



Government of Vanuatu

Vanuatu Education Road Map

Feuille De Route De L'Education De Vanuatu



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Foreword

Education in Vanuatu is unique. We share a culture and a linguistic diversity that is found nowhere else in the world. We have our own distinctive identity from our place in these islands, and from our own Vanuatu-based languages and culture. We have the opportunity to draw on all our languages, such as French, English, bislama and many Vanuatu languages, in educating our children.

We in Vanuatu are committed to providing opportunities for all our young people to gain access to a good quality education. This *Vanuatu Education Road Map* has been designed to support the Government's policy of removing barriers, particularly financial barriers, to access to education. The Government's policy is to provide a fee-free education. The additional funding provided through school grants for all Year 1-6 students in primary schools is intended to reduce or eliminate the financial burden placed on parents by school fees. Our approach will ensure that Vanuatu is able to work towards achieving by 2015 the second Millennium Development Goal: universal primary education.

The *Vanuatu Education Road Map* is an important step on the way to a quality education for everyone in this country. The plan will support the Vanuatu education system through a focus on three key strategic goals: improved access, better quality and strengthened management. The plan focuses on basic education, so that a good foundation for later learning is laid in the initial primary school years. The Road Map, however, includes all sectors of education.

I want to express my thanks to all our Development Partners who have cooperated in supporting this *Vanuatu Education Road Map*. It is the first time in the history of the education sector in Vanuatu that all education partners have come together in this way. The Government of Vanuatu appreciates the support of Australia and New Zealand for their ongoing financial contributions through our Government's systems, without which the implementation of this plan would not be possible. We are glad to have them continue their assistance as "Pool Partners" in a new *Joint Partnership Arrangement* to support this Road Map. We are also appreciative of the support provided by the "Non-Pool" donors: the European Union, the Government of France, the Government of Japan, UNESCO and UNICEF, the World Bank, the Peace Corps and the Secretariat of the Pacific Community. We are glad these donors have also agreed to join us as "Non Pool Partners" in the *Joint Partnership Arrangement* to support our Road Map. May I also express my personal thanks to the officers in the Ministry of Education who have worked so hard to bring this plan to fruition.

We look forward to our journey together, with the *Vanuatu Education Road Map* as our guide. May I commend it to you.

Charlot Salwai Tabimasmās

Minister of Education
December, 2009

1. Aim

- 1.1 The aim of this *Vanuatu Education Road Map (VERM)* is to set out the agenda of the Government of Vanuatu for the development of its education sector over the medium term. The document has been developed in response to the Government of Vanuatu's policy documents. These policy documents include written policy statements from the Ministry of Education and other wider Government of Vanuatu strategic policy statements.

Background

- 1.2 *VERM* reflects international agreements. It is based on the Millennium Development Goals adopted by the United Nations at the turn of the twenty-first century, particularly the second Millennium Development Goal which aims to achieve universal primary education. It reflects the principles outlined in the *Paris Declaration on Aid Effectiveness*, endorsed on 2 March 2005, and the 2008 *Accra Agenda for Action*.
- 1.3 Vanuatu, as a developing country, recognises that it is at risk of not achieving the Millennium Development Goal of universal primary education by the target date, 2015. While Vanuatu is committed to taking control of its own future, it seeks Development Partner support to co-ordinate and support the strategic direction of its education system, in the light of the principles outlined in the international agreements that have been developed over the last decade

Vanuatu Education Sector Strategy 2007-2016

- 1.4 *VERM* incorporates the strategic vision for education in Vanuatu set out in the *Vanuatu Education Sector Strategy 2007-2016* (VESS). This plan remains the guiding document for the development of the Vanuatu education system over the period 2007-2016, and is the umbrella document that sets the policy framework for the Vanuatu education sector.
- 1.5 Vanuatu's education indicators show some worrying trends. The net enrolment rates in education (that record progress towards achievement of the second Millennium Development Goal) show a worrying downward trend, instead of an increase¹. This trend suggests that Vanuatu is at risk of not achieving the Millennium Development Goal 2 target. Substantial strengthening of the Ministry of Education capacity in policy, planning, research, implementation, auditing and financial management is anticipated, but human resource capacity gaps remain.

Government of Vanuatu Strategic Directions

- 1.6 The Government of Vanuatu's strategic directions for the country are published in *Priorities & Action Agenda: 2005-2015*. The goal of this policy document is "An Educated, Healthy and Wealthy Nation". A major section of this document sets out the Government's strategic directions for education and human resource development. Four policy objectives are adopted:
- To improve access to education and ensure gender and rural/urban balance
 - To raise the quality and relevance of education
 - To improve planning, fiscal and financial management in the sector

¹ NER Years 1-6: 95.1 (2005); 90.6 (2006); 85.4 (2007); 82 (2008).

- To develop a distinctively Vanuatu education system
- 1.7 In June 2009 the Government published *Planning Long, Acting Short: Action Agenda for 2009-2012*. This document endorsed a policy priority for education of ensuring quality of education for all. Three main strategies were proposed for education. These focused on:
- Improving the quality of education
 - Phasing out compulsory primary school contributions and replacing them with increased grants direct to schools
 - Increasing human resource capacity in critical areas for Vanuatu’s development

Government’s Policy on Education

- 1.8 In mid 2009, the Government issued a draft policy statement on education. Its intention is to approve an official policy statement on education before the end of 2009. The Government’s policy statement will give policy direction to the education sector and will guide the activities of the *Vanuatu Education Road Map*.

Vanuatu Education Road Map

- 1.9 As a result of the developments outlined above, later in 2009, the Government of Vanuatu decided to develop a more focused plan that that would provide a comprehensive strategic direction for the whole of the education sector, and that would specifically support its progress towards the 2015 goal of universal primary education. As a result, this *Vanuatu Education Road Map (VERM)* has been developed.
- 1.10 Key targets to be achieved through the *VERM* include:
- Increase the net primary enrolment rate to 100 per cent by 2015, and reach 85 per cent by 2011
 - Improve literacy and numeracy skills of school age children, tracked through national assessments
 - Strengthen financial management and accountability
 - Increase the proportion of certified primary school teachers
 - Enrol higher numbers of technical and vocational trainees in order to promote effective skill development.

Joint Partnership Arrangement and Tripartite Grant Funding Arrangement

- 1.11 To implement this *Vanuatu Education Road Map*, Vanuatu is seeking Development Partners to enter a Joint Partnership Arrangement. The signatories to this Joint Partnership Arrangement will be categorised in two groups: “Pool Partners”, who will make a financial contribution (initially the Government of Vanuatu, Australia (AusAID) and New Zealand (NZAID); and “Non-Pool Partners” who will contribute through separate mechanisms (including the use of General Budget Support).
- 1.12 The “Pool Partners” who agree to pool funds (the Government of Vanuatu, Australia and New Zealand) are also expected to sign a separate tripartite Grant Financing Arrangement.

