection priorities in the country (e.g. violence against children) are positive and growing;	No	(0)
• Number of national studies related to cultural context, traditional beliefs and attitudes to child protection is positive and growing;	No	(0)
• Any gaps and collisions between child protection agenda and customary laws are well researched and clearly formulated; research is underway to design ways to bridge existing divergences.	No, extended	(0.25)

Indicator 6.3. Alertness to changing risks and vulnerabilities

Child protection communications include the following:	A	(3.5)
• Communication strategies are regularly updated to incorporate new child protection risks;	Yes, restricted	(0.75)
• Programmes in child protection communications cover new and emerging vulnerabilities (e.g. related to digital technologies, new trends in tourism, climate change);	Yes	(1)
• Public communication and awareness raising plans addressing key child protection concerns have been prepared specifically for key intermittent natural emergencies;	Yes, restricted	(0.75)
• Communication and influencing programmes set up to prepare for child protection risks resulting from potential social disruptions (conflict, civil disorder).	Yes	(1)

Indicator 6.4. Interactive and on-going engagement with key audiences

Implementation of the child protection communication strategy includes:	C	(1.0)
A breakdown of strategic communication objectives into smaller short-term and more manageable tasks ("the sprints");	No	(0)
Regular discussion of communication agendas and context by the coordination structures in child protection ("the scrum") resulting in the correction of messages and approaches;	Yes, restricted	(0.75)
Activities to keep track of changing communication context and to involve inputs from key audiences (children, parents, community-leaders, faith-based organizations, etc.);	No, extended	(0.25)
The process of approval for fresh communication content is straightforward and transparent.	No	(0)

Indicator 6.5. Building on existing positive values

Communication and behaviour change strategies in child protection incorporate existing positive values and achievements:	C	(1.5)
Messages and behaviour change programmes clearly link to current positive views on children, society, and human rights;	Yes, restricted	(0.75)
Communication programmes identify barriers to behaviour change and offer information and user-friendly solutions on how these could be overcome;	No, extended	(0.25)
Communication offers a range of positive consequences for the stronger protection of children;	No, extended	(0.25)
Government agencies use a range of best practice models, cases and positive deviance examples to demonstrate how child protection issues could be positively resolved.	Yes, restricted	(0.25)

Indicator 6.6. Involvement of key opinion leaders

The Government cooperates with the following stakeholders with the aim of promoting positive attitudes in child protection:	B	(2.5)
Community leaders;	Yes	(1)
Faith-based organizations;	Yes, restricted	(0.75)
Other influential organizations and individuals;	No	(0)
Children themselves.	Yes, restricted	(0.75)

ANNEX 2. SUMMARY OF RECOMMENDATIONS

Domain	Recommendation
Policy process	• After the introduction of the CYPFW Act 2012, former MISA jointly with key donors planned to complement the act with a "Monitoring and Adaptation System" (not yet in place but keenly awaited by all partners). It is important to make sure that this system is developed as part of the KDP M&E framework and is incorporated into the multi-annual sector plan and results matrix (rather than being a separate document and process). • Recent broad consultations conducted to develop the CYPFW Act 2012 could be used as a springboard for further dialogue to amend current ambiguities in the Laws of Kiribati Act 1989 (and/or Constitution) with regard to child protection issues. This process could be leveraged by a similar recommendation made by the PSC Regional Rights Resource Team (RRRT) in the area of gender-based violence. • To further strengthen coordination with and within NGO community, invite and assist the Kiribati Local Government Association (KLGA) to share its recent successful experience of transition to self-funding after graduation of donor support with the Kiribati Association of NGOs (KANGO) which has not been functional since donor core funding expired in 2010. • Systemically engage the professional Secretariat of the Maneaba ni Maungatabu into child protection forums (such as Sector Working Group (SWG) meetings or public consultations) and supply them with user-friendly communications on needed policy changes along with technical arguments such as prevalence data and research evidence on the impact of child abuse. • Develop a practical child protection manual for health centres and hospitals to cover identification and response to episodes and risks of child maltreatment, and the collection of relevant data (in conjunction with the broader Data Management and Surveillance policy discussed later). Include this information as a module in the curricula of the Kiribati School of Nursing. Liaise with MHMS to include respective objectives into the Health Strategic Plan 2016-2019. • Start developing a child protection policy for schools, including a simple practical manual for teachers which could be taught in the KTC and with a clear link to the broader Data Management and Surveillance policy discussed later. This could be done through closer links with the AusAID / UNICEF/ UNESCO Kiribati Education Improvement Program (KEIP) and the Kiribati Education Facility operated by the Coffey International Development.
Public Financial Management	• This assessment and its suggested action points to the MFED could be presented to the PFM system development partners to seek their leverage (in particular, the ADB, AusAID, and the PFTAC which in turn leads to the Pacific PFM Roadmap to facilitate reforms at the regional level and promotes PEFA analysis across PICs); • Invite the MFED to make regular (e.g. annual) user-friendly presentations on the strategic fiscal situation and plans of the sector working group; • Request the Kiribati Institute of Technology and the Office of Te Beretitenti to share their experiences in cost-benefit analysis for climate change programmes with the child protection working group to explore what programmes could be delivered more efficiently; • Invite the Kiribati National Audit Office (KNAO) to explain to the child protection Working the current plans to introduce performance audits (as specified on its website). • It would be useful for the MFED to extend its current format of presenting annual budget projections by attaching brief narrative explanation of key revenue and expenditure decisions. This request could be facilitated through the ADB / AusAID as the key partners to the current PFM reform. • Key ministries in the working groups, and especially the MWYSA, need support in developing their own budget proposals to the MFED and the projects they represent in DCC. Any costing initiatives should be primarily linked to these processes rather than parallel stand-alone exercises. The ministries should also take more proactive role in negotiations with the MFED and DCC, relying on costing data and evidence-based benefit targets.

