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THREE YEAR EVALUATION REPORT AND RECOMMENDATIONS  
ON THE  
COMMUNITY BASED INTEGRATED ISLAND DEVELOPMENT PROGRAM  
IN THE  
REPUBLIC OF KIRIBATI

SUBMITTED TO SAVE THE CHILDREN FEDERATION

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## SUMMARY

Save the Children Federation (USA) signed an agreement with the Republic of Kiribati in September 1981 to establish a community development program on four outer islands. The program was to assist the nation in realizing the national goals of self-reliance and decentralization in social and economic development at the island level.

Save the Children Federation established a program office in the Republic of Kiribati in March 1982. Activities were financed by a three-year grant of \$394,000 from the United States Agency for International Development, South Pacific Regional Development Office and \$100,000 from SCF private funding sources. In addition, it was assumed that in-kind donations of services, facilities, equipment, and labor from the government and from communities would amount to approximately \$100,000 during the first phase of operations. The initial three year program was last through February 1985. The agreement was extended by AID and the Republic of Kiribati until June 1985.

SCF-Kiribati began program work on four outer islands in September 1982. Activities have included demonstration and training programs on water tank and home construction, health/nutrition, vegetable gardening, handicraft production, and support for small businesses. SCF-Kiribati has established good relationships with governmental and non-governmental agencies. It has effectively promoted ideas of self-sufficiency and self-reliance among outer island villages. Leadership development has been a special focus of SCF-Kiribati projects. A competent staff has been recruited and is working on a wide range of community development activities. A solid base of support and experience now exists for future SCF work in Kiribati. Expansion should be considered.

This report is an evaluation of the first three years of SCF-Kiribati work. It includes descriptions of project activities, conclusions drawn from an analysis of SCF program efforts, and some recommendations for future action.

## I. INTRODUCTION: SCF-KIRIBATI EVALUATION REPORT, 1982-1985

This is an evaluation report on Save the Children Federation (SCF) programs in the Republic of Kiribati, Central Pacific. In September 1981, the Kiribati Government signed an agreement with SCF to establish a community development program on four outer islands. The program was financed with a total of US\$394,000 in overseas investment over three years with 75 per cent of the funds coming from the United States Agency for International Development and with 25 per cent coming from SCF's private funding sources (both individual and corporate donors). It was anticipated that an additional amount of support totaling \$100-\$150,000 would be provided by the communities in the form of materials, labor, in-kind contributions and cash; and government assistance through administration and management, training programs, the use of governmental facilities and the assistance of officials knowledgeable about community development in Kiribati.

In March 1982 expatriate SCF staff arrived in Kiribati and established an office on Tarawa. In September 1982 program operations started on the outer islands and have been under way for just over two years. The original agreement called

for the program to continue through February 1985. In 1982, AID agreed to increase the grant by \$67,000, with a total of \$394,000 available in AID funds. Later the contract was extended to run until June 1985 with the same amount of funds coming from AID.

The initial three-year agreement was considered to be the first phase of operations for SCF in Kiribati. At the end of the third year, it was agreed that an overall evaluation of SCF activities would take place and that talks would then open between SCF and the Government of Kiribati to explore possibilities of expansion and replication of the program on other islands.

This report presents the findings of an independent consultant hired by Save the Children to carry out an overall evaluation of SCF-Kiribati community development activities. The report includes descriptions of SCF-Kiribati projects, an evaluation of the national program, and findings and recommendations for future work.

## II. BACKGROUND ON KIRIBATI

Kiribati, formerly known as the Gilbert Islands, became an independent nation on July 12, 1979. It consists of three groups of islands: the Gilbert group with 17 islands (which contain most of the population); the Phoenix group with 8 islands and the Line group with 8 islands, of which 5 are uninhabited. The nation includes a total land area of approximately 684 sq. km. and is scattered over an area of 5 million sq. km. in the Pacific Ocean. The 1978 census showed a total population of 56,452 in the three island groups.

The islands are low-lying coral atolls, with narrow land strips varying in length from 50 km. to 4 km. Tarawa, the capital island, is the only distinct urban-rural center in the nation and contains over 17,000 people, or almost one-third of the total population.

The Government of Kiribati consists of the Office of the Beretitenti (President), the Cabinet, and a 35-member elected House of Assembly. Members of the House of Assembly represent the islands at the central government level. The

Island Councils -- the island and village level elected bodies -- function as decision-makers, planners, and community leaders and are responsible to the Ministry of Home Affairs for local administration and island development.

In addition to the formal governmental structures described above, a more traditional form of village governance is represented by the Maneaba, typically a village council of elders named by their respective families. The Maneaba usually wields great power and influence on the community level. The Maneaba resolves disputes between members. It provides a forum for ideas to be debated and conflicts resolved. It serves as a powerful educational structure through which elders pass on cultural traditions and values to younger generations. The Maneaba also serves as a means through which visitors can be welcomed and new members accepted into village life. In short, the Maneaba serves as a key cultural-political filter through which new individuals, ideas, activities and methods can be evaluated for their potential impact upon the life and development of a village. This village institution is particularly powerful on the outer islands where traditional patterns of life remain strong and vital.

Since gaining independence as a republic in 1979, the Government of Kiribati has emphasized the need for the nation to increase its level of self-sufficiency and to support decentralized development activities throughout the nation. The four National Development plans, begun before independence and projected up to 1986, clearly articulate a strategy for long-term development in Kiribati.

The Republic faces major challenges in working toward equitable development of the islands. Transportation between the islands is a major problem since the nation stretches over a vast expanse of ocean and the total land area is quite small in comparison to the total area included in the nation's territory.

Health needs are now being addressed on a national level but there are serious problems with water quality, both because of climatic factors such as drought and because of contamination of fresh water supplies by human waste. While there seem to be few problems with lack of food in Kiribati, there are some indications of malnourishment due to an imbalanced diet and the resulting deficiencies in protein and vitamins. The average citizen can expect to live to an age of 52.

Population growth is an increasing problem; in 1978, it was measured at 2.2 per cent per annum although there is clear evidence of a much faster rate of urban growth on Tarawa as out-migration from the outer islands continues to occur.

Perhaps the most serious problem facing the nation is the long-term problem of how to deal with its growing trade deficit and dependency upon other nations for financial aid. Kiribati has few natural resources available for export. Up until 1979, the largest single source of revenue for the country came from Phosphate mining on Banaba. These resources were depleted by the time independence arrived. The country's income dropped by 88.6 per cent in 1980 when the phosphate industry closed down. Currently the major source of export revenues comes from the sale of copra -- which has suffered from a drop in value on the international market for two of the last three years. Of the total of \$1,854,000 A earned by exports in 1982, copra accounted for \$1,454,000, with fish (primarily tuna) accounting for \$400,000 and miscellaneous products making up the rest. Imports, primarily in the form of food, fuels, equipment and manufactured goods, totalled \$19,558,000 A.

Despite this seemingly huge imbalance between exports and imports, the nation has no real foreign debt. Other sources of income roughly balance out the drain caused by imported goods.

The government receives approximately \$5 million each year from Reserve Fund income earned from taxes paid on phosphate mining prior to 1979. The total assets held in Reserve Funds in London now have a market value of some \$90 million. External aid from other countries amounted to almost \$14 million in 1982, with \$5 million coming in cash, \$4 million coming from the Special Financial Assistance Fund of the UK, and another \$5 million coming through in-kind assistance from other countries in the form of sewage plant construction, fishing fleets, etc.

