Australia and New Zealand Joint Solomon Islands Education Sector Support Program Design

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Abbreviations

Abbreviation	Definition
AMD	Asset Management Division
A/NZ	Australia and New Zealand
AJR	Annual Joint Review
AWP	Annual Work Plan
CDD	Curriculum Development Division
CDF	Capacity Development Fund
CSO	Civil Society Organisation
DFAT	Department of Foreign Affairs and Trade (Australia)
DPO	Disabled People's Organisations
DRR	Disaster Risk Reduction
EA	Education Authority
ECD	Early Childhood Development
ECCE	Early Childhood Care and Education
EDPCG	Education Development Partner Coordination Group
EGRA	Early Grade Reading Assessment
EiE	Education in Emergencies
EQAP	Educational Quality and Assessment Program (Secretariat for the Pacific Community)
ESBS	Earmarked Sector Budget Support
ESCC	Education Sector Coordination Committee
ESP2	Second Education Sector Program (Australia)
EU	European Union
HIES	Household Income and Expenditure Survey
ISD	Information Services Division
LEAP	Leaders and Education Authority Project
LPMU	Literacy Program Management Unit
MDPAC	Ministry of Development Planning and Aid Coordination
MEL	Monitoring Evaluation and Learning

Abbreviation	Definition
MEHRD	Ministry of Education and Human Resources Development
MFAT	Ministry of Foreign Affairs and Trade (NZ)
MoFT	Ministry of Finance and Treasury
MPGIS	Ministry of Provincial Government and Institutional Strengthening
MPS	Ministry of Public Service
MTDP	Medium Term Development Plan
NDS	National Development Strategy
NEAP	National Education Action Plan
NEB	National Education Board
NESU	National Evaluation and Standards Unit
NGO	Non-governmental organisation
PacRef	Pacific Regional Education Framework
PCDF	Provincial Capital Development Fund
PD	Professional Development
PEA	Provincial Education Authority
PEB	Provincial Education Board
PFM	Public Financial Management
PLA	Performance Linked Aid
PLSLP	Pacific Literacy and School Leadership Program
PMT	Program Management Team
PPY	Preparatory year
PS	Permanent Secretary
RfP	Request for Proposals
RTC	Rural Training Centre
SBS	Sector Budget Support
SIEMIS	Solomon Islands Education Management Information System
SIG	Solomon Islands Government
SINSO	Solomon Islands National Statistics Office
SINTA	Solomon Islands National Teachers Association

Abbreviation	Definition
SINU	Solomon Islands National University
SIPWD	Solomon Islands People with Disabilities
SIRF	Solomon Islands Resource Facility
SISTA	Solomon Islands Standardised Test of Achievement
SMT	Senior Management Team
SSU	Strategic Support Unit
SWAp	Sector Wide Approach
TA	Technical Assistance
TSD	Teacher Services Division
TTPD	Teacher Training and Professional Development Division
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNICEF	United Nations Children Fund
USP	The University of the South Pacific
WASH	Water Sanitation and Health

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1. Executive Summary

The Solomon Islands Education Sector Support Program ("the Program") provides the strategic direction and implementation arrangements for the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and the Australian Department of Foreign Affairs and Trade (DFAT) combined investment to support the Solomon Islands Government (SIG) to implement its National Education Action Plan 2016-2020 (NEAP). The combined investment will improve outcomes in basic education (Years 1-9) from October 2019 to June 2023. The Program provides strong direction for that investment but also the flexibility, delivery modalities and governance arrangements to enable Australia and New Zealand (A/NZ), along with its key partner, the Solomon Islands Ministry of Education and Human Resources Development (MEHRD), to respond to emerging needs, learning and opportunities. Program flexibility also creates the space for increasing local leadership which is a critical overarching outcome.

The Program balances the desire of development partners for maximum impact in the shortest possible timeframe, with the need to sustain that impact through ensuring leadership by, and ongoing strengthening of, key actors - MEHRD, Education Authorities (EAs)[1], non-government organisations (NGOs), civil society organisations (CSOs) and, most importantly, communities and schools.

The Program has a strong focus on evaluating impact through evidence-based learning about what works, for whom, under what conditions. It will build on the strengths and learnings from previous phases of support to the education sector by MFAT and DFAT. While Program outcomes will remain constant, prioritisation of activities, as well as the indicators and targets for monitoring performance, will be iterated to align with the update of the NEAP in 2020 and ongoing learning throughout the Program.

Annex 1 provides an overview of the Program and Annex 16 a list of those consulted by the Design team.

Development context

The Solomon Islands education system has expanded and improved over the past decade with strong demand for education at all levels. The majority of primary aged children are enrolled and there is increasing access to early childhood care and education (ECCE). That said, there is a continued need for development partner support. While the number of children enrolled (from ECCE to senior secondary) has increased by around 27,000 over the past seven years, population growth means that the trend over that same period is of stagnant, and possibly decreasing, percentage rates of survival and transition (depending on the accuracy of some data). There are high levels of repetition in primary school and apparent increases in push out rates. Late age entry persists and there are infrastructure shortages exacerbated by a rapidly growing school-age population. As MEHRD comments, "most students leave school well before senior secondary, with basic education (Years 1-9) accounting for 76% of the entire student population, 70% of whom leave school before they finish year 9" (MEHRD, 2018, p.3)[2].

Quality remains a significant issue. Despite improvements on standardised tests (PILNA and SISTA) which compare well regionally, teaching and leadership is not yet at a standard to sustain improving educational outcomes. There is still much to do in curriculum development and resources are often not reaching classrooms. Most critically, most teachers have not participated in curriculum aligned professional development.

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[1] Education Authorities incorporates both private or non-governmental EA such as church-based EA and government EA known as Provincial Education Authorities (PEA) which comprise the 9 Provincial Governments, Honiara City Council, and MEHRD itself (for the National Secondary Schools). The role of, and MEHRD's responsibilities to, the government EA differ from that of private EA. Where components of the Program are designed to exclusively target government EA, the term PEA is used.

[2] MEHRD (2018) *Five Year Curriculum and Professional Development Plan*

Despite improvements, system management requires ongoing strengthening to enable improved access and quality. The relatively strong performance of MEHRD is not matched by the strength of Education Authorities (EAs) and improvements in the management of the teaching workforce are needed at all levels (MEHRD, EA, school leaders). There is an ongoing need to grow MEHRD's capability in procurement, management of outsourcing, decentralised service delivery and evidence-informed decision-making.

Strategic Rationale for Investment

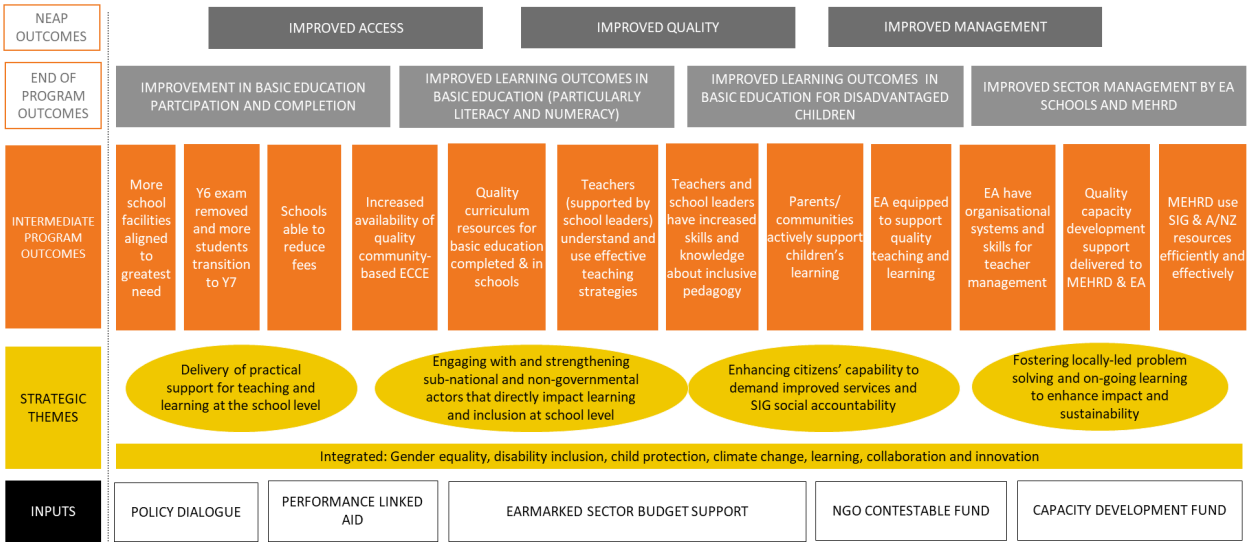
The Program is centred on the understanding that an educated population is essential to the social and economic development of a country, and to a well-governed, socially cohesive society. Australia's *Investment Concept Note* and MFAT's *Indicative Business Case* provide the strategic rationale for A/NZ support for the education sector. That rationale includes: the impact of human capital development on poverty alleviation, the benefits of increasing democratic participation, sustainable economic growth, diversification and stability. Improving literacy and numeracy will equip Solomon Islanders with the skills required to progress through vocational and formal education pathways and a more inclusive education system will help to break the cycle of discrimination that children with disabilities experience. It will also improve equitable access and quality learning outcomes for both girls and boys.

A/NZ's continued investment recognises the importance of 'staying the course' in order to consolidate and further build on the gains made. The Program is premised on the understanding that MEHRD faces several binding constraints to achieving the results identified in the NEAP. These include the political economy of education, the decentralised nature of service delivery and a financing gap in the face of a rapidly expanding school-age population. In response to these, there are four strategic themes which have been used to determine priorities for investment and which are integrated through all outcomes:

- A focus on teaching and learning, and practical implementation at the school level.
- Engagement with, and strengthening of, sub-national and non-governmental actors that directly impact learning and inclusion at the school level.
- Enhancing citizens' capability to demand improved services and SIG social accountability.
- Fostering locally-led problem solving and ongoing learning that enhances impact and sustainability.

Program Logic

GOAL: Improved quality of basic education which is accessible to all Solomon Island children.



Outcomes

The overall Program goal is, ***Improved quality of basic education which is accessible to all Solomon Islands children.*** There are four end-of-program outcomes, aligned to the key outcomes of the NEAP. Achieving outcomes of sustained participation and learning is contingent on schools being open, teachers being in school, teachers (supported by school leaders) using effective and engaging pedagogical approaches based on quality, accessible curriculum resources, and a supportive relationship between communities and schools. Program outcomes are firmly focused on these goals. While inclusion and equity concerns are integrated throughout all outcomes, the inclusion of a specific outcome focused on addressing the needs of disadvantaged children will ensure a clear focus on those children and their communities. Hence, as a result of this Program, there will be:

1. **Improvement in basic education participation (including correct age-for-grade participation) and completion rates** through provision of priority infrastructure in MEHRD identified areas, through more engaging and relevant learning and through support for NGOs in increased provision of community-based ECCE.
2. **Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)** through completion of all outstanding core curriculum resources for basic education (and, once complete, a start on selected elements of the senior secondary curriculum) which will be efficiently distributed to schools. Improved learning will be supported through national, curriculum aligned, increasingly locally led professional development for teachers and leaders.
3. **Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)** through development of inclusive curriculum and professional development for teachers and leaders. Increased funding of NGO programs will target causes of inequality, increase community engagement and build demand for inclusive services.
4. **Improved education sector management by EAs, schools and MEHRD, in support of improved teaching and learning** through increased MEHRD and EA capability in teacher management, increased EA capability to support quality schooling and other prioritised support for MEHRD and EA. This will be guided by a Capacity Development Framework which will provide a stronger sustainability and context-responsive lens for organisational capacity development inputs.

The Design team were asked to consider other elements of Solomon Islands education which might be supported should additional funding be available. A number of options are suggested in Annex 2.

Program Delivery, Management and Governance

The Program adopts a modified version of a sector-wide approach, using mixed-modalities. It positions MEHRD as the central partner, adopts MEHRD's Education Strategic Framework (ESF) and NEAP as the guiding frameworks for all investment, promotes strengthened sector-wide donor coordination, and provides the bulk of Program funding in sector budget support. In response to the capacity and political economy of the sector, A/NZ sector budget support funds will be earmarked, a Program specific Governance Committee will be established, and modest parallel funding will be provided to NGOs. Specifically, the Program will use:

- **Earmarked sector budget support** (ESBS) for MEHRD's programs, including MEHRD-managed outsourcing of curriculum and professional development
- A **Capacity Development Fund** for provision of technical assistance and other forms of organisational capability building inputs for MEHRD (and Provincial Education Authorities - PEA)
- **Grant funding arrangements** for NGO delivered programs to strengthen community support for children's learning and increased provision of quality, community-based early childhood care and education (ECCE)

- **Performance linked aid** (PLA), modified from the current model
- **Policy dialogue** focused on issues such as: the relative spending on basic and tertiary education; increased collaborative impact in infrastructure provision; removal of the year 6 exam, increasing school grants and reducing school fees; better outcomes for disadvantaged children through improved data on gender and children with disabilities.

The Program will be supported by an A/NZ contracted Program Management Team (PMT) to ensure effective implementation, coordination and monitoring, evaluation and learning (MEL). This innovation reflects the need to coordinate the efforts of Program partners, including contracted Technical Advisers (TAs) and NGOs, as well as the need to increase the A/NZ management resource for the Program. The PMT is responsible for ensuring A/NZ support is effective and efficient, respects MEHRD's leadership, is evidence-informed and adaptive to context, and allows A/NZ staff to devote greater attention to policy dialogue and strategy.

The PMT provides for strengthened leveraging of resources and expertise from local, regional and international organisations, including for example, contracting local and international NGOs in areas of complementary expertise, leveraging other A/NZ funded initiatives, articulation with the Pacific Regional Framework for Education (PacRef), and active collaboration and coordination with other key development partners.

A dedicated Program Governance Committee will be established as the primary structure for governance and decision-making. It is the formal forum through which SIG and A/NZ have high level dialogue around progress, commitments and accountabilities and agree necessary action. The Program includes support for MEHRD to maintain, and continue to strengthen, its sector-wide governance structures to foster multi-stakeholder policy dialogue, including the Education Development Partners' Coordination Group (EDPCG), in which A/NZ will continue to be active members.

Investment

The total Program investment over four years is expected to be AU$64.32 million (pending annual budget appropriations by the governments of Australia and New Zealand), comprised of approximately AU$22.32 million (NZ$24 million) from MFAT and AU$42 million from DFAT. Indicative funding by modality is:

- Earmarked Sector Budget Support - AU$47.07 million
- Capacity Development Fund - AU$9 million
- NGO Funding - AU$3.5 million
- Program Management Team - AU$4.75 million
- Performance Linked Aid - AU$6.24 million

Cross-cutting themes

The Program integrates the cross-cutting themes of **gender equality, child-protection, disability inclusion, climate change, innovation, and private sector engagement** into all four outcome areas.

Procurement, partnership and use of partner government systems

Activities funded through earmarked sector budget support (ESBS) will follow SIG financial and procurement systems. With the support of technical advisors (TAs) for procurement and teaching and learning, MEHRD will manage the process to select suppliers of both curriculum and professional development. Previous A/NZ funding arrangements will continue. This includes the requirement for Australia to review MEHRD procurement plans, provide No Objection Letters (NOLs) for all DFAT-funded procurements above the threshold of SB$350,000 and apply the NOL process to a sample of DFAT-funded procurements below the

threshold of SB$350,000 but above SB$100,000. The PMT will manage a contestable process for selection of NGOs to support initiatives in ECCE and community support for children's learning.

Monitoring, Evaluation and Learning (MEL)

The Program incorporates a strong focus on MEL, both in terms of strengthening MEHRD's MEL capacity and ensuring robust evaluation of the effectiveness of A/NZ support. MEHRD's MEL Framework will be adopted for monitoring and evaluation, including MEHRD data collection for outcome and output indicators. Following the 2020 review of the NEAP, there will be a parallel review of MEHRD's MEL Framework and a review and refinement of this Program's MEL. The PMT will be responsible for ensuring adequate MEL of components of the Program not funded through ESBS (NGO funding, Capacity Development Fund, PMT operations) and the overall Program theory of change using a developmental evaluation approach.

Risk

Key risks include: the tensions in balancing impact against the sustainability of that impact, which requires organisational and institutional strengthening at MEHRD, EA and school level; the potential for development partner support, including through outsourcing, to weaken capacity development within MEHRD; ensuring probity in public financial management; MEHRD capacity and capability to manage significant outsourcing of the key program components; SIG/MEHRD disproportionately diverting its own resources from basic education to tertiary scholarships; potential environment and social safeguards issues.

Key mitigation strategies include: ensuring Program is tightly aligned with and utilises SIG/MEHRD systems, processes and policies; development of a Capacity Development Framework and ensuring capacity building is integrated into terms of reference for all outsourced contracts; use of both existing TA (in procurement and finance) and a new role to support project definition, management and monitoring in the MEHRD Teaching and Learning Division; establishment of the PMT, responsible for day-to-day implementation, supporting stakeholder relationships and MEL; ensuring adherence to DFAT Child Protection Policy, operationalisation of the MEHRD Child Protection Policy, and all relevant regulations and policies for preventing child protection risks.

The proactive monitoring and management of Program risk will be a responsibility of the PMT and is closely connected to the Program MEL.

2. Development Context and Situational Analysis

This section provides a broad analysis of the socio-economic, geographic and policy environment in which this investment will be made.

2.1 Socio-Economic

Solomon Islands is a small island nation situated in the South West Pacific straddled between Papua New Guinea to its north and Vanuatu to its east. Its youthful population is small (584,000)[3] and is linguistically[4], culturally and ethnically[5] diverse with island populations scattered across a vast ocean area (2,896 km^2). About one fifth of the population live in urban areas with more than 80 per cent residing in rural locations.

About 87 per cent of the poor live in rural areas, as do the majority of the severely poor. Absolute poverty[6] is highest in Guadalcanal Province, and almost three quarters of people living below the poverty line[7] are in Makira and Malaita. The risk of someone falling into poverty is highest in Honiara. This is because despite nominally higher household income in Honiara, the cost of living is significantly higher.

Compared to its regional neighbours, Solomon Islands is rated Low on the Human Development Index.[8] While there have been improvements in education, health and income indicators over the last decade[9], Solomon Islands continues to face significant challenges in these areas.

Historical factors have contributed to fragility arising from the limited reach and effectiveness of the state which has contributed to uneven development across the country. The civil conflict during the period 1998-2003 left Solomon Islanders poorer on average today than they were two decades before the conflict.[10.] In the period following the conflict, Solomon Islands, with the assistance of Australia and New Zealand and other Pacific nations, achieved significant gains - establishing macroeconomic stability, strengthening public institutions and restoring law and order[11.]

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3 Projected estimate for 2019 population is 680,806 by Solomon Islands National Statistics Office (SINSO) and by 2025 will be around 764,412 - https://www.statistics.gov.sb/statistics/social-statistics/population

4 With about 87 listed language groups, Solomon Pijin (the lingua franca) and English. While English is the official language, it is estimated that only 1-2% of the population use it according to a self-report survey. Reference?

5 Loyalties tend to be sub-national and the country has continued to struggle to achieve national unity, since independence in 1978.

6 SINSO HIES survey 2012-13(2018). Measures living standards as total consumption expenditure, specified as the total monetary value of all food and non-food goods consumed by the household. This welfare indicator is expressed "per adult-equivalent" to take account of the age composition of households.

7 SINSO HIES survey 2012-13 (2018). A Solomon Islands specific 'poverty line' is specified as the minimum expenditure needed to obtain basic food and non-food goods considering prevailing consumption patterns in the country. All households whose expenditures fall below the basic needs poverty line are deemed to be severely poor.

8 Fiji, Palau, Samoa, and Tonga remain in the High Human Development category of the latest Human Development Index (HDI) and are joined by the Republic of Marshall Islands. At the other end of the spectrum, Solomon Islands and Papua New Guinea are rated as Low Human Development on the HDI's measurement of national achievements in health, education and income. (http://www.pacific.undp.org/content/pacific/en/home/presscenter/pressreleases/2018/new-report-shows-steady-progress-on-human-development.html).

9 Between 1990 and 2017, Solomon Islands life expectancy at birth increased by 14.2 years, mean years of schooling increased by 0.9 years and expected years of schooling increased by 4.2 years. Solomon Islands Gross National Income increased by about 16.0 percent. (http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/SLB.pdf)

10 World Bank (2017) Solomon Islands Diagnostic Report

11 International Monetary Fund (2018) Solomon Islands Staff Report for the 2017 Article IV consultation.

Solomon Islands' economy has grown[12] since the period of conflict but remains fragile. This growth was largely driven by logging[13,] agriculture, and the post-conflict expansion in public sector spending. Policy makers[14] are actively seeking ways to harness and address the large numbers of school drop-outs as a contributor to growth and social cohesion.

2.2 Geographic

The geographic and logistical constraints facing SIG cannot be underestimated. Every aspect of developing and managing the basic education system, from policy implementation, teacher professional development, school monitoring, reporting and communications, providing supplies and maintaining school infrastructure is affected by distance and the cost associated with servicing rural and remote communities. Intersecting constraints of climatic and disaster risk, transportation, sanitation, ICT and banking infrastructure impact on the delivery of this program:

- *Natural disaster/climate change*
  Solomon Islands' geography presents significant challenges for both rural and urban households. At the same time, these constraints have a bearing on where schools are or should be located (accounting for climatic and disaster risk vulnerabilities), including the distances students need to travel to attend school.

- *Transportation*
  Transportation is costly and there are limited road networks (approximately 1,875 km) of which only six percent are sealed. Two thirds (1,240 km) of the network is in Guadalcanal and Malaita.[15.] Only 20 percent of Solomon Islands population have access to roads. There are provincial airstrips throughout Solomon Islands, but airfares are often prohibitively expensive. The mode of transport used primarily in rural areas is outboard motor canoes to travel between islands and inter-provincial shipping services.

- *Sanitation*
  About 35 percent of Solomon Islanders have access to clean drinking water and to proper sanitation facilities.[16] .

2.3 National Policy Enabling Environment, Governance and Management

Solomon Islands National Development Strategy 2016-2035 and four-year Medium-Term Development Plan set the strategic direction for its development aspirations[17]. Consistent with those policy frameworks, the overarching *Education Sector Framework 2016-2030* (ESF) and medium-term *National Education Action Plan*

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12 2002 real GDP 24.4% below previous 1998 figures. Next six years growth estimated to average 7.3% per year.

13 World Bank (2017) *Solomon Islands Country Diagnostic Report* page 32. Growth averaged 5%.

14 Interview PM Private Secretary Mission 1.

15 Ministry of Infrastructure and Development Environmental Safeguards. Retrieved: https://www.adb.org/sites/default/files/linked-documents/46499-002-spmab.pdf

16 Based on 2009 census data - access to drinking water is through communal standpipes. 25% access water by means of water tanks. Only 9% access water through metered services.

17 Including medium term objectives two (poverty alleviation) and three (access to quality social services), which are most relevant for MEHRD, as well as associated strategies of progressing gender equality and supporting the disadvantaged and vulnerable.

2016-2020 (NEAP) guide policy formulation, implementation, monitoring and evaluation, and management in the sector.

Cross-cutting national policies,[18] such as those for gender equality, are progressing well across the public service. Positive efforts are underway in gender mainstreaming and eliminating violence against women and children. This is particularly important for the education sector as it strives to be more inclusive and responsive[19].

While Solomon Islands continues to make positive steps to effectively manage its human resources and public finances, the benefits are yet to be fully realised[20]. Expectations[21] between central agencies responsible for national policy coordination, and sector level coordination across Ministries, are poorly defined with evidently weak horizontal linkages[22]. Where policies are clear, translation into impactful action is slow. This is compounded by the lack of clarity in provincial government roles for service delivery and inadequate resourcing. Without stronger horizontal and vertical coordination, policy implementation by MEHRD will remain constrained[23].

Historically, efforts to strengthen policy coordination and governance in the education sector have been largely driven by donors. There is recognition, however, that MEHRD should increasingly drive those efforts consistently and coherently. Education sector policy formulation, implementation and management are overseen by a range of formal structures designed to provide institutionalised and inclusive mechanisms for appropriate and effective participation of all key stakeholders[24]. They operate alongside the other internal management bodies of MEHRD. Revisions to the Education Act provides opportunities to strengthen the effectiveness of these structures. Achieving education coordination and operational level governance in the provinces remains an ongoing challenge.

2.4 Development Problem and Issue Analysis

This section is a summary of the more detailed analysis which is provided in Annex 3. It is structured through the MEHRD National Education Action Plan (NEAP) foci of Access, Quality and Management. These are interconnected issues, however, especially given the close links between quality and those of access, transition, repetition, and students' survival through the school system.

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18 National Gender Equality and Women Development Policy (GEWD 2016-2020); National Policy on Persons with Disability.

19 Commitment in ESF and NEAP reflecting SDG 2016-2035 (Priority Goals 4 and 5). Emphasises, implementation of inclusive education (gender equality, child protection and disability policies).

20 Solomon Islands Budget (2019) *Financial Policy Objectives and Strategies Budget Paper*: Volume 1, Honiara, Solomon Islands - reforms geared towards shifting public sector performance away from being administratively driven to one that is performance orientated e.g. emphasises outputs budgeting.

21 May be made clearer in MDPAC planning bill that was being reviewed in 2018.

22 DFAT (2014) *Independent Review of Solomon Islands Public Sector Governance Program* reveals weak horizontal coordination and an emphasis on vertical coordination.

23 Bryant C and LG White (1982) Decentralization and coordination, in Bryant and White (Ed) *Managing Development in the Third World.* Colorado: Westview Press.

24 Such as the National Education Board, Provincial Education Boards, Education Sector Coordination Committee (ESC), , Technical Working Groups (TWGs) and the Education Development Partners Coordination Group (EDPCG).

Access

Strengths

There is a strong demand for education at all levels and there has been success in ensuring the majority of primary-aged children are enrolled in the face of a growing school-age population. While participation rates in ECCE are low, they have been steadily increasing. Overall, MEHRD has succeeded in enabling expansion of access to schooling to more students and more students than ever before are accessing ECCE, completing primary school and transitioning to secondary.

Challenges to address

Both transition rates and survival rates appear to have been stagnant over the last seven years, and possibly *decreasing* over the last four years but it is unclear if this is a genuine trend or reflects more accurate data collection and reporting. There are persistently high repetition rates at primary level, and apparent increases in push-out rates (students leaving school early) over recent years. There are also significant issues with late-age entry and over-age students. Low enrolment at junior and senior secondary levels is closely connected to low survival and transition rates from primary. Often children with disabilities are not participating in schooling. The cost of education to families is a constraint on students' access to - and sustained participation in - schooling at all levels. Fees are consistently identified as a contributor to non-entry, late-entry and drop-out. The school grant is widely seen to be insufficient to meet the core operational needs of schools. As well, high-stakes external examinations remain a barrier to transition for many students.

Quality

Strengths

Strengths include improvements in results on standardised tests - the Pacific Islands Literacy and Numeracy Assessment (PILNA) and the Solomon Islands Standardised Tests of Achievement (SISTA). In 2018, Solomon Islands grades 4 and 6 students also outperformed the region in PILNA. In terms of curriculum development and resourcing, significant but slow progress has been made to provide new syllabi, teachers' guides and learner books for core subjects in basic education.

Challenges to address

The quality of teaching and leadership is not yet at a level to enable sustained growth in educational attainment. Improvements in student performance on standardised tests may reflect the exclusionary nature of the system more than a sustained improvement in standards across the school-age population. Enablers of quality teaching are not yet consistently in place – for example, curriculum development in many subjects within basic education, and for all of senior secondary, is incomplete. Critically, most teachers do not receive *any* professional development[25], let alone the curriculum aligned, classroom-based support needed to sustainably impact on learning outcomes.

Management

Strengths

Strengths include a consistent government commitment to education, evidenced by high levels of investment (even excluding the high spend on scholarships). MEHRD is seen as a relatively high performing ministry in

[25] MEHRD (2018) Draft Annual Report

Solomon Islands, with a well-developed policy framework and sector planning, and a cadre of capable staff, including a senior leadership team which has consistently demonstrated commitment to reform.

Challenges to address

There is a significant imbalance between the relative strengths of the central Ministry and the key system actors responsible for delivery - provincial government, education authorities (EAs) and schools. While the policy framework, sector planning and reporting processes continue to steadily improve, implementation is still lagging and the ability of MEHRD to enforce vertical accountability is weak. The teacher workforce is largely unsupported and poorly managed which leads to de-motivation and significant absenteeism (estimated to be at 20% on any given day). There are often weak, disengaged, and, at times, fractured relationships between schools and their communities. School leaders and EAs who are responsible for managing these relationships are often ill equipped to do so. In terms of public financial management, the placement of the financial advisor and procurement advisor in MEHRD provides sufficient confidence for donors to use MEHRD and SIG financial systems, but some controls have lapsed. There are still significant problems with the under-spend in budget support.

Analysis

The political economy of education in the Solomon Islands promotes sector expansion over quality reforms. MEHRD is reliant on active collaboration with - and the capability of - other actors in the system such as provincial governments, EAs and schools to bring about improvements. Constraints on MEHRD's ability to control provincial level and school delivery of education needs to be recognised.

The focus on policy development, national planning and strengthening central Ministry systems and capability has been necessary but has not been equally matched by investment in EA and school level capability. While improvements can still be made at the MEHRD level, at this stage, these will bring only incremental change in desired educational outcomes.

Access must be considered in terms of the interdependency between access, quality and equity. Increasing quality is a powerful driver for increasing equitable access. While there has been progress in expanding the sector in real numbers, that success is not matched by increases in the proportion of children staying in school or transitioning to higher levels of schooling. This justifies a continued focus on the *quality* of basic education, especially through curriculum and professional development, but also a stronger focus on communities' collaboration with schools on locally-driven initiatives to improve access and learning, including ECCE and engagement of early-school leavers. Non-Government Organisations (NGOs), including Disabled Peoples Organisations (DPOs) will be a significant part of the collaborative effort required for impact in these areas.

Achieving outcomes of sustained participation and learning is contingent on schools being open, teachers being in school, teachers (supported by school leaders) using effective and engaging pedagogical approaches based on quality, accessible curriculum resources, and a supportive relationship between communities and schools. MEHRD's role in providing the curriculum framework and resources, the design and resourcing of professional development, and standards for teacher management, are key enablers of improved quality in teaching and leadership. Effective implementation requires increasingly decentralised and school-focused approaches which are central to this Program.

2.5 Evidence base and lessons learned

This section draws on Design Team consultation, along with international and Solomon Islands specific literature to identify key lessons relevant to this Program. In summary, the literature and lessons learned point to the need for:

- Long-term but adaptive planning based on learning
- Politically aware and locally driven problem solving - involving all actors in the system
- Cautious but deliberate support for decentralisation to Provincial Government
- Focusing the investment on teaching and learning at school level
- Further strengthening the sector-wide approach, donor coordination and coherence
- Strategic use of outsourcing arrangements
- A strategic approach to capacity development and use of technical assistance.

These issues are elaborated in Annex 4.

3 Strategic Intent and Rationale

The history of the education partnership between the governments of Solomon Islands, New Zealand (since 2003) and Australia (since 2012) demonstrates the gains in the access, quality and management of education that can be made with sustained effort by all parties. As key statistics presented in Annex 3 indicate, there are more students enrolled (an increase of almost 27,000 since 2010), more students are completing primary and junior secondary school, and more teachers are employed than ever before (an increase of 1,300 since 2010). Through this period of expansion MEHRD, with the support of its development partners, has succeeded in largely maintaining transition rates (at around 90% from primary to junior secondary) and increasing rates of certified teachers by around 15% at primary and secondary levels since 2010. It has also brought about improvements in literacy and numeracy achievement with approximately 70% of students achieving at or above expected levels at year 4 and 6 on the SISTA in 2017.

However, while data indicates most children enter primary school at some point, there is significant late age entry, survival rates from primary to junior secondary appear to be decreasing (from 62% in 2010 to 56% in 2017, however this may be a result of increased accuracy of data), and the gross enrolment rate at junior secondary has remained around 75% since 2010. Therefore, the Program's continued focus on basic education is justified in order to ensure all children have access to a quality basic education, and that SIG, and its development partners, are able to reap the full returns of their investments in the sector.

The program outcomes align with, and support implementation of the policies, priorities and interests of Solomon Islands, Australia and New Zealand[26]. Australia's *Investment Concept Note* and MFAT's *Indicative Business Case* provide the strategic rationale for engagement in the education sector.

Australia and New Zealand mutually recognise they are supporting Solomon Islands to:

- develop its future and current human capital so that accrued benefits over the medium to long term alleviate poverty, increase democratic participation, and support inclusive and sustainable economic growth, diversification and stability
- improve literacy and numeracy outcomes in basic education so that Solomon Islanders are equipped with the necessary skills required to progress through vocational and formal education pathways, preparing them to be competitive domestically, regionally and internationally[27]
- develop an inclusive education system to help break the cycle of discrimination that children with special needs experience, and to improve equitable access and quality learning outcomes for girls and boys. This will prepare Solomon Islanders to make informed choices that benefit their communities and contribute to national development.

Whilst SB$1,233 million is invested by Solomon Islands in education[28], this is largely fixed and non-discretionary related (e.g. payroll). The levels of discretionary budget available for implementing the NEAP, in particular investments in enhancing the quality of basic education, remains inadequate. Hence, the combined support by A/NZ of 11% of non-payroll budget, and 30% if tertiary scholarships are excluded,

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[26] As per the Sustainable Development Goals, Pacific Regional Education Framework 2018-2030, Solomon Islands National Development Strategy 2016-2035, Solomon Islands Medium Term Development Plan 2018-2021 and Education Sector Strategic Framework 2016-2030, Australian Foreign Policy White Paper 2017[26], Australia's Aid Investment Plan 2015-16-2018-19, New Zealand's Strategic Intentions 2018-2022, and MFATs country strategy for Solomon Islands.

[27] Through regional and international labour mobility opportunities.

[28] SIG recurrent expenditure on education was SB$949 million in 2016 rising to SB$1,233 million in 2019.

(2018 figures) has been an influential lever for effecting quality reforms in education[29].

The proposed combined per annum investment by A/NZ under the Program is 7.9% of SIG's 2019 education recurrent budget overall, however it is 14% of the discretionary (non-payroll) budget. This amount has significant potential for impacting on improving educational outcomes. Earmarked sector budget support (ESBS) is proposed under the mixed modality approach (refer to section 7). The ESBS is designed to continue strengthening of SIG systems and domestic accountability, incentivise performance, whilst ensuring targeted resources are directed to where these are most needed (to support teaching and learning).

In addition, A/NZ provide funding to Solomon Islands through regional and international partners, and other bilateral program investments that impact on the education sector. Refer to Section 6.2 and Annex 10 for information on how this Program articulates with and seeks to leverage that support.

[29] DFAT, (2018). Solomon Islands Education Sector Program 3, Investment Concept Note Honiara: Solomon Islands.

4 Cross-cutting themes

The Program integrates the cross-cutting themes of **gender equality, child protection, disability inclusion, climate change, innovation, and private sector engagement** across all four outcome areas, with an additional, specific focus on addressing barriers to learning for disadvantaged children through outcome 3. Throughout implementation and through informal and formal policy dialogue, the Program will advocate for better targeted education policies (particularly those that have a direct impact on schools) in these areas, recognising their interrelatedness. The Program Management Team (PMT) will be responsible for monitoring implementation and actively identifying opportunities to integrate and leverage other development partners' contributions in these areas.

The Program will utilise the MEHRD MEL system and its indicators to evaluate progress on cross-cutting issues. MEHRD currently collects data to report on SIG's development commitments articulated in its National Development Strategy (2016-2035) and Medium-Term Development Plan (2018-2021). These are in line with its international and regional obligations for education[30]. This Program will draw on these. MEHRD currently collects sex-disaggregated data for access, quality and management indicators but the PMT will need to work closely with the Strategic Services Unit (SSU) Monitoring and Evaluation Manager to identify gaps required for reporting in all cross-cutting areas, in particular disability.

4.1 Gender Equality

Gender equality considerations are integrated across all aspects of the Program and an explicit focus for policy dialogue. According to the OECD Development Assistance Committee set of minimum criteria[31], the gender policy marker relevant to this Program is "zero" (Score 0) as it does not fully meet the requirements of "significant" (score 1) and "principal" (score 2).

The Program addresses DFAT's *Gender Equality and Women's Empowerment Strategy*, Objectives 2: *Economic Empowerment of Women*[32] and Objective 3 – *Reducing Violence Against Women and Girls*. It addresses New Zealand's aid investment priorities by integrating cross-cutting issues,[33] including gender equality and women's empowerment across all aspects of its development support. The Program also supports implementation of MEHRD's *Gender Equality in Education* (GEE)[34] policy to meet obligations for gender mainstreaming in education, as articulated in the Solomon Islands *National Gender Equality and Women's Development Policy.*

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30 Pacific Regional Education Framework 2018-2030, Quality and Relevance, Learning pathways, Student Outcomes and Well-being and the Teaching profession.

31 DAC Gender- Development Hand-book – OECD DAC Gender Equality Quality Marker - https://www.oecd.org/dac/gender-development/Handbook-OECD-DAC-Gender-Equality-Policy-Marker.pdf

32 Australia's strategic intent to support economic empowerment of women through a focus on improving retention rates of girls in school and reducing violence against women and girls.

33 New Zealand Aid Investment Priorities 2016-2019- also includes environment, climate change and human rights.

34 This policy prioritises gender mainstreaming and advocacy/sensitisation activities in-order to address issues of retention for girls and boys, and across the system. Includes, EA's, teacher management and progression, and emphasises the need to allow girls who fall pregnant to remain during pregnancy and return to school. No evidence is available yet on progress in implementing this.

Addressing gender equality issues will include a focus on girls, especially in terms of access, transition, infrastructure and boys, especially in terms of achievement in identified areas, in particular, English literacy[35]. It will also focus on addressing gender stereotyping so that both boys and girls are able to access and enjoy the full breadth of the curriculum, future vocational pathways and further study options.

The support for gender equality and social inclusion will be through:

Program Outcome 1 through:

- Provision of girl friendly infrastructure (including water, sanitation and hygiene facilities - WASH), especially at junior secondary level to increase transition and retention of girls at that level.

Program Outcome 2 through:

- Ensuring that new curriculum materials are gender inclusive in terms of roles, responsibilities and depiction of careers.
- Promoting professional development that uses gender inclusive strategies in the classroom, is led by both women and men and is provided at parent friendly times and in parent friendly locations.

Program Outcome 3 through:

- Encouraging greater parental involvement in their children's education and fostering attitude/behaviour change in relation to ensuring girls' and boys' equal access to - and participation in - schooling through NGO led community initiatives.
- Ensuring that gender inclusion is a criterion for the selection of NGOs in both ECCE and community engagement initiatives.

Program Outcome 4 through:

- Policy dialogue on MEHRD's collection, monitoring and use of data on gender indicators. This may lead to MEHRD's use of the Capacity Development Fund to undertake a Gender and Social Inclusion audit (GESI) of the education sector which would seek to actively engage groups with a gender equality and social inclusion focus. This may inform updates of MEHRD policies arising from the introduction of the draft Education Bill and support gender equality and inclusion mainstreaming efforts currently being implemented by MEHRD, as part of the implementation of the Solomon Islands Gender Equality in Education Policy 2017-2020.
- Ensuring gender equality is a key consideration in the development and implementation of the Capacity Development Framework.
- Potential inclusion of a gender equality related long-term outcome as part of Performance Linked Aid.

4.2 Child Protection

DFAT currently supports MEHRD with the development of its Child Protection Policy[36]. Supporting activities include development of a *Child Protection Handbook* for MEHRD and schools as well as child protection awareness workshops[37]. UNICEF also actively supports MEHRD in this area. This Program will build on those

[35] PILNA (2018) reported the proportion of those at or above the minimum expected proficiency level in literacy as Year 4: Girls 59.9%; Boys 49.4%; Year 6: Girls 73.6%; Boys 65.9%. Numeracy achievement for both and girls was more even and higher - in the mid 90% for all.

[36] MEHRD Version 2, Draft Child Protection Policy

[37] MEHRD (2019), Annual Work Plan

efforts and continue to support implementation of that policy, primarily through ESBS, but also by ensuring that all aspects of the Program have adequately considered child protection.

All activities undertaken by MEHRD through ESBS funding are expected to adhere to its own Child Protection Policy requirements, including ensuring all TA/suppliers recruited by MEHRD have undergone the required checks and signed MEHRD's child protection code of conduct. While recognising that this is MEHRD's responsibility, the PMT will monitor this to inform policy dialogue.

All recruitment and activities procured directly by the PMT or A/NZ (i.e. NGO Funding, Capacity Development Fund, PMT recruitment and activities) will adhere to DFAT's Child Protection Policy and MFAT and DFAT's risk control requirements, including ensuring that TA/suppliers have undertaken the required checks (where support is deemed highly likely to interact with children), have signed the child protection code of conduct and have undergone child protection training.

Criteria for the selection of NGOs for funding under outcomes 1 and 3 will include consideration of whether their personnel will have contact with children. It will also include consideration of whether the organisation's mandate is child-focused and, if so, whether they have the appropriate controls in place. This is consistent with DFAT's requirements[38] for assessing child protection risk. The PMT will be required to include in its initial annual plan, a section establishing the child protection risk context as well as annually reviewing that context. Annual, six monthly and quarterly reports for the Program will include progress on child protection risks that have been identified as medium to high, as part of an updated risk register.

The Program will support child protection through:

Program Outcome 1 through:

- Support for infrastructure development and maintenance that contributes to ensuring school facilities are safe spaces for girls and boys, and through NGO-led programming in community-based ECCE. Adherence to DFAT's and MEHRD's child protection policies will be a requirement for NGOs receiving funding (see Annex 9).

Program Outcome 2 through:

- Professional development for teachers and school leaders which includes content on child protection (e.g. includes equipping teachers with strategies for responding to positive/antisocial behaviour, and school leaders with skills in practical implementation of child protection policies).

Program Outcome 3 through:

- NGO-led programming to strengthen community/parental engagement in children's learning and school-community collaboration, which (dependent on proposals received) may incorporate awareness raising about child protection issues and strategies.

Program Outcome 4 through:

- Support for MEHRD and EA implementation of aspects of MEHRD's *Child Protection Policy*, and capacity development support where prioritised, in MEHRD *Annual Work Plans* and Capacity Development Fund requests.

4.3 Climate change and disaster risk reduction

[38] https://dfat.gov.au/international-relations/themes/child-protection/Documents/child-protection-risk-assessment-guidance.pdf

Solomon Islands is ranked fourth in the world for risk of disaster[39]. Communities in Solomon Islands are already experiencing the impacts of climate change in terms of rising sea levels, more frequent extreme weather events and subsequent damage to food and water sources. Education is affected by disaster and climate change but it can also help mitigate impacts and build resilience.

Key impacts include damage to schooling infrastructure, forced relocation of communities and/or schools, increased cost burdens on families that reduces resources for education, and reduced health and well-being of children that impacts on their capacity to learn. The latter tend to affect girls and children with disabilities disproportionately. Relocation of communities and increased competition for scarce food and land resources can also fuel community conflict with detrimental impacts on children's learning.

Disaster Risk Reduction (DRR) and climate change education are critical for children to build resilience, be prepared and contribute positively to adaptation. Schools can serve as powerful agencies for bringing communities together and providing shelter during disasters. They can also promote disaster awareness and practical strategies for coping with climate change. Reinstating schooling as soon as possible is critical for the psycho-social well-being of children and the wider community following a disaster.

MEHRD has undertaken considerable work in the area of disaster risk reduction (DRR) and is an active member of the SIG disaster response coordination mechanisms. It has a *Policy Statement* and *Guidelines for Disaster Preparedness and Education in Emergency Situations*, *Guidelines for Preparing a School Disaster Management Plan,* and a *DRR/Education in Emergencies* (EiE) focal point (funded by UNICEF).

MEHRD's infrastructure standards include disaster risk and climate change considerations. Challenges presented specifically by climate change, however, have been less of an explicit focus to date. Within previous A/NZ program designs, DRR and climate change have been treated as relatively marginal issues, other than in infrastructure development. The intersectionality of disaster and climate change, with dimensions of marginalisation (gender, disability, geographical location) and potential for community conflict, have historically not been well articulated or addressed in education sector programming.

This Program will begin to address both DRR and climate change, directly and indirectly through:

Program Outcome 1 through:

- Continuing to ensure disaster risk assessments and climate risk screening takes place for any new infrastructural developments which arise from this Program. The Australia Pacific Climate Partnership Support Unit may assist with infrastructure risk screening to help determine the most appropriate options for incorporating resilience into design and construction. Coordinating such support will be part of the function of the PMT which will also leverage the tools and expertise available through the Australian Infrastructure Financing Facility for the Pacific (AIFFP) and the planned Australian bi-lateral infrastructure program to support MEHRD in further developing their systems and skills in these areas.

Program Outcome 2 through:

- Professional development for school leaders to incorporate content on climate change as well as disaster preparedness and risk reduction. This will build on MEHRD's existing policy guidelines and involve collaboration with other key development partners working in this area such as UNICEF and Save the Children.

[39] Bündnis Entwicklung Hilft and Ruhr University Bochum 2018 World Risk Report Retrieved from: https://weltrisikobericht.de/wp-content/uploads/2019/03/190318_WRR_2018_EN_RZonline_1.pdf

Program Outcome 3 through:

- New curriculum developments will address climate change issues where appropriate, especially through the embedding in all new curriculum development of the Solomon Islands Capabilities, as foreshadowed in the *Five Year Curriculum and Professional Development Plan.* Of particular relevance will be:
  - the development of new curricula for Health and Physical Education and Business Studies
  - integration of selected Solomon Island Capabilities into all new curriculum resources as relevant:
    - Citizenship (e.g. Relates to the environment and all living things)
    - Communication (e.g. Voices opinions and advocates for ideas)
    - Creativity and Entrepreneurship (Enhances a concept, idea or product to meet a community, national or global need; Designs and manages projects which address real issues)
    - Critical Thinking (Engages in inquiry to solve real-life problems to make a difference locally and globally).

4.4 Disability inclusion

The Solomon Islands has signed the UN Convention on the Rights of Persons with Disabilities (CRPD) and has undertaken significant legislative and policy CRPD compliance review since that time.

The design team consulted with People with Disability Solomon Islands (PWDSI), the MEHRD Education Services Unit (which is responsible for inclusive education) and with MFAT through its Development Strategy and Effectiveness Unit. PWDSI was a key informant and driver of the development of MEHRD's National Disability Inclusive Education Policy 2016-2020 and the associated implementation plan. An underpinning plank of that plan is to "improve understanding of the importance and practices of Inclusive Education" at all levels of education. It positions the development of enhanced teacher, leader, and parent understanding as something which should be integral to MEHRD's professional development program, not as an add-on to it. This approach was strongly endorsed by PWDSI which saw inclusive practices embedded into mainstream curriculum and professional development as the only pragmatic way forward. The *Inclusive Education Implementation Plan* also highlights the importance of the provision of better data about disability to inform decision-making at national and local levels.

Hence in line with its focus on improved teaching and learning, this program includes provision for disability inclusion through:

Program Outcome 1 through:

- New A/NZ infrastructural investments adhering to the principles of Universal Design for Learning as described in DFAT's accessibility design guide. These will also include a focus on WASH accessibility and maintenance, especially female friendly WASH facilities.
- Funding for NGO-led programming in community based ECCE may also include facilitating inclusion of young children with disabilities in ECCE and facilitating transition to school when they reach school age.

Program Outcome 2 through:

- Practical strategies for inclusive practice being included as part of contractual requirements for the development of content of new curriculum materials, as per the *Five-Year Curriculum and Professional Development Plan*.
- Providers of professional development being required to include:

- a focus for teachers and leaders on the importance of inclusion as a 'hearts and minds' exercise early in the roll-out of the program.
- pragmatic inclusive practices (given the realities of teacher capability and Solomon Island classrooms). It should be noted that such differentiated approaches benefit all students, not just those with a disability.
- leadership development focused on encouraging inclusive practice.

Program Outcome 3 through:

- Promoting inclusive practice in the community level projects which are part of this program. Dependent on proposals received and selected for funding through the contestable NGO-funding window, this may include, for example:
  - support to local self-help groups, through PWDSI to raise community and parental awareness about children with disabilities' right to education
  - support for community-based programs to support early stimulation, rehabilitation, provision of assistive devices and enrolment and retention in school
  - changing parent mindsets towards the potential of their disabled child
  - community support for making schools more accessible.

Program Outcome 4 through:

- The potential use by MEHRD of the Capacity Development Fund to support implementation of other aspects of the Inclusive Education Implementation Plan.

4.5 Private sector

The market for private support for education in Solomon Islands is relatively small and there are limited opportunities in this area. There are areas, however, where private sector engagement with the government education sector has already occurred. Examples of the private sector engaging with the government education sector include the provision and maintenance of buildings, vehicles and equipment. In this Program, the private sector will be involved in infrastructure development. There is also potential for the private sector to be involved in the provision of curriculum and professional development, as well as the distribution of text books and resources to schools, and the provision of advisory and research services (through the MEHRD managed Local TA Fund). The provision of ECCE and community level programs by non-profit, private sector organisations also play a significant role in this Program.