Human Resource Management	• As the MWYSA begins developing the CYPFW-mandated standards, it could consider making them broader to cover public employees as well as non-state providers. In addition to quality control, definition of professional standards is critical for formal recognition of the social work profession, raising its social prestige and attractiveness.

• In addition to the minimum PQRs, eight categories of civil servants are subject to alternate PQRs (technical education; stronger specification of relevant experience and particular skills). These include police, teachers and medical staff but not social workers. Introducing an alternate PQR for welfare professionals and child protection in particular is one way to standardise this service.

• Interviewed professionals in Kiribati strongly own and respect an "Unwritten Code of Ethics". These informal rules could be used as a platform for future development of the CYPFW-mandated standards and/or the alternate PQRs for civil servants working with children.

• Extending child protection modules to health and education professional curricula through the KTC and KSN is critical to the gradual build-up of inter-agency links in these sectors. This could be done in cooperation with the KPA with a possibility of using their relevant experience, and potentially also the trainers.

• Strengthen performance evaluation system through the following:

(1) While it would be beneficial to extend job descriptions to incorporate child protection elements, the key tool which needs to be strengthened is the annual workplan. It is important to encourage line managers, countersigning officers – and especially the Clarks – to better utilise performance appraisal cycles to motivate staff. In particular, it is important to invest time and effort into the development of concrete and measurable annual workplans and to begin appraising professionals (with respective impact on their salary progression) not only against their core competences but also against these post-specific objectives.

(2) Performance appraisals should contain a visible and mandatory section for assessed officers to explain barriers to achieving their goals and any practical needs. Consultations showed that, at the moment, practical ways of communicating such feedback are very limited, leading to situations where barriers persist even where they could be easily addressed at the headquarter level.

(3) The system of sanctions is too focused on administrative misconduct. Once the MWYSA develops the new standards mandated by the CYPFW Act – and if these standards are extended to public service employees – a systemic approach must be found to sanction violations of these standards. This would be in line with the NCS requirement to comply with officer "orders, regulations and general instructions". It should also be flexible and constructive, helping to improve performance and learn from mistakes.

(4) These changes could be advocated through a stronger liaison with the PSO which is currently in the process of signification revision by the NCS.

• It is critical to introduce a system of rewards for child protection specialists. These rewards do not have to be financial and could focus on the formal recognition of exceptional effort (honorary certificates and titles, extra leave, opportunities for additional training etc.).

• One additional possibility is to strengthen liaison with the Fiji Association of Social Workers (FASW) which is, at the moment, trying to scale up its activities after several less active years. |

Information Management	• It would be strategic for the MWYSA to start with a full-scale mapping of the existing data. Based on this analysis, the MWYSA should develop a concept / policy for an integrated Child Protection Management Information System (CP MIS). Ideally, this system should be linked to the surveillance mechanism, which would use collected information to identify children at risk of abuse. The future system should either include an integrated database or a simple rule for regular standardised data sharing led by the MWYSA. The key part of the concept should include a clear set of definitions agreed upon by the participating agencies.

• Sector-level databases could be extended. In particular, the KEMIS and the Health Information System (HIS) should be extended to cover protection data. The MWYSA led sector working group should include the Ministry of Labour and Human Resource Development (MLHRD) which is working in partnership with NSO with support from the ILO to develop child labour databases.

• Whilst developing the definitions for the future Child Protection MIS, coordinate with regional child protection databases to ensure future compatibility.

• Capacities need to be dedicated within the MWYSA to lead in CP MIS development and respective officer(s) should receive due training and technical support. Additionally, the MWYSA and the sector working group should regularly invite the NSO to present existing relevant surveys and respond to any technical questions.

• It is critical for the success of the future CP MIS to keep it simple and very clearly results-oriented, so that any participating officer is broadly aware about the reasons why data collection is needed and how it is used. In turn, this would not be possible without supporting analytical capacities of the MWYSA to strengthen their actual use of available information in developing policies and budget proposals.

• The sector working group should take note of open research issues; a brief newsletter with this agenda could be communicated on the Government's website as well as circulated among key partner institutions such as the USP. The newsletter should contain a brief explanation of the possibilities of cooperation with the Government for interested researchers (access to data, possibilities of direct contact with relevant officials etc.). |
| Quality assurance | • The evident next step in implementing one of the most promising provisions of the CYPFW, related to professional standards and licencing, is to make sure that actual standards and registration process are operationalized and taken into practice. These processes would benefit from technical support from the MWYSA but also from cooperation with other ministries providing frontline services to children (police, health, and education). The standards can be minimum, realistic and functional.

• Inspections and enforcement should be an integral element of the future licensing mechanisms for service providers. One proposal voiced during the consultations was to engage the field-based welfare officers into oversight activities, which was said to be doable within their time and would raise their motivation and professional prestige.