Additional sources of income include: remittances from seamen, church funds, shipping fees, insurance payments, and tourists. Recognizing that the current income from foreign aid cannot be assured in the future, the government has stressed the need for self-sufficiency. It has encouraged citizens to develop new sources of earning income. The government has also recognized that the traditional way of

life on the outer islands, which is based on self-reliance and living in balance with the atoll environment, may be one of the nation's best assets.

Kiribati faces major challenges, but there is no starvation, no famine or epidemics of life-threatening diseases, no serious problems with homeless people -- as is often found in other countries moving from a colonial period into independence. What Kiribati now faces is a period, as a young nation, in which it must develop a national infrastructure which can be financed with available resources and which can address some of the inequities which do exist on the outer islands. Simultaneously, it must find a means of slowing the migration to Tarawa from the outer islands and creating diversified economic activities for residents of the outer islands. Since World War II, there has been a clear trend toward more and more involvement of I-Kiribati citizens in a cash economy. This is likely to continue and it will eventually pose some difficult questions for creating and managing economic growth in Kiribati.

All of these factors argue forcefully for a national development strategy which ensures that traditional forms of

village life remain strong and viable. Within this context, ideas of self-sufficiency and self-reliance remain crucial to the long-term stability of the Republic.

### III. SCF'S APPROACH IN KIRIBATI

SCF programs throughout the world emphasize the need for all people, regardless of social or economic status, to achieve a better life, in a dignified manner, through their own efforts. SCF attempts to support this need through the following goals:

1. to assist families and their communities to attain skills and the self-confidence necessary to take greater control over their lives and their future;
2. through its programs, to assist people in communities in identifying and addressing their common needs and problems; to help acquire technical and process skills to carry on development in their communities; and to work through community organizations which represent the interests of the community so that new skills are shared among the community.

SCF work in Kiribati has closely followed these goals, while adopting forms and methods compatible with the aspirations and culture of Pacific Island people.

The principles underlying ideas of self-help and self-sufficiency call for a diffusion of basic skills throughout the society so people can volunteer their time and energy to gain new skills and thereby improve their own living conditions and that of their communities. The concept of self-help also includes a recognition by volunteers that their joint efforts physically improve their communities and increase their inherent ability to solve problems and to deal with future needs. This process creates greater independence for villagers and, in the long run, puts fewer financial demands upon a central government. A key element in this developmental process is the nurturing of local leaders who can develop skills in managing and planning for the current and future needs of their communities.

Recognizing the need to nurture emerging leaders, SCF-Kiribati staff adopted the following assumptions regarding its role in development activities on the outer islands:

1. the major priority is leadership development;
2. there is a need to experiment with new technology compatible with village level needs and skills;
3. SCF projects should provide new opportunities for villages to develop planning and management skills;
4. control of projects by local people is essential if a transfer of knowledge and skills is to take place;
5. the natural patterns of learning in villages are ones which enhance face-to-face, informal learning methods -- observation, dialogue, and practical application.

Based on these assumptions, SCF-Kiribati staff have emphasized training and demonstration programs which have both increased the skills levels of people in villages and given them new opportunities to identify problems, collectively devise solutions, and effectively implement their plans.

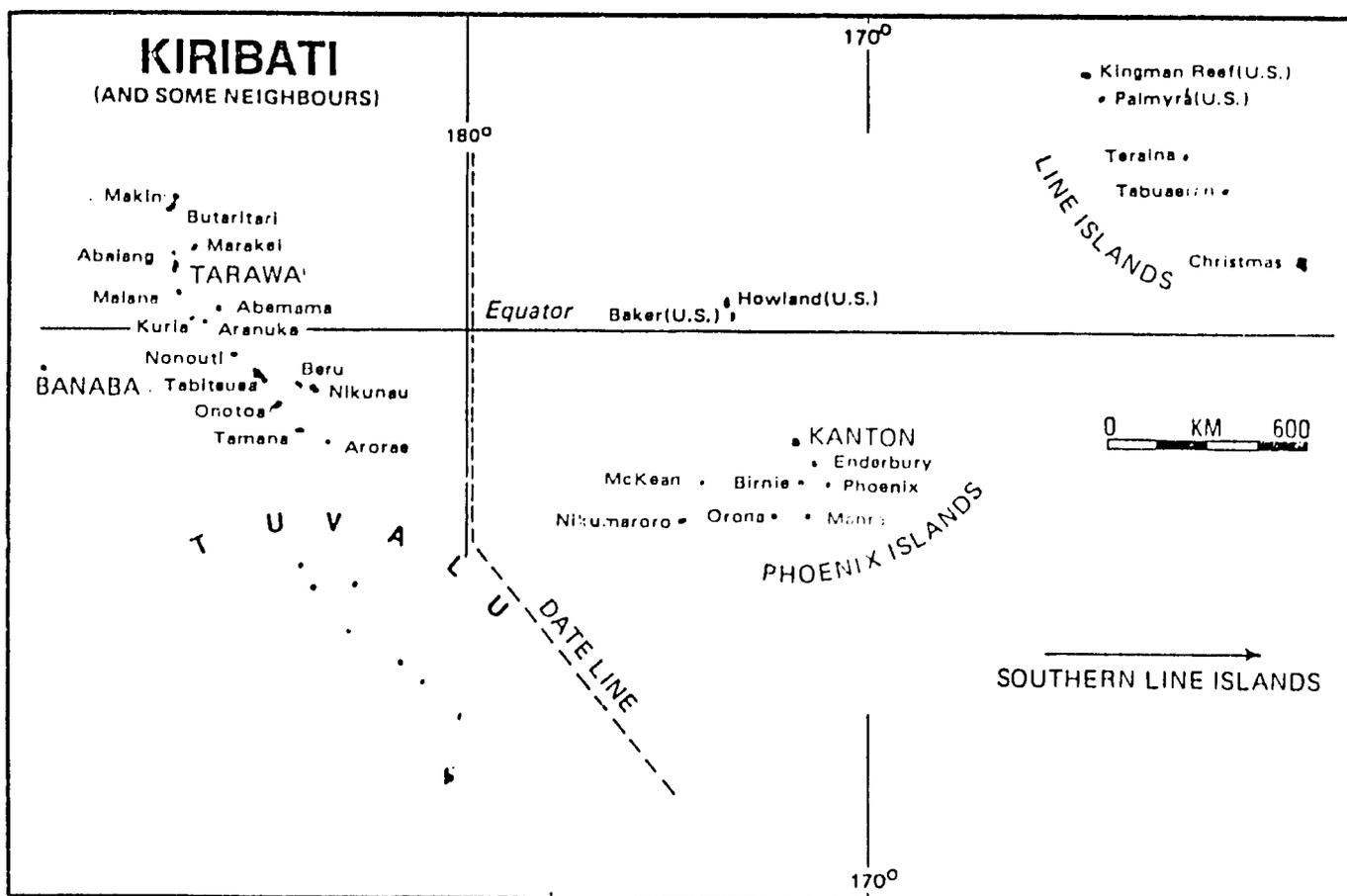
SCF-Kiribati has a central administration office on Tarawa, in the community of Tebunia, some 17 km. from Bairiki where most Central Government offices are located. SCF-Kiribati staff consists of ten program-related staff members and five support staff. Of these, the director and the technical advisor are expatriates. The others are all I-Kiribati citizens. Five of these program staff members are located on the four outer islands where SCF operates village-level programs.