The Program will engage the private sector through:

Program Outcome 1 through:

- the use of private sector suppliers in infrastructure development
- the use of NGOs in the provision of ECCE.

Program Outcome 2 through:

- the potential for private sector suppliers to be the successful tenderers for outsourced curriculum and professional development
- the use of local private sector suppliers to be contracted for delivery of text books to schools.

Program Outcome 3 through:

- the use of NGOs in community engagement programs.

Program Outcome 4 through:

- the potential for private sector suppliers to provide services to MEHRD under the Capacity Development Fund.

4.6 Innovation

There are several mechanisms for promoting innovation built into the Program, in particular through:

Program Outcome 2 through:

- MEHRD outsourcing of curriculum and professional development. This will facilitate contractor flexibility to develop and adapt the most innovative and impactful solutions. It should be noted, however, that "innovation" in the context of the Solomon Islands may involve strategies which may not be considered innovative in developed systems, for example, an increased focus on the classroom as the site of professional development, the use of a *whole-school* model of professional development and increasing local leadership of professional development at both school, cluster and EA level.

Program Outcome 3 through:

- The call for proposals for NGO led initiatives which will incorporate innovation and the cross-cutting issues as selection criteria. Funding will be outcomes-based, with sufficient resourcing for strong MEL to enable ongoing adaptation based on evidence and learning.

Program Outcome 4 through:

- Small Grants designed to enable EA to develop and test out new ways of working, including innovative approaches to working with schools and communities.
- The potential use of performance linked aid to incentivise innovation by MEHRD to achieve the identified outcomes most efficiently.
- The strengthened MEL framework for the Program, in addition to a strong focus on supporting MEHRD to further strengthen their MEL capacity and evidence-informed decision-making, will assist in ensuring any innovations are based on evidence and effectiveness can be demonstrated.

5 Program Outcomes

5.1 Theory of change

At the highest level, the Program theory of change is based on the understanding that an educated population is essential to the social and economic development of a country, and to a well-governed, socially cohesive society. The Program focuses on basic education, including support for community-based early childhood education, because these provide the platform for further learning and the building blocks to develop successful adults. They are highly correlated with reduced poverty and inequality, particularly for women and girls.

As signatories to the *International Covenant on Economic, Social and Cultural Rights*, and the *Convention on the Rights of the Child*, the governments of Solomon Islands, Australia and New Zealand all recognise basic education as a fundamental human right, and as signatories of the CRPD and the *Convention on the Elimination of all forms of Discrimination Against Women* (CEDAW), the importance of ensuring rights are upheld and equally accessible to all. Available data indicates inequality in access to, and outcomes from, education in Solomon Islands for different population groups, and show a strong correlation between parents' level of education and that of their children. Quality, relevant basic education, equally accessible to all, continues to offer Solomon Islands a critical pathway for social and economic development, as well as an engaged citizenry.

The Program is premised on the understanding that education service delivery is a core responsibility of SIG and that public education delivery is the most effective means for providing equitable learning for all. It builds on the last 15 years of donor support to SIG for its implementation of basic education components of successive NEAPs, and the steady gains achieved through this period. Strengthening an education system is a long-term investment and particularly in the challenging fiscal and political operating political environment of the Solomon Islands, it involves gradual, iterative improvement. A/NZ's continued investment, therefore, recognises the importance of 'staying the course' in order to consolidate and further build on the gains made in establishing a basic education system that can meet the current and future needs of Solomon Islands. Recognising the importance of life-long learning, of which basic education is just one component, the Program incorporates modest investments in community-based ECCE and in senior secondary and provides space for strengthened linkages to investments in post-secondary and non-formal education.

The Program adopts a modified version of a sector-wide approach, responding to the particular context of Solomon Islands. It positions MEHRD as the central partner, adopts MEHRD's *Education Strategic Framework* (ESF) and NEAP as the guiding frameworks for all donor investment in the sector, and provides the bulk of Program funding in sector budget support using SIG procurement, financial and management systems. While donors have a role in contributing policy and technical advice, the Program is based on a principle of respect for SIG leadership and authority in setting policy and prioritising. Recognising the particular capacity challenges and political economy context, the Program maintains earmarking of the sector budget support funds with some conditionalities, a Program-specific governance structure, and some parallel funding.

The Program is premised on the understanding that MEHRD faces several binding constraints to achieving the results identified in the NEAP that include:

- The political economy of education in Solomon Islands, which presents challenges to ensuring adequate allocation of funding for basic education and effective implementation of reforms to improve quality and equity.

- The decentralised nature of service delivery, in which MEHRD is reliant on relationships with other actors to deliver (provincial government, churches, NGO, private sector).
- A financing gap which will continue to grow in the face of an increasing population and constrained government revenue generation.

In light of this, there are four strategic themes to the Program that are integrated throughout all outcomes, and have been used to determine priority areas for investment:

- A focus on delivering practical support for teaching and learning at the school level.
- Strengthening MEHRD relationships with, and investing in, sub-national and non-government actors that have direct impact on learning and inclusion at the school level. This includes provincial government, education authorities, commercial and NGO partners and, most importantly, teachers and school leaders.
- Enhancing citizens' capability to demand improved services and SIG social accountability.
- A focus on locally-led problem solving and ongoing learning to enhance impact and sustainability.

The Program is underpinned by an understanding that the purpose of basic education is quality, contextually-relevant learning for all, and that SIG is seeking to achieve system-wide improvement at the same time as managing expansion. In such a context, strong prioritisation is needed, a focus on the key or catalytic drivers of improvement and maximising returns on investment.

Teachers (inclusive of school leaders) are the largest area of spend in the basic education sector. They have the most significant school-level impact on learning and are central to community-school relationships. Improving the quality of teaching and the teacher workforce (inclusive of issues of absenteeism, school leadership, school-community relationships), represents the most efficient investment that will have the most direct impact on key indicators of access, retention, completion, and learning. The Program is therefore, focusing on the central enablers of quality teaching and learning:

- accessible, engaging and readily available curriculum resources
- curriculum aligned, whole-school, ongoing professional development located as close to the classroom as possible, which reflects what we know about effective teacher development in Solomon Islands
- support for those who can best coordinate, lead and sustain improved teacher practice: school leaders and local education authorities
- improved workforce management to ensure teachers and leaders are well disposed towards improving their practice.

The Program is underpinned by a theory of change or set of design principles, that articulates current understanding of how A/NZ contributions enable or facilitate change and improvement. These have informed the design - in particular, the choice of focus areas and modalities. These principles are:

- A **coordinated and mutually supportive relationship between all stakeholders** focused on leveraging their collaborative impact to improve learning and teaching.
- A focus on **implementation** at the school level and maximising impact of, and efficiency from, existing investments (e.g. teachers).
- Use of **local processes and systems** wherever possible, including SIG/MEHRD planning, financial, monitoring and reporting systems.
- Ensuring A/NZ investment is **coherent and prioritised** to areas of greatest impact i.e. the quality of teaching and learning.

- Recognising the **diversity of contexts** in which schools and EAs operate to encourage locally led, pragmatic problem solving at all levels of the system, building on rather than usurping current successful practice.
- Strategic organisational capacity development reducing reliance on technical advisers.
- **Mutual accountability** focused on ensuring the enablers of effective practice (e.g. curriculum, professional development; effective teacher workforce management, adequate school grants) are in place alongside expectations of improved practice (e.g. student-centred, engaging learning; children's wellbeing; inclusive practice; reliable teacher attendance).
- Promoting systemic and development partner learning through effective MEL.

Key assumptions underpinning the program include:

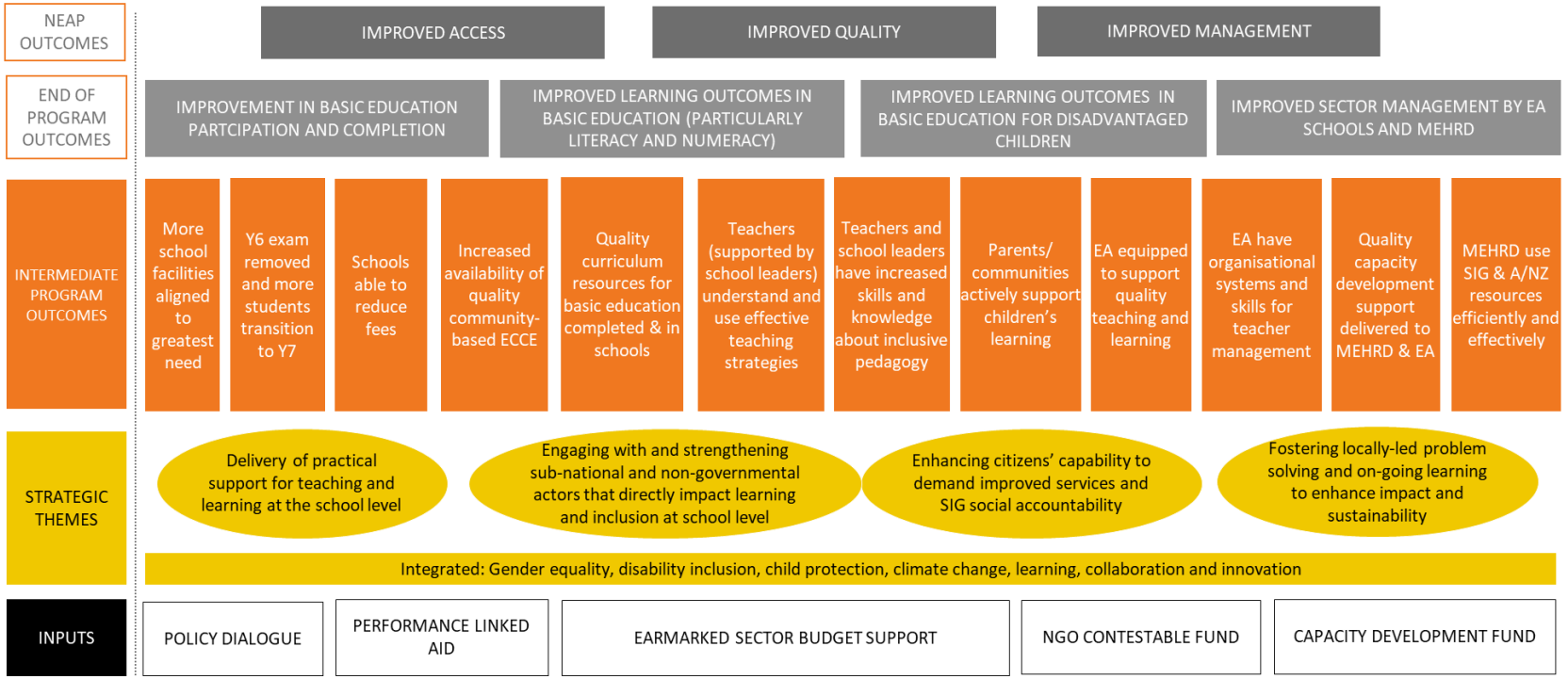
- A mixed modality approach of working through government systems as well as supporting NGO-led community-based programming will enhance outcomes.
- Provision of performance linked funding will incentivise MEHRD/SIG performance.
- MEHRD outsourcing will result in greater efficiencies and sustainable achievement of outcomes, compared to MEHRD or EA direct delivery, or A/NZ managed outsourcing.
- MEHRD, in line with the PacRef, will receive timely, quality support from regional and UN agencies in agreed priority areas, for example the Educational Quality and Assessment Program (EQAP) and UNESCO support in Education Management Information Systems (EMIS).
- A systems-perspective on improving teaching and learning through inter-connected investments in whole-school professional development, curriculum development, teacher management systems, school leadership and community engagement will have impact on access and learning.
- A focus on strengthening contextually-appropriate systems of decentralised management (EA and school level) will contribute to improved outcomes.
- Strengthening community engagement, through NGO and school leadership, will contribute to improved student access, retention, learning and school accountability.
- Encouraging local leadership and problem solving will be effective in positively harnessing local political and socio-cultural forces.
- Joint A/NZ design and establishment of the PMT will enhance the quality and efficiency of the delivery of A/NZ aid, and will reduce the burden on MEHRD.

As part of refining the Program MEL Framework in conjunction with MEHRD's development of their new NEAP, the theory of change and assumptions will be revisited and refined by the PMT in collaboration with MEHRD, A/NZ, and other key stakeholders from the Program Governance Committee and EDPCG, to support shared understanding as to how A/NZ's aid enables MEHRD and other partners' achievement of outcomes.

The program logic is depicted in the diagram on the following page.

Program Logic

GOAL: Improved quality of basic education which is accessible to all Solomon Island children.



5.2 Program Goal and Outcomes

The Program goal is: **Improved quality of basic education which is accessible to all Solomon Islands children.**

The end of program outcomes are:

1. Improvement in basic education participation (including correct age-for-grade participation) and completion rates
2. Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)
3. Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities); and
4. Improved education sector management by Education Authorities (EAs), schools and MEHRD.

These outcomes are aligned to the three key outcomes of the NEAP, with an additional outcome focused on addressing the needs of disadvantaged children to ensure visibility of issues of inequality in the system. While the Program will make an important contribution to these outcomes, it is not solely responsible for their achievement. They depend heavily on the activities and engagement of other actors in – and beyond –the sector. Program impacts will be more directly visible at the intermediate outcome level, the logic of which are based on analysis of the key system elements fundamental to quality learning for all in the Solomon Islands, as described above.

MEHRD is currently reviewing the NEAP and associated MEL Framework, with a view to finalising a new NEAP for 2021-2025 and MEL Framework by third quarter 2020. This process is not expected to bring significant changes to the overall focus of the NEAP as most outcome areas continue to require ongoing investment from MEHRD. It is expected, however, to provide more refined priorities, updated targets and address some gaps currently apparent in the NEAP and MEL Framework, such as engagement of communities, a stronger focus on equity outcomes, and more refined/complete intermediate outcome statements.

While the following specifies intermediate outcomes and outputs of the Program, and indicative inputs, A/NZ, through the Governance Committee mechanism, will need to be open to revising these, both in response to the new NEAP, and to evidence emerging through MEHRD's and PMT-led MEL processes throughout the Program.

As noted in Section 8, adaptive management requires a steady focus on agreed end of program outcomes, while allowing for adaptation in the specific inputs, outputs, intermediate outcomes and implementation strategies used. Specifically, it is expected that with the development of the new NEAP and MEL Framework, the wording of Program intermediate outcomes can be harmonised with MEHRD's outcome statements (thereby reducing any need for separate reporting).

The following describes each end of program outcome area, and the outputs and inputs/activities provided by the Program to achieve these outcomes. Details of indicative funding amounts by outcome area are provided in Section 9.1.

Outcome 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates

This outcome responds to issues of participation. Although it must be emphasised that shifts over time may be related to improved accuracy of data, since 2010 transition rates from year 6 to year 7 appear to have been stagnant at around 90%, and survival rates continue to be low and may possibly be decreasing (estimated survival rate to year 6 was 56% in 2017 compared to 62% in 2010). Related to this are the high - and possibly increasing - rates of drop-out. There are high rates of late-age entry and repetition at primary level leading to high proportions of over-age students throughout the system (See Annex 3 for detailed statistics). While key barriers to access are well-known, the exact interplay of the various factors - which have the most impact, for whom and under what circumstances - is not yet well researched or understood.

MEHRD has identified the development of an evidence-based comprehensive Access Strategy as a priority for 2019/20, including the intention to remove some high stakes examinations. Historically, A/NZ investments in access have largely focused on supporting MEHRD to plan for and manage school infrastructure development, and, in the past, contribute to school grants. This Program recognises the complexity of factors that inform on an expanded understanding of access (inclusive of late entry, repetition, push-out). As such, it continues support for infrastructure development and removing cost barriers to access, while placing greater emphasis on broader aspects of access through investment in community-based ECCE (incorporated under this outcome), strengthening school-community collaboration and improving the quality of education (refer outcomes 2 and 3). Further rationale and detail is provided below.

Program Intermediate Outcome 1.1: More school facilities aligned to greatest need

This intermediate outcome responds to the demand for increased school infrastructure, in particular at secondary level, and the importance of prioritising A/NZ investments for populations with greatest need, as identified by MEHRD[40]. This investment is likely to be in provision of more classrooms and girls' dormitories at junior secondary level and in areas of high poverty (as identified by the SIG Poverty Mapping) as well as girl-friendly and disability inclusive WASH facilities. There is also support for funding for infrastructure maintenance included here.

These investments reflect this Program's foci on improving completion of basic education, enhancing gender equality and inclusion and maximising the efficiency of existing investments. Continuing to work through the Asset Management Division (AMD) of MEHRD will build on the existing gains made already through A/NZ (and UNICEF). The support to strengthen AMD capacity will continue so that standard designs and infrastructure planning protocols incorporate consideration of disability access, climate change and risk resilience.

In addition, this outcome recognises the opportunity for MEHRD to enhance collaboration with other actors engaged in public infrastructure. This will include fostering greater decentralisation to provincial level and strengthening community engagement in school infrastructure development. The latter are important in light of the constraints that the Honiara-based AMD faces in meeting the demand for infrastructure development across geographically remote locations, with limited communication and transport infrastructure and variable quality of local construction companies.

Exploring alternative models for the management of school infrastructure development is also necessary given that, based on current estimates, the scale of schooling infrastructure required is well beyond the capacity of both MEHRD and this Program. This demand will only increase if the Year 6 exam is abolished and

[40] MEHRD (2019) *Annual Work Plan*

other barriers to access are reduced. Several immediate options were identified through the Design consultations that require further investigation:

- collaboration with the Ministry of Provincial Government and Institutional Strengthening (MPGIS) and Provincial Governments, which are currently delivering educational infrastructure funded through the Provincial Capital Development Fund (PCDF) and managed by Provincial Government works divisions[41]. Approximately 25% of PCDF projects are school facilities. The PCDF has tight financial controls and provincial governments have demonstrated their ability to adhere to these. MPGIS has indicated a desire to work more closely with MEHRD in coordinating education infrastructure development, including adherence to MEHRD standards, and the potential for MEHRD to direct funding through PCDF for school infrastructure. Furthermore, the European Union (EU) has indicated its intention to recommence funding through the PCDF for education and WASH facilities. The PCDF also includes a performance-based incentive funding mechanism.
- opportunities presented by the Australian Infrastructure Investment Facility and the planned Australian bi-lateral infrastructure program to deliver infrastructure development in close collaboration with MEHRD and aligning to MEHRD standards and priorities. There may also be a role in the future for the PMT to directly outsource infrastructure in close collaboration with MEHRD, however this is not expected to be a part of the PMT's initial remit.
- collaboration with the Rural Development Program (currently funded by DFAT), particularly for smaller-scale infrastructure and maintenance, building on the strong community-engagement model of RDP.

Therefore, this outcome continues a modest investment in high priority infrastructure development projects managed by MEHRD, while facilitating exploration of alternative models through the support of the PMT. The quantum of investment in infrastructure is matched to levels of spend that MEHRD has demonstrated it can manage through its current model of the AMD, overseeing the planning, procurement and quality assurance role and working with local construction contractors.

This investment, or any additional A/NZ investment (including PLA funds), could be redirected to alternative mechanisms for delivering infrastructure projects, as/when identified, and through mutual agreement by the Program Governance Committee.

Program Intermediate Outcome 1.2: Increased availability of quality community-based ECCE services

The role of community-based ECCE in preparing children for learning and fostering parental engagement in learning are expected to have positive outcomes for right age entry, retention and learning outcomes at primary level[42]. While rates of enrolment in ECCE have been increasing, from a gross enrolment rate of 48% in 2010 to 61% in 2017, there is much work to be done to ensure all children have access to ECCE services and that these are of sufficient quality to positively impact on children's later learning. Investment in community-based ECCE is in line with MEHRD's recent policy direction towards community-based provision of ECCE for 3-4 year olds, with MEHRD limiting its role to regulatory and policy setting for ECCE. MEHRD has designated the preparatory year (PPY) for 5 year olds as part of basic education, and is focusing on rolling out a new PPY curriculum and financing of PPY teacher training, alongside developing standards for ECCE

[41] Refer European Union (2018) Improving Governance for Effective Service Delivery in Solomon Islands; and Provincial Government Strengthening Program (PGSP) Annual Report 2018 for further detail. Through the PGSP and PCDF (originally funded by DFAT and UNDP now largely funded by SIG), MPGIS have well developed financial management and planning processes for provincial devolution and have strengthening Provincial Government capacity in these areas.

[42] PILNA (2018) found significant association between ECCE and achievement and significant association between caregiver involvement and achievement.

with the support of UNICEF. In light of this, the Program will focus on a modest investment in NGO-led support for community-based ECCE delivery, with a view to building the evidence base for quality initiatives in inclusive and accessible ECCE, which can in turn inform MEHRD's policy development and standard setting.

Program Intermediate Outcomes 1.3: Increasing transition rates from year 6 to 7, and **Program Intermediate Outcome 1.4 Schools able to reduce fees**

The Program will contribute to these two outcomes through policy dialogue (and possible inclusion in a PLA matrix) to encourage SIG to more fully realise its responsibility for the provision of adequate funding for schools and to progress commitments to removing the barriers of high stakes exams, in particular the Solomon Islands Secondary Entrance Exam at year 6.

Transition from year 6 to 7 has remained at around 90% since 2010, however drop-out rates at year 5 and 6 have increased slightly over time to 11% in 2017. This data suggests the year 6 exam is acting as a deterrent to students' continued participation in schooling. A similar pattern is evident with the secondary level exams. There are multiple sources of evidence which indicate current school grants are too low, leading to schools charging higher fees. MEHRD has achieved improved compliance by schools in the management of school grants and is progressing work in developing clear performance standards for schools and school leaders. Adherence to this should be tied to any increase in grants and should be highlighted in policy messaging by A/NZ. MEHRD's efforts to strengthen accountability at school level will be bolstered through the Program investments in strengthening school leadership, through whole-school professional development, strengthening EA's management capabilities, and through enhancing community engagement with schools through NGO-led programming.

With regard to the year 6 exam, SIG has repeatedly and publicly stated a commitment to remove the exam but is yet to do this, in part due to concerns as to how to manage the subsequent pressure on junior secondary school facilities. A/NZ commitment to invest in junior secondary facilities provides additional leverage to advocate for the removal of the exam and also to encourage steps towards removing the year 9 exam. MEHRD may also access support through the Capacity Development Fund to support these activities if required, as well as through funding from the ESBS allocation for MEL and research activities to strengthen the evidence base on barriers to access and what works in addressing them.

Table 1: Outcome 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates

MEHRD Intermediate Outcomes

- IO2: Increased number of children complete 13 years of education

Program Intermediate Outcomes	Program outputs	Activities/inputs
1.1 More school facilities aligned to greatest need	1.1.1 Priority infrastructure development delivered through outsourcing, in line with priorities identified in MEHRD Annual Work Plan (AWP). 1.1.2 Strengthened coordination and collaboration with provincial government and EA in infrastructure development, including exploring use of PCDF funding mechanisms. 1.1.3 School management capacity and resourcing for school maintenance, in collaboration with communities, improved.	• **ESBS** for infrastructure projects and AMD operational costs. • **Capacity Development Fund:** inputs as required to assist AMD especially in inclusive access and disaster risk reduction planning • **Policy dialogue:** SIG financing for (inclusive) school infrastructure and maintenance, focused on exploring efficient decentralised mechanisms for infrastructure project management and delivery. • **PMT role:** facilitated collaboration with MPGIS, the Australian Infrastructure Financing Facility for the Pacific, the planned Australian bi-lateral infrastructure program and others actively engaged in school infrastructure development. *Supported by* • 2.3: Professional development for school leaders inclusive of their maintenance role.
1.2 Increased availability of quality community-based ECCE services	1.2.1 Community-based ECCE initiatives established and evaluated	• **NGO Funding**: open call for proposals from NGO for delivery of innovative, community-based ECCE services. *Supported by* • 3.1 and 3.2 NGO funding.
1.3 Increased numbers of students transitioning from Year 6 to Year 7	1.3.1 An effective and affordable strategy for removing year 6 exam implemented	• **Policy dialogue**: Joint DFAT/MFAT messaging, in coordination with other education sector donors. • **ESBS:** MEHRD managed research on barriers and enablers to access for different demographic groups. • **Capacity Development Fund** inputs if/as needed. • **PLA:** possible inclusion. *Supported by:* • 2.3: PD for teachers and school leaders. • 3.1 and 3.2: NGO funding to increase parental/community support for attendance and role in school governance.
1.4 Schools able to reduce fees	1.4.1 School grant policy revised to increase amount of operational funding available to schools, including for maintenance.	

Outcome 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)

This outcome responds to the quality of teaching and leadership that it is not yet at a level to enable sustained growth in educational attainment or of quality teaching. While recognising the gains MEHRD has made in enhancing teaching and school leadership, with the support of A/NZ, there are still widely-acknowledged gaps in terms of:

- accessible and relevant curriculum resources for all subjects, which are delivered efficiently
- provision of a comprehensive, whole-school, curriculum-aligned program of teacher professional development
- provision of comprehensive and ongoing support for school leadership, including school leaders' pivotal roles in instructional leadership, teacher management and community collaboration.

MEHRD's (2018) *Five Year Curriculum and Professional Development Plan (*included as Annex 6) provides detail of:

- curriculum resources which have yet to be developed
- approaches to the outsourcing of curriculum development which will ensure increasing local leadership in both curriculum and professional development
- the structure of professional development over the course of the implementation of the Plan
- approaches to professional development as summarised below
- alignment of professional development to curriculum development
- detailed costings for the above.

This Plan has been endorsed by MEHRD which is already moving toward implementation in 2019 by contracting a short-term TA who will prepare a scope of work which reflects the plan, to be included in Request for Proposals (RfPs) for curriculum and professional development. This will include: outcomes, approaches, deliverables, timelines, personnel requirements and terms of reference (that contractors and the local personnel will be required to address). The TA will also be required to integrate elements of the Program which are not included in the *Five Year Curriculum and Professional Development Plan* or are not detailed in it, including:

- The model for scaling up professional development over the duration of the Program.
- Employment or secondment arrangements for local experts, including mechanisms to ensure contractors involve local personnel who have demonstrated or who are currently demonstrating effective performance as part of the Leaders and Education Authorities Program (LEAP) or as Provincial Literacy Trainers.
- Provision for adaptive management strategies and fostering local problem solving through:
  - an outcomes-focused contracting model, adequate resourcing for co-design strategies and robust MEL with regular feedback loops
  - a focus on experimenting with and refining effective models of increased devolution of responsibility for professional development to EAs and/or to localised clusters of principals/professional development leaders.
- Drawing on lessons learned from LEAP, the Literacy Program Management Unit (LPMU), the Graduate Certificate in School Leadership (GCSL), Solomon Islands National University (SINU) and University of the South Pacific (USP) led programs for teachers in training, and other previous professional development and school improvement initiatives.

- The features of effective teacher and leadership development in the Solomon Islands context, including that evidenced through academic research such as that produced by A/NZ scholarship awardees.[43]

The activities under this outcome recognise the importance of locating support for improved learning as close to the classroom as possible. The following provides a brief description of key activities for each Program intermediate outcome.

Program Intermediate Outcome 2.1: Quality curriculum resources for all basic education subjects completed.

Under this intermediate outcome, the Teaching and Learning Division of MEHRD will be supported to deliver curriculum development which:

- Ensures completion of outstanding subjects through MEHRD outsourcing of curriculum development, publishing and printing; recognition of current capacity and capability issues within MEHRD's Teaching and Learning Division to design, manage and monitor contracts of scale through the provision of TA support, especially in the areas of procurement and contract management.
- As per MEHRD's *Five Year Curriculum and Professional Development Plan,* local or international organisations contracted to complete the work would be required to:
  - offer an end-to-end service to MEHRD, either directly managing or sub-contracting all elements of curriculum development, publishing and distribution
  - ensure local capability building through inclusion of local experts in the development process
  - provide the requisite, tools (e.g. lap-top computers and internet access), pedagogical training and ongoing support to local experts to ensure they can produce materials which reflect the student-centred, outcomes focused and inclusive intent of the National Curriculum Statement. It is envisaged that personnel seconded or contracted for curriculum development work will then go on to take a leading role in the ensuing professional development in their subject areas
  - provide MEHRD with copyright cleared, digital versions of resources in formats which enable straightforward online publishing.
- Recognises the importance of quality, structured curriculum resources, especially for teachers with often limited autonomous professional capability[44]. In line with previous and current curriculum resourcing, Teachers' Guides will have generally scripted approaches suitable for less confident teachers, whilst providing the flexibility for more professionally confident teachers.
- Reflects and leverages regional initiatives, in particular:
  - the Pacific Regional Educational Framework (PacRef 2018-2030)[45] in the areas of:
    - inclusivity, quality and relevance in curriculum development
    - inclusion of competencies, values and cross-cutting themes in curriculum development for personal, economic and national growth
    - preservation of national identities, languages and cultures.
  - the Australia-Pacific Climate Partnership's Accelerating Climate Change Education (ACE) Program
  - The Educational Quality and Assessment Program (EQAP) in the areas of:

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[43] There are at least 25 Masters and PhD theses produced by A/NZ sponsored Solomon Islanders that address research questions related to professional development and support for teachers and school leaders in the Solomon Islands.

[44] PILNA (2018) found an association between school resources and student achievement in literacy.

[45] Pacific Islands Forum Secretariat (2018) *Pacific Regional Educational Framework* 2018-2030.

        - outcomes based curricula
        - integration of literacy and numeracy across the curriculum
        - integration of formative assessment.
- Addresses cross-cutting issues, where relevant and appropriate, particularly gender equality, child protection, disability, climate change, social cohesion.
- Includes the Solomon Islands National University (SINU) through an expectation that contractors will always include relevant SINU staff on the Subject Working Groups responsible for providing direction and critique for resource production.
- Provides for a start on senior secondary curriculum development, in line with the *Senior Secondary Curriculum Framework*[46]. In recognition of MEHRD capacity to manage the scale of this development, and to ensure there is sufficient resource available to complete and distribute all curriculum resources for core subjects for basic education, the development of core subjects in the *Senior Secondary Curriculum Framework* may be commenced upon completion of core subjects for basic education.

Program Intermediate Outcome 2.2: All newly developed curriculum resources delivered to schools
This outcome recognises:

- That even the best quality curriculum resources are useless if not delivered to schools and teachers
- The ongoing inefficiencies and wastage in MEHRD's current systems of text-book distribution
- Learning from the recent TA managed distribution of the large volume of books ordered by MEHRD in 2018 and printed by Pearsons - distribution of which has been contracted to a local company
- The potential, foreshadowed in MEHRD's *ICT Master Plan*, for increasing digital distribution of books to schools and teachers. This has been hindered to date by the copyright constraints of the previous contract with Pearson, however recent curriculum development contracts have ensured that all copyright is retained by MEHRD. This is a critical first step toward increasing digital distribution of curriculum resources. Potential Program support for digital options such as this are discussed in Annex 2.

Program Intermediate Outcome 2.3: Teachers (supported by school leaders) understand and begin to use data informed effective and inclusive teaching strategies.
Whole school professional development will be supported under this outcome, which:

- MEHRD outsources with ESBS but recognises current capacity and capability issues within MEHRD's Teaching and Learning Division to design, manage and monitor contracts of scale through the provision of TA support, especially in the areas of procurement and contract management.
- Reflects MEHRD's *Five Year Curriculum and Professional Development Plan,* and the standards for schools, school leaders and teachers (in development) with local or international organisations contracted to:
    - provide a program which is as nationally inclusive as possible over time - with roll-out prioritised to areas of relative deprivation.
    - show how the program will scale up to ensure most teachers and school leaders have access to it over the course of the Program.
    - build on and integrate successes, learnings (and, where appropriate, personnel) from previous professional development, particularly LEAP, the Literacy Program Management Unit, and the Graduate Certificate in School Leadership

[46] MEHRD (2018) Senior Secondary Curriculum Framework

- connect with the USP and SINU implemented programs for teachers in training (untrained teachers)
- be informed by student achievement data
- enable development of local solutions to local problems, including through ensuring increasing local leadership of the program at all levels
- include school leaders, school boards and EAs in a whole school approach - including opportunities for local, clustered leader networks which are increasingly digitally and EA supported (refer Annex 2)
- promote learner-centred, active learning; the centrality of literacy, numeracy and Solomon Islands Capabilities in all curriculum areas; formative assessment; pragmatic strategies for increasing differentiation and inclusion; the use of enabling ICTs where possible and appropriate
- integrates cross-cutting themes into subject specific professional development where possible and sensible
- is articulated with other programs and resources provided by NGOs
- is aligned to teacher standards and, where possible, results in enhanced qualifications for participants
- is informed by - and leverages - regional and other donor initiatives
- encourages increasing alignment between pre and in-service teacher development through inclusion of the SINU and USP in an advisory role and through exploring the potential for relevant personnel to be involved in design and potentially, delivery.

Table 2: End of Program Outcome 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)

MEHRD Intermediate Outcomes
- IO3: More teachers using new curriculum
- IO4: Teachers using assessment strategies for learning
- IO6: Teachers using quality literacy and numeracy strategies
- IO7: Schools show improvement against Standards

Program Intermediate Outcomes	Program Outputs	Activities/Inputs
2.1 Quality curriculum resources for all basic education subjects completed.	2.1.1 Primary and JSS curriculum resources incorporate a focus on literacy and numeracy, inclusion and Solomon Island Capabilities. 2.1.2 Primary and JSS curriculum desk-top published and printed.	**ESBS Outsourced by MEHRD:** • RFP aligned to MEHRD's *Five Year Curriculum and Professional Development Plan*, requiring co-development of curriculum with MEHRD staff and local subject experts; focus on capacity building of the latter to enable increasing leadership. **Capacity Development Fund:** • Full-time TA role in Teaching and Learning Division to further strengthen Curriculum Division capacity and ensure tight alignment with Prof. Dev. program.

Table 2: End of Program Outcome 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)		
2.2 All newly developed curriculum resources delivered to schools.	2.2.1 Effective and efficient system for education resource distribution to schools managed by the organisation contracted to manage development, publishing, digitising and printing.	**ESBS Outsourced by MEHRD** • Resource distribution included in the estimate of costs for curriculum development • Contract for curriculum resource development, publishing, digitising, printing and distribution.
2.3 Teachers (supported by principals) understand and begin use data informed effective and inclusive teaching strategies.	2.3.1 National, data informed whole-school professional development programme established and delivered, targeting use of new curriculum, formative assessment practice, literacy and numeracy instruction, inclusive pedagogy, and instructional leadership.	**ESBS Outsourced by MEHRD** • RFP aligned to MEHRD's *Five Year Curriculum and Professional Develop Plan*, Tender including: use of, and training for, local Prof. Dev. deliverers; co-design of a sustainability strategy (such as EA taking on Prof. Dev. coordination roles); gender equality and inclusion strategy; inclusion of SINU; strong MEL. **Capacity Development Fund:** • Full-time Teaching and Learning Division TA to support on professional requirements, procurement, contract management.

Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)

Outcome 3 responds to the fact that current government-led delivery of education services is not yet adequately addressing potential disadvantage faced by students as the result of demographic characteristics such as disability, gender, mother-tongue; socio-economic status, and/or geographic location[47].

Activities under this outcome recognise the important role MEHRD has to play in setting policy and monitoring patterns of inequality, applying an equity lens to resource allocation, particularly in terms of school financing and infrastructure. They also aim to ensure curriculum and teacher professional development promotes inclusive pedagogy.

At the same time, this outcome recognises the role NGOs can play, working collaboratively with other key sub-national partners (Provincial Government, Education Authorities, community-based organisations and school/parent committees), particularly in addressing social and cultural barriers to inclusion, and building community demand for improved services, and school/government accountability. Provision of funding through NGOs respects MEHRD's organisational commitment to focus on policy, regulatory and monitoring

[47] While the majority of the Solomon Islands population is Melanesian, there are pockets of non-Melanesian communities such as the resettled Gilbertese communities, that may face particular disadvantages when it comes to education.

role and to partner with other organisations to deliver at school level. It also leverages the strengths of the NGO sector in working at community levels.

Providing funding to other sub-national agencies such as EAs, community-based organisations and school committees was considered, however, these organisations have limited demonstrated capacity to manage donor funding. For this reason, the Program will make funding available to NGOs with demonstrated capacity, for programming that includes active collaboration with, and capacity building for, relevant local-level organisations. Further detail on current capacity of the NGO sector to deliver, and examples of existing programming, are provided in Section 6 and Annex 9.

Activities under this outcome are expected to also contribute to achievement of outcomes 1 and 2. The NGO-funding available under this outcome and under outcome 1 are tightly interlinked, recognising that community-based ECCE initiatives play an important role in promoting inclusion and addressing socio-cultural barriers to equitable access. The following provides a brief description of key activities for each Program intermediate outcome.

Program Intermediate Outcome 3.1: Parents and Communities actively supporting children's learning in basic education

Addressing disadvantage requires direct engagement with communities to build awareness, change attitudes and strengthen relationships to address issues of inclusion locally. Strong relationships between parents/communities and schools are a critical factor for enhancing educational success for those facing disadvantage. Levels of parental education and literacy are closely related to levels of poverty and participation of children in school. Addressing barriers that parents face, therefore, will also assist in engaging with their children's schooling.

Work at this level is largely beyond the reach of MEHRD. It requires partnerships with NGOs which have established relationships directly with communities and/or other community-based organisations who have the expertise and flexibility to work at this level. NGOs can also play an important role in building the evidence base for understanding the scale and nature of inequality within the system, and effective approaches for reducing inequality. Funding for NGO programming will therefore contribute to achievement of this intermediate outcome. Arrangements and criteria for this funding are outlined in Annex 9. Programs targeting disadvantaged communities (based on SIG's recent poverty mapping, for example) will be prioritised for funding. Example of programs that could be funded include:

- supporting community awareness and behaviour change initiatives around issues of gender equity and disability inclusion
- information/research focused activities designed to build the evidence base on barriers to access and inclusion, and raise awareness at community, school and policy levels
- vernacular language programs and family literacy programs designed to build parents/care givers' capability to engage with their children's learning, and collaboration with schools to integrate vernacular language use, in line with MEHRD policy directions as specified in the current NEAP.

Program Intermediate Outcome 3.2: Teachers and school leaders have increased skills and knowledge about inclusive pedagogy

This intermediate outcome will be supported through the curriculum development and professional development activities planned under outcome 2, to build teacher and school leader capacity for inclusive pedagogy. It is specified here as a separate intermediate outcome however, to ensure it receives deliberate attention.

Funding for an evaluation of existing vernacular pilot projects is also included under this outcome. This will be a component of building an evidence base for enhancing inclusive pedagogical practices in the Solomon Islands, and for review and finalisation of MEHRD's draft 2010 *Policy Statement and Guidelines for use of Vernacular Language and English in Education.*

Language of instruction is a critical aspect of effective and inclusive teaching and learning. It can also have a significant influence on parental/community engagement in schooling and contributes to wider issues of the maintenance of cultural heritage, indigenous knowledge and identity. The extent to which schools and pedagogy reflect local cultures is a key factor in promoting inclusion and equitable learning outcomes for all students, hence this activity is positioned here, rather than outcome 2. The evidence base is very strong for using a child's first language in the early years to provide a foundation for learning and the later development of literacy in another language (e.g. English) e.g. analysis of the 2018 PILNA results showed an association between the language used for leisure activities and proficiency in literacy and numeracy.

There are numerous practical challenges, however, to enacting this in Solomon Islands. There are a large number of vernacular languages, dispersed language communities and limited teacher professional capacity and curriculum support. In addition, there are strong beliefs amongst educators and communities as to the most appropriate language of instruction in schools, which can act as enablers or barriers. Senior decision-makers in MEHRD and across the educational community have divided views on the issue.

Evaluation of the vernacular pilot projects which have operated in two language groups in Malaita has been stalled for some time but was identified by MEHRD during design consultations as a priority for funding by the Program. The PMT will work with MEHRD in refining their current draft terms of reference for the evaluation. It will need to incorporate consideration of other recent initiatives too – such as the impact of including vernacular strategies in the LPMU early literacy materials, the lessons learned from LEAP and the Pacific Literacy and School Leadership Program in this area. It will also consider vernacular strategies within the new curriculum materials and SINU School of Education's capacity/capability in this area.

The evaluation provides a valuable opportunity to stimulate dialogue based on evidence in conjunction with A/NZ policy dialogue in this area. Opportunities to leverage learning from other regional experiences with vernacular language, in particular Vanuatu, will also be promoted by the PMT for example through the Pacific Regional Education Framework (PacRef) or Melanesian Spearhead Group dialogues.

Table 3: End of Program Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)

MEHRD Intermediate Outcomes:

- IO2: Increased number of students completing 13 years of basic education[48]
- IO5: Teachers using child-friendly teaching strategies
- IO7: Schools show improvement against Standards

Program Intermediate Outcomes	Program outputs	Activities/inputs
3.1 Parents/ communities actively support	3.1.1 Programs to improve parents/ communities' capacity to support children's learning in basic education, including early school leavers.	**NGO Funding (PMT managed):** • Open call for proposals for NGO-led initiatives to build community capacity to support

[48] Community support for learning, citizens' voices in delivery of services, and inclusion and equity measures are not currently well articulated at outcome level in the NEAP and MEL Framework. MEHRD intends to address this in the new NEAP.

Table 3: End of Program Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)		
children's learning in basic education	3.1.2 Programs to improve collaboration between communities, NGOs MEHRD and/or other agencies in the governance and monitoring of education service delivery.	learning and demand improved services; focus on issues of disability inclusion, child-protection, gender equality, innovation and targeting those most marginalised. May include social accountability initiatives at the national level as well as more local level initiatives such as strengthening school boards.
3.2 Teachers and school leaders have increased skills and knowledge about inclusive pedagogy.	3.2.1 Integration of inclusion, child protection and gender equity strategies within professional development program and curriculum development. 3.2.2 Implementation of MEHRD Inclusion, Gender Equity and Child Protection policies. 3.2.3 Evaluation of vernacular language pilot projects and recent initiatives, to inform review of draft policy and development of action strategies for NEAP 2021-2025.	**Achieved through Program Outcome 2** **Earmarked SBS:** • To support high priority aspects of implementation of inclusion, gender equality and child protection policies identified in MEHRD Annual Work Plans if/where required. This may include research to build the evidence base. • Evaluation of vernacular language pilot projects and initiatives, funded through Local TA Fund or Capacity Development Fund. **Policy Dialogue:** • On ensuring MEHRD policy commitments are implemented, particularly in the areas funded by the Program ESBS (curriculum, professional development, infrastructure, MEHRD/EA organisational capacity strengthening). • On advancing practical strategies for promoting use of mother-tongue in early years

Outcome 4: Improved education sector management by Education Authorities, schools and MEHRD, in support of improved teaching and learning

Delivering quality learning outcomes requires strong, fit for purpose, education leadership and management capacity at all levels: school, EAs, provincial and national government. Outcome 4 can therefore be thought of as underpinning and supporting progress towards outcomes 1-3.

Activities under this outcome respond to the situation analysis and lessons learned (Annexes 3 and 4). While further improvements can be made in MEHRD capacity, the critical focus for support moving forward is to strengthen capacity at provincial government, EA and school level. Building capacity at these levels will

address the implementation gap, evident in the plethora of national level policy and plans which have had limited impact at the classroom level.

A focus on improving systems for teacher management and welfare is a critical factor for improving the quality of teaching and will necessitate investment at both MEHRD and EA levels. This will also require - and benefit from - articulation with potential wider reforms of public service management led by the Ministry of Public Service. The Program will take a deliberate but cautious approach to supporting the implementation of the updated Education Act and SIG's stated intentions to strengthen provincial governments' role in the governance and delivery of education services.

Formal education in Solomon Islands is delivered through a decentralised system of governance and management across three levels: national government, provincial government and EAs. EAs are responsible for the management of schools and ECCE centres, and each school is expected to have a school committee or board comprised of representatives of the school community. There are some 30 private EAs in addition to the 10 EA under the Provincial Governments and Honiara City Council, which are known as Provincial Education Authorities (PEA). There has been longstanding confusion about provincial government responsibilities for education which mirrors other sectors and reflects the broader political tension around decentralisation in the Solomon Islands. While under the current 1978 Education Act, provincial assemblies are nominally the PEA, in practice most perceive the PEA to be an arm of national government, a view perpetuated by the fact that the PEA receives national government funds (the annual EA operating grant). These funds are managed in parallel to provincial government funds with PEA core staff seconded from the teacher workforce and appointed by MEHRD. They draw their salary through the teaching service, not the provincial government payroll. Furthermore, there has been lack of clarity around responsibilities of all EA (private and provincial) for the employment and management of teaching staff and specific responsibilities for the operation of schools and centres. The recent review of the Education Act seeks to clarify these relationships, hence the strong focus in this Program on support to MEHRD and provincial governments to operationalise these changes.

Continued investment in MEHRD capacity building is to be focused on core functions needed for delivering improved teaching and learning (as described under outcome 2), and ensuring the gains achieved to date in strengthening public financial management (PFM) and procurement are sustained. This will be complemented by a more strategic approach to organisational capacity building, for MEHRD and for PEA (not including private/non-government EA), focused on strengthening performance and learning culture. Strengthening linkages with the DFAT funded Governance Program will be of importance here too. In light of this, the total quantum of technical advisory funds will be lower than the combined total of A/NZ previous programs. There will be a greater focus on supporting MEHRD to fully utilise the local TA funds provided for under earmarked SBS.

The following provides a brief description of key activities and inputs for each Program intermediate outcome.

Program Intermediate Outcomes 4.1: EA have organisational systems and skills to support effective teacher management

The challenges in teacher management are longstanding and intimately connected to the challenges of decentralised management in the sector and to broader political economy issues. Weak management, poor conditions and professional support for teachers directly contribute to low teacher morale, teacher absenteeism and poor performance. All of these factors impact on students' learning and participation as well as teachers' and leaders' dispositions towards changing their practice.

With support from A/NZ, over recent years MEHRD has progressed several key streams of work specifically related to improving teacher management and addressing teacher performance, including:

- Clarification of the employment status of teachers and respective responsibilities of EAs, MEHRD, and the Teaching Services Commission, as part of the wider review of the 1978 Education Act
- Review of the teaching scheme of service and *Teacher Services Handbook*
- Development of performance standards for teachers, school leaders, schools and EAs
- Review of the Inspectorate function and of teacher/school leader performance appraisal processes
- Strengthening processes for determining the annual teacher establishment and postings, in collaboration with EA
- School leadership training and, under LEAP, support to selected PEA to strengthen teacher management capabilities.

Further work is required by MEHRD to complete these reviews and finalise new standards and processes – this will continue to be supported under the Program as required. A priority focus for the Program is the implementation of new processes, the responsibility for which lies predominantly with EA and school leaders. MEHRD can develop new standards for teachers and performance appraisal systems, however, for these to have any impact, EA and school leaders need the skills, tools and systems and incentives to implement them. As this work is evolving, Program support needs to be flexible, responsive, and focused on supporting MEHRD and EA to develop locally appropriate solutions. These need to be based on contextualised understanding of effective teacher management in the Solomon Islands and the political economy challenges around this.

In addition to support for the MEHRD Teacher Services Division to complete and roll-out the revised teacher scheme of service and *Teacher Services Handbook*, the Program will support organisational capacity building for EAs in meeting their responsibilities, with a priority focus on the PEA (rather than private/non-government EA). This is further addressed under outcome 4.2 below. The exact nature of this support will build on lessons learned from LEAP and needs to be contingent on the passing of the revised Education Act and MEHRD finalising the revised *Teacher Services Handbook*, and relevant standards.

A focus on strengthening EA capability for teacher workforce data collection, including teacher absenteeism data, will be a priority under this outcome, as will support for strengthening the existing teacher management database and systems at MEHRD and EA level. This would see a shift to a more comprehensive, transparent electronic system with integration of data with MEHRD's Solomon Island Education Management Information System (SIEMIS) and Aurion (the MoFT payroll system) - if identified as a priority need by MEHRD through their Annual Work Planning.

The whole-school professional development program (outcome 2) will also incorporate support to school leaders in their teacher performance management and performance appraisal roles, building on the lessons learned from LEAP and the GCSL program. Combined, these investments are designed to reduce teacher absenteeism, increase teacher motivation, and increase teacher time in classrooms and on task, to result in improved student retention and learning. This will be a priority area for attention by the PMT.

Program Intermediate Outcome 4.2: PEA have the organisational structure and resources required to support quality teaching and learning for all

This component (as well as outcome 4.1) responds to the opportunities afforded by the revised Education Act namely, MEHRD's steady but gradual shift towards greater decentralisation to provincial governments and EA. It also builds on lessons learned from LEAP and seeks to sustain its successful elements.

This intermediate outcome focuses on support to Provincial Governments and PEA, rather than including private/non-government EA, in recognition of the governance role that Provincial Governments play in

relation to education. It recognises the particular responsibilities that MEHRD has to engage with and support Provincial Governments and their PEA. The Program will initially focus on supporting MEHRD, in close consultation with Provincial Governments, to operationalise the steps towards decentralisation foreshadowed in the revised Act.