• Consider including a requirement for regular professional supervision into future operational standards for service providers developed by the MWYSA.

• In coordination with the development of the child protection database, develop a systemic surveillance framework to systemically inspect and support children at risk of abuse. |

Public communications and influencing	• Similar to the National Youth Policy, communication plans are needed for other child protection strategies. These could be either consolidated in one document or developed as extensions of the Sector Working Group strategic plan (which would additionally strengthen the inter-agency focus and help to involve other ministries).
	• Make sure that mid-term influencing objectives are broken down into operational targets within annual ministerial plans and are regularly revised.
	• In the preparation of future communication plans, make an inventory of research needs in the area of child protection outcomes and include them into proactive requests to international communities, oversea research institutions and the NSO.
	• Faith-based organisations and churches are significant opinion leaders in the communities and could be involved more proactively as agents of behaviour change (rather than just service providers).
	• Consider additional ways of influencing public values, e.g. through engaging Kiribati musicians as was done in the area of climate change.

ANNEX 3. BIBLIOGRAPHY

ADB. (2010, January). Kiribati Public Financial Management Performance Report. Assessment based on PEFA methodology (Final Report).

ADB. (2013, June). The Social Protection Index: Assessing Results for Asia and the Pacific.

Allen, K. (2013, September 1). Beito Community Police in Kiribati. UNICEF Pacific Blog Post.

Asia-Pacific Aid Effectiveness Portal. (2008). Aid Effectiveness: Kiribati Country Profile.

AusAID. (2008, November). Annual program performance report for Kiribati 2007-2008.

AusAID. (2010, February). Social Protection in the Pacific – A Review of its Adequacy and Role in Addressing Poverty. Canberra: Australian Agency for International Development (AusAID).

AusAID. (2012, March). Kiribati Country Case Study. AusAID Pacific social protection series: poverty, vulnerability and social protection in the Pacific.

AusAID. (2012, March). Kiribati Country Case Study. AusAID Pacific social protection series: poverty, vulnerability and social protection in the Pacific.

Bloomfield, K. (2010, September 8). Kiribati Family Violence 2007-2010.

Cain, T. N. (2001). Convergence of Clash? The Recongition of Customary Law and Practice in Sentencing Decisions of the Courts of the Pacific Island Region. Melbourne Journal of International Law, 2, 48.

CEDAW Committee. (2007). CEDAW Legislative Compliance Review: Kiribati.

CERD. (1996, August 9). Summary Record of CERD 1165 Meeting CERD/C/SR.1165.

Chandra, R. (2009, July 2-3). Higher Education Developments in Fiji: Global, Regional and National Imperatives and Issues of Quality and Affortability. Paper prepared for the IIEP Policy Forum "Tertiary Education in Small States: Planning in the Context of Globalization".

Chaudhary, F. (2013, February 26). Database for Child Labour. The Fiji Times Online.

CLGF. (2013, May). The Local Government System in Kiribati: Country Profile. Commonwealth Local Government Handbook 2013/2014.

CLGF Pacific. (2010). Gender and Local Government in the Pacific. A Comparative Regional Study. Suva, Fiji: Commonwealth Local Government Forum (CLGF) Pacific.

Committee on the Rights of the Child. (2006). The right of the child to protection from corporal punishment and other cruel or degrading forms of punishment (arts. 19; 28, para. 2; and 37, inter alia). General Comment No. 8, 2006.

Committee on the Rights of the Child. (2007, April 25). Children's Rights in Juvenile Justice. CRC General Comment No. 10.

Committee on the Rights of the Child. (2011, August 8). Consideration of reports submitted by States parties under article 44 of the Convention: Second to fourth periodic reports of States parties due in 2010 (Fiji).

Commonwealth Local Government Pacific Project. (2013). The Local Government system in Kiribati: Country Profile.

Commonwealth of Australia; AusAID. (2013, March). Australian Aid to Fiji: Working Together for Better Health, Better Education, Better Livelihoods. Australia's Country Strategy for Fiji (2012-2013).

CPA. (2011). The Parliament of Kiribati. Background note prepared by the Commonwealth Parliamentary Association.

CRC. (2006, September 29). Concluding Observations of the Committee on the Rights of the Child, Kiribati, U.N. Doc. CRC/C/KIR/CO/1.

CRIN. (2010, May 3). Kiribati: Children's Rights References in the Universal Periodic Review. A compilation of extracts featuring child-rights issues from the reports submitted to the first Universal Periodic Review.

CRIN. (2013, January 8). Juvenile Justice: States Lowering the Minimum Age of Criminal Responsibility. Report by the Child Rights International Network.

Deacon, P. (2010, May 28). Kiribati Targeted Public Sector Support (TPSS) Independent Completion Report. Draft report prepared for AusAID; Aid Works Initiative ING366.

DFAT. (2010, August). Kiribati Education Improvement Program (KEIP), Phase 1.

DFAT. (2014, March). Kiribati Program Poverty Assessment. Report by the Department of Foreign Affairs and Trade (Australia).

Duncan, B. (2008, November). Constitutional Reforms in Favor of Children. UNICEF report.

Family Planning New Zealand. (2014). Investment in Family Planning in Kiribati: A cost-benefit analysis. Wellington, New Zealand.

Farran, S. E. (2009). Child adoption: the challenges presented by plural legal systems of South Pacific Island states. Child and Family Law Quarterly, 21(4), 462-484.