The Tarawa central office facilities consist of a two-story office and home for the director and an adjacent open-air meeting room built by SCF as a demonstration project while conducting classes on new house construction techniques. The office/living quarters are serviced by several experimental water tanks built as part of a training program carried out by SCF and the Tarawa Technical Institute. In addition, the staff has constructed several experimental garden plots which are used for growing food and for training area residents in techniques of gardening in an atoll environment.

SCF-Kiribati is under the supervision of the Ministry of Home Affairs, the same department responsible for the operations of the Island Councils.

During the past two and one-half years, several training sessions have been conducted at the central office. However, most of SCF's work now consists of community development activities carried out on the four outer islands where five SCF community workers are permanently located.

The four outer islands are Makin, Maiana, Tabiteuea South and Arorae. The four islands were selected prior to signing of the governmental agreement in September 1981.



A brief description of each island follows. More detailed statements about SCF activities on each of the islands are contained later in the report.

MAKIN: the northernmost of the four islands selected for SCF work, consists of six small islets totalling only 1,950 acres and extending 16 km. by 3 km. It rises no more than two meters above sea level. The 1979 census figures show 1,419 people living on the island, with an additional 564 people listing Makin as their home island but living elsewhere in the nation or being employed on ships at sea. Children under the age of 15 account for 51 per cent of the population. More than 80 per cent of the adults are primarily engaged in subsistence activities. Most residents involved in cash employment are government employees. However, all households showed some source of cash income with the most common source being the sale of copra. Annual per capita cash income was US\$112.25 and household income averaged \$677.31.

The island is serviced monthly by supply ship and has air service three times each week. Its location as the northernmost island in the chain, lying 140 miles north of

Tarawa, makes it the most isolated of the four chosen for SCF work. Makin has only two villages, Makin and Kiebu, located about three miles apart and separated by three separate reef passages which are accessible at low tide. Kiebu is 100 per cent Catholic, and Makin is two-thirds Catholic and one-third Protestant. The churches play a key role in the organization of village life. Makin is within the Northern District.

MAIANA: An atoll island consisting of a continuous stretch of land about 22 km. in length and averaging about one km. in width. It lies 32 km. south of Tarawa. Its lagoon is an excellent harbor for ships and provides rich and easily accessible fishing for its residents. Twelve of its 13 villages are on the main strip of land with the village of Tebikerai located on an islet separated by a sea passage. The 1978 census showed 1,688 residents with another 1,472 claiming Maiana as their home island. Most of the absent residents live in Tarawa. Due to its physical proximity to Tarawa, the island has a relatively high rate of participation in the nation's cash economy. Nevertheless, in 1978, 77 per cent of the island's adult residents were primarily involved in subsistence activities. Sale of copra is the

largest single source of cash, but the island has a relative high number of production workers involved in wage-earning activities such as baking, construction work, and woodworking. A large number of families also receive income in the form of remittances from relatives living off the island. In 1978, Roman Catholics comprised 45.8 per cent of the population and Kiribati Protestants 48 per cent. Seventh Day Adventists and the Baha'i faith also had members. As is true with most of the outer islands, churches on Maiana play an extremely important role in the life of the villagers.

TABITEUEA SOUTH: lies 450 km. south of Tarawa and is adjacent to its closest neighbor, Tabiteuea North. The two units are actually part of the largest island in the Gilbert Island group, which consists of a string of islets stretching for almost 65 km. Tabiteuea South consists of a 16 km. stretch of islets totalling some 2,928 acres with a resident population in 1978 of 1,182. It is one of the least populated islands in the Gilbert Group. Until July 1981, when an airfield was constructed, it could only be reached by a 50 km. canoe or motorboat trip or by the monthly supply ship from Tarawa.

Tab South is marked by the lowest out-migration rate in the Gilbert Group and is known for its individualism, competitiveness and highly developed egalitarian social structure. It is regarded as one of the most traditional, clan oriented islands in the Gilbert Group. Four religions are represented on the island: Catholics with 53 per cent; Protestant, 33.8 per cent; Baha'i, 10.6 per cent and Seventh Day Adventist, 2.5 per cent.

Census figures show only 10 per cent of the workforce employed in the cash economy, with 80 per cent primarily engaged in subsistence activities. About 42 per cent of the population is below 15 years of age. Six villages are located on the six largest islets.

ARORAE: the southernmost island in the Gilbert Group, lies 500 km. to the South of Tarawa and consists of a reef island with no lagoon, totalling 2,342 acres. It is approximately 10 km. long and one km. wide.

The population is situated in a long, well-spaced village divided administratively into Tamara and Roreti. It is one of the most densely populated groups in Kiribati. In 1978,

1,527 people resided on the island and another 1,275 persons claimed it a their home but lived elsewhere. An estimated 61 per cent of these live in Tarawa, with the rest living in Banaba and Nauru or working on ships. The Kiribati Protestant Church is the only religion on the island and is a dominant force in the lives of the people. The island is known for its strong Protestant work ethic and for its high degree of social organization and cooperative effort in carrying out community projects. Growing copra is the dominant cash activity, but remittances from relatives living off the island are the major source of cash. Young people under the age of 15 made up 36.7 per cent of the population.

#### IV. PROCESS OF THE EVALUATION

The original proposal for "A Community Based Integrated Island Development Program in Kiribati" submitted to the Government of Kiribati and the South Pacific Regional Development Office of the United States Agency for International Development in July 1981, listed four major program objectives. These were:

1. To help strengthen the capabilities of the Island Councils, community groups and local people to assess local needs, and to plan, implement and evaluate self-help projects for social, economic and infrastructure development at the island level;
2. To provide opportunities to improve living conditions of children, families and rural communities at the island level within the context of Kiribati culture and traditions;
3. To promote increased communications and interdependence between the existing centralized services and the isolated villages of the selected islands;
4. To offer through experimental projects at the village and island levels a functional model of a self-help approach to community based integrated island development for possible replication and institutionalization in Kiribati.

The evaluation consultant was asked by the Asia-Pacific Regional Director to evaluate program activities in light of

these objectives. Special attention was to be given to the impact of these activities upon 1) the quality of life of the people on the islands where SCF was working, 2) the transfer of skills (both technical and process), and 3) the promotion of a self-help process.

In addition, the evaluator was asked to assess the quality of relations with governmental and non-governmental agencies as well as the effectiveness of the administration of the SCF-Kiribati program.

#### METHODOLOGY

An evaluation team was formed consisting of I-Kiribati leaders who were familiar with SCF-Kiribati goals and objectives. Most were chosen from members of the SCF-Kiribati National Advisory Committee. Some had previously taken part in one-year evaluation sessions. The team consisted of the following individuals: Michael Clark, consultant and director of the study; Kaiarake Taburuea, Ministry of Home Affairs; Roniti Teiwaki, Director, Extension Services, University of the South Pacific Tarawa; Kabwebwenibeia Yee-on, Headmaster, Betio Elementary School;

and Mikaere Baraniko, Ministry of Planning. Due to time conflicts, Mr. Baraniko was unable to take part in the evaluation visits. Amon Timan, Director of Youth Activities, the Ministry of Home Affairs, served as an evaluator in his place.