This recognises that defined roles and responsibilities must be in place, as well as the appropriate organisational structures and resourcing for capacity building support to PEA to have impact. This includes development of a clear operational manual for all EA. Outcome 4.2 will also include a functional analysis and costing of the EA standards for EA to determine the actual financial and human resources required, so that an informed review of the EA operating grants (as detailed in reporting from LEAP), can take place. This work will also inform review of the organisational structure and human resource establishment of PEA (noting that MEHRD has no jurisdiction over private EA's organisational structure). This work will be undertaken collaboratively with Provincial Governments. Outcome 4.2 will complement the support for increasing EA capabilities in teacher workforce management under outcome 4.1 above.

The Program will support this work by funding (through the Local TA Fund) a senior level position based within MEHRD and filled by an appropriately experienced Solomon Islander with existing strong relationships and credibility with key stakeholders. He/she will assist MEHRD in the above tasks. Part of this role, in conjunction with the PMT, will be to support MEHRD in strategic dialogue with MPGIS, MPS, and Provincial Governments about appropriate models of provision of financial and human resources to provincial governments for their education service delivery and governance functions. Modest levels of operational funding for the Education Authority Services Division will also be provided through ESBS.

Dependent on progress with this initial work, the Program will include an organisational capacity building and mentoring program, targeted to PEA in the first instance (potentially extended to non-government EA later), to be co-designed by MEHRD with support from the PMT. This will draw on lessons learned and materials developed within LEAP, as well as MPGIS experience in strengthening Provincial Government capabilities. Earmarked SBS for the EA small grants will also be continued under this Output - subject to a review of lessons learned to date and possible changes to criteria to ensure better integration of projects into EA Annual Work Plans. This review should be coordinated by MEHRD, using the Local TA Fund to procure a reviewer, and involve consultation with all EA, A/NZ and the LEAP team.

This will be a priority area for attention by the PMT, to enable A/NZ to deliver adaptive, responsive support, to ensure linkages with MPGIS, and facilitate shared learnings from governance and health sector programs.

Program Intermediate Outcome 4.3: MEHRD uses SIG and A/NZ resources more efficiently and effectively
While significant improvements have been achieved to date in MEHRD PFM and procurement performance, continued advisory support is needed to ensure continued compliance. This will be complemented by more strategic inputs to support the development of organisational capacity in these areas.

The Program will therefore continue existing advisor roles in financial management and procurement (refer Annex 5 for terms of reference). The roles will incorporate a stronger capacity development function than currently and the PMT will actively facilitate linkages with the DFAT Governance Program. An example of this would see MEHRD Advisers continuing to facilitate MEHRD procurement and finance staff to uptake government-wide training opportunities.

On the job training and coaching for MEHRD staff (at all relevant levels) in SIG procurement and financial management processes will also be supported through accessing existing training programs. This will be supported by the DFAT Governance Program and use the Local TA Fund to procure a local supplier to develop simple documentation and check-lists integrated into MEHRD's Standard Operating Procedures.

Support for a Public Expenditure Review and any required future PFM assessments of MEHRD are recommended as priorities for funding under the Capacity Development Fund.

Program Intermediate Outcome 4.4: Quality Capacity development support delivered to MEHRD

This component responds to the need for a more strategic approach to organisational capacity development that ensures that A/NZ funded inputs contribute consistently to sustained capacity building. This intermediate outcome also responds to the need for technical assistance that is well aligned to the Program design and focused on improving teaching and learning. This will be supported by the development of a Capacity Development Framework to guide decision-making on the use of the Capacity Development Fund (formerly named TA Fund). This framework will provide fit for purpose organisational capacity development support and will be co-designed by the PMT and MEHRD.

While A/NZ funded TA have historically focused on MEHRD, it is proposed that the new Framework also be extended to support Provincial Governments, as key partners in the governance and delivery of education services. System diagnostics and analyses to strengthen the evidence base for future policy development and decision-making may also be funded through the Capacity Development Fund. Possible priorities include a public expenditure review for the education sector and a Gender and Social Inclusion Audit. As much as possible, such analyses will be undertaken in coordination with other donor agencies and regional partners to reduce potential for duplication and ensure broad based support for recommendations.

Through the Capacity Development Fund, the Program will maintain a modest investment in continued strengthening of MEHRD's sector planning, monitoring and evaluation, senior leadership capability, recognising the critical importance of these functions and vulnerability to staff changes. This will involve the continuation of the Education Sector Management Advisor and Monitoring and Evaluation Advisor roles, and possibly other inputs as determined by the co-designed Capacity Development Framework and in MEHRD Annual Work Plans.

The Program will increase support for MEHRD to strengthen development partner coordination, specifically through the Education Sector Management Adviser role and through the facilitation role of the PMT in coordinating with other A/NZ funded programs and regional initiatives. In addition, through co-design of the Capacity Development Framework, and an active role of the PMT in working with MEHRD on addressing capacity development needs, the Program will support strengthened Human Resource Development and Management by MEHRD.

Further strengthening of MEHRD and PEA capability in the collection, analysis and use of data for decision-making and policy development, and in monitoring and evaluation, is expected to be a priority under the Capacity Development Fund. Dedicated ESBS funds will also be provided to support MEHRD's monitoring, data collection and/or research activities, including the Annual Joint Review.

Further detail on the management of the Capacity Development Fund is provided in Annex 8.

Table 4: End of Program Outcome 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning

MEHRD Intermediate Outcomes

- IO7: Schools show improvement against Standards
- IO8: Education Authorities operate to agreed Standards.
- IO9: MEHRD capacity at institutional, organisational and individual levels strengthened

Program Intermediate Outcomes	Program outputs	Activities/inputs
4.1 EA have organisational systems and skills to support effective teacher management.	4.1.1 Teacher workforce management and welfare policy, procedures and systems revised in line with revised Education Act. 4.1.2 Professional development and systems support provided to EA for implementing new policy/procedures for teacher management and welfare.	**Earmarked SBS:** • Development and roll-out of revised teacher workforce management policy, procedures and management systems. Additional capacity building support specifically for each Provincial EA. • Possible funding for development of teacher management database accessible to EA. **Capacity Development Fund:** • Support as required for MEHRD or PEA in specific technical tasks or in mentoring role, in line with Capacity Development Framework, MEHRD and PEA Annual Work plans. **Coordination:** • With MPS and DFAT Governance program on public service remuneration reforms.
4.2 PEA have the organisational structure and resources required to support quality teaching and learning for all.	4.2.1 EA resourcing and PEA structure reviewed in line with revised Education Act. 4.2.2 Revisions to EA resourcing and PEA structure implemented. 4.2.3 Capacity building support provided to Provincial Government and PEAs to meet EA standards. 4.2.4 EA implement initiatives to improve teaching and learning.	**Earmarked SBS incl. Local TA:** • Support to EA Support Division to progress key structural reforms, based on clearer costed plan for operationalising of EA Standards and changes proposed under revised Education Act. • Continuation of EA Small Grants, tied to Annual Work Plans, and achievement of EA standards, building on lessons from existing EA Small Grants Fund and the Provincial Capital Development Fund. • **Local TA Fund**: TA as/when required in line with Capacity Development Framework and MEHRD Annual Work plans. **Capacity Development Fund:** • Support if/when required for MEHRD/PEA for short-term

Table 4: End of Program Outcome 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning		
		inputs aligned to Capacity Development Framework and MEHRD/PEA Annual Work plans.
4.3 MEHRD uses SIG and A/NZ resources more efficiently and effectively.	4.3.1 Financial Management and Procurement advice and capacity building provided to MEHRD.	**Capacity Development Fund:** • Existing compliance-focused Procurement Adviser and Finance Adviser long-term TA roles to continue with more explicit capacity development deliverables. **Earmarked SBS - Local TA and Training:** • to provide training and user-friendly documentation for MEHRD officers.
4.4 Quality capacity development support delivered to MEHRD.	4.4.1 Strategic organisational Capacity Development Framework and plan co-designed.	**PMT support:** • to co-design with MEHRD Capacity Development Framework and support/ monitor implementation. **Capacity Development Fund:** • support as/when required in line with Framework and MEHRD Annual Work plans. **Earmarked SBS:** • **Local TA Fund**: TA as/when required in line with Capacity Development Framework and MEHRD Annual Work plans. • Monitoring and data collection, analysis and reporting activities as prioritised in MEHRD's Annual Work plan.

6 Delivery approach

The Program will use a **mixed-modality approach** comprising of:

- earmarked sector budget support (ESBS) for MEHRD's programs in agreed priority areas, including for MEHRD-managed outsourcing
- a Capacity Development Fund for provision of technical assistance and other forms of organisational capacity building inputs for MEHRD (and PEA)
- grant funding arrangements for NGO/DPO delivered programs to enhance community engagement in education and building demand for improved services.

A Program Management Team (PMT) will be contracted by A/NZ to assist them in the overall management of A/NZ funding and improved coordination with other programs. The PMT will manage the Capacity Development Fund and NGO contestable fund. Detailed rationale, structure and responsibilities for the team are outlined in Section 7.2.

Key to the success of the Program is the ongoing commitment of SIG to the Education sector. As the key partner in this Program, SIG commits to maintain its financial commitment to the education sector (excluding tertiary education spend) at 20% or more of national recurrent expenditure in the relevant Appropriations Bill for the duration of this Agreement[49]. In addition to its financial contribution, SIG undertakes to provide such human resources, office accommodation and logistical support as is required to ensure the successful implementation of the NEAP. In particular, MEHRD and MPS will ensure appropriately qualified local staff are allocated to the priority areas of education sector, including the financial management, human resources, procurement and internal audit areas of MEHRD and the staffing of Provincial Education Authorities.

SIG will also undertake to protect and increase its investments in universal basic education so that donor budget support is genuinely additional. SIG undertakes to increase its investments in primary and junior secondary education per student, and to manage key risks in containing scholarships expenditure. MEHRD undertakes to ensure the NEAP and associated MEL Framework is updated, that costed annual work plans are produced each year in a timely fashion and reported against quarterly. MEHRD will also ensure the continuation of annual school surveys and other priority data collection to enable quality reporting against MEHRD's MEL Framework including the key performance indicators adopted by this Program.

6.1 Investment modalities

The following summarises the main mechanisms of support or 'modalities' the Design Team considered, and the conclusions reached. Full analysis of all modalities and outcome options are presented in Annex 7.

Unearmarked Sector Budget Support

Unearmarked SBS was considered by the Design Team as having the advantage of placing full responsibility for decision-making and prioritisation with MEHRD - promoting a more fully sector-wide approach (rather than earmarking to sub-sectors), reducing the reporting burden and reinforcing accountability to domestic institutions, not donors. However, there is not yet sufficient confidence in the SIG public financial

[49] Currently SIG spends 21% of its recurrent budget on education excluding all tertiary spend. 20% is proposed as a realistic minimum figure. Education spend excluding tertiary is an easy figure to track – specifying an amount for basic education only is very difficult to track and vulnerable to miscalculation. It also encourages a focus on ensuring adequate funding for basic education, and senior-secondary.

management environment or MEHRD systems to consider this option. This Design includes the steps required to move towards unearmarked SBS over time (refer section) and towards a more integrated sector-wide approach by A/NZ at a governance and policy dialogue level (refer section 7.1).

Sector Budget Support earmarked to agreed outcomes

Sector Budget Support, earmarked to agreed outcome areas and outputs, will be the main, but not the only modality of support. Earmarked SBS (ESBS) enables greater MEHRD ownership and accountability, while still ensuring donor investments are focused on agreed priority outcomes. It affords A/NZ opportunities for policy dialogue and A/NZ funds will be earmarked to relatively few mutually agreed areas of work that have direct impact at the school level. While this Design specifies inputs and outputs for each outcome area, it is expected that these will change over the life of the Program, as MEHRD further develops and refines its plans and in response to learning about most impactful activities for achieving the agreed outcomes.

All ESBS must align to priorities identified in MEHRD NEAP and AWP, with flexibility for mutually agreed re-allocations in response to evidence presented through the MEHRD's quarterly reports, and the quarterly reporting from the PMT to the Program Governance Committee.

Detailed arrangements for the management of ESBS funds are covered in Section **Error! Reference source not found.** and will be outlined in the respective A/NZ Funding Arrangements with SIG. Continuation of the PFM and Finance Advisor roles is considered necessary for ensuring compliance with SIG and donor requirements. In line with this Program's stronger focus on sustainable organisational capacity development, however, these roles include explicit capacity development functions. Through the PMT, the Program will also foster more deliberate linking of MEHRD to wider governance and PFM strengthening initiatives, particularly those funded through the DFAT Governance Program.

Increasing the amount of ESBS

Increasing the amount of ESBS was also considered. This was, however, dismissed as MEHRD is not yet efficiently spending the current amount. As has been discussed, there is also a need to recognise, and invest in, the role of actors beyond MEHRD in the delivery and governance of education services, in particular provincial governments, education authorities and non-governmental actors. The Program maintains the current total level of ESBS, which represents a slight decrease in Australia's ESBS contribution to allow for an increase in New Zealand's contribution and more equitable balance between the two donors.

MEHRD outsourcing

Continuation of ESBS is premised in part on a significant proportion of A/NZ ESBS funds being used by MEHRD to outsource service delivery to national or international contractors - specifically in the areas of curriculum development, teacher/school leader professional development and infrastructure development. This is in line with the recent restructuring of MEHRD and ongoing efforts to delineate its function as a policy, standard setting and regulatory body, not a service delivery body.

MEHRD is still growing its capacity for such large-scale procurement and effective contract management. This is particularly the case for complex activities involving multiple partners, such as nation-wide teacher/school leader professional development. Outsourcing of infrastructure development also presents challenges due to the limited capacity of available local construction contractors. There is a risk of over-stretching MEHRD and not achieving the desired results efficiently. The Program addresses this through:

- Procurement and Finance Adviser roles (funded through Capacity Development Fund)

- Provision of on-the-job training and coaching for MEHRD staff in SIG financial and procurement systems, and project management (supported through the Local TA fund and linkages with SIG training opportunities)
- An advisor for Teaching and Learning Division (refer ToRs in Annex 5).
- The Capacity Development Fund designed to support a wider range of organisational strengthening activities, which could include project and contract management training for staff.
- Keeping infrastructure development spend at a level that MEHRD has demonstrated its capability to manage, while exploring alternative models for management of infrastructure development such as decentralisation to Provincial Governments or leveraging from the planned Australian Infrastructure Development Facility.
- Direct A/NZ management of NGO funding.

This Design has deliberately not specified the modality for potential PEA capacity building support, funding for which is dependent on MEHRD demonstrating progress in key structural reforms for PEA. Decisions on the modality for this should be, in part, based on assessment of how well MEHRD is managing with existing outsourcing.

A/NZ contracted technical assistance and capacity development inputs

This modality sees the continuation of A/NZ contracted technical assistance in priority areas with improvements to the prioritisation and management of these inputs. This will ensure they are well-aligned to the Program and effectively contribute to local capacity building.

A Capacity Development Framework will be co-designed with MEHRD (linked to MEHRD's own human resource development plans) to guide A/NZ decision-making on responding to TA requests and to encourage use of a wider range of strategies for organisational capacity building. The PMT will be responsible for co-designing the Framework with MEHRD and for overseeing implementation. Priorities for support under the fund will continue to be identified by MEHRD (not by the PMT independently), and MEHRD will maintain responsibility for day-to-day management of funded inputs. The former A/NZ TA funding lines will be renamed as a Capacity Development Fund within the Program and guided by the co-designed Framework. Refer Annex 8 for further detail on the proposed Framework and arrangements for the Fund.

A/NZ funding to NGO programs

This option was considered in light of the situational analysis identifying the need for more direct support to communities for their roles in supporting children's learning - including ECCE, addressing the needs of disadvantaged children, and building demand for improved services. NGOs include Solomon Island civil society or community-based organisations, churches and DPOs that have a presence in Solomon Islands or partnership with a local not-for-profit. They are well placed to deliver on these outcomes due to: established relationships directly with communities or with other community-based organisations; expertise in community-based development; and experience in representing citizens voice at policy level. Several international NGOs with a well-established presence in Solomon Islands, such as Save the Children, World Vision, and the Adventist Development and Relief Agency (ADRA), have demonstrated experience with, and success in implementing, community-based educational initiatives in the Solomon Islands.

Capacity within local civil society organisations is variable, particularly in terms of capability to manage donor project funding. In the education sector, church-based organisations have the strongest reach and delivery capability. For these reasons, a relatively small investment is proposed initially, with increases over time as capacity grows. The total available funding is AU$700,000 in years 1 and 2, increasing to AU$1 million in year

3 and AU$1.1 million in year 4 - a total of AU$3.5 million for NGO funding over the four years. An increase in this budget line is enabled by decreases in other budget lines over the course of the Program, especially curriculum development in basic education which will be largely complete by Year 2 of the Program.

The proposed criteria for funding allows for capacity building activities, and the option of providing funding for initial design phase or pilot, with further funding contingent on results (see Annex 9). Strong MEL will be a requirement of NGO funding, and the PMT will play a key role in collaborating with NGOs in ongoing learning and improvements in programming and building an evidence base for scale-up.

Consideration was given to providing additional A/NZ earmarked SBS to MEHRD for funding of NGO programs. This option was rejected in favour of A/NZ managed funding, managed through the PMT, due to limitations in MEHRD capacity to manage additional projects, the need to protect NGO capacity for advocacy, and to ensure strong MEL and shared learning. Close collaboration with and involvement of MEHRD in the oversight of - and learning from - these programs is essential. This is built into the proposed arrangements, as specified in Annex 9, with MEHRD involved in co-design of the call for proposals and the selection panel, as recipients of regular reporting, and also its involvement in annual reflection sessions with the successful NGOs (facilitated by the PMT). An A/NZ call for proposals (via the PMT), may also attract international NGOs not currently active in Solomon Islands but with the potential to add value through partnering with local organisations, and thus growing the capacity of the sector overall.

Performance Linked Aid

Performance Linked Aid (PLA) was considered in light of findings of reviews[50] and feedback from stakeholders. These indicated that the impact of PLA, as used in the Solomon Islands, had varying levels of success in the education sector to date. There is some evidence that PLA may have contributed to action on key policy areas and achieved progress in increasing SIG spending on basic education, containing high levels of SIG spending on expensive tertiary scholarships, and in audit. The application of PLA to date has been criticised by some as being potentially disempowering of local agency and overly-complicated in its design. The arrangements proposed below are designed to address these concerns.

DFAT remains committed to the policy benefits that well managed PLA produces and will continue to commit funding through the PLA mechanism. MFAT considered the potential benefits and critiques of PLA, but on balance decided not to adopt it. MFAT's continued focus will be on ensuring that key policy outcome areas of mutual interest are incorporated into the Program, as per the Section 7.4 on Policy Dialogue and as a component/conditions of its funding arrangements with SIG. MFAT will monitor how the PLA model is applied and will review its position as the Program progresses.

In line with the Busan Partnership for Effective Development, PLA will include:

- negotiation of areas of focus and joint development of indicators between development partners and MEHRD/SIG
- 3-4 strategically critical outcomes held constant over the 4-year program, including policy commitments identified in the NEAP and MEHRD MEL Framework
- for each high-level outcome, identification of 2-3 indicators agreed annually which would be drawn from the MEHRD Annual Work Plan

[50] Including, Evaluation Associates (ND) *A Review of the Effectiveness of Performance Incentives in Education in Relevant Support Modalities for MFAT*

- flexibility to include a limited number of other outcomes/indicators in response to emerging issues or priorities
- joint monitoring of PLA indicators using MEHRD MEL and reporting systems, through the Program Governance Committee (refer section 7.1)
- inclusion of mutually agreed performance indicators for development partners (without financial consequences) to be co-designed with MEHRD. These might, for example cover:
    - predictability of funding
    - coherence and coordination of development partner support
    - adherence to MEHRD systems and processes.

Suggested outcome areas include:

- improved student learning outcomes
- end of the Year 6 examination
- increased transition rate to year 7 (an interim indicator might include MEHRD completion and implementation of an Access Strategy)
- all curriculum resources for basic education completed and in schools
- provision of quality professional development to an agreed percentage of teachers and school leaders
- increase in the School Grant based on updated, accurate costing of school operating costs
- improved teacher workforce management
- an increased percentage of SIG spend on basic education with corresponding decrease in SIG spend on scholarships.

Assessment and payment processes will align to MEHRD's existing budgeting, planning and review processes. PLA is maintained at 20% of Australia's ESBS funding only. Equal weighting will be given to each outcome. As noted above, MEHRD MEL and data collection will be used to report on agreed PLA indicators. MEHRD (with support from, and verification of data by the PMT as needed) will report on progress against PLA indicators from the previous year to the April meeting of the Program Governance Committee. A decision on payment of the PLA will be made at this meeting. As per current arrangements, the relevant PLA amount will be appropriated in the following year's SIG budget.

PLA indicators will be agreed annually by SIG and DFAT, through the Programme Governance Committee, with support from the PMT. MFAT will participate in the annual PLA indicator setting process and annual assessments of progress to ensure joined up policy dialogue. However, the final indicators will be approved by SIG and DFAT (unless MFAT opts into the model in the future).

6.2 Connections with Regional Agencies, other A/NZ Programs and Key Development Partners

As highlighted in Annex 4 *Lessons Learned*, strengthening coordination and leveraging relevant regional agencies and other development partner funded activities will help to maximise the impact of A/NZ investments. This is an area to be improved on from previous programs.

Annex 10 presents the key organisations and programs, their current and planned activities, and specifies how the Program might coordinate with or leverage these. The list is not an exhaustive but focuses on those organisations and programs operating at a significant scale and of most direct relevance to the Program.

The responsibility for articulation and leveraging of ESBS funded activities rests primarily with MEHRD. However, the PMT will play an active role, particularly in relation to coordination with other programs funded by A/NZ.

Of particular importance is the Pacific Regional Education Framework (PacRef), the new organising framework for regional education in the Pacific. It sets out the agreed policy objectives, strategies, and outcomes for regional education between 2018 and 2030. It operates through three year rolling implementation plans and UNICEF, USP, EQAP and UNESCO are the implementing agencies. MFAT is contributing NZ $4.2 million towards the delivery of the PacRef implementation plan over the first 18 months, and funds are being sought to support longer-term implementation. As much as possible, the PMT will work to ensure that the Program leverages, and does not duplicate, PacRef activities. Such leveraging will need to take into account that MEHRD is further progressed on some elements and MEHRD's desire that the Program promote the principles of Solomon Island-led, context-appropriate approaches.

7 Implementation arrangements

7.1 Governance arrangements and structure

The governance structure aims to:

- address the need for formal governance structure focused on the specific investments of, and desired outcomes from, the Program
- reflect current structures while strengthening the resourcing needed to make those work
- foreshadow more integrated sector governance in a more truly sector-wide approach.

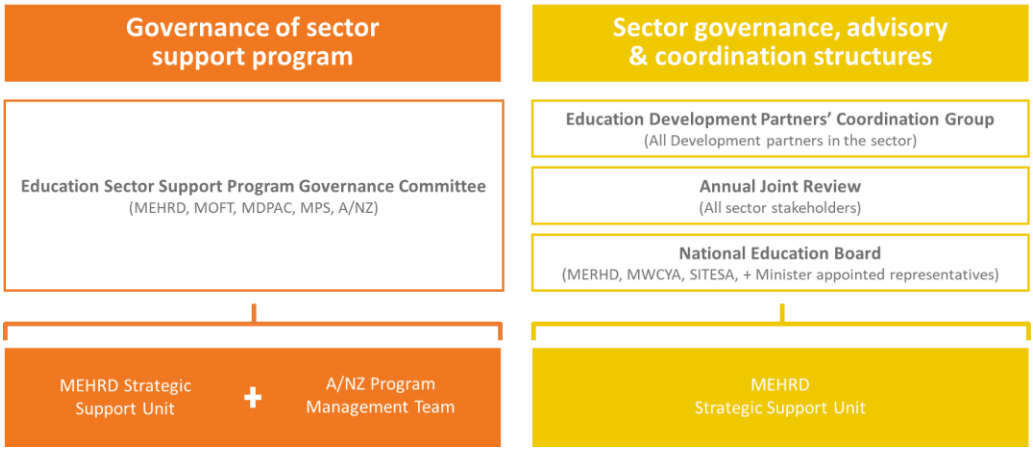
The governance arrangements[51] and structure for this Program are premised on aligning with, and utilising as much as possible, MEHRD's current governance, coordination and decision-making processes and structures. The governance arrangements respond to the tension between:

- a desire to move towards the 'ideal' of a sector-wide approach in which A/NZ make full use of existing SIG governance and reporting structures, with no separate requirements and without limiting funding to one sub-sector
- the reality of A/NZ funds being provided with relatively tight earmarking
- evolving MEHRD/SIG capability for leading sector coordination (across both whole of government and development partners).

A Governance Committee specific to the Program will be established. Alongside this is the provision of support for MEHRD to strengthen existing sector-wide structures for policy dialogue with all key development partners, with a view towards potentially integrating these in the future. This Design cannot pre-empt such evolution, however, some possible areas for exploration based on consultations during the design process are indicated below in the next section. The Program Governance Committee could also be adapted over time to cover other investments of A/NZ in the sector or expansion of the Program scope, such as post-secondary support, if mutually agreed by all parties. Such evolution of governance structures should be a priority focus of DFAT and MFAT engagement with MEHRD/SIG (not led by the PMT) throughout the life of the Program.

[51] Based on stakeholder consultations and the Sector Partnership Principles

Program Governance



The Education Sector Support Program Governance Committee is the primary structure for governance and decision-making on the Program. It is the formal forum through which SIG and A/NZ have high level dialogue around progress against agreed objectives, performance indicators, commitments and accountabilities in the education sector program, and agree necessary action. Membership comprises:

- the Permanent Secretaries (PS) of MEHRD, MOFT, MDPAC and MPS (or their delegates)
- Deputy Secretary MEHRD
- DHOM/Counsellor Human Development DFAT (or delegate)
- High Commissioner/First/Second Secretary MFAT (or delegate)

The Committee may also agree to invite additional members, particularly if/when its scope expands to integrate other A/NZ sub-sector investments, for example the head of the Solomon Islands Tertiary Education Standards Authority (SITESA), or to support a transition to a more sector-wide development partner governance structure, for example UNICEF (as the other current development partner providing on-budget support).The key focus of the committee is decision making for the Program and joint monitoring of mutual SIG-A/NZ accountabilities specified as part of the Funding Arrangements between A/NZ and SIG, including PLA. While decisions and recommendations about Program direction will inform MEHRD planning and implementation, the committee does not have decision-making authority for MEHRD's program.

While the focus of the Governance Committee will be the Program, it will also be a forum for MEHRD and A/NZ to engage in policy dialogue on broader education issues such as the allocation of MEHRD's own education budget.

Development of a detailed terms of reference, including decision-making procedures and chairing, should be co-developed by A/NZ and MEHRD for discussion and agreement in the first committee meeting. The committee will meet three times a year, with an additional meeting in late August to finalise budget negotiations. The timing of meetings is aligned to:

a. SIG-MEHRD planning and budgeting cycles to ensure strategic decisions about A/NZ funding are made in a timely way for MEHRD planning; and
b. the multi-stakeholder Mid-year Review and Annual Joint Review meetings, to enable outcomes from these meetings to be discussed at, and inform decision-making by, the committee. Table 5 below outlines the key decision-making points and focus for each meeting. Standard items for all meetings would include reviewing:

- Quarterly reporting and progress (at a high-level, both financial and quality) against MEHRD Annual Work Plan and PMT annual plan and risk matrix
- Reviewing and discussing implications of evidence and learning emerging from MEHRD MEL and PMT MEL processes and products
- Progress in implementing the agreed audit recommendations
- Progress in implementing the PFM Action Plan.

These meetings are key opportunities for the Program partners to reflect on evidence and learning to date to inform decisions on potential shifts in funding allocations, expansion to new areas, or priorities for capacity development support, in line with the principles of adaptive management underpinning this design. Any decisions to shift funding allocations should be evidence-informed and remain in line with the Program theory of change and underpinning principles and strategic themes (refer Section 5.1). The committee will seek to reach consensus on key decisions. A/NZ have final decision-making authority with regard to allocation of their respective funds.

The MEHRD Strategic Support Unit (SSU), in collaboration with the PMT, is the Secretariat for the Committee and is responsible for coordinating the provision of necessary reporting to the Committee, which will be based on MEHRD quarterly and annual reporting, PMT-prepared reporting on NGO funding and the Capacity Development Fund, and A/NZ performance indicators. The PMT will support SSU in the collation of this reporting to enable easy tracking of progress against Program outcomes and accountabilities.

While additional meetings between A/NZ and MEHRD to address more immediate policy or programming issues may be necessary, the intent of a focused and formalised committee structure is to reduce the burden on MEHRD, and ensure transparent, joint decision-making.

Table 5: Education Sector Support Program Governance Committee Meetings

Meeting	Specific dialogue and decision points	Reporting
April	• Jointly review Performance Assessment Report and PLA indicator data for previous year and agree on PLA payment. • Jointly review the performance indicators for A/NZ as development partners for the previous year and agree on any necessary action to improve. • Agree the minimum required level of sector funding from SIG sources in the next calendar year. • A/NZ confirm their financing for the next calendar year. • Agree follow-up action to audited accounts of MEHRD.	• MEHRD and PMT Quarterly Reports for January-March. • Annual Report and Performance Assessment Report for previous year.
July	• Review the approved budget for the current year, and the implications of any changes made since the budget submission in the previous year by the sector. • Review/discuss outcomes of mid-year review. • Review/discuss emerging priorities and opportunities (based on evidence from reporting) and potential revisions in earmarking of A/NZ funds for the next calendar year. • Discuss preparations for the annual review in November, including issues to be addressed, approach, required preparation and agenda.	• MEHRD and PMT Quarterly Reports for April-June. • Outcomes of mid-year review.
August	• Finalise allocations of A/NZ ESBS funds for the next calendar year, in line with SIG budget negotiation process.	• SIG budget allocation for MEHRD for next year

Table 5: Education Sector Support Program Governance Committee Meetings		
Meeting	**Specific dialogue and decision points**	**Reporting**
November (coinciding with AJR)	• Review and approve MEHRD Annual Work Plans for coming year, and associated earmarking of A/NZ funds. • Review and approve A/NZ Sector Support plan for next year (based on MEHRD AWP), including Capacity Development Fund priorities and funding allocation and NGO Funding allocations. • Review and agree on any change required to PLA indicators and A/NZ development partner performance indicators for coming year	• MEHRD and PMT Quarterly Reports for July-September. • Outcomes of Annual Joint Review (AJR). • Draft Annual Work plans for coming year.

Sector-Wide Advisory, Coordination and Governance Structures

In addition to the Program Governance Committee, A/NZ and other development partners form a key part of sector coordination particularly through development partners' representation in the Education Development Partners' Coordination Group (EDPCG), participation in the annual joint review and potentially in sector taskforces or working groups. This participation enables those contributing to the NEAP, as well as organisations representing the rights of Solomon Island citizens, to engage efficiently with government in relation to education service delivery. These structures involve policy and strategy discussions, monitoring and reviewing progress and can inform funding decisions by the various parties involved.

Consultation for this Design highlighted opportunities to strengthen the EDPCG, the lapse in the Coordinating Donor Role, limited awareness among development partners of the *Statement of Partnership Principles*, and significant deviation from the sector governance structures as documented in the previous A/NZ education support program designs (which are largely unchanged from their original establishment in 2004 for the then NZ-EU supported Sector-Wide Approach Program). With this in mind, alongside the development of the new NEAP, and with the support of the Education Sector Management Adviser, MEHRD will lead further discussion with its development partners on how to strengthen these structures. This includes updating the Partnership Principles (not updated since circa 2012), the EDPCG terms of reference, and further discussion on the continued relevance of (and necessity for) a Coordinating Donor Role. A/NZ have an important role to play in actively supporting the evolution of these structures, in collaboration with MEHRD, wider SIG, and other development partners.

Some options for how these structures could be refined, based on discussions held during this Design process, include:

- Revising the current role of EDPCG with a stronger oversight role and expanding its membership to include whole of government partners and encouraging a wider range of NGO representatives, including DPOs, with secretariat support provided by the SSU in collaboration with the PMT.
- Reinvigorating the former Technical Working Groups as Sector Taskforces (involving representation from relevant stakeholder agencies including development partners), with a role of monitoring NEAP implementation of the specific policy/programmatic area, providing critical information on implementation progress and challenges, and supporting collaborative problem-solving. Each Taskforce could have a MEHRD team leader and convene every 2 months to feed into quarterly reporting. SSU would provide oversight of the Taskforces.

The Education Sector Management Advisor will also support MEHRD (specifically SSU) in taking greater leadership of the EDPCG and continuing the iterative improvements to the AJR mechanism, as well as strengthening other key sector governance mechanisms such as the National Education Board and exploring mechanisms for strengthened dialogue with Provincial Governments, drawing on the success of the LEAP Steering Committee and MPGIS-led structures.

At the operational level, MEHRD also operates a range of project or policy specific working groups, task forces, steering committees, in which A/NZ are frequently participants. These are currently relatively ad hoc in nature. They lack consistent protocols as to when they are required to meet or how they operate. The Education Sector Management Adviser will support MEHRD to consider if, and how, to strengthen these structures, which also present opportunities for A/NZ sector-wide policy dialogue and engagement.

7.2 Program Management and Implementation Arrangements

Currently, A/NZ manage the delivery of their respective education sector programs largely in-house. There are some exceptions - DFAT engage the Solomon Islands Resource Facility (SIRF) to provide procurement and logistics support of TA, and MFAT outsource the management and delivery of LEAP to a managing contractor. Through the design process, A/NZ identified the need to increase their management resource for the Program, for reasons which included:

- the commitment by A/NZ to a joint design
- recognition of the likely additional burden inherent in managing a more mixed-modality program
- reducing donor transactional burdens on SIG, which demands more coordinated and proactive management by A/NZ
- the desire (expressed particularly by MEHRD) for A/NZ to move towards a more coordinated, coherent sector-wide perspective
- the opportunities afforded by improved coordination and coherence across A/NZ investments (bilateral and regional), with other donors, and with wider SIG
- findings of both A/NZ Programs' mid-term reviews as to opportunities to strengthen management and coordination of TA, coherence of capacity building support, and monitoring and evaluation
- limited human resources available within DFAT and MFAT
- a desire to prioritise A/NZ staff engagement at the level of policy dialogue, strategic management and government-to-government relationship management, rather than on contract and project management.

Several different models for management structure were considered during the Design process. These drew on experiences from A/NZ education sector programs in other countries and other A/NZ programs in Solomon Islands - as well as reviews of generic contractor and facility models. The PMT model outlined below was preferred for these reasons:

- it addresses the concerns of both development partners about their capacity to manage a program of this scale whilst maintaining a focus on key strategy and policy issues
- it provides a mechanism for day-to-day management of a *joint* Program which mitigates the potential for overlaps and inconsistencies between the donors
- it reduces the day-to-day transactional costs for MEHRD in dealing with each individual donor
- it reduces the risk posed by a full facility model which could potentially undermine MEHRD's leadership role in the sector and decision-making authority for ESBS funded components of the Program

- it provides a mechanism to better deal with elements of the Program identified as needing strengthening, in particular, MEL and articulation with other regional and local agencies
- given its proposed engagement directly with MEHRD on Program implementation, the PMT will be well positioned to identify monitor, and mitigate emerging Program implementation risks.

Clarity in roles and responsibilities of those involved is essential to effective governance and management arrangements. Table 6 below outlines the different functions that need to be performed in managing A/NZ engagement in and support to education in the Solomon Islands.

Role of the Program Management Team (PMT)

A Program Management Team (PMT) will be responsible for the day-to-day management and coordination of the Program for A/NZ with strong and ongoing communication and coordination with MEHRD and other partners. The budget includes professional fees, establishment and operating costs as well as provision for sub-contracting of additional specialist expertise and/or expansion of the core team should this be needed in response to Program expansion or increased PMT requirements.

The PMT is distinct from any technical assistance that the Program may provide to support MEHRD in performing the functions that are ultimately MEHRD's responsibility. These include sector coordination, planning, monitoring and evaluation, and development partner coordination functions. Keeping these roles distinct is important to keep accountability lines clear and to ensure no confusion between the PMT and the capacity building role of TA. TA funded under the program and procured by the PMT are accountable to MEHRD for supporting and providing advice to MEHRD on its work.

Evaluation of the effectiveness of the PMT will be facilitated through the co-development (between the development partners and the PMT) of a rubric which will include indicators which provide detail of what effective performance looks like in the focus areas in Table 6 below. These indicators would then be jointly used by MEHRD and A/NZ to evaluate the effectiveness of the PMT. Guidance about the development of a rubric for this purpose is provided by Green (2019).[52]

Table 6: Roles of MFAT/DFAT and PMT

Focus	MFAT/DFAT	MEHRD	PMT
Relationships	• Strategic relationships with senior MEHRD/SIG personnel and politicians. • Strategic relationships with other development partners. • Lead EDPCG, with a transition to MEHRD over time.	• Strategic relationships with SIG Whole of Government and members of parliament/cabinet Ministers, provincial governments, education authorities, teaching workforce, schools, education institutions, private sector providers, and communities. • Strategic relationships with senior A/NZ	• Building strong relationships with MEHRD, DFAT/MFAT, and other stakeholders such as NGOs, civil society organisations, universities and other donors. • Embedding processes for strong communication and collaboration with SIG counterparts, providing opportunities for regular consultation, sharing of information, strategy planning and planning for innovation and opportunities.

[52] Green (2019) *What's Missing in the Facilities Debate*. Retrieved from: http://www.devpolicy.org/whats-missing-in-the-facilities-debate-20190605/

Table 6: Roles of MFAT/DFAT and PMT			
Focus	**MFAT/DFAT**	**MEHRD**	**PMT**
		Personnel. • Strategic relationships with other development partners. • Strategic coordination and leadership of sector governance mechanisms, including assuming leadership of the EDPCG over time.	• Monitoring of, and articulation with, regional programs including: EQAP; PacRef; USP; MFAT e-Learning in Science; VSA and AVI. • Leveraging of other DFAT/MFAT bi-lateral programs e.g. DFAT Governance Program; Australian Infrastructure Financing Facility for the Pacific; and the planned Australian bi-lateral infrastructure program. • Proactively seeking opportunities to learn from (and support MEHRD to learn from) good practice examples of other programs and organisations locally or beyond.
Strategy	• Strategic direction of Program (in conjunction with SIG/MEHRD). • Policy Dialogue • Liaison with global and thematic areas of DFAT/MFAT, and whole of A/NZ government.	• Strategic direction of the NEAP and MEHRD organisational strategy. • Strategic direction of Program (in conjunction with A/NZ). • Policy dialogue with Development Partners.	• Providing both strategic and implementation advice to DFAT/MFAT and MEHRD on the delivery of the Program. • Ensuring Program articulates with all sections of MEHRD and other external partnerships including SIG's National Development Strategy.
Design Implementation	• Program governance. • Performance management and oversight of PMT.	• Program governance. • Performance management and oversight of relevant MEHRD divisions responsible for implementation.	• Management of the planning and implementation of the Program. • Ensuring that the DFAT/MFAT resources are delivered in a coordinated, efficient manner in line with Program principles. • Proactive risk management.
Finances	• Managing contractual and financial arrangements for sector budget support. • Financial approvals.	• Managing MEHRD contractual and financial arrangements • Ensuring correct financial approval processes. • Ensuring effective overall internal controls are in place • Lead sector finance and risk management committee.	• Monitoring budget and expenditure at Program level. • Financial reporting to MFAT/DFAT. • Monitoring financial management of donor programs. • Monitor compliance of DFA/GFA.

Table 6: Roles of MFAT/DFAT and PMT			
Focus	**MFAT/DFAT**	**MEHRD**	**PMT**
PLA	• Confirmation of outcomes for the duration of the Program, in conjunction with MEHRD (DFAT). • Confirmation of annual indicators for outcomes, in conjunction with MEHRD (DFAT).	• Co-development with A/NZ of strategic outcomes for the duration of the Program. • Co-development with A/NZ of annual indicators for areas of focus. • Supply of accurate data for reporting against indicators.	• Co-development with MEHRD of strategic outcomes for the duration of the Program. • Co-development with MEHRD/DFAT of annual indicators for areas of focus. • Verification of MEHRD reporting against indicators.
Capacity Building	• In conjunction with MEHRD/PMT, confirmation of requisite capacity building/TA resource.	Work with the PMT to: • co-design and implement a Capacity Development Framework • identify and appoint appropriate capacity building/inputs • direct and manage advisers to ensure optimal performance and relationships.	• Working with MEHRD to identify and appoint appropriate capacity building/inputs. • Co-design and implementation of a Capacity Development Framework, inclusive of: > co-designing ToR/specifications for TA and other capacity building support > mobilisation/induction/support for TA and other capacity building support > ensuring TA work towards overall Program design particularly capacity building > support for MEHRD to align with the Capacity Development Framework in identification and deployment of AVI and VSA volunteers > providing quality assurance of agreed inputs > performance management of TA and other capacity building support to be done jointly with MEHRD. • Facilitate cross-program learning and professional development, particularly in relation to effective capacity building • Trouble-shooting on adviser performance and relationships.
NGOs	• Decisions about NGO programming and funding	• Participate in selection and steering committee for NGOs/DPOs grant funding component.	• Manage selection of partner NGOs/DPOs to fund in selected elements of Program delivery. • Management, and monitoring of NGO programming and funding.

Table 6: Roles of MFAT/DFAT and PMT			
Focus	**MFAT/DFAT**	**MEHRD**	**PMT**
Communications	• Confirming public communications	• Contribute to and endorse any A/NZ public communications about the Program • Acknowledge A/NZ support in any MEHRD public communication where relevant	• Ensuring clear, consistent communication between all stakeholders in the Program • Preparing public communications.
Cross Cutting Issues	• Monitoring of PMT's engagement with and leveraging programs focused on cross-cutting issues including: > Disability inclusion > Gender equality > Climate change > Child Protection	• Monitoring of PMT's engagement with and leveraging programs focused on cross-cutting issues including: > Disability inclusion > Gender equality > Climate change > Child Protection	• Ensuring implementation of inclusion strategies for the Program. • Articulation/cooperation with: > A/NZ governance, gender equality and regional support programs[53] > the Australian Infrastructure Financing Facility for the Pacific (AIFFP) and the planned Australian bilateral infrastructure program > MEHRD and its other development partners[54] (e.g. UNICEF) to ensure adequate data is collected about cross-cutting issues, including through the gender audit > Melanesian Spearhead Group (e.g. re late age enrolment and overage students).
Performance Reporting and Monitoring, Evaluation and Learning	• Review and endorse the MEL Framework. • Monitoring Program performance and adjusting in response to MEL. • Contributing to Program MEL. • Monitoring PMT performance (in conjunction with MEHRD) using PMT developed rubric.	• Lead and coordinate overall sector Annual Planning, Monitoring and Reporting. • Contribute to and endorse the Program MEL Framework. • Contribute to monitoring of Program performance and suggest adjustments in response to MEL. • Monitoring PMT performance (in conjunction with A/NZ)	• Development and implementation of a robust MEL Framework, based on indicative Framework in this Design, to support ongoing monitoring and improvement of A/NZ support. • Alignment of the Program MEL Framework with the updated NEAP 2020. • Production of useful, timely MEL products, including quarterly and annual reporting to support Program Governance Committee adaptive management and decision-making and wider stakeholder learning.

[53] Including through Pacific Women Shaping Pacific Development regional hub and support from UNDP to MWYCD under the Pacific Partnerships, Disaster Risk Management and Child friendly and Wash in schools' program and ECCE.

[54] NGO's, UNICEF, UNESCO engaged in communities that will be supported under this Program.

Table 6: Roles of MFAT/DFAT and PMT			
Focus	**MFAT/DFAT**	**MEHRD**	**PMT**
		using PMT developed rubric.	• Synthesising of reporting from NGOs for MEHRD/MFAT/DFAT. • Managing Annual PLA assessment in conjunction with MEHRD/DFAT. • Close collaboration with MEHRD MEL team to facilitate processes for reflection on and dissemination of lessons learned and examples of good practice. • Drafting of a PMT performance rubric for A/NZ endorsement.

7.3 Implementation activities

Early stage activities

The following table describes the activities which are required during the Program Initiation stage - that is the first 6-9 months. Many of these are dependent on the early appointment of a PMT. If this is to be done through an open procurement process, it is likely to delay implementation in several key areas. Examples of this are the development of the Capacity Development Framework which should precede selection of TA and the need to maintain finance and procurement TA. Hence in the table below, some activities which A/NZ may need to initiate ahead of the appointment of the PMT, are grey shaded.

Table 7: Early Stage Activities			
Outcome 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates			
Sub-Outputs	**Responsible**	**Time from Project Initiation**	**Comment**
Identification of initial priority infrastructure developments	MEHRD/PMT	6 months	
Facilitation of dialogue with MPGIS, Provincial Governments, DFAT Infrastructure Facility, Rural Development Program and others with regard to exploring alternative models to management and delivery of school infrastructure development	PMT with MEHRD-AMD	6 months	This will be an ongoing dialogue through life of the Program

Table 7: Early Stage Activities			
First round of request for proposals for NGO funding	PMT	5 months	Request for proposals co-developed with MEHRD.
Successful NGOs co-selected with MEHRD and funding arrangements in place	PMT	6 months	
Outcome 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)			
Sub-Outputs	**Responsible**	**Time from Project Initiation**	**Comment**
TA contracted to support Teaching and Learning Division	MFAT/DFAT	3 months	Could be undertaken by SIRF if PMT not established in time, in close consultation with MEHRD.
Contractor identified to manage ongoing curriculum resourcing	MEHRD	6 months	Request for tender
Contractor identified to manage ongoing professional development	MEHRD	6 months	Request for tender
Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)			
Sub-Outputs	**Responsible**	**Time from Project Initiation**	**Comment**
First request for proposals for NGO funding – as above	PMT	4 months	Request for proposals, co-developed with MEHRD
Successful NGOs co-selected with MEHRD and funding arrangements in place	PMT	6 months	
Evaluation of Vernacular Pilot projects	MEHRD (with PMT assistance)	6 months	PMT to assist MEHRD to refine ToR and progress tender.
Outcome 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning			
Sub-Outputs	**Responsible**	**Time from Project Initiation**	**Comment**
Development of Capacity Development Framework	MEHRD/PMT	3 months	Could be done by a short-term TA, if delays in establishing the PMT

Table 7: Early Stage Activities			
Contracting of procurement and finance advisers, Education Sector Management Adviser, and MEL Adviser	MEHRD/PMT	Immediate	Managed by SIRF
Review of EA Small Grants mechanisms	MEHRD (with PMT or TA assistance as required)	9 months	
Review of EA Operational Grants based on costing of EA standards and functional analysis of PEA	MEHRD (with PMT or TA assistance as required)	9 months	
PMT Establishment, Program Governance and MEL Arrangements			
Sub-Outputs	**Responsible**	**Time from Project Initiation**	**Comment**
Identification of PMT personnel/organisation	MFAT/DFAT	4 months	Request for tender/selective procurement (to be decided by A/NZ)
ToR for Program Governance Committee agreed and first meeting held	MFAT/DFAT/MEHRD	2 months	
Detailed plan for 2020 Program Implementation	PMT/MEHRD/ MFAT/DFAT	5 months	
Development of evaluation rubric for PMT	PMT	6 months	
Refine Program MEL framework, develop MEL Plan, and establish arrangements for developmental evaluation.	PMT/MFAT/DFAT	9 months	In conjunction with MEHRD development of NEAP 2021-2025
Overall plan for Years 2021-2023 Program Implementation	PMT	9 months	Approved by MEHRD/ MFAT/DFAT

7.4 Policy Dialogue

As described in Section 7.1, the Governance Committee for the Program serves as the key formal mechanism for A/NZ policy dialogue. Participation in the EDPCG, mid-year review and annual joint review also provide regular formalised policy dialogue opportunities. Research and reviews (either supported by others, or by the Program) together with MEHRD's Annual Performance Assessment Framework report and review process provide the primary evidence base for such policy discussions. The priority foci for policy dialogue for this Program are summarised in the Policy Dialogue Matrix (Annex 11). The approach to engaging in policy

dialogue by A/NZ with SIG and MEHRD will need to be flexible to maintain a level of responsiveness to issues as they arise, hence the Policy Dialogue Matrix and the entry points described in this section are a guide only.

A/NZ may continue informal meetings with the MEHRD Permanent Secretary and/or the Senior Management Team to flag issues that may be raised at Program Governance Committee meetings, or as issues arise over the course of the Program. Engagement in MEHRD working groups and taskforces by DFAT and MFAT Program staff also provide avenues for informing proposed reforms. The PMT and key adviser positions serve as an indirect entry point for A/NZ to shape policy implementation.

Other mechanisms provide entry points for policy engagement such as the SIG Core Economic Working Group,[55]of which DFAT and MFAT are members[56] and annual bilateral high-level consultations. Engagement by DFAT and MFAT High Commissioners/Deputy High Commissioners with Ministers (including Education, Finance, Public Service, Provincial Government and Institutional Strengthening) are additional avenues for raising or discussing education policy reform.

