# Vanuatu Education Sector Program

Design Document

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# Abbreviations and Acronyms

'Government' refers to the Government of Vanuatu.

'Development partners' refers to the donors for the Vanuatu Education Sector Program: the Australian Government (AusAID), New Zealand Government (NZMFAT) and UNICEF.

'Implementing partners' refers to the NGO, university and private sector partners to be procured to implement parts of the Vanuatu Education Sector Program.

| | |
|---|---|
| AusAID | Australian Agency for International Development |
| ANS | Assessment of National Systems |
| DPs | Development Partners |
| DRR | Disaster Risk Reduction |
| ECCE | Early Childhood Care and Education |
| EGRA | Early Grade Reading Assessment |
| ERF | Education Resource Facility |
| GER | Gross Enrolment Rate |
| GPI | Gender Parity Index |
| IP | Implementing Partners |
| ISU | In Service Training Unit |
| JPA | Joint Partnership Arrangement |
| MDG | Millennium Development Goal |
| M&E | Monitoring and Evaluation |
| MFEM | Ministry of Finance and Economic Management |
| MoE | Ministry of Education |
| NER | Net Enrolment Rate |
| NGO | Non-Governmental Organisation |
| NIR | Net Intake Rate |
| NZMFAT | New Zealand Ministry of Foreign Affairs and Trade |
| OECD | Organisation for Economic Co-operation and Development |
| PEFA | Public Expenditure and Financial Accountability |
| PMO | Prime Minister's Office |
| TA | Technical Assistance |
| UNCTAD | UN Committee for Development Policy |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNICEF | United Nations Children's Fund |
| VANSTA | Vanuatu Standardised Test of Achievement |
| VEMIS | Vanuatu Education Management Information System |
| VERM | Vanuatu Education Road Map |
| VESP | Vanuatu Education Sector Program |
| VESS | Vanuatu Education Sector Strategy |
| VITE | Vanuatu Institute of Teacher Education |

# Executive Summary

## I. Analysis and Strategic Context

1. **Vanuatu has high levels of poverty and vulnerability despite its moderate per capita income.** Around 13% of people live below the national basic needs poverty line,[1] and a further 22% are estimated to be vulnerable to experiencing poverty (ie. from food or fuel price increases) as they are close to the poverty threshold.[2] The education Millennum Development Goal (MDG) of universal primary education completion is amongst those unlikely to be met by 2015. Yet it is crucial for Vanuatu's future development.

2. **Primary education and the education MDG are Government of Vanuatu priorities**. Vanuatu's development agenda, *Priorities and Action Agenda for Vanuatu 2006-2015*, has as its vision 'an educated, healthy and wealthy Vanuatu'. This agenda sets primary education as one of its three overarching goals. Within this goal, it focuses on the education MDG and the international Education for All goals, which include the quality of education and early childhood care and education (ECCE).

3. **Progress has stalled on improvements to primary education.** Enrolment rates are low and static. Only 37% of children are enrolling in year 1 at the correct age.[3] There are high repetition and dropout rates, and significant differences in enrolment rates between provinces. Gender imbalance at the primary school level is minor in most provinces, at least compared with secondary schools, although access for children with disability is a problem. The major problem facing primary education is the quality: well over half of all children are failing to adequately achieve the basic skills of reading, writing and numeracy.

4. **Causes of low pupil achievement** include the following: overage enrolment; many teachers are under-equipped, unsupported and sometimes not even in attendance; teachers have been inadequately trained in the teaching of literacy and numeracy; there is insufficient use of initial instruction in the mother tongue (of which there are 105 in addition to the official languages Bislama, French and English); instruction materials are inadequate for supporting reading and writing; there is low community and parental demand for accountability; and highly restricted access to and poor quality of ECCE means few children are receiving early learning support.

5. **Low pupil achievement is in turn a cause of low enrolment, repetition and dropout**. The policy of requiring children to repeat years is not an efficient means of dealing with low achievement and should be discontinued. Another cause of low enrolment, premature dropout and poor pupil achievement is the poor state of much of the infrastructure, with over-crowding in many classrooms. The overall supply of teachers is not a major problem – more teachers are probably being trained than are needed – but lack of in-service training and teacher management are major problems.

6. **The Ministry of Education has an effective *Vanuatu Education Sector Strategy 2007-2016* (VESS). It also has a sound plan for its implementation, the *Vanuatu Education Road Map* (VERM).** Both VESS and VERM provided the foundation for a sector based approach to development assistance which emerged in 2010. Through a Joint Partnership Arrangement, Australia, New Zealand and UNICEF (hereafter 'development partners') have pooled funds to allocate against the Government of Vanuatu's (hereafter 'Government') basic education priorities as articulated in VERM. The VERM has supported a number of promising initiatives, including: school grants to provide fee-relief and increase access; the development of minimum service standards for primary schools; the introduction of school based management reforms to

[1] 2010 data, Vanuatu National Statistics Office (forthcoming publication), *Vanuatu Household Income and Expenditure Survey 2012*
[2] RMIT Feeny et al (2012), *Vulnerability and Resilience to Shocks in Melanesia: Policy Brief*
[3] VEMIS Net Intake Rates 2011

enhance the school grants scheme; a new ECCE policy; and a revised curriculum syllabus for year 1 to year 3.

7. **But progress on implementing the VERM has been very slow**: less than half of the 2011 activities financed by development partners have been implemented, with similar slippage in 2012. One reason is the shortage of Ministry of Education staff: only half the positions are currently filled and for a long time there was no Director General. It was also noted that implementation slowed when technical assistance was reduced and direct financing of Ministry activities increased. The channelling of all funds through Government systems is no longer considered feasible, except for funding school grants and the outsourcing of ECCE. Whilst the 2012 AusAID-funded Assessment of National Systems found sound financial systems in most respects, low capacity, procurement and internal audit were rated as substantial fiduciary risks in line agencies.

8. **Development partners agreed with Government that a re-design of their support to the VERM was required.** To improve results and restore progress towards the education MDG, a changed delivery approach is needed. There has been broad Government consensus that development partner support going forward needs to use a mix of modalities, which will include more outsourcing, community involvement and management support. Future support also requires a renewed focus on addressing the root causes of poor quality in the early years of education so that children will learn more and stay in school longer.

9. **There is a strong case for continuing development partners' support to the VERM**. Improved education outcomes will make a real difference to the lives of Vanuatu's people, as well as to the high-level development goals of reduced poverty and economic growth. Besides development partners' commitment to the MDGs, such support is seen as a priority within their respective partnership agreements and action plans for Vanuatu. Australia and New Zealand have a comparative advantage in the sector from the length and scale of their previous support as well as their leadership of development assistance to the sector in Vanuatu.

## II. PROGRAM DESIGN AND DESCRIPTION

10. **This design document covers development partners' support to the VERM over the next five years from 2013 to 2017.** Development partners have acknowledged that results will only be realised over a longer term 10 year planning horizon to which partners are committed.

11. **The new Vanuatu Education Sector Program (VESP) will continue to work towards a sector based approach.** The program's long term goal is: "Vanuatu has improved education quality, more equitable access to education for all people, and the education system is well managed." This combines the VERM goals and has been agreed with Government. The main focus of the program will be on improving learning outcomes in literacy and numeracy in ECCE and the first 4 years of primary education (K to 3). VESP will work with Government to achieve progress towards the following end of program outcomes by 2017, which will be assessed against corresponding draft targets, as outlined in table 1 below:

***Table 1: End of Program Outcomes and Targets (2017)***

| *Long term goal* | *End of Program Outcomes* | *Draft Targets (2017)* |
|---|---|---|
| Improved education quality | 1. Literacy and numeracy levels of children in early years of education reach national standards | 1a. Proportion of children meeting literacy standards at the end of Grade 3 increases from 29% to 45%<br>1b. Proportion of children meeting numeracy standards in grade 3 increases (baseline to be established) |
| | 2. Children complete primary school | 2a. Survival rate to grade 4 increases from 77% to 85%<br>2b. Survival rate to grade 6 increases from 58% to 65% |
| More equitable access to education for all people | 3. All girls and boys, including those with disabilities, are able to access early years of schooling | 3a. Girls enrolling at correct age in year 1 versus number of boys enrolling at correct age in year 1 (net intake rate) is maintained at current parity |
| | 4. More children enrol at primary school | 4a. The proportion of the total population of children in Vanuatu who enrol at the correct age in year 1 (net intake rate) increases from 37% to 50%<br>4b. The proportion of the total population of children who enrol at the correct school age in years 1 to 6 (net enrolment rate) increases from 88% to 100% (current MDG commitment agreed by the Government of Vanuatu) |
| Education system is well-managed | 5. Ministry of Education management at all levels implements policies in key outcome areas | *To be agreed and outlined in the management action plan prior to the first annual joint review.* |

12. **To achieve the end of program outcomes, VESP will have the following implementation strategies:**
    1. Train and support teachers to implement the new curriculum;
    2. Strengthen early childhood care and education delivery;
    3. Engage the community through school based management;
    4. Provide locally relevant and efficient delivery of facilities and equipment;
    5. Develop capacity within the Ministry of Education to deliver an effective, well-managed and de-concentrated[4] education system in Vanuatu.
13. **The form of aid is a pragmatic and flexible program approach which supports the ECCE and primary school components of the VERM.** Government systems will be used as far as possible,[5] including the channelling of funds through Government systems for school grants. However, NGO or private sector partners will implement parts of the program on behalf of the Ministry of Education and development partners, with support from technical assistance and a research and advisory pool. A managing contractor will source, contract and performance manage most technical assistance and implementing partners (excludes independent education specialist). In light of recent audit findings,[6] this is preferable to on-going extensive use of direct financing or a return to project support that would undo the past successes of building a sector wide approach. The Ministry's annual work plan process will continue to be used as a planning tool to ensure

[4] Although Government has a decentralisation policy, it is far from being realised, particularly in education. A more gradual shift, characterised as 'de-concentration', is more realistic in the current context and means more donor assistance will be provided at the provincial level rather than just at the central level.
[5] Development partner support will continue to use upstream components ('on plan', 'on budget'). Only school grants and the funding for the ECCE contract will be 'on accounting' until greater capacity is built within the Ministry of Education.
[6] Barrett and Partners Audit of 2010 Donor Funds found poor internal controls, weak compliance and several cases of fraud.

transparency of both Ministry and development partners' funding.

14. **The estimated development partner contribution for operational costs to be channelled through the managing contractor is up to A$42 million over 5 years, commencing in 2013**. Additional funding will be provided direct to Government for school grants and for the outsourcing of the ECCE strategy. Pre-commitments and options for performance linked aid will be agreed with Government over the coming months, and further informed by the public expenditure review. Pre-commitments may include Government maintaining at least its current level of funding to non-salary expenditure, and passing legislation enabling the efficient allocation of teachers.

## III. Implementation Arrangements

15. **A transition plan will be supported by development partners to bridge the current approach with the new program.** The existing Joint Partnership Arrangement (JPA) for VERM will form the basic governance arrangement for VESP with only minor changes. The VERM Steering Committee includes representatives from the Ministry of Education, Prime Minister's Office, Ministry of Finance and Economic Management, Education Partners Group and development partners.

16. **VESP will use Government officers, technical advisers (local and international) and implementing partners to deliver education services**, **taking care to ensure value for money and mitigate risks to sustainability.** The implementation strategies will be developed in further detail during the transition period. The commencement and roll out of these strategies will keep pace with absorptive capacity within the Ministry of Education, provinces and communities (see Annex 7 for an indicative implementation schedule). The pace of implementation and delivery approaches, particularly in newer areas such as ECCE, will be monitored closely by the VERM Steering Committee and adjusted as needed to match capacity.

17. A **draft results framework for monitoring and evaluation** (M&E) was developed during the design of VESP (Annex 3). The program's M&E system adviser will lead work to refine this on a partnership basis and complete development of a robust M&E system during the first six months of implementation. This adviser will develop a plan outlining how the system will work and how the evidence base for the program will be scaled up over time. The program will have an outcome- and utilisation-focus on M&E,[7] building on what is currently working. The M&E system will meet development partners' reporting requirements and align with AusAID's Evaluation Capacity Building standards for Vanuatu.[8]

18. **VESP will use a managing contractor to source, contract and performance manage technical assistance and implementing partners.** The contractor will also provide backroom support to the program through the Secretariat Manager, for example for quality assurance. Development partners will take steps to minimise the risk of the contractor disempowering the Ministry. The Ministry will be fully engaged in the development of detailed implementation strategies, procurement and ongoing management. The managing contractor's deliverables will be monitored at several levels, including by the Ministry, the VERM Steering Committee, development partners and an Independent Education Specialist. The Independent Education Specialist will be recruited by and report directly to development partners and the Ministry separate from the managing contractor. There will be mandatory annual external audits of VESP expenditure.

19. **There are several factors supporting the sustainability of VESP outcomes**. One is the 10 year horizon, providing a realistic timeframe for achieving results and enabling planning beyond the 5

[7] Currently annual VEMIS surveys collect a lot of data that is rarely utilised by anyone.

[8] These provide detailed guidance on standards for monitoring and evaluation for AusAID and partners. These standards will be discussed with the Managing Contractor prior to mobilisation.

year program. Other factors supporting sustainability include the full alignment with Government policies, plans and budgets; and harmonisation among other donors. The Ministry's strong ownership of and sense of direction for the sector together with its participation in planning processes demonstrates commitment to achieving change in the sector. Better management of people, support to schools and data should result in sustained improvements in education outcomes. A more de-concentrated approach to service delivery will also encourage sustainability at school, community and provincial levels.

20. **The program has been designed to take full account of key overarching issues.** The program will directly and indirectly contribute to gender equity and to the needs of disabled children. The program will include environmental safeguards as well as measures for disaster risk reduction and resilience against climate change. The program will also take measures to minimise the risk of corruption and ensure attention to child protection issues.

21. **The design identifies risks to the success and sustainability of VESP outcomes along with mitigation strategies.** Key risks include: inadequate Government leadership and ownership; and reduced sustainability due to a high level of technical assistance, coupled with a possible high turnover of Government staff. The program's use of a managing contractor together with implementing partners will help mitigate against the risks of limited implementation and poor procurement and management. To ensure Government leadership, the program will remain on policy, on plan and on budget. Technical advisers will be selected and managed carefully to ensure they mentor Minsitry of Education staff and hand over responsibilities throughout the course of the program. Another key risk to mobilisation is the timing of the election in October 2012 and possible political instability that surrounds this period.

# Section 1: Analysis and Strategic Context

## I. Country Development Context

22. **Vanuatu has high levels of poverty and vulnerability.** This is despite a moderate gross national income per capita (US$1737 in 2009) and medium Human Development Index ranking (125th out of 187 countries). The UN Committee for Development Policy (UNCTAD) kept Vanuatu on its list of Least Developed Countries in 2009 because of its vulnerability:[9]

    - Vanuatu has dramatic rural-urban income differences – over 80% of the population depends on agriculture for their livelihood, yet the rural sector contributes only 8% of Gross Domestic Product;
    - Around 13% of people live below the national basic needs poverty line,[10] and a further 22% are estimated to be vulnerable to experiencing poverty (ie. from food or fuel price increases) as they are close to the poverty threshold;[11]
    - The adult literacy rate is only 33%;[12]
    - The country is extremely vulnerable to violent natural shocks including tropical cyclones, volcanic eruptions, earthquakes, flood and droughts.

    While the 2012 UNCTAD review is still under consideration, Vanuatu's economic growth rate has dropped from 5% to 3% due to the Global Financial Crisis, and it remains vulnerable to further economic impacts and natural disasters.[13]

23. **The education MDG is amongst several MDGs unlikely to be met by Vanuatu by 2015.** According to Vanuatu's 2010 MDG Report[14] other targets unlikely to be met are productive employment, hunger, food security, gender equity in education and parliament, and environmental sustainability. Achievement of the education MDG – universal completion of primary education – was then seen as 'probable', with a 'strong policy environment'. But subsequent data shows that improvement has stalled; universal access to education is now unlikely to be met. According to the latest census, 13% of females over 5 years of age have never been to school, nor have 10% of males.[15]

24. **The Vanuatu 2010 MDG Report identifies major challenges to achieving the MDGs**, including:

    - Limited Government finances - 80% of the budget goes to wages and salaries, leaving little for development initiatives;
    - Government human resource constraints;
    - High cost of service delivery due to remoteness of islands;
    - Language diversity (there are 105 vernaculars, 2 official languages and 1 national language);
    - Political instability characterised by local allegiances and divisions;
    - High rates of population growth and urbanisation, which pose a major challenge for

[9] UNCTAD (2009), *Vulnerability profile of Vanuatu.*
[10] 2010 data, Vanuatu National Statistics Office (forthcoming publication) *Vanuatu Household Income and Expenditure Survey 2012*
[11] RMIT Feeny et al (2012), *Vulnerability and Resilience to Shocks in Melanesia: Policy Brief*
[12] Early, R & Tamtam, H (2007), *Report on Literacy Survey*, University of the South Pacific.
[13] UNCTAD (2012), *Vulnerability profile of Vanuatu.*
[14] Vanuatu Prime Minister's Office (2010), *Millennium Development Goals 2010 Report for Vanuatu*.
[15] Vanuatu National Statistics Office (2009), *National Population and Housing Census: Gender Monograph – Men and Women in Vanuatu*

service delivery and infrastructure.

25. **Primary education is a priority for Vanuatu's development.** Education is a key driver of economic development and poverty reduction. It enhances people's ability to make informed decisions, be better parents, sustain a livelihood, adopt new technologies, cope with shocks and be responsible citizens.[16] Women with at least a basic education have higher standards of hygiene, health and nutrition. Investing in good quality education that is empowering makes people aware of their human rights, fosters democracy and contributes to political stability.[17]

## Sector Policy Context

26. **The Government's development agenda *Priorities and Action Agenda for Vanuatu 2006 – 2015*[18] has as its vision "an educated, healthy and wealthy Vanuatu"**. This agenda sets improved access to primary education as one of its three overarching goals. It strongly endorses the education MDG and the international 'Education for All' goals. The agenda identified four main policy objectives for the sector:

    - Improve access to education and ensure gender and rural/urban balance;
    - Raise the quality and relevance of education;
    - Improve planning, fiscal and financial management in the sector;
    - Develop a distinctively ni-Vanuatu[19] education system.

27. **The *Priorities and Action Agenda* notes that the sector operates in a policy context of decentralisation and a sector wide approach.** It states that, "the Ministry is currently embarking on a major restructure to decentralise school administration and support to the provincial level, strengthen planning monitoring and auditing at the national level, and consult school communities and stakeholders as part of planning for an Education Sector Wide Approach (SWAp) to strengthen the system."

28. **The *Vanuatu Education Sector Strategy 2007-2016* (VESS), developed in 2006, provided an analysis of and vision for the sector**, identifying issues and constraints as well as policies, strategies and priority programs. The VESS included the Ministry of Education Corporate Plan and Medium-Term Expenditure Framework for 2007 to 2009.

29. **The *Vanuatu Education Road Map* (VERM) incorporates the strategic vision of the VESS and is the key medium-term working document for the Ministry of Education**. It is based on the MDGs, especially Vanuatu's progress towards universal primary education, and the implementation of the *Priorities and Action Agenda* and VESS. The road map groups planned activities into the following: school grants; school facilities; basic education; curriculum development; teacher education; human resource development; policy development; and planning, management and coordination. The VERM goals are to:

    - Increase equitable access for all people at all levels of education;
    - Improve the quality of education;
    - Improve and strengthen the management of education.

[16] World Bank (2011), *The World Bank Education Strategy 2020: Learning for All Investing in People's Knowledge and Skills*.
[17] AusAID ERF (2011), 'Education, Human Rights and Democracy'.
[18] Vanuatu Ministry of Finance and Economic Management (2006), *Priorities and Action Agenda for Vanuatu 2006 – 2015*.
[19] 'ni-Vanuatu' comes from the French née Vanuatu, meaning a citizen of (or otherwise someone that shares a sense of belonging with) the Republic of Vanuatu

## II. PROBLEM ANALYSIS

### Statistics on Access, Equity and Quality of Primary Education

30. **Net enrolment rates (NER) are low and static.** As shown in Table 1, the net enrolment rate for primary education – the proportion of school age children enrolled – actually fell from 88.1% in 2010 to 87.9% in 2011, making the achievement of the education MDG unlikely. The high gross enrolment rates (GER) (over 100%) reflect a high proportion of over-age children. The 7% increase in 2010 corresponded to the first year of the school grants scheme, but the increase was only 1.2% in the second year of the scheme. Net enrolment rates are also low and static for ECCE and secondary education.

31. **Net intake rates (NIR) are also low and declining**. The first rows of Table 2 below show the proportion of six year old children (the official starting age for primary school) entering school. This net intake rate is one of the lowest in the Pacific region and is lower than many sub-Saharan African countries.[20] It has not increased over the 4 years, and decreased between 2010 and 2011. NIR is slightly higher for girls than boys.

***Table 2: General Education Indicators, 2007-2011***

| *Indicator* | *2007* | *2008* | *2009* | *2010* | *2011* |
|---|---|---|---|---|---|
| **NIR Primary Year 1** | | | | | |
| Girls | | 43% | 37% | 42% | 38% |
| Boys | | 38% | 34% | 38% | 36% |
| Total | | 40% | 36% | 40% | 37% |
| **NER** | | | | | |
| ECCE | 33.3% | 37.9% | 38.4% | 40.5% | 40.5% |
| Primary (Year 1 – 6) | 86.7% | 87.1% | 85.5% | 88.1% | 87.9% |
| Secondary (Year 7+) | 25.9% | 29.2% | 32.4% | 31.8% | 30.0% |
| **GER** | | | | | |
| ECCE | 55.7% | 61.4% | 57.6% | 58.2% | 58.3% |
| Primary (Year 1 – 6) | 109.9% | 111.6% | 110.8% | 117.4% | 118.6% |
| Secondary (Year 7+) | 39.6% | 42.5% | 44.4% | 42.1% | 40.9% |
| **Dropout rate** | | | | | |
| Primary (Year 1 – 6) | 4.6% | 6.8% | 2.1% | 6.0% | 8.0% |
| Secondary (Year 7+) | 27.8% | 27.0% | 37.9% | 39.9% | 44.2% |
| **Repeater rate** | | | | | |
| Primary (Year 1 – 6) | 12.6% | 13.5% | 14.4% | 15.1% | 12.1% |
| Secondary (Year 7+) | 2.0% | 1.8% | 1.9% | 2.8% | 3.0% |
| **Promotion rate** | | | | | |
| Primary (Year 1 – 6) | 82.8% | 82.8% | 80.5% | 78.2% | 75.6% |
| Secondary (Year 7+) | 71.1% | 79.7% | 76.8% | 73.3% | 69.3% |
| **Survival rate to Year 6*** | 78.7% | 71.2% | 96.0% | 75.3% | 82.5% |
| **Transition rate from Year 6 – 7** | 90.9% | 94.8% | 89.8% | 87.4% | 84% |

*Source: VEMIS 2012*

32. **There are high repetition and dropout rates.** One in five children in primary school is repeating their year because they failed to reach the intended standard. This is an inefficient practice as children typically gain very little from this repetition. Factors leading to drop-out are often inter-related, and include poor health and nutrition, school location and teacher absenteeism. The high number of dropouts in the early years of primary school might be also symptomatic of the fact that children are not learning.

33. **There are significant differences in net enrolments rates between provinces**. Table 3 below

[20] http://www.indexmundi.com/facts/indicators/SE.PRM.NINT.ZS/compare?country=vu#country=ao:mz:nz:rw:sn:so:to:vu

shows a 22% difference between the primary net enrolment rates of Torba and Tafea. Similarly, whilst there was full gender equity at primary level in Tafea in 2011, there were significantly more girls than boys in Torba. Gender imbalance is much higher at secondary level with, again, more girls than boys.

***Table 3: Net Enrolment Rate (NER) and the Gender Parity Index (GPI) for the 6 provinces of Vanuatu (2009-2011)***

| | Torba | | Sanma | | Penama | | Malampa | | Shefa | | Tafea | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Level and Year** | **NER** | **GPI** | **NER** | **GPI** | **NER** | **GPI** | **NER** | **GPI** | **NER** | **GPI** | **NER** | **GPI** |
| **ECCE** | | | | | | | | | | | | |
| **2009** | 54.6% | 0.95 | 62.2% | 0.94 | 35.0% | 1.06 | 45.6% | 1.09 | 45.5% | 1.08 | 47.6% | 0.99 |
| **2010** | 48.3% | 1.06 | 67.6% | 1.06 | 36.9% | 1.02 | 48.0% | 1.09 | 55.4% | 1.11 | 42.3% | 1.10 |
| **2011** | 52.8% | 0.98 | 56.9% | 1.06 | 49.0% | 0.96 | 55.1% | 0.92 | 44.5% | 1.10 | 52.2% | 1.04 |
| **Primary 1 – 6** | | | | | | | | | | | | |
| **2009** | 75.1% | 1.01 | 81.5% | 0.99 | 83.4% | 0.95 | 90.1% | 1.04 | 83.8% | 1.01 | 91.6% | 1.00 |
| **2010** | 72.8% | 0.99 | 86.3% | 1.00 | 86.5% | 0.96 | 90.5% | 1.03 | 90.6% | 1.02 | 97.3% | 1.01 |
| **2011** | 73.7% | 1.06 | 87.4% | 1.02 | 87.5% | 0.98 | 89.0% | 1.06 | 90.5% | 1.02 | 90.0% | 1.00 |
| **Secondary 7+** | | | | | | | | | | | | |
| **2009** | 34.2% | 1.32 | 45.6% | 1.14 | 46.7% | 1.28 | 42.2% | 1.04 | 43.9% | 1.10 | 42.9% | 1.04 |
| **2010** | 35.6% | 1.32 | 45.4% | 1.06 | 42.8% | 1.17 | 39.8% | 1.07 | 47.0% | 1.10 | 37.9% | 1.04 |
| **2011** | 36.1% | 1.24 | 45.1% | 1.04 | 39.4% | 1.18 | 38.4% | 1.09 | 46.6% | 1.10 | 39.1% | 1.14 |

*Source: VEMIS 2012*

34. **There is a problem with access to learning for children with disability.** The Ministry of Education estimates that 11% of children have a disability. Whilst there is little evidence on the barriers they and their families face in attending school, few supports have been seen in schools for children with a disability, even for minor hearing or visual disabilities.

35. **Most Vanuatu children (more boys than girls) are failing to learn the basic skills of reading** as shown by the results of the Vanuatu Early Grade Reading Assessment (EGRA).[21] Latest results from the Vanuatu Standardised Test of Achievement (VANSTA)[22] showed that in both English-medium and French-medium schools, only 17% of boys were able to read and write satisfactorily in Year 4 of primary school. In English-medium schools, only 17% were proficient in numeracy, and in French-medium schools, 31%. The rates for Year 4 girls were generally higher than boys, but still only about 33% of girls demonstrated satisfactory numeracy and literacy.[23]

## Causes of Low Access and Retention

36. **Reasons for low access and retention given in surveys include unofficial school fees and the poor quality of education.**[24] When children are not learning, they lose interest in school and their parents lose interest in funding their education. Other reasons for low access and retention include distance from schools, having to help out at home or work, lack of school safety, no toilets, cultural expectations, and lack of parental awareness of the critical role they play in supporting children's attendance at school. Further research is required to understand barriers at the provincial level.

[21] The EGRA is a global diagnostic to assess how well children are learning to read in the early grades
[22] The VANSTA is a national assessment carried out by SPBEA in years 4 and 6 to test basic literacy and numeracy skills.
[23] VEMIS data 2011
[24] ASPBAE Australia and VEPAC (2011), *Education Experience Survey and Literacy Assessment, Shefa Province Vanuatu*; Houston, J. Reeves, B. Yiu Hing, J. (2010), *Independent Review of the School Grants Scheme established under the GoV UPE Policy*; Chamberlain, M. (2012), *How the NZ aid program might better support Teacher Effectiveness in Solomon Islands*.