Each island was visited by an evaluator. Kaiarake Taburuea was the evaluator for Tabiteuea South; Roniti Teiwaki, Maiana; Kabwebwenibeia Yee-on, Arorae; and Amon Timan for Makin. He was accompanied on his evaluation visit by Michael Clark.

The overall evaluation consisted of the following activities:

1. An evaluation team member visited each island, with most visits lasting from three to five days. The evaluators talked with island leaders, council members, and people who were personally involved in SCF projects in the villages.
2. Clark, as director of the evaluation, carried out the following activities as part of an effort to assess how SCF activities were carried out on a national level:

- a) interviews with 35 government officials, agency leaders, and people familiar with SCF-Kiribati work. Most of these interviews took place in Tarawa.
  - b) interviews with most SCF-Kiribati central staff in Tarawa.
  - c) extensive interviews and discussions with SCF-Kiribati Director.
  - d) review of office files dealing with programs, island correspondence, and financial affairs.
  - e) interviews with most National Advisory Committee members.
  - f) individual interviews with evaluation team members on their conclusions after visiting their respective island.
3. At the end of the two-week evaluation period, the evaluation team held a committee meeting to review SCF

activities on each of the islands. This included oral reports and discussions about their evaluation visits, progress of SCF work on each island, and SCF's impact upon related developmental work in Kiribati.

4. The National Advisory Committee met with the consultant and the evaluation team to share reports and to hear the preliminary conclusions and recommendations of the consultant.

In addition to the above activities, it should be noted that an enormous amount of highly useful material relating to program development in Kiribati can be found in the files of the SCF office on Tarawa. Most of this material is duplicated at the SCF Asia-Pacific office in Connecticut. The most useful materials were found in files covering inter-island correspondence, staff monthly reports, and quarterly reports sent to Westport and shared with friends in Kiribati. The two earlier evaluation reports prepared by A. Ravuvu and Brian Riordan are admirable for their insights, information and recommendations on development work in Kiribati. For the student of community development, all of these materials provide a highly valuable reservoir

of knowledge and documentation which should be gleaned for future SCF work in the Central Pacific.

## V. FINDINGS OF THE EVALUATION

The findings presented below are drawn from the work of the evaluation team and the independent work of the outside consultant. However, the findings are solely the responsibility of the consultant and do not necessarily reflect a consensus of opinion of the evaluation team.

For purposes of this evaluation, findings are listed under three broad headings:

1. Program Activities as Related to the Objectives
2. Relations with Governmental and Non-governmental Agencies
3. Administration of the SCF-Kiribati Program.

A. PROGRAM ACTIVITIES AS RELATED TO THE OBJECTIVES

1. SCF has carried out an impressive array of activities on the four islands. These include village water projects, training and demonstration projects on house construction, water tank construction, vegetable gardens, handicraft production and sales, business education classes, health and nutrition programs, etc. While not all of these projects have been successful, they demonstrate that SCF has developed an ability to initiate projects on a village level on each of the four islands. A brief summary of activities carried out on each of the four islands follows.

ARORAE

- a) Seven housing groups have been established and 54 homes have been completed with SCF assistance.
- b) Demonstration classes on building water tanks were held, nine water tanks are now complete.
- c) Gardening projects are under way throughout the island, but are limited by water shortages and bad soil.
- d) An island survey of community needs has been completed.
- e) An island-wide recirculation water system plan has been drawn up. Work will begin on the system in early 1985. Supplies have been ordered. The

island plumber is undergoing additional training at Tarawa Technical Institute under the sponsorship of SCF. An Island Water Board has been formed.

- f) One local workshop for the village women's group was held.
- g) A Skills Center is planned for the island, with construction slated for 1985.
- h) Interest is rapidly growing in building additional homes. SCF has purchased a large rip saw which will be installed on the island to cut timber for housing. TTI will install the saw and train people to operate it.
- i) Handicraft production is under way; SCF is assisting in marketing some of the items.
- j) A revolving loan fund has been established to assist individuals who want to construct new homes or initiate new projects.

#### TABITEUEA SOUTH

- a) Housing groups have been established but are limited by the lack of available funds.
- b) Work has begun on the Tewai village water system.
- c) A Skills Center for the island is now 75 per cent complete. However, work has slowed down as trainees have dropped out due to the distance from their homes to the center.
- d) Demonstration classes in water tank construction were held. Nine tanks have been constructed in Taku village, long an area with severe water problems. More are planned.
- e) A solar fish dryer is planned for Taku village.
- f) SCF has provided assistance to small business operations at the village level.

- g) Vegetable seeds have been distributed and several garden plots created, but bad soil and lack of rain have inhibited growth.

MAKIN

- a) A Workshop is under construction; all materials have been ordered, and construction is 50 per cent complete. Sixteen trainees are involved in the project.
- b) A housing group has been created with 44 members.
- c) The Kiebu Water Project is under way. Fifty per cent of the supplies and materials have been ordered. A survey of water needs is complete. Classes have been held on the causes of water pollution.
- d) Two classes have been jointly sponsored with TTI on outboard motor repairs and maintenance.
- e) Discussions have begun with the Island Council on construction of a new health clinic building in Kiebu.
- f) Three individual homes have been completed with technical assistance from SCF.
- g) A chair-making project was started to help with income generation. A Makin group is producing the materials and the chairs will be assembled in Tarawa.
- h) SCF assisted a small group to improve an access road to their homes so they could haul copra to market.

## MAIANA

- a) A Learning and Demonstration Centre has been proposed; discussions are continuing.
- b) The health clinic building is 90 per cent complete, with water tank.
- c) Water tank construction classes were held; four demonstration tanks have been completed.
- d) A Maiana vegetable growers' group was started with hopes of marketing produce locally.
- e) Technical assistance was provided for development of a Teacher Resource Center project.
- f) Training courses lasting two weeks were conducted in these subjects:
  - i) Health and Nutrition
  - ii) Gardening
  - iii) Traditional Medicine
  - iv) Tank construction
  - v) Building construction classes
  - vi) Group planning skills
- g) SCF assisted in pig fencing operations.
- h) Sink-top construction demonstrations were held in Bubutei village.

The SCF-Kiribati Fourth Semi-Annual Report, January-June 1984, carries an excellent summary of activities and a more detailed list of SCF work and plans. It is attached as an appendix to this report. In reference to the above activities, refer to the sections on "Training" (pages 5-8) and "Program" (pages 8-20 in the Semi-Annual Report).

SCF has been able to establish a presence on each of the four islands. Each island has progressed at its own unique pace, reflecting local attitudes and experiences and the abilities of SCF outer island staff to work with villages on local problems.

There are common problems experienced by all of the islands. Transportation is a constant headache. Communications between SCF Tarawa and workers on the islands are slow and erratic. Village groups are often hampered by inexperience and caught up in other, competing activities. Changes in SCF staffing have slowed development on three of the four islands. But these problems seem to reflect either the realities of people coping with transportation and communications in an island nation or the normal process of developing new programs in villages where organized efforts at self-help are taking new forms. As SCF staff gain more experience, and as the local development groups mature, many of the currently existing bottlenecks and conflicts can be more effectively addressed.