7.5 Program Profile and Public Diplomacy

To promote the bilateral partnerships between Australia, New Zealand and Solomon Islands under this Program, it is proposed that the PMT (in line with Australia and New Zealand's public diplomacy and branding guidelines) takes responsibility for identifying public diplomacy opportunities in close collaboration with MEHRD and A/NZ. The PMT will prepare a high level framework, including principles, for profiling the programme and public diplomacy, to be agreed in consultation with MEHRD and A/NZ.

All branding, including signage for school infrastructure, those for teaching and learning materials, media releases, digital content and for events produced under the Program will require approval from DFAT, MFAT and MEHRD and include the appropriate logos to demonstrate the partnership between the Partners.

The PMT will have a number of responsibilities related to the Program's public image, including:

- Drafting media releases in consultation with Posts. Posts will determine whether the PMT will carry responsibility for releasing to media.
- Drafting social media posts for approved DFAT and MFAT sites.
- Designing appropriate signage for events supported by the Program.
- Ensuring that adequate branding is included on all printed and digital content produced under this Program.
- Ensuring that NGOs funded under this Program include adequate acknowledgment of Australian and New Zealand support.
- Ensuring that opportunities include highlighting the work Australia and New Zealand are doing under the Program on gender equality, child protection and social inclusion.
- Ensuring DFAT and MEHRD Child Protection guidelines relating to the use of photos of children in any public communications materials are adhered to.

Opportunities may include:

- support for international global commitments such as World Teachers Day, Literacy Day, International Day for Persons with Disability and International Women's Day

[55] Mechanism responsible at the national level for general and sector budget support.

[56] Includes Permanent secretaries for MEHRD and is chaired by Ministry of Finance. Other Development Partners include the World Bank and Asian Development Bank.

- opportunities for A/NZ High Commissioners or their delegates to engage in educational events (for example, radio programs around an education topic) or to host events around particular international commitments as mentioned above.

7.6 Sustainability

Sustainability needs to be understood within the unique set of social, economic, political and geographic circumstances of the Solomon Islands. While aid makes up a relatively small proportion of the overall education budget, it is the dominant source of funding for initiatives to improve quality and inclusion (the majority of SIG funds are directed to salaries, tertiary scholarships and school/EA operating grants). Aid is likely to continue to be a critical source of funding in the education sector for the foreseeable future, particularly in the context of pressing economic challenges, continued high levels of growth in the school-aged population, and relatively limited locally based expertise in specialised technical areas.

Reduced reliance on aid, therefore, is not necessarily the most meaningful indicator of the Program's contribution to sustainability which should instead be considered in terms of how well it fosters local ownership and capacity building, supports solutions that are appropriate (and affordable) for the context (now and in the future), and contributes to enhancing the efficiency and effectiveness of SIG and development partners' existing education spend.

Sustainability relies on the commitment and leadership of SIG at both the political and public service level - involving not just MEHRD but MOFT, MPDAC, MPS and others. The features of the Program listed below, particularly that of budget support, policy dialogue, PLA, and governance structures, are designed to positively contribute to, and at very least not undermine, SIG ownership and commitment to the provision of quality education.

Features of the Program that promote sustainable gains for the SIG education system include:

- Budget support as the dominant funding modality, contributing to sustainability through further strengthening MEHRD planning, monitoring and PFM skills and systems, and domestic accountability.
- A focus on strengthening PFM, including consideration of cost-effectiveness in resource allocation and procurement.
- Infrastructure maintenance and disaster risk reduction included in the professional development support for school leaders and EA. Policy dialogue on review of the funding formula for School Grants will, among other things, ensure schools and EA have sufficient funding for infrastructure maintenance.
- Development of a Capacity Development Framework to guide the Program's contributions to building the capacity of MEHRD (and PEA), including specific guidance on the use and management of TA to ensure MEHRD leadership and capacity. The framework will be co-developed with MEHRD, linked to MEHRD's Learning and Development plan, and based on a contextualised understanding of what kinds of capabilities MEHRD needs internally and what is appropriate to be brought in through external contractors or partners.
- Funding for NGO-led initiatives to strengthen relationships between communities and schools and enhance citizen's voice in demanding improved education services.
- Development partner co-ordination, as embodied in the *Partnership Principles*, and the Program's specific support to MEHRD to strengthen its development partner coordination. This will help avoid duplication or parallel systems and ensure donor funding supports SIG priorities.

- Tying the PLA component of the Program to realistically attainable outcomes (rather than processes or outputs such as policies or plans), which encourages a focus on achieving results within available resources.
- The establishment of a PMT, responsible for applying a context-informed sustainability lens to all DFAT/MFAT funded inputs and fostering locally led problem solving that produces solutions which are achievable and appropriate for the context. In addition, the PMT will enable A/NZ staff to focus on maintaining their strategic relationship with SIG and strengthening coordinated development partner policy dialogue with SIG.
- A long-term commitment, realistic expectations of what can be achieved within the timeframe of this Program, recognising that the key challenges now facing the education sector in Solomon Islands rely on changes in beliefs, attitudes and institutional relationships. Such changes require time to be embedded and are often inter-generational.

8 Monitoring, Evaluation and Learning

The Program incorporates a strong focus on monitoring, evaluation and learning (MEL). As a sector support program co-led with and predominantly implemented by MEHRD, the purpose of a MEL framework for the Program is to:

- support and reinforce MEHRD's MEL framework and foster MEHRD domestic accountability for outcomes
- enable mutual accountability between A/NZ and MEHRD
- enable ongoing learning about how A/NZ contributions enable MEHRD and implementing partners to improve aid effectiveness and build an evidence base for future practice.

Distinct but aligned MEHRD and Program MEL: A/NZ have committed to using MEHRD's MEL framework and reporting as the basis for monitoring progress towards the Program outcomes and for all components funded through ESBS. Therefore, while the Program MEL articulates Program outputs and intermediate outcomes, these are aligned to the MEHRD intermediate and end of program outcomes and will use MEHRD indicators and data collection processes for tracking progress. In adopting MEHRD's framework and systems, A/NZ accept that MEHRD is growing in its capacity for MEL and use of evidence to support ongoing improvement and decision-making. Therefore, while the Program promotes adaptive management, (which is reliant on good, regular evidence-based feedback loops), it is recognised that in relation to ESBS funded components, the extent to which this is realised is dependent on MEHRD.

The Program includes support for MEHRD to continually develop its capacity in MEL, strengthening feedback loops and the use of quantitative and qualitative data for decision-making and learning. This includes the continuation of the current MEL Adviser as a priority role for funding under the Capacity Development Fund. As outlined in the terms of reference in Annex 5, the MEL adviser will support MEHRD with: the development of the new NEAP and MEL Framework; implementation of the MEL framework including targeted MEL activities; and, continued strengthening of data collection systems, analysis, use and reporting.

Funding of other targeted MEL activities or professional development for MEHRD and PEA staff in data analysis, monitoring and evaluation, including training on SIEMIS, may also be provided under the Capacity Development Fund, if prioritised by MEHRD. Dedicated funding is provided for data collection and MEL activities under outcome 4.4. Professional development for school leaders and EA on data collection and its use is incorporated within outcomes 2 and 4. Potential systems development which will provide EA with more ready access to SIEMIS and an accessible, digital teacher management database are incorporated under outcomes 4.1 and 4.2. MEHRD has signalled its intention to replace the current customised SIEMIS platform for UNESCO's off the shelf "Open-EMIS". UNESCO will provide some support for this transition and EQAP (funded by A/NZ) are mandated to provide support to countries, including Solomon Islands, on EMIS management. Therefore, dedicated support for strengthening the SIEMIS database is not included in this program.

In addition, the Program incorporates specific MEL for components outside of the MEHRD-managed ESBS i.e. the NGO funding; the Capacity Development Fund; and the PMT. The Program MEL Framework is also designed to provide information on, and support learning about, the effectiveness of A/NZ modalities and ways of working as development partners in the sector. This recognises an important distinction in an ESBS model between the A/NZ Program and what is within A/NZ sphere of influence, and MEHRD's program. For this component of the Program MEL, a developmental evaluation approach is proposed, to support iterative

improvement of the delivery of A/NZ support and stronger understanding of the effectiveness of aid modalities and implementation processes.

Overall, approximately AU$1.1 million per annum is allocated to MEL activities, embedded within ESBS-funded activities, NGO activities, the Capacity Development Fund, and PMT responsibilities. This figure represents approximately 7% of the total Program budget.

8.1 Program MEL Framework

The National Education Action Plan (NEAP) is to be reviewed and renewed by 2020. As a result of this, there will need to be a parallel review of MEHRD's MEL Framework, which will further refine this Program's MEL. Hence, while a high level MEL framework for the Program is provided here (refer also Annex 12), this will need to be refined over the first year of the Program, in collaboration with MEHRD, to align with MEHRD's new framework. A collaborative approach will allow for cementing of shared understandings of the theory of change for the program and will contribute to strengthening shared ownership and accountability for the program.

The management of this process of refinement - in collaboration with MEHRD - will be the responsibility of the PMT. Reporting against the Program MEL Framework will require a significant collation exercise, combining the reporting of MEHRD with that of the Program. Again, this process will be the responsibility of the PMT.

The Program MEL Framework presented here includes Program intermediate outcomes in addition to MEHRD's intermediate outcomes. It is expected that once MEHRD revises its MEL Framework in line with the new NEAP, the Program's intermediate outcomes can be harmonised with MEHRD's.

The Program MEL Framework presumes reliance on reporting from MEHRD-managed contractors, particularly for the large professional development and curriculum development components. This is based on the assumption that the Requests for Proposals for these contracts, especially professional development, will incorporate strong MEL and that MEHRD will work with contractors to ensure quality and timely MEL reporting. The Program incorporates support for MEHRD to ensure this occurs through the roles of the Teaching and Learning Adviser and MEHRD MEL Adviser. This will also require close collaboration between MEHRD (SSU and the Senior Management Team), the advisers, and the PMT to ensure clear articulation of the respective MEL frameworks and reporting. The Program MEL framework, presented in Annex 12, comprises three layers:

1. The first layer ("high level overview") is a set of no more than eight Key Performance Indicators that provide a high-level view of progress, aligned to MEHRD End of Program outcome indicators (at least some of the indicators for the PLA Funding component should be drawn from these). MEHRD is responsible for managing the data collection and reporting on these.
2. The second layer ("priority outcomes") provides a means to assess progress towards the four intended outcomes of the Program and will draw on the intermediate outcome and key output indicators from MEHRD's MEL Framework. MEHRD is responsible for coordinating the data collection and reporting on the majority of these. PMT is responsible for coordinating reporting on NGO Funding and Capacity Development Fund components and providing this to MEHRD and the Program Governance Committee in a timely and useful manner.
3. The third layer ("implementation processes") focuses on questions of A/NZ implementation (not MEHRD implementation). Indicators at this level will be developed specific to the Program. Indicative indicators have been proposed here but will need further refinement in discussion with MEHRD and

in line with refined key evaluation questions. The PMT is responsible for managing the data collection and reporting on these.

Where relevant, indicator data is disaggregated by sex and geographic location. MEHRD's systems for data collection on disability needs to be improved. This is expected to happen with support for MEHRD's SIEMIS from UNESCO and EQAP. MEHRD's intention to establish student level tracking will greatly improve development partner's ability to understand how dimensions of disadvantage affect children's access to education and learning outcomes. However, this must also be recognised as a long-term aim.

8.2 Program Evaluation

Key evaluation questions should inform the MEL activities for the Program. Proposed questions are listed below, however, the PMT will refine these in collaboration with MEHRD and A/NZ:

1. **What impact is the program having on improving teaching and leadership in basic education?** (Consider: student learning outcomes [sex disaggregated and increasingly by disability]; access to curriculum resources; improved classroom teaching; strengthened instructional leadership; increasingly local leadership; more use of inclusive practices).
2. **How well has the capacity and credibility of MEHRD and Education Authorities been built through the program?** (Consider: organisational and individual capacity; the fact capacity development is a process; the performance of technical assistance; and effectiveness of other forms of capacity building support).
3. **What impact is the Program having on the relationships between citizens/community, schools, EA, Provincial Government and MEHRD?** (Consider: NGO funding, support for decentralisation; impacts of continued earmarking of donor funding and donor public diplomacy agenda).
4. **Is the modality for each activity appropriate?** (Consider: if TA is building capacity as intended; if earmarked sector budget support is really strengthening systems and leadership; if PLA is working as an incentive).
5. **In what ways are the joined-up approach of DFAT and MFAT adding value?** (Consider: efficiencies and effectiveness, including of the PMT; relationships between SIG and development partners; other benefits/challenges).

The first question, related to impact, can be addressed through the MEHRD MEL activities and reporting. Questions 2-5 relate more to implementation processes (layer 3) and will require additional MEL activities managed by the PMT. For these implementation process questions, a Development Evaluation[57] approach is recommended. This will recognise the importance of the MEL Framework supporting learning throughout the life of the Program and enabling ongoing adaptation and development of contextually appropriate mechanisms for change.

Developmental Evaluation is designed for situations of uncertainty and complexity, where the understanding of the problem and the solution is emergent, and problem-solving is not necessarily linear. These approaches privilege relationships and the utilisation of evaluative information, so that the evaluation process can be

[57] Patton, M.Q. (2008) *Developmental Evaluation: Applying complexity concepts to enhance innovation and use.* Guilford Publications: New York.

thought of as integral to the intervention itself. They typically involve an ongoing partnership between the evaluators (researchers) and the implementing team.

A Developmental Evaluation approach will require regular feedback loops and opportunities for reflection based on monitoring data. These will need to be coordinated with the processes put in place under MEHRD's MEL Framework to enable MEHRD staff to participate in reflection and learning about the effectiveness of A/NZ Program, while being mindful of over-burdening MEHRD. While MEHRD's quarterly reporting and own MEL processes will provide valuable information about progress towards outcomes and achievement of outputs, it will be necessary for the program to establish its own monitoring processes focused on Layer Three – the implementing processes, and on the components directly funded by A/NZ (NGO funding and CDF). This will continually improve the quality of the Program's support to MEHRD and other implementing partners. Program monitoring processes managed by the PMT will therefore include:

- **Situation monitoring:** mostly qualitative data gathering on the broader operating context for the Program, including shifts in political drivers.
- **Overall Program Performance:** collation of reporting from MEHRD, NGO and TA by the PMT, to provide for DFAT/MFAT, synthesised summaries of achievement of key outputs of the Program and progress towards outcomes. This will include monitoring of Program inputs and may draw on key analytical outputs supported through the Program or by others, such as the Performance Expenditure Review, the Ministry of Public Service satisfaction surveys, independent research.
- **Capacity Development Fund Performance:** particularly performance on any long or short term TA provided under the Program. This should include 6 monthly performance review processes for long-term TA, reporting from TA, regular meetings of TA with the PMT and feedback from MEHRD.
- **Monitoring of value of the A/NZ joint approach and sector-wide coordination approaches**: would draw on evidence from Education Development Partner's Coordination Group meetings, the annual assessment of Partnership Indicators, and could include qualitative surveys of key stakeholders as to implementation of the Education Sector Partnership Principles.

The PMT is therefore expected to incorporate MEL expertise to lead on this work, at all times working in close collaboration with MEHRD and A/NZ as the primary intended users of the MEL Framework outputs. Further development and finalisation of the Program MEL Framework and plans, including the proposed Developmental Evaluation, will be a priority deliverable of the PMT within the first year of the Program.

The PMT in collaboration with MEHRD (SSU) will produce quarterly and annual reporting for the Program Governance Committee, complementing MEHRD's own quarterly and annual reporting. The PMT will be responsible for collating this reporting into a user-friendly format for the Governance Committee and co-facilitating with MEHRD (SSU) a session within the Program Governance Committee meeting to enable reflection and dialogue on the implications of progress to date and evidence of the effectiveness of implementation, to inform decision-making. These are the key opportunities for reviewing and potentially revising activity-level allocation of ESBS funds, identifying additional capacity development support needs, and informing MEHRD's own work-planning processes.

9 Indicative Budget and Resources

This section details the assumptions and indicative allocations of the budget resourcing needed to achieve outcomes 1-4. A detailed breakdown of funding and expenditure, including more details about costs assumptions, are shown in Annex 13. As well, further detail about the operationalising of ESBS is included in Annex 14. While the budget includes costings for inputs and outputs, allocations are likely to change over the life of the Program, as MEHRD further develops and refines its plans and in response to learning about what are the most impactful activities.

SIG is the main funder of the education sector with actual spending in 2018 for both its recurrent budget and development budget of approximately AU$205 million. In 2018 this included approximately AU$67 million for the NTU (Scholarship Division). Even excluding SIG expenditure on scholarships, its spending on education was 22% of its recurrent expenditure. A/NZ investment in the Program represents 7.5% of SIG's annual investment in education.

Table 8 below provides a summary of the overall funding for the Program upon which the budget is based.

Table 8: Expected project funding

Funding type	NZD (million) Years 1 to 4	AUD (million) Years 1 to 4	AUD Total 4 Years
DFAT funding		10.50	42.00
MFAT funding (converted at 1 NZD = AUD 0.93)	6.00	5.58	22.32
TOTAL		**16.08**	**64.32**

Table 9 summarises projected expenditure per output, along with projected costs for the PMT and PLA. These include TA costs. Below is a discussion of the cost assumptions upon which this is based. Table 10 summarises expected spending per year by category.

Table 9: Projected indicative expenditure per year/per outcome (AUD)

Outcome	Year 1 $ (million)	Year 2 $ (million)	Year 3 $ (million)	Year 4 $ (million)	TOTAL
1. Improve basic education participation and completion rates	2.250	2.250	2.500	2.550	9.550
2. Improve learning outcomes	7.440	7.044	6.817	6.705	28.006
3. Improve learning outcomes for disadvantaged children	0.350	0.350	0.500	0.550	1.750
4. Improve sector management	3.430	3.580	3.530	3.480	14.020
Program Management Team	1.050	1.296	1.173	1.235	4.755
Performance Linked Aid (PLA)	1.56	1.56	1.56	1.56	6.240

TOTAL	**16.080**	**16.080**	**16.080**	**16.080**	**64.320**

Table 10. Projected expenditure per year/modality

Modality	Year 1 AU$ (million)	Year 2 AU$ (million)	Year 3 AU$ (million)	Year 4 AU$ (million)	TOTAL
Sector Budget Support (excl. PLA)	10.270	10.224	10.147	10.185	40.826
Capacity Development Fund	2.500	2.300	2.200	2.000	9.000
NGO Funds	0.700	0.700	1.000	1.100	3.500
Program Management Team	1.050	1.296	1.173	1.235	4.754
Performance Linked Aid (PLA)	1.56	1.56	1.56	1.56	6.240
TOTAL	**16.080**	**16.080**	**16.080**	**16.080**	**64.320**

9.1 Cost Assumptions by outcome

Outcome 1: Improvements in basic education participation and completion rates

There will be AU$1.9 million (SB$11 million) in the first two years and then AU$2 million for infrastructure, identified according to MEHRD priorities. Based on recent costs, this could provide, for example, nine or ten buildings (dormitories, ablution blocks, classrooms). Further details are provided in Annex 13. Funding will also be made available for proposals from NGOs for delivery of community-based ECCE services. This will be AU$350,000 in years 1 and 2 and increase to AU$550,000 by year 4 as NGO capability increases.

Outcome 2: Improvement in learning outcomes for children in basic education

- Curriculum resources for primary and junior secondary will be completed, designed, published, printed and distributed to schools. Estimates are based on recent work to develop curriculum resourcing. Funding for curriculum development will be $3.74 million in the first year decreasing to $1.0 million in year 4. Funds are provided for distribution of curriculum resources to schools in each year.
- Professional development will be conducted in all provinces, necessitating a large budget for internal travel. This outcome will account for the largest Program investment and will be managed by MEHRD. The funding will be lower in the first year ($3.5 million), in recognition of the time needed for procurement and mobilisation. It increases to $5.3 million in year 4.
- In recognition of the size and complexity of the professional development program in particular, there will be a long-term Teaching and Learning Advisor based in the Teaching and Learning Division for the first 2 years to assist with design, procurement and monitoring. This could become a short-term TA if assistance is needed in years 3 and 4.
- More detailed figures for both curriculum and professional development are shown in Annex 13.

Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education

Funding of $0.35 million per year will be available to NGOs in Years 1 and 2, and then increasing to $0.55 million in Year 4 to assist in strengthening school-community relations and citizens' engagement in the governance of education service delivery. Curriculum and professional development, as described under

Output 2 above, will also contribute to this outcome and short-term local TA can be used as necessary. Depending on the absorptive capacity of MEHRD and/or the NGO sector, additional resources could be directed to support this outcome area, if these became available.

Outcome 4: Improved education sector management by EAs, schools and MEHRD

Support for Education Authorities will be $0.25 million per year and increasing to $0.35 in Year 4. This will be used to provide more assistance and support for innovative local projects that increase the focus of EA on Output 2 (improved learning) and Output 4 (improved EA support for schools). EAs will apply for funding for projects that can be up to SB$100,000 (AU$17,400) each per year. This could fund up to 15 projects per year.

$100,000 per year is provided to support MEHRD in implementation of Teacher Workforce Management reforms and professional development and support for EA in teacher management, including potential development of teacher management database for EA.

Funding will be provided to the EA Support Division to assist with the structural and resourcing reforms for EAs. This will be $50,000 in years 1 – 3, increasing to $80,000 in Year 4. Funding will also be provided for the design and implementation of a systematic organisational capacity development program specifically for Provincial EA, contingent on progress with structural reforms and building on the lessons from LEAP. Funding will initially be $50,000 in year 1, to allow time for implementation of reforms, but increase in year 2 to $330,000, $380,000 in year 3 and $400,000 in year 4.

There is $100,000 per year to support MEHRD for the AJR and monitoring and data collection. This is in addition to the local TA fund (below).

Funding for local TAs, managed by MEHRD, will be $0.38 million in year 1, and increasing to $0.45 million in years 2-4 as MEHRD develops greater expertise in using the fund. Use of the Local TA Fund must adhere to SIG procurement processes and can be used to support MEHRD in any area prioritised in their Annual Workplans.

Capacity Development Fund

The Capacity Development Fund is for long- and short-term overseas capacity support, including TAs. It is designed to provide strategic organisational capacity development support - underpinned by the Capacity Development Framework co-designed by MEHRD and the PMT. The allocation is $2.5 million in the first year, decreasing to $2.0 million by Year 4. Known priority TA positions have been costed as per the DFAT Advisor Remuneration Framework as per Table 11 below.

The Capacity Development Fund, managed by the PMT, will be utilised for funding priority TA specified in this Design - specifically the Education Sector Management Advisor, Monitoring and Evaluation Advisor, and Finance and Procurement Advisors. In addition, other TA and capacity development inputs may be funded through the Local TA Fund and Capacity Development Fund as identified by MEHRD in collaboration with the PMT, and in line with the Capacity Development Framework. There will be three full-time TAs for the first 2 years, decreasing to two. The rest of the funds will be allocated to short-term TAs.

While long and shorter-term TAs will continue to make up a significant proportion of the expenditure, it is expected that a wider range of capacity development inputs are facilitated through this fund.

Table 11: Priority TA Positions (ToRs in Annex 5)		
TA Position	**DFAT Advisor Remuneration Framework Level**	**Outcome**
Teaching and Learning Advisor (2 years)	Cat C, L4	Outcome 2: Improve contract design, management and monitoring; capacity building
Finance Advisor	Cat C, L3	Outcome 4: Improved financial management capacity building
Procurement Advisor	Cat C, L3	Outcome 4: Improved procurement capacity building
Education Sector Management Advisor (part-time)	Cat C, L4	Outcome 4: Improved strategic management and coordination; capacity building
MEL Advisor (part-time)	Cat C, L4	Outcome 4: Improved MEL; capacity building

Other TA inputs will be recruited as identified by MEHRD in collaboration with the PMT and guided by the Capacity Development Framework. Shorter-term TA inputs identified in this Design are likely to include support for teacher workforce management reforms and operationalisation of the revised Education Act. Terms of reference for these roles, if prioritised by MEHRD, will be co-designed by MEHRD and the PMT. Support to MEHRD to undertake a Gender and Social Inclusion audit and Public Expenditure Review are also identified as potential priorities under the Fund.

As noted above, the Capacity Development Fund is complemented by funding for earmarked SBS provided to MEHRD for the Local TA Fund. Part of the PMT role will be to support and encourage greater utilisation of this Fund by MEHRD.

Program Management Team

The PMT will be expected to be staffed by one expatriate and 2-3 local full-time staff. Total funding is $1.05 million in the first year increasing after that to around $1.2 million for years 2-4.

The Program will be delivered through a mix of modalities: earmarked sector budget support (ESBS) using partner government systems and direct funding by A/NZ but implemented through the PMT. A decision will need to be made on how the PMT will be procured.

Activities funded through ESBS will follow SIG systems. This includes SIG procurement systems where outside contractors are being selected. With the support of technical advisors for procurement and teaching and learning, MEHRD will manage the process to select supplier(s) of both curriculum and professional development. MEHRD has expressed its wish to manage these large parts of the Program to ensure they are fully involved and can ensure alignment with sector plans and policies, and the institutionalisation of learning from these Programs within MEHRD. The Program incorporates a range of inputs to support MEHRD in building its capacity for effective contract and project management, as specified under outcome 4.

The arrangements under the previous funding arrangements of A/NZ will continue in terms of the requirement for Australia to review MEHRD procurement plans and provide No Objection Letters (NOLs) in relation to DFAT-funded procurements.

The PMT will manage a contestable process for selection of NGOs to support initiatives in ECCE and community engagement with basic education.

The spending of PLA will be decided by MEHRD but will be related to activities in the NEAP. Any procurement using these funds will follow SIG procedures and A/NZ Funding Arrangement commitments.

9.2 Proposed systems for the Program's financial operations

As detailed in Annex 14, partner government systems will be used for the earmarked SBS. This will continue as it is operating under current A/NZ programs. MOFT operates a separate ledger 3 (account 372 for education) for ESBS. This runs in parallel to the Ledger 2 for its recurrent budget and Ledger 4 for the development budget and facilitates budgeting and monitoring of expenditure.

DFAT will continue to operate a quarterly reimbursable model as for ESP2. MFAT will continue to operate the system of quarterly tranche payments in advance that it utilised in its GFA 2016-19. All payments under the Program will continue with controls introduced under recent programs:

- Reviews by advisors both in MEHRD and MOFT before payments are made
- Strengthened procurement procedures including arrangements for No Objection Letters (NOLs) – only for Australian funded procurements.

The Finance Advisor and Procurement Advisor positions in MEHRD are included in the TAs for the Program, with the dual role of ensuring MEHRD compliance with A/NZ and SIG PFM requirements and providing capacity development support to MEHRD. The current advisors have strong relationships with MoFT and work together to solve issues. These roles will continue through MoFT participation in the Governance Committee and oversight by the PMT.

Both the 2017 Public Financial Management Assessment Up-date[58] and the 2017 Procurement Assessment Update[59] noted some improvements in SIG and MEHRD financial management systems, but also continued weaknesses and risks. It reported that the Finance and Audit Committees had ceased to meet, action was not being taken to implement the PFM Action Plan, and the MEHRD Internal Audit Division was weak. The Office of the Auditor General is also under-staffed and behind in its audits. A draft of its 2016 compliance audit, the most recent, also noted weaknesses with MEHRD's internal controls. DFAT have advised that there will be another assessment of partner government systems later in 2019. In view of this, the PMT will ensure:

- The Finance Advisor will work with the MEHRD SMT, Finance and Audit divisions to up-date the TORs for these committees, explore reasons why they previously lapsed and how to address them, and support relevant staff, at least initially, to get the meetings convened. These committees address issues relating to both SIG and A/NZ ESBS allocations. Key decisions and actions by these committees are expected to be reported as part of MEHRD quarterly reporting, which is shared with the Program Governance Committee. The Finance Adviser will also support MEHRD to update their Public Financial Management Action Plan after the forthcoming SIG up-date to the 2017 Public Financial Management Assessment. The updated Action Plan will be submitted to, and approved by, the Program Governance Committee.
- An external auditor is contracted to conduct audits of budget support funds, if possible, in conjunction with the OAG.

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[58] Higgins, T (2017) *Up-date to the 2012 Assessment of the Solomon Islands Education Sector's Public Financial Management Systems*, draft report.

[59] Blunt, J (2017) *Update to the 2012 Assessment of the Solomon Islands Education Sector's Procurement Systems*, draft report.

- Links with the internal audit advisors in MOFT. If necessary, some of the short-term capacity building fund could be allocated to this.

9.3 Moving to Unearmarked Sector Budget Support Over Time

Un-earmarked sector budget support is provided to a recipient country to use for a specific sector (e.g. education) but there are no restrictions on how it is used within the sector. Moving away from donor earmarking of sector budget support funds aligns with aid effectiveness principles, allows for greater partner government ownership, promotes domestic accountability and reduces transactional burdens.

Certain conditions need to be met, however, to provide development partners sufficient confidence to make this shift. Furthermore, risks of unearmarked aid being used for activities not intended by donors when providing the funds or diverting governments' funds needs to be carefully considered and managed. The Program will support dialogue on opportunities to strengthen the sector budget support funding mechanism in line with aid effectiveness principles, and to support MEHRD to meet the remaining conditions outlined below, through active role of the PMT. These conditions include those below with tick marks indicating those already accepted as achieved by MEHRD (although improvements in the accuracy of costings of plans are needed):

- ✓ The recipient country must have a clearly articulated overall vision and a development plan, including for the specific sector, and this should have wide support from the government and citizens.
- ✓ The recipient country should have a credible 3 – 5-year sector development plan that is up-dated annually.
- ✓ Sector development plans should be accurately costed.
- ✓ Costed annual work plans should be prepared for the sector and these should clearly relate to the sector development plan.
- ✓ The recipient country and development partners must have a good relationship so that policy dialogue can happen in a respectful and constructive manner.
- The recipient ministry must have the capability to implement and manage all the activities and projects that the funding enables.
- The recipient country/Ministry must be able to effectively coordinate all sector assistance, in addition to the un-earmarked budget support.
- There should be a strong budgetary process that adheres to the priorities in the development plan and are clearly linked to the annual work plans.
- The recipient government must have strong financial systems. This includes internal controls over payments, and robust internal and external audit systems, so that the risk of fraud is minimal.
- The recipient government ministry must have strong monitoring and evaluation capability.
- The development partners must be comfortable that gender equality, child protection, disability inclusion and environmental policies are adequately reflected across all areas of the development plan and annual work plans.
- The development partners must be comfortable that there is low risk of the recipient country diverting its funds within the sector, of from the sector to another sector because of the budget support, or otherwise using the budget support funding for purposes other than those intended by the donor.
- The development partners should be prepared to commit to funding, assuming no significant problems, in a consistent manner over the medium-term to reduce the effect of sharp changes to the recipient country's sector budget.

10 Risk

The Risk Register in Annex 15 sets out in detail all potential risks of the Program that can be identified prior to implementation, the existing controls, and proposed treatments or mitigation strategies. These will be proactively monitored and managed by the Program Management Team, as this risk management process is also closely connected to the Program MEL. Some of the key risks around this program however, relate to:

- The need to balance short-term impact and results against the sustainability of that impact - which requires institutional strengthening at MEHRD, EA and school level.
- SIG not prioritising basic education with its own resources.
- Child Protection.
- The potential for development partner support to undermine MEHRD capacity development and/or ownership of Program activities.
- Ensuring probity in public financial management (including risks related to MEHRD's potential for misallocation and/or misappropriation of funds).
- MEHRD capacity and capability to manage the significant outsourcing of the key program components of curriculum and professional development.
- The inherent complexity of management of a Program being jointly coordinated and delivered across three partner countries and government priorities, i.e. SIG/MFAT/DFAT
- The sustainability and collaborative impact of parallel initiatives funded under this Program which are undertaken outside of SIG systems.
- MEHRD capacity to plan for and implement projects of scale and associated risks around underspending.

Key mitigation strategies include:

- Ensuring Program is tightly aligned with and utilises SIG/MEHRD systems, processes and policies Outsourcing of the major outcomes of curriculum and professional development - ensuring capacity building is integrated into terms of reference for all outsourced contracts.
- The development of a Capacity Development Framework (see Annex 8).
- Use of both existing TA (in procurement and finance) and a new role to support project definition, management and monitoring in the MEHRD Teaching and Learning Division.
- Establishment of the PMT with clearly defined roles, responsible for day-to-day implementation, MEL, supporting stakeholder relationships and communication between donors and MEHRD/SIG, and ensuring overall Program effectiveness through the role of the Program Governance Committee and EDPCG.

11 Safeguards

During the development of this design, safeguard risks and impacts have been screened and assessed in line with DFAT's Safeguard Policy (to the extent possible given the available information).

By mid-2020 the PMT will develop an Environmental and Social Management Framework (ESMF) that meets the requirements of DFAT's Safeguard Policy and relevant MFAT safeguards policies. During implementation the PMT will have primary responsibility for screening, assessment, management, monitoring and reporting of safeguard risks and impacts in line with DFAT's Safeguard Policy and MFAT requirements. The ESMF will be reviewed at least semi-annually by the PMT and will guide implementation, ensuring early identification and management of potential safeguard risks (which will be captured in the program Risk Register). Safeguard risks will be included in PMT reports to enable the ESSP Governance Committee to manage safeguard risks throughout implementation.

Key safeguards risks (including child protection, environmental protection and health and safety) are included in Annex 15: Risk.

Any partner capacity development required in the management of safeguard risks will be included in the Capacity Development Framework.

The following elements will be addressed in the ESMF:

- Introduction – Briefly describe the scope of the program and the type of activities that will be delivered. Will note background on why environmental and social impact assessments and management plans were not prepared before the design was approved.
- Assessment of Legal Framework and Institutional Capacity – Identify and assess the adequacy of the applicable national and local laws, regulations, and standards in environmental and social assessment and management. Assess ability of the implementing partners' institutional policies and capacity to assess and manage environmental and social impacts.
- Anticipated Environmental and Social Impacts – Provide information on the scale and nature of activities to be supported under the investment. Describe reasonably foreseeable direct and indirect impacts on the environment, people and communities.
- Environmental and Social Impact Assessment for Activities – Provide a plan for carrying out an environmental and social assessment and planning for activities, including requirements for:
    - Safeguard screening and risk rating (see DFAT's Risk and Safeguard Tool)
    - Preparation of environmental and social impact assessment/s and environmental and social management plan/s (if required)
    - Review and approval of activities. This section may outline specific environmental and social criteria to be used for activity selection.
- Consultation and Information Disclosure – Outline a framework for ensuring meaningful consultation with affected people and stakeholders during activity preparation and implementation. Outline information disclosure arrangements, including disclosure of subproject environmental and social assessments to be prepared. Identify grievance redress arrangements, if required.

- Institutional Arrangement and Responsibilities – Specify the roles and responsibilities of DFAT, MFAT, implementing partners and government agencies for the preparation, submission, review and clearance of environmental and social impact assessments and management plans. Estimate staffing requirements, and arrangements for capacity development. Estimate costs for implementing an environmental and social management plan and indicate how it will be funded. Detail how information from the management plan will inform other governance mechanisms and frameworks.
- Monitoring and Reporting – Specify monitoring and reporting arrangements, including adaptive management arrangements to ensure the emerging safeguard risks are managed and monitored. Detail roles and responsibilities of delivery partners, including for joint-monitoring and/or supervision and reporting. Detail when and how reports will be made to DFAT and/or delivery partners and arrangements for non-routine reporting of safety accidents/incidents.

12 Annexes

Annex 1: The Program in Summary

The Program at a glance END OF PROGRAM OUTCOME 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Priority infrastructure projects and AMD operations	MEHRD	External Contractors	ESBS	1.1.1 Priority infrastructure development delivered through outsourcing, in line with priorities identified in MEHRD AWP	1.1 More school facilities aligned to greatest need	
Policy dialogue re: SIG/MPGIS financing for schools' infrastructure and maintenance	AHC/NZHC	AHC/NZHC	Policy dialogue	1.1.2 Strengthened coordination and collaboration with Provincial Government and EA in infrastructure development, including exploring use of PCDF funding mechanisms	1.1 More school facilities aligned to greatest need	
Collaboration with MPGIS and Australia Infrastructure Financing Facility for the Pacific (and DFAT bilateral infrastructure program)	MEHRD and PMT	MEHRD and PMT	ESBS	1.1.2 Strengthened coordination and collaboration with Provincial Government and EA in infrastructure development, including exploring use of PCDF funding mechanisms	1.1 More school facilities aligned to student demand	
Professional Development for school leaders (inclusive of their maintenance role)	MEHRD	Private sector	ESBS	1.1.3 School management capacity and resourcing for school maintenance, in collaboration with communities, improved.	1.1 More school facilities aligned to greatest need	Supported by 2.3.1 National, school-based PD program established and delivered

The Program at a glance END OF PROGRAM OUTCOME 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Delivery of quality, community-based ECCE services	PMT	NGO TBC	NGO call for proposals	1.2.1 Community-based ECCE initiatives established and evaluated	1.2 Increased availability of quality community-based ECCE services	Supports: 2. Improvement in learning outcomes; 3. Improvement in learning outcomes for disadvantaged children
Advocacy for: ending year 6 exam; revising school grant amount	AHC/NZHC	AHC/NZHC	Policy dialogue	1.3.1 An effective and affordable strategy for removing year 6 exam implementation; 1.4.1 School grant policy revised to increase amount of operational funding available to schools, including for maintenance	1.3 Increased numbers of students transitioning from year 6- 7; 1.4 Schools able to reduce fees	Supported by 2.3.1 National, school-based PD program established and delivered
Research on barriers and enablers to access for different demographic groups	MEHRD	TBC	ESBS or CDF	1.3.1 An effective and affordable strategy for removing year 6 exam implemented; 1.4.1 School grant policy revised to increase amount of operational funding available to schools, including for maintenance	1.3 Increased numbers of students transitioning from year 6-7; 1.4 Schools able to reduce fees	
Cap Dev Fund input	PMT	TBC	A/NZ Management Contractor	1.3.1 An effective and affordable strategy for removing year 6 exam implementation;	1.3 Increased numbers of students transitioning from year 6 to year 7;	

The Program at a glance END OF PROGRAM OUTCOME 1: Improvement in basic education participation (including correct age-for-grade participation) and completion rates						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
				1.4.1 School grant policy revised to increase amount of operational funding available to schools, including for maintenance	1.4 Schools able to reduce fees	

END OF PROGRAM OUTCOME 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Development of curriculum (aligned with MEHRD's *Five year Curriculum and PD Plan*) along with MEHRD staff and local subject experts (focus on capacity building). Includes curriculum resource development, publishing, printing and distribution	MEHRD	External Contractors	ESBS	2.1.1 Primary and JSS curriculum resources incorporate a focus on literacy and numeracy, inclusion and Solomon Islands Capabilities; 2.1.2 Primary and JSS curriculum published and printed; 2.2.1 Effective and efficient system for education resource distribution to schools managed by the organisation contracted to manage development, publishing and printing	2.1 Quality curriculum resources for all basic education subjects completed; 2.2 All newly developed curriculum resources delivered to schools	**Supports** 1. Improved participation and completion

END OF PROGRAM OUTCOME 2: Improvement in learning outcomes for children in basic education (particularly literacy and numeracy)						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
TA in Teaching and Learning Division to support: PD requirements; procurement; contract management; Curriculum Division capacity; and ensure Curriculum development alignment with PD program	PMT	TBC	A/NZ Management Contractor	2.1.1 Primary and JSS curriculum resources incorporate a focus on literacy and numeracy, inclusion and Solomon Islands Capabilities; 2.1.2 Primary and JSS curriculum published and printed; 2.3.1 National, school-based PD program established and delivered, targeting use of new curriculum, formative assessment practice, literacy and numeracy instruction, inclusive pedagogy, and instructional leadership	2.1 Quality curriculum resources for all basic education subjects completed; 2.3 Teachers (supported by school leaders) understand and begin using effective teaching strategies	
Development of teacher PD program (aligned with MEHRD's *Five year Curriculum and PD Plan*) including: use of, and training for, local PD deliverers; co-design of a sustainability strategy (such as EA taking on PD coordination roles); gender equality and inclusion strategy; inclusion of SINU; strong MEL	MEHRD	External contractors	ESBS	2.3.1 National, data informed whole-school professional development program established and delivered, targeting use of new curriculum, formative assessment practice, literacy and numeracy instruction, inclusive pedagogy, and instructional leadership.	2.3 Teachers (supported by principals) understand and begin use data informed effective and inclusive teaching strategies.	**Supports** 1.3 Increased numbers of students transitioning from year 6-7; 1.4 Schools able to reduce fees

END OF PROGRAM OUTCOME 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Build community capacity to support learning and demand improved services, with a focus on issues of disability inclusion, gender equality, innovation and targeting those most marginalised	PMT	NGO TBC	NGO call for proposals	3.1.1 Programs to improve parents/communities' capacity to support children's learning in basic education, including early school leavers; 3.1.2 Programs to improve collaboration between communities, NGOs, MEHRD and/or other agencies in the governance and monitoring of education service delivery;	3.1 Parents/communities actively support children's learning in basic education	**Supports** 1. Improved Access and Completion **Supported by:** 1.2.1 Increased provision of community-based ECCE;
Integration of inclusion, child protection and gender equality strategies within PD and curriculum development	MEHRD	External Contractors	ESBS	3.2.1 Integration of inclusion, child protection and gender equality strategies within PD and curriculum development	3.2 Teachers and school leaders have increased skills and knowledge about inclusive pedagogy	**Supports** 1. Improved Access and Completion; 2 Improved learning outcomes
Evaluation of vernacular pilot projects	MEHRD	External contractor	ESBS	3.2.3 Evaluation of vernacular language pilot projects and recent initiatives, to inform review of draft Language Policy and development of action strategies for NEAP 2021-2025	3.2 Teachers and school leaders have increased skills and knowledge about inclusive pedagogy	**Supports** 1 Improved Access and Completion; 2 Improved learning outcomes
Implementation of MEHRD Inclusion, Gender Equality and Child Protection policies (ESBS support priority aspects of	MEHRD and AHC/NZHC	MEHRD	ESBS and policy dialogue	3.2.2 Implementation of MEHRD Inclusion, Gender Equality and Child Protection policies	3.2 Teachers and school leaders have increased skills and knowledge about inclusive education	**Supports** 1. Improved Access and completion; 2 Improved learning outcomes

END OF PROGRAM OUTCOME 3: Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities)						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
implementation in MEHRD AWP, policy dialogue linked to ESBS investments to ensure equity measures are actively applied)						

END OF PROGRAM OUTCOME 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Development and roll-out of revised teacher workforce management policy, procedures and management systems	MEHRD	MEHRD and PMT	ESBS and CDF	4.1.1 Teacher workforce management and welfare policy, procedures and systems revised in line with revised Education Act	4.1 EA have organisational systems and skills to support effective teacher management	Supports all other Outcomes
Possible development of teacher management database accessible to EAs	MEHRD	MEHRD	ESBS	4.1.2 Teacher management information system improved at EA and MEHRD level	4.1 EA have organisational systems and skills to support effective teacher management	
Additional capacity building support specifically for EA on implementing new policy/procedures for teacher management and welfare	MEHRD	MEHRD	ESBS	4.1.3 PD and systems support provided to EA for implementing new policy/procedures for teacher management and welfare	4.1 EA have organisational systems and skills to support effective teacher management	

END OF PROGRAM OUTCOME 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Senior Solomon Islander contracted to support MEHRD in operationalising EA Standards and changes proposed under revised Education Act	MEHRD	External Contractor	ESBS – Local TA Fund			
EA Support Division progress key structural reforms, based on clearer costed plan for operationalising of EA standards, changes proposed under revised Education Act and capacity development support to PEA	MEHRD	MEHRD	ESBS	4.2.1 EA resourcing and PEA structure reviewed in line with revised Education Act; 4.2.2 Revisions to EA resourcing and PEA structure implemented	4.2 PEA have the organisational structure and resources required to support quality teaching and learning for all	
EA Small Grants, tied to AWPs, and achievement of EA standards, building on lessons learned from existing EA Small Grants Fund and the PCDF	MEHRD	MEHRD	ESBS	4.2.4 EA implement initiatives to improve teaching and learning	4.2 PEA have the organisational structure and resources required to support quality teaching and learning for all	
Capacity building of provincial government and PEAs to meet EA standards, building on LEAP	MEHRD	TBC	TBC	4.2.3 Capacity building support provided to provincial government and PEAs to meet EA standards	4.2 PEA have the organisational structure and resources required to support quality teaching and learning for all	

END OF PROGRAM OUTCOME 4: Improved education sector management by Education Authorities (EAs), schools and MEHRD, in support of improved teaching and learning						
Activity	**Lead**	**Implementer**	**Modality**	**Program Output**	**Program Intermediate Outcome**	**Links to other Outcomes**
Finance adviser and procurement adviser with more capacity development responsibilities	PMT	PMT	A/NZ Management Contractor	4.3.1 Financial Management and Procurement advice and capacity building provided to MEHRD	4.3 MEHRD uses SIG and A/NZ resources more efficiently and effectively	
Local TA provide financial management and procurement training and user-friendly documentation for MEHRD officers	MEHRD	MEHRD	ESBS	4.3.1 Financial Management and Procurement advice and capacity building provided to MEHRD	4.3 MEHRD uses SIG and A/NZ resources more efficiently and effectively	
Development of a Capacity Development Framework and monitor/support implementation	PMT and MEHRD	PMT	A/NZ Management Contractor	4.4.1 Strategic organisational Capacity Development Framework and plan co-designed	4.4 Quality capacity development support delivered to MEHRD	
Capacity Development Fund	PMT	PMT	A/NZ Management Contractor	4.4.1 Strategic organisational capacity development framework and plan co-designed	4.4 Quality capacity development support delivered to MEHRD	
Local TA fund	MEHRD	MEHRD	ESBS	4.4.1 Strategic organisational Capacity Development Framework and plan co-designed	4.4 Quality capacity development support delivered to MEHRD	
AJR, monitoring and data collection activities as prioritised in MEHRD's AWP	MEHRD	MEHRD	ESBS	4.4.1 Strategic organisational Capacity Development Framework and plan co-designed	4.4 Quality capacity development support delivered to MEHRD	

Annex 2: Potential Investment should further funding be available

The Design Team were asked to consider potential areas of investment should additional funding be available. Expansion into any of these areas would require additional A/NZ management support which would be provided through the PMT. The budget for the PMT is structured to enable for such scale-up should it be required.

Priority Areas

Senior Secondary Curriculum Development

The senior secondary curriculum is long overdue for an overhaul. The current curriculum was developed in the 1980s when senior secondary education was mainly a narrow channel to university for just a few selected individuals. Teachers are using out-of-date materials and materials secured from elsewhere e.g. the internet, which may or may not be appropriate for Solomon Islands students.

MEHRD has frequently identified senior secondary as a priority for development but it has tended to be marginalised because of the defensible focus on basic education. In 2018 MEHRD developed a Senior Secondary Curriculum Framework (SSCF)[60] in response to changing personal, educational social, economic and labour market needs. The SSCF addresses issues such as:

- The Solomon Islands has one of the lowest rates of enrolment in tertiary education in the world (3.5% as opposed to 28% in developing countries)
- The Solomon Islands imports labour to fill skills shortages while up to 80 percent of youth are unemployed
- Solomon Island employers report a lack of key values and attitudes, as well as technical skills among young people
- The economy and society have a growing need for technical, vocational and entrepreneurial skills.

The SSCF consciously addressed the above through:

- providing a profile of the new and existing subjects which should comprise senior secondary education
- development of a set of Capabilities (competencies plus values) which should be weaved through all subjects (including Junior Secondary and Primary) so that they are reinforced in all classrooms on a daily basis
- a prioritised timeframe for development beginning with the core subjects of English and mathematics (with both academic and practical "everyday" versions of these foreshadowed in the SSCF).

Addressing the whole senior secondary development would be very costly for small number of students to benefit and would have to incorporate associated professional development. However, in recognition of the above issues, this Program does provide for initial development in this area once core subjects are completed for basic education. MEHRD's *Five Year Curriculum and Professional Development Plan* provides a costed and prioritised approach for the development of the *whole* senior secondary curriculum which could, if sufficient donor funds became available, be integrated into the arrangements for curriculum development for basic

[60] MEHRD (2018) *Senior Secondary Curriculum Framework* Ministry of Education and Human Resources.

education in years 1-3 of the Program. This might be considered conditional on development of a credible secondary expansion plan from MEHRD, including creative options for maximizing existing resources e.g. distance learning options, collaborations with USP Centres and TVET providers.

Vocational Pathways and Qualifications

The issue of vocational pathways in secondary education, although highly relevant to senior secondary schooling, is of equal, if not more importance in Junior Secondary School (JSS). Through its focus on integration of Solomon Islands Capabilities into new curriculum developments for JSS, this Program addresses, at least to some extent, vocational *awareness* or vocational *readiness*. However, given that most (but far from all) curriculum development is now complete for core subjects in basic education, curriculum can only be a part of a strategy to address these issues.