2. Goals, Strategies, Outcomes, Objectives and Outputs

Strategic Goals

2.1 The three key strategic goals of the *Vanuatu Education Road Map* are the following:

- **Strategic Goal 1 (Access):** To increase equitable access to education for all people at all levels of education in Vanuatu.
- **Strategic Goal 2 (Quality):** To improve the quality of education in Vanuatu
- **Strategic Goal 3 (Management):** To improve and strengthen the management of the education system in Vanuatu

Strategies

2.2 The Ministry of Education has developed eight central strategies that will be the prime focus of its work over the three-year period of the *Vanuatu Education Road Map*. These strategies are derived from the VESS and the VESAP, and represent the priorities that will receive greatest attention during the implementation of the *VERM*

2.3 The eight central strategies, which are the priorities for the *VERM*, have been developed from the existing education strategy (VESS), from the emphasis that emerged in implementation of VESAP, and from the broader Government of Vanuatu strategic directions. The first two priorities (School Grants and Facilities Development) relate to the first strategic goal about improving access. The next three priorities (Basic Education, Curriculum Development and Teacher Education) relate to the second strategic goal to improve quality. The final three priorities (Human Resource Development, Policy Development, and Planning, Management and Coordination) relate to the third strategic goal to improve the management of the Vanuatu education system.

2.4 The eight priorities are :

- **School Grants.** Grants to primary schools (Years 1 to 6) will be provided to implement the Government's policy to reduce or eliminate school fees (that is, parental contributions) and to minimise direct financial barriers to children's enrolment in primary education. The cost of contributions levied on parents by primary schools to meet basic operational costs is one of the key reasons some children miss out on basic education. Vanuatu will introduce a Universal Primary Education policy through its 2010 Budget process to phase out parental contributions by increasing Government grants to schools. The school grants will be introduced in Years 1 to 6 of primary schooling in the first phase of VERM. Once the approach demonstrates success, later years of schooling may be added in future phases of VERM.
- **Facilities Development.** Funding will be provided to assist in improving sub-standard school facilities either through construction of new permanent classrooms and provision of other facilities and equipment, or through renovation and upgrading existing buildings and infrastructure.. Almost half of all primary school classrooms are currently reported as constructed of 'temporary' or 'traditional' materials. Only 37 per cent are rated in 'good' condition. To meet the Universal Primary Education goal by 2015, Vanuatu will need to maintain its school buildings and infrastructure better, and upgrade its school facilities more rapidly. Australian and New Zealand support for facilities development will initially focus on primary schooling in the first phase of

VERM, consistent with the needs of the Universal Primary Education policy and the School Grants and Fee Relief component.

- **Basic Education.** The Government will implement its universal primary education policy, so that there is improved access to basic education and improved quality of education. Basic education is taken to include early childhood education and Years 1 to 8. The Government of Vanuatu also sees provision of education to students in Years 9 and 10 as “basic education”. The intention is to ensure that more children enrol in primary school, and that young people stay in school and receive a good education. While other sectors of education are important, improving basic education will receive top priority and the major share of resources.
- **Curriculum Development.** The standard of education needs to be improved to ensure that children stay in school and receive an education that enables them to contribute to the economy and to their community, and to have the opportunity to progress to further education. The development of strategies to improve literacy and numeracy are central. Reforms are needed in curriculum, in access to learning materials, in assessment, and in teacher professional development. These reforms are intended to immediately benefit all levels of schooling from early childhood to senior secondary. A national curriculum statement will be approved and introduced, followed by a progressive review of all subjects at all levels in primary and secondary education, and the development of curriculum standards frameworks from Class 1 to Year 13. The curriculum reforms will be supported by a program of in-service teacher education, and the production and dissemination of learning materials and teacher guides to support the curriculum. These reforms will be accompanied by changes to the assessment system at Years 8, 10, 12 and 13.
- **Teacher Education.** The quality of teachers will be improved by introducing a new program of teacher pre-service education, by developing strategies to improve the quality of the existing teaching work force through in-service and field-based training, and by raising the standards of entry to the teaching profession.
- **Human Resource Development.** Human resources development is a critically important issue for the Ministry of Education. A program of investing in capacity development of teachers and improving the skills and capability of the people who work in the central and provincial sections of the Ministry of Education, and related education agencies and institutions, will be implemented. The main purpose of this program will be to develop and strengthen the management of the education sector.
- **Policy Development.** The Ministry of Education will develop appropriate written policy statements on major education issues identified as priorities for the education sector. Technical Working Groups to develop Ministry policy statements will be established. Policies will be developed on early childhood education; special and inclusive education; basic education; secondary education; the procurement, warehousing and distribution of curriculum materials; teacher education; assessment, evaluation and reporting; education language policy and bilingual schooling; education in emergencies; and technical and vocational education. Additional Technical Working Groups on policies will be established as required.
- **Planning, Management and Coordination.** Improvements are needed in the management and efficiency of the education system. Vanuatu needs to find significant savings in the education budget to finance increased school grants over the long-term. Stronger public administration and public financial management are needed for successful reform implementation. These reforms are intended to immediately benefit all levels of schooling, and will be informed by an analysis of sector financing, beginning with a study of the costs, effectiveness and distribution of teachers. The planning, management, coordination and monitoring of the performance of the education sector will be strengthened. An emphasis will be placed on improving financial management performance, budgeting, and monitoring and reporting on financial performance across all parts of the education sector.

- 2.5 Annual Work Plans will be developed by the Ministry of Education for each of the years 2010, 2011 and 2012 in order to implement these strategies and support the VERM.

Outcomes

- 2.6 The outcomes of the Vanuatu education system are the anticipated results of delivery of sound education and training to the people of Vanuatu. Because of the changing focus on more specific and measurable action plans, the Vanuatu Ministry of Education has identified three key specific outcomes to which it expects the Vanuatu Education Road Map will make a contribution. These outcome statements are related specifically to each of the three strategic goals.
- 2.7 **Outcome 1: Access.** Regardless of their gender, ethnicity, language, religion, location or disability, all children in Vanuatu have access to a good basic education from classes 1 to 8, younger children aged 3 to 5 have increasing access to early childhood education, and young people and adults beyond Class 8 have increasing opportunities to participate in secondary education, technical and vocational education and training, community and non-formal education, and tertiary education.
- 2.8 **Outcome 2: Quality.** The Vanuatu education system consistently delivers a quality education to all its citizens, through standards of excellence leading to a high quality of student learning at all levels, including well qualified and motivated teachers, a sound national curriculum with good supporting learning resources and assessment system, and well-designed and appropriate education facilities.
- 2.9 **Outcome 3: Management:** The management of the Vanuatu education system is effective and efficient, demonstrating sound development of education policy, effective planning and budgeting, good management of human and financial resources, well-performing staff in the education sector with appropriate skills and competencies, and effective monitoring and evaluation of progress.

Objectives

- 2.10 The Ministry of Education has developed the following specific objectives from the strategic goals and outcomes.

Access

- 2.11 **Objective 1.** To increase access to education through phasing out school fees by delivery of increased school grants to all primary schools (Years 1 to 6), and over time extending grants to Years 7 and 8.
- 2.12 **Objective 2.** To deliver a school infrastructure development programme that improves the stock of school facilities and equipment (classrooms, desks, dormitories, teacher housing, clean water, sanitation and other infrastructure such as electricity).
- 2.13 **Objective 3.** To ensure that the title of land on which schools are sited is secure for education purposes.
- 2.14 **Objective 4.** To improve equal access to all levels of education for people with special needs.
- 2.15 **Objective 5.** To ensure there is equal access to education by both boys and girls at all levels of education.
- 2.16 **Objective 6.** To develop early childhood education as an integral part of the Vanuatu education system.

- 2.17 **Objective 7.** To increase access to education by removing barriers that cause young people to drop out of all levels of the education system.
- 2.18 **Objective 8.** To expand secondary and technical vocational education and training to meet national and international standards.