2. Legitimate needs in the villages are being addressed by SCF and the quality of village life is being improved in many of the communities where SCF is working. SCF activities include work on health and nutrition, housing, income generation, and leadership development. SCF work on the outer islands has only been under way for two years, yet the diverse range of activities sponsored by SCF and described in Section A and the Fourth Semi-annual Report indicate strong involvement by SCF staff in village problem-solving on the four outer islands. SCF activities have been carried out in response to planning groups which existed or which SCF helped to create in each village. This has helped to ensure that SCF work is related to the needs and concerns of village people. There appears to be a clear recognition at both the village and national level that SCF is working with local groups on basic and vital community needs.
  
3. In most villages, a problem identification process is in place. Village committees are meeting to identify projects in which they need SCF assistance. These groups include village welfare groups, housing asso-

ciations, village councils, women's groups, and church groups. Some have been founded by government and non-governmental agencies working in the villages. Several were established in direct response to SCF's presence on an island. They vary greatly in their scope of activity and range of experience. Most are village based. On Arorae, the original committee formed to oversee SCF activities has been expanded to coordinate island-wide activities and to plan future work. Many of these groups provide dual functions for community development work: they serve as a source of ideas for community projects and, in turn, they provide opportunities for leadership training. Some of these groups have the potential to move into a range of issues and to serve (in cooperation with island councils) as planning instruments for their villages.

4. SCF has established effective working relations with the Island Councils on the four outer islands. Arorae probably provides the best example of how SCF work has strengthened the capabilities of an Island Council to carry out new activities. On the three other islands, SCF staff are working with Island Councils to carry out

projects which will improve living conditions on each island. SCF staff have adopted a planning procedure which includes coordination of village-wide work with the Island Council, the Clerk and the Council President. Before any village-wide SCF project begins, it must be reviewed by the Island Council President. The President must review all written proposals which request funds for projects. In reality, this review includes not only an examination of written materials but involvement of the President in the planning and discussion of village and island level projects. Given the nature of village life on these small islands, such cooperation is crucial for the successful completion of any project.

Future coordination and close cooperation between the Island Councils and SCF staff is essential for effective work on each island. As SCF projects continue, these activities should enhance the ability of each Island Council to do more planning and to launch more ambitious island-wide projects.

5. Demonstration training projects are under way. These range from construction projects to garden plots. Each has been designed to teach village residents new methods of applying appropriate technology to village problems. Because of the educational nature of these projects, many take longer to complete than a conventional construction project which is only erecting a building. However, there are long-term benefits which accrue because of newly acquired village-based skills. Application of these new skills should be measurable over time, especially in areas of community work such as home building construction, improvement of diets, improvement in sanitation practices, etc. In some instances, the accumulated knowledge and experience gained through these projects should lead village groups to undertake larger and more complex projects in the future.

The training projects have been based on the expressed needs of community groups to gain specific skills. It appears that the most successful of these have been training sessions which are highly focused on teaching a specific skill such as making concrete forms for housing or for water tanks.

6. There is a strong, clearly expressed desire among villagers for new opportunities to obtain knowledge and skills which they can use in their daily lives. Such an interest provides valuable opportunities to create situations where people both enhance their skills and gain new experiences in working together on community projects. For example, SCF has undertaken the construction of workshops on Tab South and Makin. Trainees have learned how to make concrete blocks, lay out and construct buildings, and make concrete roof tiles. All of these methods have direct application to home construction. On Makin, SCF and Tarawa Technical Institute jointly sponsored two short-term courses on motor mechanics and boat motor maintenance. The first class drew 20 participants. The second one attracted over 50 people. Makin residents are interested in a refresher course on the same subject. Similar responses have been generated on other islands.

Adults on the outer islands see a real value in gaining new, basic skills which have daily application in their lives. Currently, for adults and out-of-school young people, there are few opportunities to gain such

knowledge. The new workshops, Demonstration Centers and Skills Centers now under construction should provide an excellent base for carrying out informal educational work on the outer islands. However, if these are to fully support the development of attitudes of self-sufficiency and self-reliance, care needs to be taken to ensure that the skills training meets the basic needs of people on the outer islands.

Informal learning opportunities, rather than certified, academic training courses, appear to enhance the abilities of villages to develop local leaders and to improve their problem solving skills. An informal educational approach, growing slowly out of the needs of daily village life has the potential to be a powerful, invigorating influence upon the outer islands over a period of decades.

Any stroll through an outer island village demonstrates that many people are already involved in a process of experimenting with new technologies and adapting new instruments into their daily life. Examples abound: pressure oil lamps, foot-powered sewing machines,

outboard boat motors, plastic and aluminum cooking and eating tools, motor bikes, etc. All of these require greater involvement in the cash economy. The most effective labor-saving devices, such as sewing machines and boat motors, also need regular maintenance and replacement of parts. Village life is often enhanced, and small business opportunities created, when village residents have practical access to knowledge about how to maintain and repair many of these products.

When island people are given adequate opportunities to learn new skills which improve their quality of life, there usually is a natural progression toward development of specialized trades people who can carry out these practices. These could include maintenance and repair of machinery, carpentry and home construction, plumbing, and so forth.

Although many groups may attempt to protect special skills or knowledge which might give them economic or political advantages over other groups, there is a real need on the outer islands to develop attitudes which encourage the sharing of basic information on many

matters. SCF has begun to encourage this process by identifying residents who already have expressed a willingness to teach and share their skills and knowledge with their neighbors. These natural teachers play an extremely vital role in village development.

7. SCF projects involve a wide range of people in the four islands. These include people from throughout the islands, government officials, church leaders, fishermen, housewives, etc. This is especially true in villages where SCF has done joint work with other private groups and government agencies.
  
8. There is growing interest among the outer islands about SCF's work. As information has spread about SCF work on the four islands, residents of other outer islands have expressed an interest in the relevancy of SCF's approach to their own islands. This interest is likely to heighten as SCF projects mature on the four islands and the results of the developmental work assume tangible forms such as buildings, water systems, etc. Several Tarawa-based officials expressed some concern about limiting SCF work to four islands since citizens

of the other islands had inquired why the four had been selected for special attention by SCF workers. The question of expansion to other islands is specifically addressed later in this report.

9. Project implementation varies considerably from island to island. Work on each island has moved at a separate, distinct pace. There are many reasons: historical patterns of village life, climate, closeness to Tarawa, involvement in the cash economy, religion, attitudes toward cooperation with neighbors, attitudes about dealing with societal change, and prior experiences.

One key element in all of the activity, however, is the quality and experience of SCF staff. (Refer to Section 3, Administration of the SCF-Kiribati Program below.)

Outer island staff members serve many functions: they must be good managers of expertise and resources; they must be able to communicate with their neighbors and island officials; they must be able to encourage people to help themselves without building destructive dependencies. Perhaps most importantly, they must be good teachers who gain gratification and personal enhance-

ment from the process of teaching others new skills and new ideas. Such people are rare. While these teaching skills can be learned, it takes time to acquire the experience and seasoning that tempers and develops good community workers.

Early SCF work was hampered by staff turn-over on three of the four islands. In Makin, for example, many activities almost came to a halt when the Community Aide experienced debilitating personal problems. The resulting lack of activity and inadequate communications between village groups and SCF Tarawa office created considerable problems. In the last three months, a new, competent staff person has resolved most of these problems and an impressive list of activities is under way.