FMR. (2010, April / June). Adoption of cash basis international public sectoraccounting standards [IPSAS] by Fiji government. Inside FMR, pp. 3-4.

Frank, T. (2012). The value of historical ecology in planning for sustainable livelihoods: a Kiribati case study . University of South Pacific, Oceania Centre for Arts, Culture and Pacific Studies .

Global Initiative to End All Corporate Punishment of Children. (2014, April). Kiribati Country Report.

Government of Kiribati. (1965, October 18). Penal Code 1965 Cap. 67.

Government of Kiribati. (1977). Criminal Procedure Code 1977, Cap. 17. Laws of the Gilbert Islands Revised Edition 1977.

Government of Kiribati. (1984). Local Government Act 1984 (amended in 2006). Law of Kiribati.

Government of Kiribati. (1997, July 4). An Act to Amend the Education Ordinance (Cap. 29). Law of Kiribati.

Government of Kiribati. (1998, September 1). Public Finance (Control and Audit) Act (Cap. 79). Revised edition, 1998.

Government of Kiribati. (2002, October 29). An Act to Amend the Marriage Ordinance (Cap. 54). Law of the Republic of Kiribati No. 15 of 2002.

Government of Kiribati. (2002). Incorporated Socities Act 2002. Law of Kiribati.

Government of Kiribati. (2005). A Situation Analysis of Children, Women and Youth. Report prepared by the Government of Kiribati with assistance from UNICEF.

Government of Kiribati. (2005, December 29). Criminal Procedure Code (Amendment) Act 2005. Law of the Republic of Kiribati No. 13 of 2005.

Government of Kiribati. (2008, April). Enhancing Economic Growth for Sustainable Development: A vibrant economy for the people of Kiribati. Kiribati Development Plan 2008-2011.

Government of Kiribati. (2010). National Youth Policy 2011-2015.

Government of Kiribati. (2011, June). Government Finance Regulations. Issued by the Ministry of Finance and Economic Development (Final Draft). Bairiki, Tarawa, Kiribati.

Government of Kiribati. (2012, December 13). 2013 Budget.

Government of Kiribati. (2012, June 25-27). Development Partners Forum (June 2012) Agenda Item 2.2: Public Financial Management (PFM). Tarawa, Kiribati.

Government of Kiribati. (2012, June 25-27). Development Partners Forum (June 2012) Agenda Item 2.3: Public Financial Management and SOE Reform. Tarawa, Kiribati.

Government of Kiribati. (2012, April 25). Enhancing Economic Growth for Sustainable Development: A vibrant economy for the people of Kiribati. Kiribati Development Plan 2012-2015.

Government of Kiribati. (2012, March 31). Global AIDS Response Progress: Kiribati Country Progress Report 2012. Submitted by Kiribati Country Coordination Mechanism.

Government of Kiribati. (2012, October). National Disaster Risk Management Plan.

Government of Kiribati. (2012, April 3-4). Practical Approaches to Improving Aid Effectiveness. Development Partners Forum; Agenda Item 5.1 Background Paper and Recommendations.

Government of Kiribati. (2013 , December). 2014 Budget.

Government of Kiribati. (2013). Children, Young People and Family Welfare Act. Law of Kiribati.

Government of Kiribati. (2013, March). Human Resource Strategy for the Children, Young People and Families Welfare System. Strategy by the Social Welfare Division, Ministry of Interior and Social Affairs.

Government of Kiribati. (2013, March). Implementation Plan for the Kiribati Children, Young People and Families Welfare System. Strategy by the Social Welfare Division, Ministry of Interior and Social Affairs.

Government of Kiribati. (2013, October 23-25). Kiribati Country Statement at the Second High Level Meeting on South-South Cooperation for Child Rights in Asia and the Pacific. New Dehli, India.

Government of Kiribati. (2014, March 13-14). Rural Development: Empowering Island Councils and Communities. Background note for the Development Partners' Forum 2014. Tarawa, Kiribati.

Government of Kiribati; United Nations. (2014, March 13-14). United Nations Partnership for the Kiribati Development Plan. Briefing Note prepared for the Development Partners' Forum. Tarawa, Kiribati.

Hansen, L. K. (2012). "Lord, here comes the flood": Investigating the chains of climate change discourses in Kiribati. Master's thesis; Department of Comparative politics, University of Bergen.

Hassall, G. T. (2008, May). Local Government in the South Pacific Islands. Commonwealth Journal of Local Governance, Issue 1.

Hassall, G., & Tipu, F. (2008, May). Local Government in the South Pacific Islands. Commonwealth Journal of Local Governance(1).

ICDE. (2014). Education System in Fiji. Background information note prepared by the International Council for Open and Distance Education.

ICODE. (2010). Country profile: Kiribati. International Council for Open and Distance Education (ICODE).

ILO. (2010, February 22). Decent Work Country Programme 2009-2012 (Kiribati).

IMF. (2001, September). Kiribati: 2001 Article IV Consultation - Staff Report and Public Information Notice on the Executive Board Discussion. IMF Country Report No. 01/165.

IMF. (2004, March). Fiji: Report on the Observance of Standards and Codes - Fiscal Transparency Module.