The structural issues associated with vocational pathways in secondary schools were outside the scope of this Program, but could, if sufficient funding was available, be considered as an important adjunct to this Program's focus on basic education. The Irish National Council for Curriculum and Assessment (2015) suggests that any discussion of vocational pathways needs to consider:

- providing students with a range of options aligned with their future destination(s)
- alternatives to traditional academic pathways
- bridging programmes, to allow more permeability between pathways
- official records of achievement, in addition to certificates
- closely interwoven curricula and assessment systems
- links to the previous and next phases of a student's career and education[61].

In addition, in the Solomon Islands' context, development of vocational pathways needs to consider:

- Overall responsibility within government, especially given the recent establishment of Solomon Islands Tertiary Education Standards Authority (SITESA) which at this stage excludes responsibility for school qualifications.
- The purpose and shape of vocational and academic pathways in secondary education. Should they be: separate pathways? linked pathways? a unified pathway?
- The introduction of a credit "currency" for school qualifications.
- Should secondary subjects be courses or units/modules with separate credit accumulation?
- Articulation/collaboration between providers of secondary and vocational education.
- Articulation/coordination between secondary education and the DFAT funded Skills for Economic Growth program.
- Which institutions may offer "school" qualifications.
- The purpose and future of the year 9 exam.
- Retention or modification of Solomon Islands School Certificate (year 11 and 12).
- The amount of – and management of – internal assessment in secondary qualifications.

This would clearly be a significant piece of work which would need to be led, at least initially, by MEHRD.

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[61] Irish National Council for Curriculum and Assessment (2015) *Upper Secondary Education in Nine Jurisdictions: Overview Report*

Digital Options

Although currently most schools in the Solomon Islands do not have the infrastructure, capacity, or expertise to leverage the communications, administrative and learning benefits afforded by new and emerging technologies, there are a number of initiatives underway which this Program will monitor (through the PMT) with the aim of articulating with – and leveraging developments – as opportunities arise. These include:

- The exponential increase in bandwidth which the launch of the Coral Sea Cable will provide, initially in urban hubs but eventually across the country.
- The MEHRD (2019) *ICT Master Plan* which foreshadows:
  - increasing digital delivery of curriculum resources
  - increased support for the deployment of computers and associated infrastructure in secondary schools.
- The MFAT *e-learning in Science* initiative which aims to provide digital resources and associated professional development to support the learning of science in year 10 in four Pacific nations, including Solomon Islands.
- The rapid development of enabling technologies which show promise in challenging development contexts such as the Solomon Islands. Of interest in this regard is the report of the recent trial of Kio tablet computers in Kiribati (Kiribati Ministry of Education 2019[62]) which indicated benefits for English language development in particular. It is worth noting that there has been a limited trial of this technology in Solomon Islands in 2016-2017, however the results and next steps from that trial were unclear. One key issue from the Solomons, which was addressed in the Kiribati trial, was that the tablets in the Solomons' trial were loaded with a relatively random and often inappropriate selection of resources, whereas in Kiribati, resources were curated to align with the curriculum. The Kio tablets show particular promise in such contexts as they are robust and can be charged by solar power in a central hub. They are also part of a local network, connected to a server, which does not require internet access but which can be updated periodically when internet access is available.

Although not a central part of the current Program, these opportunities should be monitored and leveraged, especially if additional funding becomes available. In particular, the use of tablet computers such as the Kio may hold promise as a component of Output 2, especially as part of the professional development program. While not recommending any 1:1 tablet trial, initial provision of such devices to principals and teachers, perhaps as a pilot within the overall program, could:

- Provide an effective and sustainable means of professional support through the development of facilitated online communities of practice (focused on local clusters at first, but with the aim of more national reach in the medium term).
- Provide a means of distribution of curriculum and leadership resources.
- Provide teachers with the confidence to use laptops with their classes as this becomes possible in the future.
- Support teacher PD through use of devices to provide feedback on formative assessment and/or classroom observations. Such approaches are about to be trialled in Samoa and Tonga, using mobile phone-based applications. It is also an area of EQAP interest.
- To support distance learning in senior secondary (e.g. through articulation with MFAT's e-learning in Science initiative).
- The potential of mobile phones to provide "behavioural nudge", for example:

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62 Kiribati Ministry of Education (2019) *Kiribati Tablet Trial: A Summary Report* Kiribati Ministry of Education.

- To teachers in terms of reminders about and guidance towards changed pedagogy (as has been piloted in Timor by Catulpa through DFAT's Partnership for Educational Development).
- To parents to encourage home based interactions with their children to encourage literacy and numeracy development.

Other potential areas of investment

The following were also identified through the Design process as high priority and potentially high impact areas. They are not recommended for current funding through the Design, due to current scope and funding envelope, and taking account of MEHRD and other actors (i.e. NGO/CSO) absorptive capacity, as well as current A/NZ management resource. However, these are areas recommended for consideration by other donors interested in supporting the education sector and/or if further A/NZ funding becomes available.

Senior Secondary infrastructure: As above, high priority but costly and currently benefits the few. Should be considered conditional on development of a credible secondary expansion plan from MEHRD, including creative options for maximising existing resources e.g. streaming, use of distance learning.

Vernacular language policy implementation: While considered a high priority by the Design team and based on local and international evidence of impact of effective vernacular language approaches especially in early years, MEHRD is yet to determine policy pending the Vernacular Pilot review. Dependent on outcomes of this and decisions by MEHRD, this could be an area for further additional support, integrated with existing programs in curriculum development, teacher professional development and community-based initiatives.

Larger investment in ECCE delivery: Enhancing access to and quality of ECCE is a high priority for MEHRD, an internationally recognised as a high return investment for educational as well as health and women's empowerment outcomes. UNICEF is active in this area as are a number of NGOs/CSOs. While their absorptive capacity is limited (hence a relatively small contribution is suggested within the Design) there may be space to increase funding in out years.

Larger investment in infrastructure: Infrastructure development is a high priority for MEHRD and the need, particularly at secondary level, for adequate WASH facilities outstrips available funding. The Design has kept investment relatively low, to maintain a focus on improving the quality of education and taking into account the existence of other funding streams and effective implementation modalities for school infrastructure such as the Provincial Capital Development Fund (PCDF) and Rural Development Program (funded by DFAT). PLA payments are quite likely to prioritised by MEHRD for infrastructure development, which needs to be taken into account in any consideration of additional investment in this area. That said, there is space for further investment in this area but we would recommend consideration of use of PCDF mechanism, or more direct outsourcing in recognition of limited capacity of MEHRD.

Community-based adult education programs including targeting early school leavers: A high priority and severely neglected area of the education sector that offers potential benefits for wider community development and social cohesion outcomes. A number of existing NGOs/CSOs are active in this space, particularly in adult literacy, and there is an intersection with the work of RTCs. This would require further investigation and careful design, to build on lessons from previous programs that have had limited sustainability.

SINU School of Education support: This is important for long-term maintenance of quality in the basic education sector. Any support needs to align to and coordinate with regional initiatives such as Australian support to the USP School of Education and any others within the PacRef. Any support should also build on lessons of past investment in this area e.g. NZ funded twinning partnership with Waikato University.

Annex 3: Solomon Islands Education Situation Analysis

This Annex is structured through the MEHRD National Education Action Plan (NEAP) foci of Access, Quality and Management. However, as is made clear in the summary and the analysis which follows, these are interconnected issues, especially given the close links between quality issues and those of access, transition, repetition, and students' survival through the school system.

Incremental change has been occurring (in line with comparable countries), in a challenging environment which includes large population growth e.g. over the past 7 years, the number of children in school has increased by 27,000.

Access

Strengths include: a strong demand for education at all levels, success in ensuring the majority of primary-aged children are enrolled in the face of a growing school-age population which will continue to expand over the next 10 years. While participation rates in early childhood care and education (ECCE) are low, they have been steadily increasing. Overall, MEHRD has succeeded in enabling expansion of access to schooling to more students; more students than ever before are accessing ECCE, completing primary school and transitioning to secondary.

But there is evidence to suggest that both transition rates have been stagnant over the last seven years and possibly *decreasing* over the last 4 years. There are persistent high rates of repetition at primary level, and apparent increases in push-out rates (students leaving school early) e.g. the survival rate to grade 6 in 2014 was 62% but by 2017 it had decreased to 56%. Survival to year 12 was 20% in 2014 but decreased to just 15% in 2017. In 2014, transition rates from year 6 to year 7 were 94%, while in 2017 they were 89%. Similarly, transition from year 9 to year 10 (junior secondary to senior secondary) was 94% in 2014 but 79% in 2017. However, these figures do need to be treated with caution and may reflect more accurate data collection in recent years. That notwithstanding, clearly access issues continue and are inextricably tied up with the quality issues which act as a disincentive to be in school.

There are also significant issues with late-age entry and over-age students with 90% of all primary students and 93% of junior secondary students in 2017 over-age (at least 2 years over the official age for their grade/year level). Low enrolment at junior and senior secondary levels is closely connected to low survival and transition rates from primary. While gender parity appears to have been achieved at junior secondary level, it is at .92 for primary and .92 for senior secondary, and there are high rates of push-out of girls from junior secondary and higher rates of boys' repetition throughout the system.

The cost of education to families is a constraint on students' access to and sustained participation in schooling at all levels. Fees are consistently identified as a contributor (but not necessarily a sole contributor) to non-entry, late-entry and drop-out. The school grant is widely seen to be insufficient to meet the core operational needs of schools. As well, high-stakes external examinations remain a barrier to transition for many students.

Gender stereotyping tends to reinforce discriminatory behaviour and harmful practices such as sexual abuse, keeping girls out of school, early marriage, and using girls to offset cash poverty. As well, low levels of functional literacy in the adult population (with women less likely to be literate than men), make it difficult for both women and men to take advantage of written education promotion campaigns or to support their children's learning.

The 2009 Census reported that 14% of the population has a disability[63]. Other estimates are that less than 10 percent of children with disability in the Solomon Islands have access to any form of education[64] and that children with disabilities who do attend school are likely to only stay for a few years. Most children with disabilities from rural areas (where the majority live) do not attend school at all.[65] This situation is particularly compounded for girls with disabilities. A 2013 Monash University Study into the lived experience of people with disability in Solomon Islands found that, although attitudes towards people with disabilities are changing, disability is still stigmatised and people with disabilities experience significant economic poverty and poverty of opportunity.[66]

Quality

Strengths include improvements in results on standardised tests e.g. the Pacific Islands Literacy and Numeracy Assessment (PILNA), where results in year 4 and 6 literacy improved from 2012 to 2018. 50.5 percent of students performed at or above expected standards in year 4 in 2012 increasing to 54.3% by 2018 with a similar pattern for year 6 (66.7% in 2012 to 70.4% in 2018). In numeracy those achieving at or above the minimum expected competency level increased from 91.6% in Year 4 in 2012 to 96.7% in 2018. At Year 6, 81.8% in 2012 improved to 95.9% in 2018.

In the Solomon Islands Standardised Tests of Achievement (SISTA), around 70% of students sampled in 2017 were performing at or above expected standards in literacy and numeracy at year 4 and year 6. However, in writing, just 27% of year 4 students and 41% of year 6 students sampled were at or above expected standard.

In terms of curriculum development and resourcing, significant progress has been made to provide new syllabi, teachers' guides and learner books for core subjects in basic education. There has been increased investment in professional development and support for teachers and school leaders, and considerable learning by MEHRD about effective, efficient delivery of professional development which is increasingly contextualised for Solomon Islands and led by Solomon Islanders.

But the quality of teaching and leadership is not yet at a level to enable sustained growth in educational attainment. Improvements in student performance on standardised tests probably reflect the exclusionary nature of the system more than a sustained improvement in standards across the school-age population. Enablers of quality teaching are not yet consistently in place e.g. recent curriculum development has been focused on core subjects while development of more practical, vocationally and community-oriented subjects aimed at developing the sort of capabilities needed for individual and national development, have not been prioritised. Many subjects within basic education remain incomplete. The re-development of the senior secondary curriculum is only at the planning stages. As well, to date, there has been no comprehensive, cohesive and strategic program of teacher professional development. Most teachers do not receive *any* professional development, let alone the curriculum aligned, classroom-based support needed to sustainably impact on learning outcomes. Although current professional development opportunities are often well received by participants, with a few exceptions, these are not evaluated for impact. As well, the linguistic complexity of the Solomon Islands adds a further challenge for teachers and learners.

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63 https://www.statistics.gov.sb/statistics/demographic-statistics/census

64 United Nations Development Programme (Pacific Centre) (2007) Round Table on the Situation of Women and Girls with Disabilities in the Pacific, Nadi, p 26-7, cited in http://www.undppc.org.fj/_resources/article/files/Final%20PSWD%20BOOKLET.pdf.

65 UNICEF (2011) *Children in Solomon Islands 2011: An atlas of social indicators*. Retrieved on 6 April 2014 from http://www.unicef.org/pacificislands/Children_in_Solomon_Islands_2011_An_Atlas_of_Social_Indicators(1).pdf

66 Gartrell, A., Manderson, L., & Jennaway, M. (2013).

Management

Strengths include a consistent government commitment to education, evidenced by high levels of investment (even excluding the high spend on scholarships). MEHRD is seen as a relatively high performing ministry in Solomon Islands with a well-developed policy framework and sector planning, and a cadre of capable staff, including a senior leadership team which has consistently demonstrated commitment to reform. MEHRD (with donor support) has made positive moves to grapple with structural issues e.g. through its own restructure, the updated draft Education Act, the launch of Solomon Islands Tertiary Education and Skills Authority (SITESA), the increasing focus on school-based professional development for teachers and leaders, increased support to Education Authorities (EAs) and efforts to improve the efficiency of service delivery through outsourcing.

But, there is a significant imbalance between the relative strengths of the central Ministry and the key system actors responsible for delivery, namely provincial government, education authorities and schools. While the policy framework, sector planning and reporting processes continue to steadily improve, implementation is still lagging and the ability of MEHRD to enforce vertical accountability is weak.

The teacher workforce is largely unsupported and poorly managed which leads to de-motivation and significant absenteeism (estimated at 20% on any given day). This impacts on student and community perceptions of the value of schooling, disincentivising attendance. There are often weak, disengaged, and, at times, fractured relationships between schools and their communities, and school leaders and EAs who are responsible for managing these relationships and teachers are often ill equipped to do so.

In terms of public financial management, the placement of the Financial Advisor and Procurement Advisor in MEHRD provides sufficient confidence for donors to use MEHRD and SIG financial systems and, as a strategy to reinforce compliance, these are working well. However, such roles also need to be complemented by support for MEHRD's own capability in these areas, and increasingly for provincial government education officers as well. It appears that some controls have lapsed e.g. meetings of the Audit and Finance Committees, implementation of the PFM plan and annual audits. There are still significant problems with the under-spend in budget support which are due to a number of factors, including MEHRD capacity and SIG and donor financial controls.

Key sector statistics

The following table summarises progress since 2010 against the proposed Key Performance Indicators for the Program and other key indicators for the sector. All data is sourced either direct from SIEMIS or as reported in MEHRD 2017 Performance Assessment Report. The Trend column provides a judgement on the direction of change over time. Green refers to a positive shift. Orange indicates no significant change or where data does not enable an assessment. Red indicates a negative shift or other cause for concern. While some indicators appear to show no significant change, for example NER, the fact that MEHRD has maintained the NER over a period of continued increase in total enrolment, is positive. The data must be treated with caution, as changes over time may reflect improvements in data collection rather than actual changes, and calculations that rely on population data (from the 2009 National Census) are likely to underestimated. For the purposes of saving space, gender disaggregated figures are provided only where there is a significant difference.

Key Performance Indicators	2010	2017	TREND
EO1. Increased Access **Girls and boys have safe and equitable access to complete education irrespective of social, economic or other status.**			
1.1 Net Enrolment Rates by level and gender	ECCE 34.3% Primary 91.2% JSS 39.5% SS 22.8%	ECCE: 40.7% Primary: 92.3% JSS: 38.3% SS: 30%	
1.2 Transition rates by level and gender	PPY to Y1: 84% Y6 to Y7: 90% Y9 to Y10: 106% (F 85%, M 125%)	PPY to Y1: 84% Y6 to Y7: 89% Y9 to Y10: 79% (F 79%, M 79%)	
1.5 Survival rate[67]	Primary (to Y6): 62% JSS (to Y9): 50% SS (to Y11) 50% (F 37%, M 61%) SS (to Y12) 24% (F 17%, M 31%)	Primary (to Y6): 56% JSS (to Y9) 40% SS (to Y11) 27% SS (to Y12) 15%	
1.8 Percentage of children over-aged for primary and lower secondary by gender	*Data not available at time of writing*	Primary 90% (F 89% M 91%) JSS 93% (F 92% M 93%)	
EO2. Improved Quality **Girls and boys receive quality education with relevant and effective outcomes.**			
2.1 Percentage of students achieving at or above the expected level. (SISTA)	**2015 Results**[68] Y4 Literacy: 76% Y4 Numeracy: 62% Y6 Literacy: 61.5% Y6 Numeracy: 85%	Y4 Literacy: 68% Y4 Numeracy: 71% Y6 Literacy: 69% Y6 Numeracy: 71%	
2.3 Percentage of certified teachers by level	Primary: 58% Secondary: 73%	**2018 data** Primary: 74% Secondary: 88%	
EO3. Improved Management **Management systems and practices are embedded and sustained at school, Education Authorities and MEHRD to enable education outcomes to be achieved.**			
3.1 Number and percentage of schools receiving second grant annually.	*No data available*	ECCE: 36% Number: 109 Primary: 72% Number: 527 Secondary: 69% Number: 194[69]	

[67] Due to small numbers at year 12 and likelihood of data inaccuracies particularly in 2010 data, year 11 figures are also provided as these appear more consistent with trends at years 7-10.

[68] SISTA was first administered in 2012, however the instrument was subsequently revised. Therefore 2015 results are presented here, with the caveat that there were also changes in the 2015 instrument and comparison of results between 2015 and 2017 should be treated with caution.

[69] Figures based on number and percentage of all schools that received and retired their first biannual grant in 2017 as reported in PAR 2017.

Key Performance Indicators	2010	2017	TREND
3.3 Public expenditure on basic education as a percentage of total SIG expenditure	25% (of SIG recurrent budget)	29% (of recurrent expenditure)	

Other Key Indicators	2010	2017	TREND
Gross Enrolment Rates by level and gender	ECCE: 47.7% Primary: 126.5% JSS: 75.6% SS: 27.6%	ECCE: 61% Primary: 118% JSS: 73% SS: 35%	
GPI by level	Data at 2014: ECCE: 1.00 Primary: 0.93 JSS: 1.00 SS: 0.90	ECCE: 0.97 Primary: 0.93 JSS: 1.00 SS: 0.92	
Repetition rate	Y1: 10% Y2-5: 8-9% Y6: 5% Y7 upwards: around 2-3%	Y1: 9% Y2-5: 6-7% Y6: 1.5% Y7 upwards: around 1%	
Drop-out rate	Y1-4: 2-5% Y5: 9% Y6: 9%	Y1-4: 5-8% Y5: 11% Y6: 11%	
Pupil: teacher ratio	ECCE: 20 Primary: 25 Secondary: 26	2018 data: ECCE: 21 Primary: 26 Secondary: 25	
Number of schools	ECCE: 574 Primary: 538 CHS: 176 PSS: 14 NSS: 10 Total: 1,312	ECCE: 463 Primary: 505 CHS: 237 PSS: 15 NSS: 10 Total: 1,230	
Number of enrolled	ECCE: 23,082 Primary: 119,538 Secondary: 37,478 Total: 180,098	**2018 data** ECCE: 30,167 Primary: 133,472 Secondary: 52,930 Total: 216,569	
Number of teachers	ECCE: 1,158 Primary: 4,781 Secondary: 1,442	**2018 data** ECCE: 1,407 Primary: 5,143 Secondary: 2,157	

Analysis

The political economy of education in the Solomon Islands promotes expansion of the sector over implementation of quality reforms. The limits on MEHRD's ability to control school and provincial level delivery of education needs to be recognised. MEHRD is reliant on active collaboration with, and the capability of, other actors in the system to bring about improvements. These include provincial governments, EAs and schools. The focus on policy development, national planning and strengthening central Ministry systems and capability has been necessary but has not been matched by an equally important investment in EA and school level capacity and capability. MEHRD (with A/NZ support) has taken active steps to address this gap and the MEHRD-led reforms summarised above set the foundation to further shift the focus to those actors in the system which have the most immediate impact on improving access and quality. While improvements can still be made at the MEHRD level, at this stage, these will bring only incremental change in desired educational outcomes.

Access must be considered in terms of the interdependency between access, quality and equity. Increasing quality is a powerful driver for increasing equitable access. Children are enrolling in primary school but doing so late and dropping out early and frequently repeating, which creates both inefficiency and low enrolment in secondary. While there has been progress in expanding the sector (increased enrolments, increased infrastructure, increased numbers of teachers), that success is not matched by increases in the proportion of children staying in school or transitioning to higher levels of schooling. This justifies a continued focus on basic education but with explicit consideration of ensuring pathways *from* ECCE, and *to* senior secondary and TVET through new curriculum developments (as outlined in MEHRD's *Five Year Curriculum and Professional Development Plan*). It also justifies a stronger focus on communities' collaboration with schools on locally-driven initiatives to improve access and learning, including ECCE and engagement of early-school leavers.

Achieving outcomes of sustained participation and learning is contingent on schools being open, teachers being in school, teachers (supported by school leaders) using effective and engaging pedagogical approaches based on quality, accessible curriculum resources, and a supportive relationship between communities and schools. MEHRD's role in providing the curriculum framework and resources, the design and resourcing of professional development, and standards for teacher management are key enablers of improved quality in teaching and leadership. However, effective implementation requires more support for the decentralised approaches (e.g. through provincial literacy trainers) and clarifying and enabling EA responsibilities for teacher management. Recent initiatives demonstrate the value of more comprehensive professional development such as the USP Graduate Certificate for School Leaders, and school-based approaches to professional development such as the Provincial Literacy Trainers (LPMU), and Leaders and Education Authority Programme (LEAP). These involve regular follow-up and a focus on building collaborative relationships between school leaders, teachers and communities and the importance of EA involvement and increasing leadership. Strengthening these relationships can also contribute to broader community development and social cohesion.

Review of the school operating grant and EA operating grant are also key ways in which MEHRD can better enable action at local levels, as well as addressing the continued barrier of the cost of education to families, and issues in infrastructure maintenance.

Annex 4: Evidence base and lessons learned

Long-term but adaptive planning based on learning

Previous A/NZ education program reviews have identified that the long-term commitment by donors is a factor in success within the education sector. This is reinforced by the international literature on effective aid in fragile states[70]. Achieving tangible improvements in education outcomes is necessarily a long-term endeavour. Improvements in teaching practice and student learning are unlikely to be realised in less than five years[71]. The Regional Assistance Mission for Solomon Islands (RAMSI) reviewed donor funded support for public reform. This showed clearly that expectations for the pace of reform also need to match a country's absorptive capacity if authentic engagement by partner government and sustainability of reforms are to be maintained[72].

Alongside long-term planning and setting realistic targets, donors need to allow for flexibility and adaptation in response to changing circumstances, emerging opportunities and learning. Such adaptive management requires sufficient dedicated management resource and a design focused on outcomes and results, rather than a prescriptive inputs/outputs focus. Adaptive management also relies on evidence generated through a strong monitoring and evaluation system that supports shared learning through regular and transparent feedback loops. Both mid-term reviews of the current A/NZ education programs identified inadequacies in MEL systems[73].

International experience with sector programs emphasises the need to focus not just on the monitoring of outputs and results, but also on the extent that donor inputs and behaviours help or hinder partners to achieve the primary outcomes[74]. Enabling this learning requires clarity about the sphere of influence of, and the theory of change for A/NZ contributions. Recognising the way donors behave and manage the provision of their aid is as important as what implementing partners do with that aid.

Politically aware and locally driven problem solving - involving all actors in the system

Since the initiation of a sector-wide approach in 2004, successive reviews and research have attributed ongoing improvements in MEHRD leadership, policy, planning and management to the consistent use of SIG systems. Internationally, budget support, including that earmarked to a particular sector, has been shown to increase public spending, improve access to services, and improve the domestic accountability of public

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70 Pedersen, J., & Coxon, E. (2009). *Review of the Solomon Islands Education Sector-Wide Approach. Report to Government of Solomon Islands, NZAID & European Union.* Wellington: Ministry of Foreign Affairs and Trade; Coxon, E, Tolley, H. Johansson-Fua, S., & Nabobo-Baba, U. (2011) *Researching SWAPs in Pacific Education. A study of experiences in Solomon Islands and Tonga*. Auckland: Research Unit in Pacific and International Education, University of Auckland.

71 Samoff, J., Reddy J., & Leer M. 2016 *Capturing Complexity and Context: Evaluating Aid to Education*. Elanders Sverige AB: Stockholm. Retrieved from www.eba.se

72 Baser 2007 *Provision of Technical Assistance Personnel in the Solomon Islands. What can we learn from the RAMSI experience?* Discussion Paper No. 76. AusAID and ECDPM. Retrieved: www.ecdpm.org/dp76

73 Allen & Clarke (2019) *Review of Solomon Islands Education Sector Support 2016-2019. Draft Report*. Prepared for New Zealand Ministry of Foreign Affairs and Trade; DFAT (2017) Solomon Islands Justice Program Design https://dfat.gov.au/about-us/publications/Documents/solomon-islands-justice-program-design-2017-2021.pdf

74 Samoff, J., Reddy J., & Leer M. (2016), op cit

service agencies[75]. Use of government systems is shown to be of particular importance for aid effectiveness within fragile state contexts[76].

The impact of budget support in improving the quality of education services is less clear in the international research. Successive A/NZ reviews in the education sector from 2010 have identified the success of donor support for strengthening MEHRD systems, while highlighting the concern that impact at the classroom level, which improving, still lags behind[77]. This is in part due to the imbalance of investment at MEHRD level compared to provincial and school level.

The challenge of improving quality, however, is not just an issue of the focus of investment, but also an issue of the political economy in Solomon Islands. In Solomon Islands, the political economy of education promotes expansion of services rather than improved quality or equitable access.

The reality that MEHRD relies on other partners for delivery, limits MEHRD's ability to enforce vertical accountability and means the dominant focus of aid to date - on strengthening technical capability at MEHRD level, is unlikely to achieve the desired results alone [78]. The 'implementation gap' identified in successive reviews of the A/NZ education programs, necessitates more politically aware approaches that focus on creating space for locally driven problem solving and reaching beyond the central Ministry to engage the stakeholders who have most direct impact on the quality and delivery of education services: teachers, school leaders and Education Authorities.

Approaches need to recognise the limits of technocratic solutions[79]. Investments in and engagement with Education Authorities (those responsible for operating and managing schools), and/or parallel funding for NGOs or donor-led programming focused on quality improvements and building community demand for improved services is therefore important and has largely been a gap in A/NZ programming to date[80].

It should be noted, however, that the challenges in achieving quality improvements through government systems does not justify abandoning this modality. The evidence above suggests that donors should continue to play the long game of nudging SIG towards improved quality through use of both sector budget support, provision of capacity development and technical assistance, performance incentives and policy dialogue, while also using parallel funding and/or facilitating MEHRD's collaboration with other partners (e.g. EAs,

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75 Orth, M., J. Schmitt, F. Krisch, S. Oltsch (2017), *What we know about the effectiveness of budget support. Evaluation Synthesis,* German Institute for Development Evaluation (Deval), Bonn.

76 ODI 2011 *Getting better results from assistance to fragile states.* Briefing Paper 70. Retrieved from: www.odi.org.uk

77 Pedersen, J., & Coxon, E. (2009) op cit.; Thornton B, Upton, V L (2018) *Education Sector Program 2 Basic Education Component Independent Mid Term Review* DFAT Ministry of Education and Human Resource Development (2018) *Annual Joint Review proceedings*.

78 DFAT (2014) Political Economy Analysis of the Solomon Islands Education Sector; Kingdon et al (2014) A rigorous review of the political economy of education systems in developing countries. Department for International Development Retrieved: http://r4d.dfid.gov.uk/; Wood (2018) *The clientelism trap in Solomon Islands and Papua New Guinea, and its impact on aid policy.* Asia & the Pacific Policy Studies. Vol 5, Issue 3 pp 481-494 https://doi.org/10.1002/app5.239; World Bank (2017) Solomon Islands Systematic Country Diagnostic. World Bank: Sydney.

79 Manning, N (2014) *Independent Review of DFATs Solomon Island Economic and Public Sector Governance Program.* Retrieved: https://dfat.gov.au/about-us/publications/Documents/solomon-islands-economic-public-sector-governance-program-independent-review-2014.pdf; Riddell, A. (2008) *Factors Influencing Educational Quality and Effectiveness in Developing Countries: A Review of Research*. Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH Retrieved from www.gtz.de; Riddell, A. (2012) *The Effectiveness of Foreign Aid to Education What Can Be Learned? UN-WIDER;* Samoff, J., Reddy J., & Leer M. (2016), op cit.

80 With the exception of the NZ funded Leaders and Education Authority Project – LEAP -and earlier investment by the European Union in the 2000's.

commercial service providers) to improve delivery to communities in the shorter term and strengthen domestic accountability.

Cautious support for decentralisation to Provincial Government

Successive reviews and research dating back to at least 2010, identified investment in EAs and provincial governments as a concerning and urgent gap for improving education service delivery[81]. Decentralisation is a tricky area. International research shows that while the rhetoric for decentralisation tends to be strong, implementation is slow and relies heavily on political will of central government to hand over power to others.

This trend is evident in Solomon Islands[82]. Where provincial government commitment and ownership is harnessed, however, there have been positive results in service delivery. This was demonstrated through the Provincial Government Strengthening Program.[83] Provincial government has the potential to play a key redistributive role for public resources and "by their very existence, provincial authorities and the jobs they provide have spurred the growth of provincial urban hubs around them"[84].

Experience from the Leaders and Education Authority Project (LEAP) demonstrates that MEHRD leadership in implementing necessary institutional and structural reforms is a critical success factor for there to be impact from any targeted capability building for EAs and provincial governments. The momentum built through LEAP and the potential of the Education Act provide a good platform for A/NZ to deliberately but cautiously support MEHRD and provincial governments in progressing the decentralisation agenda.

Invest in teaching and learning

Competent, well-supported teachers and leaders are key to sustainably raising learning outcomes. They are also essential to a school systems' ability to attract and retain students. As the OECD has noted across publications, "great systems prioritise teacher quality[85]" and "teachers are the most important resource in today's schools[86]". In discussing the reasons for the global "learning crisis" in developing countries, which is happening despite increased school attendance, the World Bank (2019)[87] says: "A growing body of evidence suggests the learning crisis is, at its core, a teaching crisis. For students to learn, they need good teachers—but many education systems pay little attention to what teachers know, what they do in the classroom, and in some cases whether they even show up."

Pedagogical quality is the key reason for lack of learning and engagement by children. This is confirmed by the experiences of the Design team and others in classroom observations as reinforced by Tavola (2010)[88], who reported a key complaint from students was dissatisfaction with teachers (made more difficult when these are wantok, or a person to which learners have a close social bond). Children in Tavola's study were

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81 Ministry of Education and Human Resource Development (2015) White Paper; Ministry of Foreign Affairs and Trade (2016) *Design of the Solomon Islands Education Sector Support Program 2016-2019*; Pedersen, J., & Coxon, E. (2009) op cit.; Pederson, E., & Wasuka, M. (2010) *Review of the Solomon Islands Education Structure.* Prepared for Ministry of Education and Human Resources, Solomon Islands and the New Zealand Aid Program.

82 Samoff, J., Reddy J., & Leer M. (2016) op cit

83 EU (2018) *Improving Governance for Effective Service Delivery in the Solomon Islands*. Final Report.

84 Cox J. & Morrison, J., (2004) *Solomon Islands Provincial Governance Information Paper*. World Bank (2018) op cit p.88

85 Schleicher, A (nd) *Building a High Quality Teaching Profession: Lessons from Around the World* OECD

86 OECD (2018) *Effective Teacher Policies: Insights from Pisa* OECD

87 World Bank (2019) *The Education Crisis -Being in School is Not the Same as Learning World Bank*. Retrieved from: https://www.worldbank.org/en/news/immersive-story/2019/01/22/pass-or-fail-how-can-the-world-do-its-homework

88 Tavola, Helen (2010) *Barriers to Education in Solomon Islands.* MEHRD, Solomon Islands; Ministry of Education and Human Resources Development (2015) *White Paper.*

vocal about the impact of poor teaching practice citing it as a key reason for student absenteeism and eventual drop out.

Ineffective pedagogical practices were echoed in the Pacific Literacy and School Leadership Program Profiling Report (2015)[89] which observed a teacher dominated pedagogy, in which most student time was spent listening, copying off the blackboard, in choral recitation or off-task.

Addressing issues of teacher quality requires sustained, systemic support. DFAT (2015)[90] found that effective teacher development:

- is aligned with government reforms for system-wide improvement, avoiding isolated unsustainable investments
- is provided with a realistic timeframe of 5-10 years for design, implementation and evaluation
- is designed in response to student learning performance
- is school or cluster based (as long as there is sufficient local leadership and resourcing)
- includes and develops a leaders' focus on learning improvement
- is relevant to classroom teaching and contextualised to local classrooms
- acknowledges the linguistic challenges, for example the gap between the language of instruction and teachers' and students' own linguistic proficiency in that language
- integrates pre and in-service teacher education
- is guided by a teacher development framework and linked to teacher registration, certification and performance management
- includes robust monitoring and evaluation which includes intermediate and long-term outcomes and is focused on data informed improvements in learning rather than inputs and outputs.

In addition to the above, UniServices' (2018)[91] final report from the Pacific Literacy and School Leadership Programme (PLSLP) highlighted the importance of identifying the beliefs and values which underpin existing teacher and leadership practices - before attempting to modify or build on these.

In order to improve the quality of teaching and leadership practice, there also needs to be a focus on workforce management and teacher morale. In Solomon Islands, there are entrenched issues with teacher absenteeism, the quality of school leadership, and the management of teaching workforce in general. No matter how elegantly designed curriculum and professional development is, it needs to be recognised that disaffected teachers and leaders are unlikely to change. For this reason, this Program has included support for teacher workforce management as a key enabler for improving teaching, learning and leadership. Previous A/NZ investments in this area relied on individual TA working with the Teaching Services Division to revise policy and procedures, with moderate impact. Given the highly political and systemic nature of teacher management, donor support in this area will need to take a politically aware approach – one that fosters collaborative action across the varied stakeholders involved in teacher management and supports pragmatic, contextually appropriate solutions.

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89 Auckland UniServices (2015) *Pacific Literacy and School Leadership Program Profiling Report*

90 DFAT (2015) *Investing in Teachers*. Retrieved from: https://dfat.gov.au/aid/how-we-measure-performance/ode/Documents/teacher-development-evaluation.pdf

91 Auckland UniServices (2018) *Pacific Literacy and School Leadership Programme: Final Report and Internal Evaluation Prepared for MFAT*

Sector-wide approach, donor coordination and coherence

Systematic reviews of education aid identified the lack of a sector-wide approach as the most significant hindrance to aid effectively supporting sustained improvement across an education sector[92]. Sector-wide in SIG refers to donors considering the full continuum of education from early childhood to tertiary. It includes non-formal and adult education, as well as the intersections between education and other sectors and the role that other public service agencies play in education service delivery.

Countries with more balanced investment across all sub-sectors have performed the best[93]. Internationally, since the development of the *Education for All* agenda, donors have tended to focus their investments in basic education in recognition of its foundational role. This can contribute to neglect of other sub-sectors, a pattern which is observable in the Solomon Islands in the relatively low investment in senior secondary, adult education and, until recently, TVET. While this Program retains a focus on basic education, it incorporates entry points to other sub-sectors, such as senior-secondary and ECCE, recommends the steps required to move towards unearmarked sector budget support for education, and strengthens opportunities through the Governance structure for sector-wide policy dialogue and greater integration of this Program with other A/NZ investments across the sector i.e. TVET and tertiary.

In addition, both A/NZ mid-term reviews found the need for greater integration, coherence and coordination across A/NZ funded inputs in the education sector - as well as with other relevant public service reform programs and other donors in the sector. The DFAT mid-term review found that weak donor coordination contributed to a transactional burden on MEHRD. This was because MEHRD had to engage with parallel design, reporting and evaluation systems from DFAT, MFAT and other development partners. The multiple sources of donor funding for school infrastructure, which are not coordinated and poorly reported to MEHRD, is a good example where improved donor coordination and coherence would significantly assist MEHRD in sector planning and improve prioritisation. A core function of the PMT will be to assist MEHRD and A/NZ with stronger donor coordination and collaboration with other relevant public sector management improvement programs, such as those facilitated through the DFAT Governance Program.

Strategic Use of Outsourcing Arrangements

There were a number of outsourcing arrangements utilised in the previous Program. Key among these were:

- MEHRD contracted local construction firms for school infrastructure projects and associated DFAT funded and contracted project management support (from GW Associates). Support from GW Associates was highly valued and greatly assisted MEHRD to complete delivery of a backlog of projects and strengthened their project management capacity. However, challenges of unreliable local contractors combined with the challenging transport and communications context, continue to be a constraint on the effectiveness of MEHRD managed outsourcing which is reliant on staff based in Honiara supervising and quality assuring projects in remote locations. Increasing engagement of Provincial Governments in managing outsourcing at provincial level, as currently done under the Provincial Capital Development Fund, could address some of these issues.
- The MFAT funded and contracted Leaders and Education Authority Project (LEAP) which was implemented by Auckland University UniServices, USP and the Fellowship of Faithful Mentors. Key learnings from this project included the positive impact of local leadership and involvement (including from PEAs and communities), the desirability of a whole-school development approach

92 Riddell, A. (2008) op cit; Samoff, J., Reddy J., & Leer M. (2016) op cit

93 ibid

which includes school leaders, the benefits of a coherent pedagogical focus (in this case literacy) and the need for careful measurement of impact. In terms of the latter, the project reported modest to good gains towards its literacy targets and demonstrable improvements in practice from the teachers and school leaders who were at the core of the program. However, in its review of its Solomon Islands Education Support 2016-2019 for MFAT, Allen and Clark (2019)[94] reported that LEAP had not been well integrated into MEHRD systems and processes, that it was an expensive program to scale up in its current form, and also weaknesses in the MEL reporting from the program.

- The DFAT funded but MEHRD contracted Curriculum Development Project, delivered by Cognition Education has been heralded as successful by successive DFAT mid-term reviews and achieved its curriculum resourcing deliverables. Key learnings included: the capacity building benefits for MEHRD of working directly with the contractor (often in the MEHRD offices), the benefits of contractual flexibility which enabled the development of both the *Five Year Curriculum and Professional Development Plan* and the *Senior Secondary Curriculum Framework* under contract variations, the ability of an external contractor to meet delivery deadlines and the quality of the curriculum resources produced this way. However, the contract was never consciously designed as a capacity building one which meant that often MEHRD personnel were not well integrated into the project and the use of MEHRD (as opposed to supplier) contracted local experts proved problematic in terms of contracting, capability, capacity and deadlines. As well, outsourcing involving expatriate consultants is always an expensive model.
- The DFAT funded, MEHRD contracted and USP delivered Leadership Development contract was apparently well received by participants and had good reach with approximately 900 school leaders participating. However, there has been no formal evaluation to date and program MEL was weak, making it difficult to assess outcomes and sustainability. MEHRD was required to manage all logistics related to participation of school leaders in the program which placed a significant strain on its resources and required extensive use of SIG imprest procedures, which led to major delays in accessing funds with subsequent impacts on program delivery.

These contracts highlight the potential delivery effectiveness of outsourcing but also the need for careful design of RfPs, strengthened capacity within MEHRD for contract design and management, the desirability of having contractors manage local personnel and logistics and the need for integration of strong monitoring evaluation and learning. They also highlight the need to consciously include capacity building of MEHRD, PEA – and other – personnel so that there are mechanisms for sustainability at all levels of the system. These aspects have been consciously integrated into the design, especially in the Program Outcomes section.

Strategic approach to capacity development and use of technical assistance

Both A/NZ mid-term reviews of the current education programs identified opportunities for strengthening the contracting, coordination, oversight and management of Technical Advisors (TA), including reporting lines. In particular, the mid-term review of Australia's program identified a lack of a conscious and shared approach to capacity development amongst TA, and a lack of articulation between TA thus reducing their collaborative impact.

Learning within other capacity building efforts in public service management in the Solomon Islands highlights the importance of a strategic approach to organisational capacity building. This begins with a comprehensive analysis of the capacity issue so that the most appropriate support can be determined -

[94] Allen and Clark (2019) *Review of its Solomon Islands Education Support 2016-2019* MFAT

support which considers the particular socio-cultural and political context of the organisation[95]. Such an approach encourages consideration of a wider range of capacity development support, beyond the default reliance on individual fixed-term TA inputs alone. Such an approach is recommended in Australian guidance on the options for capacity development[96].

The proposed coordinating role of the PMT and the development of a Capacity Development Framework to guide A/NZ contributions in this area are two features of the program that have been designed to respond directly to this learning. The PMT will also support MEHRD to better identify and prioritise its capacity development needs and encourage increasing use of local TA or other locally available support where appropriate.

[95] Baser. H. (2007) op; Manning, N (2014) op cit

[96] AusAID (2011) *Use of Advisers in the Australian Aid Program – Guidance Note 2 Technical Assistance Options for Developing Capacity.* Canberra.

Annex 5: Terms of Reference for Priority TA Roles

Teaching and Learning Division Advisor

Duration:	Long-Term Adviser (2 years full time)
DFAT Adviser Remuneration Level:	C4
Reports directly to:	MEHRD Director Teaching and Learning and Program Management Team Leader/and MEHRD Senior Management Team
Reporting requirements:	• Annual work plan with clear outputs and deliverables agreed • Monthly/Quarterly reports

1. Services Required

The Ministry of Education and Human Resource Development (MEHRD) requires the expertise of an accomplished educational adviser to support the curriculum and professional development under the overall guidance of the Director, Teaching and Learning.

2. Role

This position contributes to the achievement of Program outcome 2: Improve contract design management and monitoring: capacity building. The Technical Adviser will achieve the following outcomes in 2020, and possibly into 2021. Support large scale MEHRD procurement in the areas of curriculum and professional development, including supporting the Director of Teaching and Learning and the Heads of the Curriculum and Teacher Professional Development Divisions to:

- Liaise with the TA procurement to ensure procurement processes and timelines are clearly understood.
- Develop terms of reference for key areas of procurement which:
  - are outcomes based;
  - position MEHRD with strategic oversight of contract direction (rather than implementation); and
  - reflect the educational and capacity building intent of the *Five Year Curriculum and Professional Development Plan*.
- Build the capacity of the Teaching and Learning Division in contract management including:
  - Ongoing monitoring of contractor performance, including financial performance, against contractual terms.
  - Ensuring contractors support MEHRD's strategic direction.
  - Negotiating changes to contracts, including variations, where these align with MEHRD's strategic direction.
- Mentoring and supporting project and people management within the Teaching and Learning Division including:
  - Support for the development of consistent approaches to project management, including planning and monitoring.

- Advice and guidance as required on people management. Mentoring and supporting communications within the Teaching and Learning Division and between that division and other MEHRD divisions, SINU and EA to:
  - Increasing strategic alignment between the Teaching and Learning Division and other MEHRD divisions.
  - Ensure the Teaching and Learning Division benefits from regular and open communications and collaboration with other Divisions and other TAs.

3. **Skills and Experience**

The individual selected will demonstrate skills and experience in:

- Organisational management in the education sector
- Leadership development and strategic planning
- Mentoring and capacity building
- Procurement and contract management
- Solomon Islands or a Melanesian context
- Fluency in written and spoken English required
- Ability to converse in Pijin English an advantage
- Good analytical, negotiating, communication and advocacy skills
- Ability to present and engage in workshop and meetings
- Demonstrated ability to work in a multi-cultural environment and establish harmonious and effective working relationships, both within and outside the workplace
- Versatility, judgment and maturity
- Previous working experience in the Pacific will be an asset or comparable development context

4. **Qualifications**

- Preferably an advanced education related degree.

Finance Adviser

Duration:	Long-Term Adviser (2 years full time)
DFAT Adviser Remuneration Level:	C3
Reports directly to:	Undersecretary Corporate Services and Program Management Team Leader
Reporting requirements:	• Annual work plan • Monthly/Quarterly reports

1. Services Required

The Ministry of Education and Human Resource Development (MEHRD) requires the expertise of an accomplished financial adviser to enhance system and staff capacity to comply with SIG's Public Financial Management Act. This position contributes to achieving outcome 4: improving financial management and capacity building of MEHRD systems under the Solomon Islands Basic Education Program. The role includes:

- developing the capacity of MEHRD finance staff to meet SIG accountability requirements
- supporting MEHRD to develop organisational capacity for efficient effective financial management
- providing compliance and quality assurance support for A/NZ direct budget support to MEHRD, which is channelled through the SIG's financial management systems.

In this respect, the position will identify and report fiduciary risks and compliance issues to MEHRD delegates and the A/NZ education support program, in line with the Solomon Islands Public Financial Management Act 2013 (PFM), Solomon Islands Government Financial Instructions and Procurement and Contract Administration Manual, Solomon Islands Government Circulars and Public Notices as amended from time to time. The position will also provide training and mentoring to key staff within MEHRD and support improvements in the Solomon Islands Government financial management systems and processes.

2. Role

The finance adviser will:

- Ensure SIG financial management systems and processes are being correctly applied to A/NZ funds channelled through government systems in MEHRD.
- Work to reduce fiduciary risks.
- Improve SIG processes in line with the PFM Action Plan.
- Provide mentoring and training in financial management and compliance for counterparts
- Provide a compliance check and quality assurance on approvals (payments) to spend A/NZ funds in line with SIG's procurement and payment processes and donor requirements.
- With the agreement of MFAT/DFAT, conduct a compliance check and quality assurance on approvals (payments) for other donor funds in line with SIG's procurement and payment processes and donor requirements.
- Identify and report any potential fiduciary risks and/or compliance issues to the MFAT/DFAT and recommend appropriate risk management responses;
- Work with the Financial Controller (FC), MEHRD, to improve SIG procurement and payment processes within the Ministry and reduce fiduciary risks for both donors and SIG funds.

- Where appropriate and agreed by the supervisor, work collaboratively with other PFM stakeholders and SIG officers to streamline payment processes across SIG to improve the effectiveness and efficiency of donor funds channelled through SIG systems.
- Provide oversight and support to the preparation of MEHRD financial management reporting, including regular financial reports and bank reconciliations, for all donor funded activities.
- In conjunction with other Finance Advisers in SIG, and with the coordinating support of the Program Management Team, deliver capacity development programme to support financial management skills and knowledge across MEHRD divisions, in line with the Capacity Development Framework.
- Mentor key counterparts within accounts section (payments unit) and others within MEHRD on key financial management issues, including accounting, reporting, accountability and compliance.
- As required, support the implementation of cross-cutting issues including: gender equality, child protection, climate change and social and disability inclusion strategies.

3. **Skills and Experience**

- A minimum of 10 years demonstrated experience as an accountant or public finance expert with a focus on compliance in public procurement and expenditure.
- Excellent communication and interpersonal skills including the ability to build effective relationships, convey complicated/sensitive feedback and work with multiple stakeholders in a cross-cultural context.
- Proven ability to apply high levels of judgment and confidentiality in dealing with sensitive matters.
- Demonstrated ability to share knowledge, build relationships, mentor and coach people to develop skills appropriate for the context, preferably in an international development context.
- A demonstrated understanding of, or direct experience in applying gender equality and anti-corruption strategies.
- Ideally, experience in the operation of Microsoft Dynamics AX system.

4. **Qualifications**

- Tertiary qualification in accounting or a relevant field
- Current membership in a recognised professional accounting body

Procurement Adviser

Duration:	Long-Term Adviser (2 years full time)
DFAT Adviser Remuneration Level:	C3
Reports directly to:	Undersecretary Corporate Services and Program Management Team Leader
Reporting requirements:	• Annual work plan • Monthly/Quarterly progress reports

1. Services Required

The Ministry of Education and Human Resource Development (MEHRD) requires the expertise of an accomplished procurement adviser to support embedding systems, processes and enhancing staff capacity to ensure consistency with SIG's procurement procedures and laws. This position contributes to achieving outcome 4: improving procurement and capacity building of MEHRD systems under the Solomon Islands Basic Education Program.

The Procurement Adviser will ensure compliance of the Program with the current (and any subsequent) Direct Funding Agreement between A/NZ and SIG (including the No Objection Letter process) and SIG procurement procedures and laws. The Adviser will also help to develop MEHRD's procurement and project management capacity, both within and beyond the procurement division. The Adviser will work closely with the MEHRD Senior Management Team and Procurement Manager, Chair and Secretary of the MTB, key units driving reform, including the Teaching and Learning Division, MEHRD staff; and other procurement advisers.