On Tab South and Maiana, SCF staff changes have also disrupted the development process. On these two islands, work has always moved slowly because many people are not accustomed to working together on community projects or because other activities (such as raising funds for church buildings) have been given a

higher priority. Slow progress has been made in two Tab South villages where several water tanks have been completed. The Skills Center on Tab South is almost 75 per cent complete but there has been a drop-off in the number of trainees because of the need for participants to travel eight miles each way between their homes and the construction site. On both Maiana and Tab South, villages are widely scattered and this seems to have had some effect upon development work. On both islands, progress will have to be measured in years rather than in shorter terms.

In Makin SCF became involved in a village-wide effort to create a new water system in Kiebu. An initial demonstration water tank was poorly constructed and leaked for over a year. Repairs have now been made and work is under way on the new water system. The new skills center is under construction and should be completed within two months. There appears to be strong interest in housing groups and courses in basic skills. On Makin, Maiana, and Tab South, several villages have also been engaged in large church-

building projects and these activities have often had a higher priority than community development projects.

At times, conflicting approaches to community development have interrupted SCF's development activities. For example, on Maiana, one village was able to obtain free materials and funds from a governmental agency to build a new health clinic. A nearby village, working with SCF staff, initially identified the construction of a health clinic as a key need, but work eventually halted when they learned that the other village had received free materials. They decided to postpone their voluntary work in the hopes of obtaining free materials and labor costs from the government. More careful coordination of work by all involved might have avoided this problem. Also on Maiana, it has been a practice that community development workers be paid for their efforts rather than serve as volunteers. This has had considerable impact upon SCF's ability to undertake village-wide projects. It also demonstrates the need for SCF staff to constantly be involved in public education work in order to explain the long-term benefits of self-sufficiency and self-reliance activities.

All of the islands have experienced problems with receiving supplies on schedule and coordinating their plans and activities with SCF technical advisors in Tarawa. If the office of the Beretitenti (President) enjoys the most respect and status in Kiribati, then the Department of Supplies must have the least. Transportation and communications problems in this far-flung island nation remain major barriers to adequate community development activities.

Arorae has seemed to respond best to SCF program activities. Part of this success is due to excellent staff work by the senior Community Aide on the island, who is an experienced worker and manager. Arorae has a long history of undertaking cooperative community projects and SCF's emphasis on self-sufficiency and self-reliance seems to blend well with the island's strongly expressed Protestant work ethic. However, during the final evaluation session, several people expressed caution in using success on Arorae as an adequate test of SCF's approach in Kiribati.

The islands vary greatly in their attitudes toward SCF activity. On the whole, important, creative work is under way and SCF has established a solid base. The hard work of establishing a credible presence on the islands seems nearly over. What lies ahead is a period of testing and consolidation so that SCF can be sure its projects can be completed to the satisfaction of the villagers and the government. Future assessments of this initial phase of development work should include measurements of physical accomplishments and the emergence of more effective leaders.

Finally, a community development program is only as good as its staff. SCF has made a good beginning in its efforts to develop useful projects on the four islands, but its future work will be largely determined by the quality of staff which it can recruit and retain.

10. SCF's initial efforts to establish projects on the outer islands have primarily improved the skills level of men. Little attention has been paid to the developmental needs of women. While the village projects have clearly focused on activities which have the potential

to improve the general quality of village life, the transfer of new skills has occurred in activities traditionally carried out by men. Kiribati's male-dominated culture systematically enforces this pattern.

11. Kiribati's colonial legacy reflects long-standing problems in community development that can only be resolved through careful, patient work carried out over decades. One product of this legacy is an attitude commonly held by many citizens that government should bear the primary responsibility for solving community problems. This attitude may be the historical result of a colonial government which developed patterns of dependency. Such an attitude is problematic under current conditions since there is limited capital available to solve national problems in the fields of health, education, transportation, and job creation.

The National Development Plan, which stresses the need for community self-sufficiency and self-reliance addresses this problem in a constructive fashion. SCF's programs, which emphasize voluntary local

activities, complement the government's strategy. However, for SCF to maximize its impact, even more coordination of activities between SCF and government will be necessary.

12. The National Advisory Committee has assumed an important and crucial role in development of SCF-Kiribati programs and directions. Originally conceived as a group which would primarily serve a liaison function with many different governmental agencies and sectors of Kiribati society, it has grown into an important arm of SCF-Kiribati work. At first it consisted of five members representing the business, government, religious and educational communities of Kiribati. In 1984, membership was enlarged to include eight persons. An even larger group is being discussed. Members have helped to carry out one-year evaluations, served as evaluators for this study, operated short-term workshops and training programs, served as key advisors in program development, and become highly effective advocates for SCF among their peers in both government and non-government agencies. In the long run, this group should also serve as a means of providing some

informal national accountability for SCF programs in Kiribati. In effect, it has extended the management and skills level of the paid SCF staff by providing a supportive but independent analytical perspective to SCF-Kiribati program activities. Such a model of cooperation might prove useful and valid for SCF programs in other countries.

13. The training of project participants on a village level has evolved into a top priority for all SCF-Kiribati projects. The training has emphasized basic skills which increase self-reliance on a village level. Two key areas of concentration have been the development of planning skills on a village level and the need for people to communicate with each other as they proceed with their projects. The Fourth Semi-Annual Report provides several examples of how this has occurred. The recommendations outlined later in the report also address this topic.

## SUMMARY OF PROJECT ACTIVITIES AS RELATED TO OBJECTIVES

SCF-Kiribati program work has effectively addressed the four objectives described in the original program proposal in 1981. Village and island-wide projects have been initiated which have helped to develop the planning abilities of Island Councils and village groups; living conditions have been improved in a number of villages through SCF work on problems such as water systems, nutrition projects and income-generation; SCF workers are effectively helping village groups to coordinate their work and needs with the services offered by centralized governmental agencies; and SCF work has generated a new interest about self-help concepts among the residents of the four islands.

In just over two years, SCF-Kiribati has built a strong base of support among people of the outer islands. Several key projects are under way and, when successfully completed, should advance public understanding of the importance of SCF community development work carried out through self-help activities. SCF has also established effective relations with appropriate governmental agencies in Kiribati. But SCF's work in Kiribati is in an early stage. Staff members

are still being recruited and trained. Local groups are testing their abilities to carry out ambitious projects on a wide range of issues.

What SCF-Kiribati faces now is a period of consolidation during which current projects need to be finished and an assessment made of where the most useful and productive work can take place on the four islands. Already, many island groups are approaching SCF with a wide range of proposals for future work. This speaks well for the trusting relationships which have been built among village leaders.

Difficult decisions lie ahead. SCF cannot be all things to all people. With limited resources and staff, it must consider these requests based upon an assessment of where the staff and its advisors think SCF can have the most impact. SCF, as it ends its initial phase of operations in Kiribati, has also begun to consider expansion into other islands. This decision should be made based on SCF's resources and its ability to effectively function on a national basis. In large part, expansion will depend upon whether or not the people of Kiribati value SCF's work and become active advocates for SCF as the nation considers its future for the next ten years.