37. **Poor infrastructure is also deterring enrolment and lowering student achievement.** Investment in new infrastructure has failed to keep up with demand and has led to over-crowding in classrooms, especially in urban areas. Preliminary estimates by the Ministry of Education in March 2102 indicated an immediate need for an additional 158 new classrooms and the refurbishment of 72 existing classrooms, whilst the growing student population will require an estimated additional 37 standard classrooms per annum.[25]

38. **Lack of maintenance has increased the need for refurbishment and rebuilding.** Only 44% of classrooms are rated in 'good' condition and more than 12% are temporary structures constructed entirely from temporary materials.[26] Few schools have adequate water and sanitation facilities; few provide access for physically disabled children. None of the Ministry of Education budget is allocated to school construction or to maintenance specifically, though more recently schools are allowed to use part of the school grants for maintenance. All new school infrastructure is funded by donors or the school communities through fundraising.

## Causes of Low Pupil Achievement

39. **Many teachers are under-equipped, unsupported and sometimes not even in attendance**. Although the primary school student to teacher ratio is low at 25:2,[27] teachers are not equipped through training or resources to teach effectively, especially in multigrade schools that form 90% of schools in Vanuatu, not to mention the 20% that are not just multigrade but single-teacher schools. An estimated 40% of the 1862 primary school teachers in Vanuatu are uncertified and have below Grade 12 education. While the Ministry of Education stipulates that teachers should provide 32 hours face-to-face teaching time with children per week, this is seldom observed. Anecdotally, teacher absenteeism is known to be a problem, partly because government teachers are accountable only to the Teachers Service Commission, not the school, parents or community.

40. **Zone curriculum advisers report that they are unable to visit schools because they lack the means for transport.** Additionally, many admit they do not have the skills to mentor and support teachers in the classroom. Provincial school improvement officers are centrally located and visit schools even less frequently.

41. **Teachers have been inadequately trained in the teaching of literacy and numeracy**. This is partly due to poor quality of pre-service teacher training and partly due to a lack of a specific focus on this area to date. The qualifications and experience profile of lecturers at Vanuatu Institute of Teacher Education (VITE) is weak. Only a third of staff have education-related postgraduate degrees and only 6 have a Bachelor in Education or equivalent. Many lecturers have little or no experience of primary teaching and have few opportunities for professional development to keep up with advances in teaching content and methodology. The time spent on teaching practice (a total of 2 months over a 3 year period plus one month of classroom observation) is very low by international standards: in many education systems, it is closer to a third of the total study time.[28]

42. **The system for in-service training is also ineffective.** Although modules for literacy and numeracy exist, the limited in-service training that occurs has not often used these since the inception of the new In-Service Training Unit (ISU), partly because ISU is poorly staffed. Work is underway to restructure ISU as a department of VITE, which should bring greater coordination and harmonisation between pre- and in- service teacher training. However, considerable attention and resources are needed to improve in-service training.

[25] The actual number depends on the capacity of schools to absorb new entrants.
[26] Based on VEMIS data, though the VEMIS category descriptions means the data is inadequate for planning purposes.
[27] VEMIS 2012
[28] Thornton, B (2012), *Teaching Practice: Considerations for Policy and Practice.* FHI 360/USAID

43. **Children do not have sufficient time to learn.**[29] Issues of distance and access are a clear challenge for students in the geographical context of Vanuatu. Student to teacher ratios may also be a barrier to learning in that, whilst the average student to teacher ratio for primary schools is 25:2, in some urban primary schools, the student to teacher ratio can be as high as 69:1.[30]

44. **Inadequate attention has been given to the language of instruction despite evidence that children learn best in a language they know well.** Once a child can read in the mother tongue, this skill can be applied to other languages. Early numeracy, mathematical logic and reasoning skills can only be developed through discussion in a language the children understand. Yet there is little use of mother tongue in the early grades of primary education. Only 17.9% of pre-schools report using the mother tongue as the language of instruction, although this does represent an increase over previous years. Reasons may include lack of teacher knowledge or confidence in using the mother tongue of the pupils, lack of support materials, and a previous government policy not supporting the use of the mother tongue.

45. **The Vanuatu Council of Ministers has now agreed an education language guidance document encouraging multilingualism.** This has wide implications for teacher training in terms of language and pedagogy, given that teachers need to be proficient themselves in the languages of instruction.[31] Lessons from other contexts show that when teachers are not proficient in the language they teach and when too little time is allotted to the various languages, children tend to lack proficiency in any language.

46. **There are inadequate instructional materials to support reading and writing.** Few schools have libraries or class sets of books, meaning that children often learn to read from the board. There are few examples of pocket charts or flashcards in support of the teaching of reading. The current materials for the teaching of reading in French are particularly complex and difficult for teachers to apply. Basic mathematics resources were not evident in many schools visited and those that exist do not help children to acquire and fully understand early mathematical concepts.

47. **Children are not ready for primary school because of inadequacies in ECCE**. The Vanuatu Early Grade Reading Assessment reinforced the global finding that children who had attended pre-school read better than those who had not. ECCE yields significant benefits in terms of school readiness and achievement, particularly among poor children.[32] Yet only 40% of children of the intended age for ECCE are enrolled. The Gross Intake Rate is less than 60% and the rates are not increasing. The number of community ECCE centres has fallen by 57% since 2007.[33]

48. **This is partly due to the cost of attendance.** ECCE is community-financed and teachers are not on the government payroll. The resulting high tuition fees discourage some families from enrolling their children. The recent fall in the number of community ECCE centres may have been due to the provision of primary school grants: parents may now be waiting to send their children to primary school instead of paying for ECCE.[34]

49. **While there are many examples of good practice, some ECCE centres give poor quality instruction.** The student to teacher ratio for early childhood is good at 16:3[35] but many ECCE

[29] Gillies, J and Quijada, J. (2007), *Opportunity to Learn: A high impact strategy for improving educational outcomes in developing countries*. Washington D.C., Education Quality Improvement Program 2, Academy for Educational Development. This gives 7 criteria that need to be met for children to have time to learn, including teacher presence.
[30] VEMIS 2012
[31] To achieve a level of IELTS 6 – 7 normally takes a motivated adult approximately 800 hours
[32] Jaramillo, A. and Mingat, A. (2008), *Early childhood care and education in sub- Saharan Africa: what would it take to meet the Millennium Development Goals?*
[33] VEMIS 2012
[34] A study of barriers to access to ECCE and primary schools (specifically addressing provincial differences) is to be carried out in Vanuatu in 2012.
[35] VEMIS 2012

teachers remain untrained and are under-qualified. Ministry of Education pre-school coordinators report from their observations that many teachers use a traditional approach to teaching of reading and writing rather than child-centered, activity-based approaches to literacy and numeracy readiness. Moreover, teachers consulted during the design mission reported that they were demotivated by late or missed salary payments, lack of support and poor working conditions. Retention of good early childhood teachers is therefore a clear challenge.

50. **There is low parental and community demand for accountability.** Evidence from the field and recent local studies confirm that parents in Vanuatu value education, but have little idea how to help their children succeed in school, engage in the school community in a meaningful way, or demand change at a local or political level. Many studies over the past 30 years confirm that student achievement improves when parents are actively involved in their children's education, whether through school committees, open days or providing at-home support.[36] Parents' engagement in democratically elected, transparent and accountable school committees narrows the gap between communities and government, increases the participation of women in school based management, and builds trust in the school community. These same committees are instrumental in making demands on decision-makers for delivery of a quality education, including for children with special needs.

## III. DEVELOPMENT PARTNER EDUCATION SUPPORT TO VANUATU

51. **Since 2008 the bulk of development partner funding to the education sector has been provided through direct financing[37] and technical assistance.** The Joint Partnership Arrangement (JPA) was agreed in 2009 between the Government of Vanuatu[38] and development partners to implement the VERM. The JPA signatories are categorised in two groups: 'Pool Partners' – Government of Vanuatu, Australia (AusAID), New Zealand (NZMFAT) and UNICEF – make a financial contribution through a Grant Financing Arrangement. 'Non-Pool Partners'[39] contribute through separate mechanisms.

52. **Under the JPA, Vanuatu has received pooled financial support since 2010** from AusAID (A$20 million), New Zealand (NZ$12 million), and UNICEF (US$1.5 million). Pooled funds are held in the Vanuatu Government's Development Fund Account. The Ministry of Finance and Economic Management (MFEM) allocates the funds to the Ministry of Education based on agreed line items in the annual workplan.

53. **The JPA involves a whole-of-government Steering Committee comprising representatives from the Ministry of Education, MFEM, Prime Minister's Office, Pool Partners and the Education Partners' Group.** Clear roles and responsibilities for each committee member are documented. The Committee is charged with overseeing VERM policy and implementation, budget development, and agreeing on development partners' contributions to annual budgets. The JPA outlines the financial contributions of Government and development partners and provides details on reporting, planning, M&E, procurement and audit processes. The JPA also provides details on the required meetings, including monthly update meetings as well as annual budget meetings and joint reviews.

54. **Other donors ('non pool partners') provide technical support, apart from the European Union which provides general budget support.** Japan provides funding for classroom construction, with France and US Peace Corps providing volunteers and/or in-kind support. The World Bank has provided technical support for an early grade reading assessment as a basis for interventions

[36] http://www.turningpts.org/pdf/Family.pdf
[37] 'Direct financing' involved the whole development partner budget for VERM activities (except TA) channelled through the GoV accounting system
[38] Government of Vanuatu is represented by: Ministry of Education, Ministry of Finance and Economic Management, and the Prime Minister's Office.
[39] Non-pool partners include: Government of France; Government of Japan; Agence Française de Développement; European Union; The Peace Corps; Secretariat of the Pacific Community; UNECSO; and the World Bank.

to improve learning outcomes; a teacher allocation and efficiency study; and desk research on second chance education and early child development. Regionally the World Bank has also supported a conference on early grade reading. UNESCO has held workshops with the Ministry of Education on teacher competencies and teacher effectiveness, and on sector-wide monitoring. UNESCO also plans to work with the Ministry on the Pacific Professional Standards for School Principals.

55. **Vanuatu will be a beneficiary of a number of AusAID's ongoing or planned regional initiatives, including:**

    - Strengthening of the Secretariat of the Pacific Board for Educational Assessment (SPBEA) to support national assessment teams;
    - Development of a regional learning assessment tool, the Pacific Islands Literacy and Numeracy Assessment;
    - An Education Management Information (EMIS) System Facility that will provide countries with access to EMIS-related technical assistance including support for data collection, analysis and results reporting;
    - PIFS-based monitoring of Pacific Education Development Framework compliance, outputs and outcomes; and
    - Two large regional programs, one to support standard-based early childhood development programs, the other investing in quality assured post-secondary education and training.

    In addition, Vanuatu has recently signed an agreement with the University of the South Pacific to train untrained teachers, although discussions are continuing about funding and links with current and proposed programs.

## IV. ACHIEVEMENTS AND LESSONS

### Key Initiatives, 2010-2012

56. **A school grants scheme was established in 2010 to provide fee-relief and increase access to primary education**. Through this scheme, funds are provided directly to all Government and Government-assisted schools in Vanuatu (representing 95% of all schools). Development partners supplement the Government's contribution to school grants, with the government contribution increasing every year by 25% since 2010. Development partner funds are transferred to the Government's accounting system, pooled with Government funds and then disbursed direct to school bank accounts. The funds are managed by schools rather than the Ministry of Education. School grants are being used to pay salaries of teacher assistants and fund stationery, basic equipment, school maintenance and furniture.

57. **An independent review of the scheme noted that fund flow mechanisms and tracking of the grants was working efficiently.**[40] Over 100 schools per year are subject to Ministry of Education internal audits of the school grants. Recommendations in the review such as providing school based management and financial training to school principals have been implemented. A joint review of the grants by the Ministry of Education and MFEM had similar findings and noted that: "the role of the community in supporting schools needs to be addressed if communities are not to drift into a position where many parents feel they have little or no responsibility for supporting the school".[41]

58. **The grants represent a substantial financial commitment that will need further review in the**

[40] Houston, J. Reeves, B. Yiu Hing, J. (2010), *Independent Review of the School Grants Scheme established under the GoV UPE Policy.*
[41] Vanuatu MoE and MFEM (2011), *Primary School Survey: Use of Grants under the UPE Policy in 2010.*

**future.** In 2012, grants are estimated to represent almost 20% of Government non-salary recurrent expenditure to the sector and 18% of anticipated funding from development partners.[42] The Government has committed to increasing its funding contribution to grants by 25% per year with declining contributions from development partners out to 2016. However, with the current growth in enrolments and assuming no other changes, Government funding of the grants can be expected to more than double as a percentage of non-salary Ministry of Education expenditure between 2012 and 2017. An independent study will be carried out in 2012 to examine the impact of the grants on the overall budget through to 2017, prior to any decisions on future levels of funding.

59. **School based management is being introduced to complement the school grants scheme.** School based management reforms can improve learning achievements, impact positively on teacher behaviour and increase access and equity.[43] Implementation has been slow so far due to difficulties finding suitable trainers or mentors. Quality can be at risk if the process is not handled well in the early stages of decentralisation.[44] Only with sustained longer-term engagement (8-11 years) can investments in school based management yield measureable impacts.

60. **Minimum service standards have been developed for primary schools,** although there have been plans to draft fuller teacher standards. As part of school based management, school development plans will be used to achieve the standards with appropriate training for school committees, teachers and school principals.

61. **An ECCE policy has been launched and a new curriculum has been developed for the first 3 years of primary education.** These have a sound theoretical base in both literacy and numeracy, and include teacher training and resources as well as early learning development standards for children aged 3 to 5. A key gap is the lack of a comprehensive sub-sector framework which sets out expectations for the ECCE workforce, curriculum, sector performance assessment, community partnerships, governance and regulation. Implementation will not be easy. All aspects of the system may need attention from policy through to classroom practice for children to benefit significantly from the ECCE experience. Without all components in place, investments in curriculum will be of limited effectiveness.

62. **Other achievements and improvements over the past two years** include the establishment of an in-service training unit at VITE; harmonisation of French-medium and English-medium teacher training streams at VITE; a policy for inclusive education; and introduction of the Vanuatu Early Grade Reading Assessment, which provides a sound baseline against which to measure future reading standards. A similar exercise for numeracy skills is proposed for 2013-14. Work planning processes have improved within the Ministry of Education, supported by the development of an information system which produces relatively reliable data, though not necessarily in a timely or efficient manner.

### Robust Partnership

63. **There have also been significant improvements in development partner coordination and alignment with Government reforms through the Joint Partnership Arrangement.** The JPA has been sound and relatively robust in principle even though it has lacked effective implementation. Meetings have often been irregular and unsatisfactory due to lack of planning and internal management reporting timely, quality information, rather than any underlying concerns with governance arrangements.

[42] Mellors, J. (2012), *Report: Vanuatu School Grants Program: current issues and proposals.*
[43] AusAID ERF (2011), *School Grants and School-Based Management*
[44] http://www.unicef.org/eapro/1_Decentralization_and_Equity_Working.pdf

## Strong Government Commitment to the Sector and Primary Education Reform

64. **The Government has a sound policy environment for education and provides strong financial support to the sector.** Government provides the sector with more than 21% of total public expenditure (although 80% on salaries), which is almost twice the OECD average and one of the highest in the Pacific region. This funding of 3.9 billion vatu is over 6% of GDP, which is above the OECD average.

65. **There is strong support for reform from the Prime Minister's Office,** which is monitoring progress towards the MDGs, including primary school completion rates. It is also requiring line agencies to develop and report against performance indicators and has taken the lead in a communications strategy for the Ministry of Education.

66. **There is also strong support from the Ministry of Finance and Economic Management** which has prioritised primary education within its *Priorities and Action Agenda 2006-2015*, and has played a key role in overseeing implementation of the school grants scheme and a public expenditure review for the education sector.

## Weaknesses in Sector Management

67. **Despite Government's strong policy and financial support, there have been weaknesses in the sector's management.** Inefficient use of funds in terms of educational outcomes has been highlighted in several financial management reports over the last 5 years, with calls for the Government to review its funding to the sector. Examples of inefficiencies include:

    - Nearly 78% of the 2011 recurrent budget is allocated to teacher salaries, allowances and scholarships. This leaves only 22% of funding available for operational needs such as training, infrastructure and teacher support. Development partners are currently providing more than 90% of the funding for these activities, but this is unsustainable.

    - The 6 provincial offices are in total receiving only 0.01% of the Ministry of Education budget, two-thirds of which is used for overhead running costs. As a result provincial education officers, school improvement officers, zone curriculum advisers and school principals receive little training. They also have unclear structures, roles and job descriptions, and lack communication, coordination and planning. Development partner support has concentrated on national level planning systems with little attention given to local service delivery, school staff and their managers. Development partners regard this as the 'missing middle' in sector-wide approaches as it is: "the downstream delivery systems which translate education inputs into outcomes – literate and numerate children, and so they should be prioritised by both partner governments and donors."[45]

    - The Ministry does not provide VITE with information regarding the projected number of teachers the system requires. More primary school teachers are being trained by VITE than will be needed over the next 10 years under the most likely scenario, according to a recent study on teacher supply and demand.[46] If Vanuatu were to ban grade repetition in Years 1 to 4, approximately 100 fewer teachers would be needed in the system. For secondary training, VITE student teachers are largely able to choose their own areas of speciality which may not always match the needs of the system.[47]

    - There is a high drop-out rate from VITE (over 20%)[48] making this a very costly form of teacher training. This is partly due to the pressures on families to meet VITE fees for a 3 year program of teacher training (formerly only 2 years) despite development partner

[45] AusAID ERF (2011), 'Working through Partner Government Systems in the Education Sector', p6
[46] Bennell, P. (2011), 'Vanuatu Teacher Supply and Demand Study'
[47] Thornton, B (2011), 'Study into Teacher Costs, Distribution and Effectiveness'
[48] Bennell, P. (2011), 'Vanuatu Teacher Supply and Demand Study'

subsidies through scholarships. Family and personal commitments are also cited as reasons for dropping out, particularly for women.

- The Teachers Service Commission lacks staff, basic human resources management software and other resources needed to control teacher deployment and carry out its teacher management responsibilities.
- Teachers are forced to move frequently and at short notice, resulting in instability within schools as well as for the teachers themselves. Currently approximately 10% of the workforce is appealing against transfers.

68. **Overall, the Ministry of Education's implementation of the VERM has been slow.** When donor support was initially provided to the VERM there was strong leadership within the Ministry and an ambitious education reform agenda being pursued by Government. However, implementation of reforms then slowed considerably. The Ministry delivered less than half of its 2011 program, and there is slippage on the 2012 program.

69. **One reason has been the lack of sufficient officers in strategic positions, including the long-term-absence of a Director General.** Only half of the available positions in the Ministry are permanently filled. The Teachers Service Commission is particularly understaffed to drive necessary reforms areas to deliver results. The ECCE unit within the Ministry consists of just one individual. In addition, procurement processes are slow and are not helping to deliver outcomes. The implementation of reforms also slowed as a result of a reduction in technical assistance. The Ministry recognises the need for staff to be competent in policy implementation, planning, budgeting, research, monitoring and resource coordination.

70. **The Ministry acknowledges that development partner support to capacity building has not been particularly successful to date.** The previous shift towards working in government systems within a complex learning environment, and with an under-resourced Ministry of Education, placed a significant burden on Government. The Ministry of Finance and Economic Management states that, "the size and nature of donor support for VERM does not come with corresponding support to the systems within the Ministry of Education and as a result places a strain on the staff to effect these projects as well as manage their recurrent duties." This statement also demonstrates that activities funded by development partners continue to be viewed as separate from the regular duties of Ministry of Education staff, rather than part of a holistic sector wide approach.

## Sound Financial Management Systems but Weaknesses in Procurement and Audit

71. **A recent AusAID-funded Assessment of National Systems (ANS) found that the Government's financial systems are sound in most respects.** Vanuatu's public financial management is "based on a solid legal and regulatory framework which sets out the budgeting, spending and accountability structures."[49] The ANS highlighted the strengths of the central ministries and the Development Fund Account that enables development partners to earmark and track tranches directly into the Government's system based on an annual work plan.

72. **However, the ANS classified procurement and internal audit as substantial fiduciary risks across all sectors.** Procurement reform has recently commenced at the central level, financed by AusAID's Governance for Growth program,[50] to improve procedures and updating of legislation. According to the ANS, the procurement systems of line ministries require significant and sustained support to achieve OECD standards. Following the concerns raised in audit reports on development partner direct financing, all procurement using their funding is currently being overseen by locally-employed technical assistance. The ANS states that the lack of internal audit and assurance processes across the ministries is another major area of weakness and risk.

[49] AusAID (2012), *Assessment of National Systems – Vanuatu.*
[50] Governance for Growth is an AusAID funded initiative working on policy reform and infrastructure

External audit has benefited from technical assistance but remains in need of major work to lift its capability and reliability. While the ANS notes that the Ministry of Education has increased its capacity in internal audit and external scrutiny, coverage across the Ministry is limited. An informal review of the education sector's public financial management as part of the ANS showed some improvements in reporting, but low effectiveness of payroll controls; competition, value for money and controls in procurement; and follow-up and legislative scrutiny of external audit reports.

73. **Working fully in Government systems has placed a significant burden on these systems as highlighted in the ANS**. In the development partners' move from a project-based approach to greater use of Government systems, there has been no commensurate strengthening of leadership and performance management. Annual planning and budgeting processes have improved in recent years but implementation capacity is low. Over the last 12 months, the Ministry of Education has been seeking technical assistance from development partners to substitute for the lack of local staff to carry out the Ministry's necessary work. This has resulted in technical assistance carrying out civil service tasks rather than building the capacity of local counterparts.

### The Need for a Changed Delivery Approach

74. **Development partners have agreed with Government that a changed delivery approach for development partner support to the VERM is needed** to accelerate progress in education outcomes. This will require a focus on areas that address the causes of poor quality. There has been broad Government consensus (Ministry of Education, Ministry of Finance and Economic Management, and Prime Minister's Office) that development partners' support going forward needs to use a mix of delivery modalities. This includes continued use of Ministry of Finance and Economic Management systems for school grants, outsourcing, more community involvement and greater management support – while maintaining respect for Government ownership of outcomes and working through Government systems where feasible.

## V. Rationale for Continued Support

75. **Development partners' support to the VERM under the JPA has helped the Ministry of Education to achieve some important results.** However, continued development partner support with a changed delivery approach can assist the Government to achieve better results. This will make a real difference to the people of Vanuatu.

76. **Continued support to the VERM aligns with Government's and development partners' priorities, including achievement of the Millennium Development Goals.** Continued support to achieving the education MDG is necessary if Vanuatu is to progress towards this goal and achieve others including gender equity, employment and freedom from hunger.

77. **Improved education is a priority outcome in the Vanuatu-Australia Partnership for Development.** Under this priority outcome, specific objectives include supporting universal primary education, improving the quality of education, supporting the Government's education reform agenda and increasing training and employment opportunities. Continued support is fully aligned with AusAID's *Pacific Education and Skills Development Agenda* which: "focuses on what matters: getting children into school, keeping them there, children's learning and young people's employability." A strong education system is essential for these four goals.

78. **Similarly, the New Zealand-Vanuatu Joint Commitment for Development identifies basic education as a priority sector.** The *Action Plan for Implementing Education for Sustainable Development in the Pacific Islands* identifies formal education as one of its priority areas.

79. **The Vanuatu-UNICEF Country Programme Action Plan states that UNICEF will "support the Government of Vanuatu in progressively realizing children's rights"** in accordance with the National Development Strategic Plans, United Nations Development Assistance Framework,

Millennium Declaration and World Fit for Children. The outcomes of the partnership are: increase the number of children in early years who will benefit from quality early learning and development opportunities; increase the number of boys and girls having access to schools; provide equitable quality education through upholding minimum national quality standards; and support student achievement to the end of the primary cycle. UNICEF's Basic Education and Gender Equity policies also provide strong guidelines: "Education is a fundamental human right… When all children have access to a quality education rooted in human rights and gender equality, it creates a ripple effect of opportunity that influences generations to come."[51]

80. **Australia and New Zealand have a comparative advantage in supporting the Government's implementation of sector reforms given the length and scale of their previous support**. As the largest bilateral donors to the education sector in Vanuatu, Australia and New Zealand have an advantage from their experience of leadership of development partner support.

[51] http://www.unicef.org/education/bege_59826.html

# Section 2: Program Design and Description

## I. Principles Underlying Education Support

81. **The following general principles were adopted throughout the design process** (see Annex 1 for a summary of the design process):

    - Strong Government participation, leadership and ownership of education directions and interventions;
    - Key focus of development partners' investments on ECCE and kindergarten to grade 3 of primary education;
    - A partnership approach to the delivery of outcomes;
    - An evidence-based design that manages for results, mutual accountability and performance measurement;
    - A focus on learning outcomes in the early years and not just processes, particularly at local levels;
    - An emphasis on capacity building at all levels (from Ministry to school, but with an emphasis on the classroom);
    - Continued use of Ministry of Education systems for development partner funding and processes, where feasible; and
    - Provision of a staged and sequenced program of support.

82. **In addition, the Vanuatu Education Sector Program (VESP) will operate in the context of a sector based approach.** While focusing on the early years of education and related government strengthening, VESP is to be fully aligned with the VERM and operate through a Joint Partnership Arrangement based on the VERM.

83. **A key assumption of VESP is that improvements in literacy and numeracy in the early years will lay a solid foundation for improvements in education outcomes at higher grades.** Curriculum and teacher training will continue to cover K to 13 with an emphasis on K to 3 (in recognition of underinvestment to date and the critical nature of early years, and also the need for a full coherent system to be developed).

84. **A stronger and more strategic use of technical assistance will be required** to build the needed capacity in the Ministry of Education. The program will ensure value for money by seeking locally-employed technical assistance where possible and ensuring stronger links with other donor activities in the country and the region.

85. **The program takes into account the constraints of the Public Expenditure and Financial Accountability findings**, and the need to tailor implementation and resource levels to the absorptive capacity and performance of the Ministry of Education. VESP's key implementation strategies will be timed and coordinated to respond to management capacity and minimise transaction costs on the Ministry.

86. **VESP builds on UNICEF's framework for a rights-based and child-friendly educational system and schools.**

87. **The program has a 5 year funding timeframe with a 10 year horizon to which Australia and New Zealand are committed.** A 10 year horizon provides a realistic timeframe for results and enables planning beyond the initial 5 year program of support.

## II. EXPECTED END OF PROGRAM OUTCOMES

88. A **theory of change was developed with the Ministry of Education during the design process** (see Annex 2). This starts with the high level goals of the VERM (leading in turn to the *Priorities and Action Plan* country goal) and outlines:

- End of program outcomes –the expected outcomes after 5 years of the program (in 2017);
- Intermediate outcomes –the preconditions necessary to achieve the program outcomes, and achievable within the 5 year program;
- Implementation strategies –selected based on what will be the most effective means of achieving the intermediate outcomes.

Figure 1 below shows a simplified version of the theory of change used to describe the VESP.

***Figure 1: Theory of Change***

89. The program's **long term goal** is: 'Vanuatu has improved education quality, more equitable access to education for all people, and the education system is well managed'. This combines the VERM goals and has been agreed with Government.

90. The **main focus** of the program will be on improving learning outcomes in literacy and numeracy in the early years of education (ECCE and the first 4 years of primary education, K to 3).

91. A draft **results framework** was developed during in-country consultations (see Annex 3). Table 4 below shows target results for each end of the program outcome by 2017.