2. Role

In accordance with an agreed work plan and in close collaboration with the MEHRD Under Secretary, Corporate, this role will:

- Under the direction of A/NZ (via the Program Management Team) ensure compliance of the Program with the current (and any subsequent) Direct Funding Agreement between Australia and SIG (including the No Objection Letter process) and SIG procurement procedures and laws.
- Advise and support MEHRD in delivering MEHRD procurement in accordance with the requirements of the SIG public procurement system to support implementation and delivery of education services and projects.
- Support MEHRD to implement ongoing procurement reforms and develop MEHRD institutional capacity.
- Actively support mentoring and guiding MEHRD to implement procurement reform, including supporting relevant divisions, especially Teaching and Learning with their procurement needs.
- Work collaboratively with other stakeholders to strengthen the SIG procurement function through individual and organisational capacity building.
- Build the data/information requirements to support good MEHRD procurement decisions.
- Ensure that training in procurement policies, procedures and regulations are provided to counterparts and all other MEHRD staff involved in procurement, in line with principles outlined in the Capacity Development Framework
- As directed, contribute to other high priority areas and assist MEHRD to:

- Ensure procurement planning is fully integrated into MEHRD annual planning including the Annual Work Plan and the budget process; and supporting MEHRD in the planning, development, implementation and monitoring of the Annual Procurement Plan and budget execution.
- Ensure MEHRD SMT and divisional leaders fully understand the quantum, responsibilities, accountabilities and risks associated with MEHRD procurement.
- Consider cross-cutting themes such as gender equality, disability inclusion and climate change in procurement

- Support MEHRD to assess the capacity of Solomon Islands' contractors and suppliers in the education sector and provide training for them in the SIG public procurement system.
- Support MEHRD to strengthen and streamline procurement across MEHRD activities in the provinces
- Support a MEHRD focus on contract administration in line with Solomon Islands Procurement and Contracts Administration Manual (PCAM); and establish improved procurement record keeping.
- Work with other MEHRD TAs and counterparts to integrate all procurements with MEHRD's Asset Management System including interface with the Asset Register.
- Support MTB Secretariat; act as A/NZ Observer for any A/NZ funded procurement.
- Support MEHRD to refine Quarterly Reporting against MEHRD procurement plan for the effective oversight of all MEHRD procurement.
- Support MEHRD to identify gaps in the procurement chain which support the education supply chain and suggest appropriate strategies and solutions.
- In support of the PMT, contribute to monitoring and reporting the outcomes associated with the work area.
- Maintain close working relationships with key stakeholders including A/NZ and PMT to ensure work is progressed in line with the broader A/NZ development program, responsive to the changing demands of the SIG and A/NZ
- Provide training and mentoring to key staff within MEHRD and support improvements in MEHRD procurement systems and processes.

3. **Skills and Experience**

- Five to seven years (5-7) years' experience in implementation and management of the procurement processes and systems at a senior level (preferably across different sectors).
- Experience leading/advising on procurement reforms and building and sustaining organisational capacity (preferably in a developing country).
- Excellent communication and interpersonal skills including the ability to build effective relationships, convey complicated/sensitive feedback and work with multiple stakeholders in a cross-cultural context.
- Proven ability to apply high levels of judgment and confidentiality in dealing with sensitive matters.
- Demonstrated ability to share knowledge, build relationships, mentor and coach people to develop skills appropriate for the context, preferably in an international development context.
- A demonstrated understanding of, or direct experience in applying gender equality and anti-corruption strategies.

4. **Qualifications**

- Tertiary qualification in accounting, business, commerce, public finance, law, supply chain management, project management or equivalent professional qualification.

Monitoring and Evaluation Advisor

Duration:	Short-Term Adviser - Initially for two years of 90 days per annum, with both home-based and in-country inputs. It is envisaged that this will consist of up to 6 visits in-country (of no less than two weeks duration per visit).
DFAT Adviser Remuneration Level:	C4
Reports directly to:	Deputy Secretary MEHRD/Senior Management Team and Team Leader Program Management Team
Reporting requirements:	• Annual work plan • Monthly/Quarterly reports

1. Services Required

The Ministry of Education and Human Resource Development (MEHRD) requires the expertise of an accomplished Monitoring and Evaluation adviser to support NEAP Monitoring and Evaluation systems and capacity. This position contributes to achieving outcome 4: improving monitoring and evaluation and capacity building of MEHRD systems under the Solomon Islands Basic Education Program.

The Monitoring and Evaluation Adviser will work closely with Ministry of Education and Human Resource Development (MEHRD) Senior Management Team (SMT) and Head of Departments (HODs) to provide guidance and direction on implementation of the Monitoring, Evaluation and Learning plan (MELP), the Education Sector Framework 2016-2030, the NEAP and Provincial Education Action Plans (PEAPS). This ongoing support to MEHRD will assist the Ministry to effectively and efficiently measure the progress of implementation of its plans, make realistic evidence-based decisions on day-to-day activities for planning, policies development and research.

2. Role

Under the overall guidance of the Deputy Secretary, MEHRD, the Monitoring and Evaluation Adviser will provide periodic inputs to further develop the capacity of MEHRD in the process of implementing the MELP. The adviser will support and build the capacity of MEHRD Strategic Support Unit, Information Services Division, and Senior Management Team staff, to:

- Implement and continually improve a robust, results-based monitoring and evaluation plan, including review of the existing MELF and its refinement in line with the development of the NEAP 2021-25.
- Be able to quality assure and identify data sources to support data collection and analysis in key MEHRD planning processes and products.
- Support MEHRD to improve its data on cross-cutting issues including gender and disability.
- Undertake a collaborative annual review and update of the MELP and implement changes.
- Continually improve and implement an integrated data collection and management system through SIEMIS.
- Analyse the SIG Scholarship Program including completion rates and produce a reporting on the Scholarship Program.
- Undertake performance data collation and analysis relating to MEHRD quarterly and annual progress reporting.

- Continually improve and implement monitoring and validation reporting of MEHRD selected key outputs.
- Produce in a timely manner data and analysis to support the Mid-Year Review and Annual Joint Review and support the preparation of the review reports.
- Deliver M&E training for Education Authority staff and other MEHRD staff on how to use the MELP in their respective Education Authorities including use of SIEMIS data.
- Provide ongoing capacity building in evaluative practice, in line with the Capacity Development Framework, for Performance and Standards, Education Authority Coordination and Improvement (EACI) and Inspectorate, SSU M&E team and Information Services staff. This may take the form of formal/informal training, coaching/mentoring, work shadowing/observation.
- Collaborative actively with the A/NZ Program Management Team to ensure consistent and coherent support for MEL capacity building for MEHRD
- Collaborative actively with other TA in MEHRD and in other relevant programs to ensure coherent, consistent support that fosters MEHRD leadership.

3. **Skills and Experience**
   - At least 5-10 years' experience in the areas of RBM, Strategic Planning, or M&E related capacity building.
   - Proven experience in the monitoring and evaluation in education development projects, with education departments, donor partners, regional and/or international organisations.
   - Experience in delivering training on M&E and data analysis and interpretation.
   - Experience in quantitative and qualitative M&E approaches.
   - Experience in developing M&E results plans and progress reporting in education.
   - Experience in Solomon Islands or similar education system.
   - Strategic vision, strong technical and analytical capabilities and demonstrated ability to gain the assistance and cooperation of others in a team endeavour through technical leadership in a broad range of operational areas.
   - Strong interpersonal skills and communication skills and demonstrated ability to work effectively and collaboratively in a cross-cultural context
   - Resourcefulness, initiative, maturity of judgement, tact and negotiating skills, and the ability to cope with situations which may pose conflict.
   - Demonstrate integrity with ethical values and standards.
   - Proven ability to work in a team, develop synergies and establish effective working relations in an education system.
   - Demonstrate openness to change and ability to receive/integrate feedback.

4. **Qualifications**
   - Master's Degree in a field relevant to the assignment such as monitoring and evaluation, development studies, statistics, result based management related social science fields, or business administration or substantial practical experience in the field of Monitoring and Evaluation in Education.

Education Sector Management Adviser

Duration:	Short-Term Adviser - Initially for two years of 90 days per annum, with both home-based and in-country inputs. It is envisaged that this will consist of up to 6 visits in-country (of no less than two weeks duration per visit).
DFAT Adviser Remuneration Level:	C4
Reports directly to:	Permanent Secretary, Education/Deputy Secretary
Reporting requirements:	• Annual work plan • Monthly/Quarterly reports

1. Services Required

The Ministry of Education and Human Resource Development (MEHRD) requires the expertise of an accomplished Education Sector Management Adviser. This position contributes to achieving outcome 4: improving education sector strategic management, coordination and capacity building under the Solomon Islands Basic Education Program.

The Education Sector Management Adviser will build on support already provided to continue developing the sector leadership, governance, management and coordination capacity of MEHRD to improve overall management quality and delivery of the NEAP results. The adviser will work closely with the MEHRD Senior Management Team, MEHRD Directors and Heads of Department, and the Strategic Support Unit.

2. Role

Under the guidance of the Deputy Secretary, MEHRD, the Education Sector Management Adviser (STA) will provide periodic inputs to further develop the strategic planning and management capacities at MEHRD. The adviser will:

- Develop a work plan outlining key periods that will require the adviser to be in the Solomon Islands for face to face advice.
- Mentor the Senior Management Team and strengthen their leadership, governance and management capacity during in country inputs and remotely as required.
- Support MEHRD staff to develop and implement Standard Operating Procedures to ensure overall coordination of NEAP implementation.
- Support SSU staff to engage with all MEHRD Directorates in the development and implementation of Annual Work Plans (including working with the Finance Division and Finance and Payment Adviser on building annual budgets from Annual Work Plans).
- Support SMT and SSU staff to strengthen evidence-based policy making and focus on the adequate development and integration of Management Information Systems.
- Support SSU, ISD and Under-Secretary Corporate in the development of MIS to ensure overall coherence, consistency and adequacy to support managerial needs.
- Support SMT and SSU to strengthen sector coordination mechanisms including MEHRD leadership of the EDPCG, strengthening of the National Education Board and Provincial Education Board structures, and cross-government coordination
- Assisting in the implementation cycle of planning, reporting and review

- Collaborate with other technical advisors to embed practices across MEHRD that will lead to the implementation of the NEAP, based on the approved Theory of Change.
- Support Under Secretary for Education Authority Services to implement reforms in line with the revised Education Act particularly in relation to systems governing teachers and strengthening Education Authority roles.
- Provide ongoing capacity building, in line with the Capacity Development Framework, targeted at SMT, SSU staff, Directors and Heads of Division in educational leadership, governance, planning and management. This may take the form of formal/informal training, coaching/mentoring, work shadowing/observation.
- Collaborative actively with the A/NZ Program Management Team to ensure consistent and coherent support for leadership development and management capacity building for MEHRD
- Collaborative actively with other TA in MEHRD and in other relevant programs to ensure coherent, consistent support that fosters MEHRD leadership

3. **Skills and Experience**

- Minimum of 15 years' experience in organisational development, change management or public sector reform
- Extensive, successful experience in senior public sector management, advisory, strategic planning and implementation roles in public service delivery in education. Successful experience in education delivery and reform in developing countries is highly desirable.
- Sound understanding of effective education systems that deliver quality education across diverse contexts.
- Practical and relevant experience in education sector planning, education policy development and implementation, management by results and its consequences for financial and operational management, coordination, monitoring and evaluation.
- Sound understanding of effective education management systems that deliver high quality education across diverse contexts. Confidence with interpreting and using data for evidence -based policy making.
- Experience working in environments which require capacity development, with limited human resources and management systems, and basic technology and data systems to support decision making.
- Proven success in individual and organisational capacity development and sustainability of efforts, particularly the demonstrated ability to share knowledge, mentor and coach people and achievement of outputs in a cross-cultural environment.
- Demonstrated ability to work effectively with others and contribute to sustainable outcomes including advocacy and the capacity to negotiate effective solutions.
- Proven ability to identify and manage risks and sustainable solutions in identifying and solving complex problems.
- Excellent interpersonal, communication, representational and cross-cultural skills.
- Understanding of the importance of cross cutting development issues such as gender equality, anti-corruption and disability.
- Previous experience working in the Solomon Islands or Pacific region.

4. **Qualifications**

- Post graduate qualifications in public sector / education planning, management, education or another relevant field.

Annex 6: MEHRD Five Year Curriculum and Professional Development Plan (Abbreviated)

SOLOMON ISLANDS GOVERNMENT

Ministry of Education and Human Resource Development

Curriculum and Professional Development Plan 2018-25

Introduction

Background

The Curriculum Development Division (CDD) of the Solomon Islands Ministry of Education and Human Resources (MEHRD) has been in a curriculum development and re-development cycle for the past eight years. During this time, there has been progress in the development of curriculum materials[97] for basic education (years 1–9), especially for the core subjects of English, mathematics, science and social studies. However significant development work remains for non-core and practical subjects in years 1–9. In addition, the re-development of the entire senior secondary curriculum is required which is a major challenge.

At the 2018 Donor-MEHRD Mid-Year Review (MYR), CDD provided an update on the current status of curriculum development (see Section 2.2 below) and explored with participants, options for completion of all outstanding curriculum materials ahead of the Education Strategic Framework target of 2025. During this presentation, the following considerations were highlighted as key in informing future curriculum development:

- A strong desire for students to be work/life ready when they leave school. Most students leave school well before senior secondary, with basic education accounting for 76% of the entire student population, 70% of whom leave school before they finish year 9. The numbers for each education sector are:
  - ECCE-14%
  - Primary-62%
  - Junior Secondary-15%
  - Senior Secondary-9%
- The current senior secondary curriculum dates back to the 1980s in some cases which means that teachers are using out-of-date materials and materials secured from elsewhere e.g. the internet, which may or may not be appropriate for Solomon Islands students.
- Developments in years 1–9 have focused on core subjects. However, there are still gaps (especially in mathematics years 1–6). This focus on core, academic subjects has tended to marginalise many of the more practical, work focused subjects.
- Developments to date in years 1–9 have preceded the current development of the draft values and competencies (collectively referred to as Capabilities) that has happened as part of the development of a draft Senior Secondary Curriculum Framework (SSCF). In addition, the pre-primary (PPY) curriculum has a set of competencies as part of its framework. So, in terms of embedding Capabilities in the daily learning of young Solomon Islanders, there is a large gap between pre-primary and senior secondary. A large number of these students have already dropped out or been 'pushed out' of education by year 9 but are widely acknowledged to lack the capabilities to positively contribute to Solomon Islands society and economy.
- Real transformation of learning can only occur through a combination of curriculum and teacher professional development. The National Curriculum Statement (NCS) encourages active, authentic and student-centred learning but there has been limited professional development to support such approaches. Consequently, there has been little change in teaching approaches because teachers focus on what they are familiar with, confident in and resourced to teach. This plan positions curriculum and professional development as the two essential complementary contributors to quality teaching and learning.

[97] These include syllabi, learner books and teacher guides.

- Local input into and oversight over the content of curriculum resources is essential. However, in the past processes for achieving this have been somewhat cumbersome, slowing down developments. The model proposed in this plan attempts to balance this tension by:
  - suggesting a mix of local and external expertise in curriculum resource production
  - ensuring local developers have the time, resource, expertise and support to produce quality resources
  - rigorous management of production, including timeframes.
- There are a number of government and non-government agencies currently producing or planning to produce curriculum related resources for Solomon Islands students, sometimes with no reference to the Curriculum Development Division. These include agencies which focus on financial literacy, inclusive education, climate change, traditional knowledges, civic education etc. There is a strong need to ensure coherence between such initiatives and curriculum developments to ensure teachers are not confronted with competing resources they have neither the time nor the expertise to use. There is also the potential to make far better use of these resources in the service of coherent curriculum development.
- Current print models of delivery of resources are often less than ideal and digital dissemination of resources needs to be considered. As well, developers of curriculum resources need to be mindful of the increasing using of digital technologies in Solomon Islands classrooms. Although both these uses of digital technologies are included in Workstream 8 below, scoping of the technical and professional issues and opportunities is outside the scope of this plan and will require a separate process which articulates with national ICT initiatives, with the MEHRD ICT Strategy and with other developments such as the MFAT e-learning for Science initiative.
- In re-developing the senior secondary curriculum, qualifications reform needs to be considered to ensure, among other things, parity of esteem between vocational and academic education. Because of the amount of policy work needed before this can take place, this Plan includes this as workstream 7 below, but this workstream is not included in the costings.

There is strong alignment between the above issues and aspirations and those contained in the recently released Pacific Regional Educational Framework (PacRef 2018-2030)[98] especially in the areas of:

- inclusivity, quality and relevance in curriculum development
- inclusion of competencies, values and cross-cutting themes in curriculum development for personal, economic and national growth
- preservation of national identities, languages and cultures.

It is important to note at the outset that this is not the first plan developed to provide options for completing the development of the Solomon Islands school curriculum. In 2016, Cognition Education Ltd was contracted to produce a report on how to:

- complete outstanding syllabus documents for primary and junior secondary schools by the end of 2016
- develop syllabus documents for senior secondary by the end of 2016
- have curriculum resource documents (teachers' guides and learners' books) prepared for publication by the end of 2017, including advice about where textbooks are not required
- the possible development of the Pre-Primary Foundation Year (PPY) curriculum to develop a child's readiness for formal schooling
- curriculum development processes, including approval processes.

[98] Pacific Islands Forum Secretariat (2018) Pacific Regional Educational Framework 2018-2030

That report suggested an approach and timeframe not dissimilar to the one proposed in this current report. It did not include the overall estimate of costs which are in this report. However, indicative costings per subject were detailed in a subsequent business plan designed to inform the procurement process needed to complete the work. These costings assumed a mix of external and internal expertise. At that time the indicative pricing was considered prohibitive, especially given the scale of the full re-development of senior secondary. This led to a decision to focus on completion of resources for core subjects in years 7–9 and the development of resources for core subjects in senior secondary. This decision informed the current contract with Cognition Education. However, as senior secondary developments came into focus during the current contract, it became clear to all stakeholders that:

- development of a quality senior secondary curriculum needed to be preceded by development of a Senior Secondary Curriculum Framework (SSCF - see Senior Secondary below)
- the reliance on a significant amount of part-time local expertise to complete much of the requisite development was misplaced as local experts needed to be provided with both the training and time needed to contribute to quality resource writing
- the scale of the senior secondary development may tend to marginalise the focus on incomplete curriculum resourcing for years 1–9.

The scale of the task ahead should not be underestimated. With or without a significant external contractual component, it will be expensive not only because of the level of external support but also because of the sheer volume of materials to be produced. However, the only ways to minimise that expense would be to:

- significantly reduce external involvement to one of project management support only (which would cause concerns about local capacity and capability, especially at senior secondary level)
- defer senior secondary developments until all resources and professional development for basic education have been completed
- negotiate to “borrow” a complete senior secondary curriculum (and associated assessment framework) from off-shore in the medium term.

Purpose

As a result of the update provided at the MYR, the CDD were tasked with developing a detailed and costed plan which would provide all stakeholders, including donors, with:

- a clear summary of the current status of curriculum development and the tasks to be completed (section 2)
- an approach and time-frame for the completion of all outstanding curriculum materials (sections 3 and 4)
- the likely costings involved in that completion (section 5).

These are the broad aims of this plan and inform its structure.

Current Status of Curriculum Development

Basic Education Current Status – August 2018

Over the past eight years there has been significant curriculum development for basic education with a focus on providing curriculum materials for core subjects. This is reflected in Tables 2.1.1 and 2.1.2 below which provide a summary of the current status of curriculum development in years 1–6 then years 7–9.

Table 1: Development Status Years 1–6: 2018

Years 1–6	Syllabus	Learner Book (LB)	Teacher Guide (TG)	Comment
English				Nguzu Nguzu years 1-4 almost complete; Nguzu Nguzu years 5-6 yet to be completed.
Mathematics				Nguzu Nguzu years 1–6 to be re-developed
Science				
Social Studies				
Health Education				Years 1 and 3 LB and TG in draft (with Pearsons); Years 2, 4, 5, 6 complete
PE				Syllabus in draft – LB not needed.
Arts and Culture				Syllabus approved; TGs to be developed
Christian Life				Syllabus approved; TGs to be developed
ICT – digital technologies				Syllabus approved with amendments
Vernacular languages				Mentioned in NCS statement – status unclear

Key			
Complete	In development	Not started or planned	Not needed

Points to note about the development status for years 1–6 are:

- The major area of outstanding development is for mathematics. During the needs analysis for the current Cognition contract, it was agreed that this was best approached by updating the old Nguzu

Nguzu resources, produced in 1995. This work was outside the scope of the Cognition contract (which only entailed identification of potential solutions). However, as a result of re-negotiation development of Years 1-2 Maths was agreed to be part of the scope of the current contract, replacing curriculum specific developments in senior secondary.

- There is an opportunity to reach agreement with Pearsons for access to the Teacher Guides and Learner Books for years 1 and 3 Health Education, something which has been successfully negotiated by Cognition for the year 8 Mathematics Teacher Guide.

Table 2: Current Development Status Years 7–9

Years 7–9	Syllabus	Learner Book (LB)	Teacher Guide (TG)	Comment
English				Y7-8 LB/TGs complete; Y9 Teaching and Learning Guide (TLG) in development
Mathematics				Y7-9 LBs and Y7 TG complete; Y8-9 TG in development
Science				
Social Studies				Y7-8 LB/TGs complete; Y9 TLG in development
Health Education				Y8-9 TG and Y9 LB need developing (drafts on N Drive)
PE				LBs not needed; Y7 TG complete; TGs needed for Y 8-9
Arts and Culture				Syllabus complete; TGs to be developed; LBs not needed
Christian Life				Syllabus complete; TGs to be developed; LBs not needed
ICT – digital technologies				Syllabus approved; TGs to be developed; LBs not needed
Technology				Y7 LB complete; Other TGs and LBs needs development (Y8 chapters with Pearson)
Home economics				
Business Studies				Y7-8 TG complete; Y9 LB and TG needs completion

Key			
Complete	In development	Not started or planned	Not needed

Points to note about the development status for years 7–9 are:

- Although there has been considerable progress in developing materials for core subjects, significant development gaps remain, particularly in terms of provision of Teacher Guides for the more practically oriented subjects.
- Whilst these curriculum gaps are concerning, especially given the practical and vocational orientation of these subjects, the lack of development can also be seen as an opportunity to include the recently developed Capabilities in new developments, as outlined in the senior secondary update below.

Senior Secondary Curriculum

As a foundation to the development and updating of senior secondary subjects, the CDD was asked to develop a *Senior Secondary Curriculum Framework (SSCF)* which would*:*

- provide the structure and vision for a future-focused curriculum based around a set of Capabilities (Values plus Competencies)
- suggest the subjects and pathways which should comprise senior secondary education
- foreshadow eventual integration of school qualifications on the Solomon Islands Qualifications Framework.

Draft Solomon Islands Senior Secondary Curriculum Framework

A key element of the SSCF is the Capabilities mentioned above and detailed in Appendix 1. The intention is that, once finalised, these Capabilities would inform – and be integrated into – all future subject development to ensure that the values and competencies valued by Solomon Islands are part of all learning for all students on a daily basis.

Because of the development gaps in years 1–9, there is an opportunity to similarly integrate the Capabilities into all new developments in these areas. However, before this happens there needs to be:

- A more intensive review of the draft Capabilities to ensure they do indeed reflect the competencies and values needed in Solomon Islands.
- Alignment of these Capabilities with the competencies in the draft PPY Framework to ensure coherence from PPY to senior secondary.

As a result of the re-negotiation of the current contract with Cognition, these elements have now been incorporated into that contract and will be completed by the end of 2018. As well as the integration of the Capabilities, the draft SSCF suggests a significant amount of subject development and re-development namely:

- 8-10 new subjects (syllabi plus Learning and Teaching Guides for Years 10-12)
- 10-12 significantly re-developed subjects (syllabi plus Learning and Teaching Guides)
- Identification of up to 11 books from other jurisdictions which might be used in specialist senior secondary subjects.

These are detailed in workstreams 5,6, and 7 below, however it needs to be noted that a number of decisions will need to be made by subject experts during the early stages of senior secondary curriculum development. These include but are not restricted to:

- the nature of some subjects (e.g. Community Development Studies, Sustainable Livelihoods)
- the choice(s) of languages to be included in the Arts and Social Science pathway (e.g. an international language, and/or a framework for the study of local languages)
- the exact structure of some electives (e.g. whether to combine drama and dance into a single subject).

These decisions need to be made by discipline experts with deep local and international curriculum expertise and may impact on this workstream and the associated costings. As well, depending upon available resourcing there may need to be some prioritising of senior secondary developments.

As well, in parallel with senior secondary subject development, a separate workstream is needed to review school qualifications and place them on the National Qualifications Framework, alongside vocational qualifications. As this workstream requires considerable preparatory policy work, it is not included in the estimate of costs for this report.

Workstreams

Completion of all outstanding curriculum resources is a complex task of considerable scale, involving initial confirmation of, then detailed planning and contracting for the workstreams below. Preceding each of the detail of these workstreams in the tables, are the broad approaches and assumptions that underpin the work and the estimate of costs in section 5.

Workstream 1: Planning, Procurement and Contracting

- Confirmation of a coherent overarching curriculum and professional development plan to complete all outstanding curriculum resources from year 1 to year 12 by 2025 (as per the Education Strategic Framework).
- If prioritisation is required, this should reflect the consensus from the MYR that completion of years 1–6 should be prioritised, followed by years 7–9 and then years 10–12.

- MEHRD Procurement to identify a Contractor responsible for:
  - Partnership with identified MEHRD personnel to achieve outcomes
  - Detailed planning to achieve all deliverables
  - Provision of external experts where these are needed
  - Structured capacity building to enable increasing ownership of curriculum development by MEHRD personnel
  - Sub-contracting of deliverables for which the Managing Contractor does not have expertise.
- MEHRD Senior Management Team (SMT) to ensure:
  - Key identified personnel within CDD are able to fully dedicate their effort to working with the external contractor and local experts to expedite completion of deliverables.
  - Structured and ongoing collaboration within MEHRD to ensure developments align the work of the Curriculum, Assessment, Teacher Professional Development, Examinations, Monitoring and Evaluation Units and the Inspectorate to ensure:
    - articulation between curriculum and professional development so that professional development is timed to support the launch of new (and existing) curriculum documents
    - alignment between new curriculum resources and models of formative and summative assessment (including examinations)
    - a key role for the Inspectorate, CDD and the Monitoring and Evaluation Unit to establish a robust curriculum monitoring and evaluation cycle.

Task	Responsible	Time from Initiation
Confirmation of funding and development priorities	MEHRD/ donor partners	0
Finalisation/confirmation of required deliverables	MEHRD/ donor partners	1 week
Confirmation of contract model, development processes and model(s) for accessing local expertise	MEHRD/ donor partners	2 weeks
Review of the draft Capabilities to ensure they reflect the competencies and values needed in Solomon Islands.	MEHRD	4 weeks
Alignment of the Capabilities with the competencies in the draft PPY Framework.	MEHRD	4 weeks
Scoping of CDD Human Resource Requirements required to support implementation of this plan including probable need for: • full-time MEHRD Project Manager • CDD counterparts for each workstream	MEHRD/contractor	4 weeks

Task	Responsible	Time from Initiation
Procurement process to identify managing contractor	MEHRD	3 months
Contractor selected	MEHRD	4 months
Contract negotiation including agreed deliverables and timeframes	MEHRD/contractor	5 months
Contract signed	MEHRD/contractor	6 months
Communications Plan to ensure structured collaboration between contractor, MEHRD and donors and between all key MEHRD divisions.	MEHRD/contractor	6 months

Workstream 2: Identification, secondment and resourcing of local experts

- Annual identification of local experts needed for a particular year, followed by secondment/contracting of them as curriculum writers for new developments.
- This might involve inclusion of SINU teacher education personnel in both the development of curriculum resources and the ensuing professional development associated with the developments.
- It is envisaged that the curriculum development contractor would be responsible for contracting, payment, resourcing and training of those individuals involved as curriculum developers as outlined below. As well, it is envisaged that their contracts would include performance payments to ensure all deadlines are met. Hence the training of curriculum developers is included under Curriculum Development in the Workstream costs below. Training of these people as *professional developers* (as opposed to curriculum developers) would be part of teacher professional development contracts with these costs included under Professional Development in the Workstream costs in section 6 below.
- The contractor would be responsible for equipping local experts with a laptop computer, training in its use to meet project deliverables and an annual allowance for internet access charges.
- The bulk of the writing development work outlined below would be carried out by local experts with ongoing training and support from external experts supplied by the contractor.
- The Estimate of Costs in section 6 is based on an approximate ratio of 25% external to 75% local expertise.

Task	Responsible	Comment
Confirmation of areas of expertise requiring secondment	MEHRD/contractor	To be decided/rationalised in discussion with MEHRD
Scheduling of timing of secondments 2019-2024	MEHRD/contractor	

Identification of local experts in the following subject areas below:	MEHRD/contractor	

Subject Area	2019-2020 Years 1–3	2019-2020 Years 4-6	2019-2021 Years 7–9	2020-2024 Years 10–12
English/Everyday English	0 (LPMU)	0 (LPMU)	1	4
Mathematics/Practical Mathematics	1	1	1	4
Health and PE	1	1	1	1
Christian Life	1	1	1	1
STEM	1	1	Science (1)	Biology (1)
				Chemistry (1)
				Physics (1)
			Agriculture (1)	Agribusiness (1)
				Sustainable Livelihoods (1)
			Technology (1)	Design Technology (1)
				Industrial Technology (1)
				Food technology (1)
		Digital technologies (1)	Digital technologies (1)	Digital technologies (1)
Arts and Social Sciences	1	1	Social Studies (1)	Geography (1)
				History (1)
				Economics (1)
				Community Development (1)
			Arts (2)	Dance (1)
				Drama (1)
Subject Area	**2018-2019 Years 1–6**		**2019-2021 Years 7–9**	**2019-2024 Years 10–12**
				Visual Arts (1)
				Music (1)
Business Studies/Development			1	1
Accounting				**1**
TOTALS	**5**	**6**	**12**	**29**

Annual generic training for all local experts		
Task	**Responsible**	**Time Required per annum**
One generic orientation workshop per annum for each cohort of local experts focused on: • Learner-centred, active learning • Effective curriculum resourcing • Integration of capabilities • Use of standardised writing templates • Feedforward from curriculum development to professional development • The use of digital technologies required to complete the work, including contractor supplied laptop, which includes required templates • Team communications	Contractor	5 days workshop (10 days planning)
• Provision of laptops and online allowance for local experts	Contractor	

Workstream 3: Development of Curriculum Materials: Years 1–6

- Identification/training of local experts as per Workstream 2
- The development of new curriculum materials which ensures that Capabilities are:
  - embedded in all new syllabi, learner books and teacher guides in a conscious and structured way to ensure that these are developed in every classroom on a daily basis.
  - embedded in professional development in all subjects.
- The involvement from the outset of new curriculum development of NGOs and other organisations which have relevant curriculum "agendas" (e.g. civics; sustainability; financial literacy; climate change; traditional knowledge).
- Writing, quality assurance, editing, desktop publishing and printing of:
  - 8 Nguzu Nguzu Mathematics Teaching and Learning Guides
  - 1 Health and PE Syllabus for years 1–6
  - 1 Health and PE Teaching and Learning Guide for years 1–3
  - 1 Health and PE Teaching and Learning Guide for years 4–6
  - 1 Arts and Culture Teaching and Learning Guide for years 1–3
  - 1 Arts and Culture Teaching and Learning Guide for years 4–6
  - 1 Christian Life Teaching and Learning Guide for years 1–3
  - 1 Christian Life Teaching and Learning Guide for years 4–6
  - 1 Digital Technology Teaching and Learning Guide for years 4–6.

Subject specific training for local experts years 1–6		
Task	**Responsible**	**Time Required per annum**
Subject specific resource planning workshop for Teaching and Learning Guides for the subjects listed above, covering: • effective curriculum resourcing in target subject • integration of Capabilities in target subject • literacy and numeracy in target subject • integration of NGO and other organisations' resources • resources and copyright • use of standardised templates • ways of working and communicating	Contractor	3 days (5 days planning) per subject.
Development of curriculum resources in target subjects with staged milestones aligned with payment incentives	Contractor/local experts	6 months per book (local expert time)
2 quality assurance workshops per annum for each cohort of local experts	Contractor	2 x 3 days (6 days planning) per subject
Ongoing online support of local experts by international experts	Contractor	15 days per subject
Quality assurance of materials by international experts	Contractor	6 days per subject.
Review of materials by subject SWG	CDD	2 days per subject
Planning for associated PD	Contractor/CDD/TPD	3 days per subject
Final editing of materials	Contractor	10 days per subject.
Desk-top publishing and printing of materials	Contractor	SB$45.00 per book (average)
MEHRD sign off	Contractor/MEHRD	3 days per subject
Distribution of resources/PD	MEHRD	Estimated at approximately SB$1.00/book

Workstream 4: Development of Curriculum Materials: Years 7–9

Development of Curriculum Materials Years 7–9

- See Workstream 2 above
- Identification/training of local experts as per Workstream 2
- Writing, quality assurance, editing, desktop publishing and printing of:
  - 1 Arts and Culture Teaching and Learning Guide for years 7–9
  - 1 PE Teaching and Learning Guide for years 8–9
  - 1 Health Teaching and Learning Guide for year 8–9
  - 1 Health Learner Book for year 9
  - 1 Christian Life Teaching and Learning Guide for years 7–9
  - 1 Digital Technologies syllabus for years 7–9
  - 1 Digital Technologies Teaching and Learning Guide for years 7-9
  - 1 Business Studies Teaching and Learning Guide for year 9
  - 1 Business Studies Learner Book for year 9

Subject specific training for local experts years 7–9 – refer years 1–6

Workstream 5: Development of Curriculum Materials: Years 10–12

Development of Curriculum Materials Years 10–12

- See Workstream 2 above
- Identification/training of local experts as per Workstream 2
- The list of subjects needing development is drawn from the *draft* Senior Secondary Curriculum Framework and may be subject to modification during the initial development phase.
- Writing, quality assurance, editing, desktop publishing and printing of these resources with development and production grouped under the headings for each pathway.

5a. Core

- 1 syllabus for Everyday English years 10–11
- 2 TLGs for Everyday English for years 10–11
- 1 syllabus for English year 12
- 1 TLGs for English for years 12
- 1 syllabus Practical Mathematics year 10–11
- 2 TLGs for Practical Mathematics for years 10–11
- 1 syllabus Health and PE years 10–12
- 1 TLG for Health and PE for years 10–12
- 1 syllabus Christian Life year 10–12
- 1 TLG for Christian Life for years 10–12

5b. Arts and Social Sciences

- 1 Social Studies syllabus for year 10
- 1 Social Studies Teaching and Learning Guide for year 10
- 1 Geography syllabus for year 11-12
- 1 Geography TLG for year 11-12
- 1 History syllabus for year 11-12
- 1 History TLG for year 11-12
- 1 Community Development Studies syllabus for years 11-12
- 1 Community Development Studies TLG for years 11-12
- 1 Arts syllabus for year 10
- 1 Arts TLG for year 10
- 1 Music syllabus for year 11-12
- 1 Music TLG for years 11-12
- 1 Visual Arts syllabus for year 11-12
- 1 Visual Arts TLG for years 11-12
- 1 Dance/Drama syllabus for year 11-12
- 1 Dance/Drama TLG for years 11-12
- 1 Business Development syllabus for years 10
- 1 Business Development TLG for years 10
- 1 Accounting/Business Development syllabus for years 11-12
- 1 Accounting/Business Development TLG for years 11-12
- 1 Economics syllabus for year 11- 12
- 1 Economics TLG for year 11 - 12

5c. STEM

Development of:

- 1 Science syllabus for year 10
- 1 Science TLG for year 10
- 1 Technology syllabus for year 10
- 1 Technology TLG for year 10
- 1 Digital Technology syllabus for Years 11-12
- 1 Digital Technology TLG for Years 11-12
- 1 Industrial Technology syllabus for year 11-12
- 1 Industrial Technology TLG for year 11-12
- 1 Food and Textile Technology syllabus for year 11-12
- 1 Food and Textile Technology TLG for year 11-12
- 1 Design Technology syllabus for year 11-12
- 1 Design Technology TLG for year 11-12
- 1 Agribusiness syllabus for year 10
- 1 Agribusiness TLG for year 10
- 1 Agribusiness syllabus for year 11-12
- 1 Agribusiness TLG for year 11-12
- 1 Sustainable Livelihoods syllabus for year 10–12
- 1 Sustainable Livelihoods TLG for year 10–12

5d. STEM: Identification of off-shore resources for:

- 1 Maths syllabus for Years 10 -12
- 3 Maths TLGs for Years 10 -12
- 1 Biology syllabus for years 11-12
- 2 Biology TLGs for years 11-12
- 1 Chemistry syllabus for years 11-12
- 2 Chemistry TLGs for years 11-12
- 1 Physics syllabus for years 11-12
- 2 Physics TLGs for years 11-12

Subject specific training for local experts years 10–12 – refer years 1–6 above.

Workstream 6: Alignment of School Qualifications with the National Qualifications Framework

Prior to any development work for this workstream, a number of policy decisions are required including:

- Who has the overall responsibility within government (MEHRD? Solomon Islands Tertiary Education and Skills Authority -SITESA?)
- The purpose and shape of vocational and academic pathways in senior secondary education. Should they be: Separate pathways? Linked pathways? A unified pathway?
- The introduction of a credit "currency" for school qualifications?
- Should secondary subjects be courses or units/modules with separate credit accumulation?
- Articulation/collaboration between providers of secondary and vocational education?
- Which institutions may offer "school" qualifications?
- The purpose and future of the year 9 exam?
- Retention or modification of Solomon Islands School Certificate (year 11 and 12)?
- The amount of – and management of – internal assessment in secondary qualifications.

For these reasons:

- this workstream is not included in the Estimate of Costs
- it is suggested that this be treated contractually as a separate workstream to inform a future iteration of senior secondary curriculum development.

Workstream 7: Development of a Curriculum Review Framework

The timeline below suggests possible timing for development of a curriculum monitoring framework. The intention of this framework would be to provide MEHRD with reliable data about:

- school access to curriculum resources and mitigation of access issues
- leader and teacher understanding of the pedagogical approaches underpinning new curriculum resources
- relationship of assessment practice to curriculum intent
- the degree to which classroom approaches reflect the pedagogical intent of curriculum resources
- modifications needed to existing curriculum resources
- curriculum resources which need development and/or updating.

This data would inform development of a cycle of structured curriculum review which would ensure the currency and relevance of all syllabi and associated curriculum resources.

As resourcing for this workstream would be almost entirely MEHRD internal resourcing i.e. personnel drawn from the Inspectorate, CDD and the Monitoring and Evaluation units, it is not included in the costings below.

Workstream 8: Scoping of Options for Digital Delivery of Curriculum Resources

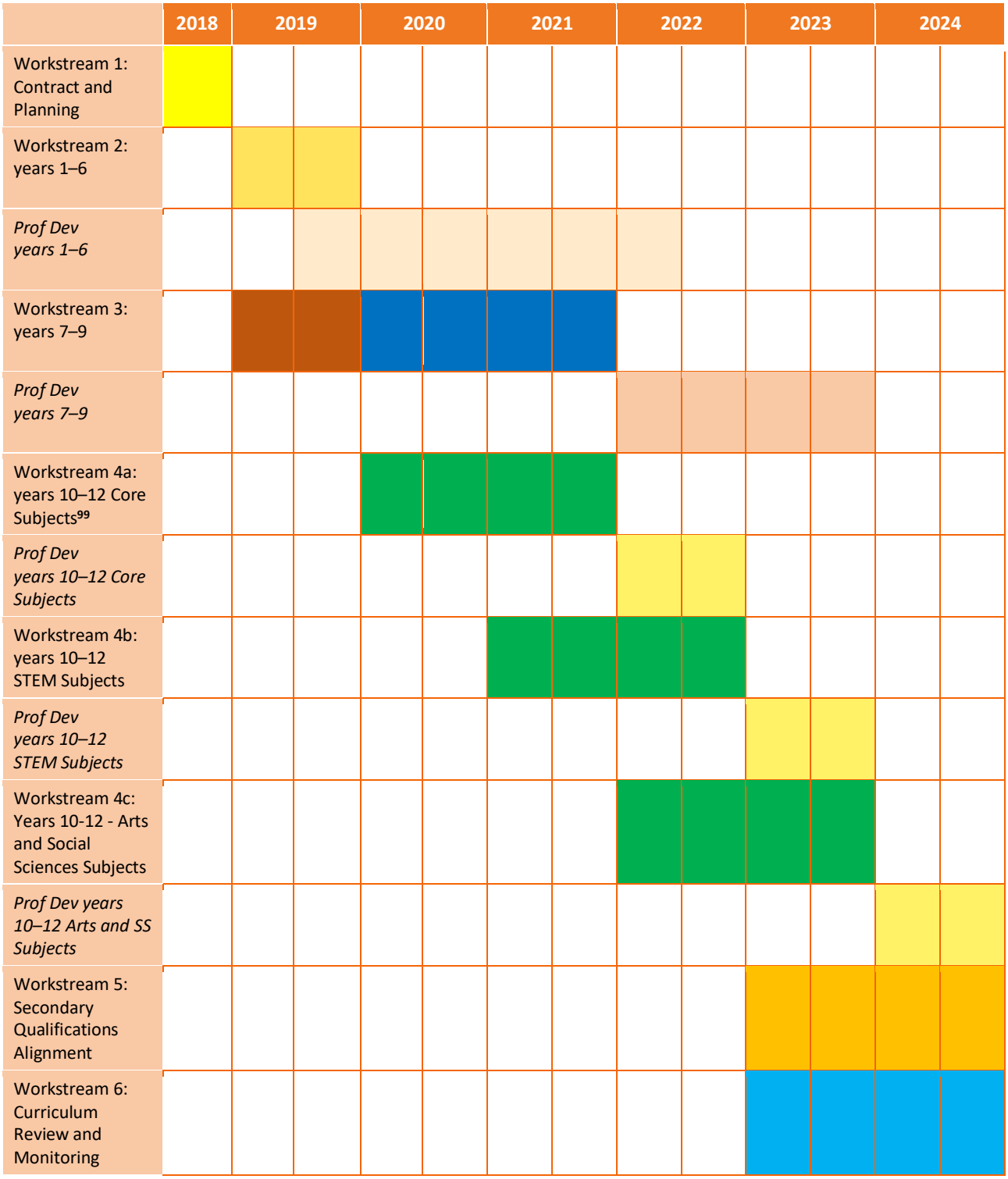
Response from the MYR suggested that digital delivery of the above may be too ambitious for the current state of Solomon Islands school ICT infrastructure. However, there was agreement that curriculum resources should be developed in a way which enables easy digital dissemination once infrastructure enables this. As well, the content of such resources should be forward-looking and provide options for the increasing use of digital technologies in Solomon Island classrooms.

Scoping and pricing the technical and professional options for digital delivery of curriculum resources is beyond the scope of this plan. As with qualifications, it will require a separate piece of work which:

- provides an accurate picture of current:
  - ICT access for schools and teachers
  - ICT capability of teachers
- reviews relevant Solomon Islands Government (including MEHRD) ICT initiatives
- reviews previous and current pilots in ICT provision in both Solomons Islands and elsewhere (e.g. the current pilot of the use of tablet computers in Kiribati; the foreshadowed New Zealand Ministry of Foreign Affairs and Trade sponsored trial of cross Pacific digital delivery of science resources).
- provides recommendations for the scale, scope and structure for a pilot of ICT supported curriculum delivery in Solomon Islands.

Timeframe

The following timeframe aligns with current planning for the Teacher Professional Development Division which is aimed at ensuring professional development for teacher cohorts is preceded by the production of curriculum resources for these teachers.



Estimate of Costs

Pricing Assumptions

The following pricing assumptions have been used in providing the estimates per workstream which follow in Section 6.

Personnel

- Contracted external project manager full-time in country for 2.5 years and half-time for 2.5 years. This role is costed as per the long-term rates for DFAT Aid Advisor Remuneration Framework Discipline Group B (education), Senior Executive, Level 4 (with 15 years' experience) plus an estimated 70% contractor margin.
- A local assistant project manager employed by the contractor for the duration at a rate of SB$60,000 per annum for 5 years with a 70% contractor margin.
- Other contracted external consultants were costed as per the long-term rates for DFAT Aid Advisor Remuneration Framework Discipline Group B (education), Middle, Senior Level 3 (with 10 years' experience) plus an estimated 70% margin.
- Pricing for external project manager and local assistant project manager are included as a single line item under Workstream 1
- Pricing includes accommodation, per diems and flights for external personnel.
- Local expert pricing is based on an average annual salary of SB$30,000 including accommodation allowance plus SB$10,000 for laptop, internet allowance, local travel and accommodation, plus an estimated 70% profit contractor margin to manage recruitment, training, HR costs.

Curriculum Resources

Printing and Publishing

An average of:

- An average of SB$45.00 per book for publishing and printing based on:
  - 250 full colour pages for each teaching and learning guide
  - An average print run of 20,000 copies across all levels
- 50 pages per syllabus with syllabus
- Numbers of books to be printed based on student numbers as at 2017 (see appendix 2)
- Approximate number of syllabi to be printed based on 2017 teacher payroll numbers for:
  - Primary – 3220
  - Secondary and Community High Schools - 5530

Years 1–6

Estimates of the scope and cost of curriculum resources are based on combined Teaching and Learning Guides for all new resources except for years 1–6 PE, Arts and Culture, Christian Life and ICT where there would be a Teacher Guides only.

Years 7–9

Estimates of the scope and cost of curriculum resources are based on:

- Teacher Guides only for Health Education, PE, Arts and Culture, Christian Life
- A syllabus and Teacher Guide for ICT
- A Teaching and Learning Guide for Business Studies.

Years 10–12

Estimates of the scope and cost of curriculum resources are based on:

- 1 syllabus for most year 10 subjects
- 1 syllabus for most years 11-12 subjects
- 1 combined teaching and learning guide for most year 10 subjects
- 1 combined teaching and learning guide for most years 11-12 subjects with the exception of: Everyday English, English, Practical Maths and Maths where there would be one for each level

Exclusions

- PYP curriculum development
- MEHRD internal staffing costs
- Nguzu Year 1-6 English which will be subject to a more urgent contractual arrangement.
- Cost of fees and expenses for subject working groups.
- Scoping work involved in:
  - The alignment of school qualifications on the NQF
  - The potential of ICTs for dissemination of curriculum resources.

Estimate of Pricing by Workstream

- The following estimates of cost do not take into account potential savings due to:
  - Negotiations with a potential contractor based on reduced rates which reflect the scale of the work.
  - Elimination of development of some curriculum resources during the consultation around this plan and the Senior Secondary Curriculum Framework.
  - The potential to leverage the resources of the range of government and no- governmental agencies currently involved in ad hoc development of curriculum resources
  - The reduction of some development work which is now being carried out as part of the contract with Cognition Education (e.g. Maths levels 1-2 TLGs).
- The cost of curriculum development only is included in the shaded columns.
- To provide an annual global estimate of costs, the potential costs of professional development for both basic education and PPY are also included in the separate (unshaded) columns, although PPY professional development is not linked to the Workstreams listed. This is based on an estimate of:
  - Base funding of SB$10 million per year for curriculum related professional development
  - Funding of PPY professional development for 2019-2020 only.
- Project management is estimated at a total cost 2019-2025 of $20,954,000 (for the project manager and assistant project manager, and all associated costs). This amount has been distributed evenly across the 6 years of the project, although it is expected that the expatriate role will decrease to half-time half way through the project.

Year	Workstream	Planning, curriculum development, publishing, distribution	Project Management	Teacher professional development	PPY professional development	TOTAL ESTIMATED INVESTMENT $SBD	Comment
2018	Workstream 1: Planning, Procurement and Contracting	N/A	N/A	N/A	N/A	N/A	Internal MEHRD costs
2019	Workstream 2: Identification and ongoing secondment of local experts	$0.64m	$3.492m	$10m	$4.0m	$18.132m	Includes laptops for all local experts for project duration
2019-2021	Workstream 3: Curriculum Materials 1-6 (14 books; 1 syllabus)	$34.613m	$3.492m	2020-$10m 2021-$10m 2022-$10m	2020 $2.0m	$70.105m	Covers 3 years of curriculum and prof. dev.
2022	Workstream 4: Curriculum Materials 7-9 (8 books; 1 syllabus)	$19.087m	$3.492m	10m		$32.579m	
2023	Workstream 5a: Curriculum Materials 10-12 (Core) 6 syllabi; 14 books	$8.646m	$3.492m	$10m		$22.138m	
2024	Workstream 5b: Curriculum Materials 10-12 - ASS (10 syllabi; 11 books)	$13.551	$3.492m	$10m		$27.043m	
2025	Workstream 5c: Curriculum Materials 10-12 - STEM (7 syllabi; 7 books)	$9.693m	$3.492m	$10m		$27.633m	
	Workstream 5d - Sourcing (3 syllabi; 9 books)	$4.448m					

Annex 7: Modality Options Analysis

Modality is defined here as a mechanism (financial and non-financial) for donors to contribute to delivery of development outcomes. The following matrix lists the modalities considered for the design; outlines strengths, limitations and issues considered for each; and. provides the current recommendation of the design team for use of each modality. While policy dialogue has been considered below as a modality it is noted that it cuts across all aspects of what is being proposed.