IMF. (2011). Kiribati: 2011 Article IV Consultation—Staff Report, Informational Annexes, Debt Sustainability Analysis, Public Information Notice on the Executive Board Discussion, and Statement by the Executive Director for Kiribati.

IMF. (2014, May). 2014 Article IV Consultation - Staff Report; Press Release; and Statement by the Executive Director for Kiribati. IMF Country Report.

Jalal, I. (2009, June 3). Harmful practices against women in Pacific Island Countries: Customary and Conventional Laws. Expert paper prepared by a Gender & Human Rights Adviser to the Pacific Regional Rights Resource Team (RRRT/SPC). Suva, Fiji.

King, B., Oosterman, A., & Johnson, R. (2013, October). Trials of Celebrity. Pacific Journalism Review.

Kingi, V., & Roguski, M. (2011, January). Pacific Prevention of Domestic Violence Programme. Update of Baseline In-Country Review: Kiribati Report. A report prepared for the New Zealand Police. Crime and Justice Research Centre, Victoria University of Wellington.

Kiribati National Statistics Office. (2006). Household Income and Expenditure Survey 2006 Report.

Kiribati National Statistics Office. (2011, May). Kiribati Balance of Payments (BOP) Manual. Bairiki, Tarawa.

Kiribati Police Service. (2010, September 8). Kiribati Family Violence 2007-2010. Report prepared by Claire Cronin, CEDAW Reporting Adviser in Kiribati.

Kiribati Public Service Office. (2012, May). Kiribati National Conditions of Service. Bairiki, Tarawa, Kiribati.

Kiribati Public Service Office. (2012, August 10). Revised Post Qualification Requirement (PQR) Framework 2012.

Kiribati Public Service Office. (2014). Establishment Register 2014. Bairiki, Tarawa, Kiribati.

Kotvojs, F., & Lasambouw, C. (2009). MSC: Misconceptions, Strengths and Challenges .

Kwalea, N. D. (1996). The roles and responsibilities of parents in the education of their children. Journal of Educational Studies, 33.

Maneaba Ni Maungatabu. (2006). Rules of Procedure. Revised Edition with Amendments approved on 22 April 2010 and 25 August 2010.

Manoa, P. (1986). Tradition, Education and Literary Environment. Journal of Educational Studies, 118-121.

MFED. (2013, January 24-29). National Training on Cost-Benefit Analysis for Climate Change. Agenda.

Ministry of Education. (2010, September 10). KEMIS School Survey Policy. Ministerial Briefing. Kiribati.

Ministry of Education. (2011). Digest of Education Statistics 2011 (Kiribati). Ministry of Education Statistics Unit.

Ministry of Education. (2011, October 17). Kiribati Education Sector Strategic Plan (ESSP) 2012-2015.

Ministry of Foreign Affairs of Cuba. (2013, September 9). First group of I-Kiribati medical students graduated in Cuba arrived in Kiribati. Report by Cuba Min Rex, Official website of the Ministry of Foreign Affairs of Cuba.

Ministry of Health and Medical Services. (2007, October 28). Strategic Plan 2008-2011 of the Kiribati Ministry of Health and Medical Services. Final Draft.

Ministry of Health and Medical Services. (2011). Kiribati Annual Report 2011.

Ministry of Health and Medical Services. (2013, March 31). Kiribati Health Strategic Plan 2012-2015.

Ministry of Health and Medication Services. (2012, December 14). Kiribati Health Strategic Plan 2012-2015.

MoF. (2011, February). Proforma Finance Manual 2011. Guidance issues by the Ministry of Finance, Fiji.

MRT Australia. (2009, May 21). Customary adoption in Fiji. Research response by the Migration Review Tribunal, Australia.

Nabobo-Baba, U. (2006). Knowing & Learning: An Indigenous Fijian Approach. IPS Publication, 180. Fiji.

National Human Resource Planning Committee. (2007, September). National Human Resource Planning Committee Terms of Reference.

National Human Resource Planning Committee. (2012). Kiribati National Human Resource Development Plan 2012-2016.

Nobrega, V. M., & Alioua, N. (2013, April 2). Children of Kiribati: Realizing Children's Rights in Kiribati. Briefing by the "Humanium: Help the Children" International Child Sponsorship NGO.

NSO; SPC. (2010). Kiribati Demographic and Health Survey 2009.

NZ Law Commission. (2006). Converging Currents: Custom and Human Rights in the Pacific. Study Paper 17. Wellington, New Zealand.

OHCHR; PIFS. (2009, July). Ratification of International Human Rights Treaties: Added Vallue for the Pacific Region.

Pacific Regional Rights Resource Team. (2008). Commercial Sexual Exploitation of Children and Child Sexual Abuse in the Pacific. A Regional Report prepared for UNICEF, UNESCAP and ECPAT International.

PFTAC. (2010). A Public Financial Management Roadmap for Forum Island Countries. PFTAC Regional Paper. Suva, Fiji: Pacific Financial Technical Assistance Centre (PFTAC).

PIANGO. (2007-2010). National Liaison Unit for Kiribati. Background infromation note.

PPDVP. (2010, July). PPDVP Annual Report 2009 - 2010. Summary of the activities of the Pacific Prevention of Domestic Violence Programme (PPDVP) for the period 1 July 2009 to 30 June 2010.

PPDVP. (2013, July 30). Joint forces to protect women and children in Kiribati. Country update.