Quality

- 2.19 **Objective 9.** To finalise and approve the national curriculum statement, and to develop, trial and implement a curriculum standards framework for K-13, including support materials.
- 2.20 **Objective 10.** To train teachers in the use of the new curriculum.
- 2.21 **Objective 11.** To provide appropriate assessment systems.
- 2.22 **Objective 12.** To provide qualified teachers for all schools.
- 2.23 **Objective 13.** To monitor and improve standards of literacy and numeracy and standards in other subjects.
- 2.24 **Objective 14.** To promote bilingualism in the Vanuatu education system, consistent with the Vanuatu Constitutional requirement that the principal languages of education are English and French.

Management

- 2.25 **Objective 15.** To strengthen planning, budgeting and coordination by implementing effectively the Joint Partnership Arrangement, with the aim of improving service delivery, harmonising support, and actively involving an increased number of stakeholders (including Development Partners, the provinces, other Education Authorities, and NGO's).
- 2.26 **Objective 16.** To develop and implement a programme of human resource development and capacity building for staff in the Ministry of Education.
- 2.27 **Objective 17.** To ensure that the Ministry of Education takes a leading role in developing a human resource development strategy for all sectors of the economy in Vanuatu.
- 2.28 **Objective 18.** To strengthen the professional competence and monitoring of teachers to ensure productivity.
- 2.29 **Objective 19.** To develop an improved teacher management system and more efficient teacher management processes
- 2.30 **Objective 20.** To develop a monitoring and evaluation framework that includes strengthened use of the Vanuatu Education Management Information System and a performance assessment framework.
- 2.31 **Objective 21.** To establish technical working groups to develop appropriate education policies for the Ministry of Education.

Outputs

- 2.32 An output is a product or a service that can be delivered. The agreed outputs are derived from the objectives in the VERM and provide a basis for costing the action plan.
- 2.33 The outputs proposed in this section will be the focus of the MOE's work programme over the next three years. They are directly aligned with the MOE Annual Work Plan, as a way of ensuring that all the existing "regular business" of the MOE is covered. These output statements have been designed as a way of assisting MOE to make the transition from an input-based approach to constructing the budget, to a more performance-based approach to designing it. Each output has also been designed to link to the main programs and activities in the Government of Vanuatu education budget. Each output will be linked to specific performance indicators, specified according to measures of quantity, quality, and timeliness. These performance indicators will be used to monitor the implementation of the MOE work plans. Data to undertake the monitoring of performance will be sourced from Vanuatu Education Management Information System (VEMIS), which will be used as a tool to monitor the outputs and develop sound policies. Over time these outputs will be refined and streamlined as circumstances change and as efficiency gains are made.
- 2.34 **Continuity Outputs:** The first priority is to ensure continuity of existing programs and services, with no compromise in quality or standards. Existing programs will have first call on funds available from GoV sources. These outputs have traditionally been funded from the Recurrent Budget.
- 2.35 **Development Outputs:** The MOE wishes to implement an ambitious development program to improve the range, quality, and efficiency of educational services, and to aim at achieving the Millennium Development Goals (MDG) and the Education for All (EFA) Goals by 2015. The proposed "Development Outputs" are designed to improve existing education services, and have both qualitative and quantitative dimensions. Without support from Development Partners, the Government of Vanuatu is at risk of not achieving the EFA goals and the MDGs. Development Partners are therefore considering the provision of support for strategic education goals in the Vanuatu Education Road Map as part of an education sector-wide approach (SWAp).
- 2.36 **Transformation Outputs:** In order to be fully responsive to the strategic goals developed in this Vanuatu Education Road Map, to make a transition to outcome oriented budgeting, and to attain long-term financial sustainability through efficiency gains, a program of transformation will be required. The proposed Transformation Outputs are designed to assist in this process, They depend on provision of financial support from external sources in order to achieve them. In a climate of fiscal restraint, these are the outputs that may not be able to be funded.
- 2.37 The following are the proposed outputs for the MOE:

Continuity Outputs

- **Output 1.** Provision of Ministerial Services
- **Output 2.** Policy Advice and Policy Development
- **Output 3.** Internal Audit
- **Output 4.** Human Resource Development.
- **Output 5.** Provision of Training and Scholarships.
- **Output 6.** Management of Teachers.
- **Output 7.** Provision of Corporate and Administrative Services

- **Output 8.** Provision of Financial Management Services
- **Output 9.** Provision of Planning and Evaluation Services
- **Output 10.** Management of School Facilities
- **Output 11.** Provision of Information Technology Services.
- **Output 12.** Curriculum Development.
- **Output 13.** Delivery of Basic Education.
- **Output 14.** Delivery of Secondary Schooling.
- **Output 15.** Provision of Provincial and School Support
- **Output 16.** Evaluation of School and Teacher Performance (Inspectorate)
- **Output 17.** Evaluation and Assessment.
- **Output 18.** Technical and Vocational Education and Training
- **Output 19.** Teacher Education

Development Outputs

- **Output 20.** School Grants
- **Output 21.** Support for School Grants
- **Output 22.** Primary School Classrooms and Facilities
- **Output 23.** Quality Improvements
- **Output 24.** Improvements to Management

Transformational Outputs

- **Output 25.** Secondary School Classrooms and Facilities
- **Output 26.** Development of Tertiary Education Facilities

3 Vanuatu Education Road Map Priorities

- 3.1 The *Vanuatu Education Road Map* has been conceived by the Government of Vanuatu as a comprehensive program of action to support the entire education sector. The Government recognises, however, that in order to make progress in the short to medium term, it will be necessary to target specific strategic priorities within the spectrum of all needs within the broad education sector. The eight strategies for the education sector (outlined earlier in this document) were therefore developed in order to assist with the allocation of scarce resources to target immediate needs. The program of action described below builds on the eight key strategies, and outlines the way forward for the education sector in the short to medium term.

School Grants and Fee Relief

- 3.2 Consistent with the second Millennium Development Goal, the immediate priority is to ensure that all children in Vanuatu are enrolled in primary school, and remain in school in order to improve their learning. The Government of Vanuatu's Universal Primary Education policy has been designed to achieve this objective by endeavouring to ensure that basic education in Vanuatu is free and available to all. A major barrier to enrolment of children in school has been identified as the financial barrier which parents face through payment of fees. Initially, the School Grants and Fee Relief program of action will target Years 1 to 6 in primary schools by providing school grants directly to school bank accounts. The purpose of the financial support is to reduce and eventually eliminate the financial contributions that parents are required to make to their children's education.
- 3.3 In Year One of the School Grants and Fee Relief Program, the Government of Vanuatu will provide 100 million vatu towards school grants. The Government will increase its contribution by 25% each year until it is contributing the full amount towards school grants. The Governments of Australia and New Zealand will each provide 100 million vatu in Year One of the program, making a total amount of 300 million vatu that will be paid directly to schools in 2010. Each school will initially receive 6,800 vatu for each child enrolled in Years 1 to 6 of a primary school. This increase is a substantial increase in the current amount provided by the Government (approximately 500 vatu per child), and has been designed to increase participation in primary school education significantly, and to reduce parental contributions to the cost of schooling.
- 3.4 There will be an increase in the Development Partner amount for the school grants program projected over the early years of the program until the Government of Vanuatu contribution gradually increases in order to reach a point where basic education in Years 1 to 6 is "fee free". As the Government of Vanuatu contribution increases, the contribution from Development Partners to direct school grants will be gradually phased out.
- 3.5 In addition to the direct contributions to school bank accounts, a program of support for school grants will be initiated through contributions from Development Partners. The program will include a review of the costs of the Government's Universal Primary Education policy. This investigation is expected to inform a new policy proposal for 2011. Future commitment from Development Partners will be dependent on the results of this analysis. As well, the research will investigate non-financial barriers that prevent children enrolling in or staying at school. These non-financial barriers include factors such as distance and location of schools, seasonal, climatic or cultural factors, parental attitudes to education, access to and views about school residential facilities, perceptions about the quality of

education or the performance of schools, views about school discipline and the degree to which schools are “child friendly”, and so on.