B. RELATIONS WITH GOVERNMENTAL AND NON-GOVERNMENTAL AGENCIES

1. The SCF -Kiribati staff has done an excellent job of informing government officials and colleagues about work currently under way. A large majority of the officials interviewed about SCF work in Kiribati were not only familiar with SCF programs but were also conversant with the underlying development principles used by SCF on the outer islands. There have been some disagreements and conflicts concerning SCF's work in certain areas. To a large degree, these points of conflict arise due to differences between the work of a governmental agency charged with specific responsibilities and the work of a private agency which uses an integrated approach to community development.

One example of this difference in perspective arises from SCF's role in training people to build ferro-cement water tanks for their homes and village buildings. SCF has used a tank designed by Tarawa Technical Institute. It consists of a system which can be constructed out of readily available materials and can be completed by three men in about a week's time.

The basic skills needed for construction can be learned quickly on the job. Training sessions for building the tanks have been held at the SCF facility in Tarawa and examples of the tanks have been constructed by villagers on each of the four outer islands.

The Department of Health, on the other hand, has been advocating a tank designed by WHO. It is also made of cement, holds about the same amount of water, can be constructed in pieces and then hoisted to an elevated platform and, theoretically, can be moved to a different location if desired. However, the WHO tanks require a higher level of construction skill and a special vibrator machine to properly settle the cement into the mold. Therefore, the WHO model does not lend itself to local self-help enterprises as easily as does the TTI model. Both seem to work well once they are properly constructed. The Department of Health also expressed concern about an earlier TTI model which did not use enough steel reinforced materials to meet Department of Health standards. This concern seems to have been resolved through modifications in the most current TTI tank design. On balance, it would appear that the TTI

model has clear advantages for SCF-sponsored work. Local groups need access to appropriate technology which allows new skills to be quickly learned and spread throughout the community. The TTI design was expressly created to be used in villages with a minimum of technical skills and it seems to have accomplished its purpose.

In a nation with limited resources to invest in creating a new national infrastructure, agency officials rightly want to ensure that outside aid funds are well spent and that private development programs fit within the national priorities set by the government. Inevitably, there will be different perspectives about what issues should be dealt with and in what order. As government agencies become more familiar with SCF's approach and strong links are built between SCF staff and government officials, some of these areas of tension should subside. But given the different approaches to development which can exist even within the same agency, it is also natural to expect that new conflicts may emerge. One essential ingredient is the recognition by all parties that competition for ideas is healthy and that

a natural testing of concepts and approaches is essential if a nation is to take full advantage of all the options open to it. As long as both SCF and government agencies agree that this is a useful means of functioning, SCF can play an extremely useful role as an innovator and catalyst. However, care must be taken to ensure that government agencies are fully informed about SCF's proper role in these affairs.

2. Many governmental and non-governmental agencies share SCF's interest in community development. While there are overlapping areas of interest and work, and some competition over ideas and approaches, there is little evidence that a duplication of services is occurring in local communities. SCF has sought to minimize these problems by creating direct working relationships with island councils. Before major activities are undertaken by SCF, each Island Council President reviews a written work plan submitted jointly by the local group and by SCF staff. In numerous projects, especially those dealing with construction of public buildings such as the Skills Centre or village water projects, there is a unique blend of governmental support and SCF aid which strengthens the entire effort.

On Arorae, for example, the creation of an island-wide water board and a plan for a new water system could only have occurred through close cooperation with local island government and with appropriate national agencies. Arorae has a number of existing water pumps which no longer function. SCF is sponsoring the island council plumber in a TTI training course so that he can routinely repair the equipment, thereby lessening the island's dependence upon government technicians from Tarawa. This joint effort by the Island Council, the Village Welfare Group, TTI and SCF provides mutual benefit for all four agencies. On other islands, similar examples can be found.

It should be noted that there are also examples of how SCF's developmental approach differs significantly from how some government programs operate. Again, using the example of water tank construction, some programs have offered free building materials for water tanks to villages. SCF insists that each village must raise funds to cover all or part of the costs of tank construction. SCF sponsored tanks also are constructed by local residents who volunteer their labor in exchange

for gaining new skills. Some government programs use off-island technicians to construct the needed system. From SCF's perspective, the most significant value of the project lies in the transfer of new skills on the village level. For a government agency concerned primarily with improving the quality of water supplies on a national level, the training of local people in tank construction may take a lower priority. Both perspectives are valid but each approach has different benefits and different costs. Over time, both methods can be evaluated based on the long-term needs of the country as described in the National Development Plan.

3. Good relationships exist between SCF and most government agencies. An effective liaison exists between SCF and the Ministry of Home Affairs and Decentralization -- the agency responsible for overseeing and monitoring SCF's work in Kiribati. Regular monthly reports are made to the Ministry of Home Affairs and Decentralization. Meetings with the Secretary are held at least once each month with additional sessions as required. Due to SCF-Kiribati's developmental work on the four islands, SCF is involved in coordinating its work with

numerous other governmental agencies. These include: Health and Family Planning, Works and Energy, Finance, Education, Planning Division, Tarawa Technical Institute and the Public Utility Board.

SCF-Kiribati's semi-annual reports are shared with officials in many governmental agencies and also with private groups.

Good relations also exist between SCF staff and non-government agencies in Kiribati. Informal exchanges of information take place frequently and joint cooperative efforts are under way with several groups. Colleagues involved in community development work seem to have a high regard for SCF staff and for how SCF programs are managed.

There is growing recognition among both officials and island leaders of the need for more emphasis on sharing skills and knowledge at a village level. The outer islands have proven, well-established methods of passing on basic skills of village life to younger people through the Maneaba and through daily example in

the home. This educational tradition should be encouraged and enhanced by developing an educational approach which utilizes local leaders and which recognizes that adults learn best in informal settings through dialogue, reflection, observation, and direct experience with their peers.

Among some officials in Tarawa there is a tendency to criticize outer islands for having a reluctance to "share knowledge or skills" in these matters. This attitude is ironic, especially since it occurs among the more formally educated officials. Most modern societies for self-evident reasons, show similar patterns of protecting trade secrets. Indeed, in modern western countries there are no more powerful trade associations than those maintained by the so-called professions: medicine, law, management, and education. In large part, educators are the gatekeepers since educational institutions certify who can and cannot practice their prescribed professional trades. If similar practices occur among outer islanders, it is no great cause for criticism. The practice simply reinforces the need for more opportunities for outer island

residents to learn new skills and trades which are relevant to their needs and culturally appropriate to the outer islands.

5. SCF's non-formal training programs have recognized and utilized the existing expertise of a number of governmental and non-governmental agencies. This has included officials from the Ministries of Home Affairs, Finance, Health, Education, and Agriculture and representatives of AMAK, church groups, and other private organizations.
  
6. SCF's presence on the outer islands has increased the ability of villagers to be informed about government programs and has enhanced their ability to make use of government services and expertise. This is a natural result of community development work but is rarely noted or acknowledged since it occurs gradually as people gain more experience in planning and managing projects. SCF-Tarawa staff spend a considerable amount of their time helping outer islanders to coordinate their planning and ensure that materials are ordered or that the appropriate agencies are informed about

project plans. SCF outer island staff also devote time and energy to this area of work. Since projects on the outer islands are likely to increase, and since several large island-wide projects are being planned, it is likely that more and more SCF staff time will be devoted to coordination of activities between the outer islands and the centralized government offices on Tarawa. If appropriate training of project leaders takes place, more and more of this coordinating work should be shouldered by local village leaders. However, SCF staff will need to continue a supporting and coordinating role as projects evolve.