Rasanathan, J. J., & Bhushan, A. (2011, October 19-21). Measuring and responding to gender- Measuring and responding to gender-based violence in the Pacific: Action on g ence in the Pacific: Action on g ence in the Pacific: Action on gender inequality as a social determinant of health: Republic of Kiribati. Paper prepared for the World Conference on Social Determinants of Health. Rio de Janeiro, Brazil: World Health Organization, Regional Office for the Western Pacific.

RNZI. (2007, July 19). Cuban doctors reduce Kiribati infant mortality rate by 80 percent. Interview at Radio New Zealand International.

RNZI. (2008, September 19). Pacific and Cuba meet to discuss co-operation. Article at Radio New Zealand International.

Robinson, M. D., Hartley, J. E., & Schneider, P. H. (2006, November). Which Countries are Studied Most by Economists? An Examination of the Regional Distribution of Economic Research. Kyklos, 59(4), 611-626.

Saxton, K. (2012, June 29). Fiji Association of Social Workers is now open for membership. Email to the Aotearoa New Zealand Association of Social Workers.

Smith, J. (2012). An Island in the Autumn. North Highland Publishing.

SOPAC. (2012). Kiribati Hyogo Framework for Action/Regional Framework for Action review completed. Snapshot update.

SOPAC. (2013, January 10). Regional Progress Report on the Implementation of the Hyogo Framework for Action (2011-2013).

SPC. (2010). Kiribati Family Health and Support Study: A study on violence against women and children. Report prepared by the Secretariat of the Pacific Community for Ministry of Internal and Social Affairs. Bairiki, Tarawa, Kiribati: Published by the Secretariat of the Pacific Community, Noumea, New Caledonia.

SPC. (2013, July). Kiribati: Drafting Options for Legislative Reform. Technical Background Paper for the Ministry of Internal and Social Affairs, Government of Kiribati. Secretariat of the Pacific Community (SPC) Rergional Rights Resource Team (RRRT).

Struijvé, O. (2010, 22 June). Review of the Kiribati Education Management Information System (KEMIS). Independent Consultant Report submitted to Melbourne Development Institute Pty Ltd and AusAID.

Tabunga, T. (2011). Health Information System - Kiribati. Presentation.

Talu, S. A. (1984). Kiribati: Aspects of History. Suva, Tarawa: University of the South Pacific; Institute of Pacific Studies and the Ministry of Education, Training and Culture, Kiribati Government.

Thorne's-in-Tarawa. (2012, October 19). Education in Kiribati. Blog Post.

Tickell, G. (2010, November). Cash To Accrual Accounting: One Nation's Dilemma. International Business & Economics Research Journal, 9(11), pp. 71-78.

Tuitoga, A. (2010). Upskilling Pacific Police Officers. Suva, Fiji: University of South Pacific (USP).

UKAid; Penal Reform International. (2013, May). The Minimum Age of Criminal Responsibility. Justice for Children Briefing No. 4.

UN Department of Economic and Social Affairs. (2009). Child Adoption: Trends and Policies. Population Studies Series, 292, 463. United Nations Publications.

UN ESCAP. (1999). Local Government in Asia and the Pacific: A comparative analysis of fifteen countries. Report by the UN Economic and Social Commission for Asia and the Pacific.

UN ESCAP. (2004). Beyond "subsistence affluence": poverty in Pacific Island Countries. Bulletin on Asia-Pacific Perspectives, 41-54.

UN Statistics Division. (2007). Country profile of Kiribati.

UN Statistics Division. (2013, September 05). UN Questionnaire on National Classifications.

UN Women. (2013). Government Commitments within the COMMIT Initiative.

UNDP / Government of Kiribati. (n.d.). Kiribati Parliament Support (Maneaba Ni Maungatabu) Project. 2008.

UNESCO; UNGEI. (2014). School-Related Gender-Based Violence in the Asia-Pacific Region. UNESCO Bangkok Office.

UNFPA; World Vision; Breakthrough. (2012, August). A Mapping of Faith-Based Responses to Violence against Women and Girls in the Asia-Pacific Region. Bangkok, Thailand: UNFPA Asia and the Pacific Regional Office.

UNGA. (1926, September 25). Slavery Convention.

UNGA. (1956, September 7). Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery.

UNICEF. (2005). Early Marriage: a Harmful Traditional Practice (a Statistical Exploration).

UNICEF. (2014, June 12). Universal Periodic Review - Kiribati 2014. UNICEF Submission.

UNICEF Pacific. (2010). An Updated Situation Analysis of Pacific Island Children: Child Protection. Background report for UNICEF Mid-term Review process .

UNICEF, AusAID. (2009). Protect Me with Love and Care: A Baseline Report for Creating a Future Free from Violence, Abuse and Exploitation of Girls and Boys in Kiribati.

UNICEF; AusAID. (2009, October). Protect Me with Love and Care: A Baseline Report for Creating a Future Free from Violence, Abuse and Exploitation of Girls and Boys in Fiji. UNICEF Pacific.

UNISDR. (2005, January 18-22). Hyogo Framework for Action 2005-2015: Building Resilience of Nations and Communities to Disasters. Extract from the final report of the World Conference on Disaster Reduction (A/CONF.206/6).

United Nations. (2008). UNDAF Kiribati Implementation Plan Joint Resource Mobilisation Strategy. Attachment F.