***Table 4: End of Program Outcomes and Targets (2017)***

| *Long term goal* | *End of Program Outcomes* | *Draft Targets (2017)* |
|---|---|---|
| Improved education quality | 1. Literacy and numeracy levels of children in early years of education reach national standards | 1a. Proportion of children meeting literacy standards at the end of Grade 3 increases from 29% to 45%<br>1b. Proportion of children meeting numeracy standards in grade 3 increases (baseline to be established) |
| | 2. Children complete primary school | 2a. Survival rate to grade 4 increases from 77% to 85%<br>2b. Survival rate to grade 6 increases from 58% to 65% |
| More equitable access to education for all people | 3. All girls and boys, including those with disabilities, are able to access early years of schooling | 3a. Girls enrolling at correct age in year 1 versus number of boys enrolling at correct age in year 1 (net intake rate) is maintained at current parity |
| | 4. More children enrol at primary school | 4a. The proportion of the total population of children in Vanuatu who enrol at the correct age in year 1 (net intake rate) increases from 37% to 50%<br>4b. The proportion of the total population of children who enrol at the correct school age in years 1 to 6 (net enrolment rate) increases from 88% to 100% (current MDG commitment agreed by the Government of Vanuatu) |
| Education system is well-managed | 5. Ministry of Education management at all levels implements policies in key outcome areas | *To be agreed and outlined in the management action plan prior to the first annual joint review.* |

92. **A stakeholder analysis was conducted during the design process with Ministry of Education staff** (Annex 4). Stakeholders (including beneficiaries) were identified including those who needed to be influenced or change their behaviour to achieve each of the program's implementation strategies. Annex 5 provides details on key outcomes, identifying who will be doing what differently on the last day of the program at the various levels within the system.

93. **The program assumes a continuation of at least the current level of commitment by Government** in terms of, for example, sector funding, policy, staffing, complementary action on other related aspects of the VERM. It also assumes a willingness of schools and communities to take advantage of training and other provisions of the program.

## III. FORM OF AID

94. **The form of aid proposed is a pragmatic and flexible program approach** which supports the ECCE and primary school components of the VERM.

95. **Government systems will be used as far as possible**. VESP will use those parts of the Ministry of Education's systems and processes that work well, in accordance with the Paris Declaration on Aid Effectiveness. VESP will continue to be 'on policy' through its focus on the early years of education which is a key component of the VERM. VESP will also be 'on plan' and 'on budget', with the Ministry of Education's annual work plan continuing to be used as a planning tool and to ensure transparency of both Ministry and development partners' funding.

96. **Funds for school grants will continue to be channelled through Government systems (as occurred in development partners' previous phase of support to VERM)**. School grant funds directed to school bank accounts will remain 'on budget' and 'on accounting'. According to an independent review and audit of school grants, managing the grants through the Ministry of Finance and Economic Management's financial distribution and reporting systems has worked well to date, as have the Ministry of Education's internal audits of these grants. Both have provided a satisfactory level of assurance on transparency.

97. **However, at this time development partners have little confidence in continuing to use Ministry of Education procurement processes.** For this reason the current levels of funds channelled through Government systems will be restricted initially to school grants and the outsourcing of ECCE. The program will be implemented to a large extent by partners from the NGO, private and university sectors, with high level support from Ministry of Education managers and technical assistance. This mixed mode of delivery has been chosen for the following reasons:

    - The Ministry of Education has limited personnel and capacity at both the central and provincial levels to provide education services to the school level;
    - Channelling all funds through Government systems is not feasible due to weaknesses identified in Government procurement, together with disbursement problems within the Ministry of Education. An audit of education funds has exposed a number of systemic issues that need to be addressed before funds can be channelled through Government systems; and
    - A wholesale return to a stand-alone project would be counterproductive and undo the positive work done by development partners and Government to develop a strong partnership that is committed to working in government systems where possible. Research has shown that stand-alone projects are often unsustainable. This approach would do little to build long-term capacity of the Ministry of Education and develop Ministry linkages with service delivery partners.

98. **During program implementation, development partners together with Government central agencies will annually assess the possibility of increasing use of Government systems based on progress against an agreed management action plan.** This plan will be established after mobilisation and will be informed by: an assessment of public financial management systems in the sector; an assessment of procurement systems; and an organisational assessment of the Ministry of Education. Based on these assessments, the management action plan will establish a baseline on public financial management, procurement and organisational reforms against which progress and transition to greater use of Government systems will be measured. It will determine the pace of transition toward greater use of Government systems over the 10 year horizon and will be reviewed as part of annual work planning and review processes.

99. **VESP support will be embedded in the Government's management structure to ensure Government ownership and capacity development.** The Secretariat Management Team will support the Ministry of Education to oversee implementation of the VESP components of the VERM. All technical assistance will work directly with Ministry of Education counterparts, and the Ministry will directly contract and manage an implementing partner for the ECCE strategy. The Ministry will provide support in terms of staff salaries and time, office space and continued funding to other non-salary expenditure. The Ministry will also establish taskforces during the transition period for each implementation strategy to develop and progress the Ministry's required work on VESP throughout the five year period.

100. **Government commitments to the sector will be confirmed over the coming months.** Government will need to maintain at least its current level of funding to non-salary expenditure, including recurrent funding of teacher training and the roll out of the curriculum from K to 13. Findings of the public expenditure review will set the baseline for improved Government (and therefore increased development partner) resource allocation to key outcome areas over the 10 year period. Support to the Teaching Service Commission will be contingent upon the successful revision of the education legislation that supports demand driven and efficient teacher placement and allocation. Options for performance linked aid will be further considered and discussed with Government over the coming months.

# IV. PROGRAM ACTIVITIES

## Implementation Strategies

101. **To achieve the program outcomes, five implementation strategies have been selected based on the agreed principles and an analysis of context, capacity and what works (including international best practice)**. These strategies are:

1. Train and support teachers to implement the new curriculum (with an emphasis on the early years of education);
2. Strengthen early childhood care and education delivery;
3. Engage the community through school based management;
4. Provide locally relevant and efficient delivery of facilities and equipment;
5. Develop capacity within the Ministry of Education to deliver an effective, well-managed and de-concentrated education system in Vanuatu.

102. **Some implementation strategies are new while others build on previous work in sub-sectors**. The implementation strategies will be developed in further detail during the transition phase prior to mobilisation by the relevant Ministry of Education taskforce with support from existing technical assistance. Prior to implementation or contracting out, the independent education specialist and VERM Steering Committee will peer review these strategies to ensure alignment with end of program outcomes and Ministry priorities. The strategies will continue to be monitored by the Ministry, the program's M&E system adviser and through independent M&E processes. Given the emergent nature of this design, sufficient flexibility within the strategies will be retained so they can be adjusted and evolve over time, informed by progress against outcomes. The section below describes each implementation strategy and provides an indicative list of activities and inputs, with further details in annexes 5 and 6.

## Train and Support Teachers to Implement the New Curriculum (Strategy 1)

103. **The strategy will build on efforts to-date in teacher training and curriculum development.** As per the curriculum statement released in 2010, the new curriculum under development will be inclusive, locally relevant and promote student-centred learning. Based on a targeted strategy to improve teacher effectiveness in early grades, VESP will work to improve the quality of pre- and in-service training, including by better equipping and resourcing teacher trainers. Training and learning materials will be revised and informed by recent student assessments (EGRA, VANSTA) to improve teacher effectiveness and learning outcomes. In addition, teachers will be supported and mentored in the classroom, for example through possible teacher clusters and the provision of teacher friendly resources. This strategy will be implemented through technical assistance and a twinning arrangement between VITE and the university(ies), supported by the managing contractor.

104. **Potential activities include** (with further details in Annex 6):

- Support the implementation of the new curriculum at all levels of the education system for K – 13, with an emphasis on K – 3;[52]
- Support all year 1-3 teachers in effective teaching of early literacy and numeracy according to the new curriculum:
    - Provide year 1-3 students, primary schools and teachers with appropriate classroom resources (lesson plans, workbooks, textbooks, posters, reading books, mathematics kits etc.);

[52] This will include the development of syllabuses plus teacher guides for K-13.

    - Facilitate and support teacher mentoring, for example through teacher clusters, lesson simulations, observations and networks. Use 'model' teachers as part of a practical approach for pre- and in-service training;
    - Create help lines for the in-service unit and provincial trainers to give teaching tips and answer pedagogical questions;
    - Use other media including radio programs to communicate relevant content e.g. phonics and methodology tips;
    - Assess all year 1 - 3 students' reading and numeracy levels in 2013 and 2016, and revise training and learning materials based on these assessments;
- Improve the quality of pre- and in-service training for teachers by equipping and resourcing teacher trainers to be effective adult educators, and providing support to VITE management;
- Provide continuing development opportunities for teacher trainers and teachers (eg. higher-level qualifications from national and international organisations);
- Support school principals and zone curriculum advisers to mentor teachers, including by:
    - Providing broadly-based pedagogic and leadership training to principals and zone curriculum advisers;
    - Providing financial assistance for zone curriculum advisers to travel and undertake training with schools.

105. **Potential inputs include:**

- Twinning arrangement between VITE and a tertiary institute(s) with a focus on pre-service training (feasibility to be investigated – New Caledonia, Australia, New Zealand, USP);
- Long term technical assistance:
    - Curriculum implementation adviser;
    - VITE management adviser;
    - Teacher training specialist;
    - In-service unit coordinator (local);
- Research and advisory pool for short term technical inputs to support implementation (especially introduction of mother tongue, literacy and numeracy, assessment of early grades, textbook production);
- Assessment workshops for early grade reading and mathematics;
- Funds to cover travel costs for zone curriculum advisers; and
- Resource materials, in particular for literacy and numeracy (eg. textbooks, teacher kits).

### Strengthening Early Childhood Care and Education (Strategy 2)

106. **ECCE encompasses the cognitive, physical, linguistic and socio-emotional development of children from birth until they start school (around 6 or 7 years old in Vanuatu).** For the purpose of this design, ECCE includes formal centre based programs (kindergarten, pre-school, day care) as well as informal home or village based programs designed to promote children's early development. Strengthening ECCE is recognised as key driver to improving learning outcomes and is a new focus for the Ministry of Education and development partners, as agreed

with the Minister for Education in 2011. International best practice shows that effective ECCE should be driven and owned by the community.

107. **VESP will support the Ministry's new ECCE policy focus of kindergarten, both formal and informal, and continue to be informed by regional standards, recent research and lessons from current interventions.** The Ministry will continue to provide the policy framework for ECCE and will recruit an implementing partner with support from technical assistance. Given limited Ministry experience in and low resourcing of this sub-sector, further analysis and consultation will be required to inform the strategy including a study to address recurrent cost of teacher salaries, which are currently absorbed by communities. The approach to ECCE will remain an iterative one, informed by complementary research, analysis and M&E.

108. **Potential activities include:**

- Undertake and/or use research to inform the implementation strategy, including: an ECCE baseline and child development test; a study identifying barriers to access; and research on interventions that would increase access to ECCE for disadvantaged children and increase teacher retention rates;
- Establish a sub-sector working group/taskforce with strong community links to guide inputs;
- Raise awareness of ECCE national policy and benefits through ECCE promotion campaign;
- Design and pilot alternative approaches to ECCE (formal/informal);
- Implement measures to recruit and retain quality ECCE teachers;
- Develop a quality assurance framework for ECCE;
- Train all ECCE teachers to minimum standards and support them in the classroom;
- Based on need, provide the required infrastructure to support ECCE delivery e.g. concrete slabs;
- Provide continuing development opportunities for key teachers and pre-school coordinators, including opportunities for accredited higher-level qualifications from national and international organisations;
- Provide all existing and new ECCE centres with a start-up or basic kit of supplies.

109. **Potential inputs include:**

- Long term technical assistance: ECCE specialist based at Ministry of Education;
- Research and advisory pool for short term technical inputs; and
- NGO implementing partner to support the Ministry of Education, undertake the studies and implement an evidence-based ECCE program.

### Engaging the community through school based management (Strategy 3)

110. **VESP will contribute to the achievement of school minimum standards by engaging communities and supporting school based management.** Improved planning that promotes wise use of school grants and other resources will be advocated through various approaches. The program will strive to develop community ownership and improve the capacity of 425 schools to manage their resources more effectively. The contractor will deliver activities against this strategy with the support of technical assistance and an implementing partner. Experienced trainers and mentors will work with existing Ministry of Education school improvement officers to establish capacity at a provincial level and build on the strengths of the piloted activities commenced in 2012.

111. **VESP will continue to provide school grants,** which fall under this implementation strategy. However, this will be provided directly to Government, not through the implementing partner**.**

112. **Potential activities include:**

- Develop and implement a strengths-based community engagement strategy[53] in close partnership with all 425 primary schools and their communities, provincial education offices, and other development partners to:
    - Build community awareness of the primary school grants program including school development planning and school minimum standards;
    - Encourage schools and communities to transparently elect school committee members with a better gender balance and connection to the school e.g. parents of students;
    - Build capacity of principals, head teachers and school committee members particularly in areas of planning, financial management and pedagogical leadership;
    - Ensure community knowledge of the importance the early years of education especially literacy and numeracy initiatives;
    - Provide advocacy tools to enable communities to demand accountability of school committees and demand a quality education and build engagement between government and civil society;
    - Encourage communities to support the need for all children to attend school;
- Train school principals and provincial education officers in leadership and management;
- Conduct a study to identify, through the school committees, children with specific needs for specialist equipment (e.g. sight and hearing aids) and provide support to school committee to do this through an implementing partner. School committees will also be encouraged to use school grant funding for this purpose.
- Conduct a study to investigate the feasibility and desirability of an incentives program linked to school improvements and community construction approaches. Over the longer-term this scheme could be linked to achievement of school minimum standards.

113. **Potential inputs include:**

- Implementing partner to design and implement a program of community engagement and school based management that incorporates lessons learned from pilot activities;
- Non-financial support for the school or surrounding community (e.g. central village water supply or sports facilities) where school committees reach at least 30% target of women's representation;
- Long term technical assistance: school based management team leader (existing local, in-line position in the Ministry of Education); and
- Short-term technical assistance through the research and advisory pool.

[53] A strengths-based approach to community engagement is gaining global acceptance. It focuses on the resilience of children, families and communities and identifies their resources and assets (in contrast with much community work which identifies the problems, needs and deficits of target populations). http://www.strengthsbasedpractice.com.au

## Provision of locally relevant and efficient delivery of facilities and equipment (Strategy 4)

114. **VESP will support the Ministry of Education to build, refurbish and maintain classrooms.** This will be done initially through local construction companies using local labour (similar to AusAID's Vanuatu Secondary Schools Extension Project Phase 2) and independent site supervisors, with a possible gradual transition to a community based contracting model from 2016.[54] The first year of construction will focus on high priority needs and schools unable to provide space for increased enrolments while a complete assets survey is conducted to inform the program's scope of works. The managing contractor will deliver the activities for this strategy with the support of technical assistance and an implementing partner from the private sector.

115. **The Ministry's classroom design, sites selection manual and standards will be updated** to ensure security of land tenure prior to commencement of all school construction and refurbishment; and to reduce construction vulnerability due to flooding or storm surges associated with climate change. An innovative design using a mix of traditional and modern building materials has been completed with development partners' funding in 2012. This will be appraised after one full year of operation as a possible design option for future school construction. The cost-effectiveness of prefabricated classroom buildings for remote, inaccessible, or materials constrained sites will also be investigated.

116. **Potential activities include:**

- Complete a survey of Ministry of Education assets and a capital works plan for 3 years;
- Develop an assets management strategy to guide maintenance, refurbishment and new school construction;
- Construct 158 new classrooms providing 5000 new primary school places to meet the backlog currently needed in communities;
- Construct 85 new classrooms providing 2500 new primary places to meet a major portion of the demand for places of a growing population;
- Refurbish 72 classrooms providing 2000 safe primary school places;
- Ensure maintenance of up to 670 permanent and semi-permanent classrooms to ensure current primary school places remain available.

117. **Potential inputs include:**

- Implementing partner (commercial sub-contractor);
- Long term technical assistance:
    - School infrastructure specialist;
    - Administrative assistant (local);
    - Planning and design assistant (local);
- Short term technical assistance through the research and advisory pool (eg. for school facilities audit).

## Developing the capacity within Ministry of Education to deliver an effective, well-managed and deconcentrated education system in Vanuatu (Strategy 5)

118. **VESP will support management of the Vanuatu education system at all levels, particularly**

[54] The Ministry of Education is considering allowing school grants to be used for infrastructure, which could be used in delivery of a community based contracting model.

**school and provincial levels, to deliver on the key outcome areas.** Rather than mapping out a comprehensive systems strengthening and capacity development program, VESP will take a targeted, pragmatic and opportunistic approach to systems improvement and reform. AusAID's Governance for Growth program currently provides support to Government in policy development, procurement, economic analysis and financial management. The new phase of Governance for Growth support will focus more on promoting links between central and line agencies and VESP will work with this program to address the bottlenecks which impede effective service delivery and effective use of public money.

119. **An agreed management action plan will be a key tool in identifying and monitoring VESP's activities in this area.** This plan will be established after mobilisation and will establish a baseline and progress indicators, informed by assessments of public financial management and procurement systems in the sector, as well as an organisational assessment of the Ministry of Education. The plan will determine the pace of transition toward greater use of Government systems over the 10 year horizon and will be reviewed as part of annual work planning and review processes.

120. **Over time, strengthened monitoring and evaluation will provide decision-makers with evidence to inform policy development, planning and implementation.** The program's M&E capacity building adviser will create a 5 year plan for the development of the Ministry's capacity in M&E. This will be linked to the organisational assessment, management action plan and VESP M&E plan. The M&E capacity building plan will include an analysis of stakeholder needs and will lead to a tailored program of capacity building inputs to continue through the life of the program. Capacity will be built through a suite of methods including use of counterparts, training, mentoring and learning by doing, and the participatory process of revising the M&E system. The M&E capacity building support will include assistance to the Vanuatu Education Management Information System (VEMIS).

121. **Potential activities include:**

- Provide high level strategic advice and secretariat support to the Ministry of Education;
- Conduct the following assessments to inform the program's implementation and the Government's management of the sector more broadly:
    - Public financial management systems sector assessment;
    - Organisational assessment of the Ministry of Education for those working in key outcome areas;
- Using the above assessments, develop a management action plan that establishes a baseline with progress indicators for public financial management, procurement and organisational reforms;
- Develop and implement an M&E capacity building plan to strengthen strategic M&E in the Ministry of Education;
- Provide mentoring opportunities for Ministry of Education staff at central and provincial levels in key outcome areas (informed by the organisational assessment). At a later date, provide professional development opportunities for high-performing teachers and principals using existing schemes;
- Upgrade the Teachers Service Commission database;
- Review the robustness of financial management at provincial education offices (including zone curriculum adviser expenditure) to determine options for future support.

122. **Potential inputs include:**

- Local management consultancy to work with Ministry of Education on the organisational assessment and on the professional development needs of the Ministry in key outcome areas;
- Secretariat Management Team comprising:
    - Secretariat manager;
    - M&E systems and capacity building adviser/s;
    - Procurement officer (in-line position);
    - Budget and planning adviser;
    - Finance and administration officer (local);
    - Administration assistant (local).
- Other technical assistance:
    - Independent education specialist (adviser to development partners and Ministry of Education);
    - Short-term assistance through the research and advisory pool (e.g. public expenditure review).

## V. Estimated Program Budget and Timing

123. **Development partners will provide approximately A$42 million[55] over 5 years for a Managing Contractor to implement components of VESP** (approximately AusAID 70%; New Zealand 26%; UNICEF 4%). Additional funding will be provided direct to Government for the school grants program, an ECCE implementing partner and potentially other areas as agreed annually. Funding will be subject to Government meeting its commitments to the sector and progress against the results framework to be reviewed through the annual joint review process.

124. **Estimated approximate budgets** for each of the VESP implementation strategies are as follows:

| Implementation Strategy | Indicative Budget |
|---|---|
| 1. Train and support teachers to implement the new curriculum | 28% |
| 2. Strengthen early childhood care and education delivery (including ECCE implementing partner) | 8% |
| 3. Engage the community through school based management (including an A$6.8m investment in school grants direct from development partners) | 20% |
| 4. Provide locally relevant and efficient delivery of facilities and equipment | 25% |
| 5. Develop capacity within Ministry of Education to deliver and effective, well-managed and de-concentrated education system in Vanuatu | 19% |

125. **VESP will be implemented over 5 years commencing in 2013, with scope to plan over a 10 year horizon.** A 10 year commitment acknowledges the reality that lasting change takes time. It provides a realistic timeframe for monitoring and evaluation to inform and guide program implementation. This is reflected with longer term outcomes in the draft results framework. The program will undertake planning processes for interventions that extend beyond the 5 year timeframe to enable them to be supported without disruption e.g. curriculum roll out.

[55] This figure does not include Contractor management fees

# Section 3: Implementation Arrangements

## I. Management and Governance Arrangements

### Transition Plan

126. **Development partners will develop a transition plan with Government to bridge the current approach with the new program.** The current Grant Funding Agreement will be extended until July 2013. High priority activities that are in line with the outcomes of VESP will inform future implementation strategies and will receive a no-cost 6 month extension to ensure there are no gaps and allow time for the mobilisation of VESP in 2013.

### Joint Partnership Arrangement

127. **The Joint Partnership Arrangement (JPA) for the VERM will form the basic governance arrangement for VESP**. The VERM Steering Committee is charged with overseeing VERM policy and implementation; overseeing budget development; and agreeing development partner contributions to annual budgets. The Committee is chaired by the Ministry of Education Director General and in addition comprises:

- Directors of the Ministry of Education;
- Director of Finance, Ministry of Finance and Economic Management;
- Director Strategic Policy, Planning and Aid Coordination, Prime Minister's Office; and
- Representatives from the 'Pool Partners' (development partners) and the Chair of the Education Partners' Group.

128. **The JPA documents roles and responsibilities for each Steering Committee member**, as well as Government's and development partners' estimated financial contributions. The JPA requires annual budget meetings and joint reviews, as well as monthly update meetings, although these may be changed to quarterly meetings. The JPA will need to be amended prior to mobilisation to: include clear guidelines on reporting; include detailed roles and responsibilities; and remove the out-dated term 'Pool Partners'. Criteria for determining adequacy of progress will need to be revised and set at realistic levels. The JPA will also need to be updated more generally to reflect the VESP design, procurement processes, and a renewed commitment to implementing a useful, outcomes-focused M&E system.

129. **The Secretariat Management Team will support the Ministry of Education Director General** to ensure that the Steering Committee is given more relevant and timely information on which to base decisions (see above for list of Secretariat Management Team members).

### Roles and Responsibilities

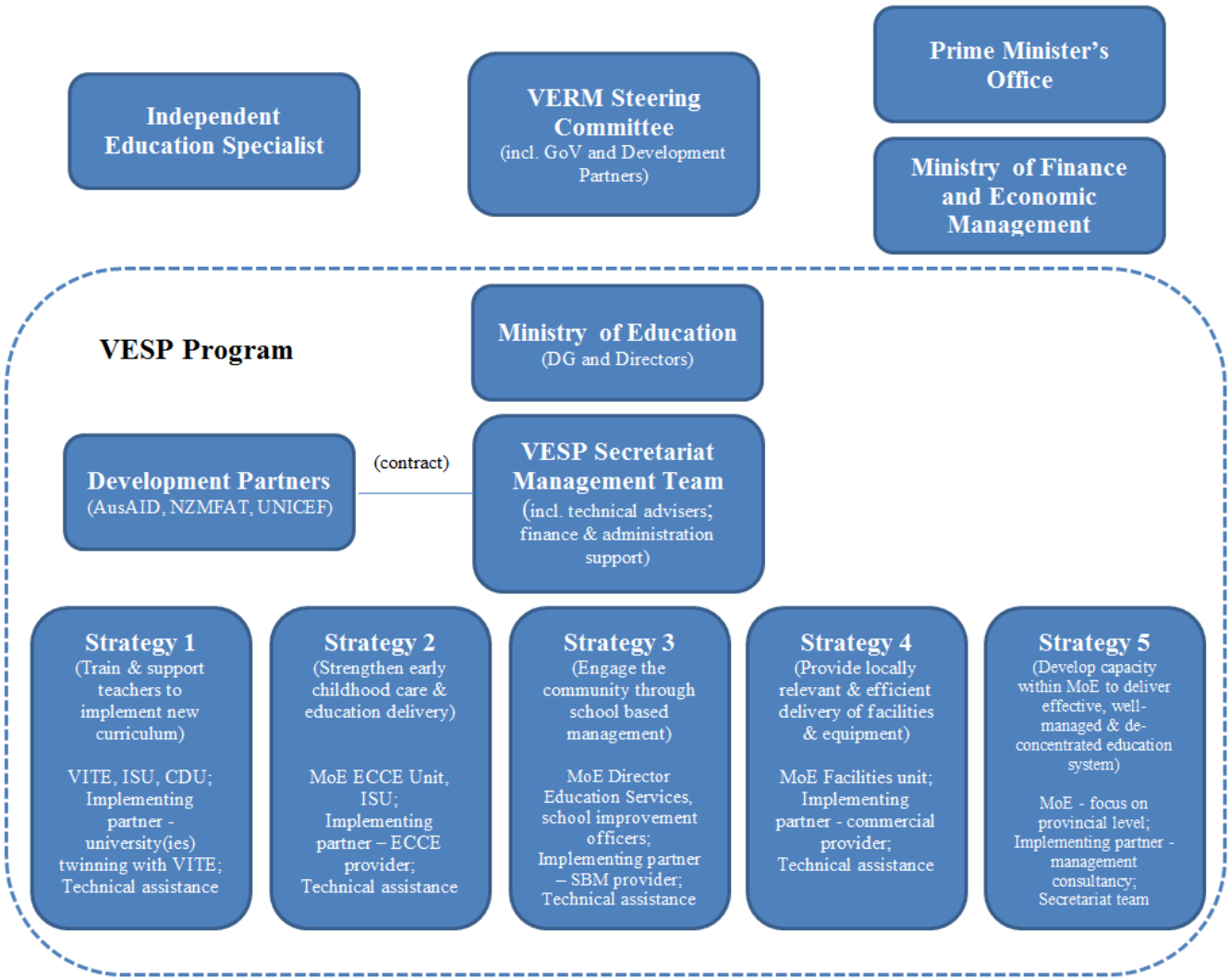
130. The **overall management structure for VESP** is shown in Figure 2 on the next page.

131. The **VERM Steering Committee** has strategic oversight of VESP as a component of VERM in regard to policy development, implementation and outcomes. The Steering Committee will peer review and monitor the implementation strategies, and approve annual work plans for VESP.

132. The **Ministry of Education** has overall responsibility for the implementation of VESP as a component of VERM on behalf of the Government. In the transition period, the Ministry will establish taskforces for each implementation strategy, which will progress the Ministry's work for each strategy and provide operational oversight on VESP (including the supervision of technical assistance). The taskforces will comprise of Ministry Directors, officials and development partner representatives as observers. The Ministry is also responsible for implementation of VESP's strategy 2 (ECCE) with the support of technical assistance and an NGO

implementing partner to be contracted directly to the Ministry.

***Figure 2: Overall Management Structure of VESP***




133. The **Ministry of Finance and Economic Management** will report with the Ministry of Education on school grants as at present, and will take a lead role in the public expenditure review of the education sector.

134. The **Prime Minister's Office** will continue to oversee monitoring and evaluation of the VERM to ensure Government policy is implemented; coordinate Ministry of Education and MFEM activities; and liaise with development partners on alignment with Government policy.

135. **Development partners** are responsible for ensuring that their funds are included in the budget and the Ministry's annual planning cycle, and using and supporting Government systems where possible, in line with internationally accepted standards. Development partners will undertake joint appraisal, analysis, reporting and evaluation.

136. The **Managing Contractor** is responsible for sourcing, contracting and performance managing all technical assistance and implementing partners for the program (except the independent education specialist). The contractor is responsible for providing back-room support to VESP as required, including quality assurance and technical advice to the Secretariat Management Team (e.g. financial cross-checks, access to consultancy databases, recruitment assistance, travel/accommodation arrangements and pre-departure briefings of technical assistance). This will be a part-time support role only based in the contractor's head office.