- 3.6 The support for school grants program will include a revision of the existing Government of Vanuatu’s existing Grant Code which determines what schools may spend their funds on, assistance with the design and implementation of the school grants scheme and an accompanying school financial management manual or manuals, a program to provide financial management training for all Head Teachers and Principals of schools, and the provision of funds to employ Finance Officers in each of Vanuatu’s six provinces.
- 3.7 The following reviews and studies will be undertaken to support VERM implementation:
 - 3.7.1 A detailed study led by the Government of Vanuatu in early 2010 of actual costs (public and private) of education service delivery and barriers to access;
 - 3.7.2 An independent review of fund flows, processes and procedures at all stages of the school grants, to be completed by mid-2010;
 - 3.7.3 A Government of Vanuatu monitoring report of the Universal Primary Education policy, by April 2010, in order to inform a revised new policy proposal for 2011;
 - 3.7.4 An independent assessment of the impact of the school grant program on access and the quality of schooling and on parental contributions in schools, in order to inform the parties on the impact of the school grant scheme, to be completed by mid-2012.

Quality Reforms

- 3.8 A program of reform to improve the quality of education in Vanuatu will be initiated. This program will have four main dimensions: teacher development; improvement of literacy and numeracy; curriculum development; assessment reform.
- 3.9 The teacher development program will focus on implementing and supporting the ongoing harmonisation program at the Vanuatu Institute of Teacher Education where the first year of a new three year diploma for teacher trainees is being introduced in 2010. The program will support the establishment of the In-Service Unit at VITE, which has been designed to assist with the provision of professional development for teachers. A major focus will be on developing a program to upskill the estimated 50% of teachers in Vanuatu who are currently untrained. It is anticipated that new policy proposals will be developed by the Government of Vanuatu for introduction in 2011 and beyond, in order to support improvements to the quality of teaching in Vanuatu.
- 3.10 A strategy to improve literacy and numeracy in Vanuatu will be developed. The initial work in 2010 will focus on the development of long-term strategy that will meet the unique needs of Vanuatu children for development in literacy (in French, in English, and in other languages such as Bislama, if appropriate) and in numeracy. This program will be coordinated with the concurrent development of the Vanuatu Education Language policy.
- 3.11 A focus on lifting student performance in literacy and numeracy will concentrate initially on teacher professional development in these areas, particularly in the early years of schooling (Years 1 to 4). An Early Grade Reading Assessment baseline study will be undertaken in 2010. A reading development program will be developed, to take advantage of the implementation of the book supply project in 2010.

- 3.12 The Vanuatu Ministry of Education will invite its Development Partners to discuss how they might contribute to a program to lift student performance and learning outcomes in both literacy and numeracy. Coordination of efforts to improve quality will be essential in developing support for the VERM.
- 3.13 A program of assessment reform will be initiated. The purpose of this program will be to develop a consistent approach to assessment of student performance, and to align the Vanuatu assessment system with its current curriculum developments. It is important that any national assessment system ensures that both Francophone and Anglophone students are given equal opportunity to achieve success, and to progress to further schooling or into further education and training. A review of examinations at Years 8, 10, 12 and 13/14 will be undertaken. A Task Force will be established to develop a national policy on assessment. Any new policy proposals and financing required will be developed once the review of examinations has been completed and Ministry of Education decisions have been determined.
- 3.14 The national curriculum development program that has been initiated will be supported and extended. The objective is to reform the existing Vanuatu school curriculum and to deliver appropriate quality learning programmes to all Vanuatu students. The development of a new national curriculum statement will be completed in 2010, and work will begin on the phased development of curriculum standards and supporting teacher guidelines and student learning materials. During 2010 to 2012 the focus will be Years K to 3 (the early childhood curriculum), and then on Primary Years 4 to 6, and Primary Years 7 to 8. It is recognised that effective curriculum and teacher development is a long-term process that may extend over ten to twenty years. The development of the new secondary curriculum standards will occur in an orderly and planned way from 2013 on, in order to ensure that the Curriculum Development Unit of Ministry of Education develops the appropriate capacity, and that issues of sequencing and coordination are addressed effectively.

Improved Management

- 3.15 A core objective of the Ministry of Education is to improve its management of the education system. The major challenge for the Ministry is to develop the capacity to deliver on the ambitious goals and objectives set out in the education reform program embedded in the VERM. Managing the program of reform will involve some difficult trade-offs, so that those activities that are undertaken can be satisfactorily achieved. The Ministry of Education acknowledges that it may find it necessary to make difficult choices about what will not even be attempted, if it is to demonstrate good performance in those key priorities that it has decided to address.
- 3.16 A program of legislative and policy reform (including reform of the Teaching Service Commission) will be initiated to improve the management of the education system. The Education Act and related legislation (for example, the Teaching Services Act, and the associated Acts governing the Vanuatu Institute of Teacher Education and the Vanuatu Institute of Technology) will be reviewed. New policy development work on a range of policies across the sector will be undertaken through the establishment of appropriate task forces or technical working groups. The management reforms will include support for the current audit function, which will continue over the medium term. This audit function is particularly important while the school grants system is being implemented.
- 3.17 Analysis of sector financing will be initiated in a phased way through support for an initial study of the costs and distribution of teachers (a Teacher Costing Exercise) during 2010. A Public Expenditure Review of the education sector or an equivalent comprehensive analysis of the financing of education will be completed no later than the end of 2011. An emphasis will be placed on strengthening the

Vanuatu Education Management Information System (VEMIS) in order to ensure that policy development is informed by good information, and that the implementation of policies such as the school grants system is based on sound and accurate data. Improved budgeting and planning capacity will be addressed through appointment of appropriate staff and through use of short-term or medium-term technical assistance where necessary.

Primary School Facilities

- 3.18 Meeting the access and quality goals of the *VERM* requires substantial improvements to school infrastructure, to the stock of school buildings and to the general environment of schools. Improvement of primary school infrastructure will be addressed as a first priority. The Ministry of Education's aim is to improve primary schools infrastructure substantially, particularly primary school classrooms, and to ensure implementation targets are realistic.
- 3.19 The Ministry of Education will develop a demand-driven plan for the development of primary school classrooms, and for associated work to provide access to clean water and sanitation facilities in schools. The plan will be designed to meet and achieve realistic annual targets, and to demonstrate performance by exceeding those targets. The program proposed will include the construction of new permanent facilities where appropriate, or the upgrading of existing facilities that are sub-standard. The Ministry of Education recognises that this approach is contingent on an appropriate maintenance policy, on the budget to which it has access, and on its own ability to manage effectively the operations of the Facilities and Asset Unit. The MOE intends to revisit its policy dealing with maintenance of school buildings, where currently schools themselves have responsibility for maintenance, but need to fund this work from their own resources
- 3.20 The MOE has an aim of building or renovating 21 classrooms in each year of 2010 and 2011, and 20 classrooms in 2012. The MOE also recognises that progress towards achieving this aim is contingent on the development of a feasible implementation strategy. The strategy to be developed will consider options such as contracting out work where this is sensible and efficient, and will also be designed to strengthen the staffing of the Facilities and Asset Unit, particularly in the Provinces. The strategy will include a more effective and efficient analysis of needs in the primary schools sector, which will be assisted by the strengthening of provincial staffing. Location of facilities officers in the provinces will mean these officers are geographically closer to schools, and will be aware of the situation of those schools in their catchment areas, and will be better placed to respond to and communicate the schools' priority capital development needs.