Modality	Strengths	Limitations	Considerations	Recommendation
Sector Budget support (SBS) *Donor funds provided to SIG Treasury tagged to MEHRD, to be managed through SIG systems, with conditionality specified within the donor-SIG Funding Arrangement.*	• Strengthens SIG ownership and alignment of donor funds with SIG priorities. • Affords donors leverage with SIG on key policy, governance and PFM issues. • Strengthens, or at least minimises risk of donors weakening the accountability of SIG to its citizens. • Strengthens relationship between MEHRD and MoFT. • Funding conditionalities afford MEHRD leverage for defending budget or provides justification for budget increase requests internally to MoFT.	• MEHRD continues to struggle to deliver at school level; in the context of a semi-decentralised system MEHRD relies other partners to delivery (provincial government, education authorities, school boards). • MEHRD struggles to fully expend current ESBS funds from A/NZ due to a variety of factors, including prioritizing expenditure of SIG funds in fear of budget cuts. • PFM and procurement environment, while currently relatively strong in MEHRD and SIG, is fragile and reliant on continued TA presence. • Historically A/NZ have allocated bulk of funding through ESBS, which has limited opportunity to support other actors with key role in the education sector e.g. NGO/CSOs and makes donors almost entirely reliant on MEHRD performance for results.	The design team considered: • **No SBS at all**, however, doing so won't remove the political economy challenges to aid effectiveness, and removes the policy dialogue and leverage opportunities that SBS affords. • **Unearmarked SBS**, however not yet sufficient confidence in the MEHRD/SIG PFM environment and MEHRD planning. • **Increasing SBS** however MEHRD not yet efficiently spending current amount, and there is a need to more directly support for other actors in the sector beyond MEHRD. • **Continuation of earmarked SBS** with reference to findings of DFAT/MFAT reviews and aforementioned strengths/ limitations. • **Current A/NZ conditionalities** and mechanisms for monitoring these; there are a large number,	**Continue ESBS** to contribute to all target Outcomes: increasing access, improving learning outcomes, inclusion and sector management. Maintain, or slightly decrease, current combined A/NZ budget support contribution. • This will necessitate a decrease in Australia's ESBS contribution to allow for New Zealand to increase its contribution. • Earmark at cost centre level to relatively few areas with greatest impact at school level, and where MEHRD has proven capacity to spend. Include flexibility for reallocation if mutually agreed. • Include in the Design practical, specific steps required to move towards unearmarked SBS over time. • Revise current conditionalities

Modality	Strengths	Limitations	Considerations	Recommendation
Unearmarked: MEHRD able to use funds across any area of MEHRD budget. **Earmarked** *(ESBS) to particular cost centres or activities within MEHRD budget.*	• Unearmarked SBS supports MEHRD decision making and reduces reporting/tracking burden. • Successive DFAT/MFAT reviews have recommended continuation of ESBS attributing it to strengthened PFM and sector planning and management systems in MEHRD. • ESBS allows traceability of donor funds and ensures expenditure in priority areas.	• Unearmarked SBS risks donor funds being spent in low priority areas and makes donor contribution to results difficult to assess. • Conditionality and earmarking risks undermining SIG/MEHRD decision making and increases reporting/ monitoring burden. • Conditionality and earmarking can risk displacing SIG funds or overly influencing domestic policy-making if poorly designed.	some have not been monitored, and can be made more specific to have more impact e.g. target for % of SIG spend on education should exclude tertiary scholarships.	to ensure they are relevant and can be effectively monitored. • Continue PFM and Finance Adviser roles to meet donor compliance role AND with explicit capacity building deliverables. Additional TA for capacity building in these areas across all Divisions.
Policy Dialogue *A/NZ engagement with SIG on policy issues through strategic messaging, provision of advice or evidence with the aim of contributing to policy change.*	• Can be highly cost effective mechanism to contribute to policy change, adoption of new ideas or improving effectiveness[100]. • Can be carried out in coordinated fashion with other donors to achieve greater impact. • Can be used informally or through formal channels at various levels of SIG and MEHRD, and to leverage other A/NZ investments that have a bearing on improving efficiency at sector	• Can risk real or perceived inappropriate interference by donors in partner government policy making processes. • Requires donors to have adequate, policy and sectoral expertise and ability to contextualise these to Solomon Islands to ensure policy messages are appropriate and sensitive to political context and power dynamics.	• Policy dialogue is considered an integral component of providing all forms of aid, including SBS. • Design consultations indicated opportunities to strengthen policy dialogue through: strengthening the lead donor role and that of the education development partners' coordination group; prioritising key policy issues and better contextualizing policy advice/	Can contribute to all Outcome areas. • Work towards greater coordination across donors in messaging. • Ensure appropriateness for Solomon Islands context, and opportunities to facilitate local problem solving. • Ensure governance and coordination structures to be put forward by the design, also serve as a formal platform

[100] Jones, H. (2010) *Donor engagement in policy dialogue: navigating the interface between knowledge and power*. Office of Development Effectiveness: Canberra

Modality	Strengths	Limitations	Considerations	Recommendation
	level e.g. work with MoFT.		messaging to Solomon Islands context; and formalising a consistent platform where such dialogue is linked to sector decisions on planning, reporting and budget.	for policy dialogue. • Review current ToRs for lead donor role and that of EDPC.
Performance Linked Aid *Annual bonus SBS payments for MEHRD based on achievement of indicators in mutually agreed performance matrix.*	• Can incentivise progress in key areas or policy reforms. • Can assist MEHRD in internal advocacy within SIG and at parliamentary level. • Provides external independent means for assessing/measuring MEHRD's performance while testing and reinforcing MEHRD's M&E systems and processes. • Can help to re-enforce MEHRD compliance and accountability with its own and wider SIG requirements.	• May lose effectiveness as an incentive in context of limited capacity of MEHRD to spend existing funds. • Requires careful consideration to ensure indicators are realistic, can be measured, and that assessment and payment timeframes align with SIG processes[101]. • Can risk undermining MEHRD's own performance assessment mechanisms and its already fragile domestic accountability. • Adds additional reporting and monitoring burden for MEHRD and donors. • Creates unpredictability in funding, which combined with requirement to spend within the year, risks under- or	• The design team considered: findings of the DFAT Mid-Term Review and 2018 Independent Assessment Report, which recommended changes to current PLA arrangements. • Is most effective when it is linked to policy issues that require whole-of-government commitment, and therefore can assist MEHRD in its internal advocacy. • NZ favours policy dialogue linked to SBS conditionality and relationship of mutual respect and accountability, over use of PLA.	Can contribute to Outcome 1, Improved access and Outcome 4: Improved sector management • Reduce number of indicators overall. Maintain 3-5 core indicators held consistent over the 4 years, with interim targets. Maximum of 2-3 other short-term indicators to be mutually agreed on an annual basis. • Co-design the PLA mechanism with MEHRD and MoFT, to ensure indicators focus on outcomes; link to indicators in MEHRD's Monitoring and Evaluation Framework, and assessment/ payment processes align to MEHRD

[101] Holzapfel, Sarah and Janus, Heiner, *Improving Education Outcomes by Linking Payments to Results - An Assessment of Disbursement-Linked Indicators in Five Results-Based Approaches* (March 31, 2015). Available at SSRN: https://ssrn.com/abstract=2588372 or http://dx.doi.org/10.2139/ssrn.2588372

Modality	Strengths	Limitations	Considerations	Recommendation
		poor quality spending. • Could be viewed as punitive and paternalistic.		budgeting, planning and review processes; and are not duplicating conditionalities specified within ESBS funding arrangements • Include indicators (non-punitive) for A/NZ performance as development partners. • PLA payments to remain at 20% of DFAT ESBS contribution only.
A/NZ outsourcing A/NZ direct funding to a private sector provider for project implementation or consultancy services	• Can ensure key services are delivered effectively where there is limited capacity within MEHRD • Useful for specialist services, or complex program delivery requiring strong project management • Allows closer A/NZ control and ability to ensure accountability for results • Can contribute to building capacity within MEHRD, if specified in the terms of service • Can be used to encourage MEHRD to focus on core business • Can ensure that services outsourced reach	• Can be costly and requires A/NZ management resource to effectively manage the contract • Can undermine local ownership by MEHRD or other local actors • Risk of weakening current close working relationship between A/NZ and MEHRD if not managed well • May not deliver sustainable outcomes	• Considered as alternative to ESBS given MEHRD underspending, limited contract management capacity, and in line with MEHRD policy to outsource delivery functions. • Complexity of the program and potential for including innovative approaches may be better delivered under an outsourced arrangement than through MEHRD • Findings of DFAT and MFAT mid-term review, indicate value in considering outsourcing as long as clear mechanisms in place to ensure	Consider A/NZ outsourcing for: • Outcome 2: improving learning outcomes through professional development for teachers and school leaders.

Modality	Strengths	Limitations	Considerations	Recommendation
	intended beneficiaries.		strong MEHRD oversight role and RFP is designed to build local capacity and ensure sustainability of interventions.	
A/NZ Contracted TA *Advisers sourced locally or internationally to bring high level technical expertise and experience in education and development. May or may not have a capacity building function. Includes volunteer and paid advisers, sourced as individuals or through organisations.*	• Can provide high level technical expertise and professional experience. • May provide capacity building, coaching and mentoring skills, if explicitly required in the ToR • Can allow for closer A/NZ control over inputs and outputs, and ability to ensure accountability for results. • Can support quality assurance of MEHRD reporting and processes.	• May not be value for money, taking into account time required for TA to be effective in a new context and expensive cost of external TA • Difficult to recruit TA who have both the technical expertise and the interpersonal skills required to be effective in a particular cultural and political context. • May lack skills required to support capacity building processes. • May bring solutions from own background/experience that are inappropriate for Solomon Islands. • Relies on the ToR being well designed, clear reporting lines and careful management, which A/NZ and MEHRD have not always provided.	Findings of DFAT and MFAT mid-term review, and design consultations indicated: • Continued need for TA to support key sector management functions and donor compliance requirements • A need for stronger management and coordination of existing A/NZ contracted TA, improvements in ToR, clarity in reporting lines, and more explicit capacity building functions. • Mid-Term Review consultations revealed the need for TA to be identified as part of the Annual Review Plan and to be included in MEHRD Annual Procurement Plans. • Design consultations and review of lessons learned indicate importance of having a more coherent framework for determining most appropriate means for providing	Contributes to all Outcomes: • Maintain TA budget at same or lower level than current. Fixed for 4-year period with flexibility in annual allocations to respond to need. • TA needs to be identified as part of MEHRD Annual Work and Procurement Plans to ensure strong prioritization and planning for TA. • Co-design a Capacity Development Framework with MEHRD, to underpin TA and encourage use of wider range of strategies for capacity building. • Encourage MEHRD and facilitate EA to access volunteers through AVI and VSA, where appropriate and in line with Capacity

Modality	Strengths	Limitations	Considerations	Recommendation
			technical advice and capacity building, including options other than TA[102].	Development Framework. • Improve TA ToR and management to ensure effective capacity building and facilitate locally driven problem solving.
A/NZ Funding to NGO/CSOs *Funding provided by DFAT and/or MFAT to NGO/CSO to support delivery of projects aligned to agreed criteria/objectives.*	• Best placed to support community-based initiatives, in a manner that empowers communities. • Best placed to contribute to building citizen demand for improved service delivery and governance • Well placed to reach the most marginalised and have strengths in addressing inequalities and ensuring inclusion • Can contribute to building local civil society, social cohesion and social capital • In circumstance of deterioration in state governance, can provide donors an alternative means for supporting service delivery	• NGO/CSO operating in Solomon Islands have a limit on their absorptive capacity. • Community-based delivery in Solomon Islands is challenging, and can be expensive due to geography and high transport costs • Donor funding to NGO/CSO needs careful management to ensure their independence and ability to hold government to account, while not undermining donor relationship with SIG. • May require increased A/NZ management resource.	• Historically A/NZ have had limited engagement with NGO/CSO in the education sector. • Problem analysis indicates potential value in building community demand for improved services and capacity to support children's learning. • Synthesis of evaluations of aid-funded education activities found "effective education efforts reach beyond schools" to engage and support communities[103].	Consider for contributing to all outcomes with particular focus on outcome 3: improving learning outcomes for those most marginalized, and Outcome 1: improving access including age for grade through ECCE provision Funding through NGO/CSO is recommended, to support community-based initiatives (including ECCE) that strengthen community capacity to support children's learning and to demand improved services, targeting those most marginalised.

[102] Australian Government (2011) *Use of Advisers in the Australian Aid Program Guidance Note 2: Technical Assistance Options for Developing Capacity. AusAID: Canberra.; European Centre for Development Policy Management (2008) Capacity, Change and Performance: Insights and Implications for Development Cooperation*. Retrieved from: www.ecdpm.org/pmb21

[103] Samoff, J., Leer, J. & Reddy, M. (2016) *Capturing Complexity and Context: Evaluating Aid to Education.* EBA: Stockholm www.eba.se

Other modalities considered as complementary or for specific inputs only:

Bilateral A/NZ direct funding for multi-laterals: Bilateral funds provided to agencies such as UNICEF or World Bank for Solomon Island specific project delivery.

A/NZ non-bilateral funding: Funding provided by DFAT or MFAT through multi-lateral, regional or NGO funding windows (such as the Australian NGO Cooperation Program or NZ Partnering for Impact) managed in Canberra/Wellington.

A/NZ Scholarships: Scholarships offered by DFAT/MFAT bilaterally and regionally for Solomon Islanders to undertake short or long term tertiary study. Valuable complementary support for capacity building in the education sector.

Detailed consideration of modalities against each outcome focus area

Note: Recommended new modalities, TA roles or interventions are in red font. Recommended variations on current modalities/interventions are in green font. All other recommendations in black font are present in the current programs of Australia and/or New Zealand.

	Focus	Modality Options Considered	Recommended Modality	Assumptions
Outcome 1: Improved basic education participation and completion	1.1 **Increased and improved infrastructure development:** in MEHRD priority areas (most likely JSS) and improved maintenance of existing infrastructure.	**A/NZ outsourcing:** Reduces pressure on MEHRD, avoid underspends, may produce results more efficiently. However, risks undermining investments made to date in strengthening MEHRD capacity and requires greater A/NZ management. **Bilateral funding for multi-laterals**: UNICEF has current programming in WASH in schools which could be expanded with further funding. The impact and sustainability of these interventions is not yet tested. **ESBS with outsourcing:** MEHRD has proven capacity to manage quality infrastructure development delivered through contractors, however has often underspent and struggled to deliver on time.	**ESBS with outsourcing:** Kept at level that MEHRD has demonstrated it can manage. *Supported by:* **Outcome 2.1:** Professional Development for School leaders and EA capacity strengthening incorporates focus on their school infrastructure maintenance role.	Through the life of the design, dialogue with MEHRD about potential to redirect funding for school infrastructure through the Provincial Capital Development Fund (PCDF) managed by Ministry of Provincial Government and Institutional Strengthening or other relevant infrastructure development funding mechanisms, in light of stronger capacity for decentralised delivery.
	1.2 **Increased community support and demand for quality education:** Support for community-based initiatives in ECCE, community support for learning, and engagement with schools to improve quality. With a focus on issues of disability inclusion, gender equality and targeting those most marginalised.	**ESBS with or without outsourcing:** Ensures alignment with MEHRD priorities and strengthens relationship between government and civil society. However, increases pressure on MEHRD management capacity; may restrain autonomy of NGO/CSO and their ability to engage in policy advocacy. **Bilateral funding for multi-laterals**: UNICEF is an active partner in supporting MEHRDs policy work around ECCE, and a pilot parenting program which could be expanded with further funding, subject to evidence of potential for impact and sustainability.	**A/NZ managed funding for NGO/CSO programs:** at a modest level, with MEHRD involved in selection and monitoring, and with strong MEL Also contributes to **Outcome 3.1** *Supported by:* Coordination with **A/NZ non-bilateral funding** to agencies such as UNICEF (who are working in ECCE policy and delivery) and other NGOs for work in ECCE and community-based initiatives.	DFAT/MFAT have resource for managing this funding, either in-house or through a third-party.

	Focus	Modality Options Considered	Recommended Modality	Assumptions
		Bilateral donor NGO/CSO funding: NGO/CSO well placed to work at community level. There are several NGO and local CSO already working in targeted areas, which may have capacity to scale up. Will require increased A/NZ management resource and strong coordination with rest of program and MEHRD.		
	1.3 **Reduce cost barriers:** Support/encourage SIG to increase primary and secondary school operating grants to reduce pressure on schools to charge contributions, and to assist with school maintenance.	**ESBS:** Ensures increased funding is directed to schools. However, narrow earmarking promotes upward accountability to donors and over-influence of donors on priorities, thus potentially undermining SIG domestic accountability and priority-setting. **PLA:** Can assist MEHRD in internal SIG advocacy for increased allocations in basic education and maintains SIG accountability for financing schools. May or may not incentivise action and can be punitive for MEHRD. **Policy dialogue:** Can assist MEHRD in internal SIG advocacy and maintains SIG accountability for financing schools. May or may not be effective.	**PLA:** Linked to DFAT funding only. **Policy dialogue:** Joint DFAT/MFAT messaging, in coordination with other education sector donors, as much as possible. *Supported by:* **Outcome 2.1:** School-based financial management integrated in School leadership PD. **Outcomes 1.2 and 3.1:** NGO/CSO funding to increase community understanding of fee free and school grants policy.	MFAT does not wish to use PLA, while DFAT does. MEHRD continues to carefully monitor school grant expenditure and implements changes to rates in line with the recommendations of the 2014 School Grants Review.
	2.1 **Professional Development**: for primary and JSS teaching (with a focus on literacy/ numeracy/inclusion) and school leadership.	**ESBS:** Ensures strong MEHRD ownership, however MEHRD lacks capacity to deliver a complex, logistically challenging program of PD, and has adopted principle of outsourcing delivery. **ESBS with outsourcing:** Aligns to MEHRD policy of outsourcing delivery, and steps towards EA capacity for delivery. Builds on growing, strength in MEHRD for managing PD delivery contracts. **ESBS earmarked for EA delivery:** EA are nominally responsible for PD and are closest to their schools, but currently lack capacity.	**Outsourced: By MEHRD or A/NZ; is dependent on MEHRD contract management capability:** Tender specifications to require: use of, and training for, local PD deliverers; co-design of a sustainability strategy (such as EA taking on PD delivery roles); gender equality and disability inclusion strategy; strong M&E. *Supported by:* **A/NZ contracted TA**: Full-time Teaching and Learning Division TA to support on	A/NZ (directly and/or through the TA) involved in developing tender specifications and selection. MEHRD finalise Teacher and School Leader Standards, and curriculum; PD aligns to these. Successful elements of, and lessons from, LPMU, LEAP and GCSL are integrated into new program. SINU is involved to

	Focus	Modality Options Considered	Recommended Modality	Assumptions
		Donor outsourced: Would allow greater control, surety of results, and strong M&E and reporting. Weakens MEHRD ownership and risks beneficiary perception of donors delivering rather than SIG.	professional requirements, procurement, contract management. *Coordinated with:* Possible support through PacRef on teacher professional development	ensure alignment with pre-service.
Outcome 2: Improved Learning Outcomes (particularly in literacy and numeracy)	2.2 **Curriculum development:** completion of primary and JSS curriculum, incorporating vocational oriented pathways (to SS, TVET) and inclusion strategies in line with agreed Five Year Curriculum and Professional Development Plan.	**ESBS with outsourcing:** Builds on existing successful model producing results efficiently while maintaining MEHRD ownership and contributing to strengthening MEHRD capacity (in curriculum and contract-management). Risks of weak MEHRD contract management capacity and difficulty of engaging the requisite available local expertise. **ESBS:** The previous model of MEHRD staff undertaking curriculum development work through the Curriculum Development Division **Donor outsourced:** This modality has been used in the past with unsatisfactory results, largely due to political nature of curriculum development and inability of fly in/out contractors to get necessary MEHRD engagement.	**ESBS with MEHRD outsourcing:** RFP aligned to agreed 5-year plan, and requires co-design and development of curriculum with MEHRD staff and local subject experts; focus on capacity building of the latter to enable increasing leadership *Supported by:* **A/NZ contracted TA:** Full-time role in Teaching and Learning Division (as above); further strengthen Curriculum Division capacity and ensure tight alignment with PD program.	A/NZ (directly and/or through the TA) are involved in co-developing the RFP and in supplier selection. MEHRD meets commitments on local counterparts. MEHRD strengthens the book distribution process.
	3.1 **Increased community support and demand for quality education:** Support for strengthening community support for learning (including ECCE), demand for improved services, and engagement with schools. With a focus on issues of disability inclusion, gender	Refer Outcome 1.2	Refer Outcome 1.2	Targeting of those most marginalised and addressing inclusion issues is specified in the criteria for funding.

	Focus	Modality Options Considered	Recommended Modality	Assumptions
	equality and targeting those most marginalized.			
Outcome 3: Improvement in learning outcomes for disadvantaged children	3.2 **Inclusive pedagogy and school environment:** Integration of inclusion and gender equity strategies within professional development program and curriculum development.	Refer 2.1 and 2.2	Refer 2.1 and 2.2	Refer 2.1 and 2.2
	3.3 Completion and implementation of MEHRD Inclusion, Gender Equality and Child Protection policies	**ESBS:** Ensures MEHRD ownership, risks slow progress. **A/NZ contracted TA:** Increases likelihood of efficient result, risks MEHRD ownership and contextualisation of policy to SI context. **PLA and/or Policy Dialogue:** May help to progress policy implementation, risks policies being developed for sake of PLA, without genuine motivation to implement. Coordination of messages with other donor partners e.g. UNICEF that are also active on these issues.	**ESBS:** to support high priority aspects of implementation identified in MEHRD annual work plans, including through assistance from Local TA fund **Policy Dialogue:** linked to areas of ESBS investments, SIG national policies on gender equality and disability inclusion; and in coordination with other donor partners in the sector.	UNICEF support for work in inclusion and child protection EQAP and UNESCO support for strengthening data collection including student level data on disability, and integration with relevant population, health statistics etc.
	4.1 **Teacher workforce management systems**: support for improved policy, procedure and systems at MEHRD and EA level.	**ESBS:** Ensures MEHRD and wider SIG ownership, critical in this politically sensitive area. Risk of little progress being made. **A/NZ contracted:** Long-term TA has been used before with little impact due to lack of involvement/buy-in of those responsible for executing teacher management particularly EA and insufficient MEHRD leadership. Complex and political nature of these reforms requires MEHRD leadership and a collaborative approach to build political will at national, provincial and school levels. However short-term TA with focus	**ESBS**: for development and roll-out of revised teacher workforce management policy, procedures and management systems, may include use of local TA. **A/NZ contracted TA** if/as required, short-term inputs for specific technical tasks or in mentoring role, in line with an agreed Capacity Development Framework.	Updated Education Act is passed.

	Focus	Modality Options Considered	Recommended Modality	Assumptions
		on coaching/mentoring or assisting specific technical aspects may add value if the above conditions are in place. **PLA**: May help to incentivise progress. Indicator would need to be realistic and outcome focused and chosen with consideration to political economy of teacher workforce reforms. **Policy Dialogue:** Can assist MEHRD in internal SIG advocacy and encourage progress. May or may not be effective.	**Policy Dialogue:** *Supported by:* **Outcome 4.2** inputs	
Outcome 4: Management	4.2 **Decentralisation to Provincial Government and EA:** Strengthening Provincial Government governance and EA capacity for delivery, through support for operationalisation of changes in updated Education Act.	**ESBS:** Responds to findings from LEAP that EA component requires greater integration with MEHRD. MEHRD senior management have shown leadership in this space, however current capacity to progress work required is limited and incentives to progress decentralisation are weak. **A/NZ Outsourcing:** As above, lessons from LEAP indicate improvements in EA capacity are difficult to achieve without MEHRD addressing structural issues. However, some progress has been made under LEAP and could be built on, with greater focus on supporting MEHRD to progress reforms. **Direct A/NZ funding to EA:** Recognises key role EA play and builds a more direct relationship between A/NZ and key education actors outside of MEHRD; may be more efficient than working through MEHRD. PFM and procurement risks, management intensive and potential to further weaken relationships between MEHRD, EA and provincial government**.**	**ESBS:** For support to EA Support Division and EA Grants. Support required to progress key structural reforms, based on clearer costed plan for operationalising of EA Standards and changes proposed under updated Education Act. Continuation of some form of small grants or incentive grants for EA, tied to their Annual Work plans, and achievement of EA standards, building on lessons from EA Small Grants Fund and PCDF. **A/NZ contracted TA:** If/when required, short-term inputs aligned to Capacity Development Framework. **PLA and Policy Dialogue:** for passing of Education Act, developing and implementing road-map to operationalising changes under Act.	MEHRD ensures updated Education Act aligns with updated Provincial Government Act before it is resubmitted to Cabinet Updated Education Act is passed. MEHRD appoints appropriately qualified and senior personnel to coordinate implementation of reforms. If sufficient progress with structural reforms, A/NZ could consider allocating further ESBS to an EA capability building programme.

	Focus	Modality Options Considered	Recommended Modality	Assumptions
		PLA: Incentivise SIG progress on passing of updated Education Act and development of strategy for implementation which requires cross -government coordination. Uncertainty as to new Governments priorities in this space. **Policy Dialogue:** As above, linked to the provision of ESBS for this area.		
	4.3 **PFM and Procurement strengthening:** Strengthening MEHRD systems and capacity.	**ESBS:** Providing ESBS, with accompanying TA, assists in systems strengthening through use of government systems. If TA are focused entirely on compliance and just on donor funds, risk that there is no sustainable improvement. **A/NZ contracted TA:** As above. TA also need to ensure they're building capacity appropriate for Solomons context; systems that will work with the political economy and cultural context. Is also reliant on wider SIG PFM systems strengthening. **PLA and Policy Dialogue:** Indicators related to balance of spend across the sector have been valuable lever to date, assisting MEHRD in its internal advocacy. Need to ensure indicators are carefully chosen, realistic and also assist MEHRD in meeting domestic accountabilities.	**A/NZ contracted TA:** Existing compliance-focused Procurement Adviser and Finance Adviser long-term TA roles to continue with more explicit capacity building deliverables. **ESBS for local TA and training**: to provide training and user-friendly documentation for MEHRD officers incorporated into MEHRD Standard Operating Procedures. **PLA and Policy Dialogue:** as currently with refinement to indicators and development of a consistent verification process.	Donor support to wider SIG system strengthening will continue.

Annex 8: Capacity Development Framework and Fund

Historically, short and long-term TA have been the primary mechanism through which DFAT and MFAT directly contributed to capacity building of MEHRD at both organisational and individual staff levels. Both donors have maintained ring-fenced funding for TA and have been assiduous in ensuring all TA are provided in response to MEHRD requests, MEHRD are involved in recruitment processes and TA report to MEHRD. However, as highlighted in Annex 4 *Lessons Learned*, building sustainable organisational capacity requires a strategic approach using a range of methodologies, beyond the provision of TA alone.

The Program will replace the previous "International TA fund" mechanism with a Capacity Development Fund, guided by a Capacity Development Framework, co-designed with MEHRD. The Framework will build on MEHRD's existing draft Learning and Development Plan and protocols for TA management, with the aim of simultaneously assisting MEHRD to advance these internally. The purpose of the Framework is to ensure DFAT/MFAT funds ways of working that effectively contribute to building sustainable capability across MEHRD and PEA, and in line with Program outcomes and theory of change. The Framework also provides a mechanism for developing shared understandings between MEHRD staff, the PMT, and DFAT/MFAT of what sustainable organisational capacity building looks like in the context of MEHRD, and what the critical success factors are. In contrast to the previous International TA Fund, needs of PEA and Provincial Governments in relation to their education governance function will also be considered in the Framework, taking into account the more comprehensive capacity building program to be developed for PEA, funding for which is earmarked under Output 4.5. Private or non-governmental EA will not be eligible for support through this fund.

The Framework will include:

- Definition of organisational and individual capacity building, and identification of critical success factors in the context of Solomon Islands, MEHRD and PEA
- Priorities for capacity building within MEHRD and PEA, aligned to the Program focus areas.
- Decision making criteria for deciding on when, and how, DFAT/MFAT Capacity Development Funds should be used to respond to a perceived need for capacity building or external technical advice.
- Guidance on the range of organisational capacity building approaches and activities, and how to determine the most appropriate form of support (drawing on DFAT Guidance Note 2: Technical Assistance Options for Developing Capacity, February 2011).
- Protocols for the management of TA, including processes for induction, reporting, and performance management.
- Support for MEHRD's identification, deployment and management of volunteers e.g. AVI and VSA volunteers.
- Indicators and processes for monitoring the effectiveness of inputs delivered through the Capacity Development Fund, linked to the Program MEL Framework.

A key principle for the Framework will be to ensure other options, such as leveraging support from across SIG or MEHRD's use of the Local TA Fund, are explored before resorting to externally procured inputs. A further key principle will be to design inputs to support locally-led problem solving. For example, rather than sourcing a technical adviser to provide expert advice on and issue, the Capacity Development Fund may be used to support a facilitated problem-solving and co-design process involving key stakeholders to develop and then test out solutions, before scaling up.

In relation to TA inputs, key principles/considerations will include:

- MEHRD responsibility for identifying TA needs, with the exception of the Finance Adviser and Procurement Adviser, which are considered essential for the provision of budget support.
- MEHRD involvement in all TA recruitment processes, wherever possible including the counterpart designated to be working with the TA.
- All TA's functional reporting line is to a relevant manager in MEHRD.
- TA's contractual reporting line is to the PMT, including reporting on contributions to capacity building, coordination with and strengthening of MEHRD systems, and contribution to Program outcomes.
- TA terms of reference will specify how the role contributes to achieving NEAP objectives, the Program outcomes, and indicators as specified in the Program MEL Framework.
- Terms of reference will be explicit about what capacity is to be built (what skills and/or organisational processes), in what timeframe, and how this will be monitored. In the exceptional cases where a role is not primarily a capacity-building role, this will be stated and a clear rationale for why provided.
- Inclusion of cross-cutting themes, especially gender equality and disability inclusion
- TA's will be required to undertake the necessary checks for child protection, undertake child protection training and sign a child protection code of conduct consistent with the requirements of DFAT's child protection policy where support is likely to interact with children.
- For each TA, a capacity-building plan will be co-developed (led by the PMT with relevant MEHRD staff) with clear indicators for how the performance of the TA will be assessed.
- TA without a counterpart will be avoided whenever possible and terms of reference will clearly state which MEHRD staff/team the TA will be working with. Wherever possible, TA will work with, and support capacity development of, teams rather than single individuals.

Co-construction of the Capacity Development Framework with MEHRD will be an early priority of the PMT[104] which will be responsible for ensuring operationalisation of, and adherence to, the Framework. This will include supporting MEHRD to review and update its Learning and Development plan based on a needs analysis of MEHRD and PEA, drawing on Ministry of Public Service guidelines for human resource development planning, and experience of the DFAT Governance Program in this area.

The PMT will be responsible for ensuring all inputs funded through the Capacity Development Fund are of quality. In the case of TA, the PMT will provide professional advice on capacity building approaches and ensure consistency and coherence across TA inputs. A key function of the PMT will be to promote and build the evidence base for effective capacity building approaches in a Solomon Islands context, and to coordinate with other public service focused capacity building initiatives (especially the DFAT funded Governance program).

The PMT will also work with MEHRD to ensure full and effective use of the Local TA fund. The Local TA Fund (provided for under ESBS and managed directly by MEHRD) has historically been underspent and often used to fill vacant roles due to delays in Ministry of Public Service recruitment, rather than to provide short-term specialist expertise as it was designed to do. Ensuring more effective use of the Local TA Fund is an important step towards MEHRD taking greater responsibility for meeting its technical assistance and capacity building support needs.

[104] An individual TA could be contracted to develop this framework with MEHRD prior to the establishment of the PMT, if timeframes for tendering of the PMT are lengthy.

Priority TA roles to be funded through the Capacity Development Fund are identified in Section 0 and draft terms of reference for these roles are in Annex 5. In the case of the Financial and Procurement Advisers, it is important to note that while these roles will have a capacity building function, a pragmatic approach to sustainability in these areas is needed. These roles are a requirement for the continuation of budget support. Taking into account the political economy of PFM in Solomon Islands, it is likely these roles will be needed for some time. This does not necessarily represent a failure to build sustainable capacity, but a pragmatic approach to managing the challenges of the context.

Annex 9: NGO Funding Arrangements

Australia and New Zealand will provide up to AU$3.5 million over four years for proposals from NGOs (including DPOs) that address the following outcomes:

- Increased access to quality community-based ECCE services (Outcome 1).
- Improved parental/community capacity to support children's learning in ECCE and basic education, including early school leavers (Outcome 3).
- Improved collaboration between CSOs, communities, MEHRD and/or other agencies to strengthen governance and accountability of education services (Outcome 4).

Proposals are expected to range from AU$50,000 to $250,000 per annum and be up to 3 years in duration, with the possibility of extensions based on evidence of impact and contingent on available funding.

Proposals will be accepted from organisations that:

- Are registered as not-for-profit organisations in Solomon Islands and can demonstrate an active connection with and representativeness of community needs and perspectives OR are a registered not-for-profit in Australia or New Zealand and can demonstrate a genuine partnership with local not-for-profit partner(s).
- Have a demonstrated track record of managing donor funding and producing results in Solomon Islands[105].
- Are able to meet child protection, gender equality, anti-fraud and, health and safety requirements.

Proposals must demonstrate:

- A clear theory of change for how the intervention will contribute to the specified outcomes.
- Alignment with the NEAP and Education Development Partners' Coordination Partnership Principles.
- A strengths-based approach that recognises context, fosters locally-led and collaborative problem solving, and promotes innovation.
- A focus on ensuring inclusion of remote, marginalised and/or vulnerable groups.
- Strategies for promoting the women's empowerment and gender equality.
- Where appropriate, incorporation of innovation which shows strong promise of impact.
- Appropriate internal controls for ensuring the organisation meets MEHRD, MFAT and DFAT Safeguarding Policies, including Health and Safety and Child Protection.
- Robust MEL that allows for ongoing collection of an evidence base and regular feedback loops to inform program improvement and to share learning with other stakeholders (MEHRD, EA, donors).
- Value for money, assessed with recognition of the higher costs associated with targeting geographically remote and other disadvantaged populations

Proposals targeting high poverty areas will be prioritised for funding.

Proposals may include targeted capacity building and research activities, where they are demonstrated to be integral to achievement of outcomes. In recognition of the challenges faced by NGOs in accessing funds necessary to undertake program scoping and design, Proposals may also include an initial inception or pilot phase, with any further funding contingent on outcomes of this first phase. Support for pilots will be dependent on the proposal incorporating a clear research design for piloting, and provision of clear evidence

[105] MFAT Partnerships Manaaki contestable funding due diligence requirements could be drawn from as part of any pre-engagement checks undertaken on NGO partner organisations.

of success and required adaptations before further funding is provided. Such phased funding arrangements will be considered on a case by case basis.

A Request for Proposals (RfP) will be issued by A/NZ, via the PMT, on an annual basis, or until all available funds are allocated. The final RfP and funding criteria will be co-developed by A/NZ and MEHRD, facilitated by the PMT. Comment will be sought from PWDSI, National Council of Women and the Development Services Exchange (as the umbrella body for NGO in Solomon Islands) to ensure the criteria adequately address gender equality and disability inclusion, and are appropriate for the local NGO operating context. The PMT will manage the RfP process and initial vetting of proposals. A committee with representatives of MEHRD, A/NZ, and an independent reviewer will be responsible for reviewing and selecting successful proposals, and for regular reporting from successful programs. The committee will be responsible for decision-making on any recommendations arising from the annual Program reporting, including potential extension or increases in funding, and potential allocation of A/NZ funding to targeted capacity building support to NGOs if clear and common needs arise. The PMT will act as Secretariat to this Committee, including undertaking initial review of program reporting and providing summarised versions for the Committee.

The PMT will also facilitate annual reflection workshops involving all funded NGOs, MEHRD, A/NZ and other education stakeholders, to share learning and help to inform decisions on potential replication or scale-up.

Examples of existing or recent programs that may be appropriate for funding include:

Organisation	Programs
Coalition for Education Solomon Islands (COESI)	Provides capacity building support for member organisations working in education and undertakes research and advocacy initiatives. Previously funded through GPE Civil Society Education Fund.
Literacy Association of Solomon Islands (LASI)	Delivers adult and family literacy programs at the community level nation-wide and produces adult literacy materials in English, Pijin and vernacular.
Mothers Union (Church of Melanesia)	Adult and family literacy programs. Positive parenting program (previously supported through Plan International Australia)
OXFAM	Social Accountability initiative with 8 local NGO including COESI. Targeting budget monitoring and advocacy in education.
Plan International	Action research initiatives with adolescent girls focused on barriers to education. Safer Cities for Girls program in Honiara, incorporating a focus on girls' safety to and within school. ECCE initiatives; previously supported Positive Parenting program with the Mothers' Union. Have an MOU in place with the Australian Broadcasting Corporation and are exploring the potential of developing educational audio-visual programming to support early learning in Solomon Islands.
People with Disabilities Solomon Islands (PWDSI)	PWSDI is the apex body disabled peoples' organisation (DPO) in the Solomon Islands. It is a founding member of the Pacific Disability Forum (the regional DPO and member of the International Disability Alliance). PWDSI has a network of self-help groups in six provinces as well as a youth committee.
READ SI	Community library initiative and literacy teacher training (with phonics focus) previously funded by MEHRD. Proposed establishment of a Learning Centre in Honiara for women and youth.

Organisation	Programs
Save the Children	Literacy boost: teacher professional development and community mobilisation for improving literacy, working with 20 schools in Choiseul (DFAT funded). Play to be School-Ready: community-based, supported early learning for 3-5 year olds using a play-based curriculum and mobilising parental support. In 36 communities across 4 provinces (DFAT-ANCP funded).
UNICEF	Currently implementing WASH in schools (funded by A/NZ) and pilot parenting program. Active in ECCE, child protection, inclusion and DRR at policy level.
World Vision	Previously delivered ECCE and Adult Literacy programs in several provinces.

Annex 10: Program coordination with other organisations and programs

Organisation or Program	What are they doing	Program Linkages
Asian Development Bank (ADB)	Not currently active in basic education sector, however intend program strategy from 2021 onwards to include USD $10 million for education; focus area to be determined with MEHRD but possibly ICTs. • Lead role in the Core Economic Working group and support MOFT on key reforms, diagnostics • Regional implementing agent for the Global Partnership for Education (GPE) and NZs funding for PacRef.	A/NZ to encourage active engagement in EDPCG in light of regional role and potential re-entry into the sector. A/NZ to maintain communication with in relation to Policy Dialogue at Core Economic Working group level particularly in relation to balance of spend on tertiary education.
Australia Pacific Climate Partnership Support Unit	This unit will assist with infrastructure risk screening to help determine the most appropriate options for incorporating resilience into design and construction.	PMT to ensure active coordination with Program Output 1.1 Infrastructure Development.
Australian Infrastructure Financing Facility for the Pacific	DFAT funded Facility in design phase, aims to provide prioritised infrastructure across Solomon Islands potentially including schools.	PMT to ensure active coordination with on Program Output 1.1 Infrastructure Development.
Education Quality Assessment Program (EQAP)	With unearmarked[106] funding from A/NZ: • Implementation of the Pacific Island Literacy and Numeracy Assessment (PILNA) including potential expansion to year 8 • Technical advice and support on: curriculum design and assessment, EMIS, teacher/leader standards and accountability mechanisms, qualifications; use of technology for literacy learning • Currently finalising with MEHRD a multi-year plan of support aligned to MEHRD priorities and EQAP areas of expertise	Assume EQAP will deliver: • PILNA implementation and analysis. • Technical advice for SISTA, possible quality review of examinations, and finalisation/ implementation of classroom-based assessment policy • Support for strengthening of SIEMIS including proposed shift to Open EMIS, student-level data collection, and integration of exams database • Research on access, participation and repetition issues (planned under PacRef)

[106] Funding is provided for EQAP's implementation of their Business Plan and is not earmarked or restricted to particular activities.

Organisation or Program	What are they doing	Program Linkages
		Contribute to MEHRD's development of teacher standards; PMT to ensure active coordination on Program Outputs: • 2.3 Professional development program in terms of formative assessment, use of SISTA and PILNA data, teacher/school leadership standards • 2.1 Curriculum development including potential EQAP support in secondary curriculum (foreshadowed in PacRef).
European Union (EU)	• In scoping and design phase for funding for education infrastructure via the PCDF, and civil society program.	A/NZ to maintain communication with regard to opportunities to collaborate and coordinate in relation to Program Outputs: • 1.1 Exploring collaboration with MPGIS and Provincial Governments in education infrastructure development. • 3.1 NGO-led programming in social accountability and building community demand for services.
Global Partnership for Education (GPE)	Solomon Islands is eligible for GPE funding, however currently unclear whether Pacific GPE funds will be delivered bilaterally or pooled regionally to support PacRef implementation.	A/NZ to maintain communication with, and encourage active coordination, dependent on outcomes of negotiations.
Melanesian Spearhead Group (MSG)	Sub-regional forum that aims to support collaboration and strengthened shared identity between the Melanesian nations of Solomon Islands, Papua New Guinea, Vanuatu, and the Front de Liberational the Nationale Kanak et Socialiste (FLNKS) of New Caledonia. The MSG has engaged in dialogue and sharing of information on education issues such as culturally appropriate curricula and tackling common issues of late age entry.	PMT to liaise with MEHRD to explore opportunities to engage with and leverage from relevant MSG initiatives and political dialogue
MPGIS	Responsible for oversight and administration of the Provincial Government Act and institutional strengthening support to Provincial Governments. • In the process of reviewing the Provincial Government Act, with implications for Education. • Administer the PCDF which funds school infrastructure.	PMT to ensure active coordination on Outputs: • 1.1 Exploring collaboration with MPGIS and Provincial Governments in education infrastructure development. • 4.2 Strengthening of EA organisational capacity.

Organisation or Program	What are they doing	Program Linkages
MFAT e-learning in Science	NZ-funded multi-country program to design regional and national tools that introduce science curriculum at year 10 through an interactive e-learning program to improve science outcomes. Currently in tender.	Potential collaboration with regard to Outcomes 2.1 and 2.3: Curriculum development and professional development.
NZ Volunteer Service Abroad and Australian Volunteers International	Provide volunteers for technical assistance and capacity building, currently have volunteers at MEHRD and PEA level in range of areas.	Based on an assumption that continued support will be provided for Asset Management Division via Downer-VSA partnership or other assignments. PMT to actively coordinate with to ensure inputs are complimentary to the Program and aligned to Capacity Development Framework. May add particular value in supporting: • EA organisational capacity development. • Implementation of ICT Master Plan.
Japanese Embassy	The Japanese Embassy is supporting a grassroots and human security project focused on: • Infrastructure – classrooms and teacher/staff housing across some provinces • A 1 year project delivery via a grant to communities, SB$650,000 (USD $100,000) maximum. The Embassy supports 7 to 10 applications per year.	Potential linkages with: • 1.1 Infrastructure • 3.1 Community engagement in schooling.
Solomon Islands National University (SINU)	Established in 2013, SINU provides certificate and diploma courses, and is working towards providing Bachelor programs across its 5 schools, including the School of Education which delivers pre-service teacher training. SINU receives funding from the Solomon Islands Government and has been contracted by MEHRD for delivery of in-service training programs. It is currently establishing second-chance education programs for early school leavers.	MEHRD – and its contractors - and PMT to actively engage with SINU School of Education regarding curriculum development and professional development for teachers, as well as maintain SINU involvement in broader policy development and research activities.
Solomon Islands Governance Program	DFAT funded Program working across key central Ministries that aims to remove barriers to service delivery that come from poor PFM and public service systems and capacity, including strengthening coalitions for reform.	PMT to ensure active coordination in relation to Outcome 4 Improved Management, across all output areas.

Organisation or Program	What are they doing	Program Linkages
World Bank (WB)	Not directly active in the education sector, however indirectly via: • Rural Development Program (DFAT funded) which funds school infrastructure. • Community Governance program which strengthens community-school/EA relationships and dispute resolution. • Lead role in the Core Economic Working group and support MOFT on PFM and governance reforms and diagnostics.	PMT to ensure active coordination on Outputs • 1.1 Infrastructure development. • 3.1 Community engagement in schooling. • 4.3 Strengthening of MEHRD PFM and procurement capacity. A/NZ to maintain communication with in relation to Policy Dialogue at Core Economic Working group level particularly in relation to balance of spend on tertiary education.
UNESCO	Currently supporting MEHRD with the transition to Open-EMIS. Under PacRef plans to provide technical assistance in the development of curriculum to support non-cognitive skills and Pacific identity; regional teacher standards; and data analysis and use.	Assume UNESCO will deliver technical advice and support for: • MEHRD to successfully replace SIEMIS with Open EMIS, with no loss of data or functionality. • Data collection systems, analysis and use. PMT to ensure active coordination on Outputs: • 2.1 Curriculum development. • 4.4 MEHRD sector management capacity with regard to data management, analysis and use.
UNICEF	Active member of ECDPG and all activities are aligned with NEAP and represented in MEHRD Annual Work plans. Current foci: • ECCE: Funded by NZ (Building Better Brains program) have supported MEHRD to strengthen the strategic governance, coordination, management and service delivery of ECCE. Currently supporting roll-out of teacher training for new PPY curriculum, and plan to assist MEHRD with governance and management systems for ECCE for 3-4 year olds based on approved Roadmap. Pilot program on parenting in three wards in Guadalcanal including development of local story books. • WASH in Schools: Funded by A/NZ for 5 years until 2021. Working with MEHRD to develop national standards and deliver support in 55 primary and community high schools in Guadalcanal to improve WASH facilities and behaviour change. MEHRD to sustain the program from 2021 onwards.	Assume UNICEF will deliver: Technical assistance for PPY and ECCE policy, governance and coordination; DRR and EiE; Disability inclusion, Child Protection and policy and standards for WASH in schools. PMT to ensure active coordination on Program Outputs: • 1.2 NGO programming for ECCE delivery (UNICEF eligible to apply for funding under this window). • 2.1 Curriculum development including use of local story books. • 2.3 and 3.2 Professional Development program in terms integrating inclusive pedagogies, child protection, WASH and DRR. • 4.2 Strengthening EA capacity in terms of awareness in and capacity to promote inclusion, child protection, ECCE, WASH and DRR in schools. • 2.1 and 3.2 Curriculum development in terms of integrating inclusive pedagogies.

Organisation or Program	What are they doing	Program Linkages
	• Inclusion and equity: specific focus on early school leavers and disability. Have developed a manual for teachers on inclusive education. Plan research and development of interventions on inclusion and out of school children, under PacRef. • DRR and Education in Emergencies (EiE): Fund national focal position for DRR/EiE sitting at MEHRD. Developing with MEHRD a DRR Handbook for schools to be piloted in Guadalcanal. Advocating to MEHRD to revise the 2012 Policy and can assist with this. Providing TA and training to Guadalcanal PEA in DRR and would like to extend to other PEA. • Child protection: supported MEHRD to develop policy and can provide TA to support implementation.	
University of the South Pacific (USP)	Regional provider of tertiary level study in education, and via the Institute of Education (IOE) deliver professional development and educational improvement initiatives. • Implementing agency for PacRef. • The School of Education, with DFAT funding, is improving teacher training delivery including collaborations with national institutions (e.g. SINU) and development of teacher competency frameworks. Deliverer of Certificate program for untrained teachers in Solomon Islands. • IOE is key implementing partner for MEHRD in the Graduate Certificate in School Leadership (GCSL), PLSLP, LEAP and delivery of the Education Policy and Planning course. • Under PacRef, planned activities include development of evidence informed school improvement initiatives focused on literacy and numeracy outcomes; review of and support for implementation of effective professional development modalities/ programs; establishment of Waka Learning Hub (electronic resources for teachers in literacy and numeracy).	Assume continued delivery of teacher training and potential support to SINU in strengthening programs, and as active partner to MEHRD in design, and potentially delivery of future professional development and school improvement programs. PMT to ensure active coordination on Outputs: • 2.3: Professional Development for teachers and leaders building on GCSL, PLSLP and LEAP. • 4.1 and 4.2: Strengthening EA organisational capacity building on lessons from LEAP. • 4.4: PEA and MEHRD capacity development via Education Policy and Planning course delivery and regional educational leadership initiatives.