137. The **Secretariat Manager** is responsible for coordinating, sequencing and monitoring inputs across the five implementation strategies; and providing secretariat support to the Ministry of Education, including by assisting the VERM Steering Committee chair. The Secretariat Manager will report to the Ministry Director General on a day-to-day basis. The Contractor will manage the performance of the Secretariat Manager as required by the Director General and development partners.

138. The **Independent Education Specialist** is responsible for providing high level advice to development partners and the Ministry of Education Director General on VESP and the management of the education sector in Vanuatu more broadly. Given the 10 year horizon of VESP, the specialist will play a key part in identifying future needs. The specialist will be independent from the Managing Contractor and Secretariat Manager, being contracted by development partners and advising the Ministry of Education Director General. The specialist will build collaborative relationships with technical counterparts and the Secretariat Management Team. The program's research and advisory pool will be drawn upon to complement the specialist's role by providing additional technical expertise as required.

## II. IMPLEMENTATION PLAN

### Use of Technical Assistance and Implementing Partners

139. **VESP places strong reliance on technical advisers and partners from the private, university and NGO sectors for implementation of the program**. This is in light of lessons from past support - that the Ministry of Education does not have the human or financial resources to deliver services directly to improve education outcomes. Technical assistance and implementing partners provide value for money by requiring a comparative analysis of all relevant costs and benefits of each proposal throughout the whole procurement cycle. There is a relatively high risk that value for money would not be realised without necessary technical assistance in place to support the Ministry in delivering VESP. The use of implementing partners also fosters community and private sector partnerships with government. Implementing partners will be procured for all strategies to support the Ministry to implement VESP (see figure 2 above).

140. **Vanuatu's technical expertise in the education sector is generally low and capacity will be built as part of the program.** VESP is a long-term investment that will only pay dividends through sustained assistance that builds capacity and models good practice approaches. Wherever possible, local technical assistance will be found to reduce costs. All technical assistance will work directly with Ministry counterparts. Where possible, all technical assistance will provide a mentoring role to a designated Ministry counterpart. Some positions will be in-line such as procurement.

141. **VESP will ensure all procurement processes of implementing partners and technical assistance provide value for money**, which: encourages competition; promotes the use of resources in an effective, efficient and ethical manner; and is accountable and transparent. Cost will not be the only determining factor. Rather, a whole-of-life value for money assessment will be made on all procurement. The AusAID Adviser Remuneration Framework will be applicable for all technical assistance.

142. **Table 5 below summarises the technical assistance to be sourced through VESP.**

***Table 5: Summary of Technical Assistance***[56]

| ***Category*** | ***Position*** | ***Comment*** | ***Reports to*** |
|---|---|---|---|
| *Long Term* | | | |
| Independent Program Oversight | Independent Education Specialist | New; Part time | Director General, Ministry of Education (MoE); Development Partners |
| Secretariat Management Team | Secretariat Manager | New; Full time | Director General, MoE |
| | M&E System Adviser | New; Part time | Secretariat Manager |
| | M&E Capacity Development Adviser | New; Part time | Director Policy and Planning, MoE |
| | Procurement Officer | Existing; in-line; full time | Director General, MoE |
| | Budget and Planning Adviser | New; Full time | Director General, MoE |
| | Finance and Administration Officer | New; Local | Secretariat Manager |
| | Administration Assistant | New; Local | Secretariat Manager |
| 1. Train and support teachers to implement the new curriculum | Curriculum Implementation Adviser | New; Full time | Director Education Services, MoE |
| | VITE Management Adviser | Existing | Director Education Services, MoE |
| | Teacher Training Specialist | Existing but previously known as the In-service Unit Coordinator | Director Education Services, MoE |
| | In-Service Unit Coordinator | A new local position to be created | Director Education Services, MoE |
| 2. Strengthen early childhood care and development | ECCE Specialist | Existing; Full time | Director General, MoE |
| 3. Engaging the community through school-based management | School Based Management Team Leader | Existing; in-line position; Full time | Director Education Services, MoE |
| 4. Provision of locally relevant and efficient delivery of facilities & equipment | Schools Infrastructure Adviser | New; Full time | Director General, MoE |
| | Planning and Design Assistant | New; Local | Director Policy and Planning, MoE |
| | Administrative Assistant | New; Local | Director Policy and Planning, MoE |
| *Short Term (Research and Advisory Pool - indicative list only* | | | |
| Public financial management sectoral assessment | | School facilities audit | |
| M&E | | VEMIS information management | |
| Mother-tongue based multilingual education (Could be locally contracted: SIL, USP) | | ECCE | |
| Literacy and numeracy | | Examination and Assessment | |
| Disability | | EGRA / EGMA implementation | |

[56] Existing personnel in key long term positions will ideally be novated across by July 2013 to the Managing Contractor subject to satisfactory performance evaluations and any necessary alterations to job descriptions.

### Implementation schedule

143. The **overall implementation schedule** is shown in table 6 below. There are sequenced inputs on technical assistance, community engagement and organisational assessment to keep pace with absorptive capacity within the Ministry of Education, provinces and communities. A Gantt chart at Annex 7 provides more detail on implementation but will be refined as detailed implementation strategies are completed.

***Table 6: Program Implementation Schedule***

| Key Implementation Strategies (Outputs) | Total years | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|---|---|
| 1) Train and support teachers to implement the new curriculum | 5 | TA in place (Jan-June)<br>Implementation strategy agreed<br>Twinning arrangement with university (end 2013) | Resource supplies (From Jan) | Mid-term review | | |
| 2) Strengthen early childhood care and education delivery | 5 | TA in place (Jan – June)<br>Implementation strategy agreed (May)<br>IP in place (July) | | Mid-term review | | |
| 3) Engage the community through school based management | 4 | Implementation strategy agreed (March)<br>IP engaged (June) | | Mid-term review | Potential incentives scheme rolled out | |
| 4) Provide locally relevant and efficient delivery of facilities and equipment | 5 | TA in place (Jan)<br>Assets survey completed (May)<br>IP in place (July) | | Mid-term review | Possible move to community based construction (Jan) | |
| 5) Develop capacity within Ministry of Education to deliver an effective, well managed and de-concentrated education system in Vanuatu | 3 – 5 | Secretariat in place (Jan)<br>MoE management consultancy engaged (Late 2013)<br>TA in place (Feb to March) | | Mid-term review | MoE management consultancy completed (Late 2016 ) | |

## III. MONITORING AND EVALUATION

144. **There are two aspects of monitoring and evaluation (M&E) to be addressed as part of VESP.** The first is the development of a robust M&E system for the program, which this section details. The second is the program's M&E capacity building support to the Ministry of Education – this is described as part of implementation strategy five in section 2.

145. **A robust M&E system will be developed, which aligns with AusAID's Evaluation Capacity Building Standards** 1 (Initiative Design – M&E features) and 2 (Initiative M&E System) for

Vanuatu.[57] The program will take an outcomes- and utilisation focused approach to M&E. There will be a strong emphasis on ensuring that the M&E produces useable, useful information that helps the Ministry of Education to make evidence-based decisions. All M&E tools will be developed and considered with reference to how they will be used. The M&E system will be a combination of existing Ministry of Education M&E approaches plus additional interventions necessary to meet development partners' reporting requirements for results.[58] The development of the M&E system will be informed by recommendations made by a review of the Ministry's current approach to M&E conducted during the design process. This showed that the Ministry of Education has little in the way of a scoped out and documented system for M&E.

146. **The program's M&E system adviser will lead work during the first six months of program implementation to refine, validate and complete the overall M&E system.** A draft results framework was developed during in-country consultations, which provides available baselines, verifiable indicators for end of program and intermediate outcomes, along with expected targets in years 3, 5 and 10 (refer to Annex 3). The M&E adviser will ensure that end of program outcomes are pitched at the correct level for the time, effort and resources applied, and that targets are achievable and useful with annual progress markers for each target for each year. The causal links between interventions and end of program outcomes will be further defined as part of the finalisation of detailed implementation strategies and an evaluability assessment[59] to be conducted upon mobilisation. Each data collection tool and testing instrument will be detailed and accompanied by a description of how it will inform decision-making.

147. **An M&E plan will be developed to describe how the system will work.** This will be informed by consultations led by the M&E adviser to determine what is currently working in M&E in the sector, and how information can be provided in the most accessible, useful format. The M&E plan will align with Evaluation Capacity Building Standards 2.4 to 2.19. It will begin by clarifying the scope and purpose of the M&E system, and will describe the key audiences for the system and their requirements. It will include a schedule for evaluation studies and a set of key evaluation questions to guide these studies. It will also describe what reports are needed by whom and when. An annual "traffic light" reporting system against the outcome indicators will be created and used to inform the joint annual review. The plan will include an utilisation strategy to foster information use to inform policy and program improvement. The plan will also detail ways to scale up the evidence base over the life of the program. New implementation strategies including ECCE and school based management will expand iteratively based on M&E.

148. **In the first year, baseline indicators will be a priority focus.** Currently baseline data has been accessed for 6 of the 8 VESP outcome indicators and 2 of the 14 intermediate outcome indicators. The VEMIS will be revised to collect baseline data and where gaps exist, independent surveys will be undertaken. This revision will build on AusAID's new strategy for improving the use of statistics in the region[60] and NZAID's 6 month technical input.[61] This will ensure a better understanding of what VEMIS is actually for and how it works. It will lead to the development of a policy on accessing information from VEMIS and 'locking off' historical data. At the same time, the school survey will be consolidated and revised to ensure that it collects data in line with the program's revised results framework. This will include new categories to describe disability and members of the school committee.

149. **More details on proposed M&E arrangements, including a draft schedule of M&E activities, are included at Annex 8**. A detailed theory of change map is at Annex 2 and more

[57] These provide detailed guidance on standards for monitoring and evaluation for AusAID and partners. These standards will be discussed with the Managing Contractor prior to mobilisation.
[58] For example, the M&E system will need to enable reporting against AusAID's new 'Results Framework'
[59] See AusAID's Evaluation Capacity Building Standard 2.4 for Vanuatu
[60] At the time of the design AusAID was drafting a strategy around improving the use of statistics in the Pacific Region.
[61] At the time of the design consultation NZAID had engaged a 6 month TA to revise the VEMIS survey and to map and evaluate the existing data management business processes and propose system improvements.

details on the beneficiaries expected to change behaviours for key outcomes and implementation strategies are at Annex 5.

## IV. PROCUREMENT

150. **A managing contractor will be used to procure and performance manage most technical assistance and implementing partners, overseen by the Ministry of Education and development partners (through the VERM Steering Committee).** The use of multiple separate contracts has been considered; however, it would place a significant management burden on the development partners and the Ministry over the term of VESP. Development partners and the Ministry are already stretched managing multiple small contracts and monitoring technical assistance performance with limited capacity or time left to engage in more upstream policy work: this burden would only be exacerbated with the additional funding support proposed here. Additionally, multiple contracts will not provide value for money (with each contract having its own separate management fee) or contribute to strategic oversight of development partners' investment.

151. **There are risks to using a managing contractor responsible for overseeing delivery of VESP.** Past programs in other countries have shown that without the proper structures in place and careful selection of a contractor who has clear boundaries there is a risk of VESP and the contractor 'becoming' the de facto government department. These risks can be mitigated. A senior Ministry of Education representative will be on the contractor selection panel. The primary function of the managing contractor will be to provide support by sourcing and managing technical assistance and implementing partners.

152. **Procurement will be done through an open or select tender in close cooperation with counterpart Ministry staff.** Prior entering into any contract, the managing contractor will consult with the relevant Ministry taskforce. The secretariat manager and procurement officer will be responsible for day-to-day contract management. The Ministry Director General, Directors and the Secretariat Manager will monitor and report on the performance of all implementing partners and technical assistance.

153. **The managing contractor's deliverables will be monitored at several levels.** The contractor's overall performance will be managed by the Ministry and development partners. Development partners will directly recruit an Independent Education Specialist for up to 3 months each year to provide strategic oversight and advice to development partners and the Director General. Additionally, a research and advisory pool will be available for development partners and the Ministry to call upon for specific tasks. 'Quality at Implementation' reports will be carefully monitored and any issues identified resolved promptly. There will be mandatory annual external audits. The contractor will be engaged for up to 3 years in the first instance with a possible 2 year extension, subject to funding approval. Continuation of the contractor past year 3 would depend on a satisfactory mid-term review.

## V. SUSTAINABILITY ISSUES

154. **VESP has a 10 year horizon, with capacity-building activities planned for the first 5 years**. The program has a view to sustaining the flow of benefits from VESP into the future. Implementation strategies will be rolled out in line with absorptive capacity of the Ministry of Education. Flexibility in the support program will enable strategies to be scaled up or down as necessary.

155. **VESP is fully aligned with the Government's overall sector policies, plans and budgets and harmonised with other development partners.** Research shows that major sector policies such as the Government's VERM which have a high-level of political and institutional support are more likely to be sustainable. Initially VESP will support the implementation of specific components of the Government's VERM with the flexibility to support other aspects over the 10

year time-frame. Support to the Ministry's M&E role will foster ownership of VESP outcomes.

156. **There has been strong local ownership and participation in the VESP design process.** This will continue through the full participation of senior Ministry management in the selection of the managing contractor, technical assistance and implementing partners. Technical assistance will provide longer-term mentoring to multiple Ministry counterparts. The managing contractor will work with all technical assistance to ensure effective strategies for phasing out their support. The Ministry will be encouraged to develop strong commercial partnerships with service providers.

157. **More effective management of people, funding and data should result in sustained improvements in education indicators.** VESP will build on local management structures. A local management consultancy will provide long-term support to the Ministry, including by conducting the organisational assessment of and identifying professional development opportunities for the Ministry. The public expenditure review and a review of the budgetary impact of the school grants scheme should result in better allocation of resources allowing the Ministry to have greater opportunity to cover future developmental and operational costs. The use of implementing partners and technical assistance will allow both the Ministry and development partners to engage in more upstream policy and planning work. The strengthening of the Ministry's monitoring and evaluation, coupled with the data and analysis provided by the Secretariat Management Team and technical assistance will foster ownership of outcomes and develop an ongoing culture of knowledge-based development within the Ministry.

158. **A more de-concentrated approach to service delivery will provide sustainable capacity building at provincial, school and community levels.** School to community connections will be permanently strengthened. Community and school incentives will allow for long-term developments including some infrastructure. The latter will include slabs for future building of ECCE centres by the community, and may in due course include community-based construction of classrooms besides those directly provided by the program. Provincial education offices (in particular zone curriculum advisers) will be better able to support teachers in the classroom. This should be reflected in sustainable school based management of resources and school development plans that meet children's needs into the long term.

## VI. Overarching Policy Issues

159. **The Ministry of Education with support from VESP is directly contributing to gender equity in education.** In line with the VERM, VESP will support the achievement of universal primary education completion, and this implies gender equity at this level. VESP includes a study to identify barriers to access and interventions that would increase access to ECCE for disadvantaged children, and this will include gender-specific barriers and interventions. VESP will investigate why boys are not being enrolled at school and the disadvantages faced by girls, and will address gender-related reasons for drop out and low enrolment and implement strategies to reduce these numbers. In addition, non-financial support will be provided to communities where school committees reach at least 30% female representation. At present only around 8% of school committee members are women.

160. As part of **AusAID's Pacific Gender Equality Initiative** launched in August 2012, initiatives that strengthen women's role in leadership and decision-making in the education sector will be identified. The program will consider or link with other initiatives to provide complementary support to female principals and women in school committees.

161. **VESP will assist the Ministry of Education to take other measures to monitor and pursue gender equity.** All data on children and adults is, and will continue to be, gender-disaggregated. Gender-responsive education approaches will be used in teacher training, educational materials and other measures to support what is already a gender-responsive curriculum implementation. Gender issues will be taken into account in school construction, for example constructing

separate toilets for girls and boys, and these will be written in to the revised manuals. VESP will take action, where opportunities allow (e.g. through the local management consultancy), to encourage more gender-balanced recruitment: at present there are few women in senior Ministry positions; there are no women directors; three times more men than women are zone curriculum advisers; there are only two women provincial heads of office; and two and a half times more men than women are primary school heads/principals.

162. **VESP will assist the Ministry of Education to directly contribute to the needs of disabled children.** As well as focusing on other out-of school children, the barriers to access study will specifically address the needs of children with a disability and recommend activities to increase access. In the interim, VESP has identified a focussed and practical approach to improving access. This includes supporting VEMIS to include data on out-of-school children and children with disabilities that will be used to improve policy and planning; working with implementing partners to provide basic hearing and visual aids; ensuring school construction and refurbishment enables disabled access; and training ECCE teachers to provide primary diagnosis of early learning difficulties.

163. **The risk of corruption is being reduced by using a Secretariat Manager to support the Ministry and oversee procurement as well as by strengthening auditing procedures.** Building on lessons learned from the 2009-2012 program, VESP will use a mix of delivery approaches, including continued earmarked budget support for school grants where there are strong safeguards, and procurement of some inputs through a managing contractor.

164. **Assistance provided by VESP will include environmental safeguards and measures for disaster risk reduction and resilience against climate change.** School designs will take these measures into account, including hazard-resilient construction and provision of safe drinking water and waste disposal. New schools will be built in areas not subject to flooding or storm surges. They will include verandas and covered walkways to increase energy efficiency through natural air circulation. Locally-sourced materials will be used where possible along with sustainable supplies of timber. Only environmentally-safe materials will be used in the school environment. The Ministry of Education, UNICEF and Save the Children are working together to strengthen the ability of Government at all levels and schools to plan for and continue children's education in emergencies, reducing the impact of natural disasters on education. Development partners are also funding an innovative program that includes disaster risk reduction as a pilot curriculum through Save the Children.

165. **The program will take steps to ensure attention to child protection issues**. VESP will remain alert to the particular vulnerabilities of children as it places more implementing partners in the field who will have closer contact with children at ECCE centres and primary schools. All technical advisers and implementing partners will comply with development partners' guidelines on child protection and abide by other relevant international declarations, conventions and agreements. Responsibility for child protection will be shared with the Ministry, contractors, implementing partners and development partners. VESP will employ stringent recruitment and screening measures for all personnel involved at all levels of the program; ensure appropriate use of communication systems; and provide training where necessary. There will be zero tolerance of child abuse, and recognition of children's interests and rights. Risk management processes and documented procedures for handling complaints of child abuse will be put in place.

166. **VESP will also harness the strengths of development partners' investments to civil society organisations** such as the Vanuatu Women's Centre, which addresses violence against women and children. UNICEF's role as a development partner in this program ensures a specific focus on children's rights underpins VESP. Development partners' support to Save the Children is delivering a child rights and child protection activity which will complement the program.

## VII. CRITICAL RISKS AND RISK MANAGEMENT STRATEGIES

167. **Risks to the success and sustainability of VESP and the corresponding mitigation strategies are detailed in Annex 10.** The critical risks are described below.

168. **Inadequate Government leadership and ownership is considered an ongoing risk to achieving maximum results but is unlikely to threaten implementation.** The Ministry of Education, MFEM and Prime Minister's Office have been active members of the team during the design phase of VESP. VESP remains on policy, on plan and on budget (in-kind) to ensure Ministry of Education leadership.

169. **Low sustainability is a significant risk due to the use of a high level of technical assistance and a managing contractor, coupled with possible high turnover of Government staff.** This risk will be mitigated by reducing to a minimum the technical assistance to be used for in-line positions, and by encouraging staff development and a hand-over of responsibilities throughout the course of the program. The extent to which technical advisers and the Secretariat Management Team deliver a supporting and mentoring role will be crucial to success. The program will ensure that there is regular dialogue between technical assistance or implementing partners and their Ministry of Education counterparts. Organisational change and professional development of staff should boost morale, leading to less staff turnover.

170. **A more immediate risk to mobilisation is that Vanuatu national elections are scheduled for 30 October 2012** – having a fully functioning, partially outsourced program in place by January 2013 may be ambitious in this context. To address this, a transition plan will be developed which will extend current key activities until July 2013. Given that VESP is a component of the VERM, significant changes to the present arrangements are not expected during this interim period. Mobilisation of the new program will be delayed until political support is secured.

# Vanuatu Education Sector Program

Design Document - Annexes

FINAL

15 October 2012

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# Annex 1: VESP Design Team Terms of Reference

## 1. Introduction

These Terms of Reference provide guidelines on the objectives, scope of services, timeline, team deliverables and principles of engagement for the Vanuatu Education Support Program Design Team. Final design documents are expected to be completed by end of May with implementation on 1 January 2013. The attached Concept Note should be read in conjunction with these Terms of Reference (TORs), as it provides further detail on analysis and early thinking on the next phase of the Vanuatu Education Support Program. As the design progresses, there is scope to update the TORs subject to agreement from the Government of Vanuatu and Development Partners.

## 2. Background

The proposed activity is a revitalised program of support to the education sector in Vanuatu over 5 years, with scope to plan over a 10 year horizon. Following concerns with the outputs of the current three-year sector support for the Vanuatu Education Road Map (VERM), Government of Vanuatu and Development Partners (AusAID, MFAT and UNICEF) have agreed to design a future phase of support which is more focused on early wins and achievable medium term targets, while still supporting the long-term key goals of VERM: improvements in quality of education, access, and management.

The focus of the program will be narrowed to target early childhood education and improvements in reading and numeracy levels of children from grades 1 to 3. Improved teaching and learning materials, along with training of and ongoing support to teachers particularly in multi-grade settings, will be key to quality improvements. Refurbishment or building of new school infrastructure, strong local management of school grants to implement minimum quality service standards and measures to address class repetition will help to improve access to education. Support to improve core management capacity, practice, oversight and information systems at the central, provincial and school levels will be provided. Essential future research areas will be identified with a focus on improving the knowledge-to-policy cycle. Stimulating community demand for quality educational outcomes will place increased accountability on the Government of Vanuatu to deliver results.

The program will continue to use Government of Vanuatu systems where feasible – such as for provision of school grants, where the system has been established and works well. It is likely that a mix of delivery partners working with the Government of Vanuatu will be used, including community based organisations, direct sourcing (outsourcing) to the private sector, regional universities and links to regional/local donor initiatives.

Development Partners will provide approximately A$50 million over 4 to 5 years (AusAID: A$35 million; MFAT: A$20 million; UNICEF: A$2 million). France is also considering contributing to the program. Current Development Partner funding for the VERM is around A$31 million.

## 3. Objectives of the Assignment

To prepare a draft consultation design document, which supports the development priorities of the Government of Vanuatu and its Development Partners. The focus of the program will be narrowed to target early childhood education and improvements in reading and numeracy levels of children from grades 1 to 3. Quality of teacher training and ongoing development support will be key to the approach. The purpose of the program will be to realise sustained gains in net enrolment rates, improved early grade reading and numeracy

capacity, and enhanced quality of and access to early childhood education. Interim targets for years 2015 and 2020 plus 10 year benchmarks will measure results.

In developing the design, the team will:

a) Align the activity to match the education policy priorities of the Government of Vanuatu and its Development Partners (articulated in the Vanuatu Education Road Map).

b) Confirm proposed goals, objectives, priorities, 10 year benchmarks, interim targets (2015 and 2020) and delivery approach with the Government of Vanuatu through in-country consultation.

c) Develop a results framework.

d) Develop an approach that includes civil society in the delivery of programs and encourages their greater involvement in better educational outcomes.

e) Consider Development Partners' focus on achieving results (practical, national level outcomes underpinned by strong evidence analysis and data).

f) Where relevant, address enabling program themes on gender, anti-corruption, environment, partnership, disability, and child protection.

g) Take into account the limited achievements of the current program and any sensitivities to using a mix of Government of Vanuatu systems, delivery partners, direct sourcing and regional initiatives.

## 4. Scope of Services

The design team will provide the following services:

a) Guided by the ideas presented in the Concept Note, available evidence, and extensive in-country consultations with education stakeholders, develop a design for the next phase of education support to Vanuatu. This should conform with Development Partner design guidelines and quality at entry requirements and will include:

- A fully costed proposal that presents a strong justification for the investment in terms of its relevance to achieving the key objectives, including drafting an implementation schedule, a scope of services, basis of payments, and triggers for release of Government of Vanuatu and Development Partner tranches. Ensure a contingency fund is available for innovative approaches to delivery, essential research and/or technical support.
- Appropriate goals, objectives, 10 year benchmarks, and interim targets (2015 and 2020) for the initiative which details the outcomes that Development Partners expect to achieve through their investment.
- Identified areas where further essential evidence-based research is needed to support future policy directions.
- A robust logic and theory of change that makes explicit the linkages between the proposed program and Government of Vanuatu and Development Partner goals; and links the interventions with immediate, intermediate and end-of-program outcomes.

b) Outline an approach that stimulates and supports civil society's role in building community support for better education outcomes and family involvement in children's education. Key players within the education system could include Chiefs, School Councils, Parent and Teachers' Associations, faith-based organisations, and

Zone Curriculum Advisers. Groups not directly involved in education to this point could also be mobilised, such as current Development Partner programs in Vanuatu (for example, Vois Blong Yumi, Wan Smol Bag, VSO).

c) Using the current Performance Assessment Framework and minimum quality service standards as a basis, work with GoV to provide 10 year benchmarks, associated interim targets (2015 and 2020), agree the monitoring and evaluation process and confirm or propose specific process and key performance indicators (which may need to be refined and finalised as implementation progresses). Ensure linkages to any regional education performance initiatives and results based frameworks.

d) Propose a comprehensive risk assessment and develop a risk management strategy.

e) Provide recommendations on essential research areas, and appropriate sequencing of research to assist in gaining a comprehensive overview of the systemic challenges facing the education sector in Vanuatu.

f) Propose options for modes of delivery. The mix of support could include: continuing to work through Government of Vanuatu systems, delivery through partners, direct sourcing (outsourcing), and linkages to regional initiatives. Consider opportunities for building research capacity within the Ministry of Education (MoE) and the Vanuatu Institute of Teacher Education (VITE).

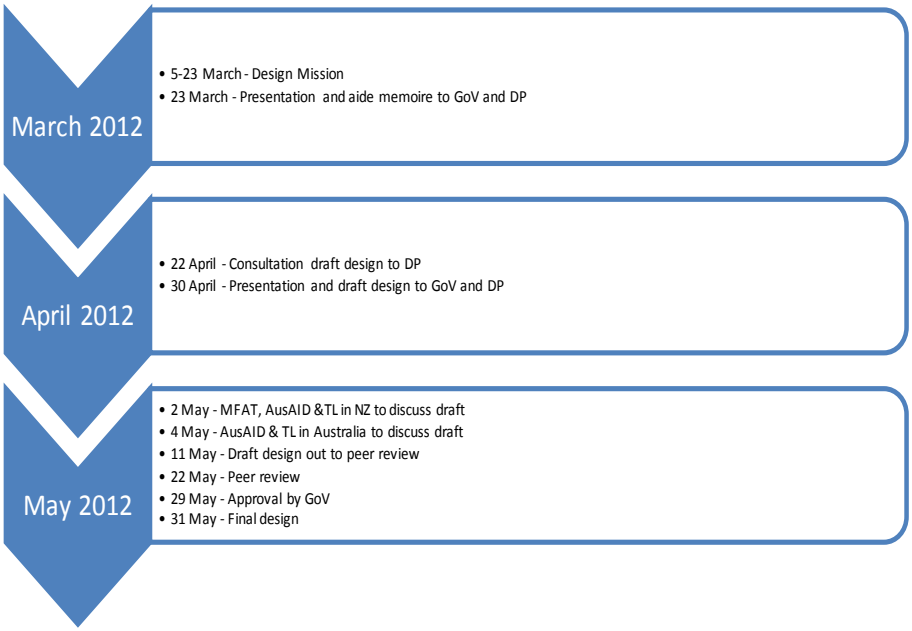
- Any use of a managing contractor to strategically provide planned TA and/or secretariat support will be embedded within the MoE with designated counterparts and is not to be a not a stand-alone 'project'. Skills transfer, institutional strengthening and building MoE demand for better evidence to support policy is to be at the core of this approach.
- Direct sourcing (outsourcing) of facilities rehabilitation and/ or construction is to be backed up by comprehensive school mapping, a Government of Vanuatu agreed approach to rationalisation and an assets management plan. Targets are to be set for the number of classrooms to be built/rehabilitated each year. A community-based approach with ownership of outcomes by GoV is to be built into any design.
- Delivery of services through partnerships (e.g. Save the Children for Early Childhood Care and Education) is to have supporting evidence of a sound design, a strong results focus, equity, value for money and good procurement processes.
- The design team is to work closely with the Development Partners' Pacific regional education advisers to ensure inclusion of regional approaches.