United Nations. (2009). Pacific Perspectives on the Commercial Sexual Exploitation and Sexual Abuse of Children and Youth. United Nations Publications.

United Nations. (2010, February 22). National report submitted in accordance with paragraph 15 (a) of the annex to Human Rights Council resolution 5/1*: Kiribati.

UPR. (2013, March 12). Mid-term Implementation Assessment: Kiribati. Universal Periodic Review.

US Department of Labor. (2012). 2012 Findings on the Worst Forms of Child Labor: Kiribati.

US Department of State. (2013, February). Intercountry Adoption: Kiribati. Alerts, Notices and Hague Convention Information Brief by the Bureau of Consular Affairs.

US Department of State. (2014, February 27). 2013 Country Reports on Human Rights Practices - Kiribati.

Veramu, J. C. (1986). Fijian Education, The Community and the Teacher. Journal of Educational Studies, 122-129.

WHO. (2014). Human Resources for Health Country Profiles: Republic of Kiribati.

WHO; Ministry of Health and Medical Services, Kiribati. (2012). Health Service Delivery Profile, Kiribati.

WHO; SPC. (2013, July 2-4). Improving Data for Policy: Strengthening Health Information and Vital Registration Systems. Report for the Tenth Pacific Health Ministers Meeting. Apia, Samoa.

Winterford, K. (2003). Sharing Stories - a Participatory Approach to Monitoring and Evaluation in the Pacific. Report by the Australian-based Program Manager, Pacific Children's Program Program. Melbourne, Australia.

World Bank. (1998, October). Enhancing the Role of Government in the Pacific Island Economies.

World Bank. (2005). Opportunities to improve social services in Kiribati. Summary report.

World Bank. (2012, February). Country Risk Profile: Kiribati. Pacific Catastrophe Risk Assessment and Financing Initiative.

World Bank. (2012, August). The Kiribati Budget: User's Manual to the Kiribati Expenditures Database.

World Bank. (2013). Pacific Islands: PFM Design under Capacity Constraints (Planning Public Financial Management Reforms in Pacific Island States). Guidance note prepared by a joint World Bank and IMF/PFTAC team.

World Bank; SOPAC; GFDRR. (2008). Reducing the Risk of Disasters and Climate Variability in the Pacific Islands: Republic of Kiribati Country Assessment.

Yeates, B. (2013). Pacific Social Work and Its Functional Alternative. Suva, Fiji: Social Work Programme, School of Social Sciences, The University of the South Pacific.

Ministry of Internal Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
Headquarter				
Minister	Constitutional	1	1	
Secretary	L3	1	1	
Deputy Secretary	L4	1	1	
Senior Assistant Secretary	L6-5	1	1	
Co-ordinator	L9-7	1	0	Transf. to new min
Assistant Secretary	L10-9/ 8-7	2	1	1 transf. to new min
Office Manager	L12-11	1	1	
Executive Assistant	L13-12/ 11-10	1	1	
Clerical Officer	L15-14	1	0	Transf. to new min
Registry Clerk/ Receptionist	L18-15/ 14-12	5	5	
Chauffeur	L18-17	1	1	
Driver	L19-18	3	3	
VP Cleaner	L19-18	1	1	
Cleaner	L19-18	2	2	
		22	**19**	
Accounts Section				
Senior Accountant	L8-7/ 6-5	1	1	
Accountant	L10-9/8	1	1	
Accounts Officer	L18015/ 14-12	3	3	
		5	**5**	
Civil Registration Section				
Registrar	L6-5	1	1	
Deputy Registrar	L11-10/ 9-7	1	1	
Data Analyst	L11-10/ 9-7	1	1	
Senior Registration Clerk	L12-11	1	1	
Accounts Officer	L18-15/ 14-12	1	1	
Registration Clerk	L18-15/ 14-12	4	4	
Cleaner	L19-18	1	1	
		10	**10**	
Cultural Division				
Senior Culture Officer	L6-5	1	1	
Culture Officer	L11-10/ 9-7	1	1	
Assistant Culture Officer	L13-12	1	1	
Registry Clerk/ Receptionist	L18-15/ 14-12	1	1	
Cleaner	L19-18	1	1	
		5	**5**	

Ministry of Women, Youth and Social Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
Headquarter				
Minister	Constitutional	0	1	New Post.
Secretary	L3	0	1	New Post.
Deputy Secretary	L4	0	1	New Post.
Office Manager	L12-11	0	1	New Post.
Executive Assistant	L13-12/ 11-10	0	1	New Post.
Assistance Secretary	L10-9/ 8-7	0	1	Transf. fr MIA
Registry Clerk/ Receptionist	L18-15/ 14-12	0	1	Transf. fr CDSD
Chauffeur	L18-17	0	1	New Post.
		0	**8**	
Support Services				
Driver	L19-18	0	1	New Post.
Cleaner	L19-18	0	1	New Post.
		0	**2**	
Accounts Section				
Accountant	L10-9/ 8	0	1	New Post.
Accounts Officer - Project	L18-15/ 14-12	0	1	New Post.
		0	**2**	
Elderly				
Co-ordinator	L9-7	0	1	Transf. fr MIA HQ
Clerical Officer	L15-14	0	1	Transf. fr MIA HQ
		0	**2**	