C. ADMINISTRATION OF THE SCF-KIRIBATI PROGRAM

1. From the beginning of the program, most members of the staff have been I-Kiribati citizens. This emphasis should be continued and is to be commended. SCF's approach to development stresses the need for leadership to emerge from local communities and for program staff to be accountable to the people for whom they work. There are few better ways to do this than to draw upon the existing national and local talent bank

for staff. In addition, SCF programs, over time, should identify emerging leaders and provide them with new opportunities to gain new skills through SCF staff employment.

2. Outer island staff members serve many functions. They must have abilities to communicate effectively with neighbors, manage technicians, teach new skills, and nurture attitudes which enhance the ability of communities to solve their own problems. In the early stages of establishing programs, it may be useful for an outer island staff member to have a specific technical skill that is valued by local program participants (such as carpentry or mechanical expertise). However, this need probably lessens as projects get under way and as local groups gain experience. Current staffing patterns support this approach on most of the islands.
  
3. As outer island programs develop, new staff members with additional skills will likely be needed. Central staff in Tarawa are now used to support outer island projects and to supplement the skills of community aides

on the four islands. Additional training of outer island and central staff will be needed as village groups become involved in new and more complex projects.

4. Development groups on the outer islands are increasing their requests for assistance to the Tarawa staff.

Inevitably, this will demand more and more staff time and travel. In addition, it will increase the need for Tarawa staff to spend more time coordinating SCF-sponsored activities with central government officials in Tarawa. Given the already existing difficulties of transportation and communications between the islands, it is imperative that the Tarawa office staff be organized in such a manner as to quickly and effectively respond to requests from outer island staff and community groups. Currently, this means coordinating plans with government agencies, helping to market outer island products on Tarawa, overseeing the placement of equipment and supply orders to appropriate government agencies, and managing the use of staff technicians and other experts who are working with outer island groups. Given these increasing demands and responsibilities,

careful attention needs to be given to the current organizational structure in the Tarawa office.

5. More office space is needed in Tarawa. Currently the SCF facilities are used for both office space and for the Director's private living quarters. Working conditions in the office are cramped and crowded. The location is somewhat distant from the government center in Bairiki where much of SCF's liaison work with government takes place. The joint use of space also infringes upon the director's personal privacy. New offices should be located in Bairiki. The new facilities should include adequate room for staff expansion and meeting space for training programs. A location in Bairiki should be chosen to provide high visibility for SCF in the nation's capital.
  
6. Finances. While no financial audit or detailed inspection was attempted, the current accounting practices seem to provide adequate financial control of income and expenditures in the SCF-Kiribati office.

## VI. RECOMMENDATIONS

The following recommendations are presented for consideration by SCF staff in carrying out future programs in Kiribati.

### PROGRAM DEVELOPMENT

1. SCF-Kiribati should continue to focus on programs which emphasize development of skills, knowledge, and leadership  
Projects should continue to provide opportunities for people to increase their abilities to be self-sufficient and self-reliant and to provide mutual aid with their neighbors.
  
2. SCF should continue its educational activities for adults. It should continue to establish village-based projects based upon issues selected by village residents. SCF should increase its efforts to offer non-accredited, non-academic training sessions. These activities should be offered on specific topics with a focus upon teaching basic skills. These sessions should be periodically repeated and supplemental sessions should

be offered when requested. SCF should not create a large new staff to carry out these activities; rather, it should draw upon a talent bank of people who can be part-time or voluntary teachers. These may be government workers, church workers, private agency staff members, or anyone with the required knowledge and the willingness to share their skills. These activities should be carefully coordinated with appropriate government agencies to ensure effective use of scarce resources.

SCF central staff should coordinate these educational activities and supplement the teaching skills available through part-time workers.

The training sessions should be aimed at out-of-school young people and adults who are not involved in the formal educational system.

3. SCF should explore with women's groups the possibility of offering additional support services on a village level. Community development work in Kiribati can be viewed as a new, expanding field which offers unique

opportunities for women to become involved in leadership roles. AMAK is already providing much-needed services to existing groups. SCF may be able to provide additional support to encourage women who wish to become more active in leadership roles on both the village and national level.

4. SCF should continue to pursue the possibilities of doing work with pre-school children. A persistent comment from a number of people interviewed took this form: SCF is doing good work on community development, but when will it start working directly with children? In part this reflects understandable confusion because of the organization's name, but it may also signal the potential for new work with young children on a village level. This may be an area where SCF could have major impact.

#### PROJECT DEVELOPMENT

1. Local groups are identifying problems and developing new approaches to solving problems. SCF staff should concentrate on developing the planning skills of these

groups. Training sessions should be provided for local leaders. Regular evaluation sessions should be encouraged between SCF staff and local groups to ensure clear understandings of project deadlines, work in progress, etc. As local groups initiate a problem-solving process, roles often become confused, expectations rise, and confusion can easily result. SCF staff currently try to deal with these factors through monthly reports and regular meetings with groups. More work is needed in this area.

2. A program of exchange visits between people involved in projects on different islands should be undertaken. This exchange would increase cross-fertilization of ideas and provide useful leadership training opportunities. It would also generate more understanding of the nation's development problems among village leaders.

#### NEW PROGRAM DIRECTIONS

1. Gradual expansion of SCF work into new islands should be considered in late 1985-early 1986. It should be undertaken only if the following conditions are satisfied:

- a) adequate, new financial resources are available for staff expansion, program development and support, inter-island travel, etc;
- b) current projects prove successful or well under way. Local committees should be completing on-going projects and initiating new ones;
- c) capable new staff can be recruited for the new work;
- d) the new work does not detract from work already begun on the four original islands;
- e) there are mechanisms in place to maintain current projects;
- f) supervisory staff are available and in place to coordinate an expanded national program.

2. The National Advisory Committee serves a vital and useful role for SCF: it should be broadened to include new people and its advisory role should be clarified.

The current group of advisors are highly motivated and deeply committed to SCF's goals in Kiribati. They bring a new level of skills and advocacy to the organization. By actively participating in program work they effectively expand SCF's ability to carry out development programs in Kiribati. Their role in both the one-year evaluation and the current three-year evaluation contributed immeasurably to the evaluation process. This activity needs to continue.

3. SCF should continue establishing a regular form of communication to friends within Kiribati. Quarterly reports are now shared with appropriate government officials and colleagues in other organizations. A number of people on the outer islands asked about the possibility of learning more about SCF's work on islands other than their own. Either a modest newsletter or a monthly memo describing activities might be a very useful method for creating an informed group of advocates who are personally involved and knowledgeable about SCF work in Kiribati.

## ADMINISTRATION

1. As SCF programs evolve and increase in complexity, the Director needs more time to meet with governmental officials and to travel to the outer islands to work with SCF island field staff. The Central Office needs to be reorganized to reflect these developing needs. Specifically, there is the need for an Assistant Director, or some appropriate officer, who will assume total responsibility for handling many of these administrative details and thereby free up the Director to spend more time dealing with government agencies and visiting field operations.
2. Efforts to provide ongoing training and development for field staff should be continued.