## 5. Timeframe

The design team will work over March – May 2012 to finalise the Design Document. A timeline for key milestone delivery is outlined below. The Design process will have the following activities:

| Activity | Output | Dates |
|---|---|---|
| **In-country Mission**<br>• Post briefing<br>• Consultations with MoE, Prime Minister's Office (PMO), Ministry of Finance and Economic Management (MFEM), civil society organisations, schools, communities, VITE, | Aide memoire of no more than 10 pages.<br><br>Slide presentation to | 5- 23 March 2012 |

| | | |
|---|---|---|
| donors, other Development Partner programs<br>• Field visits<br>• Aide memoire and slide presentation to DP, MoE, PMO and MFEM officials (23 March 2012) | key stakeholders. | |
| **Post In-country Mission**<br>• Write/draft consultation Design Document in accordance with Development Partner Design requirements.<br>• The Design will include the Scope of Services and Basis of Payment for any contracted components. Work with Development Partner procurement services during drafting.<br>• The Design Document should contain enough data and detail to enable an appraisal to be made with limited reference to material in annexes.<br>• Consultation draft design to Development Partners by 26 April 2012.<br>• Return visit to Vanuatu by Team Leader and possibly other team members to seek Government of Vanuatu views on the design's progress (30 April 2012).<br>• Present the design and slide show for discussion with key stakeholders in country. Incorporate any changes. | Further discussion in-country with key stakeholders and presentation for broad consensus prior to peer review.<br><br>Draft design document of no more than 40 pages, excluding annexes. | April 2012 |
| • Team Leader and MFAT Pacific regional adviser to seek internal review comments in Wellington on 2 May 2012. Incorporate any changes.<br>• Team Leader and AusAID Pacific regional adviser to seek internal review comments in Canberra 4 May 2012. Incorporate any changes.<br>• Final draft design to be distributed to appraisers/peer reviewers (11 May 2012).<br>• Attendance by Team Leader at joint (AusAID and MFAT) appraisal peer review/feedback on the draft Design Document (hosted by MFAT 22 May 2012). Incorporate any changes. | Internal AusAID comments to be included in the design prior to peer review.<br><br>Response to comments of appraisers. | May 2012 |
| • Revise and finalise Design Document incorporating any changes/comments arising from the Appraisal Peer Review, assessment or other consultations.<br>• Ensure GoV approves draft design. Incorporate any final changes. | Final consultation draft Design Document. | By 31 May 2012 |




An indicative timeline for the post-design procurement and contracting processes is outlined below:

| **Activity** | **Indicative Time** |
|---|---|
| Appraisal of the Design Document | May 2012 |
| Prepare Procurement and Implementation Documentation<br>• FMA 9 and FMA 10<br>• Subsidiary Agreement | June 2012 |
| Tender process | July – October 2012 |
| Discussions with recently elected GoV on approach | November 2012 |
| Signing of revised Joint Partnership Arrangement | December 2012 |
| Program Implementation | January 2012[1] |

## 6. Reporting Requirements

Development Partner Design Team Kits provide general guidelines and formats for documentation, including Quality at Entry requirements. Draft reports will be clearly marked as drafts and will have the revision date noted on the cover. All reports must be provided in the format and on the media approved or requested, and not incorporate any logos.

## 7. Design Team Composition and Responsibilities

The Design Team will comprise the following:

a) Government of Vanuatu – representation from Ministry of Education, Prime Minister's Office and Ministry of Finance and Economic Management

b) Representation from Partners: AusAID, MFAT and UNICEF, as appropriate (possibly France)

c) Design Specialist (Team Leader)

[1] Note: It is acknowledged that the caretaker government period of 3 months prior to elections, followed by installation of a new government could delay signing of the Joint Partnership Arrangement. However, the general directions outlined in the VERM will not be altered and any minor adjustments would be relatively easy to make. Unspent funds from current Development Partner contributions could carry over the program into 2013 if delays were unavoidable.

d) Teacher Education/Literacy Specialist

e) Education Monitoring and Evaluation Specialist

f) Education Financing Specialist (currently contracted on Public Financial Management in Vanuatu)

g) Facilities Construction Specialist

Given the large team composition, members will be allocated specific tasks and deliverables with staggered visit schedules so as not to burden stakeholders. There is not to be an en masse design team approach. Clear guidelines for rules of engagement, on visit schedules and for the calls placed on MoE Director General's time are to be established by the Team Leader. AusAID and the Team Leader will be responsible for the overall coordination of the design team. While there is a growing knowledge base in the Vanuatu education sector, there may be the need for further background research on specific issues such as the state of early childhood education and human resource management capacity development. The design team will ensure there is scope to factor in any further background research, if needed.

The Design Team members will have the following responsibilities (note that the required skills/experience need not be exclusive to any position, as long as the overall team possesses the relevant mix of skills/experience):

| **Designation** | **Roles and Responsibilities** | **Skills/Experience** |
|---|---|---|
| Government of Vanuatu | • Participate in the design mission<br>• Identify key priorities for donor assistance<br>• Ensure linkages across GoV departments<br>• Provide direction to the design process<br>• Identify strengths and barriers to implementation | • Significant GoV public service experience and knowledge<br>• Officially representing: MoE (nominated in writing by the DG), MFEM and PMO |
| Development Partners | • Participate in the design mission<br>• Provide input on the political and historical context of the education program funded by DP in Vanuatu<br>• Give policy input to the design<br>• Ensure overall quality of the final design<br><br>AusAID has overall responsibility for the contracted design team:<br>• to direct the team's overall focus<br>• give guidance to contracted team members on GoV and DP expectations<br>• ensure contracted team members meet delivery milestones | • Significant knowledge of the education sector in Vanuatu<br>• Officially representing: AusAID, NZAID and UNICEF (and possibly France) |
| Design Specialist (Team Leader) | • Overall responsibility, management and direction of the design team's activities<br>• Represent the Design Team and lead consultations with government officials and other agencies<br>• Ensure the quality and timely presentation and submission of all outputs of team members | • Program design and practical Team Leader implementation experience, particularly with AusAID<br>• Experience working with partner government systems and of donor governance |

| | | |
|---|---|---|
| | • Produce a Design Document that conforms to DP quality at entry requirements | arrangements<br>• Equity and quality issues in Education<br>• Experience working in politically sensitive contexts |
| Teacher Education/Literacy Specialist | • Participate in the design mission<br>• Using available studies on students learning, provide a strategy for addressing underlying systemic issues effecting teacher training (including in-service), management and quality<br>• Outline a process necessary for a cost-effective approach to teacher utilisation (including rationalisation of management processes, deployment, allocation, qualification and certification issues)<br>• Ensure linkages to regional initiatives in teacher training<br>• Review and provide input to approaches for delivery of early childhood education and children's literacy<br>• Produce a plan that outlines long-term assistance needed to ensure institutional support to VITE and provincial offices<br>• Produce interim targets (2015 and 2020) a 10 year benchmarks agreed with MoE for teacher outcomes (working closely with th Education Monitoring and Evaluation Specialist) | • Experience in providing policy advice on teacher quality<br>• Previous experience in analysing cost-effectiveness of teacher utilisation<br>• Ability to identify and provide advice on capacity development needs of teachers and teacher training colleges<br>• Experience of working in politically sensitive contexts |
| Education Monitoring and Evaluation (M&E) Specialist | • Participate in the design mission<br>• Assess the current M&E framework and where necessary give advice on developing an easy to implement system that provides only necessary information with a focus on impacts<br>• Analyse and provide advice on GoV M&E systems and capacity of MoE to deliver quality information to provide an evidence-base for decision making (including VEMIS, learning assessment, sectoral performance)<br>• Provide advice on developing the knowledge-to-policy feedback loop in the education sector (including to civil society. Ensure M&E aligns with GoV systems, and DP broader results framework<br>• Ensure linkages to regional initiatives in M&E | • Expertise in education sector monitoring systems, performance indicators and data analysis<br>• Ability to identify and provide advice on M&E capacity development needs within public sector education<br>• Previous experience in results-based management systems<br>• A practical and uncomplicated approach to M&E<br>• Experience of working in politically sensitive contexts |

| | | |
|---|---|---|
| | • Produce a robust logic and theory of change with key stakeholders to make explicit the linkages between the proposed program and sectoral/DP goals; and links the interventions with immediate, intermediate and end-of-program outcomes<br>• Produce interim targets(2015 and 2020) and 10 year benchmarks for language and literacy outcomes (working closely with the Teacher Education/Literacy Specialist) | |
| Education Financing Specialist | • Participate in the design mission<br>• Provide advice regarding costing of the program, broader public finance management systems, cost-effectiveness of school grants and school based management, financial management capacity development needs within MoE, performance based funding systems and workings of MFEM budget systems<br>• Produce 'full-ingredient' costing and basis of payments for any contracting, and triggers for release of GoV and DP tranches. Ensure a contingency fund is available for innovative approaches to delivery, research and/or technical support. | • Education public sector financing experience<br>• Use of government financial systems in Vanuatu<br>• Experience working in politically sensitive contexts |
| Facilities Construction Specialist | • Participate in the design mission<br>• Establish progress already made on mapping; identify an agreed GoV approach to rationalisation and an assets management plan for school facility needs. Provide a plan for this to be finalised prior to 2012.<br>• Provide a strategy for scheduling school construction/rehabilitation (including toilets, administration blocks etc.), maintenance and asset management for the next 10 years based on these needs<br>• Ensure AusAID's policies on climate change, use of sustainable timber products, WASH, build back better approaches and access for children with disabilities are incorporated into construction design<br>• Produce a community- based plan for direct sourcing of school construction over 5 years that can be used in final tender design documents with set | • Expertise in facilities planning, design and asset management<br>• Experience in costing of construction designs ready for tender<br>• Previous use of community-based construction delivery models<br>• Knowledge of AusAID policies regarding construction<br>• Experience of working in politically sensitive contexts |

| | | |
|---|---|---|
| | targets for number of classrooms to be constructed/rehabilitated per year | |

## 8. Draft principles of engagement

Drawing on both experience in the sector and sustainability concerns, and being guided by the core principles contained in the OECD/DAC guidelines for engaging in fragile states, GoV and DP will seek to employ a set of principles of engagement in respect to the proposed program. These draft principles of engagement should be agreed by the Government of Vanuatu and Development Partners early in the design process.

**Focusing on systemic reform** necessary to support real change and lasting gains in enrolment and student achievement. While short term wins are necessary (see below) we will set longer term targets for systemic change in attitudes and actions towards substantial service delivery improvement across the primary subsector.

**Building on strengths and what has been working, addressing weaknesses and exploring new opportunities.** We will build on what has been positive about working through Government of Vanuatu systems while seeking new ways to address weaknesses. However, Government of Vanuatu and MoE in particular will need to revitalise its management and support systems if it is achieve the level of systemic change necessary to put momentum behind intended reforms and to gain sustainable gains in student achievement.

**Managing for results, mutual accountability and measuring performance will underpin the future approach.** Development Partner and Government of Vanuatu will need to agree on an M&E effort that far outperforms any we have experienced in the sector thus far.

**Where practical, in terms of having a real chance of producing results, supporting use of or alignment with Government of Vanuatu systems.** Development Partner recognise the legitimacy of Government of Vanuatu institutions and will work with them as appropriate.

**Reaching early agreement on quick but critical wins.** Options for exercising this principle include school construction (including WASH, sustainable use of materials and recognition of climate change concerns), in-service training of teachers and school based management.

**Enhancing family, community and private sector participation** in the education sector.

**Focusing on long-term human resource management** and taking a broad perspective on capacity development at the central and provincial levels.

# Annex 2: Theory of Change

Two theory of change workshops were held for the Ministry of Education and design team to jointly clarify the way forward for VESP and to assist in the development of appropriate interim targets, benchmarks and key indicators. The first workshop, with approximately 15 participants, agreed development outcomes and the key implementation strategies needed to achieve these. The second workshop, with over 24 participants, established the necessary foundation work for VESP, a stakeholder analysis, and the key assumptions underlying the Theory of Change. The process started with discussion and agreement on the key contextual issues and the scope of VESP in terms of which areas of the VERM were to be included and which were not.

## 1. Context

- 8 out of 10 children cannot read by grade 3.
- Vanuatu is a multilingual country with more than 100 vernacular languages and two languages of education: English and French
- The majority of schools buildings (62%) are non-permanent and of deteriorating condition – which is non-conducive to quality education
- There is insufficient supply and relevance of learning material
- There are large numbers of uncertified/unqualified teachers (40%)
- More than 90% of schools have multigrade classes
- There is a lack of management training for school heads
- There is little investment/resource spent on preparing children for school
- There is inadequate capacity of provincial officers to manage schools
- There is a lack of communication infrastructure (between Govt. rural, and remote areas)
- There is a lack on investment or support to school level capacity
- There is political interference
- There is a lack of quality data for decision making
- In MOE only 50% of staff are permanent and vacancies are very high
- Over 79% of the budget goes to salaries
- A national curriculum has been completed for grade 1-3 and for grade 11-16. Curriculum for grades 4-7 and 8-11 are scheduled to be completed in Dec 2013. While the focus of the new program is on grades 1-3, it makes sense to continue supporting the development of the whole curriculum, as it is already in train.

## 2. Scope

**Included:**

- 5 years of funding with a 10 year planning horizon
- Primary education including school grants and school-based management
- Early childhood care and education
- Review of national examinations
- Use of vernacular language
- Curriculum development
- Facilities and school construction
- Planning school location and school registration
- Improving the collection of data and M&E generally
- Zone Curriculum Advisers and Provincial Education Offices

**Not included:**

- Technical and Vocational Education and Training
- Tertiary education
- Secondary education, including teacher training and school grants for secondary schools
- Rural training centres
- School grants to privately administered schools (Church schools are not considered private)

**Not clear whether or not to include:**

- Upgrading of secondary school facilities if this frees up space for primary classrooms
- Training concerning using the curriculum for years 4-6 and above
- Pre-school grants

## 3. Change map

The change map for VESP was created with input from over 20 participants. This has been revised slightly following the workshop to reflect the final design (see the following page). A simpler version has been used to define the program (see Figure 3 of the main document). The program's M&E systems adviser will review the change map in the first six months of implementation to ensure that end of program outcomes are realistic, and to further define the causal links between these outcomes and the program's activities.

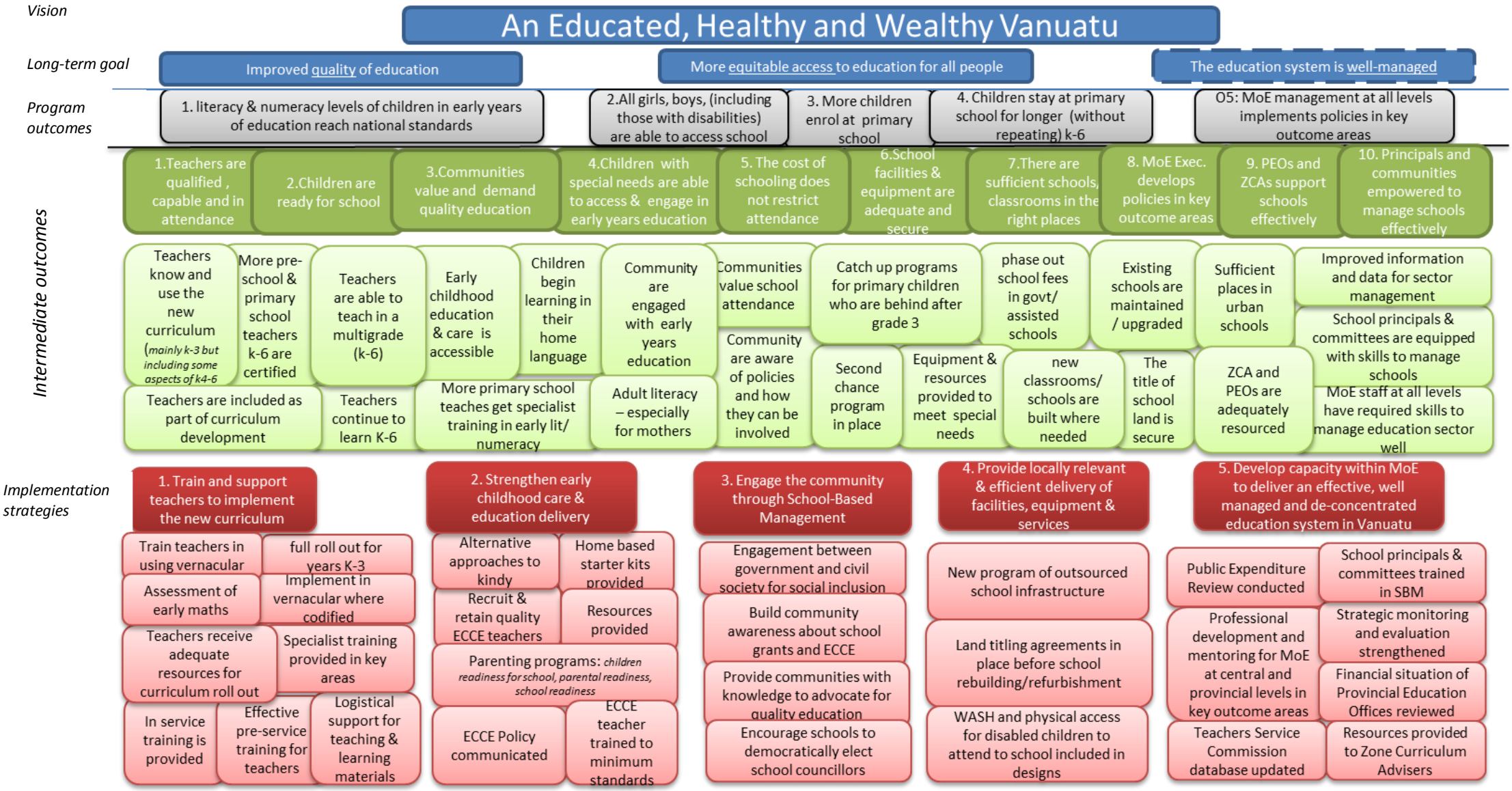
VESP will continue to contribute to the Vision of Vanuatu's 'Priorities and Action Plan 2006-2015' Country Goal through the VERM goals namely:

- Improved *quality* of education in Vanuatu;
- More equitable *access* to education for all people at all levels of education in Vanuatu;
- Improved *management* of the education system in Vanuatu.

VESP will focus upon five key program outcomes that are expected to show significant improvements over the next 5 years (by 2017). The 'Intermediate Outcomes' are the preconditions to achieve the program outcomes. Key Implementation Strategies to achieve the Intermediate Outcomes include:

1. Train and support teachers to implement the new curriculum;
2. Strengthen early childhood care and education delivery;
3. Engage the community through school based management;
4. Provide locally relevant and efficient delivery of school facilities and equipment;
5. Develop capacity within Ministry of Education (MoE) to deliver an effective, well-managed and de-concentrated education system in Vanuatu.

# Change Map for VESP



## 4. Key assumptions[2]

**Assumptions linking Long-term goals to the *Priorities and Action Plan 2006-2015* Country Goal vision**

- The vision of the Vanuatu Government will be contributed to by many other Initiatives in addition to the Education Program

**Assumptions linking the 5 year program outcomes to long-term goals**

- Development Partners will continue to fund curriculum development from ECCE to the end of secondary education
- A focus on early years literacy and numeracy will contribute to improved educational outcomes at later grade levels
- Focusing on early years will not lead to negative outcomes for children who are currently in grades above 3
- Training in the use of the newly completed curriculum for grade 11-13 will be supported elsewhere (perhaps by a regional donor program) that the curriculum will be successfully implemented at all levels using other sources of support?
- The Ministry of Education will continue to work towards quality education for grades above 3 even this is outside of the primary focus of this program (possibly through the regional program).
- Development Partners will continue to provide funding support to the MoE over the next five years.
- The MoE will provide competent counterpart staff on a permanent basis to fill all agreed and necessary positions required to successfully implement the program.
- Schools are open every day of the school year
- Teachers are in the classrooms every day for the legislated amount of time

**Assumptions linking strategies to outcomes**

- The rollout of the curriculum for grade 4 and above will be picked up by other means than this program[3] (although some aspects may be addressed by this program such as provision of materials.)
- By decentralising decision making to those closer to the school itself (such as the heads, school boards and provincial governments) better more locally relevant decisions will be made
- If communities are more engaged in early years education then schools will be better governed and managed
- Using more outsourcing of services will accelerate rate at which services such as new school facilities and procurement will occur
- It is possible to adequately safeguard/secure pool funds in a more decentralised model
- Sufficient capable contractors will be available to take on local contracts
- Provincial government will be willing a capable of taking a more central and responsible role in the education system
- Headmasters will be willing to improve their skills
- Teachers will embrace the new curriculum and use it
- MoE (Facilities Unit) staff at the national and provincial level will be willing to improve their skills
- Partnerships with civil society groups may help fill the gaps in service delivery.

[2] Some of these assumptions were agreed during preliminary design discussions and are not consistent with the final design document. The final theory of change will be agreed in the first 6 months of mobilisation.

[3] This was later revised to say that basic rollout of curriculum from K to 13 will be supported by the program but additional resources will be provided for K to 3

# Annex 3: Draft Results Framework

This results framework was drafted in a consultative process during May 2012 and will be finalised during the first 6 months of implementation to ensure that it is owned by those who will be implementing the program. Some of the baseline data will need to be captured after the program has started to fit the school timetable. The framework is designed to be outcomes-focused and is aligned to the Theory of Change.

| Matter for target (aligns with outcomes) | Verifiable indicator | Adequacy of base line for Dec 30 2012 | Dec 2010 | Dec 2011 | Base line in Dec 2012 | by Dec 2015 (3 yrs) | By Dec 2017 (5 yrs) | by Dec 2022 (10 yrs) |
|---|---|---|---|---|---|---|---|---|
| Program outcomes | | | | | | | | |
| 1. literacy and numeracy levels of children in early years of education reach national standards | • Proportion of children meeting literacy standards at the end of Grade 3 – [Standard is to achieve minimum 45 words/min in reading]. | 2010 VanEgra sample survey for English/French (n=428) provides a baseline for 2010. Need to investigate the implications of introducing the vernacular for future testing. | 29%<br><br>(124/428 equivalent to 2096 of 7228 children) | | TBD<br><br>(insert actual no. of children here) | 35%<br><br>(insert actual no. of children here) | 45%<br><br>(insert actual no. of children here) | 55%<br><br>(insert actual no. of children here) |
| | • Proportion of children meeting numeracy standards in grade 3 [*relies on a standard –apparently there is one in the Pacific - this needs checking*] | Vansta survey is conducted in 2007, 2009, but not in 2011 as the VanEgra replaced it. This is a teacher run test conducted in all schools & includes numeracy. | 24% | - | - | 35% | ? | ? |
| 2. Children complete school | • Survival rate to year 4 | The data is good – this is the number of 'right aged children' at the end of grade 3 as a proportion of the NIR from 3 years prior. | | 76.8 | ?% | ?% | ?% | ?% |
| | • Survival rate to year 6 | The data is good – this is the number of 'right aged children' at the end of grade 5 as a proportion of the NIR from 5 years prior. | | 82.5 | 85% | 90% | 95% | 95% |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 3. All girls & boys, including those with disabilities, are equally able to access early years of school | • Gender parity: Ratio of number of Girls enrolling at correct age in year 1 versus number of Boys enrolling at correct age in year 1(net intake rate) | Good | | 0.88 | ? | 1.00 | 1.00 | 1.00 |
| 4. More children enrol at primary school | • Net Intake Rate (NIR). The proportion of the total population of children in Vanuatu who enrol at the correct age in year 1 (net intake rate) | Good base line | 36% | 41.2 | Approx 45% (53,055) | 60% (insert actual no. of children here) | 80% (insert actual no. of children here) | 94% (insert actual no. of children here) |
| | • Net Enrolment Rate (NER). The proportion of the total population of children who enrol in year 1 to 6. (Will include older entrants) | Good | 88%<br><br>7228 children | 87.0% | [90] | 95%[4] | 100% | 100%[5] |
| 5. MoE management at all levels implements policies in key outcome areas | • *This will be measured by way of an effectiveness scale – the scale will be a composite indicator* this will be a self-assessed scale.* | *Needs work – the criteria will be established and base line set in a consultative way as part of the institutional assessment.* | | | To be scored Via institutional assessment | 10% improvement | 20% improvement | 50% improve-ment |

[4] This is a commitment made previously to achieve the MDG – and agreed at a political level by the Government of Vanuatu
[5] GoV want this to be 100% so that it is consistent with MDG2, which is a GoV goal; realise that this is ambitious.

| Matter for target (aligns with theory of change outcomes) | Verifiable indicator | Adequacy of base line | Dec 2010 | Dec2011 | Base line in Dec 2012 | by Dec 2015 (3 yrs) | By Dec 2017 (5 yrs) | by Dec 2022 (10 yrs) |
|---|---|---|---|---|---|---|---|---|
| Intermediate outcomes | | | | | | | | |
| 1. Teachers are qualified, capable and in attendance | • Proportion of primary teachers who are certified (grade 1-6) | From VEMIS | 58% | 59.6 | [TBD] | 70% | 90% | 90% |
| 2. Children are ready for school | • Proportion of children who enrol in primary school at the right age in grade 1 who have attended kindergarten | From VEMIS | 21.2 %<br><br>(11272/ 53055) | | 22% | 35% | 50% | 69% |
| | • % of ECCE teachers who reach minimum standards | Needs work: standards need to be set | 48%? | | | 50% | 55% | 60% |
| 3. Communities value education and demand quality | • Proportion of female community members on School Committees | No currently available but could be added to school survey | ? | | | 25% | 30% | 40% |
| | • Average (mean) number of community members on School Committees | | ? | | | ? | ? | ? |
| | • Proportion of primary schools with School Committees | | ? | | | ? | ? | ? |
| 4. Children with special needs are able to access and engage in early years education | • Proportion of children with disabilities enrolling at primary | Data on disability is collected as part of the school survey. Categories of disability are overlapping and confusing. Revise categories in school survey | ? | | | Base line to be establishe d and targets set | ? | ? |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 5. The cost of schooling does not restrict attendance | | | | | | | | |
| 6. School facilities and equipment are adequate and secure | • The proportion of classrooms that are made of permanent material and of 'good standard' – [Standards are according to the Ministry of Education, Vanuatu Minimum Quality Standards for Primary Schools (VMQS)] | Needs work – suggest done by the rapid review as proposed in this design | 37% in good | | | 43% in good condition | 50% in good condition | 80% in good condition |
| | • Proportion of ECCE facilities that have adequate materials | No base line | ? | | | ? | ? | ? |
| | • Proportion of schools with secure tenure on land title (e.g. 75 year lease in place) | This could be added to the VEMIS system | | | | | | |
| | • Proportion of Schools with toilets for staff and students at required ratio with hand washing facilities. [Suggest 1 toilet for every 30 female students and 30 male students. One separate toilet for staff] | Needs work | | | | | | |
| | • Proportion of schools with potable water supply of required quantity. | Needs work | | | | | | |
| | • Proportion of Schools with ramps and toilets for physically disabled students. | Needs work | | | | | | |