Facilities Development in Secondary and Tertiary Education

- 3.21 Development of facilities in secondary and tertiary education remains an important priority for the education sector. Facilities in the secondary school sector generally need to be upgraded and modernised, and a more efficient approach to use of facilities in the tertiary education sector is required. The Government of Vanuatu has limited resources to allocate to capital development in these sectors, but recognises the need for priority to be accorded to areas such as the development of science facilities like laboratories in secondary schools, the need for upgrading computer facilities in schools to prepare students for the information age, and the need to ensure that sufficient places are available at the Vanuatu Institute of Teacher Education to prepare enough teachers to meet anticipated demand if schools' rolls increase dramatically as a result of the school grant program. There are also specific individual school or institution capital development and/or maintenance projects identified that will be the subject of negotiations with Development Partners.

Human Resource Development

- 3.22 Priorities for human resource development under *VERM* fall into two categories: first is the capacity development that is needed for the Ministry of Education personnel to be able to deliver results on the ambitious program of improvement and reform set out in this *VERM*. The second aspect is the wider issue of the Ministry of Education's responsibility to lead the development of a human resource development plan for the whole of Vanuatu.
- 3.23 The need for addressing improved capacity in the Ministry of Education is outlined in a later section of this document. Capacity development and efficiency on the part of the Ministry of Education are essential to implement the *Vanuatu Education Road Map*. The key action for the Ministry of Education will be the development of its own Human Resources Development Plan.
- 3.24 The action required to develop a human resources strategy for all sectors of the economy in Vanuatu will be addressed initially by undertaking a training needs analysis across the entire economy. This analysis will provide an information base upon which the proposed National Human Resources Development Strategy for Vanuatu can be developed. This work will be overseen by the Ministry of Education, working in conjunction with other key Government of Vanuatu Ministries, such as the Prime Minister's Office, the Ministry of Finance and Economic Development, and the Public Service Commission.

Cross-Cutting Areas

- 3.25 Important cross-cutting areas that need to be addressed include provision of fully inclusive education and monitoring of gender issues. The development of a policy on inclusive education is well under way. The next steps require formal approval of the Ministry of Education's draft policy, and a focus on its implementation, including the delivery of teacher training to support the policy. The policy statement, when formally adopted, would see the Government taking more responsibility for provision of appropriate support and assistance for children with disabilities (for example, children with physical disabilities such as impaired ability to walk, to see or to hear) and for children with other special needs such as intellectual disabilities. Ideally these children need to be included within the formal education system, but provision to address their special needs must be recognised. Developing and providing adequate resources for an appropriate policy on special and inclusive education for the Vanuatu education system is challenging, and will require financial support from Development Partners. Monitoring of the performance of the education sector to ensure that there is equal access to education by both boys and girls at all levels of education will also be required

Education Sector Priorities

Early Childhood Education

- 3.26 The key priorities for the Early Childhood Education (ECE) sector include the following:
- Developing and approving a policy statement on early childhood education which will recognise early childhood education as an integral part of the Vanuatu education system.
 - Establishing appropriate standards for ECE teachers, and seeking Government support for the payment of salaries of appropriately qualified and/or certified ECE teachers, as resources permit.
 - Improving the skills and qualifications of the untrained ECE teachers in the Vanuatu education system.

- Completing and gaining approval for a national early childhood education curriculum, and approval and implementation of a national kindergarten curriculum standards framework.
- Establishing an appropriate Government-approved system for formal registration and/or licensing of ECE Centres.
- Supporting the development of appropriate facilities for early childhood education, preferably attached to primary schools.

Primary Education

3.27 Key priorities for Primary Education in Vanuatu are:

- Increasing participation in primary schooling to meet the second Millennium Development Goal (universal primary education by 2015). This goal will be addressed by removing financial barriers through the implementation of the Government of Vanuatu's Universal Primary Education (fee-free education) policy, as described in the section dealing with school grants and fee relief.
- Increasing significantly access to and the quality of primary education, by increasing significantly the number of good quality permanent school classrooms in primary schools, as described in the section on primary school facilities.
- Increasing the skills and qualifications of the primary school teaching work force. An increase in quality, both in teacher competence and in the school environment, could be expected to reduce primary school drop-out rates.
- Making efficiencies in primary schooling, and reinvesting in improving quality.
- Reform of the current primary school curriculum
- Implementation of a financial management training program for Head Teachers.

Secondary Education

3.28 Key priorities for Secondary Education in Vanuatu are the following:

- Increasing participation in secondary education, and lowering the drop-out rate.
- Determining Vanuatu education policy with respect to students in Years 7 & 8, and considering whether school grants might be extended to these years of basic education
- Upgrading facilities at secondary schools, including the provision of specialist facilities such as more science laboratories, so that students can be offered a broad quality curriculum and a choice of specialist subjects at higher levels.
- Reforming the secondary education curriculum, with a standardised curriculum for both Francophone and Anglophone streams.
- Reform of the assessment system for Anglophone and Francophone students, with standardised examinations (or appropriate assessment systems) developed and managed in Vanuatu.

Technical and Vocational Education and Training

3.29 The key technical and vocational education and training (TVET) priorities are the following:

- Participation in good quality technical and vocational education and training needs to be significantly increased.
- Research needs to be commissioned by the MOE in 2010 in relation to the development of technical colleges within the secondary school system, and this activity needs to inform the development of policy on technical and vocational education and training in the secondary school sector.

- Technical and vocational education and training needs to be driven by employer needs. A practical technical and vocational education and training policy needs to be developed, with strong links to work force needs, and clear articulation of governance structures and inter-relationships between key TVET sector stakeholders.
- The Vanuatu National Training Council Act needs to be reviewed as part of the general review of education legislation, in order to determine a clear policy framework for the TVET sector.
- The skills of those in the work force need to be upgraded through better access to technical and vocational education and training, and through support for effective on-job training.
- Data about participation in all post-school education and training (including technical and vocational education and training) should be collected centrally in the Vanuatu Education Management Information System, to provide an information base for policy development, and to enable monitoring of the performance of providers and the analysis of trends.

Teacher Education

3.30 Key priorities for Teacher Education are:

- Determination of policy on teacher education, including the setting of minimum standards of entry to the teaching profession, in order to raise the quality of teaching.
- Designing and delivery of a suitable program to upskill the untrained teachers in the teaching work force, with incentives to raise standards of teaching (either through field-based training, summer courses, or distance education).
- Initiation of a study of teacher supply and demand in Vanuatu, with a focus on the primary school teaching work force, in order to provide data on which policy for the future supply of teachers can be based.
- Planning immediately how to increase the intake of teacher trainees at VITE, in order to produce more teachers to meet the anticipated surge in enrolments resulting from the Government of Vanuatu's primary school grant and fee-free education policy.
- Development of a capital development plan (additional classrooms, dormitories, a multi-purpose hall) for the Vanuatu Institute of Teacher Education in order to plan for an expanded teacher trainee intake and to upgrade outmoded facilities.
- Development of an early childhood teacher education program at VITE.
- Establishment of an in-service unit at VITE.