Annex 11: Policy Dialogue Matrix

Related End-of-Program Outcome	Problem/ Issue	Policy outcomes sought
Improvement in basic education participation (including correct age for grade participation) and completion rates	• High levels of overage boys and girls at all levels of basic education. • Decreasing retention and survival rates for girls in junior secondary and higher repetition rates for boys throughout the system over the last 5 years. • Costs of education to families is a constraint on students' access and sustained participation at school. • The school grant is widely seen to be insufficient to meet the core operational needs of schools. • Low quality and maintenance of school infrastructure (for students and teachers); • Significant overcrowding including in Junior Secondary Schools, and poor WASH facilities impact on school attendance (girls, teachers, all students). • Planned imminent removal of Year 6 Exams and the Year 9 Exam in the future will have implications for school infrastructure.	• Improvements to and increases in SIG financing for school grants mechanism balances efficiency (compliance) with a focus on improving access. • MEHRD playing a stronger role to cap unofficial fees being charged by schools and to ensure that students are not being unreasonably pushed out of school. • School infrastructure is fit for purpose and adequate consideration has been given to the integration of cross-cutting issues (climate change, environment, gender equality). • A strategy is in place for removing the Year 6 and Year 9 exams. • Increased oversight and monitoring of standards for school enrolments and teacher management. • Strengthened coordination between SIG whole of government partners, including Ministry of Provincial Government and Institutional Strengthening (MPGIS) Program financing for school infrastructure and maintenance. • Established linkages between MEHRD, MPGIS and the Australia Pacific Regional Infrastructure Facility.
Improvement in learning outcomes for children in basic education (particularly literacy and numeracy).	• Improvements in literacy and numeracy outcomes, however still not at desirable levels. • Quality of teaching and leadership is not yet at the level to enable sustained growth in educational attainment, including the enablers for quality teaching (teaching and learning resources). • Incomplete curriculum. • Poor alignment between curriculum and program of teacher professional development. • Poor distribution of teaching and learning resources. • Patchy, ineffective and insufficient provision of professional development.	• MEHRD commitment to and increased allocation of (human and budgetary) resourcing for national school based professional development program that will ensure all teachers receive quality professional development aligned to an inclusive curriculum. • Revised policy, standards and systems for efficient and effective resource distribution that ensures teachers and students have access to quality resources. • Greater linkages made with regional support provided under the Secretariat for Pacific Peoples, Education Quality Assessment Program in curriculum and professional development.

Related End-of-Program Outcome	Problem/ Issue	Policy outcomes sought
Improvement in learning outcomes for disadvantaged children in basic education (including the very poor, those in remote areas and those with disabilities).	• MEHRD led education delivery does not adequately address potential disadvantages faced by students as the result of demographic characteristics such as disability, gender, mother-tongue; socio-economic status, and geographic location. • Weak engagement between the education system impacts on access and learning outcomes. • Low levels of adult literacy in rural communities' impacts on access to employment and support for student learning. • School grants do not adequately consider or address challenges for schools located in isolated and poorer communities.	• A progressively responsive and inclusive quality education system that caters for students from all backgrounds, including those living with disabilities demonstrated by: > Greater evidence of integration of cross-cutting issues in policy and implementation through implementation of Gender Equality in Education, Child-protection and Inclusive education disability policies together with enhanced data collection and analysis. > Greater engagement through partnerships with Non-Government Organizations active in vulnerable communities, to undertake targeted activities that MEHRD cannot on its own achieve (may include, adult literacy programs, WASH in schools, early years learning, disability inclusive development and child-protection activities). > Grants going to schools and EA's considers adequate provision for communities in lower socio-economic regions, including accounting for enrolments for students living with disabilities and supports locally driven solutions for improving access and learning. > MEHRD progressively addressing reducing learning barriers relating to language of instruction for diverse communities.
Improved education sector management by Education Authorities (EAs), schools and MEHRD.	• Proportion of SIG budget available for education may be reduced. • Disproportionate spend on secondary and tertiary over basic education. • MEHRD financing for addressing cross-cutting issues is inadequate. • Weak linkages between MEHRD and central agencies in planning budget processes and audit. • Weak compliance in PFM and procurement with SIG rules. • Operational level sector governance and coordination mechanisms not clearly articulated in the NEAP for national and provincial levels, and the education sector governance committee no longer functions.	• Public expenditure on education is not displaced by Australian and New Zealand financing and is maintained at current levels or does not decrease below current levels as a percentage of total SIG expenditure. • Gradual increases in percentage of SIG spend on basic education. • Gradual increases in MEHRD budget allocations for implementation of cross-cutting policies [gender equality in education, disability inclusive development, child-protection] alongside international development partner support [reducing over time]. • Central agency PFM and governance reforms strengthen MEHRD capabilities in that area with increases in compliance rates alongside regular audits. • Refreshed and activated Sector Governance and coordination structures [Education Sector Coordination Committee and Technical Working Groups] to oversight efficient and effective sector wide dialogue, policy

Related End-of-Program Outcome	Problem/ Issue	Policy outcomes sought
	• Education Authorities [including Provincial EA's and provincial governments] not well positioned to take on planned decentralised functions and poorly resourced. • Child protection may not be prioritised, leading to harm to children. • School level management and governance weak with weak connections with provincial government, EA's and MEHRD. • Weak management, poor conditions of service for teachers contribute to low teacher morale, teacher absenteeism and poor performance.	implementation, coordination and management of overall available resourcing to the Sector in support of NEAP implementation. • MEHRD efforts to strengthen its capabilities at institutional, organisational and individual levels are informed by a cohesive Capacity framework that enables it to effectively achieve strategic objectives of the ESF and NEAP in the medium to long term. • Improved engagement of EA's and PEA's with schools. Schools are actively engaging its communities in planning and decision making. • Passing of the Draft Education Bill. Roll out of decentralisation efforts by MEHRD are sustained in the medium to long-term, with increases in resourcing levels aside from international development partner support [reducing over time]. • Education Authorities are increasingly better placed to take on roles under the draft Education Bill following its enactment. • MEHRD finalises its draft Child Protection Policy and implements it. Following the draft Education Bill being enacted, schools develop Child Protection policies. • Teacher management and remuneration are supported by public service remuneration reforms underway and rolled out over the medium to long-term.

Annex 12: MEL Framework

MEL Framework Layer 1: Key Performance Indicators

The following are the key performance indicators for the Program, utilising the current MEHRD MEL Framework End of Program Indicators, the data for which is collected through MEHRD's Education Management Information System (SIEMIS). These indicators are selected as representative of, and meaningful for, key outcomes sought by the Program.

Indicators highlighted in bold are suggested as possible indicators for PLA, along with others as suggested in Section 7. 2020 targets for these indicators are presented here, taken from MEHRD's MEL Framework. For survival rates and percentage of schools receiving second biannual grant, 2020 targets are not available, therefore a modest increase on 2017[107] baseline data has been used instead.

These Indicators and targets will be reviewed in collaboration with MEHRD, alongside the development of the new NEAP and the associated revision of the MEHRD MEL Framework, and subsequent refinement of the Program MEL framework over 2020.

Key performance indicators	2020 Targets
EO1. Increased Access Girls and boys have safe and equitable access to complete education irrespective of social, economic or other status.	
1.1 Net Enrolment Rates by level and gender	Pre-primary: 46% for boys and girls Primary: 95% for boys and girls JSS: 42% for boys and girls SS: 32% for boys and girls
1.2 Transition rates by level and gender	Years 6-7 95% for boys and girls Years 9-10 80% for boys and girls
1.5 Survival rate by year level and gender	Primary (to Year 6): 58% JSS (to Year 9) 42% SS (to Year 11) 29% SS (to Year 12) 18%
1.8 Percentage of children over-aged for primary and lower secondary by gender [108]	Primary: 90% JSS: 90%
EO2. Improved Quality Girls and boys receive quality education with relevant and effective outcomes.	
2.1 Percentage of students achieving at or above the expected level by gender (SISTA)	For boys and girls: Year 4 Literacy: 80% Year 4 Numeracy: 80% Year 6 Literacy: 64% Year 6 Numeracy: 94%
2.3 Percentage of certified teachers by gender	For men and women:

[107] 2018 data was not available at time of writing. When the Program MEL Framework is updated, 2018 data should be used as baseline.

[108] No target included in current MEHRD MELF. Therefore, a modest improvement from 2017 baseline data is suggested as a target.

Key performance indicators	2020 Targets
	Primary: 85% Secondary: 90%
EO3. Improved Management Management systems and practices are embedded and sustained at school, Education Authorities and MEHRD to enable education outcomes to be achieved.	
3.1 Number and percentage of schools receiving second grant annually.[109]	ECCE: 109 ECCE centres. 36% of total Primary: 527 schools. 72% of total Secondary: 194 schools. 69% of total
3.3 Public expenditure on basic education as a percentage of total SIG expenditure	At least 23% of SIG national recurrent budget allocated to education.

A note on the above indicators

Where relevant, MEHRD's data collection disaggregates all of the above indicators by province, rural/urban location, and gender. Data on children with disability is limited and is highlighted as an area for support under this Program. The Gender Parity index for enrolment is not included, as this can be seen from the sex-disaggregated data.

SISTA is used as a learning outcome measure and suggested as a PLA indicator. However, given it is assessed only every two-three years, examination or placement data could be used as an alternative as these are collected annually.

It is recognised that the current indicators for Improved Management are limited in what they indicate as to improved management capacity of actors in the system. Indicators for the health of school-community relationships and for inclusion are also current gaps. These are areas for strengthening in MEHRD's revised MEL Framework.

[109] No target included in current MEHRD MELF. Figures based on 2017 PAR data for number/percentage of schools that received and retired 1st biannual grant, as figures on number/percentage of schools that received second biannual grant not available at time of writing

MEL Framework Layer 2: Priority Outcome indicators

The following table details the Program Intermediate Outcomes, aligned to MEHRD Intermediate Outcomes, and suggests performance indicators for each Program Intermediate Outcome based on current MEHRD MEL Framework indicators. The MEHRD MEL Framework did not include targets for the majority of the Intermediate Outcomes listed below. MEHRD is currently working on developing these targets, for inclusion in the NEAP 2021-2025. For this reason, targets for the Intermediate Outcomes are not included here. Suggested targets at Output level are included. All of these must be updated in conjunction with the development of the new NEAP and revised MEHRD MEL Framework, so that the Program MEL Framework uses MEHRD defined outcomes, Indicators and Targets. Output level indicators and targets will also need to be refined once the major outsourced components (Professional Development, Curriculum, NGO initiatives) are established and have developed their own MEL frameworks and data collection systems.

The data source for all indicators is MEHRD's MEL and performance assessment reporting (based predominantly on SIEMIS data), and the numbered End Outcome (EO) or Intermediate Outcome (IO) indicator from MEHRD's Framework is referenced. Exceptions to this are for outcomes where there are significant gaps in current MEHRD indicators and those to be supported by outsourced arrangements which will provide additional, more specific data based on contractors'/NGOs' MEL systems.

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
End of Program Outcome 1: Improved basic education participation and completion				
IO2: Increased number of children complete 13 years of education.	1.1 More school facilities aligned to greatest need.	• Number of classrooms at JSS level. (IO2.2) • Number of functioning boarding facilities, by gender. (IO2.3) • Toilets: Pupil ratio by gender. (IO2.7)	1.1.1 Priority infrastructure development delivered through outsourcing, in line with priorities identified in MEHRD AWP. 1.1.2 Strengthened coordination and collaboration with Provincial Government and EA in infrastructure development, including exploring use of PCDF funding mechanisms.	• At least 8 building projects per year completed (32 by 2023) • Strategy agreed between MPGIS, MEHRD and Provincial Governments by end 2020. Strategy implemented by 2021

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
			1.1.3 School management capacity and resourcing for school maintenance, in collaboration with communities, improved.	• Inspectorate reports show trend of improved school maintenance each year, from 2019 baseline
	1.2 Increased availability of quality community-based ECCE services	• Net and Gross enrolment rates for ECCE, by gender (EO1 and EO3). • Number of boys and girls participating in NGO supported ECCE services (*data collected from NGO program providers*).	1.2.1 Community-based ECCE initiatives established and evaluated.	• First call for proposals undertaken and NGO grants awarded by 2nd quarter 2020 • At least 100 communities have access to quality community-based ECCE services by 2023
	1.3 Increased numbers of students transitioning from year 6 to year 7.	• Transition rates by level and gender (EO1.2). • Dropout and Repetition Rates by level and gender (EO 1.10 and 1.11).	1.3.1 An effective and affordable strategy for removing year 6 exam implemented.	• Year 6 exam ceased by end 2020
	1.4 Schools able to reduce fees.	• Increased percentage of primary and CHS charging reduced fees in accordance with MEHRD policy (*additional data collection may be required by MEHRD with PMT support).*	1.4.1 School grant policy revised to increase amount of operational funding available to schools, including for maintenance.	• Grant per school increased including, increased amounts for maintenance and equity grants (e.g. for isolated schools) by beginning 2021
End of Program Outcome 2: Improved Learning Outcomes (particularly in literacy and numeracy)				
IO3: More teachers using new curriculum.	2.1 Quality curriculum resources for all basic education subjects completed.	• Number and percentage of teachers with access to adequate teaching resources. (IO3.1) • Pupil: Text Book ratio. (IO3.2)	2.1.1 Primary and JSS curriculum resources incorporate a focus on literacy and numeracy, inclusion and Solomon Island Capabilities.	• Contract for Curriculum Development tendered and awarded by first quarter 2020. • Curriculum resources for English Years 5-6 completed by end 2020

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
IO4: Teachers using assessment strategies for learning. **IO6:** Teachers using quality literacy and numeracy strategies. **IO7:** Schools show improvement against Standards.		• Number and percentage of teachers using the new curriculum by sector. (IO3.3)	2.1.2 Primary and JSS curriculum desk-top published and printed.	• Curriculum Resources completed[110] by end of 2020 for: > Health Education Years 1 and 3 > Physical Education > Arts and Culture Teacher Guides > Christian Life Teacher Guides > ICT Teacher Guides
	2.2 All newly developed curriculum resources delivered to schools.		2.2.1 Effective and efficient system for education resource distribution to schools managed by the organisation contracted to manage development, desk-top publishing and printing.	• System for resource distribution developed by contractor in consultation with MEHRD and EA, and agreed with MEHRD by 2nd quarter 2020 • Curriculum Resources developed under existing Cognition contracts 2017-2019 published and delivered to all schools by third quarter 2020 > Years 1,2,3 and 4 Maths Teacher Guides and Learner Books > Years 3-4 English Teaching and Learning Guide[111] > Years 5-6 English Teacher Guides and Learner Books > Year 9 English Teaching and Learning Guide > Year Social Studies Teaching and Learning Guide > Year 8 Maths Teacher Guide > Year 9 Maths Teacher Guide

[110] Depending upon MEHRD prioritisation of non-core subjects against senior secondary developments.

[111] Produced under an individual contract with Jackie Coleman.

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
	2.3 Teachers (supported by school leaders) understand and begin use effective teaching strategies.	• Number and percentage of teachers using assessment for learning. (IO4.1) • Number and percentage of teachers meeting agreed Standards. (IO5.1) • Teachers use a greater repertoire of instruction strategies that increase opportunities for student learning *(data source: Prof. Dev. Program contractor reporting)* • Positive shift in student learning based on classroom-based assessment *(data source: Prof. Dev. Program contractor reporting)*	2.3.1 National, school-based professional development programme established and delivered, targeting use of new curriculum, formative assessment practice, literacy and numeracy instruction, inclusive pedagogy, and instructional leadership.	• Contract for Professional Development Program designed, tendered and awarded by end of 2nd quarter 2020 • 25% of primary/JSS school teachers (inclusive of leaders) engaged in whole school, ongoing professional development by 2021 • 85% of primary/JSS school teachers (inclusive of leaders) engaged in whole school, ongoing professional development by end 2023
End of Program Outcome 3: Improvement in learning outcomes for disadvantaged children				
IO2: Increased number of students completing 13 years. **IO6:** Teachers using quality literacy and numeracy strategies. **IO5:** Teachers using child-	3.1 Parents/ communities actively support children's learning in basic education.	• Increased evidence of active collaboration between parents/ community members and schools to promote all children's learning including those with disability and of low socio-economic status *(data source: NGO program reporting).* • Increased evidence of parents/ community members actively supporting sustained participation of children living with a disability and children of low socio-economic status in basic	3.1.1 Programs to improve parents/communities' capacity to support children's learning in basic education, including early school leavers. 3.1.2 Programs to improve collaboration between communities, NGOs MEHRD and/or other agencies in the governance and monitoring of education service delivery.	• First round of NGO grants awarded by 2nd quarter 2020 • At least 100 communities reached by NGO delivered programs by 2023.

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
friendly teaching strategies.		education *(data source: NGO program reporting).*		
	3.2 Teachers and school leaders have increased skills and knowledge about inclusive pedagogy.	• Teachers use a greater repertoire of inclusive strategies that increase opportunities for student learning *(data source: Prof. Dev. Program contractor reporting).* • More schools implementing practical, contextually-appropriate child protection strategies *(data source: Prof Dev contractor reporting).* • Accuracy and completeness of school survey data on children with disability improved (SIEMIS reporting)	3.2.1 Integration of disability inclusion, child protection and gender equity strategies within professional development program and curriculum development. 3.2.2 Implementation of MEHRD Inclusion, Gender Equity and Child Protection policies. 3.2.3 Evaluation of vernacular language pilot projects and recent initiatives, to inform review of draft Language Policy and development of action strategies for NEAP 2021-2025.	• Scope of Services for professional development program explicitly requires expertise in, and coverage of inclusive pedagogy • Professional development program design and materials adequately integrate inclusive pedagogy • Evidence of active implementation of Inclusion, Gender Equality and Child Protection policies in MEHRD reporting • Gender Audit completed • Vernacular language pilot projects evaluation completed by 3rd quarter 2020 • Evidence of strategies in NEAP 2021-2025 for vernacular language in line with outcomes of evaluation
End of Program Outcome 4: Improved education sector management by Education Authorities (EA), schools and MEHRD, in support of improved teaching and learning				
IO7: Schools show improvements against agreed standards. **IO8:** Education Authorities operate to agreed Standards.	4.1 EA have organisational systems and skills to support effective teacher management.	• Teacher absenteeism by level (EO2.7) • Number of EAs that meet new standards. (IO8.1) • Schools (Leaders, teachers and school boards) report improvements in support from their EA (data source: Prof. Dev.	4.1.1 Teacher workforce management and welfare policy, procedures and systems revised in line with revised Education Act. 4.1.2 Teacher management information system improved at EA and MEHRD level.	• New form of the Teacher Services Handbook finalised and disseminated by end 2020. • Decisions made on solution for improved teacher management information system made by mid-2020, and decisions implemented by early 2021.

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
IO9: MEHRD capacity at institutional, organisational and individual levels strengthened.		Program and EA Capacity building program contractors' reporting).	4.1.3 Professional development and systems support provided to EA for implementing new policy/procedures for teacher management and welfare.	• All EA receive professional development on teacher management by end 2020.
	4.2 PEA have the organisational structure and resources required to support quality teaching and learning for all.		4.2.1 EA resourcing and PEA structure reviewed in line with revised Education Act. 4.2.2 Revisions to EA resourcing and PEA structure implemented. 4.2.3 Capacity building support provided to Provincial Government and EAs meet EA standards. 4.2.4 EA implement initiatives to improve teaching and learning.	• Review completed and endorsed by MEHRD SMT and Provincial Governments by end 2020. • EA Grants Policy revised and implemented from early 2021 • Revisions to PEA structure implemented by end 2021 • Capacity building program designed and contracted out by early 2021 • EA Small Grants program reviewed and revisions endorsed by MEHRD SMT and Program Governance Cttee. by mid-2020 • 4 EA Small Grants awarded and successfully implemented each year (16 by 2023)
	4.3 MEHRD makes more effective and efficient use of SIG and A/NZ resources.	• MEHRD staff at all levels have increased skills and knowledge for complying with SIG financial and procurement instructions *(data source: PMT reporting on TA*	4.3.1 Financial Management and Procurement advice and capacity building provided to MEHRD.	• Financial Management and Procurement Advisers, with experience in capacity development, contracted by end 2019 • Capacity building plans (co-designed by TA, MEHRD and PMT) developed

MEHRD Intermediate Outcome	Program Intermediate Outcomes (IO)	Program Intermediate Outcome Indicators (Referenced to MEHRD IO indicators)	Program Outputs	Program Outputs Indicator Targets 2023
		contribution to capacity development). • Procurement plan that ensures effective and efficient use of SIG resources *(data source: MEHRD annual report and PMT reporting).*		and implemented to improve MEHRD capability for: > for compliance with SIG financial and procurement instructions > procurement plans that ensures effective and efficient use of SIG and A/NZ resources.
	4.4 Quality capacity development support delivered to MEHRD.	• Improved MEHRD planning and reporting systems and processes. (IO9.1) • Increased skills, knowledge and confidence of MEHRD staff in targeted areas (data source: PMT reporting on Capacity Development Framework implementation).	4.4.1 Strategic organisational Capacity Development Framework and plan co-designed.	• Capacity Development Framework co-designed and endorsed by Program Governance committee by mid-2020 • Capacity Development Framework socialised across all MEHRD divisions and actively used in determining provision of support by third quarter 2020 onwards.

MEL Framework Layer 3: Implementation processes related to the components of the Program

This part of the MEL framework focuses on the implementation of the Program design, in terms of the effectiveness and appropriateness of the modalities, strategies, governance and management structures and performance of the PMT. This is distinct from MEL of the outcomes achieved by MEHRD and other implementing partners and is an area of MEL neglected in previous programs yet critical to building A/NZ understanding of how to be effective development partners in the Solomon Islands. Monitoring at this level is closely linked to risk management and enables ongoing improvement of the quality and effectiveness of A/NZ support and relationships.

The table shows examples of questions and related indicators (drawing from the DFAT Health Sector Support Program Design), however these need to be co-constructed by DFAT, MFAT and MEHRD, with the support and coordination of the during the first 6 months of the Program. The PMT will be responsible for facilitating a process for joint monitoring and review of these indicators.

	Sample MEL questions	Indicators	
Core funding	Are mechanisms to promote engagement being led in the right way, by the right people, and achieving the right objectives?	1	# meetings of key committees that A/NZ are a member of scheduled; # held e.g. Governance Committee; EDPCG.
		2	% MEHRD attendance in key meetings; # of key meetings led by MEHRD.
	Are 'rules' for accessing funding clear, communicated to all who need to know them, and applied consistently?	3	# of divisions supported by A/NZ budget support accessing and spending funds in a timely way.
		4	MEHRD budget guidelines for divisions prepared and disseminated at the beginning of the financial year.
	To what extent have stronger controls, transparency and accountability been realised, and incorporated into government systems.	5	Annual unqualified external audit.
Capacity Development	Are TA positions addressing priority MEHRD needs, co-ordinated with one another and with other (outside the Program) TA? Are capacity development inputs fit for purpose and contextually appropriate? What are the capacity development results/success stories?	6	% TA with annual performance review completed each year.
		7	Capacity building plans or work plans prepared by each TA, approved by counterpart and evidence of outputs and outcomes of these plans being achieved.
		8	Greater range of capacity development inputs (beyond international TA) utilised.

	Sample MEL questions	Indicators	
Performance-Linked Funding	To what extent has Performance-Linked Aid (PLA) advanced achievement of results? To what extent has performance monitoring influenced (distorted/improved) reporting and data quality? How is PLA spent, and is it valued? To what extent have performance monitoring results been used to shape implementation?	9	% Performance-Linked Aid awarded.
		10	Spot check of quality of reporting on select PLA and key performance indicators.
		11	% of PLA spent on teaching and learning; MEHRD annual reporting and PMT reporting demonstrate evidence of use of performance data and value of PLA.
Program Management	To what extent is the PMT adding value for A/NZ and for MEHRD? To what extent is the A/NZ joined up approach reducing burden for MEHRD? To what extent are safeguard risks being managed?	12	% of PMT performance rubric criteria met to satisfactory standard.
		13	% of annual performance indicators for A/NZ as Development Partners.
		14	Joint MEHRD-Development Partner assessment of Statement of Partnership Principles.
		15	Results of safeguard monitoring, reporting, management responses and (if applicable) remedial actions.

Annex 13: Detailed Indicative Budget/Cost Estimates

		Australian $				
		Year 1	**Year 2**	**Year 3**	**Year 4**	**TOTAL**
DFAT Contributions	(total can range from AU$36 - 42 million)	10,500,000	10,500,000	10,500,000	10,500,000	**42,000,000**
MFAT (NZD 1 = AUD 0.93)	(total of NZ$24 million)	5,580,000	5,580,000	5,580,000	5,580,000	**22,320,000**
Total		**16,080,000**	**16,080,000**	**16,080,000**	**16,080,000**	**64,320,000**

		Australian $				
		Year 1	**Year 2**	**Year 3**	**Year 4**	**TOTAL**
Outcome 1: Improvement in basic education participation and completion rates		2,250,000	2,250,000	2,500,000	2,550,000	9,550,000
1.1 More school facilities aligned to student demand (per MEHRD AWP).	• ESBS. Funding for infrastructure projects and AMD op costs.	1,900,000	1,900,000	2,000,000	2,000,000	7,800,000
1.2 Increased enrolment in ECCE.	• PMT managed NGO funding for delivery of community-based ECCE services.	350,000	350,000	500,000	550,000	1,750,000
1.3 Increased student transition from Year 6 to Year 7.	• Policy dialogue. • Support through Capacity Development Fund for research/data collection on access issues and TA if necessary.					
1.4 Schools able to reduce fees.	• School grant policy revised to increase operational funding to schools. • PMT managed NGO funding (see 1.2 above) to increase parental and community support for school governance.					

		Australian $				
		Year 1	**Year 2**	**Year 3**	**Year 4**	**TOTAL**
Outcome 2: Improvement in learning outcomes for children in basic education		**7,440,000**	**7,043,516**	**6,816,577**	**6,705,047**	**28,005,140**
2.1 Curriculum resources for all basic education subjects completed.	• ESBS. MEHRD outsourced contract.	3,740,000	1,375,000	775,000	1,000,000	6,890,000
2.2 All new curriculum resources delivered to schools.	• ESBS. MEHRD outsourced contract (as above in 2.1).	200,000	900,000	900,000	375,000	2,375,000
2.3 Teachers understand and use effective teaching strategies.	• ESBS. MEHRD outsourced contract for national, school-based professional development. • TA support through Capacity Development Fund.	3,500,000	4,768,516	5,141,577	5,330,047	18,740,140
Outcome 3: Improvement in learning outcomes for disadvantaged children in basic education		**350,000**	**350,000**	**500,000**	**550,000**	**1,750,000**
3.1 Parents and communities actively support children's learning in basic education.	• PMT managed NGO funding to build community capacity (see 1.2 above).	350,000	350,000	500,000	550,000	1,750,000
3.2 Teachers have greater understanding of inclusive pedagogy and child protection.	• As part of Professional Development (see 2.3 above). • Support through Capacity Development Fund for MEHRD in implementation of other high priority aspects of Inclusion, Gender Equity and Child Protection policies.					
Outcome 4: Improved education sector management by EAs, schools, and MEHRD to support teaching and learning		**3,430,000**	**3,580,000**	**3,530,000**	**3,480,000**	**14,020,000**
4.1 EAs have knowledge and systems for effective teacher management.	• ESBS for roll-out of teacher workforce management reforms including teacher management database for EA. • Support through Capacity Development Fund for technical assistance. (Also, EA capacity programme in 4.2 below).	100,000	100,000	100,000	100,000	400,000

		Australian $				
		Year 1	**Year 2**	**Year 3**	**Year 4**	**TOTAL**
4.2 PEAs have organisational structure and resources to support quality learning for all.	• ESBS for small grants to EAs (up to SB$100,000 each).	250,000	250,000	250,000	350,000	1,100,000
	• ESBS. Funding for EA Support Division operationalisation of structural and resourcing reforms for EA.	50,000	50,000	50,000	80,000	230,000
	• ESBS. PEA Capacity Building Prog when new Education Act passed.	50,000	330,000	380,000	400,000	1,160,000
	• Support through Capacity Development Fund and Local TA Fund.					
4.3 MEHRD meets SIG and A/NZ PFM and Procurement requirements.	• TA support, Finance and Procurement Advisors, through Capacity Development Fund. • ESBS. Local TAs provide training (Local TA Fund).					
4.4 Quality capacity development support delivered to MEHRD.	• Support through Capacity Development Fund for priority TA roles, Gender Audit, Performance Expenditure Review, and other assistance as required. • Support through Local TA Fund as required.					
	• Support for AJR, and monitoring and data collection.	100,000	100,000	100,000	100,000	400,000
Local TA Fund for long- and short-term TAs.	• ESBS. MEHRD manages funding and procurement.	380,000	450,000	450,000	450,000	1,730,000
Capacity Development Fund.	• PMT manage funding and procurement.	2,500,000	2,300,000	2,200,000	2,000,000	9,000,000
Performance Linked Aid (To be allocated to above per MEHRD priorities)		**1,560,000**	**1,560,000**	**1,560,000**	**1,560,000**	**6,240,000**
Program Management Team		**1,050,000**	**1,296,483**	**1,173,422**	**1,234,953**	**4,754,858**
		16,080,000	**16,080,000**	**16,080,000**	**16,080,000**	**64,320,000**

Annex 14: Budget Support Modality

General

ESBS provides support for SIG's own support and funding for basic education. It is expected that SIG will maintain, and possibly increase, its own level of funding as a percentage of total government expenditure on basic education. The aim in designing the payments systems for ESBS is to reduce transaction costs for MEHRD and MoFT, while ensuring both SIG and A/NZ PFM requirements are met. The ESBS payment systems will largely be as at present with Australia having a reimbursable system and NZ an advance payments model.

Performance Linked Aid (PLA) will be paid by Australia only. In doing this calculation, the PLA of $1.56 million has not been included in DFAT's funding. This results in ESBS and other costs, excluding PLA, being generally allocated to DFAT 61.5% and MFAT 38.5%.

Timing

Careful planning will be required to ensure that activities in the first year of the Program commence on schedule and budgeted activities and expenditure are completed.

The two donors and MEHRD will jointly agree on an exact starting date for the new A/NZ Education Sector Support Program. Funding under existing A/NZ Funding Arrangements will be extended until that date. Preparatory activities such as finalising the Statement of Requirements for the Project Management Team, and the terms of reference for the curriculum development and professional development outsourcing, could be undertaken before that date.

MoFT and MEHRD

MoFT will continue to have overall responsibility for financial oversight and for financial reporting. Both MoFT and MEHRD will ensure compliance with SIG's Public Financial Management Act, Public Finance and Audit Act, Financial Instructions and other legislation and regulations.

The ESBS component will be budgeted and recorded in SIG Ledger 372 as at present, and expenditure for each donor will be recorded separately. Currently, the recording of each donor's funding for jointly funded activities has to be recorded on subsidiary Excel records. MoFT is currently up-grading the MoFT AX ledger system and it is expected that spending for each donor will be included in that by the end of 2019.

MoFT will process payments and provide reports as per the current agreements i.e. complying payment requests will be processed within 5 working days after receipt; monthly financial statements will be sent to MEHRD within 10 working days of the end of the month; and, quarterly financial reports will be sent to MEHRD, and the PMT (representing DFAT and MFAT) within 15 working days of the end of the quarter.

MEHRD will prepare a statement for the donors showing estimated expenditure for the next quarter, within 15 working days of the end of the quarter. This will include the request to MFAT for its next payment and will provide DFAT an indication of the likely next reimbursement.

Funds will not be used for the following purposes without DFAT and MFAT prior written approval:

- MEHRD recurrent administration costs, including rent for permanent staff, travel or leave allowances and car fuel
- Overseas travel, including international training, conferences or workshops
- Scholarships.

Budgeting

The total budgeted expenditure is the same for each of the four years, though the amounts for each component may vary from year to year.

A meeting of the Program Governance Committee will take place in August/September each year, aligned to when the SIG Budget is being prepared. During this meeting, MEHRD will submit its draft 372 budget bid to DFAT/MFAT for approval, prior to MEHRD submitting this formally to MoFT. DFAT/MFAT may approve reallocation of funding between Program activities if requested and justified by MEHRD.

In the event that not all funds are spent in a given financial year, the Program Governance Committee will jointly determine the re-allocation of those funds, including re-allocating into the following year's budget. If no agreement can be reached, DFAT and MFAT reserve the right to have SIG return the unallocated funds to them.

Funds under this Program can only be varied by MEHRD or MoFT between heads or line items with the express permission of DFAT and MFAT. However, DFAT and MFAT reserve the right to exempt MEHRD from seeking approval for small changes of less than 20% of a budget line item with a maximum of up to AU$50,000.

MEHRD's Annual Workplan will be prepared and costed, and then discussed with DFAT and MFAT at the Program Governance Committee meeting in November, before the end of the SIG financial year (31 December). The Program Governance Committee may also approve reallocation of funding between Program activities at this time. Quarterly estimates of expenditure for the next quarter should be consistent with the Workplan unless explained to, and agreed by, DFAT and MFAT.

Procurement

Procurement will be undertaken in accordance with SIG's Contracts and Procurement Manual, Financial Instructions and other legislation and regulations.

The current DFAT No Objection Letter Process (NOL) will be maintained for all DFAT-funded procurements greater than SB$350,000 (and a sample below SB$350,000 but above SB$100,000). This will be overseen by the Project Management Team on behalf of DFAT.

DFAT and MFAT reserve the right to have a representative attend any Tender Evaluation Committee meetings as an observer for any tenders using Program funding.

Governance

On-going conditions for receiving A/NZ funding under the project are that:

- SIG's zero tolerance for fraud is maintained
- MEHRD's Internal Audit Committee will meet quarterly, with DFAT and MFAT represented on the Committee by the PMT
- The MEHRD Finance Committee will meet quarterly, with DFAT and MFAT represented on the Committee (through the PMT).

An audit of the Program and its associated funding will be conducted annually. In view of the capacity constraints at the Office of the Auditor General (OAG) this will be conducted by an outside auditor recruited by the PMT, though ideally in conjunction with the OAG. The audit report will be provided to the MEHRD SMT, DFAT and MFAT. The annual audit will ensure that procurement decisions and related contracts using Program funds comply with SIG procedures and regulations.

Australia's ESBS Funding

Australia's funding for ESBS will be provided by way of reimbursements to SIG for funds expended in implementing the Program. Reimbursements will be paid each quarter for the amount expended by SIG in the previous quarter, as set out in the reports provided by MoFT and a letter of request for reimbursement from MEHRD. The reimbursements will be paid within 20 working days after the receipt of these documents. If there are doubts about any payments, reimbursement will be made for those that are agreed as eligible within the above time-frame. Costs incurred for activities not listed in approved operational plans, or other ineligible expenditure, will not be reimbursed.

MoFT and DFAT will seek to ensure that a minimum cash balance of 10% of Australia's annual ESBS funding will be maintained in the Education SWAp account at all times. This will ensure that Program activities are not delayed while end of the quarter reports are prepared and reimbursements made.

Reimbursements will continue to be deposited in the Education Sector Budget Support Account at the Central Bank of Solomon Islands (CBSI) and then transferred to ANZ Education Support Account.

There will be different arrangements for PLA. MEHRD, with assistance from the PMT as necessary, will report on progress against the previous year's PLA indicators at the April Program Governance Committee meeting. Based on that assessment, the agreed percentage of PLA for the previous year will be appropriated and paid by DFAT to MEHRD in the following year.

New Zealand's ESBS Funding

NZ funding for ESBS will be paid by quarterly advance instalments (rather than 6 monthly) as this will facilitate reporting by MEHRD and MoFT and this timeline also aligns with Australian requirements. Payments will continue to be made into the current NZ Budget Support Account at the CBSI and then transferred to the operating account at the ANZ Bank.

The first payment by MFAT under the new Program will be based on 25% of the NZ's ESBS budget for the first year, plus an additional 10% contingency, making a total of 35%. The contingency will not be paid if there is an equivalent amount of unspent funds from the previous Program. This contingency should be maintained over the Program to ensure that there are funds available for MEHRD's activities while the quarterly report is prepared and the next payment is processed by MFAT.

Subsequent payments by MFAT will be made quarterly on receipt of an expenditure report for the previous quarter, estimates of expenditure for the next quarter and a letter requesting the next advance. MFAT will pay the funds within 20 working days of receipt of these documents unless there is a significant query. If there are queries about funding for some activities, the payments for those for which there are no queries will be paid within the above timeframe.

MEHRD will provide an estimate of expenditure for the next quarter. While it is expected that funds will be paid evenly over the year (25% per quarter), this may be reduced from the budgeted amount if i) there are excess funds from the previous quarter that have not been spent, or ii) planned activities for the next quarter do not require the budgeted level of funding. It is possible that more than 25% of the annual budget will be paid in one quarter if planned activities and payments indicate this will be required.

Annex 15: Risk

Investment Name:	Solomon Islands Education Design			**Aidworks Number:**	INN112
Date of Last Review:	Aug-19	**Date of Next Review:**	December 2019	**Country:**	Solomon Islands
Investment Manager:	Leah Horsfall (DFAT), Anabel Lusk (MFAT)	**Delegate:**	Julie McCallum	**Sector/s:**	Education
Objective/s:	Improved quality of basic education which is accessible to all Solomon Islands children.				

Risk Category	Risk Event - what could happen	Risk Source/s - what could cause the event to happen	Risk Impact/s - what would happen if the event occurs?	Risk Owner - Who is responsible for ensuring this risk is managed?	Risk rating before any controls			Existing Controls (what's currently in place?)	Current/Residual Risk Rating			Proposed Treatments (If no further treatment required or available, please explain why)	Person Responsible for Implementing Treatments	Implementation Date for Proposed Treatments	Target rating when Proposed Treatments are in place			Does this risk need to be escalated?
					Likelihood (refer to matrix)	Consequence (refer to matrix)	Risk Rating (refer to matrix)		Likelihood (refer to matrix)	Consequence (refer to matrix)	Risk Rating (refer to matrix)				Likelihood (refer to matrix)	Consequence (refer to matrix)	Risk Rating (refer to matrix)	
Operating environment	Major natural disaster effects delivery of program	Major natural disaster: i.e. earthquake, tsunami, cyclone, severe flooding. Lack of Disaster Risk Reduction planning and preparation.	Diversion of human and financial resources from planned and on-going program activities; infrastructure destroyed.	Leah Horsfall and Anabel Lusk	Possible	Major	High	MEHRD on NDMO emergency taskforce with established procedures for managing the impacts of such events	Possible	Major	High	Risk management planning Contractual requirements for PMT and infrastructure development Existing NDMO processes and possible partner assistance in the event of a disaster Support from the Australia Pacific Climate Partnership Support Unit and MFAT Partnerships Humanitarian Division	Leah Horsfall and Anabel Lusk	2020	Possible	Moderate	Medium	
Operating environment	Infrastructure development impeded by geographic and cultural factors	Poor planning could precipitate a land dispute; weak integration of Disaster Risk Reduction could leave school communities vulnerable to a disaster and/or climate change.	Infrastructure activities may not progress at the planned rate.	Leah Horsfall and Anabel Lusk	Likely	Minor	Medium	DFAT and MEHRD have engaged an engineering firm to review building designs	Possible	Minor	Medium	Risk management planning Contractual requirements for infrastructure development Involvement of Australian Infrastructure	Leah Horsfall and Anabel Lusk	2020	Unlikely	Minor	Low	

												Financing Facility for the Pacific and the planned Australian bi-lateral infrastructure program.						
Partner capacity and relations	Delays in start-up of curriculum and professional development contracts.	Capability and capacity issues (possibly due to a lack of training or excessive workload) within the Teaching and Learning and Procurement Division	Delays in implementation of curriculum and professional development contracts.	Leah Horsfall and Anabel Lusk	Likely	Major	High	MEHRD outsource curriculum development Procurement TA	Possible	Moderate	Medium	Use of short-term TA to support planning in 2019 Placement of long-term TA in T and L Division Capability building a requirement of outsourcing of curriculum and professional development	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	
Partner capacity and relations	Poor contractor performance	Contract management capability and capacity issues (possibly due to a lack of training or excessive workload) within the Teaching and Learning Division	Negative impact on quality and timeliness of curriculum and professional development deliverables, including local capacity development	Leah Horsfall and Anabel Lusk	Possible	Major	High	Acting Procurement Manager has been confirmed Procurement TA	Unlikely	Moderate	Medium	Short-term TA to support planning in T and L in 2019 Long-term TA in T and L Division Procurement TA Support from PMT	Leah Horsfall and Anabel Lusk	2020	Unlikely	Minor	Low	
Partner capacity and relations	Education Authority and Teacher Management reforms do not progress at sufficient pace	Insufficient leadership capacity within MEHRD to progress Capability issues within the Education Authority Services and Teacher Services Division, and at Senior Management level	Delays in reform with knock-on effects for effectiveness of professional development and EA strengthening programs	Leah Horsfall and Anabel Lusk	Likely	Moderate	High	Education Sector Management Advisor	Possible	Moderate	Medium	Implementation of Capacity Development Framework with support of PMT Use of short-term TA Education Sector Management Advisor	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	

Partner capacity and relations	Deterioration in relationship between Program partners	Poorly implemented PLA; poor selection or management of PMT means it becomes a barrier to relationships between MEHRD and partners; coordination across three partner countries/priorities proves challenging	Potential weakening of relationship	Leah Horsfall and Anabel Lusk	Unlikely	Major	Medium	Meetings of the Program Governance Committee and the Education Development Partners' Coordination Group (EDPCG)	Unlikely	Major	Medium	Continued meetings of Program Governance Committee and EDPCG Clearly defined role for PMT Use of PMT as a coordinating and communications conduit between donors and between donors and MEHRD/SIG	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	
Fiduciary and fraud	Australian or New Zealand funds could be misappropriated	Weak PFM (e.g. lack of controls on procurement or payments) could allow misappropriation to occur	DFAT or MFAT's reputation is damaged. Program does not achieve value for money or achieve its outcomes.	Leah Horsfall and Anabel Lusk	Possible	Major	High	TA in MoFT, MEHRD finance and procurement divisions; Procurement controls (No Objection Letters - NOLs)	Unlikely	Major	Medium	Placement of TAs in MEHRD finance and procurement divisions; NOLs	Leah Horsfall and Anabel Lusk	2020	Unlikely	Major	Medium	
Political	Program disruption due to political changes	Change of Solomon Islands Government, Prime Minister, Education Minister, Finance Minister and/or MEHRD Permanent Secretary	Changed priorities cause loss of program direction and momentum.	Leah Horsfall and Anabel Lusk	Unlikely	Major	Medium	Meetings of the Program Governance Committee Program endorsement by MEHRD	Unlikely	Major	Medium	Meetings of Program Governance Committee Ensuring Program is: tightly aligned with SIG/MEHRD processes and policies Program endorsement by MEHRD	Leah Horsfall and Anabel Lusk	2020	Unlikely	Major	Medium	
Political	Ongoing and disproportionate diversion of SIG money from basic education to tertiary scholarships	Lack of political commitment to basic education leads to excessively high tertiary scholarships budget	Disproportionate funding of tertiary scholarships at the expense of basic education.	Leah Horsfall and Anabel Lusk	Almost Certain	Minor	Medium	Inclusion of minimum spend on basic education and control of scholarship spending as a performance linked aid indicator Policy dialogue	Likely	Minor	Medium	Performance linked aid indicator Policy dialogue	Leah Horsfall and Anabel Lusk	2020	Likely	Minor	Medium	

Resources, management and planning	Program is insufficiently resourced to achieve outcomes.	Insufficient personnel/expertise (possibly due to a lack of training or excessive workload) in MEHRD, MFAT, DFAT to implement and coordinate the Program	Activities under the investment are not implemented on time/budget or do not bring about sustainable improvements	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	Placement of TA in MEHRD Finance and Procurement divisions Professional and Curriculum Development outsourced MEHRD capacity developed and supplemented by TA	Unlikely	Moderate	Medium	Use of PMT as a core implementation facility Outsourcing of major outputs.	Leah Horsfall and Anabel Lusk	2020	Unlikely	Minor	Low	
Resources, management and planning	Lack of sustainability and collaborative impact in parallel activities undertaken outside of SIG systems	Insufficient personnel/expertise (possibly due to a lack of training or excessive workload) in MEHRD/MFAT/ DFAT to coordinate activity	SIED fails to achieve some key outcomes.	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	Meetings of the Program Governance Committee MEHRD SSU efforts to include non-MEHRD actors in Annual Work Plans	Possible	Moderate	Medium	Meetings of the Program Governance Committee and EDPCG Use of PMT to manage NGO contracts and coordinate between donors and between MEHRD/ donors and NGOs.	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	
Resources, management and planning	Development partner funds underspent	Capacity issues (possibly due to a lack of training or excessive workload) and lack of planning within MEHRD; SIG and development partner financial controls	SIED does not achieve its outcomes	Leah Horsfall and Anabel Lusk	Likely	Moderate	High	Placement of TA in MEHRD Finance and Procurement Quarterly meetings between MEHRD SMT and A/NZ ESM Advisor	Possible	Moderate	Medium	Placement of TA in MEHRD Teaching and Learning, Finance and Procurement divisions Continuation of Education Sector Management Adviser Planning support from PMT Policy dialogue focused on expediting spend	Leah Horsfall and Anabel Lusk	2020	Unlikely	Minor	Low	

Environment and social safeguards	Adverse impact on the environment	Capacity issues (possibly due to a lack of training or excessive workload) and lack of planning results in infrastructure development that harms the environment	Environment is harmed	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	Capacity development support for MEHRD in the area of infrastructure development	Possible	Moderate	Medium	Environmental and Social Management Framework developed and implemented Continued capacity development support for MEHRD Support from the Australia Pacific Climate Partnership Support Unit and MFAT Development Sector and Thematic Division Meetings of the Program Governance Committee	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	
Environment and social safeguards	A child may be abused or exploited by personnel, volunteers, other children, visitors Corporal punishment used on children A child may be harmed during the construction of infrastructure Confidential data of children may be misused or distributed	Implementing partners do not comply with DFAT's Child Protection Policy Teachers and/or child care givers lack awareness of the adverse impacts of corporal punishment and knowledge about alternative forms of discipline (e.g. because of a lack of training)	Physical or emotional damage to children affecting their learning; reputational damage to development partners	Leah Horsfall and Anabel Lusk	Likely	Major	High	Contractors and NGOs are required to comply with the DFAT Child Protection Policy MEHRD is developing a child protection policy In its Direct Funding Agreement with Australia, SIG commits to abide by the UN Convention on the Rights of the Child	Possible	Major	High	Environmental and Social Management Framework developed and implemented Inclusion of child protection as a component of teachers' professional development PMT and NGOs comply with the DFAT Child Protection Policy. PMT conducts child protection risk assessment (including of NGO partners) and monitors. PMT reports on child protection	Leah Horsfall and Anabel Lusk	2020	Possible	Major	High	

												measures as part of all reporting and provides training on child protection for NGO partners. PMT maintains a list of referral organisations that can be shared with survivors. MEHRD Child Protection policy operational SIG adheres to the Principles of the DFAT Child Protection Policy New Education Bill stipulates all schools must have a Child Protection Policy Meetings of the Program Governance Committee						
Environment and social safeguards	Health and safety incident occurs during delivery of the Program	Various Health and Safety risks associated with Program components	Physical or emotional harm to individuals involved in the program; reputational damage to development partners	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	So far as reasonably practicable, health and safety requirements of A/NZ are observed by partners or contractors involved in the Program.	Possible	Moderate	Medium	Environmental and Social Management Framework developed and implemented Health and safety requirements of donors followed including completion of MFAT's health and safety acknowledge ment form by	Leah Horsfall and Anabel Lusk	2020	Possible	Moderate	Medium	

												direct contractors/or partners Meetings of the Program Governance Committee						
Resources, management and planning	Recruited TA are ineffective or unsuitable	Quality (technical and/or soft skills) of TA Poor recruitment practices	Ineffective or unsuitable TA undermines MEHRD capacity development and/or ownership of program, jeopardises effective delivery of program activities/outcomes and/or causes reputational damage for A/NZ.	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	Ensure MEHRD representatives are involved in recruitment process for TA.	Possible	Moderate	Medium	PMT support design and implementation of the Capacity Development Framework, in close consultation with MEHRD; and ensure ToR outlines preference of TA candidates with Pacific (esp. Melanesian/Solomon Islands experience) and prioritises strong interpersonal/intercultural skills	Leah Horsfall and Anabel Lusk	2019/20	Possible	Moderate	Medium	
Environment and Social safeguards	Sexual harassment, exploitation, or abuse of adults occurs during delivery of the Program	Personnel or beneficiaries of the Program may cause sexual harassment, abuse, and/or exploitation issues in the school or community	Physical or emotional damage to adults, affecting their ability to support children's learning; reputational damage to development partners	Leah Horsfall and Anabel Lusk	Possible	Moderate	Medium	Contractors and NGOs are required to comply with the DFAT policy on Preventing Sexual Exploitation, Abuse and Harassment and MFAT Safeguarding policies MEHRD is developing a Gender Equality in Education Policy which seeks to create safe environments for staff	Unlikely	Moderate	Medium	Environmental and Social Management Framework developed and implemented MFAT and DFAT advocate for Sexual Exploitation, Abuse and Harassment prevention to be included as a component of professional development PMT conduct PSEAH risk assessment (including of NGO partners) and monitoring	Leah Horsfall and Anabel Lusk	2020	Unlikely	Moderate	Medium	

								There are existing avenues for reporting sexual abuse cases, i.e. through the Police Sexual Assault Unit which the MEHRD utilises				MEHRD Gender Equality in Education policy operational, which will require all schools to develop policies on preventing sexual exploitation, abuse and harassment, and safety. Meetings of the Program Governance Committee						