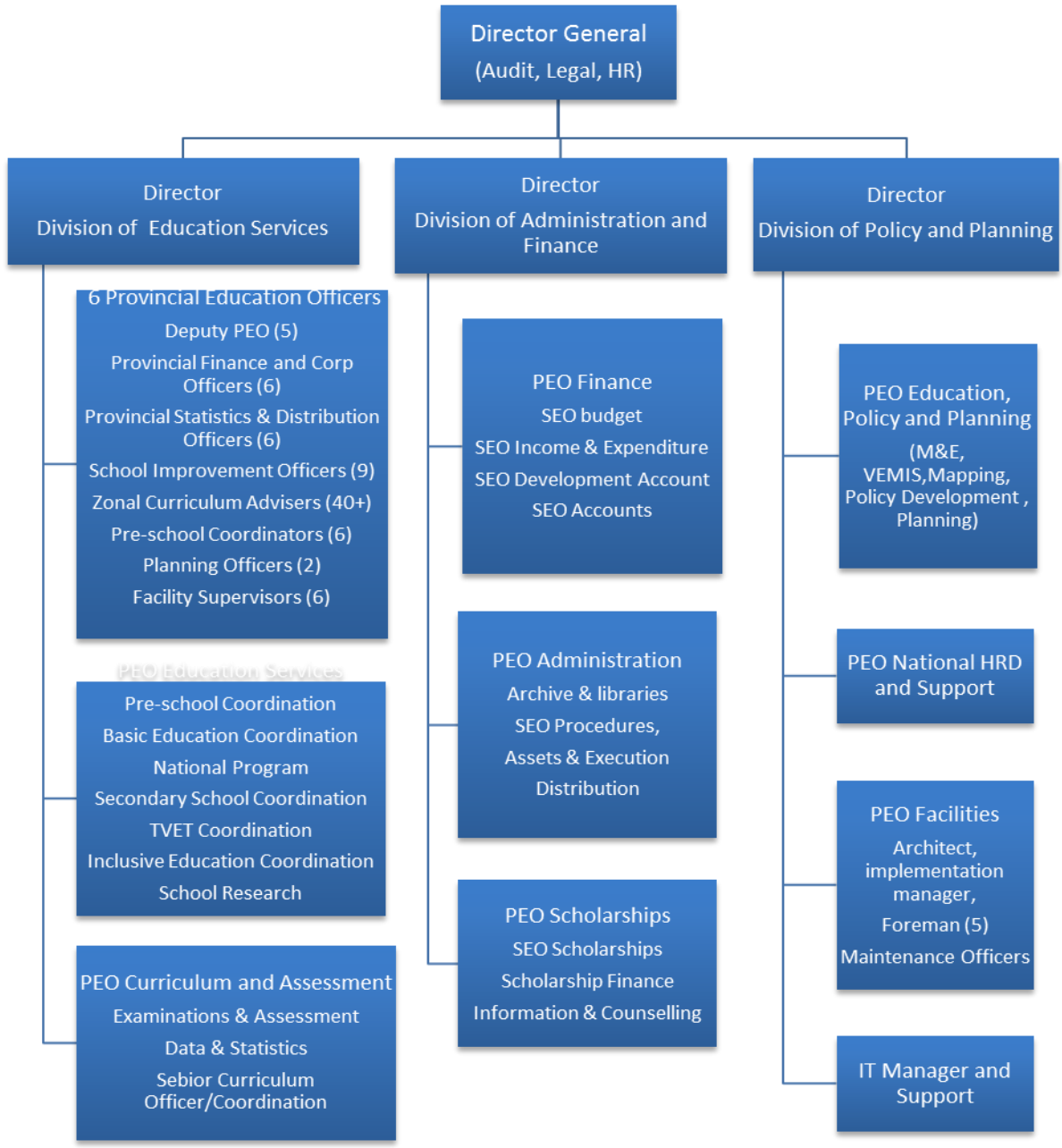
| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| 7. There are sufficient schools/ classrooms in the right places | • Proportion of schools with the 'right' number of primary classrooms per population of primary school-aged children. [Right could be between 15 and 35 children per classroom?] | Need to agree what constitutes the 'right' size. The Atlas and the school mapping work can help with this. | Could be done for Dec 2010 | | | ? | ? | ? |
| 8. MoE Executive develops policies in key outcome areas | *To be developed in first six months of implementation and informed by organisational assessment of MoE.* | | | | | | | |
| 9. Provincial Education Officials and Zone Curriculum Advisers are adequately resourced | *To be developed in first six months of implementation and informed by the program's planned review of the financial situation of provincial education offices.* | | | | | | | |
| 10. Principals and communities empowered to manage schools effectively | *To be developed during the first six months of implementation.* | | | | | | | |

# Annex 4: Stakeholder analysis

An initial stakeholder analysis was conducted through a workshop with Ministry of Education (MoE) and VITE staff and the design team. The key stakeholders are described below in terms of:

- Staff of the MoE at Central and Provincial Levels (responsible for implementing VESP);
- Other Stakeholders who can support MoE's implementation of VESP

**Vanuatu Ministry of Education staff at Central and Provincial Levels**[6]




Note: PEO in this table stands for Principal Education Officer, and SEO for Senior Education Officer

[6] MoE has drafted a new structure but as at August 2012, DPs are yet to be consulted on the detail

**Other stakeholders who can support MoE's implementation of VESP**

| Implementation Strategy | Stakeholders and roles |
|---|---|
| 1) Train and support teachers to implement the new curriculum | - VITE and ISU: teacher training providers<br>- Education material suppliers: providing literacy and numeracy materials to schools either through the project or the market<br>- Other development partners: providing parallel, complementary support to teacher training and provision of educational materials<br>- civil society, Universities |
| 2) Strengthen early childhood care and education delivery | - NGOs (e.g. World Vision, Save the Children, Vanuatu Eli Jaelhud Asosiesen (VEJA): providing parallel complementary support to ECCE.<br>VITE: potential to provide ECCE teacher training<br>- Parents, Schools, Communities: providing ECCE centres or otherwise supporting ECCE<br>- Other development partners: providing parallel, complementary support to ECCE |
| 3) Engage the community through school based management | - Churches, Chiefs, Members of Parliament, other community leaders and civil society groups such as women's groups, media (including Wan Smol Bag theatre): able to provide advocacy for community involvement in education and support community-based monitoring and oversight, working alongside and facilitating VESP efforts |
| 4) Provide locally relevant and efficient delivery of facilities and equipment | - MFEM: able to encourage greater transparency in delivery of facilities and equipment<br>- Parents teachers Associations, School committees, Women's group, NGOs, chiefs, Pastor, other members of the local community: potential to monitor relevance and efficiency of provision, and able to advocate for or provide community-based support including the maintenance of school buildings.<br>- Local contractors, Tradespersons, Suppliers, Utilities: able to support more relevant, local equipment and materials; need to deliver on time and to required standards<br>- TVET providers: potential to support school construction, maintenance and materials |
| 5) Develop capacity within Ministry of Education to deliver an effective, well-managed and de-concentrated education system in Vanuatu | - Cabinet, Members of Parliament, PMO, MFEM and other development partners: able to press for improvements in education sector management and ensure resources for this:<br>- NGO's, Churches, GAEA, communities: able to advocate for improved sector management<br>- MFEM, External auditors, Head of Schools: able to monitor and encourage greater financial management and accountability.<br>- Teachers' Service Commission: ability to improve teacher placement and support<br>- School communities, Parents, Heads of Schools, Teachers, Chiefs, GAEA- churches, councils, NGOs: able to encourage or support improved leadership and management at school level |

# Annex 5: Implementation Strategies and Key Beneficiaries

| Implementation Strategy 1: Train and support teachers to implement the new curriculum | | |
|---|---|---|
| **Level** | **Intended end of program results (2017)** | **Brief description of the approach** |
| School | Teachers of primary years 1-3 are competent in teaching literacy and numeracy according to the curriculum; use the mother-tongue to scaffold learning; are able to teach in a multi-grade setting; and remain up to date on education approaches.<br>Principals use a pedagogical leadership approach to support teachers. | Use TA and VITE to train teachers and principals in the new curriculum, and in approaches to literacy and numeracy in the early years, including use of the mother-tongue (pre and in-service).<br>Provide teachers and principals with continuing professional development and opportunities to upgrade their skills through existing schemes (eg. scholarships, fellowships, short term training arrangements).<br>Train all principals in pedagogical leadership.<br>Support the Curriculum Development Unit to provide adequate resources for the new curriculum.<br>Administer Early Grade Reading and Mathematics Assessments in 2013 and 2016 including workshops to train local trainers |
| Province | Zone curriculum advisers (ZCAs) are better able to support teachers and offer follow-up training (and have sufficient resources to carry out their role)<br>Provincial education officers are able to better support principals, schools, teachers and ZCAs | Train ZCAs through VITE (ISU) (with VESP technical support) to support teachers in delivering the new curriculum.<br>Provide adequate funding and resources to ZCAs (through VESP and/or MoE).<br>Train and support provincial education officers through VITE (with VESP technical support) to support the school based management community engagement approach. |
| National | Trainers at VITE are able to deliver better quality pre and in service training.<br>Management at VITE offer quality teacher training which is well managed and supported<br>Director Education Services will coordinate stronger delivery of provincial/local services at primary level | Facilitate a twinning arrangement between VITE and an overseas university.<br>Provide technical and management support to VITE.<br>Provide secretariat support and management consultancy support to the Director of Education Services, VITE and CDU |
| Enabling Systems | Teachers Service Commission have a satisfactory database to perform their function<br>School committees and communities | Provide TA support to the Teachers Service Commission, following passage of legislation.<br>Support School Committees and communities to understand importance of education through the school based management community engagement. |

| Implementation Strategy 2: Strengthen early childhood care and education delivery | | |
|---|---|---|
| **Level** | **Intended end of program results** | **Brief description of the approach** |
| ECCE | ECCE teachers are trained to a minimum standard and are up to date with education approaches; and have basic resources<br><br>Children will be able to access ECCE | Procure an implementing partner to deliver alternative approaches to kindergarten.<br><br>Develop and deliver flexible modes of ECCE teacher training, and address barriers to access for children and teacher retention through VESP TA working with VITE, APTC and the implementing partner.<br><br>Procure basic resources, home-based kits and start-up kits. |
| Province | ECCE provincial co-ordinators are able to better support ECCE teachers and offer follow-up training (and have sufficient resources to carry out their role)<br><br>Provincial education officers (PEOs) are able to better support ECCE co-ordinators, teachers and ZCAs | Train ECCE teachers through VITE (with VESP technical support) and provide with adequate funding and resources (from VESP and/or MoE).<br><br>Train and support for PEOs/ZCAs through VITE and SBM community engagement approach. |
| National | Trainers at VITE are able to work with an Implementing Partner to offer flexible modes of ECCE teacher training<br><br>Director Education Services coordinate stronger delivery of provincial/local services at ECCE level and communicate ECCE policy | Arrange for VESP TA, VITE and an Implementing Partner to work together to design and deliver programs.<br><br>Provide secretariat support and management consultancy support to the Director of Education Services. |
| Enabling Systems | Communities understand the importance of ECCE and advocate for improvements | Support communities through the school based management community engagement Implementing Partner. |

| Implementation Strategy 3: Engage the community through school based management | | |
|---|---|---|
| **Level** | **Intended end of program results** | **Brief description of the approach** |
| School | Teachers, principals and school committees engage more in school based management | Procure an implementing partner to develop and implement community engagement strategies and deliver SBM modules<br><br>Implement an incentive scheme linked to school based management with support from MoE and MFEM |
| Province | ZCAs and PEOs are more involved in community engagement | Arrange for ZCAs and PEOs to work with the implementing partner and school committees for greater community involvement in schools. |
| National | Director Education Services support and communicate the importance of community engagement in children's education<br><br>MFEM and MoE administer and report on school grants | Provide secretariat support and management consultancy support to the Director of Education Services.<br><br>Review the impact of school grants on the overall education budget and continue the current approach to distributing grants. |
| Enabling Systems | Communities understand the importance of a quality education, have greater involvement in the school grants system/SBM and be able to advocate for improvements<br>DPs' civil society programs better support and align with the education sector | Support communities through the school based management community engagement.<br><br>Undertake a review to develop strategies for development partner-funded civil society programs. |

| Implementation Strategy 4: Provide locally relevant and efficient delivery of facilities and equipment | | |
|---|---|---|
| **Level** | **Intended end of program results** | **Brief description of the approach** |
| School | Teachers, Principals and children are satisfied with the land tenure arrangements, school buildings, disability access and Water, Sanitation and Hygiene facilities | Procure an outsourced program of school construction and maintenance using local construction companies.<br><br>Basic school maintenance manuals will be available in all schools. |
| Province | Provincial education officers and provincial maintenance officers (PMOs) provide maintenance support and advice to schools | Arrange for PMOs to work with VESP TA to develop maintenance manuals and provide basic training to schools.<br><br>Train PMOs to provide more complex maintenance. |
| National | PEO facilities officers maintain assets registers and oversee rolling maintenance plans; and understand the design process. | Provide technical assistance to support and train PEO facilities officers in asset management and site supervision practices |
| Enabling Systems | Local contractors have developed capacity and increased confidence in procurement transparency<br><br>School Committees and communities are more aware of maintenance needs | Ensure value for money in all VESP procurements.<br><br>Provide basic school maintenance manuals to school committees and communities. |

| Implementation Strategy 5: Develop the capacity of MoE to deliver an effective, well-managed and deconcentrated education system | | |
|---|---|---|
| **Level** | **Intended end of program results** | **Brief description of the approach** |
| School | Teachers are able to advocate for better use of school grants to improve teaching practice<br><br>School Principals are able to manage school grants using a School Based Management approach and offer pedagogical leadership to teachers | Provide technical assistance for School Based Management. |
| Province | Provincial education officers and ZCAs have clear job descriptions and have the resources to carry out their roles | Procure a local management consultancy to work with provinces on an organisational review and change management.<br><br>Provide resources to PEOs and ZCAs using MoE and/or VESP funds. |
| National | MFEM, PMO and MoE Director General are better placed to provide evidence-based advice to Government of Vanuatu decision makers on all aspects of education policy, funding and service delivery<br><br>Director Administration and Finance better plan, manage, and report on expenditure<br><br>Director Policy and Planning produce quality statistics to support policy and planning development; ensure clear roles and responsibilities with better HR management<br><br>Director Education Services better coordinate national and provincial services for ECCE and primary schools | Provide Technical assistance to carry out and support implementation of findings of a Public Expenditure Review.<br><br>Provide secretariat support to the MoE Director General, Directors and the VERM Steering Committee for oversight and day-to-day management of VESP.<br><br>Procure a local management consultancy to work with MoE on an organisational review and change management.<br><br>Provide strategic M&E advice, VEMIS information support and budget and planning assistance to work with MoE to improve the evidence base.<br><br>Provide all VESP procurement services. |
| Enabling Systems | MFEM, PMO, MoE Director General and DPs are better able to strategically plan for the education sector<br><br>Teachers' Service Commission is able to carry out its mandate | Provide a Senior Education Specialist and pool of potential advisers for strategic oversight and advice on sector strategy.<br><br>Provide technical support to the Teachers Service Commission, following passage of legislation. |

# Annex 6: Further Information on Training and Supporting Teachers (Implementation Strategy 1)

## 1. Holistic Approach to the Teaching of Reading

The current approach taken to reading appears to differ slightly between Francophone and Anglophone streams. Anglophone teachers tend to use a blended approach focusing on phonics and whole word. The Francophone materials use a somewhat complex competency based approach, although classroom observation appeared to show that teachers were frequently still using a traditional syllabic approach possibly due to its familiarity. However, there is now ample research that in any language children need systematic, explicit instruction in the five domains of reading: phonemic awareness, phonics, vocabulary, comprehension, and fluency (NICHD, 2001 in Wiener 2011). **Our approach will therefore not focus on a single approach to reading but adopt a holistic systematic approach and in particular the teaching of the alphabetic code along with a focus on both mechanics and meaning.**

There is considerable evidence that children learn to read in a language they know well and then transfer that skill over into other languages. Learning to read is like learning to ride a bike - it is learned only once. **Initially learning to read will take place through a language in which children already have oral proficiency.**

Trained teachers are also clearly important in helping children to learn to read. **Teachers will therefore be trained not only in best instructional practice in terms of learning to read but also in how to use the vernacular. They will also be provided with opportunities to gain proficiency in the official languages of instruction themselves if they do not already possess it.**

International research has long demonstrated that the provision of teaching and learning materials particularly in developing countries where schools are deprived of the most rudimentary resources (Pennycuick, 1998; Fuller and Clarke, 1994; and Hanushek, 1995). Thus, provision of reading materials in terms of Book Floods and other initiatives have proved popular in a number of countries. **We will help to ensure that the literacy curriculum is appropriately resourced in terms of class materials, readers and other resources such as big books and flashcards.**

While student assessments measure levels of reading, they can also have an impact on learning outcomes. Making both teachers and parents aware of how their children are doing in terms of reading has been shown to be a powerful way of improving literacy levels. Assessments can also point the way to improved national policies as well as providing diagnostic information at the level of the province or school. Assessment can also motivate children. **We will continue with standardized assessments of reading on a regular basis and share results with educators throughout the system.**

While teacher training and adequate resources are clear prerequisites, they are unfortunately in themselves insufficient[7]. We also need to ensure that a teacher is present, that they have the support to teach, and that students have the time to learn. **The program will also focus on giving children the opportunity to learn.**

[7] *Research indicates that factors other than improving instructional methods have been shown to be most cost-effective.* Source: (Schiefelbein, Wolff, and Schiefelbein, 1998)

While exact foundational interventions in terms of policy and systems have not been specified in the design, a great deal can be learned from current approaches to the teaching of reading which aim to ensure that all aspects of the system are in alignment in terms of helping children to read.

| Table 1. Most Cost-Effective Educational Interventions |
|---|
| 1. Assign best teachers to first grade |
| 2. Enforce regulations on official length of school year |
| 3. Policy not to switch classroom teachers during school year |
| 4. Test 10% of 4th graders and distribute results to teachers |
| 5. Decentralization |
| 6. Media campaigns for parents to read to children |
| 7. MIS for identifying low performing schools |
| 8. Vision test by school and referral |
| 9. Grant program to improve pre-service teacher training |
| 10. Test 10% of 4th graders and provide remedial strategies |
| Wiener (2011) |

| Sector Component | Example Standard |
|---|---|
| **Policy & Systems** | Best teachers in First Grade |
| **Standards, Curriculum & Assessment** | Clear standards for reading and writing |
| **Accountability & Reporting** | Easy to read report cards for parents to track progress |
| **Educator Professional Development** | Specific instruction for teaching reading |
| **Instruction** | Deliberate approaches to teaching the alphabetic code are included in the curriculum |
| **Materials, & ICT** | Materials & ICT make teaching more efficient and effective not more overwhelming |
| **Parents & Community** | Parents support reading at home |

A recent model shown in Figure 1 below was presented at the 2012 CIES conference by FHI 360. It illustrates all of the aspects of a system being aligned to enable children to learn to read.

**Figure 1.** The FHI 360 *Literacy 360º Framework*

The Research Triangle Institute which was responsible for the development of the Early Grade Reading Assessments likewise adopts a holistic approach to the teaching of reading which they call the 5Ts

1. More time devoted to teaching;
2. Better techniques for teaching;
3. More texts in the hands of students;
4. Teaching children in the mother tongue; and
5. Testing or measurement of results.

RTI also point out that "Alongside the 5 Ts, there must be an explicit focus on outcomes, a culture of accountability both inside and outside of the classroom, and sufficient communication and social mobilisation to sustain progress made." (RTI, 2011). **Our approach will thus also take into account these factors as well as the policy and social context in which learning to read takes place.**

## 2. Illustrative Implementation Plan for Mother-tongue Languages

**Approach**: pedagogy rather than linguistics

**Focus of the program:**

- Support in the school and community including
  - Training for teachers, school principals, ZCAs
  - Resources in support of the delivery of the literacy and numeracy curricula including community, school, teacher and student resources
- Sharing of best practices in the teaching of the vernacular
- Support to the curriculum unit in the roll-out of the early years program in the areas of language and communication

The following are not seen as forming part of the program

- Codification and standardization of languages
- Provision of textbooks in specific languages for social studies, science etc

***Year 1***

1. Support the Curriculum Development Unit in the following tasks (already under way)
   a. Identification of written vernaculars
   b. Identification of main vernaculars by province
   c. Calculations of the numbers of Years 1 – 3 teachers in each vernacular area and need for volunteer teaching aides
   d. Stock-take of teacher resources in the written vernaculars
2. Develop short modules for practical teaching in the use of the vernacular for Grades 1, 2 and 3 for mixed mode delivery (see below for sample content).
3. Source basic literacy and numeracy materials (language-independent)
4. Conduct awareness-raising campaign for parents, educators and communities.
5. Train trainers (Zone Curriculum Advisers) to deliver and follow-up modular training
6. Explore feasibility of using teaching aides

***Year 2***

1. Train teachers and school principals in modules.
2. Distribute materials
3. Follow-up and monitor in schools

4. Identify need for further training
5. Implement EGRA in vernaculars, English and French /EGMA
6. Develop training modules in support of the transition to a) spoken b) written English / French
7. Train trainers → teachers → follow-up

***Year 3***

1. Establish vernacular "resource centre"
2. Share / celebrate good practice
3. Transition to English and French implemented
4. Training materials revised and reviewed
5. Update training provided
6. Provide additional support in low-performing schools as identified by EGRA

***Year 4***

1. Follow up and evaluation
2. Early Grade Reading and Mathematics Assessments administered on bi-annual basis
3. Explore possibilities to continue with vernaculars as subjects in their own right in selected areas
4. Provide text writing workshops in areas of need

## 3. Possible Modules for Vernacular Language Teacher Training (for illustrative purposes only)

**Objectives:** Teachers will:

- have command of a particular vernacular language in spoken and written forms and be able to adopt standardised speech patterns and consistent spelling of that language
- understand the basic principles of child language acquisition and how they can help children learn language
- be able to help children develop in their mother tongue and later transition to English or French
- be able to make up / adapt songs, rhymes, etc. for literacy (and numeracy) in the language;
- be able to make and use teaching and learning materials;
- be able to use classroom helpers when they do not have full command of the local vernacular or for children who do not speak the major local vernacular; and
- to help children transition to English or French

***Module 1 Helping children learn language***

- Advantages of Mother-tongue based multi-lingual education
- Functions of language
- The importance of the community
- Using classroom helpers (including training of teaching aides)
- Developing oral skills
- Learning lexical sets
- Teacher talk
- Creating a language-rich environment

- Using the vernacular as a medium of instruction: specialist terms and rubrics

***Module 2 Developing oral skills in the vernacular***

- The importance of teacher talk
- The importance of story reading
- Oracy[8]: the importance of talking to learn
- Giving children opportunities to practice language for expressing ideas, information, feelings and cultural values
- Storytelling, drama and role-play
- Language and numbers
- Language and shapes

As part of this module, teachers will collect, develop and share the following among the teacher group:

- Vernacular Songs
- Stories
- Rhymes
- Vocabulary sets (e.g. animals, fruit, people) for songs and short stories
- Pictures to inspire stories
- Numbers

***Module 3 Resources for teaching early literacy and numeracy skills in the vernacular***

- Approaches to orthography:
- Using familiar letters and letter-sound correspondence
- Transliterating simple stories
- Making and using low-tech teaching aids
    - Making letter and word cards
    - Making pocket charts, big books
    - Creating numeracy resources
- Using the laminated resources provided by CDU
- Setting up a reading corner / class library
- Care and repair of books
- Other resources needed for implementing the Language and Communication and Mathematics curriculum.

***Module 4 Teaching early reading[9]***

- Letter sound versus letter name
- Letter sound recognition activities e.g. sorting words
- Letter recognition activities e.g. matching
- Approaches to teaching of reading: syllabic versus letter by letter
- Combining letters
- Whole word and phonics activities
- Reading and understanding
- Creating a print –rich environment

[8] Oracy is different to oral skills in that it involves "the complex ways in which language skills, interpersonal skills and thinking skills work together and affect each other in the social context of school." (Read, 2011)

9 A further module on pre-reading and reading readiness will be necessary for ECCE teachers. Aspects of this will also need to be incorporated into modules for P1 -3.