Tertiary Education

3.31 The following are the priorities for action for Tertiary Education in Vanuatu:

- Facilitation of access to university for Francophone students on the same basis as Anglophone students, and removal of unnecessary barriers that make it more difficult for Francophone students to gain entry to a university.
- Rationalisation of the use of existing tertiary education resources in Port Vila, so that there is efficient use of plant and buildings, and equal access to higher education by Francophone and Anglophone students.
- Improvement of the quality of tertiary education at local tertiary institutions by establishing separate Memoranda of Agreement between the University of the South Pacific and the Vanuatu Institute of Teachers' Education, and the University of the South Pacific and the Vanuatu Institute of Technology.
- Development of policy on tertiary education in Vanuatu, including consideration of ways to increase access. Consideration may need to be given to mechanisms such as cost sharing or the introduction of a student loan scheme in order to reduce the cost to Government of funding tertiary education, and to direct scarce resources towards basic education.

4 Financing

Background

- 4.1 The Vanuatu Education Road Map has been designed to advance the process of education policy development and planning, and to provide a basis for costing the proposed strategies and priorities set out in the plan.
- 4.2 The MOE plans to link its Annual Budget submissions for 2010 and 2011 around the VERM and its associated strategies and proposed activities. The intention is that this process will reflect the education priorities of the Government of Vanuatu, and possible anticipated support. Costs associated with the Road Map will be based on the Government of Vanuatu internal budget processes and approach.

Approach to Financing Requirements

- 4.3 The total financing requirements of the first three years of the comprehensive VERM have not been fully quantified, since negotiations with all Development Partners have not yet been completed.
- 4.4 The Government of Vanuatu budget contribution to the education sector is anticipated to be in the order of 3.5 billion vatu each year (approximately 10.5 billion vatu for the period 2010-2012, dependant upon the appropriation for Vote: Education made each year by the Parliament of Vanuatu).
- 4.5 Negotiations with Australia and New Zealand have indicated that these two Governments together are willing to commit at least 2 billion vatu in total expenditure over the period 2010-2012 to support the VERM. This commitment is expressed in the trilateral Grant Financing Arrangement signed by the Government of Vanuatu, the Government of Australia, and the Government of New Zealand..
- 4.6 This commitment is conditional upon a number of principles. These principles include the following
 - Donor contributions will be based on performance by the Ministry of Education. The Ministry of Education has undertaken to demonstrate good performance in managing to deliver services to meet the VERM priorities and objectives identified and funded by Australia and New Zealand. “Good performance” includes a satisfactory Annual Review Report each year, a satisfactory production of results against the targets identified in the Performance Assessment Framework, and satisfactory progress in meeting expenditure targets.
 - Achievement of realistic targets set out in the Ministry of Education’s Annual Work Plans. If realistic targets are met, funding can increase. The inclusion of activities in the Annual Work Plan by the Ministry of Education will be calibrated against existing capacity.
 - A Rolling Budget for the forthcoming three-year period will be developed each year for the components of the VERM that Australia and New Zealand are funding. The current (2009) “Rolling Budget” for the period 2010 to 2012 has identified firm expenditure for 2010, and indicative expenditure for 2011 and 2012. In 2010, the “Rolling Budget” will identify firm expenditure for 2011, and indicative expenditure for 2012 and 2013. In 2011 the “Rolling Budget” will identify firm expenditure for 2012, and indicative expenditure for 2013 and 2014. This process will be repeated each year. The Ministry of Education will discuss the funding of new policy proposals with its Pool Partners at the mid-year Budget Review meeting (in 2010) or at the mid-year Annual Joint Review meeting (from 2011 on).

- Annual “Rolling Budgets” will be developed within the constraints of the total resource envelope available from all Development Partners over the identified three-year period. There will be flexibility within the three-year period to negotiate the timing and spread of expenditure.

4.7 Subject to meeting these conditions, Australia and New Zealand anticipate that their contribution to the *VERM* (2 billion vatu) could potentially increase by a factor of 15% in total over the three years 2010 to 2012, and potentially by up to 17% in total in the next three-year period (2013 to 2015). Any potential increase in the budget would be calibrated against the Ministry’s capacity as indicated by its annual performance in meeting or exceeding targets.

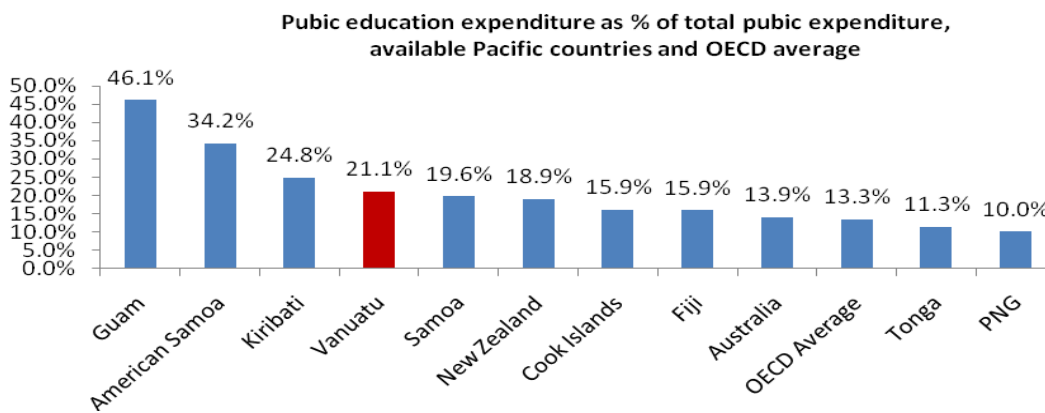
4.8 Pool Partners’ commitments have been estimated at 2 billion Vatu based on the expected contributions of the Australian and New Zealand governments. Donor contributions make up a minority share of the total funding requirements for the *Vanuatu Education Road Map*.

4.9 The *Vanuatu Education Road Map* will also accommodate additional investments from other donor partners. Additional donor funding may be able to be used to reduce the community funding of local schools within a quicker time-frame than is currently programmed. Alternatively, or in combination, additional donor funding may go towards expanding or speeding up other elements of the VERM such as the improvement of primary school facilities.

Government Commitment to Financing Education

4.10 The education share of total public expenditure by the Government of Vanuatu is very high when compared with other developing countries, with the OECD and even other Pacific nations. The Government of Vanuatu commits a very high share (21.1%) of its total national budget for education. Compared with other Pacific countries and the OECD average, Vanuatu is one of only three nations to be allocating more than 20% of its public funds towards the education sector. This existing high commitment supports the case for donors to extend additional support.