Ministry of Internal Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
Local Government Section				
Director of Local Government	L4	1	1	New Post
Local Consultant (Legal Advisor)	L6-5	0	1	
Chief Local Gov't Intern. Auditor L	L6-5	1	1	
Chief Local Gov't Intern. Auditor	L6-5	1	1	
Local Government Officer	L9-7	1	1	
Local Government Auditor	L9-7	3	2	1 traded for new post
Chief Executive Officer	L9-7	23	23	
Urban Management Officer	L11-10/ 9-7	0	1	New Post
Sr Asst Local Gov't Intern. Auditor	L12-10	3	3	
Sr Asst Local Gov't Officer	L12-11	1	1	
Asst Local Gov't Officer	L14-12	2	2	
Asst Local Gov't Intern. Auditor	L14-12	6	6	
Council Finance Manager	L14-12	23	23	
Asst Mgmt Urban Officer	L19-18	1	0	traded for new post
Ass Finance Manager	L19-18	22	21	1 traded for new post
		88	**87**	
Outer Island Maintenance Unit				
Local Gov't Maintenance Officer	L14-12	1	1	
		1	**1**	
Rural Planning Unit				
Director of Rural Planning	L4	1	1	
Sr Rural Development Officer	L6-5	1	1	
Rural Development Officer	L9-7	2	2	
Asst Rural Development Officer	L11-10/9	5	5	
Island Project Officers	L14-12	23	23	
Machine Operator	L18-15	1	1	
		33	**33**	
Community Dev. Services Division				
Director of Community Services	L4	1	0	0 transf. to new min
Dep. Director of Community Services	L6-5	0	0	0 transf. to new min
Child Protection Officer	L9	1	0	0 transf. to new min
Assistant Welfare Officer	L15-14	22	0	0 transf. to new min
Registry Clerk/ Receptionist	L18-15/ 14-2	1	0	0 transf. to new min
Security Guard	L19-18	0	0	0 transf. to new min
Cleaner	L19-18	1	0	0 transf. to new min
		26	**0**	

Ministry of Women, Youth and Social Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
Community Dev. Services Division				
Director of Community Services	L4	0	1	Transf. from MIA
Dep. Director of Community Services	L6-5	0	0	Transf. from MIA
Child Protection Officer	L9	0	1	Transf. from MIA
Assistant Welfare Officer	L15-14	0	22	Transf. from MIA
Registry Clerk/ Receptionist	L18-15/ 14-2	0	1	Transf. from MIA
Security Guard	L19-18	0	0	Transf. from MIA
Cleaner	L19-18	0	1	Transf. from MIA
		0	**26**	

Ministry of Internal Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
NGO Development Unit				
Sr NGO Development Officer	L11-10/9-7	1	1	
NGO Officer	L13-12	1	1	
		2	**2**	
Welfare & Counselling Unit				
Senior Social Welfare Officer	L11-10/9-7	1	0	Transf. to new min
Welfare Officer	L13-12	4	0	Transf. to new min
Case Worker	L18-15	1	0	Transf. to new min
		1	**0**	
Women Development Unit				
Sr Women Development Officer	L11-10/9-7	1	0	Transf. to new min
Women Development Officer	L13-12	1	0	Transf. to new min
Outer Island Liaison Officer	L14-12	1	0	Transf. to new min
		3	**0**	
Youth & Sports Development Unit				
Senior Sports Officer	L11-10/9-7	1	0	Transf. to new min
Sr Youth Development Officer	L11-10/9-7	1	0	Transf. to new min
Sports Officer	L13-12	1	0	Transf. to new min
Youth Officer	L13-12	2	0	Transf. to new min
Stadium Caretaker	L19-18	1	0	Transf. to new min
Sport Complex Caretaker	L19-18	1	0	Transf. to new min
		7	**0**	
Kiritimati Branch				
Assistant Welfare Officer	L15-14	1	0	Transf. to new min
		1	**0**	
Total Permanent Posts		**209**	**162**	
Total Supernumerary Posts		**0**	**0**	
Total		**209**	**162**	

Ministry of Women, Youth and Social Affairs

Post Title	Scale	Estbmt 2013	Estbmt 2014	Notes
Welfare & Counselling Unit				
Senior Social Welfare Officer	L11-10/9-7	0	1	Transf. from MIA
Welfare Officer	L13-12	0	4	Transf. from MIA
Case Worker	L18-15	0	1	Transf. from MIA
		0	**1**	
Women Development Unit				
Sr Women Development Officer	L11-10/9-7	0	1	Transf. from MIA
Women Development Officer	L13-12	0	1	Transf. from MIA
Outer Island Liaison Officer	L14-12	0	1	Transf. from MIA
		0	**3**	
Youth & Sports Development Unit				
Senior Sports Officer	L11-10/9-7	0	1	Transf. from MIA
Sr Youth Development Officer	L11-10/9-7	0	1	Transf. from MIA
Sports Officer	L13-12	0	1	Transf. from MIA
Youth Officer	L13-12	0	2	Transf. from MIA
Stadium Caretaker	L19-18	0	1	Transf. from MIA
Sport Complex Caretaker	L19-18	0	1	Transf. from MIA
		0	**7**	
Kiritimati Branch				
Assistant Welfare Officer	L15-14	0	1	Transf. from MIA
		0	**1**	
Total Permanent Posts		**0**	**57**	
Total Supernumerary Posts		**0**	**0**	
Total		**0**	**57**	

unicef ⬤