***Module 5 Teaching early writing***

- Fine motor skills practice
- Letter shapes
- Sand drawing / air drawing
- Songs and games in writing
- Writing individual letters
- Writing words and sentences

***Module 6 Transition to English and French***

- Sequential versus parallel models
- Identifying similarities and differences between vernacular and English / French
- Building on similarities between vernacular and main language of instruction
- Early listening activities
- Early speaking activities
- The role of mistakes
- Transition to literacy and numeracy
- The importance of scaffolding
    - Teacher talk
    - Continued use of vernacular to support learning in Year 3 and beyond
    - Using knowledge of the vernacular to aid in efficient acquisition of French / English

***As part of these modules, teachers will:***

- Develop lessons and schemes of lessons to inform their teaching
- Create resources for the teaching of oracy, literacy and numeracy
- Learn how to use the resources supplied simple lesson plans for introduction to literacy lessons – 20-30 minutes in length

## 4. Indicative Literacy and Numeracy Kits

| | |
|---|---|
| Unifix blocks (1000 pieces) | 1 set |
| Coloured pop sticks (1000) | 1 set |
| Double-sided (different colour each side) counters (200) | 1 set |
| Dice – with dots | 4 |
| Dice - with numbers | 4 |
| Pair giant foam Dice - with numbers | 2 |
| Laminated, plastic-surfaced number chart 1-120 | 6 |
| Mini laminated 100s boards | 30 |
| Clear (see-thru) coloured disc counters (500) | 1 set |
| Tape measures | 6 |
| Hundreds chart (large) | 1 |
| 1 metre ruler | 1 |
| Magnetic whiteboard | 1 |
| Large number bead | 1 |
| Magnetic letters and numbers | 1 set each |
| Number bead strips and toothpicks | 20 |
| Magnetic coloured discs (50) | I set |
| Book rack | 1 |
| Fruit counters (200) | 1 tub |
| Small blackboards | 20 |
| Wooden bead frame | 1 |
| Bead strings (100 beads) | 1 |
| Bead strings (40) | 11 |
| Tape measures (set of 10) | 1 set |
| Laminated number lines, 1 - 20 and matchsticks | 20 |
| Letter flashcards | 4 sets |
| Small letter flashcards for pair / group work | 15 |
| Alphabet spread for wall | 1 |
| Number Bingo | 1 set |
| Number flash cards | 1 set |
| Coloured chalk | 4 |
| White chalk | 1 |
| Masking tape | 2 |
| Rafia roll | 1 |
| Crayons | 30 pkts |
| Paper clips | 5 |
| Bean bags (6 X4 colours) | 1 set |
| Skipping rope (3 metres) | 6 |
| Skipping rope (5 metres) | 2 |
| Pump with 3 needles | 1 |
| Volley ball | 1 |
| Soccer ball | 1 |
| Pocket chart | 1 |
| Book stand | 1 |
| Attribute blocks (concepts of shape, colour, size) | 1 set |

# Annex 7: Draft Implementation Schedule

Note: Some activities from the previous phase of support will continue into the first half of 2013 to avoid a programming gap.

| | | 2013 | | | | 2014 | | | | 2015 | | | | 2016 | | | | 2017 | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 5 | Q 6 | Q 7 | Q 8 | Q 9 | Q 10 | Q 11 | Q 12 | Q 13 | Q 14 | Q 15 | Q 16 | Q17 | Q18 | Q19 | Q20 |
| **Implementation Strategy 1: Train and support teachers to implement the new curriculum** | | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Produce training modules in support of literacy and numeracy | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Select and train trainers | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Implement training for all 1 - 3 teachers and school principals | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Monitor and follow up class performance (VITE, ZCA's) | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Provide further localised training as necessary | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Existing curriculum resources identified | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Materials writers, illustrators, designers and layout specialists trained | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Write or adapt other student materials in alignment with curriculum | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Illustrate and layout books | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Procure or publish text books | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Write teachers guides | | | | | | | | | | | | | | | | | | | | |
| Curriculum Res | Distribute books to schools | | | | | | | | | | | | | | | | | | | | |
| Literacy resources | Identify basic literacy kit for teachers | | | | | | | | | | | | | | | | | | | | |
| Literacy resources | Procure and distribute additional literacy resources | | | | | | | | | | | | | | | | | | | | |
| Literacy resources | Distribute literacy resources to schools | | | | | | | | | | | | | | | | | | | | |
| Num resources | Identify basic numeracy kit for teachers | | | | | | | | | | | | | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Num resources | Procure numeracy resources | | | | | | | | | | | | | | | | | | | | | |
| Num resources | Distribute numeracy resources to schools | | | | | | | | | | | | | | | | | | | | | |
| Lit & Num | Identify illustrators | | | | | | | | | | | | | | | | | | | | | |
| Lit & Num | Write/design resources | | | | | | | | | | | | | | | | | | | | | |
| Lit & Num | Distribute to teachers / schools | | | | | | | | | | | | | | | | | | | | | |
| Libraries | Set up book corners/libraries | | | | | | | | | | | | | | | | | | | | | |
| Libraries | Train specialist teachers/community members in basic library skills | | | | | | | | | | | | | | | | | | | | | |
| EGRA | Identify sample of vernaculars (N=8) to use for EGRA | | | | | | | | | | | | | | | | | | | | | |
| EGRA | Identify EGRA working group | | | | | | | | | | | | | | | | | | | | | |
| EGRA | Conduct 1-week workshop to adapt EGRA to venaculars | | | | | | | | | | | | | | | | | | | | | |
| EGRA | Training | | | | | | | | | | | | | | | | | | | | | |
| EGRA | Administer EGRA | | | | | | | | | | | | | | | | | | | | | |
| EGMA | Identify EGMA working group | | | | | | | | | | | | | | | | | | | | | |
| EGMA | Training | | | | | | | | | | | | | | | | | | | | | |
| EGMA | Administer EGMA | | | | | | | | | | | | | | | | | | | | | |
| ZCAs | Provide resources to ZCA's | | | | | | | | | | | | | | | | | | | | | |
| ZCAs | Design modules in mentoring, observation and giving feedback | | | | | | | | | | | | | | | | | | | | | |
| ZCAs | Train ZCA's | | | | | | | | | | | | | | | | | | | | | |
| USP/Uni twinning | Conduct needs assessment in the context of a broader situation analysis | | | | | | | | | | | | | | | | | | | | | |
| USP/Uni twinning | Select institution/s who will offer training | | | | | | | | | | | | | | | | | | | | | |
| USP/Uni twinning | Invite applications | | | | | | | | | | | | | | | | | | | | | |
| USP/Uni twinning | Offer training | | | | | | | | | | | | | | | | | | | | | |
| Prof Devl | Examine modalities which might be used to offer continuous PD | | | | | | | | | | | | | | | | | | | | | |
| Vernacular | See detailed Plan Annex 6 | | | | | | | | | | | | | | | | | | | | | |

| | | 2013 | | | | 2014 | | | | 2015 | | | | 2016 | | | | 2017 | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 5 | Q 6 | Q 7 | Q 8 | Q 9 | Q 10 | Q 11 | Q 12 | Q 13 | Q 14 | Q 15 | Q 16 | Q17 | Q18 | Q19 | Q20 |
| **Implementation Strategy 2: Strengthen early childhood care and education delivery** | | | | | | | | | | | | | | | | | | | | | |
| Access | Assess and design activities to implement interventions identified in barriers to access study | | | | | | | | | | | | | | | | | | | | |
| ECCE awareness | Media based awareness-raising activities planned and implemented | | | | | | | | | | | | | | | | | | | | |
| ECCE awareness | Community -based awareness -raising activities planned and implemented | | | | | | | | | | | | | | | | | | | | |
| Implement Partner | Develop tender docs, advertise and procure ECCE Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Implement Partner | Appoint Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Offer 7 week certificate | | | | | | | | | | | | | | | | | | | | |
| Teacher training | Existing Certificate 2 courses are aligned to standards | | | | | | | | | | | | | | | | | | | | |
| Teacher training | New providers including VITE offer Certificate 2 courses | | | | | | | | | | | | | | | | | | | | |
| Prof Devl | Identify appropriate opportunities e.g. USP | | | | | | | | | | | | | | | | | | | | |
| Prof Devl | Canvas applications | | | | | | | | | | | | | | | | | | | | |
| Prof Devl | Offer grants to those from hard to staff areas | | | | | | | | | | | | | | | | | | | | |
| Teacher retention | Conduct study into reasons for lack of retention | | | | | | | | | | | | | | | | | | | | |
| Teacher retention | Implement measures on retention | | | | | | | | | | | | | | | | | | | | |
| Teacher retention | Local recruitment of teachers | | | | | | | | | | | | | | | | | | | | |
| Teacher retention | Incentives for newly qualified teachers are provided | | | | | | | | | | | | | | | | | | | | |
| ECCE resources | Provision of kindergarten starter kits for new providers, basic resources for others | | | | | | | | | | | | | | | | | | | | |
| Alternative app | Alternative approaches piloted e.g. playgroup-type, home-based, accelerated prep | | | | | | | | | | | | | | | | | | | | |

| | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|---|

| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 5 | Q 6 | Q 7 | Q 8 | Q 9 | Q 10 | Q 11 | Q 12 | Q 13 | Q 14 | Q 15 | Q 16 | Q17 | Q18 | Q19 | Q20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Implementation Strategy 3: Engage the community through school based management** | | | | | | | | | | | | | | | | | | | | | |
| Implement Partner | Develop tender docs, advertise and procure community engagement Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Implement Partner | Appoint Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Engagement Strat | Strengths based community engagement strategy developed with communities | | | | | | | | | | | | | | | | | | | | |
| Comm awareness | Community awareness raising of education importance (workshops, media-based, notice boards, SC) | | | | | | | | | | | | | | | | | | | | |
| Comm awareness | Raise awareness of school grants and SBM | | | | | | | | | | | | | | | | | | | | |
| School Commts | Build capacity of School Committees and potential new members (especially women) | | | | | | | | | | | | | | | | | | | | |
| School Commts | Encourage democratic elections to School Committees | | | | | | | | | | | | | | | | | | | | |
| School Commts | Identify children with specific needs | | | | | | | | | | | | | | | | | | | | |
| School Commts | Use grants to engage CBO or private sector for specialist equip (e.g. sight and hearing aids) | | | | | | | | | | | | | | | | | | | | |
| Advocacy | Advocacy tools and support for communities to increase accountability | | | | | | | | | | | | | | | | | | | | |
| Infrastructure | Identify communities for kindergarten slabs | | | | | | | | | | | | | | | | | | | | |
| Infrastructure | Provide communities with cement and mesh for kindergarten slabs (community: labour, sand and aggregate) | | | | | | | | | | | | | | | | | | | | |
| Incentive Scheme | Design incentives schemes for schools and communities | | | | | | | | | | | | | | | | | | | | |
| Incentive Scheme | Socialise incentives schemes with schools and communities | | | | | | | | | | | | | | | | | | | | |
| Incentive Scheme | Implement incentives scheme | | | | | | | | | | | | | | | | | | | | |
| DP review | DP review of civil society organisations links to education sector | | | | | | | | | | | | | | | | | | | | |
| DP review | Implementation of findings of DP review | | | | | | | | | | | | | | | | | | | | |

| 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|

| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 5 | Q 6 | Q 7 | Q 8 | Q 9 | Q 10 | Q 11 | Q 12 | Q 13 | Q 14 | Q 15 | Q 16 | Q17 | Q18 | Q19 | Q20 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Implementation Strategy 4: Provide locally relevant and efficient delivery of school facilities and equipment** | | | | | | | | | | | | | | | | | | | | | |
| Preparation | Update sites selection manual | | | | | | | | | | | | | | | | | | | | |
| Preparation | Representative survey of teachers and students to inform functional layout of classrooms | | | | | | | | | | | | | | | | | | | | |
| Preparation | Prioritise schools and types of school maintenance | | | | | | | | | | | | | | | | | | | | |
| Preparation | Socialisation with schools and communities of building approach, costs, timing etc | | | | | | | | | | | | | | | | | | | | |
| Preparation | Ensure land titling in place | | | | | | | | | | | | | | | | | | | | |
| Preparation | Revision of designs of classrooms | | | | | | | | | | | | | | | | | | | | |
| Preparation | Develop tender docs, advertise and procure construction & refurbishment Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Preparation | Develop tender docs, advertise and procure supervisory construction Implementing Partner | | | | | | | | | | | | | | | | | | | | |
| Review | Takara model review | | | | | | | | | | | | | | | | | | | | |
| Review | Cost effectiveness of prefabricated models review | | | | | | | | | | | | | | | | | | | | |
| Building | Build new classrooms to meet backlog | | | | | | | | | | | | | | | | | | | | |
| Building | Additional classrooms for enrolment growth | | | | | | | | | | | | | | | | | | | | |
| Refurb | Refurbishment of schools | | | | | | | | | | | | | | | | | | | | |
| Maint | Maintenance backlog | | | | | | | | | | | | | | | | | | | | |
| Maint | Updating of assets register, maintenance schedules and management policies | | | | | | | | | | | | | | | | | | | | |
| Maint | Issue standard maintenance manual to schools | | | | | | | | | | | | | | | | | | | | |
| Maint | Provincial Technical Officers to socialise maintenance manuals | | | | | | | | | | | | | | | | | | | | |
| Maint | Routine ongoing maintenance by schools | | | | | | | | | | | | | | | | | | | | |
| Community constr | Assess possibility of community based construction | | | | | | | | | | | | | | | | | | | | |

| | | 2013 | | | | 2014 | | | | 2015 | | | | 2016 | | | | 2017 | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 5 | Q 6 | Q 7 | Q 8 | Q 9 | Q 10 | Q 11 | Q 12 | Q 13 | Q 14 | Q 15 | Q 16 | Q17 | Q18 | Q19 | Q20 |
| **Implementation Strategy 5: Develop capacity within Ministry of Education (MoE) to deliver an effective, well-managed and de-concentrated education system in Vanuatu** | | | | | | | | | | | | | | | | | | | | | |
| Mgt Consult | Develop tender docs, advertise and procure management consultancy | | | | | | | | | | | | | | | | | | | | |
| Mgt Consult | Management consultancy and MoE to carry out organisational review (incl provinces) | | | | | | | | | | | | | | | | | | | | |
| Mgt Consult | Management consultancy and MoE to implement review findings | | | | | | | | | | | | | | | | | | | | |
| Mgt Consult | Professional development and mentoring of MoE central and provincial staff | | | | | | | | | | | | | | | | | | | | |
| PER | Support MOE and MFEM with PER | | | | | | | | | | | | | | | | | | | | |
| PER | Implement findings of PER | | | | | | | | | | | | | | | | | | | | |
| TA | Necessary TA in place (Secretariat with support from MOE) | | | | | | | | | | | | | | | | | | | | |
| Grants | Implement findings of independent study of impacts of school grants (rev carried out in 2012) | | | | | | | | | | | | | | | | | | | | |
| SBM | Continue roll out of SBM - focus on financial and pedagogical leadership | | | | | | | | | | | | | | | | | | | | |
| Teacher Mgt | TSC legislation passed and support TSC to fulfil its mandate (out of MoE and Program control) | | | | | | | | | | | | | | | | | | | | |
| Prov ZCA | Audit review of PEOs | | | | | | | | | | | | | | | | | | | | |
| Prov ZCA | Implement findings of audit | | | | | | | | | | | | | | | | | | | | |
| Prov ZCA | Provide resources to ZCA's for travel | | | | | | | | | | | | | | | | | | | | |
| Budget & Planning | Support MOE with budget planning and reporting | | | | | | | | | | | | | | | | | | | | |
| M&E | See detailed Plan Annex 4 | | | | | | | | | | | | | | | | | | | | |
| Research | Identify appropriate opportunities for research and innovation | | | | | | | | | | | | | | | | | | | | |
| Research | Work with VITE to develop research proposals | | | | | | | | | | | | | | | | | | | | |

# Annex 8: Monitoring and Evaluation System

## 1. M&E approach

Monitoring and evaluation (M&E) is emphasised in this design and will play a significant role in the implementation of the VESP. The program's M&E system adviser will lead work to develop an M&E system for the program. This system will be consistent with AusAID's Vanuatu Evaluation Capacity Building Standards 1 and 2.[10] Quality and ethical standards will apply to M&E during implementation. Quality standards to be followed include the Joint Committee on Standards for Educational Evaluation – Program Evaluation Standards.[11] Ethical standards could be those used by the Australasian Evaluation Society.[12]

VESP's M&E system will focus on the user, providing the information needed for the Ministry of Education and development partners to make evidence-based decisions for the management of the program. All M&E tools will be developed and considered with reference to how they will be used and this will be supported by an utilisation strategy, to be included in the M&E plan. The M&E system will be developed in a participatory manner to ensure it is useful and meaningful to the key stakeholders.

Interventions under implementation strategy 5 (improved management) will address capacity constraints in the Ministry of Education's M&E. This work will be led by the program's M&E capacity building adviser.

## 2. M&E deliverables

At the program's outset, the M&E system adviser will conduct an *evaluability assessment* in accordance with ECB Standard 2.4. This will involve reviewing the current M&E system and products developed for the design. The M&E system adviser also will conduct *consultations* to determine what is currently working in M&E, and to ascertain how information can be provided in the most accessible, useful format.

The *results framework* will be reviewed to ensure that the targets are achievable and useful. Annual progress markers will be developed for each outcome target per year. This will be used to monitor progress against key outcomes. The *theory of change* will be reviewed to ensure the causal mechanisms linking goals, program outcomes and interventions are clear and achievable. Annex 5 includes more information on the beneficiaries from the proposed interventions.

Following the evaluability assessment and consultations, the M&E system adviser will develop an *M&E plan* for the program in line with ECB Standard 2 in the first six months of implementation. This plan will fully document the revised M&E system, building on the tools and practices already in place, and will:

- provide an overarching description of the M&E system;
- clearly articulate the goals and end-of-program outcomes to be assessed;
- pose evaluation questions to be addressed in implementation of the system;
- explain how the quality, reach and coverage of key outputs will be monitored and evaluated;
- explain how relevant aspects of the context will be monitored;
- elaborate methods to be used in the M&E system;

[10] AusAID Post Vanuatu has adopted the Evaluation Capacity Building Standards by Susan Dawson. These are currently be implemented in several programs across AusAID.
[11] http://www.jcsee.org/program-evaluation-standards
[12] http://www.ode.ausaid.gov.au/publications/pdf/guidelines_for_the_ethical_conduct_of_evaluations.pdf

- document each data collection tool/ testing instrument and how it will inform decision-making;
- consider the use of baseline data;
- allocate roles and responsibilities for operating the M&E system to specific individuals;
- provide for mutual accountability and joint assessment by the Ministry of Education and AusAID;
- describe the key audiences for the system and their requirements, as well as which reports are needed (and for whom);
- establish an annual "traffic light" reporting system against the outcome indicators to inform the joint annual review;
- include an utilisation strategy which describes how information generated from the M&E system will be used to inform policy and program improvement;
- set out a schedule of M&E activities to be implemented, including a schedule of evaluations;
- set out the resources and costs required to operate the M&E system;
- be presented in a way that can be easily understood by key ni-Vanuatu and AusAID stakeholders;
- include the final results framework and program logic for VESP.

*Baseline data* will be assembled for all of the results framework indicators; this will be the focus of the first year of program implementation. The program is currently able to assess base line data for January 2013 for 6 of the 8 outcome indicators, but only two of the 14 intermediate outcome indicators. In order to collect this base line data, VEMIS will be revised, building on AusAID's new strategy for improving the use of statistics in the region[13] and NZAID's 6 month technical input[14] to ensure that there is a more refined understanding of what VEMIS is actually for. This will involve a review of how the VEMIS works and the development of a policy on how information can be gained from VEMIS and when the historical data is to be 'locked off'. At the same time, the school survey will be consolidated and revised to ensure that it collects data to inform the new results framework. This will include new categories to describe disability; and a description of members of the school committee.

## 3. Schedule of M&E Activities

| M&E deliverables | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|---|---|---|---|---|
| | Strategic M&E adviser in place Jan 2013 | | | | |
| Consultations and evaluability assessment | Consultations & evaluability assessment conducted | | | | |
| M&E plan | Full M&E plan developed and documented | | | | |
| Baseline data | Work with VEMIS unit to complete | | | | |

[13] At the time of the design AusAID was drafting a strategy around improving the use of statistics in the Pacific Region.

[14] At the time of the design consultation NZAID were in the process of contracting for a 6 month input to revise VEMIS: to map and evaluate the existing data management business processes and propose system improvements.

| | | | | | |
|---|---|---|---|---|---|
| Revise existing monitoring tools and develop new ones where needed | VEMIS reviewed to ensure it meets the needs of the results framework | Develop any new monitoring tools needed | | | |
| Revise reporting formats/ schedule | Review report functions, and develop options for useable reporting | Creation of useable reports | | | |
| Utilisation strategy | Develop a strategy to facilitate the utilisation of results to feed into the policy cycle | Facilitate results utilisation and foster capacity in others for same | | | |
| Evaluation | Develop evaluation schedule with Development Partners | | Mid-term participatory evaluation | | Final external evaluation |

# Annex 9: Technical Assistance Terms of Reference

**N.B All positions require the following competencies in addition to the respective post-specific competencies:**

- Demonstrated ability to work collaboratively and effectively at a range of administrative levels in a cross-cultural setting;
- Understanding of and ability to design and implement capacity development and skills transfer activities;
- Strong oral and written communication skills;
- Good interpersonal skills;
- Understanding of gender and development issues (desirable);
- English fluency essential; working knowledge of Bislama and/or French desirable
- Previous experience working in Melanesian culture (desirable)
- Eligibility to obtain Vanuatu and Australian visas essential. Drivers license (desirable)
- Demonstrated experience and capacity to provide colleagues with supportive advice and strengthening through mentoring and modelling; and commitment to participatory ways of working

## Independent Education Specialist

**Part time** (90 days per year for 3 years) **ARF Classification:** C4

**Objective:** to provide independent, high level advice to development partners and the Ministry of Education on VESP and the education system in Vanuatu more broadly.

**Responsibilities**

- Provide technical advice on policy development and implementation in the sector; progress of the program towards intended outcomes; and the longer term design of VESP;
- Work with Ministry of Education directors and the program's M&E systems and capacity building adviser/s to assess progress of VESP against intended outcomes as articulated in the VESP results framework.
- Foster respectful and professional relationships with MOE, DPs, MFEM, PMO, TA, Secretariat Management Team, which facilitate progress in VESP.

**Outputs**

- Annual work plans for the Independent Education Specialist, agreed with MOE Director General and development partners; and
- Quarterly reports assessing VESP progress towards outcomes.

**Reporting**

- Report on a day-to-day basis to the Ministry of Education Director General.
- Report on all management and contractual issues to Development partners.

**Post-specific competencies**

- PhD (or at least Masters level) in education field
- Strong knowledge of the development education sector in small island countries
- In-depth knowledge of DPs education programming approaches
- Broad up-to-date technical knowledge and experience that is education sector wide, and in particular knowledge of early years education and mother tongue based multilingual education
- Demonstrated ability to work collaboratively and respectfully in a cross cultural setting.
- Demonstrated high level strategic oversight of DP programs
- Demonstrated senior strategic leadership experience in a development context
- Proven ability to conceptualize technical assignments and provide advice on quality control of deliverables
- Experience of issues in early years education, language and literacy
- Experience of collaborating with a range of government officials, educational institutions, international donors, and technical advisors
- Previous experience working in Melanesian culture (highly desirable)

## SECRETARIAT MANAGEMENT TEAM

### Secretariat Manager

**Full-Time** (3 years with possible 2 years extension) **ARF Classification:** C4

**Objectives:** To oversee the implementation of the program, day to day reporting to MoE Director General on the Programs' administration and program management.

**Responsibilities**

- Provide high level strategic support to the MoE Directors, MoE Director General and DPs to implement and to coordinate the Program in early years' education
- Provide secretariat support to the Chair of the VERM Steering Committee (MoE Director General)
- Establish and supervise operations of the Program, including the set-up of appropriate management, financial and administrative systems
- Ensure that the Program operates efficiently and effectively and within budgets and specified timeframes; and is effectively embedded in the MoE
- Prepare and ensure the timely delivery of all reports, financial information and other data required under the contract
- Quality control of all selection processes and contract management of technical assistance and implementing partners (procurement support will be provided)
- Establish and take a leading role to ensure the maintenance of sound working relationships with MoE, Development Partner and other stakeholder agencies

**Outputs**

- Well-serviced and timely VERM Steering Committee meetings
- Transparent and accountable Program operations and reporting systems in place
- Quality assurance and performance procedures carried out for sourcing of all service provider

- Timely and accurate advice provided to direct reports
- Effective team management

**Reporting**

- Report to MoE Director General.
- Frequent contact with MoE Directors, Development Partners, Managing Contractor and Independent Education Specialist.
- Regular contact with MFEM, PMO and other development partner initiatives and program staff.

**Post-specific Competencies**

- Higher degree in a related field such as education, international development, or public administration.
- Demonstrated high-level leadership in development project/program management, planning, budgeting and financial management, and of senior management training, institutional leadership or equivalent experience.
- Ability to oversee the work of other professional advisors
- Strong understanding of education and development issues
- Understanding of inclusive education issues

## Monitoring and evaluation (system) adviser

**Part time** (100 days in the first year, 60 days subsequently, 3 year position)

**ARF Classification:** B4

**Objectives:** To oversee monitoring and evaluation of VSEP implementation. Day to day reporting to MoE Policy and Planning

**Responsibilities**

- Ensure that the Program M&E System meets the M&E needs of MoE and DPs relating to VESP.
- Ensure that the M&E system established and implemented is useful to key VSEP stakeholders (MoE and AusAID) and delivers robust information to inform decision making

**Outputs**

- Building on the review written during the design, conduct an evaluability assessment (ECB Standard 2.4) that includes a comprehensive review of the current MoE M&E system. As part of this conduct consultation to find out what is currently working regarding M&E, and to determine how information can be provided in the most accessible, useful format.
- Prepare an M&E plan in consultation with key stakeholders. This should be consistent with ECB Standard 2 and include:
- An assessment of MoE readiness to contribute to M&E for implementation of VSEP;
- A summary of the overarching M&E design including the scope and purpose of the M&E system as well as a description of the key audiences for the system and their requirements;
- A description of the quality and ethical standards that apply to VSEP M&E;

- Clear description of VSEP goal and end-of-program outcomes;
- Overarching evaluation questions;
- Monitoring of the quality, reach and coverage of key outputs;
- Monitoring key factors in the context relevant to VSEP;
- Detailed description of methods to be used and resources required for their use;
- A consideration of baselines, and if not used a reason for that decision;
- Allocation of M&E responsibilities to specific individuals with the capacity to undertake those tasks;
- Provisions for mutual accountability between AusAID and MoE;
- An utilisation strategy including a description of what reports are needed by whom and when is documented and put in place to foster information use to inform policy and program improvement;
- A complete schedule of M&E activities including a schedule for evaluation studies and a set of evaluation questions to guide these studies; and
- Resource allocation to M&E of VSEP implementation.

**Reporting**

- Report to Secretariat Manager.
- Frequent contact with MoE Finance Manager and Planning Manager, Development Partners, Managing Contractor and Senior Education Specialist.
- Occasional contact with other MoE staff and MFEM

**Post-specific Competencies**

- Post graduate degree that has included a research dissertation component with relevance to monitoring and evaluation. Or evidence of training in advanced research or evaluation design, conduct and management. Short professional development courses in M&E are not considered advanced training.
- Where a post graduate degree in research or evaluation methods has not been completed, evidence of the quality of research or evaluation activities previously designed and conducted should be sought.
- Experience developing M&E systems for programs in resource constrained settings (domestic or international).
- Demonstrated practical experience in M&E design and its implementation. This experience should reflect expertise in developing a fully elaborated design of an M&E system which includes the design approach, articulation of M&E questions, development of sound methods and tools, conduct of data collection and analysis (or supervision of such), interpretation and dissemination of results and report preparation. It is not considered adequate experience to have designed an M&E framework or plan without having completed the implementation of the evaluation activity cycle.

## Monitoring and Evaluation (capacity development) adviser

**Part time** (100 days) **ARF Classification:** B4

**Objectives:** To develop MoE capacity of MoE staff to collect and use data in decision-making

**Responsibilities**

- Provide support to members of the MoE Monitoring and Evaluation Unit and anyone else with an M&E role in MoE to meet MoE and DP reporting requirements
- Provide high level strategic support to the MoE Director Policy and Planning on how to use M&E information in decision-making.
- Capacity building for M&E staff through a suite of methods including use of counterparts, training, mentoring and learning by doing.

**Outputs**

- Create a 5 year plan for capacity development in monitoring and evaluation. This include:
    - an analysis of stakeholder needs
    - a tailored program of capacity building inputs for the 5 year program

**Reporting:**

- Report to Director, Policy and Planning, Ministry of Education
- Frequent contact with DG, Development Partners, Secretariat Manager and Independent Education Specialist.
- Frequent contact with other MoE staff using VEMIS and MFEM

**Post-specific Competencies:**

- Experience in capacity building staff in M&E systems development in a resource constrained environment

## Procurement Officer

**Full-Time** (3 years with possible 2 years extension) **ARF Classification:** C3 or C4

**Objectives:** To ensure that all Program procurement and contract management of milestones are carried out in accordance with the utmost integrity in line with Australia's Commonwealth Procurement Rules and /or Vanuatu Government systems and processes.

**Responsibilities:**

- Lead all procurement processes on behalf of the Program;
- Clear contracts, amendments and other agreements;
- Provide for amendments to existing agreements, including negotiating and drafting amendments to agreements;
- Ensure all procurement processes for outsourcing are implemented on accordance with approved procurement guidelines
- Provide capacity building to relevant counterparts within MoE as appropriate

**Outputs:**

- VESP procurements are shown by audits to be in accordance with Government of Vanuatu and Development Partner procurement guidelines

**Reporting:**

- Report to MoE Director General.
- Frequent contact with MoE staff, Development Partners, Managing Contractor.

- Occasional contact with MFEM, Tender Board, PMO

**Post-specific Competencies:**

- A minimum of 10 years international experience gained through practical work experiences in public procurement in developing countries
- Experience in practical procurement of goods, works and services, with specific experience in infrastructure/construction projects and procurement of consultancy services
- Experience in preparation of procurement plans
- Experience and knowledge of all aspects of procurement cycle management, including knowledge of internationally recognised best practice procurement processes
- In-depth knowledge of procurement systems and documents, ideally including knowledge of the Australian Commonwealth Procurement Guidelines
- Excellent interpersonal skills
- Excellent written and verbal communications skills in the English language
- Higher degree in a related field is desirable

## Budget and Planning Adviser

**Full-Time** (2 years) **ARF Classification:** B4

**Objectives:** To improve Ministry of Education (MoE) policy development, planning and public financial management capacity to effectively implement the Vanuatu Education Road Map (VERM).