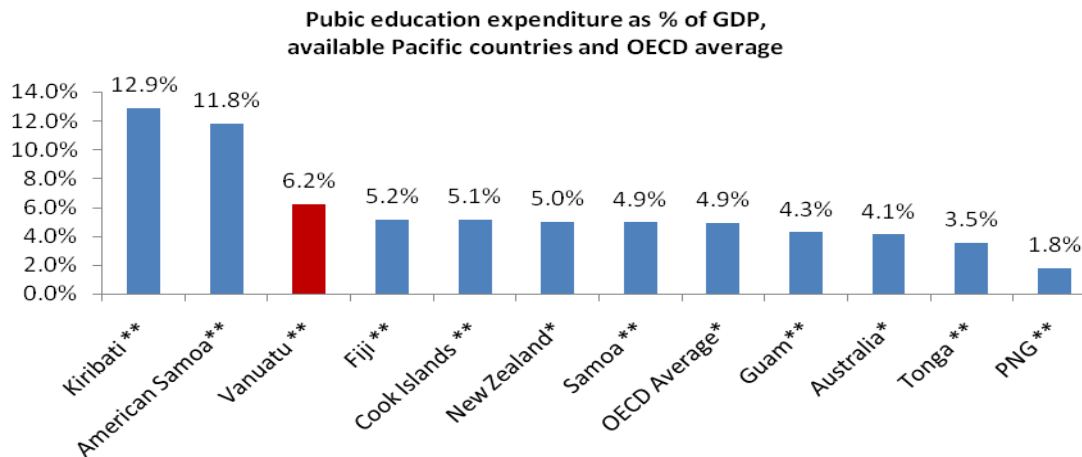
Figure 1: Public Education Expenditure as a % of Total Public Expenditure



4.11 The other broad indicator of financial commitment is public expenditure for education as a proportion of GDP. This figure is used to measure national public commitment towards education in relation to the economic wealth being generated. The Government of Vanuatu is making a very significant contribution with public allocations for education consuming more than 6% of GDP. This

contribution puts it significantly higher than other Pacific countries and ahead of the OECD average of 4.9%.

Figure 2: Public Education Rxpnditure as a % of GDP



Sustainability of Investments

- 4.12 The sustainability of donor funding is framed by a balanced distribution between support for investment costs and support for ongoing recurrent costs. Donor investment in capital improvements and investment in system improvements are “one-off costs” that carry marginal recurrent costs associated with maintenance and depreciation (for capital) and possibly smaller residual labour costs for system improvements in efficiency and effectiveness. Donor support for ongoing recurrent costs poses sustainability issues that need to be addressed in project design.
- 4.13 The project design includes donor support for an escalating amount of recurrent funding to enable the provision of school grants. The support reaches a total of 386.8 million vatu by 2012. After that point, the Development Partner contributions are projected to decrease. At the same time, the Government of Vanuatu has made a commitment to increase its contributions from an initial 100 million vatu in 2010 by a factor of 25% a year, until all the costs of the school grants are borne by the Government. It is anticipated that this approach to support the school grants scheme is sustainable over the medium term.
- 4.14 These estimates have been generated as part of the Vanuatu Universal Primary Education policy initiative. Under this initiative, Government grants to primary schools will increase so that compulsory parental contributions can be phased out by 2012. This means that in the 2012 school year, there should be no compulsory parental contributions (‘school fees’) payable for students at participating schools.
- 4.15 The Universal Primary Education policy will be implemented in Government and Government-assisted primary schools. While it will initially be implemented for years 1 to 6 only, additional coverage may be considered at a later date, once the approach is proven. The Government of Vanuatu

(led by the Ministry of Finance and Economic Management) will further refine and adjust as necessary modelling and costing for the Universal Education Policy during implementation.

- 4.16 It will be important that the Ministry of Education collate robust data through the Vanuatu Education Management Information System and through other sources if necessary (for example, household survey data) in order to inform its development of education policy. There are still some gaps in data availability, and a need for further analysis in areas such as teacher costs. Further sustainability analysis, and an investigation of various growth scenarios, is required in order to confirm the sustainability of financing of the total VERM package in the longer term.

5 Monitoring and Evaluation

- 5.1 The development of a monitoring and evaluation framework is desirable to monitor progress of the *Vanuatu Education Road Map*, and to modify the plan as necessary. Monitoring is specifically required on a regular basis against the objectives, outputs and activities in the *VERM*. Any monitoring and evaluation framework developed for Vanuatu should be developed as a tool that clarifies expectations about quality, and specifies clear standards of performance. Any monitoring and evaluation framework for Vanuatu also needs to be simple and easy to use.
- 5.2 A *VERM* review will be conducted in early 2012 to inform post-2012 plans for Development Partner support for the *VERM*.

Performance Assessment Framework

- 5.3 A Performance Assessment Framework for Vanuatu has been developed in order monitor progress against the priorities of the *VERM* that are supported by Development Partners.
- 5.4 The following indicators are proposed as the basis of the *Performance Assessment Framework* for the *Vanuatu Education Road Map*. These indicators are consistent with the Government of Vanuatu's Education Policy. The European Union will consider these targets as indicators for disbursement in the EU Budget Support Programme 2011/2014.
- 5.5 The Performance Assessment Framework uses base line data captured in the Vanuatu Education Management Information System in order to assess progress. The MOE should develop an effective tracking system to ensure that areas where consistent monitoring is required are not overlooked, and to ensure that progress against its strategic objectives in the *VERM* is regularly assessed and reported, and adjustments made as necessary.
- 5.6 In addition to assessing its performance against the indicators in the *Performance Assessment Framework*, the Ministry of Education's performance will be monitored against the implementation performance targets included in its Annual Work Plans.
- 5.7 In implementing the **Annual Work Plan and Budget**, performance will be considered satisfactory if GoV achieves all of the following **Implementation Performance Targets**:
- Annual expenditure reaches at least 80 per cent of the total agreed Annual Budget.
 - 100 per cent of Activities scheduled under the School Grants Output are successfully completed.
 - 80 per cent of Activities under all other Outputs not including School Grants are successfully completed.

Table 1: Vanuatu Performance Assessment Framework

No.	Indicator	Baseline (year)	Interim Target (2012 or as stated)	Program Target (2015)	Source
Strategic Goal 1: To increase equitable access to education for all people at all levels of education in Vanuatu					
1.	Primary school parental contributions (Vt / yr, range)	600 - 15,000	no fees	no fees	Annual VEMIS survey results
2.	Net Enrolment Rate (NER) in year 1 (%)	36.0 (2008)	70	100	VEMIS, published in Education Digest
3.	Net Enrolment Rate in years 1 to 6 (%)	82.3 (2008)	85 (2011)	100	VEMIS, published in Education Digest
4.	Survival Rate to year 6 (%)	75.8 (2007)	85	100	VEMIS, published in Education Digest
5.	Transition Rate from year 6 to year 7 (%)	90.9 (2008)	Increase	Increase	VEMIS, published in Education Digest
6.	Survival Rate to year 13 (%)	18.8 (2007)	Increase	Increase	VEMIS, published in Education Digest
7.	Student attendance	Establish baseline by 2012; 90% by 2015			MOE and School Records
Strategic Goal 2: To improve the quality of education in Vanuatu					
8.	Primary school teachers certified (%)	50.5 (2008)	60	70	VEMIS, published in Education Digest
9.	Early grade reading	To be established by end 2010			Early Grade Reading assessment (EGRA) Surveys, to commence in 2010
10.	Year 4 literacy level	To be established by end 2010			Sample based assessments of literacy and numeracy through Vanuatu Standardised Test (Vansta), commencing 2010
11.	Year 4 numeracy level	To be established by end 2010			(as per PAF item 10.)
12.	Student:textbook ratio	To be established by end 2010			VEMIS, published in Education Digest
13.	Classroom:student ratio	To be established by end 2010			VEMIS, published in Education Digest
14.	Gender Parity Index for NER years 1 to 6	1.00 (2008)	Within range 0.98 – 1.02		VEMIS, published in Education Digest
Strategic Goal 3: To improve and strengthen the management of the education system in Vanuatu					
16.	Primary schools using Government-approved bank accounts (%)	0	100	100	Independent audit by MOE of the primary school bank account arrangements
17.	Non-payroll share of education budget (%)	12.0 (2009)	Increase	Increase	MFEM will run a report from Vanuatu's <i>Smartstream</i> FMIS to compare amounts excluding series 8A***** to the total education appropriation.
18.	Approved sub-sector policy statements	0	5 (2012)	9 (2015)	As reported in MOE Annual Report
19.	Annual Work Plan developed	-	By 31 Dec	By 31 Dec	Endorsed in writing by VERM SC for 2011/15

6. Human Resources Development

- 6.1 A key focus of this *Vanuatu Education Road Map* is capacity development of the staff of the Ministry of Education. Implementation of the plan depends upon staff with well-developed skills to undertake and manage the range of activities that are required. One of the challenges identified in developing this plan has been that many staff need assistance to develop the organisational and managerial skills required to meet the objectives that the MOE has set for itself. An extensive programme of human resources development therefore needs to be designed to ensure that staff are equipped with the necessary competencies and skills to meet the broad strategic goals and to implement the objectives of the plan.
- 6.2 A joint assessment of the institutional capacity management of the Government of Vanuatu for the implementation of the Vanuatu Education Sector Strategy was conducted in 2007. The purpose of this Institutional Capacity Assessment was to identify institutional and organisational needs, to determine appropriate support mechanisms, and to contribute to the development of a Capacity Development Strategy for the implementation of VESS priorities. The findings of this study, which recommended investment in the development of the Ministry's people, remain valid.
- 6.3 The first stage in the transformation of the MOE to achieve its objectives is the proposed restructuring of the Ministry. The 2007 report identified a need for a policy framework and the development of appropriate management systems, including planning and reporting systems, financial management systems, a records management system and an asset management system. Some progress has been made on achieving these objectives, but much remains still to be done.
- 6.4 The analysis was designed to identify the set of skills and competencies needed by the MOE now and in the future. It is desirable that the MOE develop a Human Resources Development Strategic Plan to develop these skills and capacities. The HRD Plan would include a strategy and an action plan for capacity building. It would focus on improved recruitment and selection of skilled staff, improved communication, and better decision-making processes. Implementing the HRD Plan would support the sector-wide approach and the VERM.
- 6.5 When a new Ministry of Education structure is approved, there will be a need for new job descriptions to be developed and finalised, and for a simple performance appraisal system to be implemented. The performance appraisal system could be based on the Government of Vanuatu's existing policies and procedures, but these would need to be properly implemented, with realistic feedback to staff about performance. The performance appraisal system should assist managers to assess and mentor the performance of staff on a regular basis and to make improvements to the efficiency and effectiveness of the organisation.

7 Risks and Risk Management

The *Vanuatu Education Road Map* represents an innovative approach by the Government of Vanuatu to improving outcomes in the education sector. The education commitments entered into under the *Joint Partnership Arrangement* and associated grant financing arrangement(s) with donors, particularly the initiative to phase out parental contributions, are significant and ambitious undertakings. Key risks and risk mitigation strategies are set out in the following risk management matrix as a way of helping avoid a situation where the risks become “show stoppers”.

Table 2: Risks and Risk Mitigation Strategies

L=Low; M=Medium; H=High.

Risk	Likelihood	Impact	Severity	Risk Management Strategy
VERM coordination and management				
<ul style="list-style-type: none"> Insufficient management capacity in MOE to manage VERM implementation 	M	H	M-H	<ul style="list-style-type: none"> Provide Whole of Government support MFEM and PMO part of JPA Coordinating committee in place (mechanism to ensure coordination) Ensure ownership of the reforms across Government , esp MFEM, PMO, PSC, and MOE
<ul style="list-style-type: none"> VERM too ambitious 	M	M	L-M	<ul style="list-style-type: none"> Focus on a limited number of key priorities: access, quality and management Reduce number of activities
<ul style="list-style-type: none"> Lack of MOE staff commitment to VERM owing to the speed of its development 	M	H	H	<ul style="list-style-type: none"> Ensure that MOE staff have opportunities to engage with the implications of the VERM for their section by contributing to the development of an MOE Annual Work Plan for 2010 after agreement is reached between GoV and Development Partners.
School Grants / Universal Primary Education				
<ul style="list-style-type: none"> Delays by Head Teachers in acting (reluctance to spend the money) 	M	H	H	<ul style="list-style-type: none"> Provide simple, easy to understand guidelines and financial training to all Head Teachers
<ul style="list-style-type: none"> Increased school revenues lead to fraud or inflation of school rolls [at school level] 	M	H	H	<ul style="list-style-type: none"> Provide training to all Head teachers and make public the amounts of money schools get Emphasise importance of completing school survey forms

				correctly
• Parents withdraw support	L	H	M	• Audit school accounts regularly
• Confusion about what school grants can be spent on	L	M	L	• Run community awareness programs • MOE provides clear and simple guidelines
• Managing cheques and bank accounts proves hard for schools	L	M	L	• Provide training to Head Teachers and support from Provinces
• All children still do not enrol in primary school, and pupils keep “dropping out”	M	H	H	• Identify why parents do not enrol children or insist they stay in school • Encourage schools to be “child friendly”
• Ineffective communication	M	H	M	• Develop effective communication strategies that work for Vanuatu
Facilities Development				
• Program too large and ambitious for current capacity of MOE Facilities Unit to manage	H	H	H	• Appoint an International commercial manager • Appoint additional staff • Consider redesign and reduction of program objectives
• Delays in implementation	H	H	H	• Regular monitoring of progress • Redesign of MOE strategy if necessary (e.g. use of prefabricated classrooms, international construction companies, etc)
• Poor engagement with communities leading to lack of ownership	M	M	M	• Careful prior consultation with communities
• Weak procurement skills in MOE	H	H	M	• Appoint new procurement staff • Train procurement staff
Quality Reforms				
• Education language policy development becomes divisive	H	H	H	• Undertake full consultation with all Vanuatu communities • Learn lessons from the successful implementation of the harmonisation program at VITE
• Delays in implementing the National Curriculum Statement	M	M	M	• Provide support for MOE curriculum leadership (writers, editors) • Policy issues addressed at a high level
• Delays in developing curriculum standards and supporting guidelines and material	M	M	M	• Revisit schedule and set realistic targets • Review strategy and consider commercial purchase and distribution of textbooks

<ul style="list-style-type: none"> Number of untrained teachers in system increases 	M	H	H	<ul style="list-style-type: none"> Establish the In-Service Unit Implement multiple strategies (pre-service, field-based training) to train untrained teachers Develop a teacher education distance education strategy
<ul style="list-style-type: none"> Teacher standards too low 	H	H	H	<ul style="list-style-type: none"> Set new minimum teacher standards Provide ongoing professional development for teachers
Improvements to Management				
<ul style="list-style-type: none"> Delay in approving restructuring of MOE 	H	M	M	<ul style="list-style-type: none"> Undertake a wider review of MOE structure Appoint new Director-General promptly
<ul style="list-style-type: none"> Weak MOE capacity inhibits effective implementation of VERM 	M	H	H	<ul style="list-style-type: none"> Develop and implement an effective MOE Human Resource Development Plan Use an effective performance appraisal system to provide incentives for well-performing staff and sanctions for non-performers