**Responsibilities:**

- Assist GoV to undertake reviews and studies to inform a policy development, planning and budget preparation;
- Support MoE to prepare quality annual budget submissions that take on board VERM priorities; conduct effective budget preparation workshops;
- Provide advice to MoE to enable improved budget implementation; identify process improvements, build capacity in MoE staff, and assist development of VERM annual work plan and budget;
- Assist MoE Finance Team to regularly report to MoE executive on budget status and to development partners on implementation progress and expenditure;
- Assist MoE to use financial and VEMIS information to monitor progress against the VERM Performance Assessment Framework, and report on and analyse achievement in the MoE Annual Report;
- Assist MoE to coordinate donor support through the Development Budget process, using VERM Joining Partnership Arrangement governance practices, including conducting effective annual Education Budget and VERM Annual Joint Review Meetings

**Outputs:**

- Reviews and studies to inform policy development;
- Improved annual planning, budgeting and budget implementation taking on board VERM priorities;
- Improved coordination and monitoring of development partner support to VERM

**Reporting:**

- Report to MoE Director General.
- Frequent contact with MoE Finance Manager and Planning Manager, Development Partners, Managing Contractor and Senior Education Specialist.
- Occasional contact with other MoE staff and MFEM

**Post-specific Competencies:**

- Higher degree in a related field;
- Demonstrated experience in public policy and budget development in the education sector;
- Well developed analytical skills and policy costing;
- Public sector management experience at a senior level;
- Understanding of law and development issues (desirable)

## Finance and Administration Officer

**Full-Time** (3 years with possible 2 years extension) **ARF Classification:** N/A local appointment

**Objectives:** In consultation with the Secretariat Manager, the Finance and Administration Officer will assist with the financial management, monitoring and reporting of VESP activities.

**Responsibilities**

- Establishing and maintaining a financial management and accounting system, subject to VESP requirements;
- Administration of all VESP accounts, as well as salary payments to locally engaged staff;
- Ensuring Program financial management complies with AusAID requirements and meets audit standards;
- Provision of timely and accurate reporting of expenditures and forward estimates;
- Development and maintenance of record and filing systems, including a staff movements register of locally engaged staff, appointments register, assets register, leave register, timesheet register, and other systems as needed;
- Ensuring Program record management complies with AusAID requirements, working within AusAID policy and guidelines in gender, poverty, the environment, human rights and governance;
- Support for and quality assurance of the work of the Administration Assistant; and
- Assist MoE to ensure that offices housing VESP staff (including the Secretariat Management Team) are established and equipped for the day to day running and support of the Program team, including communication and IT systems;

**Reporting**

- Report to The Secretariat Manager
- Frequent contact with MoE Finance Unit, and audit unit

**Post-specific Competencies**

- Tertiary qualification in financial administration and accounting or related discipline
- Proven experience in financial administration, accounting and reporting for least 5 years
- Proven experience in general office administration, including filing
- Strong computer skills especially in Word, Excel and use of the Internet
- Good written and oral communication skills in English and Bislama, knowledge of French
- Ability to work as part of team in an evolving work environment
- Willingness to learn and accept new challenges

## Administration Assistant

**Full-Time** (3 years with possible 2 years extension) **ARF Classification:** N/A local appointment

**Objectives:** In consultation with the Finance and Administration Officer, the administration assistant will be responsible for day to day running of the Secretariat Management Team office; providing administration support to staff; reporting all administrative issues; and assisting with the financial management, monitoring and reporting of VESP activities.

**Responsibilities**

- Assist with the administration of all accounts, maintenance of financial records;
- Ensure program record management complies with AusAID requirements and guidelines.
- Provide administrative and logistical support to VESP staff (including technical advisers) travelling to other locations;
- Ensure record and filing systems are developed and maintained;
- Ensure the office is equipped for the day to day operations; and
- Ensure in liaison with MoE IT that the office communications and IT systems are operational and maintained.

**Post specific Competencies**

- Proven administrative experience
- Strong computer skills
- Good written and oral communication skills (English/French and Bislama)

- Ability to work as part of team in an evolving work environment
- Willingness to learn and accept new challenges

## IMPLEMENTATION STRATEGIES

### Curriculum Implementation Adviser

**Full-time** (2 years with possible 2 year extension) **ARF Classification**: C4

**Objective:** to support an integrated approach to the development and implementation of curriculum for K to 13 with a particular focus on the early grades.

**Responsibilities:**

- input into the finalisation of the curriculum and teacher training strategy as outlined in the design document that enables the effective roll out and implementation of the new curriculum
- Work closely with senior management and local staff within the Curriculum Development Unit to plan, design, develop and publish curriculum materials including syllabuses and teacher guides for students from Year 1 to Year 13 as per the agreed timelines in the strategy. (Note: Materials at Year 1 and 2 will need to link closely with the Kindergarten Curriculum Standards)
- Consult regularly with VITE management and in-service unit on the development of the curriculum to promote ownership and enable on-going revisions to teacher training approaches to complement and reflect the introduction of the new curriculum
- Work with in-service unit to develop and revise additional supporting materials for teachers with a particular focus on literacy and numeracy in the early grades (K to 3)
- Work closely with senior management within the Curriculum Development Unit, VITE and the in-service unit to support the implementation of the new curriculum and assessment approaches including input into teacher training modules and approaches to introduce the new curriculum at the classroom level.
- Provide advice to Examinations and Assessment Unit on an appropriate examinations policy in line with the new curriculum and to support improved learning outcomes for students.

**Outputs**

- A work plan and timeline to support the implementation strategy for curriculum and teacher training.
- Curriculum Syllabus and teacher guides for K to 13.

**Reporting**

- Director of Education Services

**Post-specific competencies**

- relevant post graduate qualification and extensive experience in designing education curriculum and/or assessment for various levels of schooling.
- Evidence of a substantial theoretical background in curriculum and assessment theory and practice, of current curriculum and assessment approaches including competency based or outcomes based approaches for learning and assessment.

- Demonstrated experience in planning, designing, developing and implementing curriculum at a school, tertiary or system level in a developing country context.
- Experience in adapting curriculum to ensure local content and to meet local student needs of those in remote and isolated schools and in multiclass situations.
- Experience conducting training for adult learners at a school, tertiary or system level.
- Established experience in supporting and facilitating other advisers and counterparts, assuring their productivity and effectiveness.
- Capable also of providing advice about desk-top publishing processes for: preparing, publishing and distributing print and non-print materials to support learning and teaching.
- Able and experienced with supporting the development MoE policies for curriculum and assessment.

## Teacher Training Specialist

**Full-Time** (2 years from late 2013 onwards with possibility for extension)

**ARF Classification:** C3

**Objective:** To advise on the training of teachers, school principals and teacher educators.

**Responsibilities**

- Supporting CDU and In-service Training Unit (ISU) management and technical staff to better coordinate ongoing programs on teacher training, provision of texts and education materials, and curriculum implementation;
- To assist ISU with programs for school principals, ZCAs and others to enable them to support and mentor teachers in schools
- To facilitate dialogue and collaboration across CDU departments and between CDU, VITE, ISU and Education Assessment Unit (EAU);
- To assist with the design and implementation of alternative approaches to training and development including field-based models of training
- To assist in conducting a needs assessment of priorities for teachers particularly in terms of literacy and language proficiency and on the basis plan roll-out of training
- To assist in making recommendations for the professional development of teacher educators including staff at VITE

**Outputs**

- Analysis of needs of teachers
- Improved coordination between all those concerned with teacher training and CDU and ISU in particular
- Programs for educators in mentoring, observation and constructive feedback at school level
- Recommendations for alternative modalities of training
- Recommendations for professional development of teacher educators

**Reporting**

- Report to Principal VITE and Coordinator ISU.

- Frequent contact with CDU and Independent Education Specialist.
- Occasional contact with other MoE staff and MFEM

**Post-specific Competencies**

- Higher degree in education or related relevant field;
- High level training and facilitation skills;
- Experience of training materials development;
- Experience of supervision and mentoring;
- Understanding of language issues in education

## ECCE Specialist

**Full-Time** (3 years with possible 2 years extension) **ARF Classification:** C3

**Objective:** To provide ongoing technical advice and support to the ECCE Unit in order to inform future priorities in the sub-sector

**Responsibilities**

- Drawing on findings from field visits, analysis already completed (e.g. Macquarie University's 'mapping' of ECE), and working with the ECE directorate and other relevant ME staff, assist with the preparation a suggested list of priorities for ECCE in the short-term and medium term taking into account: the policy framework, ECCE curriculum, school readiness, materials, teacher training and qualification, infrastructure, and community contributions
- Drawing on analyses already completed assist with the design of interventions that would increase access to ECCE for disadvantaged children
- Advise on alternative approaches to early years education e.g. home-based play groups, accelerated kindergarten programs, child-to-child programs and oversee small pilot programs as appropriate;
- Explore ways to recruit and retain high quality teachers for ECCE;
- In conjunction with the ISU design and develop training pathways for teachers linked to certification making use of alternative modalities of training
- In conjunction with ISU explore options to provide continuing professional development opportunities to key teachers and pre-school coordinators
- Building on the quality standards for ECCE already developed, assist in the development of a quality assurance framework for ECCE

**Outputs**

- Training programs and professional development opportunities for ECCE professionals
- Quality standards for ECCE
- New alternative programs for ECCE which involve more disadvantaged children

**Reporting**

- Report to MoE Director General.
- Frequent contact with MoE Directors, Development Partners, INGO, APTC, Managing Contractor and Independent Education Specialist.
- Occasional contact with MFEM, PMO and other development partners.

**Post-specific Competencies**

- Higher degree in Education or a related field;
- Previous experience of working in complex multilingual education settings;
- Successful practical and policy experience in early childhood care and education including ECCE policy framework, ECE curriculum, school readiness, , teacher training and certification, infrastructure, non-formal ECCE and community contributions and support;
- Experience of materials development;
- Ability to facilitate workshops and discussions productively;
- Understanding of inclusive education issues.

## Schools Infrastructure Adviser

**Full-Time** (2 years followed by 3 years Part-Time) **ARF Classification:** C4

**Objective:** To provide technical leadership of the implementation of the access component of VESP

**Responsibilities**

- Ensure, with MoE staff, that the approved infrastructure activities managed by the Facilities Unit are implemented transparently, efficiently and effectively and within budgets and specified timeframes, are appropriately quality assured, and are coordinated with all relevant sections of the MoE;
- Provide training and mentoring support to the management and staff of the Facilities Unit;
- Work with MoE staff to prepare and ensure the timely delivery of all reports, financial information and other data on facilities required under the contract;
- Supervise and manage local support staff/TA and Design, Supervision and construction contractors;
- Ensure, with MoE, that all staff selections and procurement processes for outsourced construction are implemented on accordance with approved procurement guidelines;
- Manage the outsourcing, with MoE, of a complete and comprehensive Asset register, consistent and complementary with VEMIS, and maintenance program and management plan for all existing schools and all new schools constructed from 2013;
- Update and finalise: the MoE Asset Management Strategic Plan; the MoE Draft School Maintenance Policy / Charter (July 2003); the MoE Draft School Maintenance Guidelines (April 2002);
- In consultation with the Budget and Planning Section prepare annual classroom construction, rehabilitation and maintenance plans;
- Revise and update the school sites selection manual to take cognisance of ;
    - Climatic factors associated with climate change such as vulnerability to increased flooding and or storm surges;
    - The need for security of tenure of the land upon which all schools are to be constructed;
    - The outcomes of the school mapping and rationalisation initiative being undertaken by the Ministry;

- Revise and update all standard school designs and specifications including functional layout, taking into consideration all relevant factors;
- Prepare an appraisal and review of the Takara Model School after one full year of operation;
- Investigate and report on the cost-effectiveness of prefabricated classroom buildings for remote, inaccessible, or materials constrained sites.
- Pilot the introduction of a Community Based Construction delivery model for new classroom construction;
- Undertake a comparative assessment and prepare a report on all feasible implementation delivery mechanisms or approaches, including the following;
    - Managing contractor model;
    - Traditional commercial construction contractor model, utilising paid available local community labour;
    - Central material supply using local contractors to construct;
    - Community Based Contracting (CBC) model with procured technical support from an engineer or foreman;
    - Hybrid models, including combinations of the above;
- Provide management of the procurement, technical, financial, time and quality assurance aspects of the approved annual classroom construction, rehabilitation and maintenance program;
- Train and mentor MOE National and Provincial staff in the monitoring of construction, rehabilitation and maintenance activities, for the various delivery models.

**Outputs**

- Timely, effective implementation of the access component of VESP.

**Reporting**

- Report to MoE Director General.
- Frequent contact with MoE Directors, Managing Contractor, Development Partners, MoE Facilities Unit Staff (National and Provincial); MoE Procurement and Asset Management Staff; MoE Budget and Planning Staff; Construction Contractors; Consulting Engineers and Architects; Village School Committees
- Occasional contact with MFEM, PMO and other development partners.

**Post-specific Competencies**

- Higher degree in Engineering, Architecture or Project Management;
- At least 10 years' experience, including experience in in-country, with demonstrated career progression, in the management of infrastructure projects and staff, including technical staff, in a development context;
- Strong technical skills related to construction and relevant experience on a range of delivery models, in project planning, budgeting, procurement, contract administration and management, construction quality assurance, including associated computer software, of infrastructure projects;
- Experience with the design and implementation of field surveys related to the preparation of asset inventories and condition reports. Experience with the development of asset management and maintenance plans, policies and guidelines and the implementation of maintenance activities;

- In-depth understanding and at least 5 years' experience with Community Based Construction models related to school construction;
- Understanding of education and development issues (desirable).

## ADVISORY POOL (indicative only)

### Early Numeracy and Literacy Specialist

**Short-term** (1 year over first 3 years of program with possible extension)

**ARF Classification:** C3

**Objectives:** To oversee the implementation of the numeracy and literacy curriculum including training of teachers

**Responsibilities:**

- Advise the CDU on implementation of the communication and mathematics curriculum for Years 1 – 3
- Work with the Multilingual Education specialist to develop / procure literacy materials especially in the change over from vernacular to official languages
- Provide technical advice on the content of training modules in support of literacy
- Design a training course to ensure all teachers and Zone curriculum advisors are trained in the use of the vernacular to support reading and writing
- Oversee the production of training modules for teachers in using the vernacular to support learning
- Assist the Curriculum Development Unit with the selection of materials for literacy and numeracy including kits for teachers
- Assist with the monitoring and evaluation of the implementation of literacy and numeracy in the field

**Outputs**

- Training modules in the teaching of numeracy and literacy;
- Training carried out for all primary 1 – 3 teachers, school principals;
- Literacy and numeracy packs delivered to schools and teachers and school principals trained in their use.

**Reporting**

- Report Director Education Services;
- Frequent contact with MoE Directors (especially Director of the Curriculum Development Unit), Development Partners, Managing Contractor and Senior Education Specialist;
- Occasional contact with MFEM, PMO and other development partners.

**Post-specific Competencies**

- Higher degree in education or a related field;
- Previous experience of working in complex multilingual education settings;

- Specialist expertise in approaches to teaching literacy and numeracy through mother tongue;
- Experience of materials development;
- High level training skills;
- Understanding of inclusive education issues.

## Mother tongue based multilingual education specialist

**Short term -Time**

**ARF Classification:** C3

**Objective:** To oversee the implementation of the vernacular policy in schools in Vanuatu for Primary 1 - 3 leading to effective and efficient use of local languages in schools to support learning

**Responsibilities**

- Advise the CDU on implementation of vernaculars in the early years;
- Advise the ECE unit on maximising use of vernaculars at pre-school level;
- Advise the Ministry on transition from vernacular to official languages particularly in relation to reading and writing (French and English);
- Design a training course to ensure all teachers, and Zone curriculum advisors are trained in the use of the vernacular to support reading and writing;
- Oversee the production of training modules for teachers in using the vernacular to support learning;
- Assist the CDU with selection of materials to support the use of the vernacular to support reading and writing;
- Assist with the monitoring and evaluation of the implementation of Government policy on use of the vernacular

**Outputs**

- Training modules in using the vernacular to support learning;
- Training carried out for all primary 1 – 3 teachers, school principals.

**Reporting**

- Report to MoE Director General.
- Frequent contact with MoE Directors, Development Partners, Managing Contractor and Senior Education Specialist.
- Occasional contact with MFEM, PMO and other development partners.

**Post-specific Competencies**

- Higher degree in Education or a related field;
- Previous experience of working in complex multilingual education settings;
- Specialist expertise in approaches to teaching literacy and numeracy through mother tongue;
- Experience of materials development;
- High level training skills;
- Understanding of inclusive education issues.

# Annex 10: Risk Matrix

***The timing of the risks is ongoing throughout the Program from 2013-2017, unless otherwise indicated.***

**LEGEND:** **L = Likelihood:** A Almost certain; B Likely; C Possible; D Unlikely; E Very Unlikely

**C = Consequences:** 1 Insignificant; 2 Minor 3 Moderate 4 Major 5 Severe

**R = Resulting Level of Risk assessed on the basis of the above:** L Low, M Medium H High

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| External (Economic)<br>The global financial context worsens significantly, resulting in Development Partners and Government of Vanuatu being unable to meet their commitments to the education sector in Vanuatu | Would negatively impact educational outcomes for Vanuatu's children | D | 5 | L | Ensure continued commitment of Development Partners and Government of Vanuatu to education in Vanuatu as a priority sector for support | DP Development Partners and Government of Vanuatu |
| Political<br>National elections could delay the start of the Program or change the political commitment to educational funding | Without continued ownership and buy-in by GoV, educational outcomes will not improve | C | 3 | M | Seek early commitment from an incoming GoV that the general directions outlined in the VERM remain unchanged<br>Make minor adjustments to the design, if necessary<br>Provide Development Partner bridging funding through early 2013 if any delay in contractual negotiation | Development Partners and Government of Vanuatu, MoE (*timing – late 2012 through early 2013) |
| Natural disasters<br>Tsunami, Earthquake, Cyclone, climate change impacts | Loss of life & livelihoods, injuries, damage/isolation of schools, teachers, pupils<br>Education delivery is disrupted | B | 5 | VH | Put in place disaster management plans<br>Carry out emergency schooling plans | Development Partners and Government of Vanuatu |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| Security<br>Civil Unrest | Disruption to school routines and attendance<br><br>Security and possible child safety issues | D | 4 | M | Put in place security management plans | Development Partners and Government of Vanuatu, Program Secretariat |
| Internal/education sector<br>MoE does not have ownership/leadership of the Program | Program will not be sustainable<br><br>MoE will not provide necessary resources, time and effort | C | 5 | H | Continue commitment to the Program being on policy, on plan, on budget (in kind) by Development Partners<br><br>Support MoE Director General in role as Chair of VERM<br><br>Engage MFEM and PMO in monitoring outcomes<br><br>Embed delivery of outcomes into MoE M&E systems<br><br>Engage TA (selected jointly by MoE and Development Partner representatives) who clearly understands and delivers on mentoring/capacity development role<br><br>Ensure regular dialogue between TA or implementing partners and their MoE counterparts<br>Engage an Independent Educational Specialist; plus establish an available pool of education sector advisers to oversight coordination of key implementation strategies | MoE, MFEM, PMO, Development Partners, Program Secretariat, TA |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| Development Partners<br>Poor Development Partner coordination of support or inappropriate support | Development Partner investments will not be fully effective | C | 3 | H | Revitalise/update the Joint Planning Agreement and Grant Funding Arrangements in line with the new Program<br><br>Provide secretariat support to MoE Director General and Directors to ensure VERM SC meetings are focused<br><br>Robust ToR for all support, then selected jointly by MoE and DPs<br><br>Engage a Senior Educational Specialist; plus establish an available pool of education sector advisers to oversight coordination of key implementation strategies | MoE, Development Partners, MFEM, PMO, Program Secretariat, TA |
| **Implementation Strategy 1: Train and support teachers to implement the new curriculum** | | | | | | |
| Teachers unwilling to undergo in-service training or change behaviour | Teachers do not improve teaching skills<br><br>Children's literacy and numeracy does not improve | C | 3 | H | ISU and VITE to raise awareness amongst students and teachers of the importance of training and ongoing professional development<br><br>Implement mixed delivery modes of teacher training and use of teacher support groups for greater flexibility<br><br>Provide School Principals pedagogical leadership training<br><br>Ensure ZCAs are fully resourced to support teachers in the classroom<br><br>Make communities and School Committees aware of the need to ensure teachers ongoing | VITE, ISU, MoE, ZCAs, school principals, teachers, School Committees, IP (community engagement), DPs |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | professional development | |
| ISU not resourced with sufficient trainers and assistance to deliver teachers' support | Teachers remain inadequately supported and unable to deliver the new curriculum | C | 3 | H | Provide support and technical assistance to ISU<br><br>Support VITE to implement restructuring ISU as a Department of VITE | VITE, ISU, MoE, Development Partners, Program Secretariat, TA |
| VITE not willing to adapt teaching and in-service approaches | Teachers not provided necessary skills to deliver a quality education | C | 3 | H | Support VITE to revitalise training efforts | VITE, ISU, TA, MoE, Development Partners |
| ZCAs not supported to carry out their role | Teachers are not given follow-up practical classroom support to deliver numeracy and literacy education | C | 3 | H | ZCAs to be trained, mentored and fully resourced (including travel allowances)<br><br>Innovative use of ZCA support implemented (eg mobile phone regular follow up) | VITE, MoE, Development Partners, PEO, TA |
| Use of the vernacular becomes divisive in communities or proves difficult to implement | Community unrest<br><br>Many children remain unable to read and count | C | 3 | H | Socialise with communities the benefits of using vernacular in the early years (eg through PEO, ZCAs, Radio Vanuatu, VSA and Churches Partnership)<br><br>Encourage political socialisation for use of vernacular (in line with language GoV policy)<br><br>Publish and share results of Early Grade Reading and Mathematics Assessments with communities<br><br>Approach through pedagogy rather | Politicians, Development Partners, civil society programs, PEO, ZCA, VITE, TSC, TA |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | than linguistics<br><br>Use local teacher aides/helpers (funded through school grants) to work with teachers<br><br>Encourage Teachers Service Commission placement of teachers in their home-towns where they know the vernacular | |
| **Implementation strategy 2: Strengthen early childhood care and education delivery** | | | | | | |
| Parents do not see the value of ECCE or there are other barriers to access | Children do not benefit from ECCE, further disadvantaging their future education | C | 3 | H | Raise community and political awareness of importance of ECCE (similar to use of vernacular)<br><br>Implement strategies identified under the barriers to access study | Politicians, MoE, Development Partners, civil society programs, IP (ECCE), TA |
| Once trained, ECCE teachers expect higher salaries | Parents are unable to afford ECCE fees | C | 3 | H | Provide opportunities for talented teachers professional development as compensation for low salary | VITE, USP |
| **Implementation Strategy 3: Engage the community through school based management** | | | | | | |
| Implementing Partners not available or unable to get buy-in at local level with School Committees or communities | Families and communities do not take an active interest in children's education | D | 3 | H | Seek tender applications from a wide variety of third party providers (eg International NGO, private sector)<br><br>Ensure a rigorous selection process of Implementing Partner with a proven track record of community engagement in similar situations<br><br>Employ a strengths-based approach to developing community engagement strategies<br><br>Use provincial Implementing Partner | Procurement Manager, MoE, Development Partners, Implementing Partner (community engagement) |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | staff (particularly women) to work with communities | |
| DPs civil society programs unwilling to work with Implementing Partner on education sector | Community engagement is not fully effective<br><br>Possible competing messages from Development Partners, civil society programs and Implementing Partner on education sector | D | 3 | M | Review of Development Partners civil society programs and links to education sector<br><br>Coordinate and harmonise Development Partners' civil society programs and Implementing Partner community engagement approaches | Development Partners, Implementing Partner (community engagement), Development Partners civil society programs |
| Incentives program is difficult to administer and monitor | Communities and schools do not benefit from incentives<br><br>Women remain under-represented on School Committees<br><br>Potential misuse of funds | C | 3 | H | Write clear guidelines for the incentives program<br><br>Communicate the approach with School Committees, communities and schools<br><br>Support School Committees to apply for the incentives program<br><br>Monitor, report and spot audit use of incentives (also engage MFEM in the process) | Implementing Partner (community engagement), School Committees, communities, schools, MoE, MFEM, Development Partners |
| **Implementation Strategy 4: Provide locally relevant and efficient delivery of school facilities and equipment** | | | | | | |
| Poor engagement with communities | Lack of ownership | C | 3 | H | Build robust relationships with school communities in development of design<br><br>Ensure communities are aware of costs and timing of works (eg community notice boards)<br><br>Use of local labour and materials, where possible<br><br>Incorporate a secure, independent, | Construction manager, Implementing Partner (design and construction companies), MoE, Development Partners |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | community feedback mechanism for all program activities<br><br>Move to community-based construction over time | |
| School construction and maintenance of poor quality | Lack of value for money in DPs investments<br><br>Possible building safety concerns | C | 3 | H | Procure Implementing Partner (construction companies) with a record of quality construction<br><br>Design to at least to local building standards<br><br>Construction to be closely supervised and monitored by both MoE staff and the community<br><br>Implementation of assets management plan | Procurement Manager, Construction manager, Implementing Partners (design and construction companies), MoE, PEO, schools, School Committees |
| **Implementation Strategy 5: Develop capacity within Ministry of Education to deliver an effective, well-managed and de-concentrated education system in Vanuatu** | | | | | | |
| MoE staff not committed to organisational change, including Teachers' Service Commission | Major impact on the effective roll out of the program | C | 4 | H | Support MoE Director General's leadership role<br><br>Provide Teachers Service Commission with adequate resources to carry out their mandate<br><br>Develop and implement an effective MoE human resource development plan<br><br>Seek PMO and MFEM buy-in to monitoring outcomes | MoE, TSC, Implementing Partner (management consultancy), TA, Secretariat Manager, Development Partners, MFEM, PMO |
| Program substitutes for the VERM rather than *supports* it | Other aspects of the Vanuatu education system do not receive adequate funding | C | 4 | H | Transparent reporting of MoE, Development Partner and other expenditure on education (through | MFEM, PMO, MoE, Development Partners Implementing Partner (community engagement) |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | MoE Annual Work Plan program)<br>Proportion of MoE budget allocated to non-salary expenditure does not decrease<br>Carry out and implement findings of Public Expenditure Review<br>Engage communities to demand quality education and influence policy makers | |
| MoE lack of skills/capacity of key personnel<br>Lack of key personnel in MoE posts | MoE unable to deliver on VERM | C | 4 | H | Review organisational needs and implement necessary changes<br>Provide opportunities for professional development and up-skilling | MoE, Implementing Partner (management consultancy), TA |
| Evidence of fraud in procurement processes | Waste of Development Partner tax payer funds<br>Negative publicity and damage to Development Partners' reputation | C | 4 | H | Slower transition to full of use partner systems (continued use of school grants 'on budget')<br>Annual assessment of possible earmarked budget support that could be provided<br>Budget in-kind support managed by a commercial contractor<br>Annual mandatory external audit of commercial contractor | Development Partners, MoE, MFEM, PMO, Secretariat Manager |
| School Based Management not implemented and monitored | School grants are not used to improve educational quality<br>School grants are misappropriated at the school level | C | 4 | H | School based management training implemented progressively across the provinces with a focus on financial training and pedagogical leadership<br>Implement transparent local level reporting on use of grants | MoE, TA, Development Partners, MoE audit, School Committees, Implementing Partner (community engagement) |

| Major Risk | Potential Impact | Assessment | | | Risk Minimisation | Responsible |
|---|---|---|---|---|---|---|
| | | L | C | R | | |
| | | | | | Independently review effectiveness and use of school grants (2012)<br>Continue with an annual rolling schedule (100-110 schools) of MoE internal audits of school grants; and where necessary implement actions and penalties | |
| Unwillingness of MoE to focus on results | Improvement of educational results are not realized<br><br>DPs funds are used ineffectively | C | 4 | H | Participatory approach to revision of M&E<br>Establish M&E base lines to measure results<br>Develop and implement a 5 year M&E capacity development plan for MoE staff<br>Support provided to VEMIS Unit along with M&E strategic advice<br>Results to be reported to VERM Steering Committee<br>Publish national educational results at the village level (eg through Radio, Churches Partnership, notice boards)<br>Support MoE through regional Development Partner initiatives on EMIS<br>Encourage use of the knowledge-to-policy cycle for decision making | MoE, MFEM, PMO, Development Partners Secretariat Manager, TA, Implementing Partner (community engagement), Development Partners' civil society programs, Development Partners' regional initiatives on EMIS |